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## AGENDA

### ORDINARY MEETING OF COUNCIL FOR WEDNESDAY 26 JULY 2017 TO BE HELD AT COBRAM CIVIC CENTRE COMMENCING AT 5:00 PM

#### 1. CALLING TO ORDER – CEO

##### **RECORDING**

Consistent with section 72 of our Meeting Procedures Local Law, Council officers have been authorised to record the public session of this meeting using an audio recording device.

#### 2. PRAYER

Almighty God we humbly ask you to guide our deliberations for the welfare and benefit of the Moira Shire and its people whom we serve.

Amen

#### 3. ACKNOWLEDGEMENT OF COUNTRY

We, the Moira Shire Council, would like to acknowledge the traditional owners of the land upon which we meet and pay our respects to their Elders both past and present.

#### 4. APOLOGIES & REQUESTS FOR LEAVE OF ABSENCE

#### 5. DECLARATION UNDER ACTS, REGULATIONS, CODES OR LOCAL LAWS

#### 6. DECLARATION OF ANY INTEREST OR CONFLICT OF INTEREST

#### 7. CONFIRMATION OF MINUTES OF PREVIOUS MEETING

**Recommendation:** “That the minutes of the Ordinary Council Meeting held on Wednesday, 28 June 2017, as prepared, be confirmed.”

#### 8. COUNCILLOR REPORTS

COUNCILLORS TO PROVIDE VERBAL REPORTS

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FILE NO: F13/260  
2. A THRIVING LOCAL ECONOMY

ITEM NO: 9.1.1

## BARMAH CARAVAN PARK - FUTURE COUNCIL INVOLVEMENT

### RECOMMENDATION 1

That Council confirm its preferred option for future involvement in the operation of the Barmah Caravan Park

A. Council undertake a prescriptive Expression of Interest process

**OR**

B. Council seek Ministerial approval to commence negotiations with the incumbent Lessee

**OR**

C. Council resume the EOI process and commence further discussions with existing applicants

**OR**

D. Council not renew the lease of the Barmah Caravan Park and transition the Park into a progressive closure phase based upon Council's obligations under the Residential Tenancies Act.

### RECOMMENDATION 2

In accordance with Council's preferred option, Council officers will proceed with the described actions.

## 1. Executive Summary

This report seeks Council's direction for Council's future involvement in the operation of the Barmah Caravan Park (BCP)

Following two Expression of Interest (EOI) processes, Council resolved at the April Council meeting *That a decision be deferred for three months, and that Moira Shire work with the Barmah Community to achieve a workable and amicable result for all parties concerned.* As a result, Council has not made a decision and the processes are not concluded.

Since the April meeting, officers have undertaken community, business and industry consultation with the goal of better understanding the value of the BCP to the local community and economy, and to identify a park management model that is viable, compliant and would enable the ongoing operations of the BCP.

A range of options have been evaluated on their ability to

- satisfy Victorian Government legislative and best practice requirements for Caravan Parks on Crown land and Crown Land leasing policy requirements.
- ensure future Council involvement does not create unreasonable legal and/or financial risks for Council and is consistent with the principle that public funds should be invested in services and assets that provide broad public benefit in preference to services and assets that benefit a limited group and/or private business, and comply with rules of competitive neutrality that apply to local government.

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- comply with rules of competitive neutrality which basically means public funds through operational or capital assistance should not subsidise the operation of a business in a competitive market.

Through this process four options have been identified for Council's consideration:

- a. Council undertake a prescriptive Expression of Interest process
- b. Council seek Ministerial approval to commence negotiations with the incumbent Lessee
- c. Council resume the EOI process and commence further discussions with existing applicants
- d. Council not renew the lease of the Barmah Caravan Park and transition the Park into a progressive closure phase based upon Council's obligations under the Residential Tenancies Act.

Council is asked to confirm which of these options it would like to pursue or whether there is a further option it would like to explore.

Once Council's view is confirmed, a project plan will be developed to support the timely progress of Council's decision and communication to all affected parties.

### **2. Background and Options**

#### **Council's role**

The Barmah Caravan Park (BCP) is located on Crown land – Council does not own the BCP. As the Government appointed Committee of Management, Council must ensure all processes associated with the lease, operation and development of the BCP comply with State Government requirements.

#### **Regulatory change to Park lease obligations**

The existing BCP lease was signed more than 15 years ago. Since then the Victorian Government has introduced substantial policy changes for the operation of Caravan Parks on Crown land. Council is required to ensure a new lease complies with these requirements and this includes ensuring a competitive public process for leasing of commercial premises on Crown land.

#### **Public processes to secure future management**

Provision exists under the Victorian Government Crown Land Leasing Policy for Council to seek Ministerial approval to enter into direct negotiations with the incumbent lessee where it may be impractical to use a competitive process such as a formal lease tender or expression of interest process. In late 2015 the lessee provided a submission to Council seeking to continue management of the Park following expiry of the new lease however during the same period multiple parties had expressed interest in the future management and development of the BCP.

For this reason Council undertook a public Expression of Interest (EOI) process in early 2016 in accordance with the Victorian Government statutory and policy requirements.

The EOI process provided the flexibility for potential operators to put forward a vision for the BCP without the constraints associated with a prescriptive tender process. The EOI was supported with local and national advertising and media releases.

While Council received many enquiries, only two submissions were received and both failed to adequately demonstrate capacity to meet the future legislative and operating requirements. Council resolved to undertake a further EOI process in March 2017. The EOI was again supported with local and national advertising and media coverage but again failed to attract suitable BCP management options.

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### **Conclusion of public processes to secure future management**

At this stage Council has made no decision on the outcome of the EOI process or Council's future involvement in the operation of the BCP.

Council's EOI process included options for Council to:

- 6.2.1 *conduct a further process inviting one or more respondents to participate;*
- 6.2.2 *negotiate with any or several of the respondents including discussing with a respondent any variation of the terms of this Invitation or the terms of the Lease (including rental or price) at Council's sole discretion;*

Under Victorian Crown Land Leasing Policy, Council may also seek Ministerial approval to enter into direct negotiations with the incumbent lessee on the basis that *an appropriate competitive process has not produced a satisfactory lease outcome.*

The above points are reflected in the options and recommendations presented to Council.

### **Consideration of alternative management options**

Following the EOI processes, a range of future management options were considered to enable the ongoing operation of the BCP. When the report was moved from the confidential to the open agenda, proposals that for commercial or privacy reasons could not be considered in public at an Ordinary Council Meeting were removed leaving only a proposal for Council to withdraw from its role as Committee of Management.

At its 26 April Ordinary Council meeting, Council resolved:

*That a decision be deferred for three months, and that Moira Shire work with the Barmah Community to achieve a workable and amicable result for all parties concerned.*

### **Community Consultation Processes**

Following the April meeting Council officers

- Held three listening post sessions in Barmah to hear concerns and feedback from the local community. A total of 13 parties attended these sessions.
- Convened a working group comprising representatives of the Australian Caravan Park Association, Western Moira Tourism and a local business and Barmah Social Club representative. The working group has provided Council with industry expertise to inform identification of possible future management options.
- Published full page community updates in local media addressing emerging and existing concerns and providing updates on progress.
- Responded to more than 30 individual community letters, emails and concerns which included providing individual responses where it was not appropriate to respond through the community updates.
- Contacted more than 30 businesses in the Barmah and Nathalia area to understand their concerns, views and the economic value of the BCP to the local economy.
- Provided Council with a comprehensive report including verbatim feedback, concerns and proposals shared with Council through the above processes.

BCP users, the local community business and the working group feedback indicates that

- the BCP contributes to the local economy in many ways including
  - The majority of the Barmah Social Club's members are BCP visitors
  - The BCP draws visitors to Barmah and towns along the way such as Nathalia

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- Many site holders use the BCP as their weekend getaway and visit the BCP frequently across the year and in some cases extend their business operations to service Barmah.
- all would like to see the BCP continue operating – but there was no single common vision for the BCP. Some indicated they do not believe the BCP needs to change, others felt the BCP fees need to increase to upgrade aging facilities and services, while others indicated the BCP should reinvent itself.
- Many are disappointed in the manner in which Council has informed Park users and the local community about the prospects for the BCP.

A more detailed report of feedback is attached.

### **Principles for evaluating future management options**

In preparing this report and following discussions with Council, and with community, business and industry feedback and advice a range of future management options were assessed according to their ability to:

- satisfy Victorian Government legislative and best practice requirements for Caravan Parks on Crown land and Crown Land Leasing Policy. These requirements cover a wide range of operating and development considerations including a 12 month limit of site hire, no permanent residency, not permitting unregistrable mobile dwellings and addressing public, safety and operating risks.
- ensure Council's involvement does not create unreasonable legal and/or financial risks for Council and is consistent with the principle that public funds should be invested in services and assets that provide broad public benefit in preference to services and assets that benefit a limited group and/or private business.
- comply with rules of competitive neutrality which basically means public funds through operational or capital assistance should not subsidise the operation of a business in a competitive market. Competitive neutrality ensures public entities compete fairly in the market. It is about transparent cost identification and pricing in a way that removes advantages arising from public ownership and applies to local government businesses.

As a result of this process, four options are recommended in this report for consideration by Council.

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**Options**

	<b>A.</b>	<b>B.</b>	<b>C.</b>	<b>D.</b>
	<b>Undertake a prescriptive Expression of Interest process</b>	<b>Seek Ministerial approval to commence negotiations with the incumbent Lessee</b>	<b>Resume EOI process</b>	<b>Council not renew the lease of the Barmah Caravan Park</b>
<b>Key points</b>	<ul style="list-style-type: none"> <li>• Unlike the earlier EOI processes, this process would involve Council preparing a detailed lease agreement, development plan and associated guidance and then seek Expressions of Interest through a public process from potential BCP managers to operate the BCP in accordance with these requirements.</li> </ul>	<ul style="list-style-type: none"> <li>• Council would work with the incumbent lessee to prepare a detailed, compliant lease agreement, development plan and associated resources that may include template site hire agreements.</li> <li>• This process is a permitted option under the Crown Land Leasing Policy</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• This option activates clause 6.2.3 of the EOI.</li> <li>• Council would negotiate with the respondents to agree a detailed, compliant draft lease agreement with each applicant.</li> <li>• The lease would include a development plan and associated resources that may include template site hire agreements.</li> <li>• The draft lease agreements would be presented to Council for its determination.</li> </ul>	<ul style="list-style-type: none"> <li>• The BCP returned to the Crown and the Crown would determine future use of the site.</li> <li>• Council would advocate for the site to continue as free or un-serviced camping.</li> </ul>
<b>Limitations</b>	<ul style="list-style-type: none"> <li>• Process is different to the earlier EOIs because it will limit the potential for unique development options.</li> <li>• Caravan Park Association suggests that BCP is unlikely to attract major industry players because of its size and Crown land status. A lease may appeal to a smaller operator, eg a family operator.</li> </ul>	<ul style="list-style-type: none"> <li>• Depends on the willingness and capacity of the incumbent to meet the considerable risk and investment obligations required for Caravan Parks on Crown land.</li> <li>• Requires approval in principal by the Minister prior to negotiations and may require a public notification process.</li> </ul>	<ul style="list-style-type: none"> <li>• Does not allow participation by interested parties who have come forward since the conclusion of the EOI application period. Feedback indicates some applicants did not participate because of timing or would have participated in a more structured negotiation process rather than an open EOI.</li> </ul>	<ul style="list-style-type: none"> <li>• Council can advocate for but cannot determine future use of the site.</li> </ul>



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<b>Positives</b>	<ul style="list-style-type: none"> <li>• Ensure shortcomings identified in previous applications or that could not be confirmed to prospective operators are addressed within the prescriptive documentation.</li> <li>• Ensures future risks to Council are identified and mitigated through the lease agreement.</li> <li>• Enables participation by new prospective operators.</li> <li>• Maximises transparency and participation</li> </ul>	<ul style="list-style-type: none"> <li>• Avoids disruption to the operation of the BCP.</li> </ul>	<ul style="list-style-type: none"> <li>• Applicants existing submissions and feedback from Council provides a basis for commencing negotiations</li> <li>• Opportunity to address shortcomings identified in previous applications</li> </ul>	<ul style="list-style-type: none"> <li>• Potential for camping to continue on the site.</li> <li>• Eliminates future risks to Council.</li> </ul>
<b>Time</b>	<ul style="list-style-type: none"> <li>• The process could require up to 12 months to complete and for the manager to commence operations.</li> </ul>	<ul style="list-style-type: none"> <li>• Past experience suggests direct negotiations can take the better part of 12 months to complete</li> </ul>	<ul style="list-style-type: none"> <li>• The process could require up to 12 months to complete and for the manager to commence operations.</li> </ul>	<ul style="list-style-type: none"> <li>• Council would be responsible for the process to close the BCP which would 12 months to complete.</li> </ul>
<b>Costs</b>	<ul style="list-style-type: none"> <li>• Interim management costs</li> </ul>	<ul style="list-style-type: none"> <li>• Interim management arrangements involving the incumbent.</li> </ul>	<ul style="list-style-type: none"> <li>• Interim management costs</li> </ul>	<ul style="list-style-type: none"> <li>• Interim management costs</li> <li>• Site rehabilitation costs</li> </ul>
<b>Risks</b>	<ul style="list-style-type: none"> <li>• No applicants.</li> <li>• Previous EOI applicants may not apply.</li> <li>• Incumbent lessee is unwilling to participate or continue interim management arrangements.</li> <li>• Disruption to Park operations.</li> </ul>	<ul style="list-style-type: none"> <li>• Incumbent is unwilling or unable to meet the obligations of the new lease requirements.</li> <li>• Conclusion of process may be delayed by objections received during the public display process.</li> </ul>	<ul style="list-style-type: none"> <li>• One or both applicants is unwilling or unable to meet the obligations of the new lease requirements.</li> <li>• Disruption to Park operations.</li> <li>• Conclusion of process may be delayed by objections received during the public display process.</li> </ul>	<ul style="list-style-type: none"> <li>• Impact on the Barmah community and economy.</li> <li>• Potential loss of access for camping of any type</li> <li>• If declared public open space, future maintenance would become responsibility of Council.</li> </ul>

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### **Further options considered**

Further options were also considered and included:

- Direct management of the BCP by Council was not recommended because
  - Council does not have the skills or resources within the business to effectively manage a Caravan Park and
  - Council would need to recover full costs to meet competitive neutrality requirements.
- The Victorian Government's Best Practice Guidelines provide for DEWLP to appoint an alternative community or skills based Committee of Management. Council has not identified an appropriately skilled and resourced grouping and the process would require time to develop. This does not preclude the transfer of COM responsibilities to an alternative group at a later stage and if such a group exists, it would be encouraged to make a submission to an EOI process should Council determine to proceed with this option.

### **Further matters for consideration**

The development of a new lease is the trigger for implementation of the Government's Crown land caravan park requirements. For this reason, the ongoing operation of the BCP under any lease or management arrangement will need to address Victorian government policy regarding:

- Perceptions of site ownership by annual or 12 month lease holders;
- That Crown land caravan parks should not acquire permanent residents, i.e. a person who occupies a site as his or her only or main residence;
- That unregistrable mobile dwellings are not permitted in Crown land caravan and camping parks, and
- Whether onsite van sales will be permitted and the transparent process to support this process in accordance with the Policy guidelines.

It is proposed that these requirements would be implemented and managed through a DEWLP approved transitional plan and/or agreements.

### **3. Financial Implications**

#### **Cost to Council if BCP operations continue.**

Council's efforts to date have sought to identify a management model that is viable and compliant with all legislative obligations including competitive neutrality and the specific requirements for Caravan Parks on Crown land. A future lease will require the BCP Lessee to self-fund upgrades and improvements to meet regulatory requirements and service expectations.

If the majority of capital, renewal and maintenance costs are borne by the Lessee under a new lease, the ongoing costs for Council would be relatively minor operational costs related to:

- Tree inspections
- Lease management
- Auditing and inspections
- Asset management/valuation

As the Government appointed committee of management Council continues to carry a residual responsibility that is triggered if the management of the BCP fails. The scale and nature of these costs are unknown and will be determined by the nature of the failure.

#### **Costs to Council to close the BCP**

The costs to Council to close the BCP are largely determined by the future use of the site.

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If Council was to withdraw as the Committee of Management and hand the area back to the Crown, Council would incur two sets of one-off costs:

- the costs to clear and reinstate the site to the satisfaction of DELWP which are estimated at in excess of \$100,000 for plant, labour and operational expenses
- the costs associated with the closure process that include
  - Coordination with annual site holders to vacate the site
  - Manage the relocation of the permanent residents in accordance with the Residential Tenancies Act
  - Site clean up
  - Payment and termination of utilities
  - Ground maintenance and cleaning of the amenities while residents were still on site and afterwards

However if the Victorian Government chose to convert the BCP to a free-camping area the clearing costs would be reduced as some of the current infrastructure such as an amenities block, the sewerage system, lighting, playground, barbeque and internal roads could be retained.

Alternatively if the BCP was developed as public open space it would become a Council responsibility. Council would incur ongoing expenses in the form of maintenance, waste, cleaning and operational costs such as utilities including the tree management works identified in the recent audit (\$50,000).

### **Interim and transitional costs**

The proposals would require Council to put in place temporary management arrangements for up to 12 months to allow completion of the relevant process. The temporary management arrangements may require provision of accommodation and other support arrangements.

In addition, transitioning the BCP may also create costs associated with providing support and assistance to site residents.

## **4. Risk Management**

### **Current condition and assessment of the BCP**

The BCP site is constrained by the surrounding Crown land, road reserve and private land.

The BCP comprises 74 powered sites, 5 cabins owned by the Lessee, 2 amenities blocks, a small playground, a sheltered barbeque and other improvements including a waste treatment plant and fire control services throughout the BCP. A transportable residence is owned by the current Lessee.

- Two-thirds of the existing powered sites are occupied by annual site holders and a further four sites are occupied by permanent residents.
- Many of the sites are not suitable for visitors with larger vehicles – for example RVs and larger caravans.

Much of the infrastructure in the BCP requires upgrading, and this was highlighted in the community and business feedback. In particular the electricity hubs and the amenities blocks require upgrading and a range of other capital improvements or renewals are required or recommended.

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The estimated cost of the higher priority works required within 5 years is between \$112,000 and \$240,500 or \$387,500 depending on whether the amenities blocks are replaced or refurbished.

Please refer to the summary of Capital Works attached to this report for a list of recommended projects to improve the BCP.

### **Tree Risks and Management**

DELWP commissioned an assessment of the trees within the BCP in 2008 and then performed the work to address the high risks which included the removal of approximately 19 trees. Since then, it is understood that while reactive work has occurred, there has been little proactive management of the trees in the BCP.

A further audit of the trees was conducted by the same tree management contractor in June 2017 as part of a shire wide tree audit commissioned by Council. The audit shows that approximately half of the trees within the BCP require work within the next three years at an estimated cost of \$50,000. Ongoing audits and maintenance of the trees will be required.

There are approximately 15 occupied sites that lie within the fall zone of large trees. Consideration should be given to remove the structures from these sites.

A statistical summary of the audit is attached to this report.

### **Investment appeal**

- Industry feedback provided by the Australian Caravan Park Association indicates that the BCP is unlikely to attract major players in the caravan park industry because of its size and Crown land status. A lease may appeal to a smaller operator, such as a family operator.
- All of the parties who requested a copy of the EOI in May 2016 were contacted to canvass the reasons why they did not submit a response. This canvassing resulted in several of the initial applicants expressing some interest in the BCP if it were to be tendered.
- The current Lessee is licensed to operate the BCP until 31 July 2017 but has indicated that he is not prepared to enter into any further extensions unless Council offers a new lease of at least 10 years.

### **5. Internal and External Consultation**

A summary of the public, business and industry advice, comments and feedback is attached to this report.

### **6. Regional Context**

Across Victoria there are more than 180 Caravan Parks on Crown land that have provided ideas and examples for consideration by the Working Group.

### **7. Legislative / Policy Implications**

If a new lease is granted it needs to comply with the following State Government (DELWP) documents:

- Best Practice Management Guidelines for Committees of Management Managing Caravan and Camping Parks on Crown land (the Guidelines).  
[https://www.forestsandreserves.vic.gov.au/\\_data/assets/pdf\\_file/0033/29697/Policy\\_and\\_Best\\_Practice\\_Guidelines.pdf](https://www.forestsandreserves.vic.gov.au/_data/assets/pdf_file/0033/29697/Policy_and_Best_Practice_Guidelines.pdf)

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- Policy Statement – Improving Equity of Access to Crown land Caravan Parks and Camping Parks 2011 (the Equity Policy)  
[https://www.forestsandreserves.vic.gov.au/\\_data/assets/pdf\\_file/0033/29697/Policy\\_and\\_Best\\_Practice\\_Guidelines.pdf](https://www.forestsandreserves.vic.gov.au/_data/assets/pdf_file/0033/29697/Policy_and_Best_Practice_Guidelines.pdf)
- Leasing Policy for Crown land in Victoria 2010,  
[https://www.forestsandreserves.vic.gov.au/\\_data/assets/pdf\\_file/0013/31414/DELWP-Leasing-Policy-for-Crown-land-in-Victoria-2010.pdf](https://www.forestsandreserves.vic.gov.au/_data/assets/pdf_file/0013/31414/DELWP-Leasing-Policy-for-Crown-land-in-Victoria-2010.pdf)

Current Crown land caravan park leases require lessees to fund capital development, renewal and maintenance without Council subsidy since it is they that derive direct commercial benefit from any improvements and the condition of the BCP.

Council's future role as Lessor would be largely limited to ensuring compliance with the State Government policy and management guidelines rather than direct funding of capital works, renewal, repair and maintenance.

Any lease agreement will need to be approved by the Minister.

*Crown land managers appointed by the Minister are responsible for the management of Crown land under the following legislative frameworks:*

- *Land Act 1958*
- *Crown land (Reserves) Act 1978*
- *Forests Act 1958*
- *National Parks Act 1975*
- *Residential Tenancies Act 1997.*

*The following legislation and policies apply specifically to caravan and camping park management:*

- *Planning and Environment Act 1987 (and other local government planning requirements)*
- *Australian Building Standards*
- *Australian Safety Standards.*
- *Managing a Crown land caravan and camping park*
- *Crown land (Reserves) Act 1978*
- *Land Act 1958*
- *Local Government Act 1989*
- *Residential Tenancies Act 1997*
- *Residential Tenancies (Caravan Parks and Movable Dwellings Registration and Standards) Regulations*
- *Improving Equity of Access to Crown land Caravan Parks*
- *Committee of Management Responsibilities and Good Practice Guidelines*
- *Plumbing Code of Australia 2004*
- *Occupational health and safety*
- *Occupational Health and Safety Act 2004*
- *Road Safety Act 1986*
- *Electricity Safety Act 1998*
- *Country Fire Authority Act 1958*
- *Country Fire Authority Caravan Park Fire Safety Guideline 2006.*

*Managing for the environment and cultural heritage*

- *Environment Protection and Biodiversity Conservation Act 1999*

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- *Environment Protection Act 1970*
- *Native Title Act 1993*
- *Aboriginal Heritage Act 2006*
- *Victorian Heritage Act 1995*
- *Victoria's Native Vegetation Management: A Framework for Action 2002*
- *The Environmental Protection Authority's Code of Practice for Septic Tanks & Treatment Plants.*
- *Traditional Owner Settlement Act 2010.*

### *Running a small business*

- *Retail Leases Act and Regulations 2003*
- *Land Tax Act 2005*
- *Equal Opportunity Act 1995*
- *Occupational Health and Safety Act 2004*

### **8. Environmental Impact**

The future operations of the BCP must satisfy Victorian Government legislative and best practice requirements for Caravan Parks on Crown land.

### **9. Conflict of Interest Considerations**

There are no conflicts of interest involving officers involved in the preparation of this report.

### **10. Conclusion**

There is an overall consensus that there is an opportunity to improve the overall contribution of the BCP to local tourism by attracting and accommodating higher value visitors.

There have been many different and conflicting views expressed on how this could be achieved, how the BCP is currently managed, how it should be managed and performance of Council and the various stakeholders in the Barmah community.

Statutory compliance and the constraints of the site will be significant issues regardless of the management model.

Council is asked to confirm which of the recommended options it would like to pursue or whether there is a further option it would like to explore.

Once Council's view is confirmed, a project plan will be developed to support the timely progress of Council's decision and communication to all affected parties.

### **Attachments**

- 1 Barmah Caravan Park - community feedback summary
- 2 Summary of works
- 3 Tree audit summary

FILE NO: F13/260  
2. A THRIVING LOCAL ECONOMY

ITEM NO: 9.1.1

## BARMAH CARAVAN PARK - FUTURE COUNCIL INVOLVEMENT (cont'd)

### ATTACHMENT No [1] - Bamah Caravan Park - community feedback summary

#### BARMAH CARAVAN PARK - PUBLIC FEEDBACK SUMMARY

APRIL TO JULY 2017

#### SUMMARY OF COMMUNITY ENGAGEMENT AND FEEDBACK ACTIVITIES

Community engagement and consultation with various stakeholders in the wider Barmah Community has occurred since the April meeting.

##### Listening posts

- Supported by media releases and four community updates, Council officers conducted three listening post sessions in Barmah on 25, 30 and 31 May 2017. These sessions provided an opportunity for any member of the Barmah community to register their view.
- A total of 13 people attended the sessions including the current Lessee and former Park Manager, the Licensee of the Barmah Hotel, 3 permanent site residents of the park and 7 annual site holders.

##### Working Group

- A Working Party consisting of representatives from; Western Moira Tourism, local business, the Caravan Park Association of Victoria, and Council Officers was established to understand the key local issues, the viability of the park and to outline, if possible, a compliant model for ongoing operation of the Barmah Caravan Park.
- Working Party meetings were held 23/5/17, 30/5/17 and 4/7/17 and the key issues raised by the Working Group are discussed in this report.
- Council officers contacted over 30 businesses in the Barmah and Nathalia area and a summary of the feedback received is attached to this report.

#### SUMMARY OF COMMUNITY LISTENING POSTS

13 parties attended three sessions on 25, 30 and 31 May.

All were strongly in favour of the park remaining open and provided supporting comments regarding the 'positive ripple' effect of the Park on business activity and employment in the town.

Generally, the feedback supports the park remaining open.

Most were critical of the EOI processes and the lack of communication to the community and residents regarding the future of the Park and the distress and concerns this caused.

The questions and queries raised during these sessions were responded to in the Community Updates published in the Red Gum Courier each fortnight and in direct responses to individuals.

Copies of the Community Updates and summaries of the listening post conversations are attached to this report.

#### SUMMARY OF BUSINESS STAKEHOLDER MEETINGS

Council officers canvassed 34 businesses in Barmah/Nathalia district

All feedback was strongly in support of the Park.

Some businesses had a direct economic connection to the park, others had no direct business connection so the specific economic impact of the park should the park close ranged from major impact to no impact.

FILE NO: F13/260  
2. A THRIVING LOCAL ECONOMY

ITEM NO: 9.1.1

## **BARMAH CARAVAN PARK - FUTURE COUNCIL INVOLVEMENT (cont'd)**

### **ATTACHMENT No [1] - Bamah Caravan Park - community feedback summary**

Based on the comments received, the main economic connection exists between the park and businesses based in Barmah including the Barmah Hotel (and the Barmah Hotel Social Club), Kingfisher Cruises, North Victorian Bait Company and Gondwana. These businesses believed they would experience significant economic impact should the park close.

Nathalia based businesses have a less direct economic connection with the park. Some indicated they would experience some minor economic loss should the park close eg Nathalia IGA Supermarket, others stated they would experience no economic impact.

Other business, such as other caravan parks in the area, would likely benefit from an increase in business should the park close.

There were several suggestions that there would be more economic and tourism benefit if the park catered more for casual camping and if there were more facilities in Barmah.

A summary of the feedback provided by business stakeholders is attached to this report.

#### **INDIGENOUS CONSIDERATIONS**

Yorta Yorta Nation has expressed a preference for the park close and the area be converted to public open space/park land. If the Park is to remain open then the encroachments outside the levee bank (and outside of the current lease area) be removed.

#### **TOURISM CONSIDERATIONS**

The Barmah Caravan Park is uniquely located next to the Murray River and takes advantage of the natural surroundings and offers users (especially the annual site holders) the appeal of nature-based tourism experience without the modern attractions offered by other parks.

School groups use the Barmah Caravan Park for their accommodation and business partnerships exist between the caravan park, the Barmah Hotel and Kingfisher Cruises in providing a two night packages to the visitors.

According to the Caravan and Camping Industry Association every \$1 spent in a caravan park results in \$1.38 spent in the local economy. Consequently, there will be flow on effects on the local economy should the park close.

Casual camping (free or unserviced camping) spaces within the park are limited the facilities available within the Barmah National Park are very basic or non-existent and the demand for cabin type accommodation is increasing.

The Barmah area has been identified by the Murray Regional Tourism Board as a future growth area for privately funded tourism development, such as nature based eco accommodation, tours and adventure activities. The Barmah Caravan Park, if configured and developed more in line with the needs of visitors and current management practices, could play a more significant role in the overall tourism offering.



FILE NO: F13/260  
2. A THRIVING LOCAL ECONOMY

ITEM NO: 9.1.1

**BARMAH CARAVAN PARK - FUTURE COUNCIL INVOLVEMENT (cont'd)**

**ATTACHMENT No [2] - Summary of works**

BARMAN CARAVAN PARK FUTURE DEVELOPMENT/CAPITAL WORKS/RENEWAL NEEDS					
ITEM	FROM	RATIONALE	ESTIMATED COST TO COUNCIL	ESTIMATED COST TO LESSEE	COMMENTS
<b>REQUIRED</b>					
Boom Gate	Current Tenant	To regulate access		\$5,000	
Tablet Blocks	Listening Post/Asset Condition Assessment	Short Term (1 year) - painting Medium Term (3-5 years) - refurbish or replace		\$10,000	Choice to refurbish or replace amenities blocks. Refurbish \$1,200 m <sup>2</sup> = \$76,000 + \$54,000 = \$120,000 Replace \$2,500 m <sup>2</sup> = \$162,500 + \$112,500 = \$275,000
Drainage	Current Tenant	Waste ponds in front of office - new kerb and drain required		\$15,000	
New power hubs	Current Tenant/Electrical audit conducted by Council	Install RCDB in existing hubs or replace hubs. Make one old and not up to modern standards.		\$7,500	Hubs do not have RCDB and cannot be replaced without installing them. New hubs better option than installation of RCDBs only. \$250 per hub for RCDBs or \$500 for new hubs x approx 15 hubs = \$7500
Power meters to each site	Current Tenant/Listening Post	Install meters to each site to accurately measure power usage.		\$22,000	Verbal quote obtained. \$1300 each x 15 + \$10000
Equipment Storage Shed	Council	Current shed is located outside park on road reserves. Shed should be inside park boundary.		\$20,000	Planning & Building permits required, site, shed and shelving, electrical works
Remove Encroachments from land outside of lease areas (in GA40-1) within 5 years.	DELWP	Within 5 years		\$20,000	DELWP lease requirement to remove within 5 years
Relocate Permanent residents	DELWP policy requirements	Not permitted by DELWP policy.		\$10,000	Will be a lease requirement within 2-5 years subject to DELWP approval. Clean up costs only
RV Dump Point	Listening Post	To cater for increasing RV visitors		\$3,000	May vary depending on planning requirements
		Estimate		\$112,500	Cost estimate is influenced by timing of 2 amenities block replacement/refurbishment and the future costs and extent of tree works and other maintenance.
<b>DESIRABLE</b>					
Security Fence & System	Council	Based on issue raised by operator about daily unauthorised people entering the park.		\$30,000	
Camp kitchen	Bob Malison/Listening Post	Enhance park atmosphere		\$100,000	
Play equipment	Jump Junkies	Park has a very small unit		\$50,000	
Dust Suppression seal	Bob Malison	Small front entrance		\$50,000	
Removal/Relocation of elms within left zone of large trees	Council	Risk of injury, death and property damage		\$30,000	
Remove Encroachments from land outside of lease area (2 lots west and south west of lease area)	Yorta Yorta Nation	Y/N indicated at meeting on 28/1/17 that they would like all development outside the lease area removed - especially on the river side.		\$20,000	Remove park and fence
		Estimate		\$310,000	
<b>NOT SUPPORTED</b>					
Swimming Pool	John Powell at BOVFWG 23/5/17			\$100,000	
<b>ONGOING MAINTENANCE AND OTHER COSTS</b>					
Tree Management - audit	Required to identify works	Advantage if conducted by Council with Shire wide contract	\$1,500		Included in Shire wide tree inspection contract. \$5.30 per tree x 270 trees.
Tree Management - works	Lease requirement	Approx 250 trees require on-going maintenance		\$50,000	All works required within 3 years. Tree work conducted by Council appointed contractor also 2017. Summary of results attached. Approx 125 trees within the park require work and approx 25 trees outside the lease area. Estimate cost of work within the park to be based on 2 weeks @ \$10K per week plus stump grinding and restoration.
Plant and Equipment	Maintenance, repair and replacement of washing machines, dryers, mowers and tools.	Owned by Lessee		\$40,000	Estimate over 21 years
Waste treatment plant/Fire Services/Play equipment/Drainage/Amenities maintenance and renewal	Lease requirement	Council assets to be maintained by lessee		\$50,000	Based on \$2,000 per annum over 25 years
Plant and Equipment	Ongoing	Owned by Lessee		\$20,000	Over lease term for Mowers, washing machines, dryers, chain saws, tools
Internal roads	Current Tenant	Roads require topping/maintenance		\$6,000	Approx 400m of internal roads @ \$1,600 per 10 metres
		Estimate		\$168,000	Does not include all full term costs

FILE NO: F13/260  
2. A THRIVING LOCAL ECONOMY

ITEM NO: 9.1.1

**BARMAH CARAVAN PARK - FUTURE COUNCIL INVOLVEMENT (cont'd)**

**ATTACHMENT No [3] - Tree audit summary**

**BARMAH CARAVAN PARK**

**TREE AUDIT - SUMMARY**

**JUNE 2017**

Audit conducted by Homewood Consulting Pty. Ltd of Nunawading

Total Number of Trees	313	Includes approx. 60 trees on the river frontage not included in lease area	
Total number of River Red Gums	222	71%	
Total Other Species	91	61 Desert Ash	
Number of Trees that require work	153	135 Red gums and 18 Others	
Timeframe for work	Urgent	2	asap
	High	20	<9 mths
	Moderate	86	<18 mths
	Low	45	<3 yrs
Removals		20	7 High, 5 Moderate, 8 Low (btw 3 and 28 metres high)
Failure Potential	Very High	1	
	High	45	
	Moderate	162	
	Low	93	
	Very Low	10	
None	2		

FILE NO: D17/17020  
4. A WELL RUN COUNCIL

ITEM NO: 9.2.1

## CHILD SAFE POLICY

### RECOMMENDATION

That Council adopts the Child Safe Policy.

#### 1. Executive Summary

In November 2013 the *Betrayal of Trust* report was tabled in Parliament with 15 recommendations, including compulsory minimum standards for creating child-safe environments. In November 2015 the Victorian Parliament passed the *Child Wellbeing and Safety Amendment (Child Safe Standards) Act 2015 (The Act)* to introduce Child Safe Standards.

The seven Child Safe standards are compulsory for all organisations providing services to children, and aim to drive cultural change in organisations so that protecting children from abuse is embedded in everyday thinking and practice.

The Child Safe Standards will assist organisations to:

- prevent child abuse
- encourage reporting of any abuse that does occur
- improve responses to any allegations of child abuse.

The Child Safe Policy (attached) outlines the requirements of Council staff, Councillors and volunteers to prevent child abuse, and increase the effectiveness of responses to allegations of child abuse.

#### 2. Background and Options

The Child Safe Standards form part of the Victorian Government's response to the Betrayal of Trust inquiry. Significant research into child abuse in organisations has occurred over the last decade, and measures have been identified that reduce the risk of children being exposed to or experiencing harm. As a result, Victoria introduced compulsory minimum standards (Child Safe Standards) applicable to organisations that provide services for children to help ensure their safety.

Under the Child Safe Standards, Councils are grouped as a 'category one' organisation; the first phase of organisations required to comply.

The policy ensures Council is:

- Complying with State Government mandated Child Safe Standards to protect children from harm, abuse and neglect.
- Complying with the *Child Safety and Wellbeing Standards Act 2005*.
- Outlining Council's commitment to child safety by creating and maintaining a child safe environment and a child safe workplace that supports the health and wellbeing of all children in Moira Shire.

#### 3. Financial Implications

No budget is required for training as this will be delivered through ELMO, Council's online training program for staff, and via a briefing session presentation for Councillors.

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4. A WELL RUN COUNCIL

ITEM NO: 9.2.1

## CHILD SAFE POLICY (cont'd)

### 4. Risk Management

The policy will address a compulsory requirement by the Victorian government to ensure Council is compliant and implementing the child safe standards within the organisation.

### 5. Internal and External Consultation

Internal consultation was held with Manager Community Development, Team Leader Community Services, Team Leader Maternal & Child Health, Manager, Organisational Development, Manager, Governance & Communications, Learning & Development Advisor, and Governance Officer.

External consultation was held with the Early Years Officer at Indigo Shire Council.

### 6. Regional Context

The policy will address a compulsory requirement by the Victorian government to ensure all Councils are compliant and implementing the child safe standards within their organisation. The focus of the child safe standards is to help organisations drive cultural change so that protecting children from abuse is embedded in everyday thinking and practice.

The standards will also apply to organisations providing services for children, this includes charities and not for profit organisations, cultural, sport or recreation groups, clubs or associations providing services for children, and religious organisations, to name a few.

### 7. Council Plan Strategy

It is considered that the Child Safe Policy is consistent with the following strategy set out in the Council Plan:

*Strategy 4 – A well run Council.*

### 8. Legislative / Policy Implications

While this policy focuses on the seven child safe standards for Council; it is important that staff, Councillors and volunteers understand that every adult who reasonably believes a child has been abused has an obligation to report that belief.

Council will ensure its training and processes will enable all staff, Councillors and volunteers to be aware of the organisation's responsibilities as their own, regarding legal obligations relating to child abuse and reporting to appropriate authorities, including:

- **Failure to disclose:** Reporting child sexual abuse is a community wide responsibility. All adults who have a reasonable belief that an adult has committed a sexual offence against a child under 16 have an obligation to report that information to police.
- **Failure to protect:** People of authority within Council will commit an offence if they know of a substantial risk of child abuse and have the power or responsibility to reduce or remove the risk, but negligently fail to do so
- **Grooming:** Grooming targets communication, including online communication, with a child under the age of 16 or their parents with the intent of committing child sexual abuse. The offence targets predatory conduct undertaken to prepare a child for sexual abuse at a later time with the groomer (aged 18 years old or over) or another adult.
- **Mandatory reporting:** Positions such as Nurses, Police, Teachers and Early Childhood Educators must report to child protection if they believe on reasonable grounds that a child is in need of protection from physical injury or sexual abuse.

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4. A WELL RUN COUNCIL

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## **CHILD SAFE POLICY (cont'd)**

Following adoption of the Policy, training will commence for staff and Councillors, which outlines the requirements and legal obligations to prevent child abuse, and increase the effectiveness of responses to allegations of child abuse. For some staff members the reporting obligation is legally mandatory (e.g. Maternal and Child Health Nurses).

Staff and Councillors will also be made aware of their obligations and expectations of working in a child safe organisation via Council's Employee Code of Conduct and induction, and Councillor Code of Conduct.

### **9. Environmental Impact**

There are no environmental sustainability issues associated with this report.

### **10. Conflict of Interest Considerations**

There are no officer conflict of interest considerations associated with this report.

### **11. Conclusion**

The compulsory Child Safe Standards were introduced by the Victorian Government and are applicable to all Councils, and the first phase of organisations required to comply.

Training will commence for staff, Councillors and volunteers following consideration and adoption of the Child Safe Policy, which outlines the requirements and legal obligations of Council staff, Councillors and volunteers to prevent child abuse, and increase the effectiveness of responses to allegations of child abuse.

## **Attachments**

- 1 Child Safe Policy - Draft

FILE NO: D17/17020  
4. A WELL RUN COUNCIL

ITEM NO: 9.2.1

## CHILD SAFE POLICY (cont'd)

### ATTACHMENT No [1] - Child Safe Policy - Draft



## Child Safe Policy

<b>Policy type</b>	Council
<b>Adopted by</b>	Moirá Shire Council
<b>Responsible director</b>	General Manager Corporate
<b>Responsible officer</b>	Manager Community Development
<b>Date adopted</b>	TBA
<b>Scheduled for review</b>	TBA

### PURPOSE

- To comply with State Government mandated Child Safe Standards to protect children from harm, abuse and neglect.
- To comply with the *Child Safety and Wellbeing Standards Act 2005*.
- To outline Council's commitment to child safety by creating and maintaining a child safe environment and a child safe workplace that supports the health and wellbeing of all children in Moira Shire.

### SCOPE

Council is committed to creating a culture of child safety and recognises that protecting children and preventing and responding to child abuse is an organisation wide responsibility.

This policy applies to all Moira Shire staff, Councillors and Volunteers associated with Moira Shire Council.

### DEFINITIONS

#### Child

A person under 18 years of age

#### Aboriginal Children

A person under the age of 18 who is of Aboriginal or Torres Strait Islander descent, identifies as Aboriginal or Torres Strait Islander, and is accepted as Aboriginal or Torres Strait Islander by an Aboriginal or Torres Strait Islander community.

#### Child abuse

Any act committed against a child involving: physical violence, sexual offences, serious emotional or psychological abuse and serious neglect.

#### Children from culturally and/or linguistically diverse backgrounds

A person under the age of 18 who identifies as having particular cultural or linguistic affiliations by virtue of their place of birth, ancestry or ethnic origin, religion, preferred language spoken at home or because of their parents' identification on a similar basis.

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4. A WELL RUN COUNCIL

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## CHILD SAFE POLICY (cont'd)

### ATTACHMENT No [1] - Child Safe Policy - Draft

#### **Child safe organisation**

In the context of the child safe standards, a child safe organisation is one that meets the child safe standards by proactively taking measures to protect children from abuse.

#### **Children with a disability**

A person under 18 with a disability, which can be any physical, sensory, neurological disability, acquired brain injury or intellectual disability or developmental delay that affects a child's ability to undertake everyday activities. A disability can occur at any time in life. Children can be born with a disability or acquire a disability suddenly through an injury or illness. Some disabilities may be obvious while others are hidden.

#### **Neglect**

Serious neglect is the continued failure to provide a child with the basic necessities of life, such as food, clothing, shelter, hygiene, medical attention or adequate supervision, to the extent that the child's health, safety and/or development is, or likely to be, jeopardised. Serious neglect can also occur if an adult fails to adequately ensure the safety of a child where the child is exposed to extremely dangerous or life threatening situations.

#### **Reasonable belief**

If an adult has a reasonable belief that an incident has occurred then they must report the incident. Factors contributing to reasonable belief may be:

- A child states they or someone they know has been abused (noting that sometimes the child may in fact be referring to themselves)
- Behaviour consistent with that of an abuse victim is observed
- Someone else has raised a suspicion of abuse but is unwilling to report it
- Observing suspicious behaviour

#### **Mandatory reporters**

- Nurses (including school nurses, Maternal Child Health Nurses)
- Early years, primary and secondary school teachers, and principals
- Registered practitioners and police

#### **Child Safe Champions**

Child Safe Champions will be a point of contact for staff that may have questions or concerns or want to report an allegation of child abuse. Council's Child Safe Champions are:

- Team Leader, Maternal and Child Health Services
- Team Leader, Community Services
- Manager, Organisational Development
- Senior Human Resources Advisor

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4. A WELL RUN COUNCIL

ITEM NO: 9.2.1

## CHILD SAFE POLICY (cont'd)

### ATTACHMENT No [1] - Child Safe Policy - Draft

#### POLICY

Significant research into child abuse in organisations has occurred over the last decade. Measures have been identified that reduce the risk of children being exposed to or experiencing harm. As a result, Victoria introduced compulsory minimum standards (Child Safe Standards) applicable to organisations that provide services for children to help ensure their safety.

The seven Child Safe Standards are:

- Standard 1:** Strategies to embed an organisational culture of child safety, including through effective leadership arrangements
- Standard 2:** A child safe policy or statement of commitment to child safety
- Standard 3:** A code of conduct that establishes clear expectations for appropriate behavior with children
- Standard 4:** Screening, supervision, training and other human resources practices that reduce the risk of child abuse by new and existing personnel
- Standard 5:** Processes for responding to and reporting suspected child abuse
- Standard 6:** Strategies to identify and reduce or remove risks of child abuse
- Standard 7:** Strategies to promote the participation and empowerment of children

Council is committed to acting in children's best interests, with a zero tolerance to child abuse and commitment to creating and maintaining a child safe and child friendly environment where all children feel safe and protected from abuse. All children in Moira Shire have a right to feel and be safe, with the adoption of a Child Safe culture being a Council wide responsibility.

Council has dedicated Child Safe Champions supporting the implementation of this Policy. Council's Child Safe Champions are:

- Team Leader, Maternal and Child Health Nurses
- Team Leader, Community Services
- Occupational Health & Safety Coordinator
- Occupational Health & Safety Officer

#### 1. Valuing Diversity

Council values diversity and will not tolerate any discriminatory practices.

To achieve this Council will:

- Promote the cultural safety, participation and empowerment of Aboriginal children and their families
- Promote the cultural safety, participation and empowerment of children from culturally and / or linguistically diverse backgrounds and their families
- Welcome children with a disability and their families and act to encourage their participation

#### 2. Recruiting Staff and Volunteers

Council will implement accurate and effective screening tools during the recruitment process to employ suitable staff and volunteers; this will include robust reference checking and criminal



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4. A WELL RUN COUNCIL

ITEM NO: 9.2.1

## CHILD SAFE POLICY (cont'd)

### ATTACHMENT No [1] - Child Safe Policy - Draft

history checks, and working with children checks for appropriate positions within the organisation.

#### 3. Training and supporting Staff and Volunteers

Training and education is important to ensure that everyone understands that child safety is everyone's responsibility with the organisation. All staff will be made aware of their obligations and expectations of working in a child safe organisation via Council's Code of Conduct, employee induction, awareness and training sessions.

#### 4. Risk Management

Council recognises the importance of a risk management approach to minimising the potential for child abuse or harm to occur and use this to inform our policy and procedures.

In addition to general occupational health and safety strategies, Council will proactively manage risks of abuse to children and ensure they comply with the Child Safe Standards.

#### 5. Reporting

Council is committed to complying with all legal requirements regarding child safety concerns and where an alleged / suspected incident occurs.

Council has reporting and responding procedures for Council staff, Councillors, and Volunteers who have a reasonable belief that a child is at significant risk of harm (abuse or neglect).

Council takes allegations of abuse seriously and will investigate all allegations fairly and appropriately to protect and support the health and wellbeing of children.

#### RELATED LEGISLATION

*Child Safety and Wellbeing Act 2005 (VIC)*

*Child Safety and Wellbeing Amendment Act 2015 (VIC)*

*Children, Youth and Families Act 2005 (VIC)*

*Betrayal of Trust: Inquiry into the Handling of Child Abuse by Religious and Other Non-Government Organisations Report 2015*

#### RELATED POLICIES/DOCUMENTS

Moira Shire Council Employee Code of Conduct / Ethical Behaviour 2009

Moira Shire Council Councillors Code of Conduct 2017

Maternal and Child Health Mandatory Reporting

Moira Shire Council Recruitment and Selection Procedure

Moira Shire Council Risk Management Policy

Moira Shire Council Committee of Management Operations and Risk Management Manual

#### REFERENCES

Policy Development Guidelines

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4. A WELL RUN COUNCIL

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**CHILD SAFE POLICY (cont'd)**

**ATTACHMENT No [1] - Child Safe Policy - Draft**

**REVIEW**

This policy will be reviewed four years from the date of adoption, with operational amendments as required, in accordance with Council's approval.

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FILE NO: F13/503  
4. A WELL RUN COUNCIL

ITEM NO: 9.2.2

## ASSEMBLIES OF COUNCIL

### RECOMMENDATION

That Council receive and note the attached Records of Assembly of Councillors.

#### 1. Executive Summary

This report details the Assembly of Councillors for June 2017 and is prepared in accordance with the requirements of the Local Government Act (the Act) 1989 section 80A.

#### 2. Background and Options

This report fulfills Council's legislative obligation to report the matters considered and whether a conflict of interest disclosure was made by a Councillor at

- A meeting of an advisory committee where at least one Councilor is present; or
- A meeting, briefing or other activity where at least half of the Council and a member of Council staff are present; and
- Where the matters considered may be subject to a decision of Council or exercise of a function, duty or power of the Council that has been delegated to a person or committee.

Meeting	Present at meeting	Matters discussed	Declaration of Interest(s)
Moira Shire Youth Council – 6 June 2017	<p>Councillors: Gary Cleveland Marie Martin Peter Mansfield</p> <p>Staff: Youth Development Officer, Hollie Barnes Team Leader Community Services, Kim Fitzgerald Youth Officer, Sharon Nye</p>	<ul style="list-style-type: none"> <li>• Youth Initiated Projects</li> <li>• Leadership talk by Member for Murray</li> <li>• Dept Education presentation</li> <li>• Old Sock Day – Yarrawonga health</li> <li>• Community ICE Forums</li> <li>• FReeZA Events</li> <li>• Promoting body image / healthy eating</li> </ul>	Nil
Disability Advisory Committee 13 June 2017	<p>Councillor: Peter Lawless</p> <p>Staff: Community Services Officer, Hayley Benson</p>	<ul style="list-style-type: none"> <li>• Community Representative Committee Member</li> <li>• Enabling Women Leadership Project</li> <li>• International Day of People with Disability</li> <li>• Disability Access and Inclusion Plan</li> </ul>	Nil

FILE NO: F13/503  
4. A WELL RUN COUNCIL

ITEM NO: 9.2.2

**ASSEMBLIES OF COUNCIL (cont'd)**

Meeting	Present at meeting	Matters discussed	Declaration of Interest(s)
Council Briefing 14 June 2017	<p>Councillors: Gary Cleveland Ed Cox Kevin Bourke Marie Martin Peter Mansfield Libro Mustica Peter Lawless Wendy Buck</p> <p>Staff: Chief Executive Officer, Mark Henderson General Manager Infrastructure, Andrew Close Manager Governance and Communication, Linda Nieuwenhuizen Strategic Projects Officer, Mark Foord Manager Community Development , Georgia Hills Manager Town Planning and Building, Jorine Bothma Tourism Development Officer, Louise Munk-Klint Leadership Group, Graeme Pollard, Lorraine Beard and Adele Leathem</p>	<ul style="list-style-type: none"> <li>• Visitor services review</li> <li>• Yarrowonga Master Planning</li> <li>• Moira Shire staff leadership</li> <li>• Agenda Review</li> <li>• LG Valuations Services presentation</li> <li>• Shepparton Bypass Action Group presentation</li> </ul>	Nil

### 3. Financial Implications

There are no financial implications with this report.

### 4. Risk Management

Risk is mitigated by responsible officers recording assemblies of Council when they occur.

### 5. Internal and External Consultation

The community are able to access written records of assemblies of Councillors via the Council minutes.

There are no internal consultations associated with this report.

### 6. Regional Context

All Victorian Councils have statutory obligations under section 80A of the Local Government act 1989 (the Act) to record assemblies of Councils.

FILE NO: F13/503  
4. A WELL RUN COUNCIL

ITEM NO: 9.2.2

## ASSEMBLIES OF COUNCIL (cont'd)

### 7. Council Plan Strategy

The proposal under consideration in the report supports Council Plan Strategy No. 4 - Well Run Council.

### 8. Legislative / Policy Implications

Inclusion of the records of Assembly of Councillors in the Council agenda, and incorporation into the Minutes ensures Council meets its statutory obligations under section 80A of the Local Government act 1989 (the Act).

### 9. Environmental Implications

There are no environmental implications with this report.

### 10. Conflict of Interest Considerations

There are no council officer conflict of interest issues to consider within this report.

### 11. Conclusion

The Assembly of Councillors records incorporated into this report are a true and accurate record of all assemblies of Councillors reported during June 2017.

### Attachments

Nil

FILE NO: F16/222  
1. A GREAT PLACE TO LIVE

ITEM NO: 9.3.1

## COMMUNITY STRENGTHENING GRANTS POLICY

### RECOMMENDATION

That Council adopt the attached Community Strengthening Grants policy.

#### 1. Executive Summary

Council's Community and Events Grants policy is due for review. The Community and Events Grants policy provides the guiding principles upon which Council's community grants program is offered, ensuring grants are offered in accordance with community expectation as reflected in the Council Plan and strategy; and that a consistent and transparent and approach is applied to the delivery of the of the program.

#### 2. Background and Options

The policy, newly named Community Strengthening Grants policy has been reviewed to ensure that the policy encourages compliance with legislative and Council requirements and appropriately provides for a funding model which enhances the involvement of community organisations in the development of services, management of facilities, coordination of events and promotion of tourism, environmental sustainability and health in the community and accountable expenditure of public money.

This policy applies to the allocations of Council resources under the Community Strengthening Program. The Policy has been reviewed in comparison to a number of other Council's and based on this it was determined that a more suitable title for the grants program is Community Strengthening grants. The proposed categories under the new Policy are:

- Quick Response Grants – Up to \$1,000 – Open round
- Minor Grants – Up to \$5,000 – Two rounds per annum
- Major Grants – Up to \$10,000 – One round per annum
- Triennial Grants

Through the different grant categories the program seeks to:

- Support strategic goals identified in the Council Plan.
- Support community organisations that provide diverse and effective local services, facilities and activities.
- Support community action plans resulting from the community planning process.
- Support the goals and directions outlined in Council's strategic plans primarily but not limited to the, Municipal Public Health and Wellbeing Plan.
- Support the key pillars or actions outlined in Council's Business and Innovation Strategy.
- Maximise the benefit of Council's investment by encouraging matching contributions and seeking of other external funding to support major projects and events.

The last policy review involved the merging of the Community Grants policy (initially adopted by Council on 7 July 2003) and the Events Sponsorship policy (initially adopted by Council on 19 March 2003). These two policies became the Community and Events Grants policy and were adopted by Council on the 21 July 2017.

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1. A GREAT PLACE TO LIVE

ITEM NO: 9.3.1

## COMMUNITY STRENGTHENING GRANTS POLICY (cont'd)

### 3. Financial Implications

The allocation of funding and the amount allocated to each category vary from year to year. In the draft budget for 2017/18 a total of \$254,000 has been allocated for the purpose of the grants programs.

### 4. Risk Management

The Community Strengthening Grants policy and its implementation addresses risk management by:

- Requiring that financial agreement and process is in place before funding is provided.
- Clearly identifying Council's and the applicant's roles in the funding agreement.
- A funding acquittal process is in place to ensure delivery of the funded community projects and events.

Further streamlining the process will reduce administrative requirements for both Council and the applicant.

### 5. Internal and External Consultation

#### External Consultation

Council liaises with the Community on an individual basis during the grant process and through conducting community information sessions. Council officers involved in administering Councils grants gather feedback from the community on a regular basis.

#### Internal Consultation

Input into the Policy review has been provided by Council's Manager Community Development, Corporate Governance Officer and various officers from the Community Development and Economic Development departments.

### 6. Council Plan Strategy

The policy under consideration in the report supports Council Plan Strategy No. 4 - Well Run Council.

### 7. Legislative / Policy Implications

There are no specific legislative obligations that need to be considered. The Policy is consistent with the objectives, role, functions and powers of a Council under the Local Government Act 1989. This Policy has been reviewed in accordance with Council's Policy on Developing Policy Documents and the Policy Guideline.

Key documents that impact on this policy are the Council Budget and Council Plan, both of which include statutory consultation during their development. The budget process that determines that amount of funding available each year also includes community consultation.

### 8. Environmental Impact

Funding applications will be looked at favorably if the project demonstrates that it is sustainable, including environmentally. For example, a commitment to a waste-wise recycling program for an event. The funding criteria also identifies a project needs to meet a relevant Council strategy in which there are a number of environmental objectives that could be targeted.

### 9. Conflict of Interest Considerations

There is no Council Officer conflict of issues to consider within this report.

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**COMMUNITY STRENGTHENING GRANTS POLICY (cont'd)**

**10. Conclusion**

The Community Strengthening Grants Policy has been reviewed and revised to address ambiguity or omission that produced unintended consequences in delivering on the aims of the Community Strengthening grant program in 2016/17. It is intended that the revised policy will ensure that delivery of the Community Strengthening Grants program continues to align with Council and community expectations through reorientation of grant categories and respective grant allocations and clarification of purpose, eligibility, application and assessment processes.

**Attachments**

- 1 Community Stengthening Grants Policy - draft



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1. A GREAT PLACE TO LIVE

ITEM NO: 9.3.1

**COMMUNITY STRENGTHENING GRANTS POLICY (cont'd)**

**ATTACHMENT No [1] - Community Stengthening Grants Policy - draft**

**Community Strengthening Grants**

<b>Policy type</b>	Council
<b>Adopted by</b>	Moira Shire Council
<b>Responsible Community Development</b>	General Manager Community
<b>Responsible Officer</b>	Manager Community Development
<b>Date adopted</b>	
<b>Scheduled for review</b>	

**PURPOSE**

To provide a Community Strengthening Grants program that enhances the involvement of community organisations in the development of services, management of facilities, coordination of events and promotion of tourism, environmental sustainability and health in the community.

This policy guides the administration of Council's Community Strengthening Grants so that grants:

- Assist Council to achieve strategic goals and identified key initiatives; and
- Align with the intent of the Local Government Act 2009 and relevant guidelines
- Will be used for a purpose that is in the public interest.

This Policy is to be read in conjunction with the Grant Manual which provides specific details on the funding program. This Policy does not apply to sponsorship, donations, advertising, naming rights and service level agreements.

**SCOPE**

This Policy applies to the allocations of Council resources under the Community Strengthening Program.

**DEFINITIONS**

**Community Organisation**

An incorporated "not for profit" group or organisation with an open membership to residents of Moira Shire.

**AIM**

Through the different grant categories the program seeks to:

- Support strategic goals identified in the Council Plan.
- Support community organisations that provide diverse and effective local services, facilities and activities.
- Support community action plans resulting from the community planning process.
- Support the goals and directions outlined in Council's strategic plans and strategies including but not limited to the Municipal Public Health and Wellbeing Plan Environmental Sustainability Strategy and Council's Business and Innovation Strategy.
- Maximise the benefit of Council's investment by encouraging matching contributions and seeking of other external funding to support major projects and events.

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## COMMUNITY STRENGTHENING GRANTS POLICY (cont'd)

### ATTACHMENT No [1] - Community Stengthening Grants Policy - draft

## Community Strengthening Grants

### GRANT CATEGORIES

#### Quick Response Grants – Up to \$1,000 – Open round

These grants aim to provide community organisations a responsive opportunity to apply for funding for small project or event that will occur within 3 months of the application.

#### Minor Grants – Up to \$5,000 – Two rounds per annum

These grants aim to provide community organisations an opportunity to apply for funding through the following streams:

- Arts and Culture
- Community Events
- Equipment
- Health Promotion
- Environmental Sustainability

#### Major Grants – Up to \$10,000 – One round per annum

These grants aim to provide community organisations an opportunity to apply for funding through the following streams:

- Infrastructure
- Tourism
- Environmental Sustainability

#### Triennial Grants – One round every three years

This grant category provides a mechanism for Council to offer a community organisation grant support to further Council business in circumstances where Council deems funding stability over a number of years necessary to appropriately achieve the business outcome.

This is not subject to the Community Strengthening Grants rounds and is offered at the discretion of Council.

### ELIGIBILITY CRITERIA

For Community Organisations to be eligible for a Community Strengthening Grant they must:

- Be committed to providing direct benefits to residents in Moira Shire. Please note, Council may consider funding events held outside of Moira Shire, particularly in the two cross-border communities of Cobram-Barooga and Yarrawonga-Mulwala, where economic benefit to Moira Shire can be demonstrated.
- Be an incorporated 'not for profit' community organisation with open membership to residents in Moira Shire.
- Have an Australian Business Number (ABN) or have a community organisation who is willing to auspice the application and accept responsibility for the administration of the grant.
- Hold adequate public liability insurance to cover the project or event as applicable.
- Not have their own grant giving program or fundraising program that provides money to finance other organisation's community initiatives.
- Have satisfactorily accounted to Council for the expenditure of any previous Council grants.
- Comply with all relevant Local Laws, Australian and Victorian legislation, including but not limited to:
  - Accounting and auditing requirements;
  - Equal opportunity and anti-discrimination laws;
  - Human rights laws;

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## COMMUNITY STRENGTHENING GRANTS POLICY (cont'd)

### ATTACHMENT No [1] - Community Stengthening Grants Policy - draft

#### Community Strengthening Grants

- Disability
- Occupational Health and Safety
- Privacy, confidentiality and freedom of information laws'
- Registration or accreditation of professional employees;
- Preparation and dissemination of annual reports.
- Have management plans in place, including:
  - Risk
  - Project
  - Event
  - Financial

#### FUNDING EXCLUSIONS

The following will not be funded:

- Individuals and private profit-making organisations
- Requests that are considered by Council to be the funding responsibility of other levels of Government (state government agencies)
- Applications from Primary or Secondary Schools (Council encourages partnerships between Schools and community organisations, whereby the community organisation is the applicant)
- Community organisations that:
  - Are in debt to Council and are not meeting the agreed repayment arrangements
  - Receive direct income from electronic gaming machines
- Have been non-compliant with Local Laws and or state or federal legislation over the preceding year
- Projects or events that:
  - Have demonstrated self-sufficiency by running at a profit that is not reinvested back into the community organisation or their next event
  - Have been, or are being, funded by other parts of Council
  - Have already started or have been completed (no retrospective funding)
  - Are run by (or involved with) political or religious groups seeking to promote core beliefs
  - Are a clear duplication of existing services
  - Are not open to the general public
  - Are for interstate or overseas travel
  - Are for operational expenses
  - Are for funding of prizes, sponsorships, donations or gifts
  - Will have a negative impact on the environment

#### APPLICATION

Grant rounds will be conducted using Council's online grant management system – SmartyGrants.

Council will take an active role in supporting, facilitating and guiding community organisations through all the relevant application processes to promote quality applications.

Funding rounds will be advertised in local newspapers and on Council's website for a minimum of four weeks.

Applications received after the due date will not be considered under any circumstances.

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## COMMUNITY STRENGTHENING GRANTS POLICY (cont'd)

### ATTACHMENT No [1] - Community Stengthening Grants Policy - draft

## Community Strengthening Grants

### ASSESSMENT

The Assessment Panel is made up of relevant Officers and independent Council Officers.

The Assessment Panel will conduct the initial assessment of the grant applications, with endorsement from Council. Allocation of grant funding is not guaranteed and will depend upon how well applications meet the assessment criteria, the number and quality of applications received, funds held by the community organisations, and the amount available in Council's budget.

Applications will be assessed and scored against the criteria as per the Assessment Matrix, the additional points are provided to guide responses. The assessment scores will be a maximum total of 20 points. The minimum score of 3 must be obtained to ensure funding. The highest scoring applications will be funded until the grant allocation is expended. Council retain the right to vary the amount granted.

### ACQUITTAL

Council will require a completion report and financial acquittal of all payments to ensure grant recipients have complied with the requirements.

Specific evaluation requirements will be outlined in individual funding agreements and will depend on the nature and size of the grant.

### RELATED POLICIES

*Development of Policy Documents, and Policy Guideline*

### RELATED LEGISLATION

*Local Government Act 1989*

### REFERENCES

- Moira Shire Council:
- Grants Manual
  - Scoring matrix
  - Relevant documentation for each category

### REVIEW

This policy will be reviewed three years from the date of adoption, with operational amendments as required, in accordance with Council's approval.

FILE NO: F13/150-2  
4. A WELL RUN COUNCIL

ITEM NO: 9.3.2

## DISABILITY ADVISORY COMMITTEE - MEMBER NOMINATION

### RECOMMENDATION

That Council:

1. Accept the nomination of Kate McRae to the Disability Advisory Committee;
2. Write and thank out going member Robyn Taylor and,
3. Endorse the amended Disability Advisory Committee Terms of Reference

### 1. Executive Summary

Moira Shire Council's Disability Advisory Committee consists of representatives from relevant disability, community and health organisations, community members, Councillors and a Council Officer.

The role of the Disability Advisory Committee is to provide expert and personal advice on accessibility issues, to ensure that appropriate consultation and participation exists and advocate for a more accessible and inclusive community.

Following the recent resignation of a community member a vacancy exists on the Disability Advisory Committee. Advertising for the position ran for a total of 8 weeks and one nomination was received from Kate McRae. It is recommended that this nomination should be accepted.

Due to the increase of Councillor representatives the Disability Advisory Committee Terms of Reference have been amended to reflect the change of one to two Councillors.

### 2. Background and Options

Under Section 3 of the Local Government Act 1989 councils can establish advisory committees, with the role of providing advice and recommendations in relation to specific matters.

The Disability Advisory Committee's purpose is:

"To inform and educate Council and the community to ensure consultation and participation opportunities exist for people with disabilities, their families, carers, advocates and service providers. Particular emphasis is placed on highlighting rural disability issues to raise awareness to federal, state and local governments."

The involvement of community members and relevant stakeholders is paramount to ensuring the committees success and ensure valid input to these specific matters. The terms of reference calls for 11 members to the Disability Advisory Committee.

Nominated community member, Robyn Taylor, recently resigned from the Disability Advisory Committee. This was a volunteer position that Robyn held for a period of three years, Robyn's dedication and input is greatly appreciated and acknowledged. Following this resignation and as per section 4.4 of the Disability Advisory Committee's Terms of reference advertisement occurred for a replacement committee member.

Advertising occurred from 7 March 2017 to 7 April 2017, however no nominations were received. The advertisement was reviewed and simplified in accordance with Easy

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4. A WELL RUN COUNCIL

ITEM NO: 9.3.2

## **DISABILITY ADVISORY COMMITTEE - MEMBER NOMINATION (cont'd)**

English recommendations for communication accessibility and the position was re-advertised from 8 May 2017 to 7 June 2017.

This elicited a single nomination from Kate McRae.

As there are now two Councillor representatives on the Disability Advisory Committee, the attached terms of reference have been amended to reflect these changes.

### **3. Financial Implications**

The financial implications associated with the advertising for community representatives of the Disability Advisory Committee are included within Council's annual operating budget.

### **4. Risk Management**

The Disability Advisory Committee meets Council's legislative obligations under the Section 3 of the Local Government Act, 1989.

### **5. Internal and External Consultation**

Advertising through the four local newspapers occurred, as well as distribution of emails and social media posts. The Disability Advisory Committee was engaged throughout the process of member recruitment. Internal consultation occurred with the Community Development Department and the Governance and Communications Team.

### **6. Regional Context**

This report has been written with consideration of current and future regional context.

### **7. Council Plan Strategy**

The proposal under consideration in the report supports Council Plan Strategy No. 4 - Well Run Council.

### **8. Legislative / Policy Implications**

The Disability Advisory Committee and the Disability Access and Inclusion Plan meet Council's legislative obligations under the Local Government Act, 1989. The recruitment process of a new member was as per the Disability Advisory Committee Terms of Reference which were adopted by Council in May 2014.

### **9. Environmental Impact**

The Disability Advisory Committee and the Community Services Unit is reflective of environmental sustainable practices and in all actions strives to limit environmental impact and respect sustainability.

### **10. Conflict of Interest Considerations**

There is no officer conflict of interest associated with this report.

### **11. Conclusion**

Advertising for the recruitment of a member to the Disability Advisory Committee has concluded and resulted in the one membership nomination of Kate McRae from the PALs Inc. It is recommended that this nomination be received.

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**DISABILITY ADVISORY COMMITTEE - MEMBER NOMINATION (cont'd)**

Following the resolution of two Councillor representatives on the Disability Advisory Committee the associated Terms of Reference have been amended to reflect these changes.

**Attachments**

- 1 Terms of Reference - Disability Advisory Committee - Revised - February 2017

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ITEM NO: 9.3.2

**DISABILITY ADVISORY COMMITTEE - MEMBER NOMINATION (cont'd)**

ATTACHMENT No [1] - Terms of Reference - Disability Advisory Committee -  
Revised - February 2017



Terms of Reference  
for the  
Disability Advisory Committee

**Endorsed by Council XXXXX**



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4. A WELL RUN COUNCIL

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**DISABILITY ADVISORY COMMITTEE - MEMBER NOMINATION (cont'd)**

**ATTACHMENT No [1] - Terms of Reference - Disability Advisory Committee -  
Revised - February 2017**

**Terms of Reference for the  
Disability Advisory Committee**

**1. PURPOSE**

To inform and educate Council and the community to ensure consultation and participation opportunities exist for people with disabilities, their families, carers, advocates and service providers. Particular emphasis is placed on highlighting rural disability issues to raise awareness to federal, state and local governments.

**2. DEFINITIONS**

In this Schedule unless contrary intention appears:

**Committee** means the Disability Advisory Committee

**Council** means Moira Shire Council.

**3. OBJECTIVES**

The objectives of the Disability Advisory Committee shall be to:

- 3.1. Work with the community towards acknowledging and valuing people with disabilities.
- 3.2. Inform and educate the Council and the community about issues for people with disabilities, their families, carers and others.
- 3.3. Identify and prioritise access issues in the shire and contribute to the planning to address these issues through the review and evaluation of the Moira Shire Council Disability Action Plan
- 3.4. Inform and educate Federal, State and Local Government on rural disability issues to raise all abilities awareness.
- 3.5. The role of the Committee is advocacy, promotion and contribution to policy development.
- 3.6. The Committee will profile issues, support activities, report and action, disseminate information and advice.

**4. COMPOSITION AND PROCEEDINGS**

4.1. The Committee shall comprise of 13 members as follows, with individual community representatives being appointed by resolution of Council:-

- Moira Shire Council, Councilor representative 2
- Disability Services 2
- Neighbourhood/Community Houses representative 4
- Moira Healthcare Alliance representative 1
- Rural Access Officer 1
- Local Learning and Employment Network representative 1
- Community member 2

Community members will be invited to attend any Committee meeting to raise issues concerning disability issues. Alternately, correspondence received by Moira Shire Council pertaining to disability issues will be referred to the Committee for their consideration.

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4. A WELL RUN COUNCIL

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**DISABILITY ADVISORY COMMITTEE - MEMBER NOMINATION (cont'd)**

**ATTACHMENT No [1] - Terms of Reference - Disability Advisory Committee -  
Revised - February 2017**

**Terms of Reference for the  
Disability Advisory Committee**

Moirā Shire officers attend the meetings as non-voting members who provide secretarial support.

- 4.2. All organisations and persons nominated to serve on the Committee are subject to the initial and continued approval of Council. Revocation provisions are contained in section 8.
- 4.3. The term of office for Committee members, unless otherwise specified by Council, will be four years, after which term they may be eligible for re-appointment.
- 4.4. On the resignation of a Committee member the Council may advertise for a replacement person. The term of office of persons appointed to fill such a vacancy shall expire on the date at which the previous member would have gone out of office. Members of the Committee so appointed may be eligible for re-appointment.
- 4.5. A Committee member may be granted leave of absence by the Committee. Where the member is an appointed representative of an organisation or group, they may be replaced by another representative during any period of leave of absence.
- 4.6. The Council is empowered to declare a Committee member's office vacant if he/she fails to attend three consecutive meetings without leave of the Committee by resolution duly passed or on the recommendation of the Committee.
- 4.7. The Council may at its discretion nominate a Chairperson for the Committee. If Council chooses not to use this discretion then the Committee, at its first meeting, shall elect from its members a Chairperson.

**Confidentiality**

- 4.8. On occasions the Committee may be required to deal with a matter that has been identified as confidential in nature. Before a confidential matter can be dealt with any person in attendance, who is not an official member of the Committee, must leave the meeting. Committee members are required to deal with such matters in confidence and with discretion.

**Conflict of Interest**

- 4.9. The *Local Government Act 1989* is the primary source of guidance to any Councillor or Council officer on conflict of interest.
- 4.10. If a member of the Committee has a conflict of interest in any matter in which the Committee is concerned, the member must disclose the nature of that interest at the meeting at which the matter is discussed. The member must leave the room and remain outside until conclusion of discussion or any vote on the item.
- 4.11. A conflict of interest is considered to apply if a committee member:
  - (a) has a direct or indirect financial interest in the matter; or
  - (b) is of the opinion that the nature of his or her interest in the matter is such that it may conflict with the proper performance of his or her public duties in respect of the matter.

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4. A WELL RUN COUNCIL

ITEM NO: 9.3.2

**DISABILITY ADVISORY COMMITTEE - MEMBER NOMINATION (cont'd)**

**ATTACHMENT No [1] - Terms of Reference - Disability Advisory Committee -  
Revised - February 2017**

**Terms of Reference for the  
Disability Advisory Committee**

**5. MEETINGS**

- 5.1. Meetings of the Committee shall be held at least once every two months.
- 5.2. A meeting of the Committee must be held at a time and place determined by the Committee.
- 5.3. The Committee will seek to operate on a consensus basis on any motions it considers. Should a vote be necessary:
  - (a) Each member of the Committee who is entitled to vote is entitled to one vote;
  - (b) Unless the procedures of the Committee otherwise provide, voting must be by show of hands;
  - (c) If there is an equality of votes the motion is lost.
- 5.4. The Moira Shire Council Officer shall keep a record of each of its meetings and the Chairperson shall ensure that the minutes of the meeting are submitted to the next meeting for confirmation.
- 5.5. The majority of members of the Committee shall constitute a quorum at any meeting of the Committee and no business shall be transacted at any such meeting unless a quorum is present.
- 5.6. The Committee may form sub-committees from amongst its members for the purpose of recommending on matters pertaining to the provisions of this Instrument, provided that no decision may be acted upon until adopted by the full Committee.
- 5.7. The Chairperson shall be an ex-officio member of all sub-committees.
- 5.8. Such sub-committees shall only be established by resolution of the Committee and shall only carry out those functions stated in such resolution.
- 5.9. Moira Shire Council Officers will attend the meetings as non-voting members who provide secretarial support including the keeping and distribution of minutes and agendas.

**6. INDEMNITY**

- 6.1. The Council will indemnify members of the Committee against any action liability claim or demand on account of any matter or thing done by them on behalf of the Committee when they are acting in accordance with this terms of reference in the honest and reasonable belief or under a mistake of law that the member was properly exercising any function or power of the Committee.

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4. A WELL RUN COUNCIL

ITEM NO: 9.3.2

**DISABILITY ADVISORY COMMITTEE - MEMBER NOMINATION (cont'd)**

**ATTACHMENT No [1] - Terms of Reference - Disability Advisory Committee -  
Revised - February 2017**

**Terms of Reference for the  
Disability Advisory Committee**

**7. TERM OF APPOINTMENT**

- 7.1. Appointment of Advisory Committee members will be for a four year term ending on 30 September 2018 unless otherwise extended or revoked in writing by the Council.

**8. REVOCATION**

- 8.1. A Committee member may have his or her term of office revoked by Council upon request by the Committee following a resolution carried by a two thirds majority vote of members of the Committee.
- 8.2. Council may at its discretion revoke the membership of any member or the entire Committee at any time.
- 8.3. The Council has the power to terminate the services of the Committee at any time.

**9. COMMITTEE REPRESENTATION**

- 9.1. It will be the responsibility of the Committee to notify Council of the resignation of members from the Committee.

FILE NO: F13/474  
3. A CLEAN GREEN ENVIRONMENT

ITEM NO: 9.4.1

## FINALISING THE ENVIRONMENTAL SUSTAINABILITY STRATEGY 2017-2021

### RECOMMENDATION

That Council adopt the Environmental Sustainability Strategy 2017-2021.

#### 1. Executive Summary

The draft Environmental Sustainability Strategy (ESS) was released for public consultation for three weeks. We received nine responses to the online survey and three written submissions.

Suggestions from the surveys and submissions have been considered and changes have been made where appropriate. This report describes the feedback received and details how it has been used in finalising the ESS.

#### 2. Background and Options

The draft ESS was endorsed by Council on 24 May 2017 and was released for a three week public consultation period. The feedback received was very positive. The ESS has been updated to incorporate this feedback. The changes are outlined in the table below.

Section	Page	Change required
Focus Area 1: Environmentally accountable Council Example actions	12	Add 'Apply Landscape Plan Guide (2017) to Council projects.'
Focus Area 2: Community Engagement Moira Shire Council will;	15	Add 'Continue to increase the use of digital platforms to communicate with residents and visitors.'
Focus Area 2: Community Engagement	14	Photo credit, change photographer to Peter Sutherland
Focus Area 3: Partnerships Council recognises;	16	Add 'Environmental assets are used and appreciated by residents and visitors alike.'
Focus Area 3: Partnerships Example actions;	16	Add 'Continue to work with land managers and relevant stakeholders to manage the impacts of tourism on the environment.'
Focus Area 5: Conservation of biodiversity Example action	20	Add 'Seek opportunities to apply the successful model used in the Fruit Industry Employment Program to achieve significant biodiversity outcomes.'
Focus Area 6: Sustainable Management of water Moira Shire acknowledges:	23	Add "The prosperity of irrigated land and environmental features should be protected through effective salinity management"
Focus Area 6: Sustainable Management of water Moira Shire will:	23	Add "Continue to work in partnership with the Goulburn Broken Catchment Management Authority on programs that support the Council Plan"
Focus Area 7: Sustainable management of waste	24	Replace bin photo with new photo showing 120 litre general waste bins.
Focus Area 7: Sustainable waste management Council recognises	24	Replace dot point 2 'There is no provision for a landfill in Moira Shire in the medium to long term in the Victorian WRRIP with 'There is no provision for a new landfill in Moira Shire in the medium to

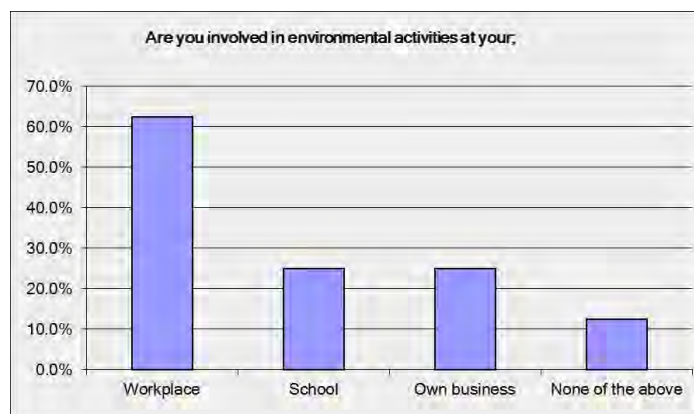
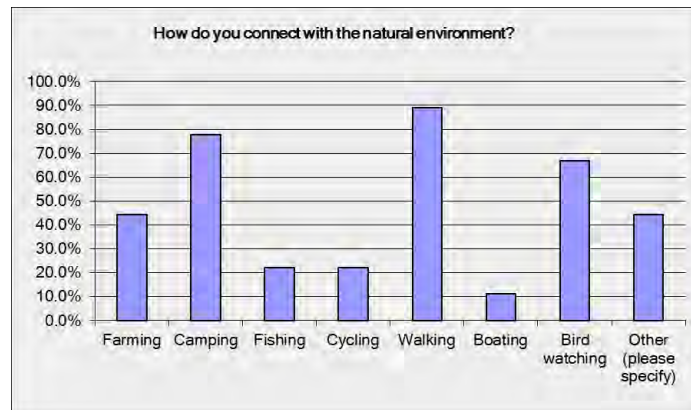
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ITEM NO: 9.4.1

**FINALISING THE ENVIRONMENTAL SUSTAINABILITY STRATEGY 2017-2021  
(cont'd)**

Section	Page	Change required
		long term in the Draft State-wide Waste and Resource Recovery Infrastructure Plan.'
Appendix 2 – Key partners and partnership groups	28	Add 'Landcare Groups' to Key partners Move Goulburn Valley Waste and Resource Recovery Group from Key Partnership Groups to Key Partners Add Landcare Networks, Goulburn Valley Local Government Waste Forum and Murray Valley Regional Litter Taskforce to Key partnership groups.
Appendix 3- Legislation and Policy Context Moira Shire Council	30	Remove Control of Livestock Local Law 2003 and Environmental Local Law 2003. Replace with Community Safety and Environment Local Law 2013
Appendix 3 – Key strategic and policy support Victorian Government	31	Add Victorian Climate Change Adaptation Plan (2017)
Appendix 3 – Key strategic and policy support Moira Shire Council	31	Add Landscape Plan Guide for developments in Shire of Campaspe, Greater Shepparton City Council and Moira Shire Council (2017)

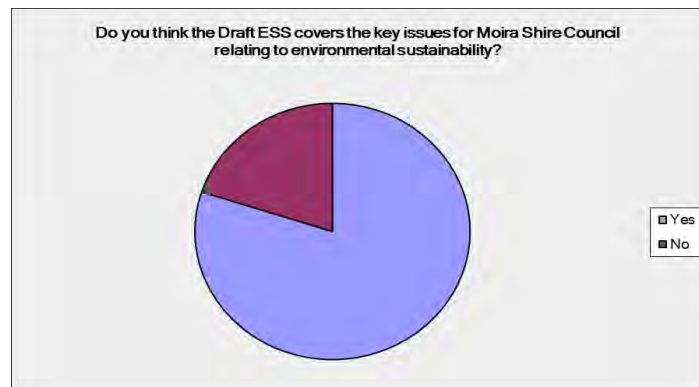
The survey responses are summarised in a series of graphs.



FILE NO: F13/474  
3. A CLEAN GREEN ENVIRONMENT

ITEM NO: 9.4.1

**FINALISING THE ENVIRONMENTAL SUSTAINABILITY STRATEGY 2017-2021  
(cont'd)**



We will write to thank those who responded to the survey (where details were provided) and to those who provided full submissions.

### 3. Financial Implications

Funding for the implementation of the 2017 ESS will be (as per the previous 2012 ESS) through Councils operational budget, project bids and external funding.

### 4. Risk Management

The 2017 ESS will provide a strategic framework to assist Council with decision making and prioritisation around issues that affect environmental sustainability. It also highlights the need for Council to focus on identifying and mitigating environmental risks.

### 5. Internal and External Consultation

The Moira Shire Environment Sustainability Advisory Committee (ESAC) has been integral in the development of the 2017 ESS. This Committee includes key partner organisations, community representatives, community groups, industry and business.

The draft 2017 ESS was released to the public for a three week period of consultation. During this time the opportunity to provide comment was promoted through local media, social media and Councils web site. An online survey was also available to the public via Councils web site. Key regional stakeholders were contacted by the CEO or Managers.

The feedback has been considered and used to inform the final version of the ESS. As well as seeking feedback on the draft document, the survey, mentioned above, asked questions about how member of the community would like to be engaged in future environmental activities and the implementation of the ESS. This information will be valuable for planning successful activities, programs and services in the future.

The internal cross-departmental Environment Working Group has provided input into the review and the development of the 2017 ESS. All managers and executives were interviewed as part of the consultation process as were a number of Councillors.

### 6. Regional Context

Environmental sustainability covers many issues and involves working with numerous partners. Moira Shire Council works in partnership with a range of stakeholders to achieve environmental sustainability outcomes. The 2017 ESS focusses on Council's responsibilities and areas of influence as a local government authority. Council's role will vary from being a leader in certain aspects to providing a supporting partnership role in others.

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**7. Council Plan Strategy**

The 2017 ESS aligns with the current Council Plan.

**8. Legislative / Policy Implications**

Relevant legislation and policy have been outlined in the 2017 ESS.

**9. Environmental Impact**

The 2017 ESS provides a framework to:

- assist Council in identifying potential environmental impacts across Council's areas of responsibility; and
- build on the significant positive impacts the 2012 ESS had on the environment.

**10. Conflict of Interest Considerations**

There are no conflict of interest considerations relevant to this report.

**11. Conclusion**

The 2017 ESS has been developed through an iterative process with input from across Council, key external stakeholders and a public consultation stage.

It is recommended that Council adopt the Environmental Sustainability Strategy 2017-2021.

**Attachments**

- 1 Draft 2 Environmental Sustainability Strategy 2017



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# Environmental Sustainability Strategy 2017-2021

**DRAFT - JULY 2017**

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## Mayor's Forward



Welcome to the Moira Shire Council's Environmental Sustainability Strategy (ESS) 2017-2021.

Moira Shire is blessed with a range of unique environmental features including four major waterway

systems, wetlands, forests and grasslands. Many of these have significant environmental values as well as being important for our economy and our health and wellbeing.

As a Council, we recognise the importance of environmental sustainability. We have a proud history of working collaboratively with a range of stakeholders to achieve environmental outcomes. Thank you to all of our regional partners – we look forward to continuing to work productively with the community for many years to come.

This is the second ESS prepared by Council. This version has been restructured in to a user-friendly format that is more easily shared within Council and key partners including the community. It will be used to inform Council decisions and guide investment in environmental initiatives. It aligns with key regional, State and Federal Government directions and feeds into our Council plan, Municipal Strategic Statement and other Council documents.

The achievements report demonstrates the significant progress that we have made in the last few years. A few highlights include:

- The success of our award winning kerbside organics collection service and Watts Working Better street lighting projects;
- Involvement in the Fruit Industry Employment Program;
- Cobram landfill rehabilitation;
- Endorsement and implementation of the Roadside weed and pest animal management program.

The ESS has been structured around seven key areas. These areas will guide Council's actions in working towards longer term goals. These areas are:

- Environmentally accountable Council;
- Community engagement;
- Partnerships;
- Climate change adaptation and mitigation;
- Conservation of biodiversity;
- Sustainable management of water; and
- Sustainable management of waste.

We look forward to continuing to work with our partners and the broader community to implement this strategy.

It is my pleasure to endorse this strategy on behalf of my fellow Councillors.

**Cr Gary Cleveland**  
**Mayor, Moira Shire Council**  
**April 2017**

### Acknowledgement of Country

We, the Moira Shire Council, would like to acknowledge the traditional owners of the land upon which we meet and pay our respects to their Elders both past and present.

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## Environmental Sustainability Strategy 2017-2021 Summary

Vision: Community working together for an environmentally sustainable future.

The vision will be achieved by realising long-term goals:

- Council activities make an overall positive impact on our natural environment; and
- Industries, businesses and the general community actively care for our natural environment.

Focus areas	Performance indicators (by 2021)
 <p>Environmentally accountable Council</p>	<ul style="list-style-type: none"> <li>• Waste from Council activities is reduced.</li> <li>• Council's consumption of energy (by vehicles and office-based activities) is reduced.</li> <li>• Ecologically Sustainable Design Principles are considered in the planning stage of all Council projects (capital works, subdivisions, new buildings, building renovation).</li> <li>• Environmental sustainability features in the Council Plan and other Council Strategies as they are reviewed and updated.</li> <li>• Environmental sustainability is considered across all areas of Council, in all decisions and in project implementation.</li> </ul>
 <p>Community engagement</p>	<ul style="list-style-type: none"> <li>• 75% of schools in Moira have been involved in environmental sustainability projects.</li> <li>• 25% increase in business sector involvement in environmental sustainability projects.</li> <li>• Moira's environment and environmentally sustainable living are celebrated.</li> </ul>
 <p>Partnerships</p>	<ul style="list-style-type: none"> <li>• Key stakeholders continue to endorse partnerships for implementing the ESS (e.g. Environmental Sustainability Advisory Committee).</li> <li>• Funding 'won' (and shared), from government and 'non-traditional' sources.</li> <li>• Council participates in 20 partnership projects annually.</li> <li>• Cooperation agreement for delivery of environmental activities developed and signed by key partners.</li> <li>• Partnership program established to enhance Moira Shire section of the River Murray e.g. RiverConnect.</li> <li>• Council shares and celebrates successes with partners and the community.</li> </ul>
 <p>Climate change – adaptation and mitigation</p>	<ul style="list-style-type: none"> <li>• Moira Shire Council corporate Emissions Reduction Plan developed and implemented.</li> <li>• 25% of Council's electricity is from renewable sources*.</li> <li>• Greenhouse gas emissions are reduced by a further 20% on 2016 levels.</li> <li>• Two community based energy efficiency and/or renewable energy projects.</li> </ul> <p><small>*To be confirmed through the development of an emissions reduction plan.</small></p>
 <p>Conservation of biodiversity</p>	<ul style="list-style-type: none"> <li>• Increased the area under conservation covenants and biodiversity management agreements in Moira Shire from 2016 levels by an average of 10% per year over 4 years.</li> <li>• Actively supported a minimum of two large-scale multi-partner programs per year which deliver biodiversity conservation outcomes.</li> <li>• Achieved a 'net gain' in native vegetation for Council activities*.</li> </ul> <p><small>*Where actions to compensate unavoidable losses contribute to longer term gains in quality and quantity.</small></p>
 <p>Sustainable management of water</p>	<ul style="list-style-type: none"> <li>• Improved Council contributions to instream and wetland water quality.</li> <li>• Stormwater management meets State Environment Protection Policy (Waters of Victoria) minimum requirements.</li> <li>• All Council assets have efficient water supplies through technology and governance improvements.</li> </ul>
 <p>Sustainable management of waste</p>	<ul style="list-style-type: none"> <li>• Finalised and implemented Waste Management Business Plan.</li> <li>• Increased diversion from landfill across our three main waste streams:             <ol style="list-style-type: none"> <li>a. Municipal solid waste</li> <li>b. Commercial and industrial</li> <li>c. Construction and demolition.</li> </ol> </li> <li>• Greenhouse gas emissions from landfill have declined from 2016 levels.</li> </ul>

▲ Tawny Frogmouth (Photo by Robert Pym)

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## Strategic context – Council

This Environmental Sustainability Strategy (ESS) will guide Council in setting environmental sustainability policies and determining roles, responsibilities, and priorities for implementation. Moira Shire formally started documenting this journey with the development of a Natural Environment Strategy in 2006, followed by an ESS in 2012. There have been numerous sub-strategies and plans along the way, and a review of the 2012 ESS demonstrated a high level of achievement (Appendix 4).

This ESS provides a sharper sense of direction and action, with a tighter and more concise presentation of 4-year performance indicators and the inclusion of long term goals.

### Vision for Moira Shire ESS:

*Community working together for an environmentally sustainable future.*

The vision will be achieved by realising long-term goals:

- Council activities make an overall positive impact on our natural environment.
- Industries, businesses and the general community actively care for our natural environment.

### Role of Council in environmental sustainability:

*For Council to lead by example and support the community in transitioning to environmental sustainability.*

### Purpose of this Strategy:

*To provide an easily shared guide for Council to work towards its vision and long-term goals for environmental sustainability.*

The ESS provides an easily shared guide for Council to achieve its vision and long-term goals. Action plans will be developed as needed to guide implementation of the Strategy.

Moira Shire Council works in partnership with a range of stakeholders to achieve environmental sustainability outcomes (see Appendix 2). This Strategy focusses on Council's responsibilities and areas of influence as a local government authority. Council's role will vary from being a leader in certain aspects to providing a supporting partnership role in others.

Moira Shire Council recognises that the wellbeing of our community is linked to that of our natural environment. Therefore Council is dedicated to managing all natural environmental assets by not only preserving, but also enhancing, their ecological functions.

Environmental sustainability is the responsibility of all areas of Council and requires a coordinated approach.

*Pictorial representation of the range of partners, themes and roles within environmental sustainability in Moira Shire.*



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The ESS aligns with key regional, State and Federal Government documents and feeds into the Council Plan, Municipal Strategic Statement and other Council Plans and Strategies. Figure 1 shows the relationship between the ESS and key Council documents.

Funding to implement the ESS will be sought internally (Council funding) and externally such as State and Federal Governments, private sector and philanthropists. Progress towards developing projects that are economically sensible as well as environmentally sound is being made. However, there continues to be challenges in securing funding for some environmental sustainability projects where it is difficult to quantify the economic outcomes definitively and/or the environmental outcomes are very long term.

Figure 1: Relationship between the ESS and other key documents



Lake Mulwala (Photo by Robert Pyne) ▼



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## Strategic context – Environmental

### Moira's natural assets

Moira Shire is located in the Hume region of Victoria and stretches across 4,045 square kilometres from Bundalong in the east to Barmah in the west. There are four major towns: Cobram, Yarrowonga, Numurkah and Nathalia, and numerous smaller communities scattered across the Shire. The estimated residential population is 28,820 people and approximately two-thirds of residents live and work in the Shire (Moira Shire Annual Report 2015/16).

Moira Shire has many unique and special natural features, including river and creek systems, wetlands, plains woodlands and grasslands, some of which are among the most significant of their kind. These features provide habitat for a diversity of native flora and fauna, including many threatened species and migratory birds.

Four major waterway systems flow through the Shire: the northern border follows the iconic Murray River, the Goulburn River forms the western boundary, the Ovens River the eastern boundary,

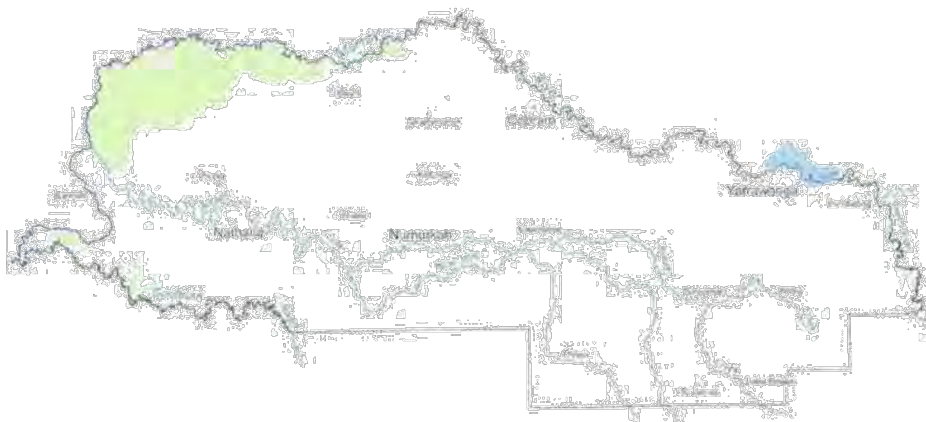
and the Broken Creek system also flows through much of the Shire. There are three major tributaries of the Broken Creek: the Nine Mile Creek, Boosey Creek, and Sandy Creek, all of which have high environmental value. The floodplain of these systems within Moira Shire covers an area of 1865km<sup>2</sup>.

These waterways have significant environmental values and are significant contributors to the economic and social fabric of the Shire.

Agriculture is the primary land use and accounts for approximately 71% of the total land area, divided equally between irrigated and dryland production. This has led to a concentration of food processing industries, the Shire's largest economic sector based on output, with a large associated workforce.

The natural environment is also integral to tourism, which is the Shire's seventh largest contributor to economic output (Moira Shire Annual Report 2015/16). Many residents and visitors enjoy canoeing, swimming, fishing, camping and bush walking.

Figure 2: Major river and creek systems of Moira Shire





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*'A boxful of gliders', Sugar Gliders (Photo by Orlando Talamo, Whroo Conservation Management Network) ▲*

The Barmah National Park, in the north-west of the Shire, and the adjoining Millewa Forest in New South Wales form the largest River Red Gum forest in the world. The complex ecology of the forest is closely linked to the Murray River and its flooding regime, creating a diverse natural habitat for a variety of wildlife, particularly waterbirds (Parks Victoria website, 2016). It is a high value area for its ecological, recreational, scientific, cultural and aesthetic values.

The conservation significance of many wetlands in Moira has been formally assessed and recognised, including the regionally significant Kinnairds Wetland and nationally significant Broken Creek and Muckatah Depression. The wetlands of Barmah-Millewa Forest are of international importance and are RAMSAR listed site (Environment Australia 2001).

Many threatened plant and animal species have been recorded in the region, including species protected under State and Commonwealth legislation. Significant species include:

- Superb Parrot – Nationally listed and Moira has the only breeding population in Victoria;
- Grey-crowned Babbler – State listed and Moira has the third most significant habitat in Victoria;
- Bush Stone Curlew, Tree Goanna and Yarran Wattle – State listed;
- Water Milfoil – Largest Victorian population, recorded at Kinnairds Wetland in Moira Shire;
- Trout Cod – critically endangered, Murray River provides habitat for a significant population; and
- Murray Cod and Golden Perch.

Soils across Moira are uniform sand or red, yellow and brown duplex soils. Topsoils are generally well drained making them suitable for agricultural production.

Moira Shire sits mostly within Riverine Plains that vary in elevation between around 150m above sea level in the north to 300m in the south east. The geomorphology within these Riverine Plains is complex with major streams and anabranches within and across catchments. They are often linked as part of a large anabranching system and connect many neighbouring streams during flood conditions.

Between the Goulburn River and Broken Creek there are vast low-lying floodplain areas. Many of the rivers and streams have perched sections which cause water to flow onto the floodplains during high flow events. This process has evolved over thousands of years and has formed the floodplains that dominate the Shire today. The floodplain of these systems within Moira Shire covers an area of 1,865 square kilometres or 46% of the Shire.

The Murray River through the Barmah-Millewa forest is also perched. Another significant geomorphic feature is the Bama Sandhills located downstream of Barmah and near Yambuna. This area is commonly referred to as 'the choke' as it limits the delivery of water to downstream areas. There are three primary openings through the Bama Sandhills: the Murray River, Madowla Lagoon (largely blocked) and the Goulburn River, which limits flooding to downstream areas such as Echuca and Moama.

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Moira Shire has a temperate climate, with temperatures ranging from summer averages of 30.5°C (max) to 14.9°C (min) and winter averages of 14.2°C (max) to 3.6°C (min). Temperatures can be as low as -6°C in winter and as high as 46°C in summer. Rainfall averages between 500 and 600mm per annum.

**Key challenges**

To ensure Moira Shire's unique and special natural features continue to be enjoyed by future generations, and continue to provide valuable ecosystem services, we need to deal with a range of challenges. A few of the key challenges are described below.

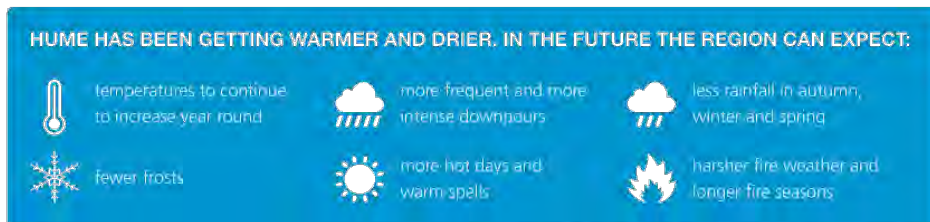
**Climate change**

Although our weather has always been highly variable, our climate is changing due to human-induced impacts and our weather is predicted to include more extreme events.

In the last decade, the challenges of climate extremes have been evident in Moira through drought (including times of reduced availability of irrigation water), floods, fires and storms. Predictions are that extreme events will become more frequent, temperatures will continue to increase and rainfall decrease. This will present a number of challenges for Council, businesses and the general community, so it is critical we take action now.

We have already made significant progress in reducing Council's greenhouse gas emissions, with the implementation of the Watts Working Better street lighting project and Kerbside Organics Service, which together have reduced annual emissions by approximately 1,575 tonnes CO<sub>2</sub>E (see Appendix 4 for further details of these projects). However, there is a lot more we can do to reduce our emissions and build resilience to assist Council and the community in dealing with a changed climate.

Figure 4: Predictions for the Hume Region (includes Moira Shire)



Climate-ready Victoria: Hume. November 2015, State Government of Victoria

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**Ongoing loss of habitat**

Ongoing loss of habitat is recognised as a very serious threat to species diversity and the ecological functioning of the landscape in Moira Shire. There are many contributing factors which include the loss of native vegetation (especially old hollow-bearing trees), poor regeneration, changes to wetlands, and removal of woody debris. An indicator of the impact of these threats is the recent decline in the conservation status of the once common Tree Goanna to Endangered in Victoria.

Remaining native vegetation covers less than 5% of pre-1750 extent, excluding State and National Parks. Native vegetation now mainly occurs along waterways, roadsides, as scattered paddock trees, and smaller native patches on private land.

Although large-scale clearing of native vegetation no longer occurs in Moira Shire, continued significant incremental losses have adverse consequences for biodiversity and the functioning of ecosystems. Incremental losses occur as a result of developments, such as road construction and maintenance, irrigation modernisation, housing and industry. Fires, drought and floods also have significant impacts, especially in landscapes where past clearing has left little remnant vegetation.

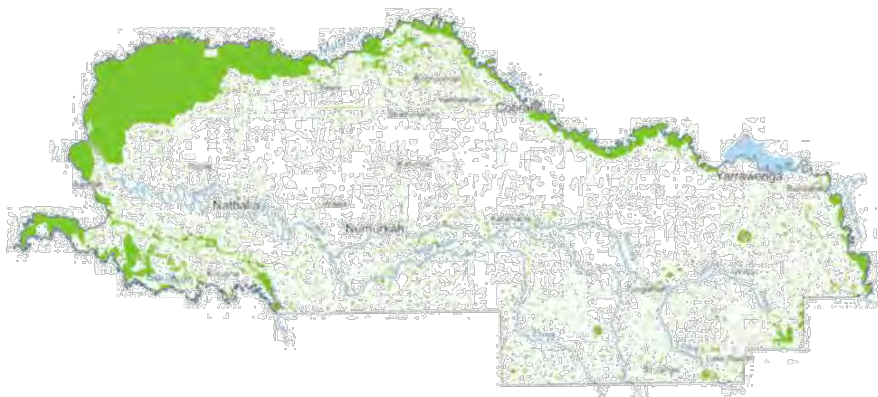


The Wunghnu-Numurkah complex fires in 2014 burnt approximately 10,000 hectares, causing significant native vegetation loss, due to the fires themselves and afterwards when trees considered to be dangerous were removed.

It was estimated that over 2,000 mature native trees were destroyed and many remnant patches were substantially damaged.

This is significant in a landscape where remnant vegetation is already scarce. Fires are a natural occurrence, however management to minimise the impact on the natural environment, especially during clean-up operations, is critical.

Figure 5: Native vegetation cover of Moira Shire



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**Pest plants and animals**

Pest plants and animals are a serious problem in the Shire as they can impact on biodiversity and agricultural production. Landowners are responsible for the management of pest plants and animals on their properties. They have a legal responsibility under Section 20 of the *Catchment and Land Protection Act 1994 (CaLP Act)* to take all reasonable steps to eradicate regionally prohibited weeds, prevent the growth and spread of regionally controlled weeds, and prevent the spread of, and, as far as possible, eradicate, established pest animals.

As part of an amendment to the *Catchment and Land Protection Act 1994 (CaLP Act)*, the responsibility for the management of Regionally Prohibited and Regionally Controlled weeds on Council-managed roadsides has been placed with Local Government. A 'Roadside Weed and Pest Animal Control Strategy' was endorsed by Council in 2015 and areas of infestation have been mapped. Implementation of the strategy aims to ensure weeds and pest animals are systematically managed on roadsides throughout the Shire to reduce threats to native vegetation quality, farmland productivity, landscape values, biodiversity, and waterway habitats.

**Population growth and development**

Population growth and development needs to be managed to ensure adverse environmental impacts are avoided where possible. As the population increases, there is more pressure on existing built assets and natural resources and more waste is produced.

Amenity, largely due to the natural environment, is a major factor attracting people to live in or visit Moira Shire. Therefore, it is important to ensure population growth and increased tourism doesn't cause adverse impacts on the natural environment. This highlights the need for adequate strategic town planning and consideration of environmental impacts of new subdivisions, developments and infrastructure projects.

**Managing water quality**

Managing water quality and quantity is an ongoing challenge for many stakeholders in the Shire. Council has responsibilities for urban stormwater, Council's own water (potable and raw), and statutory planning processes for developments and waste water.

▼ Grassy Woodland at Coopers Hill, Tungamah (Photo by Gary Deayton)



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## Tackling the challenges

Council will build on its environmental sustainability achievements, working across all departments and in partnership with stakeholders.

The next section of the ESS has been structured around seven focus areas that will guide Council's actions in working towards the long-term goals (listed on page 4).

-  1. Environmentally accountable Council
-  2. Community engagement
-  3. Partnerships
-  4. Climate change – adaptation and mitigation
-  5. Conservation of biodiversity
-  6. Sustainable management of water
-  7. Sustainable management of waste

While it is useful to communicate and manage actions by categorising them into focus areas, the connections and overlaps between the categories is also acknowledged.

Implementation of the ESS needs to be managed as an integrated package of different parts.

The following has been identified for each focus area:

- Policy position;
- Policy rationale;
- Four-year performance indicators (by 2021); and
- Example actions.

Where possible, long-term goals have been quantified as long-term targets, and indicators of success have been suggested (refer to Monitoring for accountability and improvement section). These are still under development and will be refined over the life of this Strategy.

*Silver Wattle flowering (Photo by Gary Deayton) ▼*



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**FOCUS AREA 1:**

**Environmentally accountable Council**

Council is committed to showing leadership in environmental sustainability. This section outlines how Council will work towards becoming more environmentally sustainable in its own operations.

**Policy position**

**Moira Shire Council will:**

- Strive to be a leader in environmental sustainability decision-making and activities;
- Integrate environmental sustainability across all areas of Council, in all decision making and project implementation;
- Comply with legislative requirements relevant to environmental sustainability;
- Be committed to environmentally sustainable procurement;
- Improve its capacity to identify, monitor and report on its purchasing, consumption and waste; and
- Strive to ensure environmental sustainability is considered in other Council plans, strategies, policies, programs and decision making at all levels.

**Policy rationale**

**Council recognises:**

- The need to act responsibly in regards to environmental sustainability; and
- There are many synergies where corporate actions that are good for the environment also have economic benefits.

**Performance Indicators (by 2021)**

1. Waste from Council activities is reduced.
2. Council's consumption of energy (by vehicles and office-based activities) is reduced.
3. Ecologically Sustainable Design Principles are considered in the planning stage of all Council projects (capital works, subdivisions, new buildings, building renovation).
4. Environmental sustainability features in the Council Plan and other Council Strategies as they are reviewed and updated.
5. Environmental sustainability is considered across all areas of Council, in all decisions and in project implementation.

**Example actions**

- Investigate and evaluate use of electric vehicles as part of Council fleet.
- Develop guidelines and processes to allow Council projects and programs to consider environmental risks and benefits.
- Review Council's consumption of resources.
- Ensure procurement processes consider long-term impacts (including construction and demolition).
- Complete development of, and implement the Environmental Sustainability Reporting Program.
- Undertake internal training for Council staff on environmental sustainability.
- Continue to use the Green team to increase understanding, awareness and action regarding environmental sustainability in the workplace and at home.
- Continue to use the Environment Working Group to foster cross-departmental discussions about environmental sustainability and reporting on ESS implementation.
- Apply Landscape Guide (2017) for Council projects.

*Refer to Focus Area 4 for performance indicators and example actions relating to renewable energy.*

*Woodland on roadside (photo by Gary Dean)*

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**FOCUS AREA 2:  
Community engagement**

**Policy position**

**Moira Shire acknowledges:**

- The need for Council to support the community as it transitions to an environmentally sustainable future;
- Healthy, sustainable landscapes include people; and
- Promoting the binding connections between people, biodiversity, ecological function and community well-being is vital.

**Moira Shire Council will:**

- Play an important role in informing, educating and raising awareness in the community in regards to environmental sustainability;
- Continue to work with key partners to inform, educate and raise awareness in the community as we work towards an environmentally sustainable future; and
- Learn from others and collaborate to ensure best practice approaches are used to engage the community.
- Continue to increase the use of digital platforms to communicate with residents and visitors.

**Policy rationale**

**Council recognises:**

- Parts of the community are very active in environmental sustainability, others are interested but uncertain of the best course of action, and others are yet to be convinced of the need to act.

**Performance Indicators (by 2021)**

1. 75% of schools in Moira have been involved in environmental sustainability projects.
2. 25% increase in business sector involvement in environmental sustainability projects.
3. Moira's environment and environmentally sustainable living are celebrated.

**Example actions**

- Develop and implement a Public Relations Campaign around this ESS and its key messages.
- Initiate discussions with key stakeholders regarding the application of a RiverConnect-type approach (used in Greater Shepparton) to the Moira section of the Murray River.
- Contribute to and support the Goulburn Broken Stormwater Education Project.
- Network with other providers offering environmental sustainability education to schools to ensure an efficient, coordinated approach.
- Work with schools to implement environmental sustainability projects.
- Develop a scheme to reward and recognise environmental sustainability achievements in schools, businesses and other parts of the community.
- Work with the community to explore the concept of a Community Solar Garden.
- Work with the community to develop ecotourism opportunities such as bike trails, walking paths and other recreational pursuits, highlighting significant environmental features.
- Contribute to and support the Broken Boosey Conservation Management Network.

▲ Bike riding along the Murray River (Photo by Peter Sutherland)

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**FOCUS AREA 3:  
Partnerships**

**Policy position**

**Moira Shire acknowledges:**

- Partnerships are critical in achieving great environmental sustainability outcomes in Moira; and
- There is a broad range of stakeholders who need to work together to build an environmentally sustainable future.

**Moira Shire Council will:**

- Continue to foster and build strong partnerships with local, regional, State and Federal authorities and the wider community (refer to Appendix 2);
- Align with the strategic directions of key partners where appropriate; and
- Actively participate in partnership groups and projects (refer to Appendix 2) and take a lead role where appropriate.

**Policy rationale**

**Council recognises:**

- Partnerships are critical in seeking resources and investing wisely; and
- Environmental sustainability requires a landscape or Catchment-scale approach, and therefore partnerships across Institutional boundaries are especially important.
- Environmental assets are used and appreciated by residents and visitors alike.

**Performance Indicators (by 2021)**

1. Key stakeholders continue to endorse partnerships for implementing the ESS (e.g. Environmental Sustainability Advisory Committee).
2. Funding 'won' (and shared), from government and 'non-traditional' sources.
3. Council participates in 20 partnership projects annually.
4. Cooperation agreement for delivery of environmental activities developed and signed by key partners.
5. Partnership program established to enhance Moira Shire section of the River Murray e.g. RiverConnect.
6. Council shares and celebrates successes with partners and the community.

**Example actions**

- Appoint new Environmental Sustainability Advisory Committee.
- Support, and lead where appropriate, the Partnership Groups listed in Appendix 2.
- Provide input into reviews of legislation where appropriate (Appendix 3 lists key legislation)
- Provide advocacy on relevant issues.
- Continue to work with land managers and relevant stakeholders to manage the impacts of tourism on the environment.



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**FOCUS AREA 4:  
Climate change adaptation and  
mitigation**

**Policy position**

**Moira Shire acknowledges:**

- Climate change is a critically important long-term global issue;
- Climate change will impact on the resilience of our environment, the community and the economy;
- Extreme events are predicted to become more frequent; and
- The time for action is now.

**Moira Shire Council will:**

- Lead by example in responding and adapting to climate change;
- Continue efforts to build resilience and support the community to do the same;
- Continue to collaborate with key partners to share knowledge and explore funding opportunities; and
- Support businesses, industries and the community in responding to climate change through mitigation and adaptation.

**Policy rationale**

**Council recognises:**

- Decreasing greenhouse gas emissions benefits our natural environment as well as having financial benefits;
- Australian Government signed the Paris Agreement at United Nations Framework Convention on Climate Change, which aims to limit an increase in global temperatures to "well below" 2°C (aspirational goal of 1.5°C); and
- Victorian Government targets:
  - Net Zero Greenhouse Gas Emissions by 2050
  - 25% of electricity from renewables by 2020 and 40% by 2025.

**Long-term target**

Net-zero greenhouse gas emissions for Council by 2050.

**Performance Indicators (by 2021)**

1. Moira Shire Council corporate Emissions Reduction Plan developed and implemented.
2. 25% of Council's electricity is from renewable sources\*.
3. Greenhouse gas emissions are reduced by a further 20% on 2016 levels\*.
4. Two community based energy efficiency and/or renewable energy projects.

*\*To be confirmed through the development of an emissions reduction plan.*

**Example actions**

- Develop and implement an Emissions Reduction Plan for Council.
- Review and update 'Preparing for Climate Change in the Moira Shire – Adaptation Plan'.
- Continue as a member of the Goulburn Broken Greenhouse Alliance.
- Investigate the feasibility of a community solar garden.
- Explore opportunities to use and share the tools developed through the Climate Smart Agricultural Development project.
- Investigate opportunities to influence climate change adaptation and mitigation through regulatory processes (e.g. Statutory Planning, Contract Advisory Service for the Built Environment, CASBE)
- Investigate the use of tools such as Environmental Upgrade Agreements to encourage businesses and the community to undertake energy efficiency and/or renewable energy projects.

*4. Wetland next to carnalis crop (Photo by Gary Deayton)*

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**FOCUS AREA 5:  
Conservation of biodiversity**

**Policy position**

**Moira Shire acknowledges:**

- Sound ecological management is critical to ensuring long-term social wellbeing and economic sustainability;
- A legitimate and urgent need for greater action to mitigate degradation of biodiversity; and
- The value of working collaboratively with regional, state and federal authorities, land owners and the general public.

**Moira Shire Council will:**

- Implement Council's legislative and policy responsibilities to protect the health of ecological systems;
- Ensure that Council's actions and land management practices incorporate appropriate biodiversity conservation measures and demonstrate a leading example to others;
- Seek and support investment in biodiversity conservation priority areas in Moira Shire; and
- Encourage private and public land stewardship and management practices which benefit biodiversity conservation.

**Policy rationale**

**Council recognises:**

- Increasing the extent and quality of native vegetation and habitat will address adverse consequences e.g. declining species diversity, loss of soil productivity;
- The need to implement opportunities that improve adaptation to the adverse effects of climate change on biodiversity;
- Changing land use can exacerbate risks or create opportunities e.g. irrigation infrastructure renewal, bio-diverse carbon sequestration; and
- Policy and regulatory change can exacerbate risks and/or create opportunities e.g. native vegetation regulation, planned burning, environmental water delivery, investment priorities.

**Long-term target**

Contribute towards Goulburn Broken Catchment Biodiversity Strategy targets:

1. Increase the extent of native vegetation in fragmented landscapes by 70,000ha by 2030.
2. Improve the quality of 90% of existing habitat by 10% by 2030.
3. Increase the population viability of 20 flagship species by 2030.

**Performance Indicators (by 2021)**

1. Increased the area under conservation covenants and biodiversity management agreements in Moira Shire from 2016 levels by an average of 10% per year over 4 years.
2. Actively supported a minimum of two large-scale multi-partner programs per year which deliver biodiversity conservation outcomes.
3. Achieved a 'net gain' in native vegetation for Council activities\*.

*\*Where actions to compensate unavoidable losses contribute to longer term gains in quality and quantity.*

**Example actions**

- Continue to develop and invest in partnerships (see Appendix 2 for examples).
- Implement and monitor Council's Net Gain program to ensure it contributes to an overall gain in the quantity and quality of native vegetation and habitat.
- Establish a pilot program in Moira Shire to attract investment via a Goulburn Broken regional biodiversity fund.
- Maintain membership of the Goulburn Broken Local Government Biodiversity Reference Group, Broken Boosey Conservation Management Network and the Local Government Agricultural Floodplains Reference Group.
- Provide ongoing best practice roadside management training program for Council staff.
- Respond to, monitor and report natural resource management requests, referrals and enquiries.
- Seek opportunities to apply the successful model used in the Fruit Industry Employment Program to achieve significant biodiversity outcomes.

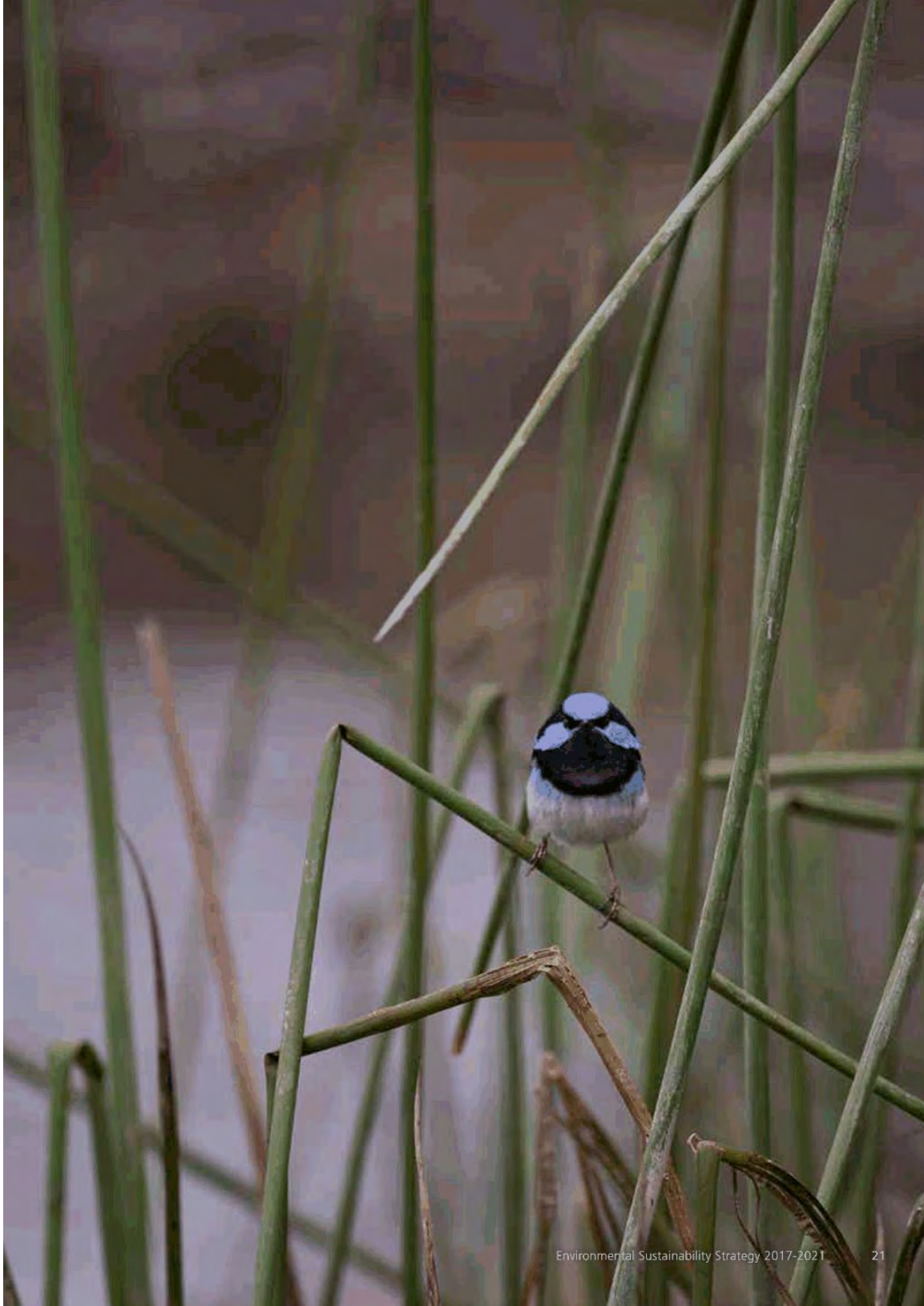
▲ Superb Fairy-wren (Photo by Robert Payne)

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## FOCUS AREA 6: Sustainable management of water

A Burrinjuck dam at Kinnairds Wetland receive a well-deserved drink after fire, thanks to an environmental water allocation. (Photo by Jo Wood, Goulburn Broken Catchment Management Authority)

This section concentrates on Council's water use (urban and rural) and actions that impact on water quality of waterways and wetlands, including stormwater and domestic wastewater management.

### Policy position

#### Moira Shire acknowledges:

- Water is the lifeblood of the region and has economic, environmental and social value;
- It is critical to use and manage potable and raw water appropriately yet differently;
- Urban stormwater outfalls into high value rivers and streams throughout the Shire and may then be re-used for a variety of purposes; and
- Efficient use of water should occur despite climatic conditions.
- The prosperity of irrigated land and environmental features should be protected through effective salinity management.

#### Moira Shire Council will:

- Endeavour to manage urban stormwater to meet the required standard;
- Require all new developments to meet current standards;
- Manage its own water use and waste water responsibly;
- Play an important role in educating, advocating and responding to statutory requirements regarding sustainable water use and safe disposal of waste water; and
- Support partners in their various roles in water management (see Appendix 2).
- Continue to work in partnership with the Goulburn Broken Catchment Management Authority on programs that support the Council Plan.

### Policy rationale

#### Council recognises:

- The environmental, economic and social value of water;
- Climate change will mean Moira Shire will become drier over the long term, with more extreme events like droughts and floods; and
- The need to minimise environmental impacts of developments and urban population growth.

### Long-term target

As per Goulburn Broken Catchment water quality strategy target currently being developed.

### Performance Indicators (by 2021)

1. Improved Council contributions to instream and wetland water quality.
2. Stormwater management meets State Environment Protection Policy (Waters of Victoria) minimum requirements.
3. All Council assets have efficient water supplies through technology and governance improvements.

### Example actions

- Review management of Council rural water allocations.
- Review and update the 2002 Urban Stormwater Management Plan and implement priority actions.
- Review and update the 2006 Sustainable Water Use Plan and implement priority actions.
- Investigate ways to incorporate Water Sensitive Urban Design principles into capital works program.
- Improve monitoring and reporting of water use.

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**FOCUS AREA 7:  
Sustainable management of waste**

**Policy position**

**Moira Shire acknowledges:**

- Consumption of goods and generation of waste have direct and indirect impacts on our environment;
- Resources are transformed to manufacture consumer goods;
- Almost all matter currently considered as waste has resource potential; and
- Diversion from landfill is preferable even if is not the cheapest option.

**Moira Shire Council will:**

- Deliver efficient and effective services to the community;
- Use the waste hierarchy (EPA Victoria) to guide consideration and management of waste;
- Continue to increase recycling and reduce Council waste to landfill;
- Continually work to improve its capacity to identify, monitor and report on purchasing, consumption and waste; and
- Continue to operate the Cobram landfill for Moira Shires municipal waste.
- Align Waste Management Business Plan with relevant State and Regional plans and strategies.

**Policy rationale**

**Council recognises:**

- Waste management costs continue to increase;
- There is no provision for a new landfill in Moira Shire in the medium to long term in the Draft Statewide Waste and Resource Recovery Infrastructure Plan; and
- Waste has a huge impact on our natural environment.

**Long-term target**

Reduced waste to landfill.

**Performance Indicators (by 2021)**

1. Finalised and implemented Waste Management Business Plan.
2. Increased diversion from landfill across our three main waste streams:
  - a. Municipal solid waste;
  - b. Commercial and industrial; and
  - c. Construction and demolition.
3. Greenhouse gas emissions from landfill have declined from 2016 levels.

**Example actions**

- Monitor and report greenhouse gas emissions from landfill.
- Build on success of residential kerbside organic service by expanding to other sections of the community.
- Maximise the life span of the Cobram landfill through diversion and recycling activities.
- Ongoing review of Councils waste services to improve efficiency of service delivery.

▲ Compost sign, rose gardeners on the Broken Creek Nurseries. Three bins provided to residents for recycling, organics and general waste.

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**Your recycled organic compost is helping this garden grow.**

Ever wondered where your food scraps and green waste go?

1. You place your food scraps, prunings and other organic materials in your green organic bin.
2. The organic bins are collected and taken to a composting facility.
3. The organic waste is processed in tunnels at high temperature for up to 7 days.
4. The heat generated by composting kills bacteria and makes nutrient rich compost.
5. The compost is used to help fruits, vegetables and gardens (like this one) grow.

Logos: **BACK TO EARTH**, **VICTORIA State Government**, **MOIRASHIRE TO THE FOREFRONT**

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## Monitoring for accountability and improvement

Council recognises the importance of monitoring, evaluating and reporting for accountability and also for continuous improvement.

The Environment Working Group will continue to be used as a vehicle for internal reporting (across all Departments) on implementation progress and the Environmental Sustainability Advisory Committee will continue to be an important vehicle for key stakeholder engagement.

Table 1 outlines the reporting schedule for this ESS, however there will be ongoing data collection and reporting as the Strategy is implemented e.g. specific projects or funding streams.

Long-term goals will be further refined over the life of this Strategy to allow long-term progress to be tracked. An Environmental Sustainability Reporting Program is currently being developed by Moira Shire in partnership with five other

councils, which will identify a set of indicators and associated metrics to be used to track progress and improve communication of achievements. Table 2 summarises the current long-term targets and suggests some indicators which may be used to track progress.

Table 1

Frequency	Report format
Quarterly	Informal reporting to Environmental Sustainability Advisory Committee (ESAC) on progress including actions and major achievements
Annual	Report on actions and general progress against performance indicators
Four yearly	Full review including: achievements against performance indicators; consideration of new information; drivers and trends and reassessment of priorities.

Table 2

Long-term goals	
<ul style="list-style-type: none"> <li>Council activities make an overall positive impact on our natural environment.</li> <li>Industries, businesses and the general community actively care for our natural environment.</li> </ul>	
Indicative quantitative targets	Indicative performance measures
Contribute towards GB CMA Biodiversity Strategy targets; <ol style="list-style-type: none"> <li>Increase the extent of native vegetation in fragmented landscapes by 70,000ha by 2030.</li> <li>Improve the quality of 90% of existing habitat by 10% by 2030.</li> <li>Increase the population viability of 20 flagship species by 2030.</li> </ol>	Extent and quality of native vegetation that are impacted by Council decisions
Net-zero greenhouse gas emissions for Council by 2050	Greenhouse gas emissions from Council's energy usage
Goulburn Broken CMA water quality strategy targets that were reviewed in 2002 (with an end-date of 2016) are being reviewed again	Total phosphorus, total nitrogen, dissolved oxygen, turbidity, electrical conductivity (indicates for salinity), and pH (Indicates for acidity)
Long-term target to be developed for volume of water used, considering volumes of water saved through operational efficiencies (improved governance and technical efficiencies)	Volumes of water used by Council
Reduced waste to landfill	Volume of waste to landfill

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## Appendix 1 2012 ESS review and update

The review of the Environment Sustainability Strategy 2012 and development of the updated Strategy was guided by the Environment Sustainability Advisory Committee.

### Stage 1 – Review

(June - September 2016)

- Compilation of progress against objectives.
- Survey distributed to and discussion with Environment Working Group, Environment Sustainability Advisory Committee and Environmental Services Unit staff.
- Achievements report.

### Stage 2 – Develop DRAFT 2017 ESS (October 2016 – April 2017)

- Workshops held with the Environment Working Group, Moira Shire Council
- Interviews with all Moira Shire Council Managers, General Managers and Chief Executive Officer
- Interviews with Councillors
- Input from Environmental Services Unit staff, Moira Shire Council
- Rod McLennan from Rod McLennan and Associates provided advice on strategic approach
- Design work by Nerida Hippiisley from Flying Pig Design

### Stage 3 – Council approval for DRAFT 2017 ESS

(May 2017)

### Stage 4 – Public consultation, including survey and targeted sessions for key stakeholders

(May-June 2017)

### Stage 5 – Council approval and release of final 2017 ESS

(July 2017)

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## Appendix 2 Key partners and partnership groups

### Key partners

- Goulburn-Murray Water (GMW)
- Goulburn Broken Catchment Management Authority (GBCMA)
- North East Catchment Management Authority (NECMA)
- Goulburn Valley Water (GVW)
- North East Water (NEW)
- Environment Protection Authority (EPA)
- Sustainability Victoria (SV)
- Parks Victoria
- Department of Land, Water, Environment and Planning (DELWP)
- Department of Economic Development, Jobs, Transport and Resources (DEDJTR)
- Department of Environment and Energy (Australian Government)
- Goulburn Valley Waste and Resource Recovery Group
- Landcare Groups
- Local businesses, industry and community
- Other local governments

### Key organisations and responsibilities in water management

Organisation	Responsibility
Victorian Government and departments	Legislation, Policy and Regulation.
Environment Protection Authority	Enforce environmental regulation
Rural Water Corporations (GMW)	Provide irrigation, drainage and rural storage services. Administer diversion of water from waterways and the extraction of groundwater on behalf of the Minister. Deliver environmental water where it is required by the Victorian Environmental Water Holder.
Urban water corporations	Deliver water supply and sanitation services (sewerage and trade waste) within our cities and towns.
Catchment Management Authorities	Waterway health Floodplains Regional drainage Environmental water reserve
Local Government	Urban drainage and storm water management Urban flood management/ planning Sewers and drains under roads Parks and gardens On-site drainage, stormwater and domestic wastewater compliance (building, planning and septic permits)

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**Key Environmental Sustainability Partnership Groups**

**Goulburn Broken Greenhouse Alliance (GBGA)** – established in 2007 to promote and support regional action on climate change. Members are drawn from the Goulburn Broken Catchment Management Authority, Goulburn Valley Waste and Resource Recovery Group and eight regional councils.

**Goulburn Broken Local Government Biodiversity Reference Group (GBLRG)** – established in 2006 to foster greater collaboration between Local Government and other agencies to better deal with biodiversity conservation challenges such as native vegetation and roadside management. Membership includes eight LGAs, GBCMA, DELWP, VicRoads and North East Country Fire Authority.

**Environmental Sustainability Advisory Committee (ESAC)** – established to provide Moira Shire Council with informed and constructive advice, input and support from expert stakeholders, industry and community towards the development of strategy relating to our environment and sustainability issues and the implementation and monitoring of those strategies.

**Goulburn Broken Stormwater Education Project** – joint project between Moira, Greater Shepparton, GBCMA and GVV to educate community about contamination of stormwater.

**Broken Boosey Conservation Management Network (BBCMN)** – works to conserve biodiversity on a broad landscape scale with private and public land managers. Activities include to sourcing investment, improving communications, delivering educational programs and facilitating on-ground works.

**Local Government Agricultural Floodplains Reference Group (LGAF)** – joint program with Greater Shepparton, Campaspe and GBCMA to support the planning and implementation of measures to address key natural resource management issues across the region. This group plays a critical role in identifying key opportunities for collaboration.

**Murray Valley Regional Litter Taskforce** – a forum of Councils that adjoin the Murray River to work with Parks Vic on waste management issues along the river.

**Regional Water Monitoring Partnership (RWMP)** – Around 40 organisations including Catchment Management Authorities, the Bureau of Meteorology, Local Government and Water Corporations. DELWP acts as both a partner and program manager. The partnership approach allows coordinated collection and use of surface water quality and quantity data across multiple organisations. It enables the cost of data collection and operation and maintenance to be shared.

**Goulburn Broken Regional Water Quality Monitoring Working Group** – This group shares information on water quality issues, coordinates implementation of strategic water quality documents and establishes sub groups to work on issues such as Domestic Waste Water Management Planning and preparing and responding to water quality issues (floods, fires, blue green algae outbreaks, fish deaths etc).

**Goulburn Murray Landcare Group (GMLCN)** – a voluntary, community run forum, established to support Landcare Groups in the Shepparton Irrigation Region, located in the Goulburn Broken and North Central Catchments of Victoria. The Goulburn Murray Landcare Network area covers approximately 3000 square kilometers and networks 39 Landcare groups.

**Gecko Clan** – a community Landcare Network which supports 19 Landcare groups stretching from Yarrawonga to the Strathbogie Ranges to Nagambie. The Gecko CLaN implements network scale projects around the themes of sustainable agriculture and biodiversity. The Gecko CLaN supports local Landcare groups to carry out projects including sourcing funding, project management and administrative assistance. The Gecko CLaN is proudly independent, but enjoys strong working relationships with government agencies and other community organisations.

**Goulburn Valley Local Government Waste Forum (GVLGWF)** – an advisory body to the GVVRRG which includes councillor and officer representation. The role is to develop local governments' capacity to deliver effective, efficient and sustainable waste and resource recovery planning and management across the GVVRRR Region, to engage with industry, government and community stakeholders to improve waste and resource recovery management and planning, to assist the GVVRRG Board to engage councils across their region in the planning and management of waste.

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## Appendix 3 Legislation and policy context

There is an intricate web of policies, strategies and legislation that control and direct activities and programs in regard to environmental sustainability. These range from international strategies to national, state, regional and local policies. In many cases, Councils are governed by policy directions established by others. Key legislation, strategies, policies and initiatives relevant to environmental sustainability in Moira Shire are listed below.

### Key legislation

#### Australian Government

- Clean Energy Act 2011
- Environment Protection and Biodiversity Conservation Act 1999
- Environment Protection and Biodiversity Conservation Amendment (Wildlife Protection) Act 2001
- Murray Darling Basin Agreement Act 1992
- Water Act 2007
- Water Amendment Act 2008

#### Victorian Government

- Catchment and Land Protection Act 1994
- Commissioner for Sustainability Act 2003
- Conservation, Forests and Lands Act 1987
- Country Fire Authority Act 1958
- Crown Land (Reserves) Act 1978
- Energy Efficiency Target Act 2007
- Environment Protection Act 1970
- Fisheries Act 1995
- Forest Act 1958
- Flora and Fauna Guarantee Act 1988
- Heritage Rivers Act 1992
- Local Government Act 1989
- National Parks Act 1975
- Planning and Environment Act 1987
- Public Health and Wellbeing Act 2008
- Water Act 1989
- Water (Resources Management) Act 2005

#### Moira Shire Council

- Community Safety and Environment Local Law 2013
- Moira Planning Scheme
- Recreation Reserve Local Law 2009



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**Key strategic and policy support**

**Victorian Government**

- Protecting Victoria's Environment – Biodiversity 2036
- Our Catchments our Communities Strategy 2016
- Victoria's Climate Change Framework 2017
- Statewide Waste and Resource Recovery Infrastructure Plan 2015
- Water for Victoria 2016
- Review of the Victorian Climate Change Act 2010
- Victoria's Climate Change Adaptation Plan Directions Paper 2016
- Victorian Climate Change Adaptation Plan (2017)
- Victorian Government Take2 multi sector, state-wide pledging program
- Permitted clearing of native vegetation, Biodiversity Assessment Guidelines 2013 (currently under review).

**Regional**

- Goulburn Broken Catchment Regional Catchment Strategy 2013-19 and associated sub strategies
- North East Regional Catchment Strategy 2013
- Goulburn Broken Biodiversity Strategy 2016-2021
- Climate Change Adaptation Plan for Natural Resource Management in the Goulburn Broken Catchment 2016
- Goulburn Broken Local Government Regional Climate Change Adaptation Plan 2011
- Goulburn Broken Waterway Strategy 2014-2022
- Goulburn Valley Waste and Resource Recovery Implementation Plan 2016

- Shepparton Irrigation Region (Agricultural Floodplains) Land and Water Management Plan: 2016-2020
- Goulburn Broken Greenhouse Alliance Strategic Plan 2016
- Hume Regional Plan – The Hume Strategy for sustainable communities 2010-2020

**Moira Shire Council**

- Landscape Plan Guide for developments in Shire of Campaspe, Greater Shepparton City Council and Moira Shire Council 2017
- Moira Shire Council Plan 2013-2017
- Moira Shire Council Municipal Public Health and Wellbeing Plan 2013-2017
- Moira Shire Domestic Waste Water Management Plan 2007
- Moira Shire Council Urban Stormwater Management Plan 2002
- Moira Shire Council Sustainable Water Use Plan 2006
- Preparing for Climate Change in the Moira Shire – Adaptation Plan 2010
- Moira Shire Roadside Weeds and Pest Animal Control Strategy 2015-2020

**Other useful documents;**

- 'The science of climate change', Australian Academy of Science 2015
- State of the Environment Report, CSIRO, BOM, and the Australian Government 2014

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## Appendix 4 2012-2016 Achievements report

This report is also available as a stand alone document on the Moira Shire website

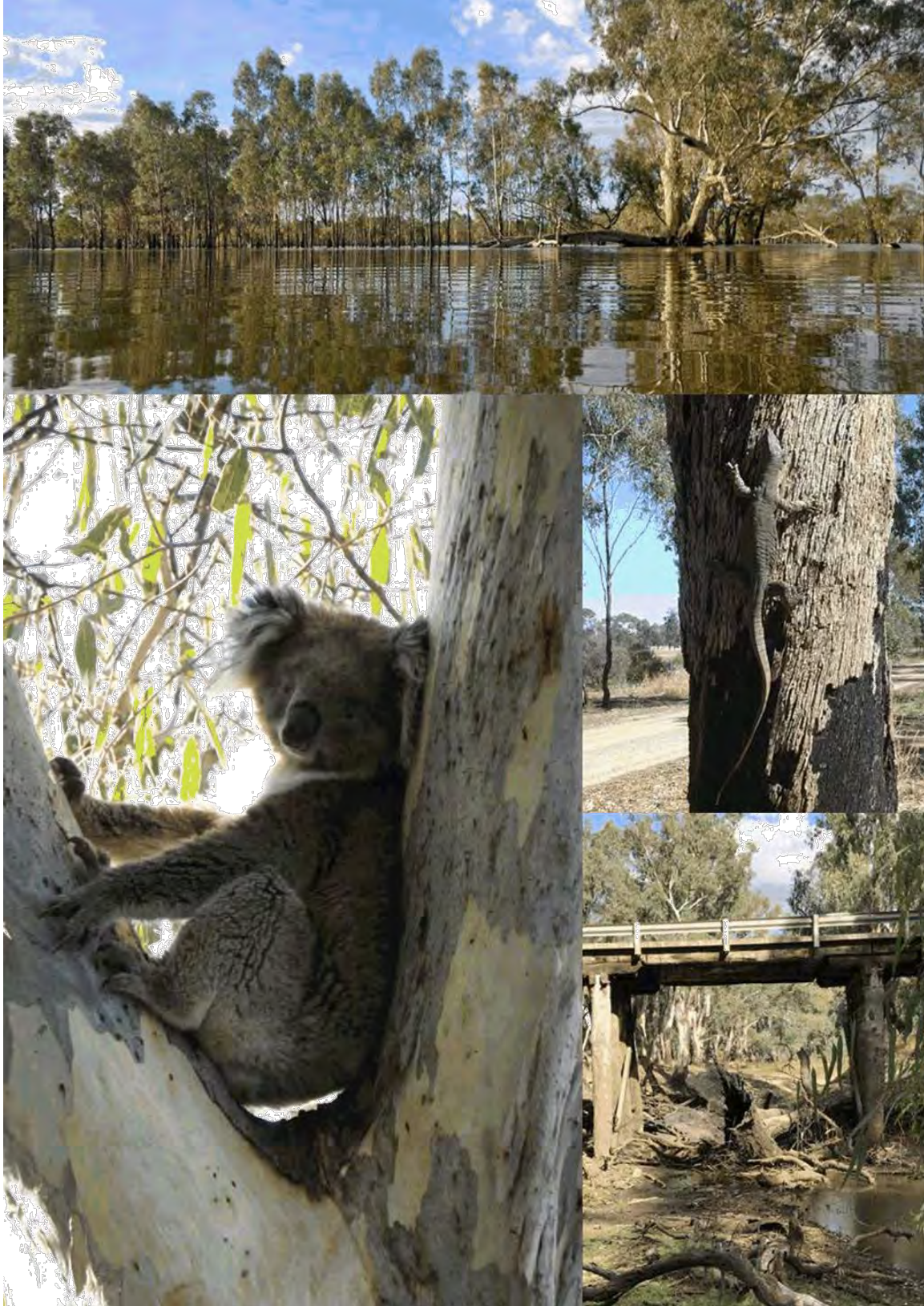
[www.moira.vic.gov.au](http://www.moira.vic.gov.au)

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(cont'd)**

**ATTACHMENT No [1] - Draft 2 Environmental Sustainability Strategy 2017**



FILE NO: F13/474  
3. A CLEAN GREEN ENVIRONMENT

ITEM NO: 9.4.1

**FINALISING THE ENVIRONMENTAL SUSTAINABILITY STRATEGY 2017-2021**  
(cont'd)

**ATTACHMENT No [1] - Draft 2 Environmental Sustainability Strategy 2017**

  
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**Front cover:**  
Murray River Red Gums, photo by Amanda Chadwick  
Azure Kingfisher, Eastern Grey Kangaroo and  
native seedlings at Australian Native Farm Forestry,  
photos by Robert Pyne

**Inside back cover:**  
Kinnairds Wetland, photo by Peter Geddes, Goulburn  
Broken Catchment Management Authority  
Koala, Barmah State Park, photo by Kate Bell  
Tree Goanna Watters Rd Drumanure, photo by Len Soul  
Wallala bridge, photo by Mark Foord

FILE NO: F13/2543  
4. A WELL RUN COUNCIL

ITEM NO: 9.4.2

## PROPOSED DISCONTINUATION OF HOODLE STREET, BUNDALONG

### RECOMMENDATION

That Council:

1. Resolves to commence the statutory process to discontinue Hoodle Street, Bundalong between Pasley Street and No. 2 Ligar Street under the Local Government Act and the Road Management Act.
2. Publish a Public Notice in local papers advising of Council's intention, setting out the details and informing people they have a right under Section 223 of the Local Government Act and Section 12 of the Road Management Act to make a submission regarding the proposed road discontinuance.
3. Write letters to adjoining property owners advising them of Council's proposal and also that they have a right to make a submission regarding the proposed road discontinuance.
4. Appoint a Committee of Council comprising the whole of Council and the General Manager Infrastructure under Section 223(1)(b)(i) of the Local Government Act to hear any persons who in their written submissions under Section 223 of the Act have requested that they be heard in support of their submissions.
5. Authorise the Chief Executive Officer to carry out any and all other administrative procedures necessary to enable Council to carry out its functions under Section 223 of the Local Government Act and the Road Management Act.

### 1. Executive Summary

Council has received a request from the property owner of No. 2 Ligar Street, Bundalong to discontinue the road reserve of Hoodle Street between Pasley Street and their two properties of 2 Ligar Street and 7 Bailey Bundalong. Both properties abut the Hoodle Street road reserve. Their purpose for the discontinuation is to incorporate the unused road reserve as part of their proposal to consolidate their abutting individual properties.

The property owner has advised the Department of Environment, Land, Water and Planning (DELWP) that it wish to use the road reserve for their own purposes.

DELWP have advised the property owner to request Council to commence the process to discontinue the road reserve under Clause 3, Schedule 10 of the Local Government Act 1989. Therefore the land would revert to being unused Crown land and an application may then be made to DELWP to use the road reserve either under a license or transfer of ownership.

Under Schedule 10 Clause 3 of the Local Government Act (the Act); Council has the power to discontinue a road by a notice published in the Government Gazette. Before this power can be exercised, the public has the right to make a submission on the proposed road discontinuance under Section 223 of the Act.

It is therefore recommended that Council undertake the required consultation process to gauge the community's views about the discontinuation of this section of Hoodle Street.

FILE NO: F13/2543  
4. A WELL RUN COUNCIL

ITEM NO: 9.4.2

**PROPOSED DISCONTINUATION OF HOODLE STREET, BUNDALONG**  
(cont'd)

**2. Background and Options**

Hoodle Street between Pasley Street and Service Street is an unmade, unused road reserve as shown on the map below. The application from the abutting landowner is to purchase the section of the road reserve that abuts the rear of their two (2) properties located at No. 2 Ligar Street and No. 7 Bailey Street

Discontinuing this section of road reserves may have little or no effect on the remaining abutting landowners that have rear access off Hoodle Street as they can still have vehicle access via the unmade street known as Service Street.

This unused road reserve is not recorded as a public road under the Council's Roads Register.

There are no other Council assets or other service authority's assets within this section of road reserve. By discontinuing the road reserves the land will revert to crown land and the abutting landowner will negotiate with DELWP for the purchase of the discontinued road reserve and then apply to Council to have the former road reserve consolidated into a single title.

FILE NO: F13/2543  
4. A WELL RUN COUNCIL

ITEM NO: 9.4.2

**PROPOSED DISCONTINUATION OF HOODLE STREET, BUNDALONG  
(cont'd)**



### 3. Financial Implications

Hoodle Street is listed as a government road and should Council resolve to discontinue it, the land will revert back to Crown land and the abutting landowner will be able to enter into discussions with the relevant State department to purchase the land for educational purposes.

Council will derive no income from the sale of the land given it will revert to Crown land once the road is discontinued.

This section of road reserve is not currently recorded as a Council asset on the Council's asset register and does not financially contribute to Council's total value of its assets in terms of depreciation.

FILE NO: F13/2543  
4. A WELL RUN COUNCIL

ITEM NO: 9.4.2

## PROPOSED DISCONTINUATION OF HOODLE STREET, BUNDALONG (cont'd)

The Section 223 process allows for persons to make submissions regarding to the abutting landowner's proposal.

### 4. Risk Management

There is minimal risk to Council with the discontinuance of this section of Hoodle Street as the road is not listed on Council's Register of Public Roads and Council hasn't had to inspect and maintain this section of road due to the fact that the road is unmade.

### 5. Internal and External Consultation

Council's Operations and Assets and Construction departments were consulted regarding this proposal and they have advised no objection to the proposal providing that access was still maintained for remaining abutting landowners. There are no council owned assets within the road reserve.

Service authorities will be consulted about the proposal should Council determine to commence the process to discontinue the road.

Council's Planning Department has advised that the road reserve is contained within the General Residential Zone of the Moira Planning Scheme. However, they have expressed concern for the need to continue access for the remaining abutting landowners should Council elect to discontinue a portion of the road reserve.

The Department of Environment Land Water and Planning (DELWP) will be consulted by Council on the option of discontinuing this portion of road reserve. The applicant has advised that they have contacted DELWP on the option of purchasing part of the road reserve.

### 6. Regional Context

This proposed road discontinuation will have minimal regional impact but does have a local impact by make the road a "No Through Road" for the remaining abutting residences that have rear access off Hoodle Street.

### 7. Council Plan Strategy

The proposal under consideration in the report supports Council Plan Strategy No. 4 - Well Run Council and Strategic Action – Reviewing and rationalizing assets and services to identify gaps, overlaps and surplus.

### 8. Legislative / Policy Implications

Schedule 10 Clause 3 of the Local Government Act 1989 (the Act) outlines Council's power to discontinue roads by a notice published in the Government Gazette. Section 207A of the Act states that when exercising a power under Schedule 10 Clause 3, a person may make a submission under Section 223 of the Act.

Section 223 of the Act outlines a process whereby Council is required to publish a notice of its intention to exercise its power under Schedule 10 Clause 3 and persons are given the right to make a submission concerning the matter. The period for receiving submissions is not to be less than 28 days from when the notice is published.

Should Council determine to commence the process toward discontinuing this section of unused road known as Hoodle Street, and then a Section 223 process will be undertaken in accordance with the guidelines and the Local Government Act.



FILE NO: F13/2543  
4. A WELL RUN COUNCIL

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**PROPOSED DISCONTINUATION OF HOODLE STREET, BUNDALONG  
(cont'd)**

As this unused road reserve is a government road reserve, once discontinued the land will revert to crown land.

**9. Environmental Impact**

There is some native vegetation within the road reserve. Any removal of the native vegetation will require a planning permit for removal of such vegetation.

**10. Conflict of Interest Considerations**

There are no Council officer conflict of interest issues to consider within this report.

**11. Conclusion**

It is recommended that Council resolve to commence the process to discontinue Hoodle Street between Pasley Street and No. 2 Ligar Street, Bundalong, under Schedule 10 Clause 3 of the Local Government Act and conduct a community consultation process in accordance with section 223 of the Local Government Act 1989.

**Attachments**

Nil

FILE NO: F15/38  
1. A GREAT PLACE TO LIVE

ITEM NO: 9.4.3

**ADOPTION OF COMBINED PLANNING SCHEME AMENDMENT C79 AND  
PLANNING PERMIT 52016173 - CULLENS ROAD, YARRAWONGA**

**RECOMMENDATION**

That:

1. Having exhibited combined Planning Scheme Amendment C79 and Planning Permit application 52016173 in accordance with Section 96C of the *Planning and Environment Act 1987 (The Act)* and received no opposing submissions, in accordance with Section 29 of the Act, Council adopt Moira Planning Scheme Amendment C79 as exhibited.
2. Council request the Minister for Planning to approve the adopted amendment Moira C79 to the planning scheme under Section 31 of *The Act*.
3. In adopting Moira Planning Scheme Amendment C79, in accordance with Section 96G of *The Act*, Council recommends to the Minister that, a permit be granted subject to conditions as exhibited with the Amendment C79.

**1. Executive Summary**

The purpose of this report is to consider the adoption of Moira Planning Scheme Amendment C79 and the issue of Planning Permit 52016173.

This combined amendment comprises:

- The land at 17 Cullens Road (Lot 2 PS444834) rezoned from Rural Living Zone to Low Density Residential Zone; and
- The land at 21 Cullens Road (Lot 7 LP118722) and the land at 17 Cullens Road subdivided into nine (9) lots.



FILE NO: F15/38  
1. A GREAT PLACE TO LIVE

ITEM NO: 9.4.3

**ADOPTION OF COMBINED PLANNING SCHEME AMENDMENT C79 AND  
PLANNING PERMIT 52016173 - CULLENS ROAD, YARRAWONGA (cont'd)**

**Background**

Combined Amendment C79 was received on 3 August 2016 and was seen at Council on 19 December 2016 for the recommendation that Council seek Authorisation from the Minister to prepare the amendment. The Minister gave Authorisation on 2 March 2017 to proceed. The exhibition period closed on 5 June 2017 and no submissions were received opposing the Planning Scheme Amendment/Planning Permit. The Responsible Authority must make a decision within 60 days of the closing date for Exhibition (3 August 2017).

**2. Financial Implications**

There is a series of fees associated with a planning scheme amendment and a planning permit application. All fees are paid by the proponent.

Fees are applied to each of the following stages of a planning scheme amendment:

1. Council considering a request to amend the planning scheme, exhibition, considering any submission not seeking a change to the amendment and if applicable, abandoning the amendment;
2. Council considering submissions seeking changes to the amendment and referring submissions to a Panel;
3. Council adopting the amendment or part of the amendment, submitting the amendment to the Minister for approval and giving notice of approval;
4. The Minister considering a request to approve an amendment and giving of notice of approval.

**3. Risk Management**

If a permit is granted and conditions are not fulfilled, it may become a compliance issue.

**4. Internal and External Consultation**

Notice was given in accordance with Section 96 of *The Act*.

No prescribed Minister has objected nor made a submission.

No relevant referral authority has objected to the Planning Scheme Amendment or the Planning Permit. Submissions were received from DELWP offering no objection and GMW offering no objection subject to:

*The effluent disposal areas on lots 2, 3 and 4 must not be located in the flood overlay.*

After consultation with GMW this requirement was resolved by demonstrating that the effluent disposal areas were above the 1 in 100 year flood level. GMW therefore offered consent to the Amendment and the Permit to proceed as exhibited.

Prior to the exhibition of the combined Amendment and Permit, draft permit conditions were obtained from Council departments and relevant referral authorities. A draft permit was exhibited and referred to relevant Ministers and authorities.

**5. Regional Context**

Hume Regional Growth Plan 2014

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1. A GREAT PLACE TO LIVE

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**ADOPTION OF COMBINED PLANNING SCHEME AMENDMENT C79 AND  
PLANNING PERMIT 52016173 - CULLENS ROAD, YARRAWONGA (cont'd)**

*Clause 11.12-3 'Planning for Growth' directs planning to focus growth and development to maximize the strengths of existing settlements.*

**6. Council Plan Strategy**

Moira Shire's newly adopted Council Plan states that it has strategic goals to provide:

- *A great place to live*
- *A thriving local economy*

It is considered that the proposed rezoning and subdivision will provide additional land for residential development thus giving choice in the market place in terms of location, hence providing a great place to live within Yarrawonga and the municipality in general and will support the local economy.

**7. Legislative / Policy Implications**

Pursuant to Section 96 of *The Act* a planning authority is able to consider a combined Planning Scheme Amendment and Planning Permit application in a single process. A draft planning permit with conditions has been prepared and exhibited with the amendment.

The differences between the Rural Living zone (RLZ) and Low Density Residential zone (LDRZ) are as follows:

- RLZ is grouped with other rural zones with a focus on a rural environment and agriculture; and
- LDRZ is grouped with other urban residential zones allowing effluent and waste water to be treated on site or connection to a reticulated sewerage system, if available.
- RLZ has a minimum lot size of 8 hectares while LDRZ has a minimum lot size of 4000 square metres or 2000 square metres if connected to a reticulated sewerage system

**Options**

Following the exhibition of the combined planning scheme amendment and planning permit application, there are 3 options available to Council with respect to the Planning Scheme Amendment:

- a) Adopt Moira Planning Scheme Amendment C79 as exhibited; or
- b) Adopt Moira Planning Scheme Amendment C79 with modifications; or
- c) Abandon Moira Planning Scheme Amendment C79.

If Council adopts the Amendment with or without modification, Council could recommend to the Minister, pursuant to Section 96G of *The Act*, that;

- a) A permit be granted without changes; or
- b) A permit be granted with changes.

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1. A GREAT PLACE TO LIVE

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**ADOPTION OF COMBINED PLANNING SCHEME AMENDMENT C79 AND  
PLANNING PERMIT 52016173 - CULLENS ROAD, YARRAWONGA (cont'd)**

**8. Environmental Impact**

The ultimate development of 9 lots with individual dwellings on each of those lots with require separate effluent disposal systems as there is no reticulated sewerage system in the immediate area. The proponent has carried out Land Capability Assessments for each of the proposed lots and with findings that they are capable of containing effluent within the boundaries of those lots. The risk to the environment is therefore minimal.

**Conflict of Interest Considerations**

There is no officer conflict of interest issues associated with this report.

**9. Conclusion**

Having exhibited Moira Planning Scheme Amendment C79 and Planning Permit application 52016173 in accordance with Section 96C of the *Planning and Environment Act 1987*, and received no submissions and in accordance with Section 29 of the Act, it is considered that the rezoning of land is appropriate and the proposed subdivision is in keeping with the settlement pattern of the area.

Further, in accordance with Section 96G of the Act, it is recommended that the Minister grant a permit without changes.

**Attachments**

- 1 Moira C79 Explanatory Report ADOPTED
- 2 Moira C79 Permit ADOPTED
- 3 Moira C79 Plan for Endorsing ADOPTED
- 4 Moira C79 001znMaps ADOPTED

FILE NO: F15/38  
1. A GREAT PLACE TO LIVE

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**ADOPTION OF COMBINED PLANNING SCHEME AMENDMENT C79 AND  
PLANNING PERMIT 52016173 - CULLENS ROAD, YARRAWONGA (cont'd)**

**ATTACHMENT No [1] - Moira C79 Explanatory Report ADOPTED**

*Planning and Environment Act 1987*

**MOIRA PLANNING SCHEME**

**AMENDMENT C79**

**PLANNING PERMIT APPLICATION NO. 5/2016/173**

**EXPLANATORY REPORT**

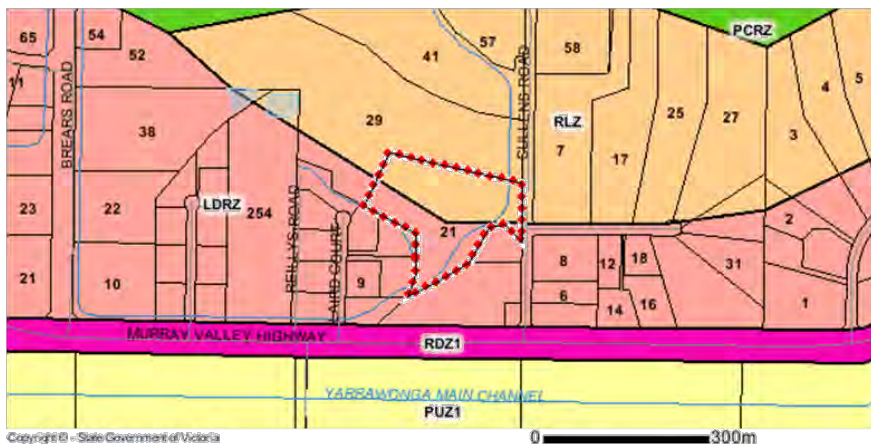
**Who is the planning authority?**

This amendment has been prepared by the Moira Shire Council, which is the planning authority for this amendment.

The Amendment has been made at the request of North East Survey Design Pty Ltd on behalf of Judd and Sons Pty Ltd.

**Land affected by the Amendment**

The Amendment applies to Lot 7 on LP118722 being land at 21 Cullens Road, Yarrowonga. The land affected by the proposed amendment is shown on the map below and outlined in a red dashed line.



The amendment is a combined planning permit application and planning scheme amendment under Section 96A of the Act. The planning permit application applies to Lot 7, LP118722 being 21 Cullens Road, Yarrowonga and Lot 2, PS444834 being 17 Cullens Road, Yarrowonga.

**What the amendment does**

The Amendment proposes to rezone part of the land from Rural Living Zone to Low Density Residential Zone so that the land is only in one zone.

The Amendment proposes to:

- Amend Planning Scheme Maps 22 & 23.

The planning permit application seeks approval for:

- The subdivision of land into 9 lots.

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1. A GREAT PLACE TO LIVE

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**ADOPTION OF COMBINED PLANNING SCHEME AMENDMENT C79 AND  
PLANNING PERMIT 52016173 - CULLENS ROAD, YARRAWONGA (cont'd)**

**ATTACHMENT No [1] - Moira C79 Explanatory Report ADOPTED**

The proposed planning permit is attached as a separate document to this explanatory report.

**Strategic assessment of the Amendment**

**Why is the Amendment required?**

The amendment is required to bring land into one zone that will allow for a planning permit application to be made to develop land generally in accordance with the State Planning Policy Framework and Local Planning Policy Framework.

**How does the Amendment implement the objectives of planning in Victoria?**

The amendment seeks to implement the following objectives set out at Section 4 of the *Planning and Environment Act 1987*: 1(a) to provide for the fair, orderly, economic and sustainable use, and development of land;

Currently the subject land is affected by both the Rural Living Zone and the Low Density Residential Zone. The amendment proposes rezoning the entire parcel to the Low Density Residential Zone which will allow for efficient subdivision of the whole of the land and therefore, the orderly and sustainable use and development of the land for residential purposes.

1(c) to secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria;

The rezoning of the land and subsequent nine lot subdivision will provide a range of residential lots within an established urban area of Yarrowonga. The Land Capability Assessments undertaken demonstrate that the proposed lots are capable of retaining and managing wastewater. The lots will add to the current land supply in a town that supports both local residents and a thriving tourist industry based around the Murray River and Lake Mulwala.

1(g) to balance the present and future interests of all Victorians.

The amendment provides for the development of land that is currently restricted due to zoning. The rezoning of part of the land from Rural Living Zone to Low Density Residential Zone allows the development potential of the subject land to be realised. The creation of serviced low density residential lots with demonstrated capacity to manage wastewater, in an established residential area balances the needs of both current and future residents of Yarrowonga.

**How does the Amendment address any environmental, social and economic effects?**

Environmental effects of the rezoning have been considered. Currently no reticulated sewerage is available to the site or in the surrounding low density development. All future development on this site will need to provide for onsite effluent disposal systems. A land capability assessment of the site has been undertaken which has concluded that the proposed lot configuration will provide adequate land area for sustainable treatment of wastewater from residential dwellings.

The rezoning of this land for low density residential development will provide greater dwelling diversity in Yarrowonga and will have a positive social impact on the community. The development of the land will further enhance Yarrowonga as a desirable place to live and have a positive impact on population growth.

The economic effects of the proposed rezoning are expected to be positive. The subdivision will provide additional opportunities for low density living in Yarrowonga. There is a consistent demand for this style of development in this part of Yarrowonga as evidenced by strong land sales, resulting in a positive economic outcome.

**Does the Amendment address relevant bushfire risk?**

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1. A GREAT PLACE TO LIVE

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**ADOPTION OF COMBINED PLANNING SCHEME AMENDMENT C79 AND  
PLANNING PERMIT 52016173 - CULLENS ROAD, YARRAWONGA (cont'd)**

**ATTACHMENT No [1] - Moira C79 Explanatory Report ADOPTED**

The land is not covered by the Bushfire Management Overlay however it is identified as being within a Bushfire Prone Area. With the exception of the two houses, the land is used for irrigated farm land with no tree cover on the land to be rezoned or adjacent land. Bushfire risk is considered to be low and limited to grassfire risk. Bushfire risk will be further assessed and mitigated through the building permit application process.

**Does the Amendment comply with the requirements of any Minister's Direction applicable to the amendment?**

The amendment is consistent with the Ministerial Direction on the Form and Content of Planning Schemes under Section 7(5) of the Act.

This amendment is affected by Ministerial Direction No.11 – Strategic Assessment of Amendments, which seeks to ensure that comprehensive strategic evaluation of a planning scheme amendment and the outcomes it produces.

**How does the Amendment support or implement the State Planning Policy Framework and any adopted State policy?**

The amendment supports the State Planning Policy Framework consistent with the following Clauses:

**Clause 11 Settlement**

The proposed amendment is consistent with Clause 11 which states 'planning is to anticipate and respond to the needs of existing and future communities through provision of zoned and serviced land for housing, employment, recreation and open space, commercial and community facilities and infrastructure'. The proposed combined amendment and planning permit application is consistent with the strategy relating to the Hume regional growth at clause 11.10 which seeks to support growth and development in other existing urban settlements and foster the sustainability of small rural settlements.

**Clause 13 Environmental Risks**

Clause 13 states that planning should adopt a best practice environmental management and risk management approach in seeking to avoid or minimise environmental hazards and degradation. Planning should also identify and manage the potential for the environment, and environmental changes, to impact upon the economic, environmental or social well-being of society. No environmental risks or management issues are anticipated from the rezoning and subsequent subdivision of the subject site. Land Capability Assessments have been undertaken for each of the proposed lots. Secondary Treatment Systems utilising subsurface absorption trenches with a pump discharge are considered appropriate for the treatment of wastewater on each lot subject to suitable buffer distances from adjacent land being observed.

**Clause 14 Natural Resource Management**

Clause 14 states that planning should assist in the conservation of natural resources, including, water, energy, land, minerals etc. so that the State's base is protected from the unplanned loss of high quality productive agricultural land due to permanent changes of land use and to enable protection of productive farmland, which is of high quality and strategic significance in the local or regional context.

The site is not considered a strategic agricultural site. The property adjoins existing residential development and therefore the likelihood the land will be used for intensive agricultural purposes is low. The amendment is not considered to negatively impact on productivity of agricultural land within the local area.

The objective contained at 14.01-1 is: *To protect productive farmland which is of strategic significance in the local or regional context.*



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**ADOPTION OF COMBINED PLANNING SCHEME AMENDMENT C79 AND  
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**ATTACHMENT No [1] - Moira C79 Explanatory Report ADOPTED**

While the rezoning will remove the land from the Rural Living zone, this land is currently not being used for farming purposes, but rather for hobby farming and lifestyle pursuits.

**Clause 16 Housing**

Clause 16 and in particular *Clause 16.02-1 Rural Residential Development*, seeks the management of development in rural areas to protect agriculture and ensure housing is focused towards existing settlements where community infrastructure and services are provided. The rezoning of the subject land is appropriate as the land is considered suitable for rural residential development. The rezoning will not negatively impact or encroach on productive agricultural land use. The location of the site will provide greater supply, diversity and choice for housing in the market place. The site is also closely located to the existing residential areas where physical and community infrastructure services are readily available.

**Clause 19 Infrastructure**

Clause 19 states that planning should ensure the provision of social and physical infrastructure in an efficient, equitable, accessible and timely manner and recognise social needs by providing land for a range of community resources. A preliminary infrastructure assessment has been conducted on appropriate servicing for the site. There are no critical issues or impediments that would prevent the development of the site for low density residential subdivision, subject to various conditions being met and service infrastructure being developed and incorporated into the design. Sewerage will need to be managed on site. There is no reason to expect that the land will not be able to provide for the installation of on-site waste disposal systems.

**How does the Amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?**

**Clause 21.02 Vision**

Clause 21.02 states that the long term vision for the Shire is set out in its Community Plan. The plan recognises a number of challenges facing the Shire. "The Shire must respond to these challenges in its land use planning strategies if the continued growth and prosperity of the municipality is to be realised into the 21st century." The issues underpinning the vision include:

*"There will be an increasing demand for a range of living and working opportunities. In particular, housing choices will need to be varied as the population ages and alternatives to traditional family housing will be sought in rural and urban areas."*

The amendment will achieve this by providing low density housing choices on the outskirts of Yarrawonga. The location is conducive to a well-planned low density residential lots adjoining the existing township.

**Clause 21.04 Settlement**

Under the heading of orderly development of towns, the clause states:  
*"Moira Shire is a predominantly rural municipality. The Moira Shire has four principle townships (Cobram, Yarrawonga, Numurkah and Nathalia) and a number of smaller townships that support the rural and lifestyle activities of residents. Council is keen to promote the orderly development of its townships, both large and small, and to promote their unique character and roles. Council seeks to consolidate residential uses in townships and in identified rural lifestyle areas around townships, where there is no adverse impact on rural activities. New residential development is particularly encouraged in the Shire's four key townships, so as to attract and support expanding populations that will, in turn, stimulate the economic and social development of these centres."*

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ITEM NO: 9.4.3

**ADOPTION OF COMBINED PLANNING SCHEME AMENDMENT C79 AND  
PLANNING PERMIT 52016173 - CULLENS ROAD, YARRAWONGA (cont'd)**

**ATTACHMENT No [1] - Moira C79 Explanatory Report ADOPTED**

The proposed rezoning consolidates an identified rural lifestyle area close to the Yarrowonga township. The proposal is consistent the goal of orderly development of towns.

Another objective under settlement is to provide sufficient diversity of housing opportunities within and on the fringes of towns. The proposed rezoning and subsequent development will ensure the potential for diversity in housing stock.

The proposed amendment allows for short term development of Low Density Residential land to the west of the town in accordance with the Yarrowonga Town Structure Plan. The amendment will include all of the land to be within the Low Density Residential Zone allowing for further subdivision and development to meet residential demand.

**Clause 21.03 Environment**

The strategies for protection of the environment include:

- o *Encourage on-site treatment and disposal facilities which demonstrate adequate structural integrity, capacity and capability to handle, treat and dispose of wastewater without adverse impacts on land, surface water and groundwater systems.*
- o *Ensure that the identification, control and management of development in areas prone to flooding is based on an assessment of the depth and activity of potential flood and the impact of the proposed development on land outside the identified area of potential flooding, acknowledging the importance of continued agricultural activity within some areas defined as liable to flooding or rural floodway.*

The proposed development does not have access to reticulated sewerage. Land Capability Assessments undertaken for each of the proposed lots indicate that subject to suitable buffer distances being maintained, the lots are of sufficient size provide for the treatment and disposal of waste water so as not to detrimentally affect adjacent land or significantly impact on groundwater in accordance with EPA and Council requirements.

The Rural Floodway Overlay encroaches onto a small area along the northern boundary of the site. Based on advice from the Catchment Management Authority, the 1 in 100 year flood line has been determined. Although still slightly within the site, it encroaches less than the RFO boundary, therefore any impact from flooding would be minimal.

**Does the Amendment make proper use of the Victoria Planning Provisions?**

The amendment uses the appropriate planning controls to provide for use of the land for residential purposes.

Given the established low density residential nature of the land within proximity to the site, the location of the site and its characteristics, the Low Density Residential Zone is considered the most appropriate zone to reflect the current land uses as well as surrounding lot sizes. This zone also allows for further subdivision and development to meet residential demand.

**How does the Amendment address the views of any relevant agency?**

The agencies with a specific interest in the subject land or the proposed rezoning are Goulburn Broken Catchment Management Authority (GBCMA), Goulburn Murray Water (GMW), North East Region Water Authority (NERWA), Powercor and the Country Fire Authority (CFA). Agencies will have an opportunity to provide their views during the formal exhibition of this amendment and these views will be considered accordingly.

**Does the Amendment address relevant requirements of the Transport Integration Act 2010?**

There are no specific requirements of the Transport Integration Act 2010 that apply to this amendment. The internal road will be designed to accommodate the expected capacity in accordance with the IDM and Council's requirements. The proposed rezoning is minor in nature and will not result in a significant increase to the number of lots or potential traffic movements.

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1. A GREAT PLACE TO LIVE

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**ADOPTION OF COMBINED PLANNING SCHEME AMENDMENT C79 AND  
PLANNING PERMIT 52016173 - CULLENS ROAD, YARRAWONGA (cont'd)**

**ATTACHMENT No [1] - Moira C79 Explanatory Report ADOPTED**

**Resource and administrative costs**

• **What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?**

There is unlikely to be any additional resource and/or administrative costs to the Council as there are no new planning provisions included with this proposal other than a rezoning to include a lot in a single zone. As the amendment combines a planning permit with the rezoning it will result in efficiencies for Council.

**Where you may inspect this Amendment**

The Combined Amendment/Permit is available for public inspection, free of charge, during office hours at the following places:

Moira Shire Council Offices at;

44 Station Street, Cobram or 100 Belmore Street, Yarrowonga (Service Centre)

The Combined Amendment/Permit can also be inspected free of charge at the Department of Environment, Land, Water and Planning website at [www.delwp.vic.gov.au/public-inspection](http://www.delwp.vic.gov.au/public-inspection).

**Submissions**

Any person who may be affected by the Combined Amendment/Permit may make a submission to the planning authority. Submissions about the Amendment must be received by **Monday 5 June 2017**.

A submission must be sent to:

Moira Shire Council Planning Department, PO Box 578, Cobram VIC 3643

**Panel hearing dates**

In accordance with clause 4(2) of Ministerial Direction No.15 the following panel hearing dates have been set for this amendment:

- directions hearing: week commencing 21 August 2017
- panel hearing: week commencing 18 September 2017

FILE NO: F15/38  
1. A GREAT PLACE TO LIVE

ITEM NO: 9.4.3

**ADOPTION OF COMBINED PLANNING SCHEME AMENDMENT C79 AND  
PLANNING PERMIT 52016173 - CULLENS ROAD, YARRAWONGA (cont'd)**

**ATTACHMENT No [2] - Moira C79 Permit ADOPTED**

Planning and Environment Regulations 2015 - Form 9, Section 96J

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**PLANNING  
PERMIT**

GRANTED UNDER SECTION 96I OF THE  
PLANNING AND ENVIRONMENT ACT 1987

Permit No.: 5/2016/176

Planning scheme: Moira Planning Scheme

Responsible authority: Moira Shire Council

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ADDRESS OF THE LAND: 21 Cullens Road & 17 Cullens Road YARRAWONGA

THE PERMIT ALLOWS: Subdivision of Land into Nine (9) Lots

THE FOLLOWING CONDITIONS APPLY TO THIS PERMIT:

- 
- (1) The subdivision as shown on the endorsed plans must not be altered *without the written consent of the Responsible Authority*.
  - (2) The permit holder/ owner must pay to the Council a sum equivalent to five per cent of the site value of all land in the subdivision. This payment must be made before a statement of compliance can be issued. The owner or permit holder must advise Council, in writing, to undertake the property valuation and must pay the Council's reasonable costs and expenses to provide such a valuation for payment in lieu of open space.
  - (3) No native vegetation (including trees, shrubs, herbs and grasses) shall be removed, lopped or destroyed unless a permit has been granted by the Responsible Authority.
  - (4) Prior to the issue of Statement of Compliance, a satisfactory landscaping plan for all proposed open space and street landscaping must be submitted to, and be approved by, the Responsible Authority. The plan must include:
    - (a) A planting schedule of all proposed trees, shrubs and ground covers including botanical names, pot sizes, sizes at maturity and quantities of each plant;
    - (b) A detailed drawing showing street tree planting requirements in accordance with the Infrastructure Design Manual ([www.designmanual](http://www.designmanual)).
  - (5) Prior to the issue of Statement of Compliance the works detailed on the approved landscaping plans must be completed to the satisfaction of the Responsible Authority.
  - (6) The landscaping shown on the endorsed plans must be maintained for a period of three (3) months from the date of practical completion of the works to the satisfaction of the Responsible Authority. Any dead, dying or diseased plants are to be replaced within twelve (12) months of the date of practical completion.

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Date issued:

Date permit comes into  
operation:

(or if no date is specified, the permit  
comes into operation on the same day as  
the amendment to which the permit  
applies comes into operation)

Signature for the responsible  
authority:

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Permit No.: 5/2016/173

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ITEM NO: 9.4.3

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Planning and Environment Regulations 2015 - Form 9, Section 96J

- (7) The owner of the land must enter into an agreement with:
- (a) a telecommunications network or service provider for the provision of telecommunication services to each lot shown on the endorsed plan in accordance with the provider's requirements and relevant legislation at the time; and
  - (b) a suitably qualified person for the provision of fibre ready telecommunication facilities to each lot shown on the endorsed plan in accordance with any industry specifications or any standards set by the Australian Communications and Media Authority, unless the applicant can demonstrate that the land is in an area where the National Broadband Network will not be provided by optical fibre.

Before the issue of a Statement of Compliance for any stage of the subdivision under the Subdivision Act 1988, the owner of the land must provide written confirmation from:

- (a) a telecommunications network or service provider that all lots are connected to or are ready for connection to telecommunications services in accordance with the provider's requirements and relevant legislation at the time; and
  - (b) a suitably qualified person that fibre ready telecommunication facilities have been provided in accordance with any industry specifications or any standards set by the Australian Communications and Media Authority, unless the applicant can demonstrate that the land is in an area where the National Broadband Network will not be provided by optical fibre.
- (8) Prior to the issue of a Statement of Compliance, the applicant must undertake, or cause to be undertaken, full construction of all new roads, drainage and related infrastructure. All the works must conform to plans and specifications prepared at the expense of the applicant by a qualified Engineer, and endorsed by the Responsible Authority prior to commencement of construction. Unless otherwise agreed in writing, the Authority will only approve plans and specifications that comply with the most recent version of the Infrastructure Design Manual (IDM) published by the Local Government Infrastructure Association, the Urban Stormwater: Best Practice Environmental Management Guidelines 2006, published by CSIRO, and all relevant permit conditions.
- (9) Prior to the issue of a Statement of Compliance, the applicant must design and construct an access road, 6.2m wide with 1.5m shoulders serving the development, in accordance with Clause 12.4 of the IDM, to the satisfaction of the Responsible Authority.
- (10) Prior to the consent to Certification, any easements for the purpose of draining lots to the legal point of discharge must be created.
- (11) Prior to the issue of a Statement of Compliance, the applicant must provide a drainage plan, that accords with the provisions of Clauses 17 (Rural Drainage) and 19 (On Site Detention Systems) of Council's Infrastructure Design Manual [IDM], and has been prepared to the satisfaction of the Responsible Authority. In particular demonstrate that:
- Provision for sufficient on-site detention to limit the peak outflow from the site during the 5-year ARI event to network capacity, and conveyed by underground pipes and/or by natural or constructed channels to a legal point of discharge nominated by the Responsible Authority;
  - All storm water deposited upon, and transferred through, the developed site during the 5-year ARI event must be collected and conveyed through underground pipes and/or by

<b>Date issued:</b>	<b>Date permit comes into operation:</b> (or if no date is specified, the permit comes into operation on the same day as the amendment to which the permit applies comes into operation)	<b>Signature for the responsible authority:</b>
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**ADOPTION OF COMBINED PLANNING SCHEME AMENDMENT C79 AND  
PLANNING PERMIT 52016173 - CULLENS ROAD, YARRAWONGA (cont'd)**

**ATTACHMENT No [2] - Moira C79 Permit ADOPTED**

Planning and Environment Regulations 2015 - Form 9, Section 96J

natural or constructed channels to a legal point of discharge nominated by the Responsible Authority; and

All storm water runoff originating from, or currently flowing through, the developed site in a 100-year ARI event must be collected and conveyed by secure overland and/or underground flood pathways to a legal point of discharge identified by the Responsible Authority.

- (12) Prior to the issue of a Statement of Compliance, drainage infrastructure required by the approved drainage plan must be constructed in accordance with plans and specifications to the satisfaction of the Responsible Authority.
- (13) Prior to the issue of a Statement of Compliance, any required restriction to storm water flows from the site will require a Section 173 Agreement to be registered on the title, to the specification and satisfaction of the Responsible Authority, in accordance with Section 181 of the Planning and Environment Act 1987. The Agreement must be registered on the title of each proposed Lot, at no expense to Council.
- (14) Prior to the issue of a Statement of Compliance, each proposed lot must have a point of access known as a vehicle crossing that serves that lot. All new vehicle crossings as shown on the endorsed plan must be constructed and sealed to the standards of Council's Infrastructure Design Manual [IDM] Section 12.9.2 "Rural Vehicle Crossings", and to the satisfaction of the Responsible Authority. In particular, works must be in accordance with Council's IDM Standard Drawing SD-260 - Typical Swale Drain Vehicle Crossing (Fringe Urban Residential Entrance).
- (15) Prior to the issue of a Statement of Compliance, all drains, batters and other disturbed areas must be topsoiled and seeded to establish grass cover.
- (16) All roof water from buildings and surface water from hard paved areas must be collected and conveyed to a drainage easement or to a legal point of discharge so as to prevent storm water nuisance to adjoining land.
- (17) Care is taken to preserve the condition of existing infrastructure adjacent to the site. If any damage to existing infrastructure occurs as a result of this development, the affected infrastructure is to be replaced by the applicant, at the applicant's cost to the specification and satisfaction of the responsible authority.
- (18) No construction materials or earth is to be placed or stored outside the site area or on adjoining road reserves. This does not apply to road or footpath construction works on adjoining roads required as part of this permit.
- (19) All infrastructure created by this development must be maintained by the applicant for a period of 3 months following practical completion, and the applicant must thereafter accept liability for correcting defects that become evident during the following 9 months.
- (20) Before undertaking any works on public land or roads, the applicant must obtain a permit from the relevant authority giving *Consent to Work within a Road Reserve*.

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**ADOPTION OF COMBINED PLANNING SCHEME AMENDMENT C79 AND  
PLANNING PERMIT 52016173 - CULLENS ROAD, YARRAWONGA (cont'd)**

**ATTACHMENT No [2] - Moira C79 Permit ADOPTED**

Planning and Environment Regulations 2015 - Form 9, Section 96J

- (21) For each stage, the applicant must provide the Responsible Authority with a maintenance bond equal to 5% of the civil construction costs (excluding GST). This bond will be held by the Authority until any and all defects notified to the applicant before or during the liability period have been made good to the satisfaction of the authority.
- (22) For each stage, the applicant must pay to the Responsible Authority plan checking fees equal to 0.75% of the total civil construction costs (excluding GST) and site supervision fees equal to 2.5% of the total civil construction costs (excluding GST).
- (23) In accordance with Clause 22 of the IDM, appropriate measures, satisfactory to the Responsible Authority, must be taken to minimise erosion and to retain dust, silt and debris on site, both during and after the construction phase.
- (24) **North East Water Authority Conditions**  
The owner of the subject land (or applicant in anticipation of becoming the owner) is required to enter into a formal agreement with North East Water for the complete construction works necessary for the provision of reticulated water supply to each of the lots within the subdivision, at the owners cost, to the satisfaction of North East Water and in accordance with its current policy and requirements.
- (25) Prior to the issue of a Statement of Compliance the applicant must pay a new customer contribution determined in accordance with North East Water's policy for development charges applicable to the water supply system currently servicing the area in which the subject land is located.
- (26) The works required to be constructed for the provision of water supply services must include, where so required by and to the satisfaction of, North East Water:
- (a) works external to the subject land to allow connection to the North East Water water supply system: and
  - (b) the vesting at no cost of such of those works required by North East Water, to North East Water ("Developer Works"); and
  - (c) works to ensure compatibility with and allowance for, other developments being served through existing and future North East Water infrastructure, including the Developer Works.
- (27) Any modification to the development approved under this permit, including an increase or decrease in the number of dwellings or lots (or both) or the inclusion of additional land, requires the further consent of and may be subject to modified conditions, to the satisfaction of, North East Water.
- (28) The applicant must ensure that private water services do not traverse property boundaries and are independently supplied from a point of supply approved by North East Water.
- (29) The applicant must provide easements through other land, to the satisfaction of North East Water, if such easements are considered necessary for the efficient and economic servicing of the subject land.
- (30) North East Water's consent must be sought by the Responsible Authority prior to issuing a Statement of Compliance under the Subdivision Act 1988.

<b>Date issued:</b>	<b>Date permit comes into operation:</b> (or if no date is specified, the permit comes into operation on the same day as the amendment to which the permit applies comes into operation)	<b>Signature for the responsible authority:</b>
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**ADOPTION OF COMBINED PLANNING SCHEME AMENDMENT C79 AND  
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**ATTACHMENT No [2] - Moira C79 Permit ADOPTED**

Planning and Environment Regulations 2015 - Form 9, Section 96J

- (31) The plan of subdivision must be referred to North East Water when submitted for certification pursuant of Section 8 of the Subdivision Act 1988.
- (32) Where the subject land is developed in stages, the above conditions will apply to any subsequent stage of the subdivision.
- (33) Where an easement created in favour of North East Water is located within a proposed road reserve in a future stage, prior to the certification of the plan of subdivision for that stage, the applicant must formally remove the easement from the title to the land.
- (34) **Country Fire Authority Conditions**  
The subdivision as shown on the endorsed plans must not be altered without the consent of the CFA.
- (35) Hydrants
- Operable hydrants, above or below ground must be provided to the satisfaction of the CFA
  - The maximum distance between these hydrants and the rear of all building envelopes must be no more than 200m apart
  - Hydrants must be identified as specified in 'Identification of Street Hydrants for Firefighting Purposes' available under publications on the Country Fire Authority Website [www.cfa.vic.gov.au](http://www.cfa.vic.gov.au)
- (36) Roads
- Roads must be constructed to a standard so that they are accessible in all weather conditions and capable of accommodating a vehicle of 15 tonnes for the trafficable road width.
  - The average grade must be no more than 1 in 7 (14.4%) (8.1 degrees) with a maximum of no more than 1 in 5 (20%) (11.3 degrees) for no more than 50 metres. Dips must have no more than 1 in 8 (12.5%) (7.1 degrees) entry and exit angle.
  - Roads must have a minimum trafficable width of:
    - (a) 5.5m if parking prohibited on one or both sides of the road
    - (b) 7.3m where parking is allowable on both sides of the road
  - Roads more than 60m in length from the nearest intersection must have a turning circle with a minimum radius of 8m (including roll-over kerbs if they are provided). T or Y heads of dimensions specified by the CFA may be used as alternatives.
- (37) **Powercor Conditions**  
The plan of subdivision submitted for certification under the Subdivision Act 1988 shall be referred to Powercor Australia Ltd. in accordance with Section 8 of that Act.
- (38) The applicant shall:
- Provide an electricity supply to all lots in the subdivision in accordance with Powercor's requirements and standards, including the extension, augmentation or re-arrangement of any existing electricity supply system, as required by Powercor.
  - Where buildings or other installations exist on the land to be subdivided and are connected to the electricity supply, they shall be brought into compliance with the Service and Installation Rules issued by the Victorian Electricity Supply Industry. You shall arrange

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compliance through a Registered Electrical Contractor and provide to Powercor Australia Ltd a completed Electrical Safety Certificate in accordance with Electricity Safe Victoria's Electrical Safety System.

- The applicant shall provide to Powercor Australia Ltd, a copy of the version of the plan of subdivision submitted for certification, which shows any amendments which have been required.
  - Any buildings must comply with the clearances required by the Electricity Safety (Installations) Regulations.
  - Any construction work must comply with Energy Safe Victoria's "No Go Zone" rules.
- (39) **Goulburn Broken Catchment Management Authority Condition**  
Farm type post and wire or post and rail fencing only is permitted within the Rural Floodway Overlay.
- (40) **Goulburn Murray Water Conditions**  
Any Plan of Subdivision lodged for certification must be referred to Goulburn-Murray Rural Water Corporation pursuant to Section 8(1)(a) of the Subdivision Act.
- (41) The building and wastewater disposal envelopes must be identified on any plan of subdivision submitted for certification.
- (42) The wastewater management systems must be appropriately designed to manage the potential volume of wastewater generated under full occupancy (based on a minimum 4 bedrooms), including appropriately sized disposal areas based on a full water balance specific to the proposal and subject land.
- (43) Before a plan of subdivision is certified for the approved subdivision detailed drainage plans to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the plans will be endorsed and then will form part of the permit. The plans must be drawn to scale with dimensions and must include
- direction of stormwater runoff
  - a point of discharge for each lot
  - independent drainage for each lot
  - approval from the responsible authority for the point of discharge.
- (44) **Expiry of Permit**  
This permit will expire if:
- a) The plan of subdivision is not certified within two (2) years of the date of this permit;
  - b) Provided that (a) is complied with, the registration of the subdivision is not completed within five (5) years of the date of certification.
- The Responsible Authority may extend the time for completion of part (a) if a request is made in writing before the permit expires or within six months afterwards.

**Permit Notes**

- (1) A *Consent to Work within a Road Reserve* Permit must be obtained from the Responsible Authority prior to the carrying out of any vehicle crossing, stormwater drainage and water connection works.

Date issued:	Date permit comes into operation: (or if no date is specified, the permit comes into operation on the same day as the amendment to which the permit applies comes into operation)	Signature for the responsible authority:
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FILE NO: F15/38  
1. A GREAT PLACE TO LIVE

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**ADOPTION OF COMBINED PLANNING SCHEME AMENDMENT C79 AND  
PLANNING PERMIT 52016173 - CULLENS ROAD, YARRAWONGA (cont'd)**

**ATTACHMENT No [2] - Moira C79 Permit ADOPTED**

Planning and Environment Regulations 2015 - Form 9, Section 96J

**IMPORTANT INFORMATION ABOUT THIS PERMIT**

**WHAT HAS BEEN DECIDED?**

The Responsible Authority has issued a permit. The permit was granted by the Minister under section 96I of the **Planning and Environment Act 1987** on approval of Amendment No. [*insert amendment number*] to the [*insert name of planning scheme*].

**WHEN DOES THE PERMIT BEGIN?**

The permit operates from a day specified in the permit being a day on or after the day on which the amendment to which the permit applies comes into operation.

**WHEN DOES A PERMIT EXPIRE?**

1. A permit for the development of land expires if—
  - the development or any stage of it does not start within the time specified in the permit; or
  - the development requires the certification of a plan of subdivision or consolidation under the **Subdivision Act 1988** and the plan is not certified within two years of the issue of a permit, unless the permit contains a different provision; or
  - the development or any stage is not completed within the time specified in the permit, or, if no time is specified, within two years after the issue of the permit or in the case of a subdivision or consolidation within 5 years of the certification of the plan of subdivision or consolidation under the **Subdivision Act 1988**.
2. A permit for the use of land expires if—
  - the use does not start within the time specified in the permit, or if no time is specified, within two years after the issue of the permit; or
  - the use is discontinued for a period of two years.
3. A permit for the development and use of land expires if—
  - the development or any stage of it does not start within the time specified in the permit; or
  - the development or any stage of it is not completed within the time specified in the permit, or, if no time is specified, within two years after the issue of the permit; or
  - the use does not start within the time specified in the permit, or, if no time is specified, within two years after the completion of the development; or
  - the use is discontinued for a period of two years.
4. If a permit for the use of land or the development and use of land or relating to any of the circumstances mentioned in section 6A(2) of the **Planning and Environment Act 1987**, or to any combination of use, development or any of those circumstances requires the certification of a plan under the **Subdivision Act 1988**, unless the permit contains a different provision—
  - the use or development of any stage is to be taken to have started when the plan is certified; and
  - the permit expires if the plan is not certified within two years of the issue of the permit.
5. The expiry of a permit does not affect the validity of anything done under that permit before the expiry.

**WHAT ABOUT REVIEWS?**

- In accordance with section 96M of the **Planning and Environment Act 1987**, the applicant may not apply to the Victorian Civil and Administrative Tribunal for a review of any condition in this permit.

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**ADOPTION OF COMBINED PLANNING SCHEME AMENDMENT C79 AND  
PLANNING PERMIT 52016173 - CULLENS ROAD, YARRAWONGA (cont'd)**

ATTACHMENT No [3] - Moira C79 Plan for Endorsing ADOPTED

**CONCEPT DEVELOPMENT PLAN**



This plan is based on available information and is subject to survey and Council approval.

NO	DATE	DESCRIPTION
1	15/07/17	Issue for Council Endorsement
2	15/07/17	Issue for Council Endorsement
3	15/07/17	Issue for Council Endorsement
4	15/07/17	Issue for Council Endorsement
5	15/07/17	Issue for Council Endorsement
6	15/07/17	Issue for Council Endorsement
7	15/07/17	Issue for Council Endorsement
8	15/07/17	Issue for Council Endorsement
9	15/07/17	Issue for Council Endorsement
10	15/07/17	Issue for Council Endorsement
11	15/07/17	Issue for Council Endorsement
12	15/07/17	Issue for Council Endorsement
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98	15/07/17	Issue for Council Endorsement
99	15/07/17	Issue for Council Endorsement
100	15/07/17	Issue for Council Endorsement

**NORTH EAST SURVEY DESIGN**  
 For: Mark Judd  
 At: 21 Cullens Rd, Yarrawonga  
 Title: CONCEPT DEVELOPMENT PLAN  
 Resurveying & 9 Lot LDP Submission  
 Drawing No: K8270\_ODP  
 Project No: 15033  
 Revision: 2  
 Created By: MJD  
 Checked By: MJD  
 Date: 15/07/17

**FOR COUNCIL ENDORSEMENT**

Scale: 1:500  
 Date: 15/07/17

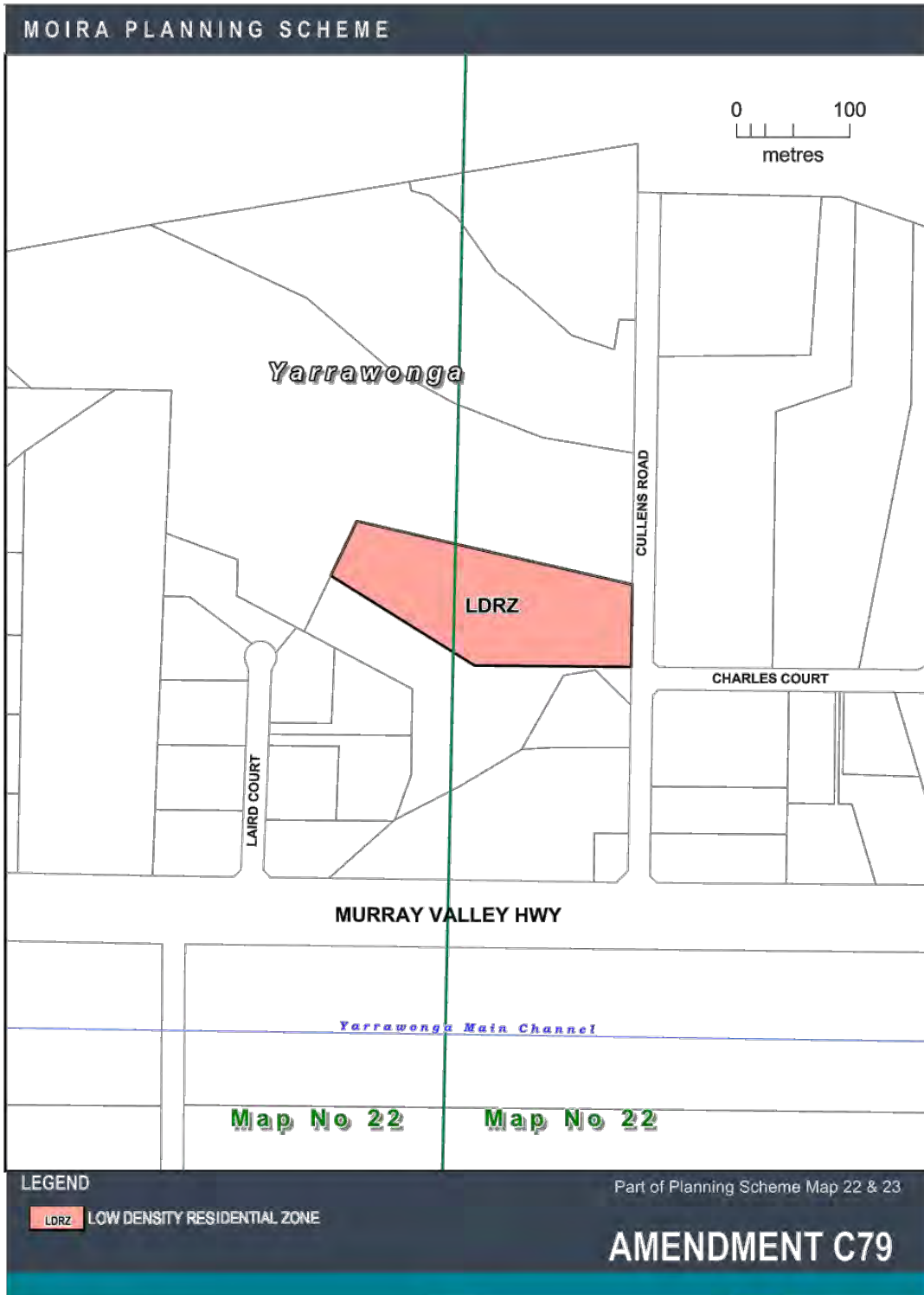
Author: MJD  
 Project No: 15033  
 Drawing No: K8270\_ODP  
 Date: 15/07/17

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**ADOPTION OF COMBINED PLANNING SCHEME AMENDMENT C79 AND  
PLANNING PERMIT 52016173 - CULLENS ROAD, YARRAWONGA (cont'd)**

**ATTACHMENT No [4] - Moira C79 001znMaps ADOPTED**



| Planning Mapping Services |  
| Planning Information Services |  
| Planning |



001

FILE NO: F13/877  
5. DEMONSTRATING GOOD GOVERNANCE

ITEM NO: 9.4.4

## NAMING OF RESERVE BETWEEN CAMPBELLFIELD DRIVE AND ROSEMARY COURT, YARRAWONGA

### RECOMMENDATION

That Council:

1. Adopt the name Taylor Park for submission to the Office of Geographic Names.
2. Advise all submitters of the decision and their rights of appeal to Office of Geographic Names.

### 1. Executive Summary

At its meeting on 26 April 2017 Council adopted "Taylor Park" as the interim name for the unnamed park between Campbellfield Drive and Rosemary Court, Yarrowonga. Lance Corporal Ernest Taylor was born in Yarrowonga and was the uncle of William Stevenson, the original developer of the land in Woodlands. The name was proposed by Mr Stevenson's daughter as an alternative to the proposed name of Cooper Park.

The interim name was advertised in the Yarrowonga Chronical on 3 May 2017 and comments were sought on the proposed name from land owners and occupants in the area surrounding the reserve.

In response to the advertising, the alternative name of Woodlands Reserve was proposed to commemorate the history of the property "Woodlands" which included the reserve and was subdivided for development.

This report provides the results of the public consultation process and recommends the adoption of the name Taylors Park.

### 2. Background and Options

The park is maintained by Council and is used by local residents. In the event of an incident, delays in reaching the correct destination may be experienced by emergency services if a park is not named.



FILE NO: F13/877  
5. DEMONSTRATING GOOD GOVERNANCE

ITEM NO: 9.4.4

## **NAMING OF RESERVE BETWEEN CAMPBELLFIELD DRIVE AND ROSEMARY COURT, YARRAWONGA (cont'd)**

The interim name "Taylor Park" proposed to Council sought to commemorate the sacrifice made by Lance Corporal Ernest Taylor who was killed in action on 8 August 1915 while serving with the 14<sup>th</sup> Battalion AIF at Gallipoli, Turkey during World War I. Lance Corporal Taylor was born in Yarrawonga.

The call for public comment resulted in an alternative naming suggestion (submission attached) of Woodlands Reserve as the reserve was established by the development of the farming property "Woodlands" by the late William Stevenson as part of subdivision in the late 1970s or early 1980s.

Yarrawonga already has a Park named Woodlands Park which is located in Linthorpe Drive approximately 1100m metres and would be considered a duplicate and not permissible under the Naming Rules.

A submission supporting the commemoration was received from a great-great niece of Ernest Taylor.

### **3. Financial Implications**

Naming a park does not have a significant financial impact on Council. Any costs relating to signage and system changes are met from operational budgets. Naming a park does not affect Council's maintenance practices.

### **4. Risk Management**

The precise naming of roads and geographical features is important for emergency services response.

### **5. Internal and External Consultation**

This naming matter has been considered and the recommendation is supported by the internal road naming group which consists of staff representing the Commercial Services, Assets, Revenue Services, Community Services and Information Technology departments of Council.

External Consultation included an advertisement in the Yarrawonga Chronical on 3 May 2017 and 80 letters sent to owners and occupiers of properties near the park seeking comment. Two submissions were received within the 28 day consultation period that closed on 5 June 2017.

### **6. Regional Context**

Naming of an existing local park does not have any significant regional impact.

### **7. Council Plan Strategy**

The naming function contributes to the Council Plan objectives to demonstrate good governance and to improve Moira's liveability.

### **8. Legislative / Policy Implications**

In considering this matter, Council is acting with the authority as a Naming Authority provided by The Naming rules for places in Victoria, Statutory requirements for naming roads, features and localities – 2016 (the naming rules).

FILE NO: F13/877  
5. DEMONSTRATING GOOD GOVERNANCE

ITEM NO: 9.4.4

**NAMING OF RESERVE BETWEEN CAMPBELLFIELD DRIVE AND  
ROSEMARY COURT, YARRAWONGA (cont'd)**

**9. Environmental Impact**

There are no environmental implications resulting from naming a park.

**10. Conflict of Interest Considerations**

There are no known conflicts of interest relating to this report.

**11. Conclusion**

The alternative name suggested Woodlands Reserve is a duplicate and cannot be used. The recommendation to name the reserve Taylor Park is made to commemorate the sacrifice of Lance Corporal Ernest Taylor in keeping with Council's commitment to the ANZAC Commemorative Naming Project.

**Attachments**

- 1 Submission supporting Taylor Park
- 2 Submission proposing Woodlands Reserve

FILE NO: F13/877  
5. DEMONSTRATING GOOD GOVERNANCE

ITEM NO: 9.4.4

**NAMING OF RESERVE BETWEEN CAMPBELLFIELD DRIVE AND  
ROSEMARY COURT, YARRAWONGA (cont'd)**

ATTACHMENT No [1] - Submission supporting Taylor Park

D17/39970

29 MAY 2017

27 May 2017

Chief Executive Officer  
Moirā Shire Council  
P O Box 578  
Cobram 3643

Dear Sir/Madam

RE: WW1 VETERANS PROJECT as it relates to the naming of the parcel of land located within the "Woodlands" estate, Yarrowonga.

I wish to add my support for Ernest Taylor to be considered for recognition at this time.

Ernest was born locally and is my father's great uncle. He was a WW1 Veteran whose Memorial Stone remains in a family plot in the Yarrowonga Cemetery.

I welcome the opportunity to add my support for Ernest Taylor to be worthy of consideration for posthumous recognition at this time.

Yours Sincerely



FILE NO: F13/877  
5. DEMONSTRATING GOOD GOVERNANCE

ITEM NO: 9.4.4

**NAMING OF RESERVE BETWEEN CAMPBELLFIELD DRIVE AND  
ROSEMARY COURT, YARRAWONGA (cont'd)**

ATTACHMENT No [2] - Submission proposing Woodlands Reserve



Submission

Moirá Shire Council's 2017-2021 Draft Council Plan

**Do you (or your nominee) wish to speak in support of your submission at the Special Council Meeting 5 June 2017**

Yes  No

**Submission:** (Please attach additional pages or documents if required)

*Dear Mayor and Councillors - Shire of Moira.*  
*I write in response to the article in Yarrawonga Chronicle asking for submissions re. the naming of the small park area located between Rosemary Ct. and Campbellfield Drive at Woodlands.*  
*There is no doubt in my mind this area of land should carry the distinctive name of Woodlands as it was established by the late W. F. Stevenson as part of the subdivision of his farming property - Woodlands. This subdivision occurred around the late 1970's or early 1980's.*  
*I believe the naming of roads, parks etc. is an important role of Council and should reflect a significant factor relative to the item - in this case the area of land - Woodlands.*  
*As we already have Stevenson Ct and Rosemary Ct in the area it is reasonable to use the name "Woodlands."*  
*For your information Rosemary Stevenson was a severely handicapped daughter of Mr. Mrs Stevenson and died in her early teens.*  
*I actually prefer the name "Reserve" rather than "Park"*  
*Respectively*

**Check list:**

Have you attached additional information?

Did you tick 'Yes' if you want to present to Council?

Have you included all your contact details?

Privacy Statement

"Personal and or Health Information collected by Council is used for municipal purposes as specified in the Local Government Act 1989. The Personal and or Health information will be used solely by Council for these purposes and or directly related purposes. Council may disclose this information to other organisations if required by legislation. The applicant understands that the Personal and or Health Information provided is for the above purpose and that he or she may apply to Council for access to and/or amendment of the information. Requests for access and or correction should be made to Council's Privacy Officer".

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Phone: 03 5871 9222  
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Email: [info@moira.vic.gov.au](mailto:info@moira.vic.gov.au)  
[moira.vic.gov.au](http://moira.vic.gov.au)



FILE NO: F13/858  
4. A WELL RUN COUNCIL

ITEM NO: 9.4.5

**PROPOSED DISCONTINUATION OF PART UNMADE ROAD RESERVE OFF  
BOURCHIERS ROAD, STRATHMERTON**

**RECOMMENDATION**

That Council:

1. place advertisements in local papers seeking comments within 28 days regarding the proposed discontinuance of an unmade road reserve off Bourchiers Road, Strathmerton under Section 223 of the Local Government Act 1989;
2. write letters to adjoining landowners seeking comments within 28 days regarding the proposed discontinuance of an unmade road reserve off Bourchiers Road, Strathmerton under Section 223 of the Local Government Act 1989;
3. appoint a Committee of the Council (whole of Council), to consider submissions and hear any person who wishes to be heard in support of their submission on the proposed discontinuance of an unmade road reserve off Bourchiers Road, Strathmerton;
4. will hear submissions on a date, time and place as set by the Chief Executive Officer;
5. if no objections are received following the Section 223 process, declare the unmade road reserve off Bourchiers Road, Strathmerton as discontinued; and
6. if the unmade road reserve off Bourchiers Road, Strathmerton is discontinued as per point 5 above, authorise the Chief Executive Officer to sign and seal the attached Consent to Closing of Road under Section 349, Land Act 1958, notifying the Department of Environment, Land, Water and Planning of Council's decision.

**1. Executive Summary**

Council has received a request from the Department of Environment, Land, Water and Planning to discontinue the unmade road reserve off Bourchiers Road, Strathmerton being the government road traversing Lot 1 on LP94793, Parish of Strathmerton. Once the road has been discontinued, the land will revert to being Crown land and will then be made available for sale to the adjoining land owner.

Under Schedule 10, Clause 3 of the Local Government Act 1989 (the Act), Council has the power to discontinue a road by a notice published in the Government Gazette. Before this power can be exercised, the public has the right to make a submission on the proposed road discontinuance under Section 223 of the Act.

It is therefore recommended that Council undertake the required consultation process to gauge the community's views about the discontinuation of the unmade road reserve off Bourchiers Road, Strathmerton.

**2. Background and Options**

The government road traversing Lot 1 on LP94793 is an unmade, unused road reserve as shown on the map below.

Discontinuing this section of road reserve will have little or no effect on the surrounding community as the road reserve has been fenced off for many years as part of the adjoining property owner's farm and does not have a connection to the existing road network or other existing road reserves. DELWP has advised that the northernmost section of this unmade road reserve has the status of a water race, even though it is shown as a government road and therefore not requiring consent from Council to discontinue. This area is currently being leased by the same adjoining property owner.

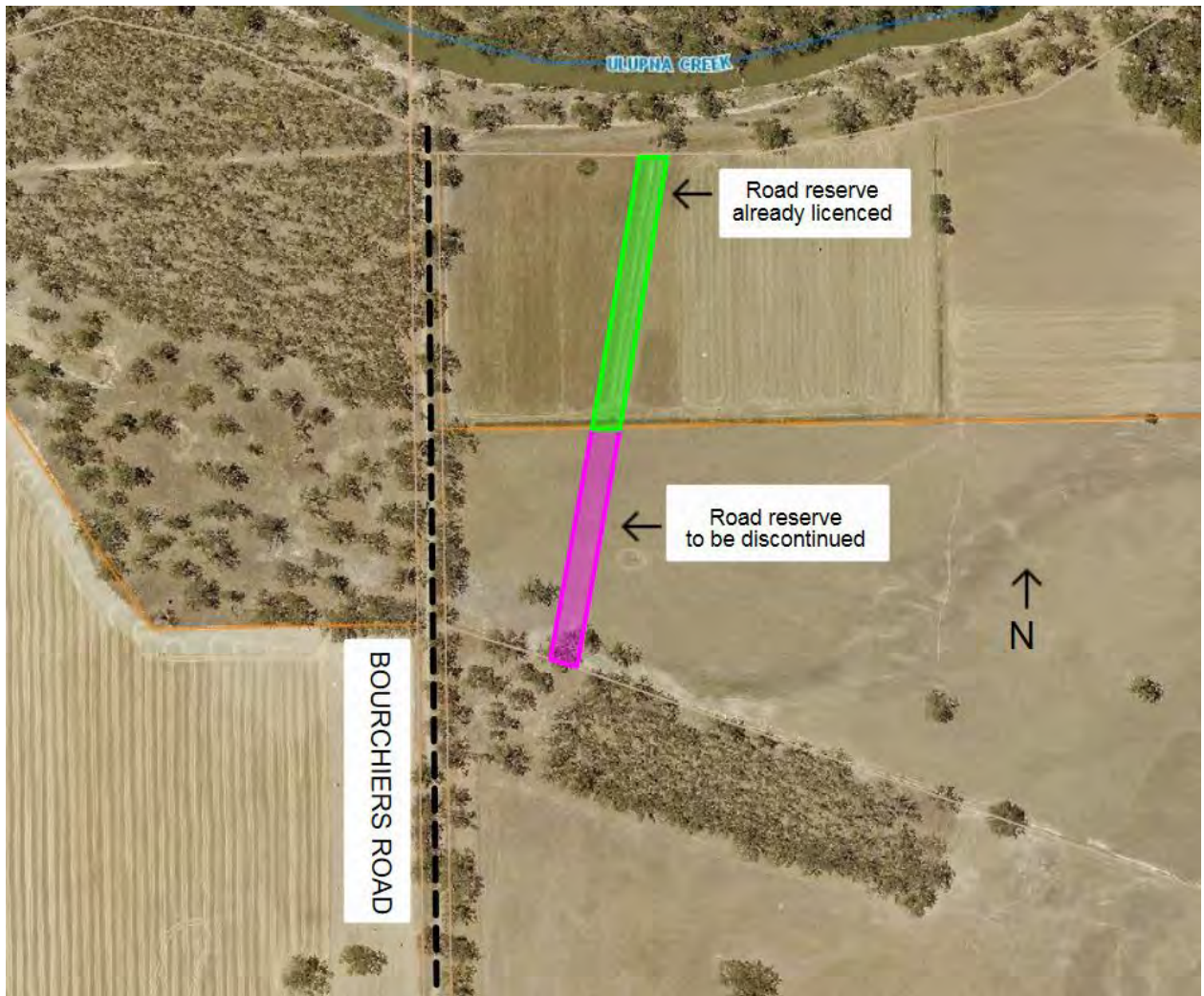
FILE NO: F13/858  
4. A WELL RUN COUNCIL

ITEM NO: 9.4.5

**PROPOSED DISCONTINUATION OF PART UNMADE ROAD RESERVE OFF  
BOURCHIERS ROAD, STRATHMERTON (cont'd)**

This unmade road reserve is not recorded as a public road under Council's Public Road Register.

There are no other Council assets within this section of road reserve. By discontinuing the road reserve the land will revert to crown land and the adjoining property owner will negotiate with DELWP for the purchase of the discontinued road reserve and then apply to Council to have the former road reserve and the abutting land consolidated into a single title.



**3. Financial Implications**

The unmade road reserve is listed as a government road and should Council resolve to discontinue it, the land will revert back to Crown land and the adjoining property owner will be able to enter into discussions with DELWP to purchase the land.

Council will derive no income from the sale of the land given it will revert to Crown land once the road is discontinued.

This section of road reserve is not currently recorded as a Council asset on Council's asset register and does not financially contribute to Council's total value of its assets in terms of depreciation.

FILE NO: F13/858  
4. A WELL RUN COUNCIL

ITEM NO: 9.4.5

**PROPOSED DISCONTINUATION OF PART UNMADE ROAD RESERVE OFF  
BOURCHIERS ROAD, STRATHMERTON (cont'd)**

The Section 223 process allows for persons to make submissions regarding the adjoining landowner's proposal.

**4. Risk Management**

There is minimal risk to Council with the discontinuance of the unmade road reserve off Bourchiers Road, Strathmerton as the road is not listed on Council's Register of Public Roads and Council hasn't had to inspect and maintain this section of road due to the fact that the road is unmade.

**5. Internal and External Consultation**

Council's Operations and Assets and Construction departments were consulted regarding the proposal and they have advised no objection to the proposal. There is no Council owned assets within the road reserve.

Given the rural area, there would be no services within the road reserve.

This road reserve currently traverses a parcel of land (Lot 1 LP94793). If the road reserve is discontinued and sold to the land owner abutting it, then there should be a condition of sale to consolidate the road reserve with the abutting lot.

It is noted that there appears to be native vegetation in the road reserve, which would require a planning permit to remove such vegetation.

**6. Regional Context**

Discontinuing this section of road reserve will have little or no effect on the surrounding community as the road reserve has been fenced off for many years as part of the adjoining property owner's farm and does not have a connection to the existing road network or other existing road reserves.

**7. Council Plan Strategy**

The proposal under consideration in the report supports Council Plan Strategy No. 4 - Well Run Council.

**8. Legislative / Policy Implications**

Schedule 10, Clause 3 of the Local Government Act 1989 (the Act) outlines Council's power to discontinue roads by a notice published in the Government Gazette. Section 207A of the Act, states that when exercising a power under Schedule 10, Clause 3, a person may make a submission under Section 223 of the Act.

Section 223 of the Act, outlines a process whereby Council is required to publish a notice of its intention to exercise its power under Schedule 10, Clause 3 and persons are given the right to make a submission concerning the matter. The period for receiving submissions is not to be less than 28 days from when the notice is published.

Should Council determine to commence the process toward discontinuing this section of unmade road off Bourchiers Road, Strathmerton, and then a Section 223 process will be undertaken in accordance with the guidelines and the Local Government Act.

As this unused road reserve is a government road reserve, once discontinued the land will revert to crown land.

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4. A WELL RUN COUNCIL

ITEM NO: 9.4.5

**PROPOSED DISCONTINUATION OF PART UNMADE ROAD RESERVE OFF  
BOURCHIERS ROAD, STRATHMERTON (cont'd)**

**9. Environmental Impact**

There is some native vegetation within the road reserve. Any removal of the native vegetation will require a planning permit for removal of such vegetation.

**10. Conflict of Interest Considerations**

There are no Council officer conflict of interest issues to consider within this report.

**11. Conclusion**

It is recommended that Council resolve to commence the process to discontinue the government road traversing Lot 1 on LP94793, off Bourchiers Road, Strathmerton under Schedule 10, Clause 3 of the Local Government Act 1989 and conduct a community consultation process in accordance with Section 223 of the Local Government Act 1989.

It is also recommended that if no objections are received following the Section 223 process, that Council declare the government road traversing Lot 1 on LP94793, off Bourchiers Road, Strathmerton as discontinued, surplus to requirements and available for sale by DELWP and consolidated into the existing title of the adjoining landowner's property if sold.

**Attachments**

Nil

FILE NO: F16/651  
2. A THRIVING LOCAL ECONOMY

ITEM NO: 9.4.6

**ADOPTION OF THE COBRAM AND YARRAWONGA RETAIL POLICY  
FRAMEWORK BACKGROUND ANALYSIS AND OPTION REPORTS**

**RECOMMENDATION**

That Council:

1. Note the submissions received
2. Adopts the Cobram and Yarrowonga Retail Policy Framework Background Analysis and Options Report.

**1. Executive Summary**

The town centres of Cobram and Yarrowonga have recently attracted new investment interest. Prudent decision-making will ensure the future vibrancy and appropriate development of these community assets are maintained and enhanced. To ensure that these centres continue to grow and thrive, a project to develop a Retail Policy Framework for Cobram and Yarrowonga was undertaken.

The Retail Policy Framework for Cobram and Yarrowonga is aimed to assess the level and form of the existing and prospective retail market demand with a view to determine:

- the drivers of change,
- the forms of development that are likely to be most viable leading into the future, and,
- the prospects for growing the employment base of the two town centres.

To inform and assist with the preparation of the Retail Policy Framework for Cobram and Yarrowonga, consultation was undertaken on two instances; four open day sessions in November 2016 and formal public consultation for three weeks in July 2017.

Six submissions were received. The submissions were generally in agreement with the Retail Policy Framework for Cobram and Yarrowonga but suggested some clarifications to be made.

It is recommended that Council adopt the Retail Policy Framework for Cobram and Yarrowonga.

**2. Background and Options**

The Retail Policy Framework for Cobram and Yarrowonga (hereinafter referred to in the report as the Retail Strategy) was formally advertised for three weeks and concluded on 12 July 2017.

Six submissions were received and all submissions were generally in support to the Retail Strategy.

The submissions are summarized and officer's comments are provided in the table below:

	<b>Submission</b>	<b>Officer's comments</b>
1	The submitter acknowledged that Yarrowonga has a new Bunnings and a larger store has just opened in Shepparton. It was stated that possibly in the longer	This consideration will be determined by supply and demand in the market. The Retail Strategy provides the strategic rationale.

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2. A THRIVING LOCAL ECONOMY

ITEM NO: 9.4.6

**ADOPTION OF THE COBRAM AND YARRAWONGA RETAIL POLICY  
FRAMEWORK BACKGROUND ANALYSIS AND OPTION REPORTS (cont'd)**

	term, Cobram should have a Bunnings.	
	The submitter commented that if Aldi is attracted to Cobram that it should be established in the town centre to not fragment the viability of the area as a whole.	Noted. Supply and demand will determine.
2	<p>The submitter generally supports the findings and recommendations contained within the Retail Strategy. Further detail and suggestions are set out below:</p> <ul style="list-style-type: none"> <li><i>Throughout the document the 'ultimate' floor space figure that is recommended for Cobram (of 7150 square metres when adjusted to reflect escape expenditure) is referred to in the context of it being needed by 2031. Whilst this may be correct, Table 2 on page 4 clearly demonstrates that there is currently a requirement for 7235 square metres and thus a significant increase in floor space is effectively already required, with only a minimal amount required beyond what is actually needed now.</i></li> <li><i>The 'Guiding Principles' (especially dot point 5) could be reworded to specifically refer to the fact that development outside of existing town centres may be appropriate in some instances, particularly where large format retail uses (such as a supermarket) cannot be accommodated on existing zoned land within the town centres due to their siting and locational requirements and the lack of viable/available sites.</i></li> <li><i>The 'Guiding Principles' (especially dot point 12) could be reworded so that it refers to the potential opportunity to utilise vacant or underutilised sites adjacent to, or in proximity to, existing town centres, particularly where large format retail uses are proposed that are not able to be accommodated in established</i></li> </ul>	<p>Page 9: "Although the projected additional retail floor space for Cobram has been calculated at 7,150m<sup>2</sup> by 2031 (including tourism and escape expenditure), it is worth noting that over 6,500m<sup>2</sup> of this projected demand is a projected current shortfall"</p> <p>Development outside of existing town centres (which can't be accommodated on existing zoned land located within the retail core) are subject to rezoning approval and associated supporting documentation to be provided by the proponent and which elaborates on the actual development area boundary, extent and locality.</p> <p>Same as above</p>

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2. A THRIVING LOCAL ECONOMY

ITEM NO: 9.4.6

**ADOPTION OF THE COBRAM AND YARRAWONGA RETAIL POLICY  
FRAMEWORK BACKGROUND ANALYSIS AND OPTION REPORTS (cont'd)**

<p><i>town centres.</i></p> <ul style="list-style-type: none"> <li><i>The 'Guiding Principles' make no mention of the need for a second full line supermarket in Cobram. We suggest an additional dot point that identifies this important need.</i></li> <li><i>It is also queried that the estimate of land required to accommodate the floorspace demand of 7150 square metres seems too low. Page 19 refers to the floorspace resulting in a land area demand of between 1.75 and 2 hectares. This is based on a site coverage of 35-40%. While a Bulky Goods style of development may achieve somewhere near this site coverage, a full line supermarket with ancillary shops is closer to 25-30% coverage given the parking provisions required for this type of land use (usually around 1 per 20m<sup>2</sup>). Accepting the industry standard site coverage rate of 25-30% , would obviously result in a much larger land requirement. Therefore we would suggest that a minimum of 2.4-2.9ha of land is required to meet the floorspace demand of 7150 square metres for Cobram.</i></li> <li><i>The discussion of Sites 1 and 2 (page 23) doesn't recognise the fact that a full line supermarket won't fit on either of those land parcels.</i></li> <li><i>In light of the above, the high level summary analysis on page 24 would need to be reworked and should place more emphasis on site dimensions as a consideration in the table. In addition, the real significance of road frontage is underplayed and in our opinion, it is questionable whether a mainstream supermarket chain would</i></li> </ul>	<p>Market forces predict supply and demand and what businesses are established. The Retail Strategy serves as Guideline for development to occur and prompted demand for additional retail floor space.</p> <p><i>"Although the projected additional retail floor space for Cobram has been calculated at 7,150m<sup>2</sup> by 2031 (including tourism and escape expenditure), it is worth noting that over 6,500m<sup>2</sup> of this projected demand is a projected current shortfall"</i></p> <p><i>Strategies are dynamic documents which need to be updated to remain current with changing circumstances over time.</i></p> <p>Market forces predict supply and demand of business to establish. The Retail Strategy is a guiding tool.</p> <p>The Retail Strategy is regarded as a guide for development to occur. Decisions about suitable site and size are determined by business investors.</p>
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FILE NO: F16/651  
2. A THRIVING LOCAL ECONOMY

ITEM NO: 9.4.6

**ADOPTION OF THE COBRAM AND YARRAWONGA RETAIL POLICY  
FRAMEWORK BACKGROUND ANALYSIS AND OPTION REPORTS (cont'd)**

	<p><i>consider Sites 1 and 2 based on lack of exposure alone.</i></p> <ul style="list-style-type: none"> <li><i>Section 6.2 'Recommendations' for Cobram appears to be quite sound however it is not clear whether these dot points are intended to be included in any new policy in the Planning Scheme (refer 6.1 and reference to amending the Moira Planning Scheme).</i></li> </ul>	<p>Inclusion into the Planning Scheme need to be considered as future strategic work</p>
3	<p>"We require an Aldi and Kmart"</p>	<p>Noted, market demand will determine which uses choose to establish and where.</p>
4	<p>The submitter highlighted that the proposed Belmore Street south should extend beyond the colour delineation as indicated in the Retail Strategy.</p>	<p>The submission is noted.</p> <p>The strategy does provide flexibility for changing market forces over time. The following additions were made: <u>Page 16:</u> <i>"However, the ultimate boundary of the C1Z area will be confirmed through a rezoning application and associated supporting documentation provided by the proponent, determining the actual development area boundary and extent of the C1Z area. Any new retail development should include urban design outcomes that ensure appropriate interface treatments and development outcomes with surrounding residential development."</i> <u>Page 27:</u> <i>Extend (or indicate in-principle support for the extension of) the C1Z to the northern boundary of the Murray Valley Highway for land with frontage to Belmore Street and ensure appropriate urban design outcomes with residential interface areas.</i></p>
5	<p>The submitter re-affirmed the need for undertaking a study to extend the full length of Belmore Street to Commercial zone.</p>	<p>The Retail Strategy acknowledges this need and sets out to be the strategic rationale for Scheme Amendments to be lodged in this regard. The extent of such expansion however needs to be determined by market forces.</p>
6	<p>The submitter acknowledges and is broadly in agreement with the content of the report.</p>	<p>Noted</p>

Consideration was given to the submissions and minor modifications to improve the clarity of the Retail Strategy have been made.

FILE NO: F16/651  
2. A THRIVING LOCAL ECONOMY

ITEM NO: 9.4.6

**ADOPTION OF THE COBRAM AND YARRAWONGA RETAIL POLICY  
FRAMEWORK BACKGROUND ANALYSIS AND OPTION REPORTS (cont'd)**

**3. Financial Implications**

The consultancy with SED Advisory is the only significant financial commitment to the development of the Retail Strategy and which was funded from the 2016/17 budget provision.

**4. Risk Management**

There are no known risks that are likely to arise from Council considering submissions and adopting the Retail Strategy. On the contrary it is intended to eliminate risk and ensure orderly and proper planning outcomes.

**5. Internal and External Consultation**

Extensive consultation with Council officers has occurred throughout the development of the Retail Strategy. External consultation has occurred in November 2016 (public open days and walk through interviews with some shop owners) and July 2017 (formal three week public consultation process).

At the close of the public consultation process on 12 July, 6 submissions had been received with all broadly in support of the findings and directions within the retail policy framework.

**6. Regional Context**

The town centres of Cobram and Yarrawonga have significant opportunities for growth and to attract patronage and investment from even surrounding Shires. This work undertaken investigates this significance and builds further on investment prospects.

**7. Council Plan Strategy**

The preparation of the Retail Strategy will address the Council Plan item "a thriving economy".

**8. Legislative / Policy Implications**

Once adopted by Council, the Retail Strategy can be used as a strategic Guidance tool to attract and inform orderly retail development in two of the major town centres of the Shire.

**9. Conflict of Interest Considerations**

No officer conflict was registered.

**10. Conclusion**

The Retail Strategy, consisting of the Background Analysis Report and Options Report, has been prepared to guide and facilitate growth of Cobram and Yarrawonga, two of Councils major town centres, into the future.

Public consultation on the Retail Strategy has been completed and six submissions were received. The submissions were generally in agreement with the Retail Strategy and some of the suggested clarifications have been made.

The report recommends that Council adopt the Retail Policy Framework for Cobram and Yarrawonga.

**Attachments**

- 1 Background Analysis Report
- 2 Options Report

FILE NO: F16/651  
2. A THRIVING LOCAL ECONOMY

ITEM NO: 9.4.6

**ADOPTION OF THE COBRAM AND YARRAWONGA RETAIL POLICY  
FRAMEWORK BACKGROUND ANALYSIS AND OPTION REPORTS (cont'd)**

ATTACHMENT No [1] - Background Analysis Report



Retail Policy Framework for Cobram  
and Yarrawonga: Background  
Analysis

Moirá Shire Council

Final Report

February 2017



FILE NO: F16/651  
2. A THRIVING LOCAL ECONOMY

ITEM NO: 9.4.6

**ADOPTION OF THE COBRAM AND YARRAWONGA RETAIL POLICY  
FRAMEWORK BACKGROUND ANALYSIS AND OPTION REPORTS (cont'd)**

**ATTACHMENT No [1] - Background Analysis Report**

Moira Shire Council

Retail Policy Framework for Cobram and Yarrawonga: Background  
Analysis

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FILE NO: F16/651  
2. A THRIVING LOCAL ECONOMY

ITEM NO: 9.4.6

**ADOPTION OF THE COBRAM AND YARRAWONGA RETAIL POLICY  
FRAMEWORK BACKGROUND ANALYSIS AND OPTION REPORTS (cont'd)**

**ATTACHMENT No [1] - Background Analysis Report**

Moira Shire Council Retail Policy Framework for Cobram and Yarrawonga: Background  
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**Glossary**

**Conventional Retail** – Retail activities that focus on the following ANZSIC subdivision categories: Food retailing; Store-based retail; Vacant retail buildings; and Food and beverage services.

**Estimated Retail Floor Space** – The estimated gross floor space used for retail purposes.

**Estimated Resident Population** – The estimated usual residents of a statistical area.

**Indicative Primary Retail Catchment Area** – The theoretical retail catchment area where the subject town centre is considered to be the preferred retail centre for the population, calculated by Euclidean buffers around key retail centres and estimated traveling times between centres.

**Retail** - Land use mainly engaged in the purchase and/or onselling of goods without significant transformation to the general public, as classified under Division G – Retail Trade under ANZSIC.

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**Report statement**

The Retail Policy Framework for Cobram and Yarrawonga: Background Analysis has been prepared specifically for Moira Shire Council as the client.

The Retail Policy Framework for Cobram and Yarrawonga: Background Analysis and its contents are not to be referred to, quoted or used by any party in any statement or application, other than by Moira Shire Council without written approval from SED.

The information contained in this document has been gained from anecdotal evidence and research. It has been prepared in good faith and in conjunction with Moira Shire Council. Neither SED, nor its servants, consultants, agents or staff shall be responsible in any way whatsoever to any person in respect to the report, including errors or omission therein, however caused.

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**Executive Summary**

The Moira Shire Council is seeking policy direction to guide retail development in the towns of Cobram and Yarrowonga, with a specific focus on the town centres of these major towns within the municipality.

This report provides an assessment of the current policy framework, retail catchment areas, demographics, zoned land supply, current retail floor space and projected future retail floor space demand.

**Retail Catchment Area and Estimated Resident Population**

The Moira Shire Council area had an Estimated Resident Population (ERP) of 28,820<sup>1</sup> in 2015. The LGA boundary for the Moira Shire however does not reflect the primary retail catchment area for the Cobram and Yarrowonga town centres; these centres have important cross-border links with Barooga and Mulwala with a catchment that also service a large area within New South Wales, and are not centrally located within the LGA resulting in other major centres also having primary retail catchments within the LGA.

The estimated primary retail catchment area for the two town centres service a large part of the Moira Shire Council, Berrigan Shire Council and Federation Council (formerly Corowa Shire Council and Urana Shire Council). The individual catchment areas for the respective town centres of Cobram and Yarrowonga have been calculated on a conceptual level to inform future strategy.



**Figure 1: Estimated Primary Retail Catchment Area - Cobram and Yarrowonga**

The estimated combined ERP for the Cobram and Yarrowonga town centres in 2015 are calculated at approximately 34,440, based on the estimated catchment area. The ERP for the estimated catchment area for the Cobram town centre is approximately 20,150 and 16,290 for the Yarrowonga town centre.

The Estimated Resident Population of the Moira Shire is projected to increase to 32,043 by 2031<sup>2</sup>. Population forecasts for Cobram and Yarrowonga show that both Cobram and Yarrowonga are projected to experience population growth

<sup>1</sup> Source: ABS (SA2 level)

<sup>2</sup> Source: Victoria in Future 2016 (VIF2016) using VIFSA boundaries.

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to 2031. Between 2016 and 2031 the Cobram-Numurkah District's population is projected to grow by 3.8% and Katamatite-Yarrawonga District is projected to grow by 23.2%. Forecasted population in the northern parts of the catchment areas within the Berrigan and Corowa Shires indicates negative growth between 2016 and 2031, based on NSW Department of Planning and Environment's 2016 population and household projections.

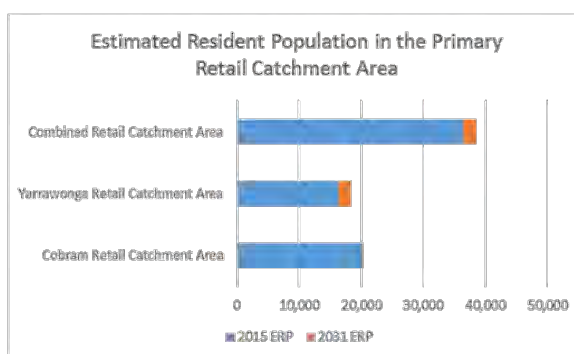


Figure 2: Retail Catchment Area Estimated Resident Population

As stated above the VIF2016 projection area doesn't align with the primary catchment area, requiring calculation of the 2031 catchment population. The resident population for the primary retail catchment is estimated to grow by 2,105 to approximately 38,545 by 2031; Cobram's catchment growing by over 126 people and Yarrawonga's catchment by over 1,980. Note these figures do not include seasonal workers or tourist within the catchment.

It is important to note that continuous growth of Cobram's population is projected, however the projected population decline in parts of the catchment area reduces the overall population growth of the catchment area. Yarrawonga's catchment also has certain areas with projected negative population growth, however strong sustained population growth is projected for most of the catchment area.

**Zoning and Land Use**

The analysis of existing zoned land includes the following planning zones: Commercial 1 Zone (C1Z); Commercial 2 Zone (C2Z); and Mixed Use Zone (MUZ). In some instances in Yarrawonga retail development is located on residential zoned land; these sites were included in the analysis to ensure accurate assessment of existing development patterns and land take-up for retail.

**Cobram**

The Cobram town centre is mainly located within the C1Z, with C2Z providing land for bulky goods, restricted retail and light industrial development. One MUZ area forms part of the town centre and the other is developed for a holiday park and doesn't form part of the core retail area. Cobram has a consolidated town centre with a distinct retail core and only one other small retail node to the north east of the core retail area.

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Figure 3: Comparison of Land Zoning and Land Use - Cobram

A significant portion of the land in the C1Z currently contains residential land uses (along and south of Queen Street). Approximately 11ha (55.73%) of C1Z land in Cobram is occupied by retail and commercial uses, 2 Ha (10.33%) is vacant, and 6.05 Ha (30.53%) is occupied by residential or other uses. Approximately 36.2 Ha (76.7%) of C2Z land in Cobram is occupied by retail and commercial uses and approximately 11ha (23.3%) is vacant.

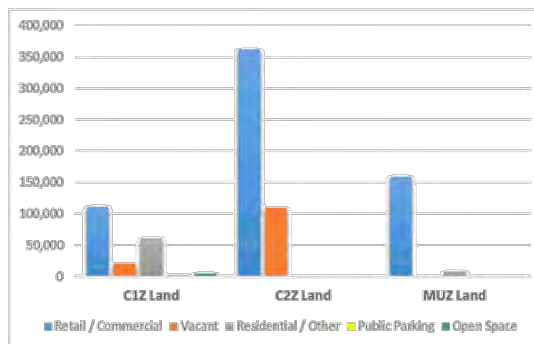


Figure 4: Current Use of Zoned Retail & Commercial Land - Cobram town centre

The retail offer in Cobram, in terms of range of goods and services, is considered good for the catchment size and vacancy rates are low (approximately 4% of total retail floor space). Revitalisation of some areas have occurred and a number of newer developments support the floor space supply and range of services/goods within the town centre.

Cobram has the following key retail anchors:

- Two supermarkets (Woolworths and IGA)
- One DDS (Target)
- Two major hardware stores (Mitre 10 and Home Timber & Hardware).

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Figure 5: Key Retail Uses - Cobram Town Centre

**Yarrawonga**

The Yarrawonga town centre is located within the C1Z, with C2Z providing land for bulky goods and restricted retail in three separate areas. A parcel of land is also zoned C1Z in a decentralised location adjacent to the Murray Valley Highway. The MUZ area northwest of the town centre is used primarily for residential purposes or vacant and interface the foreshore.

Retail & Commercial Zoned Land

Retail & Commercial Used Land



Figure 6: Comparison of Land Zoning and Land Use - Yarrawonga

The majority of the core retail area of Yarrawonga is comprised of land in the C1Z; most of this land is currently used for retail and commercial purposes with small areas used for public car parking and residential uses. This high level of occupancy by commercial and retail uses indicates the economic health of the core retail area is strong and there may be demand for additional C1Z land in the future, particularly around Belmore Street. Residential and recreation uses separate the core retail area from the retail and commercial uses occurring on the GRZ1 land at the southern end of Belmore Street (including a KFC and McDonalds).

Approximately 17.16 Ha (79.40%) of land in the C2Z is currently vacant. There is 0.99 Ha of land in the MUZ, all of which adjoins the C1Z to the north east of the core retail area. Approximately 0.44 Ha (44.13%) of the MUZ land is occupied by residential or other uses, 0.4 Ha (40.91%) is vacant and 0.15 Ha (14.96%) is occupied by commercial and retail uses.

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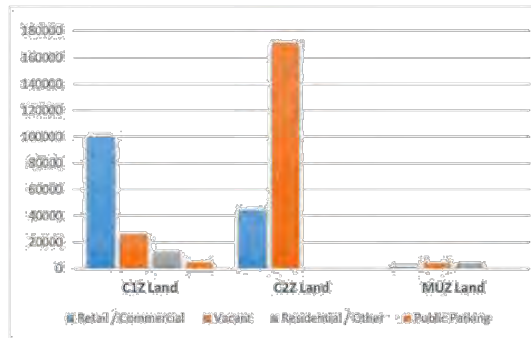


Figure 7: Current Use of Zoned Retail & Commercial Land – Yarrowonga town centre

The retail offer in Yarrowonga in terms of range of goods and services is considered very good for the catchment size and vacancy rates are low (approximately 5% of total retail floor space). A number of new developments support the floor space supply and range of services/goods within the town centre, most notably in the southern end of the town centre.

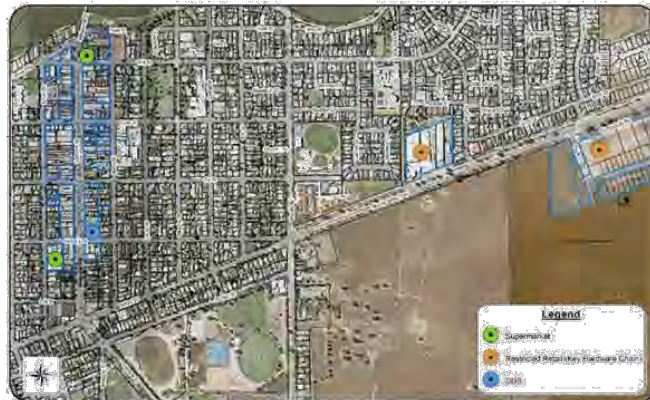


Figure 8: Key Retail Uses - Yarrowonga

Yarrowonga has the following key retail anchors:

- Two supermarkets (Woolworths and IGA)
- One DDS (Target)
- Two major hardware stores (Home Timber & Hardware and Bunnings).

**Retail Floor Space Assessment**

Land use within the commercially zoned areas (C1Z, C2Z and relevant MUZ) and individual residential zoned sites with existing retail uses, were classified using the Australian and New Zealand Standard Industrial Classification (ANZSIC) codes. The 'division' level was used to classify all uses and 'subdivision' level was used to provide a higher level of detail for retail, food and accommodation services. For the purposes of this report, 'conventional retail' includes:

- Food retailing (incl. supermarkets, liquor outlets, butchers, bakers, greengrocers, etc.)
- Store-based retail (incl. non-food goods, clothing, household goods, recreational goods, florists, toys, chemists, second hand goods, etc.)

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- Vacant retail buildings
- Food and beverage services (incl. cafes, restaurants, hotels, take-away food outlets, etc.)

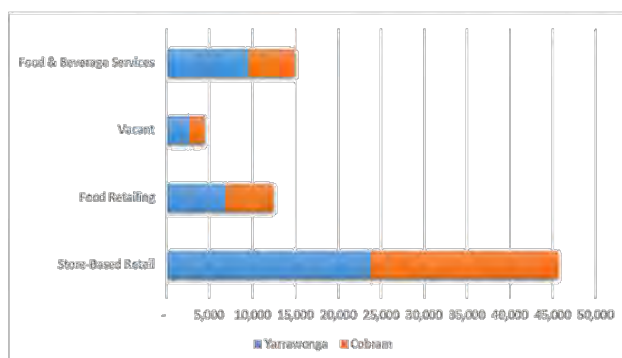


Figure 9: Retail Floor Space within Cobram and Yarrawonga

The combined conventional retail floor space for Cobram and Yarrawonga is estimated to be 77,277m<sup>2</sup>. With the estimated floor space of existing supermarkets in other centres located within the estimated primary catchment included, the total conventional retail floor space for the catchment is estimated at 84,432m<sup>2</sup>.

Tourism represents around 30% of output, 27% of value added and 28% of employment within the retail and food and accommodation sectors of the Moira Shire. Of the total used retail and food and accommodation floor space of 72,868m<sup>2</sup> in Cobram and Yarrawonga town centres, an estimated 7,675m<sup>2</sup> (10.5%) is tourism related.

The estimated existing retail floor space allocation for Cobram and Yarrawonga's catchment areas are summarised below:

	Cobram Catchment	Yarrawonga Catchment	Total Catchment
Estimated Retail Floor Space (town centre and developed commercial land)	34,457 m <sup>2</sup>	42,820 m <sup>2</sup>	77,277 m <sup>2</sup>
Other supermarkets in centres within the primary catchment area	5,935 m <sup>2</sup>	1,220 m <sup>2</sup>	7,155 m <sup>2</sup>
<b>Total Estimated Retail Floor Space</b>	<b>40,392 m<sup>2</sup></b>	<b>44,040 m<sup>2</sup></b>	<b>84,432 m<sup>2</sup></b>
Tourism retail floor space component	3,297 m <sup>2</sup>	5,033 m <sup>2</sup>	8,330 m <sup>2</sup>
<b>Total Estimated Retail Floor Space without tourism component</b>	<b>37,095 m<sup>2</sup></b>	<b>39,007 m<sup>2</sup></b>	<b>76,102 m<sup>2</sup></b>
Per Capita retail floor space allocation without tourism component	1.84	2.39	2.09

Table 1: Estimated Existing Retail Floor Space Allocation for Cobram and Yarrawonga Catchment Areas

The Cobram sub-catchment with an estimated 20,150 residents includes the following centres/towns (each with at least one small supermarket) with a combined estimated floor space of 40,392m<sup>2</sup>: Cobram; Numurkah; Finley; Barooga; Berrigan; and Tocumwal.

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The Yarrawonga sub-catchment with an estimated 16,290 residents includes the following centres/towns with a combined estimated floor space of 44,040m<sup>2</sup>: Yarrawonga; Mulwala; Tungamah (no supermarket); Bundalong (no supermarket); and Oaklands (no supermarket).

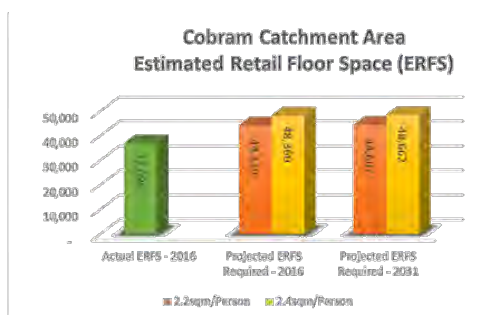
Cobram's sub-catchment is better served by decentralised smaller supermarkets while the Yarrawonga sub-catchment only has one other supermarket at Mulwala. The higher floor space provision in Yarrawonga can partly be attributed to new retail developments and upgrades (including the newly developed Bunnings bringing another national retailer into the catchment area), tourism, the stronger restaurant sector and continued population growth of the area supporting a wider range of goods and retail expenditure. Cobram likely has a larger existing shortfall in floor space provision when considering the centre also services the retail needs of seasonal workers and potential expansion of the tourism sector.

**Projected Retail Floor Space Demand to 2031**

Projected retail floor space demand to 2031 has been calculated based on projected population growth in the respective catchments and tourism demand. A per capita retail floor space of 2.2-2.4m<sup>2</sup> is an accepted average<sup>3</sup> for the catchments resident population. The indicative retail catchment for Yarrawonga has a per capita floor space allocation of 2.39m<sup>2</sup>, whilst Cobram's is significantly lower at 1.85m<sup>2</sup>.

A ratio of 2.2m<sup>2</sup> per capita is the theoretical equilibrium for supply and demand, whilst 2.4m<sup>2</sup> per capita is the higher end of accepted average retail floor space allocation. Including the higher allocation of 2.4m<sup>2</sup> in projected demand calculations has the strategic benefit of supporting retail supply (and associated choice and range) in the catchment and reduce potential existing leakage to other larger centres, and ensuring adequate zoned land supply is available to address future needs and facilitate development. Whilst this allocation does not include the demand generated by seasonal workers and tourism, it does provide support for additional floor space in the catchment that will in effect also service these markets.

Should a ratio of 2.2m<sup>2</sup> be applied to the Cobram catchment area an additional 7,512m<sup>2</sup> retail floor space will be required by 2031. Should a ratio of 2.4m<sup>2</sup> be applied to the Cobram catchment area an additional 11,567m<sup>2</sup> retail floor space will be required by 2031. Note the tourism component are not included in these figures.



**Figure 10: Current and Future Estimated Retail Floor Space for Cobram catchment area**

Should a ratio of 2.2m<sup>2</sup> be applied to the Yarrawonga catchment area an additional 1,187m<sup>2</sup> retail floor space will be required by 2031. Should a ratio of 2.4m<sup>2</sup> be applied to the Yarrawonga catchment area an additional 4,841m<sup>2</sup> retail floor space will be required by 2031. Note the tourism component are not included in these figures.

<sup>3</sup> Various sources identify a range of 2.2m<sup>2</sup> to 2.4m<sup>2</sup> retail floor space per person in Australia.

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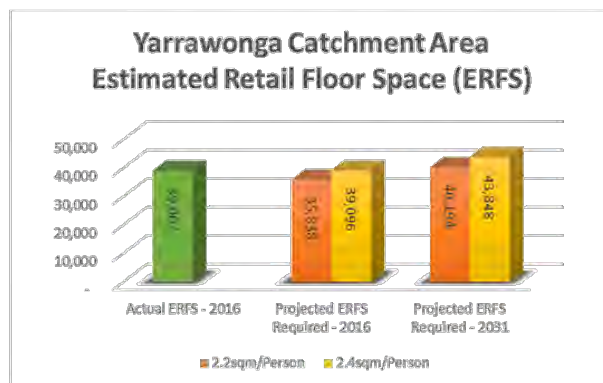


Figure 11: Current and Future Estimated Retail Floor Space for Yarrawonga catchment area

The analysis estimates that tourism contributes 3,297m<sup>2</sup> retail floor space to Cobram and 5,033m<sup>2</sup> to Yarrawonga. Projections estimate additional demand by 2031 resulting from tourism in Yarrawonga will be around 810m<sup>2</sup> and in Cobram, 391m<sup>2</sup>.

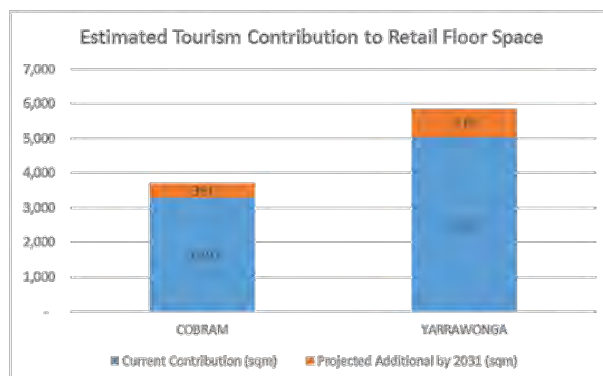


Figure 12: Estimated Tourism Contribution to Retail Floor Space

The table below outlines the total theoretical additional retail floor space requirements by 2031 when tourism is included. Projections based on a 2.2m<sup>2</sup> per person allocation estimate a combined shortfall of 6,731m<sup>2</sup> retail floor space by 2031, and a 2.4m<sup>2</sup> allocation estimate a combined shortfall of 17,609m<sup>2</sup>.



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**ADOPTION OF THE COBRAM AND YARRAWONGA RETAIL POLICY  
FRAMEWORK BACKGROUND ANALYSIS AND OPTION REPORTS (cont'd)**

**ATTACHMENT No [1] - Background Analysis Report**

Moira Shire Council

Retail Policy Framework for Cobram and Yarrowonga: Background  
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Component	Cobram Catchment	Yarrowonga Catchment	Combined Catchment
Retail floor space required to meet 2.2m <sup>2</sup> per capita ERP for 2016 (current vacant floor space included)	7,235m <sup>2</sup>	-3,169m <sup>2</sup>	11,354m <sup>2</sup>
Retail floor space required to meet 2.2m <sup>2</sup> per capita ERP by 2031	277m <sup>2</sup>	1,187m <sup>2</sup>	5,054m <sup>2</sup>
Retail floor space required to meet tourism growth to 2031	391m <sup>2</sup>	810m <sup>2</sup>	1,201m <sup>2</sup>
<b>TOTAL</b>	<b>7,903m<sup>2</sup></b>	<b>-1,172m<sup>2</sup></b>	<b>6,731m<sup>2</sup></b>
Retail floor space required to meet 2.4m <sup>2</sup> per capita ERP for 2016 (current vacant floor space included)	11,265m <sup>2</sup>	89m <sup>2</sup>	11,354m <sup>2</sup>
Retail floor space required to meet 2.4m <sup>2</sup> per capita ERP by 2031	302m <sup>2</sup>	4,752m <sup>2</sup>	5,054m <sup>2</sup>
Retail floor space required to meet tourism growth to 2031	391m <sup>2</sup>	810m <sup>2</sup>	1,201m <sup>2</sup>
<b>TOTAL</b>	<b>11,958m<sup>2</sup></b>	<b>5,651m<sup>2</sup></b>	<b>17,609m<sup>2</sup></b>

Table 2: Projected Retail Floor Space Demand to 2031

The analysis show that additional retail floor space is required to service the catchment's ERP to a theoretical per capita allocation of both 2.2m<sup>2</sup> and 2.4m<sup>2</sup>. Whilst this allocation does not include the demand generated by seasonal workers, it does provide support for additional floor space in the catchment that will in effect also service this market. The impact any potential leakage of retail trade to other centres have not been included as yet; this will be considered in the policy directives of the study. Yarrowonga's projected floor space shortfall is mainly attributed to projected population growth in the catchment area supported by tourism, whilst Cobram has an existing shortfall combined with modest population growth in the catchment area.

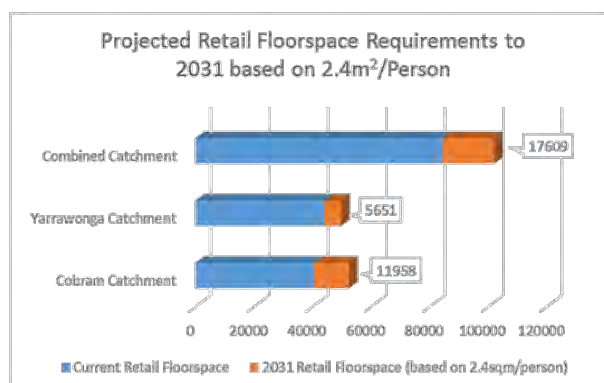


Figure 13: Estimated Current and Future Retail Floor Space - Primary Catchment Area

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**Zoned Land Supply**

The zoned land use analysis and floor space analysis for Cobram and Yarrowonga identify there generally is adequate zoned C1Z and C2Z land to accommodate future growth in both town centres. The suitability of the land for retail and restricted retail development however varies in the respective centres.

*Cobram C1Z Land*

Cobram has over 8 Ha of C1Z zoned land that is either vacant or used for residential purposes. The majority of this land is not covered by planning overlays that will inhibit a change in land use, is located adjacent to developed commercial land, have good road access, and will support integrated development with the existing town centre. It is acknowledged that, given the lack of large vacant sites, redevelopment (and potentially consolidation) of existing properties will be required for larger floor plate developments such as a new full-line supermarket or DDS; this may inhibit development, however the benefit of development occurring here will be integrated development within the current C1Z zoned area. The cost and related complications of having to consolidate land will very likely discourage the development of a full-line supermarket or DDS in this area, and smaller retail and commercial developments are most likely to develop in this area over time.

*Cobram C2Z Land*

Cobram has over 11ha of vacant zoned C2Z land. A number of larger vacant parcels are located in close proximity to the core retail area of the town centre, which will make them highly suitable for future development. The C2Z area generally has good highway frontage that will support the development of these vacant sites. Should vacant C2Z land however be utilised for core retail such as a supermarket (which could require a land parcel between 6,000 and 9,000m<sup>2</sup>), this will affect land supply and expansion of C2Z land may need to be considered if demonstrated demand exists.



**Figure 14: Vacant Zoned C1Z and C2Z Land - Cobram**

The current land supply is considered adequate to support restricted retail and bulky goods development in Cobram to reduce potential loss of expenditure to other larger centres and the projected population growth. Although the C2Z land supply is considered adequate to meet projected demand, there are limited sites capable of accommodating a larger floor plate development (such as Bunnings) with exposure to the highway. Should a development of this scale be required and not accommodated by utilising vacant land or redevelopment of properties in the C2Z, the proposed Cobram Business Park could be a viable alternative in the future to expand the C2Z area.

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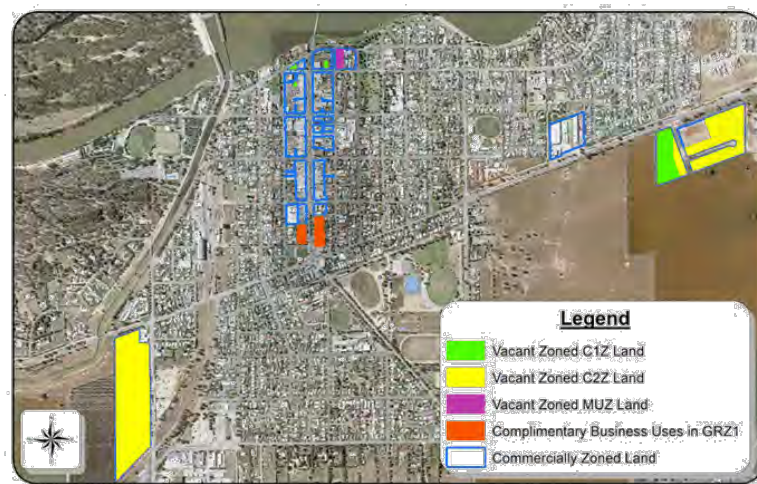
Retail Policy Framework for Cobram and Yarrawonga: Background  
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*Yarrawonga C1Z Land*

Yarrawonga currently has approximately 2.6 Ha of vacant C1Z zoned land, the majority of this land being in one parcel located in a decentralised location along the Murray Valley Highway, and two smaller parcels in the northern section of the town centre. Yarrawonga has limited zoned land in the town centre to accommodate retail development or retail expansion. A limited number of properties used for residential purposes are available for conversion to retail use, however most of these do not have frontage to Belmore Street or main retail streets and will most likely be suitable for non-retail commercial development. The C1Z zoned parcel fronting onto Murray Valley Highway is adequately sized to accommodate a new full-line supermarket and additional retail development in a decentralised location to service the new residential developments to the east of the town centre. Should it be assumed 35-40% of this land are available for retail floor space once developed, this site alone can potentially accommodate 9,100-10,500m<sup>2</sup> of new retail floor space. The land fronting onto Belmore Street, south of the town centre and north of the Murray Valley Highway, can currently be developed for 'complimentary business uses' based on Planning Scheme provisions; however a planning permit or rezoning will be required. Support for retail development in this location is not based on a lack of zoned land supply but rather the strategic extension of the town centre towards existing business uses and providing additional commercial development opportunity in a centralised location.

*Yarrawonga C2Z Land*

Yarrawonga is well-served by vacant C2Z land, with over 17 Ha zoned C2Z land currently vacant in two different locations. This land supply can accommodate the catchment's C2Z needs without any need to open up further areas for development.



**Figure 15: Vacant Zoned C1Z and C2Z Land - Yarrawonga**

The C2Z areas generally has good highway frontage that will support the development of these sites. The new Bunnings will substantially increase the local offer and support retention of local expenditure in Yarrawonga. It may also stimulate further development on the surrounding C1Z and C2Z land and residential development occurs proximate to this location (noting the now lapsed permit application for a supermarket on the C1Z land). The C2Z area along Burley Road is located closer to the town centre and proximate to the industrial area, with some exposure to the Murray Valley Highway which makes it suitable for restricted retail development; no commercial development application has been lodged to date and the development aspirations for this land is uncertain.

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The catchment size of both town centres benefit from having centralised town centres and retail development that generate economies of scale. The current development pattern and available commercial zoned land generally supports integrated development outcomes and can accommodate projected future demand. Specific sites may however require further consideration to ensure strategic developments can be facilitated in the catchment area to support both projected demand for local retail needs and potentially reduce higher order retail and comparison shopping currently accessed in larger centres.

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**1. Introduction**

The Moira Shire Council is seeking policy direction to guide retail development in the towns of Cobram and Yarrawonga, with a specific focus on the town centres of these major towns within the municipality.

The project aims are to:

- Develop a **qualitative analysis** of the two town centres, including a determination of the retail needs of the community and key stakeholders
- Develop a **retail policy framework** for each town centre to guide land use and development, and inform decision-making.

The purpose of undertaking the study is to:

- Establish the objectives, principles and key strategies for existing retail centres of Cobram and Yarrawonga, the potential expansion/reduction of the retail footprint area
- Provide a context for and inform the review of the Moira Planning Scheme in respect to retail provision of the two major retail centres
- Guide private sector investment and the Shire's capital works expenditure
- Provide Council with a sound basis for decision making on development applications, rezoning proposals and the provision and location of future Council services and facilities
- Identify potential retail locations requiring particular action, for example where potential may exist outside the exiting retail footprint areas or for the restoration and improvement within the existing two established retail centres
- Capitalise on opportunities to revitalise the two existing retail centres
- Provide sufficient development opportunities to enable a diverse supply of retail floor space to meet community needs including potential for establishment of new anchor tenancies
- Cater for a full range of retail needs from local convenience to higher order comparison retail/goods and services perspective
- Promote walkability within the retail areas and by arranging activities within the two town centres in such a manner to improve access by foot/ bicycle rather than having to depend on access by car.

The Retail Policy Framework should also include recommendation in regard to the phasing of implementation.

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## 2. Context and background

### 2.1 Moira Shire

Moira Shire is situated within the Hume Region of Victoria and covers 4,045 square kilometres stretching from Bundalong in the east to the Barmah National Park to the west. The municipality had a population of 28,123 at the 2011 Census. The population is projected to grow from 28,942 in 2016 to 32,043 in 2031<sup>4</sup>.

The Shire shares a border with the Campaspe, Greater Shepparton, Benalla, Wangaratta and Indigo municipalities. Shepparton, Wangaratta and Albury-Wodonga are the nearest regional cities to Shire.

Moira Shire consists of four major towns; Cobram, Nathalia, Numurkah and Yarrawonga and 17 smaller towns; Barmah, Bearii, Bundalong, Invergordon, Katamatite, Katunga, Koonoomoo, Kotupna, Lake Rowan, Picola, St James, Strathmerton, Tungamah, Waaia, Wilby, Wunghnu and Yarroweyah.

### 2.2 Cobram

Cobram is the second largest town in Moira Shire by resident population, but the largest town by size of workforce and an important economic hub for the Goulburn Valley agricultural region. In 2015 Cobram had a population of 6,315 persons. It is important to note that Cobram receives a high number of seasonal workers during the fruit picking season. These workers are generally younger and not fully captured in Census data.

Cobram is the birthplace of Murray-Goulburn Dairy, Australia's largest dairy co-operative. Dairy and horticulture continue to drive the local economy with a number of supply-chain firms to support the town's significant food processing sector including transport and logistics, engineering, and professional and finance advisory services. The town is located within 70km from Shepparton and there are important economic flows between Cobram and the major regional centre through supply chain firms.

Cobram is the administrative centre for Moira Shire Council, a significant employer in the town. The town also serves as an important service and retail hub for the surrounding rural townships stretching towards Southern NSW (as north as Jerilderie). The town's Murray River frontage and iconic inland beaches make it a popular fishing and recreation destination during the summer months.

The cross-border relationship with Barooga is important as it is a significant township with a population of 1,498 residents which utilise services in Cobram. Strathmerton is located just a 10-minute drive from Cobram and despite being a small settlement of approximately 500 residents has a number of significant businesses including Bega Cheese.

The township is clustered between the Murray Valley Highway and Murray River. The commercial centre of the town is somewhat contained along Punt Road, Main Street and Bank Street. The town centre contains a mix of retail outlets and other services such as commercial, professional, entertainment and health.

### 2.3 Yarrawonga

Yarrawonga is the largest town in the Moira Shire, having overtaken Cobram with a population of over 7,603. The town is located on the southern bank of Lake Mulwala on the Murray River and has strong links with southern New South Wales, particularly the Mulwala township.

Lake Mulwala plays an important role in the town as a valuable irrigation resource for local agriculture, a range of recreational activities and environmental assets, and a drawcard for tourists and lifestyle residents (particularly retirees).

<sup>4</sup> Victoria in Future 2016

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The cross-border relationship with Mulwala is important as it is a significant township with a population of over 2,000 residents which utilise Yarrawonga's services.

The Murray River Valley Highway transects the town from east to west, with the commercial centre of the town clustered along Belmore Street between the Highway and Lake Mulwala.

Yarrawonga's economy is strongly service-oriented reflecting the town's lifestyle and tourism economic role.

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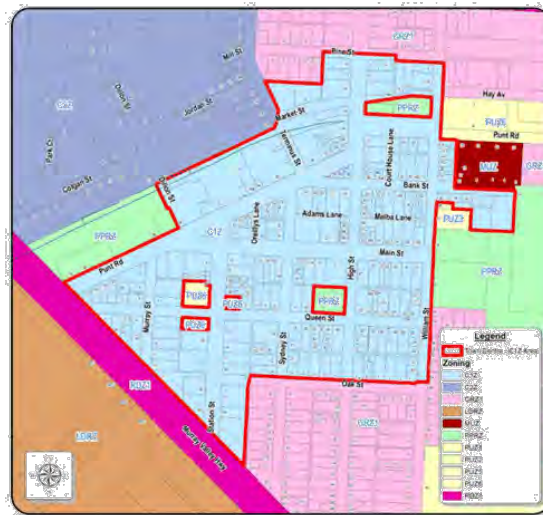
**3. Planning Scheme and Policy Context**

**3.1 Planning Scheme Zoning and Overlays**

**3.1.1 Cobram**

**3.1.1.1 Zoning**

The Cobram town centre consist primarily of Commercial 1 Zone (C1Z) land located to the north-east of the Murray Valley Highway.



**Figure 16: Zoning - Cobram Town Centre**

The core retail area of Cobram comprise properties generally located within the area bound by Main Street, Punt Road and William Street, as well as properties fronting Main Street, Punt Road and Station Street. The core retail area is surrounded by land in a range of zones including the Public Use Zone (PUZ), the Public Park and Recreation Zone, the C1Z and the Commercial 2 Zone (C2Z)

The C1Z land surrounding the core retail area contains a mix of commercial, retail and residential uses as well as car parks and vacant land. There is also a small retail node on land in the C1Z further east of the core retail centre straddling Mookaril Street. A small area of land in the Mixed Use Zone (MUZ) containing residential and commercial uses is located to the immediate east of the core retail centre; it is bound by Punt Road to the north, William Street to the west and residential development to the east. A larger section of land in the MUZ containing Oasis Caravan Park is located to the north-west of the core retail area on Cobram-Koonoomoo Road and doesn't form part of the town centre.

The C2Z area is located in a contiguous linear area of land to the immediate north-west of the town centre generally straddling the Murray Valley Highway, Broadway Street, Colgan Street, and Jordan Street. It is bound by land in the Industrial 1 Zone (IN1Z) to the northwest, Farming Zone (FZ1) to the west and south, Low Density Residential Zone (LDRZ) to the southeast, C1Z and PPRZ land to the east and GRZ1 land to the northeast.



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Figure 17: Zoning - Cobram Commercial 2 Area

3.1.1.2 Overlays

The Parking Overlay (PO2) affects all land in the C1Z, C2Z and MUZ. The Heritage Overlay affects both individual properties and a precinct area within the core retail area of Cobram, however the majority of C1Z, C2Z and MUZ zoned land are not covered by the Heritage Overlay.

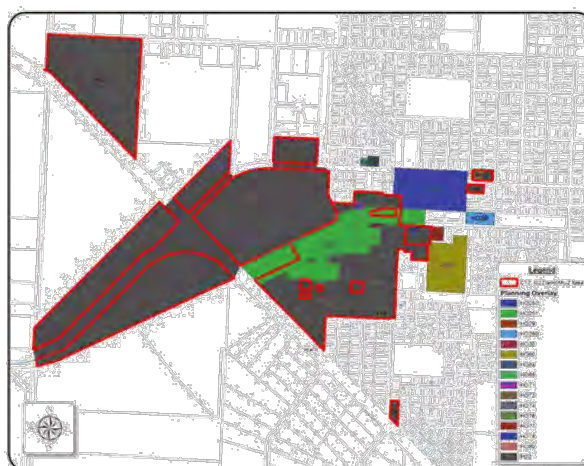


Figure 18: Cobram Planning Overlays in Retail and Commercial Areas

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**3.1.2 Yarrawonga**

3.1.2.1 Zoning

The core retail centre of Yarrawonga comprises a contiguous linear tract of land generally along both frontages with Belmore Street in the C1Z. A range of fast food and service retailers occupy land in the General Residential Zone (GRZ1) on the respective corners of the intersection of Belmore Street and Telford Street. A section of land in the MUZ is located to the immediate east of the core retail centre and bound by the Lake Mulwala foreshore to the north, Lynch Street to the east, Hume Street to the west and residential development to the south on Witt Street.



Figure 19: Zoning - Yarrawonga Town Centre

Two separate retail nodes are emerging on land in the C1Z and Commercial 2 Zone (C2Z) located along the Murray Valley Highway to the east of the core retail centre. The first area consist of the Home Timber & Hardware site and the second is the Bunnings development site.

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Figure 20: Zoning - Yarrowonga Commercial Area along Murray Valley HWY

There is also a parcel of land in the C2Z located on the south western corner of the Murray Valley Highway and Burley Road intersection. The site is currently undeveloped and borders onto the emergency services hub.



Figure 21: Zoning - Commercial 2 Area along Burley Road

3.1.2.2 Overlays

All of the land in the town centre of Yarrowonga is subject to the Parking Overlay (PO1). The precinct Heritage Overlay (HO264) applies to most of the town centre, with some properties also covered by Heritage Overlays (individually significant).

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Figure 22: Yarrawonga Planning Overlays - Town Centre

The land containing the separate retail node located on the southern side of the Murray Valley Highway is subject to the Development Plan Overlay (DPO7). The Parking Overlay (PO1) and Land Subject to Inundation Overlay (LSIO) also apply to parts of this land.

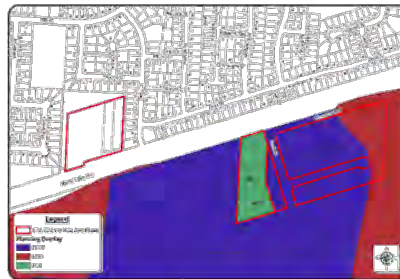


Figure 23: Yarrawonga Planning Overlays - Murray Valley Hwy Commercial Area



Figure 24: Yarrawonga Planning Overlays - C2Z Area along Burley Road

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**3.2 Council Plan 2013-2017**

The Council Plan identifies tourism as a major contributor to the economic output of the municipality and a source of employment for 5.6% of Moira's workforce. The plan seeks to strengthen tourism as well as the wider economy of Moira by implementing the Business and Innovation Strategy 2013-2017 and developing the 2017-2021 Economic Development Strategy.

The plan outlines priorities for Council including developing a Tourism Strategy, an Arts and Culture Strategy and undertaking reviews and developing land use, structural and master plans that support business and tourism opportunities and investment.

**3.3 Goulburn Valley Sub Regional Plan**

Moira Shire is located in the Goulburn Valley subregion, which is one of four sub regions within the Hume Region.

The plan discusses the importance of the tourism industry to the region and attributes its strength to the close proximity to Melbourne and natural attractions. The plan recognises the significant contribution summer tourism in Cobram and Yarrawonga makes to the local economy and its potential for future expansion.

**3.4 Moira Shire Business and Innovation Strategy 2014-2017**

The Moira Shire Business and Innovation Strategy 2014-2017 provides Council with guidance for economic development within the Shire. The strategy recognises business services and tourism as economic strengths of the Moira Shire and the retail industry as the second largest employer in the Shire, accounting for 10 percent of all business establishments (excluding agricultural enterprises) and 25 percent of total business turnover. The strategy considers employment in these sectors to be a factor driving population growth in Moira Shire. Tourism, in particular, is considered to be a major employer in Cobram and Yarrawonga.

The Strategy states that the total retail and commercial floor space within the core retail centres of Cobram, Yarrawonga, Numurkah and Nathalia is 95,247 square metres, 12 percent of which is vacant (although the source of the information could not be confirmed).

The strategy identifies opportunities in the retail sector for the bulky goods retailers and niche retailers and makes mention of the positive business case for a cinema and bowling complex in either Cobram or Yarrawonga. For the tourism sector, opportunities for nature based tourism accommodation, equipment hire businesses, cafes and restaurants, tour and activities based businesses were identified.

**3.5 Hume Regional Growth Plan**

The Hume Regional Growth Plan (the plan) provides direction for the management of growth, change, land use and development within the Hume Region, which comprises the Alpine, Benalla, Greater Shepparton, Indigo, Mansfield, Mitchell, Moira, Murrindindi, Strathbogie, Towong, Wangaratta and Wodonga municipalities, over the next 30 years.

The vision set out in the plan states that "The Hume Region will be resilient, diverse and thriving. It will capitalise on the strengths and competitive advantages of the four sub regions, to harness growth for the benefit of the region and to develop liveable and sustainable communities."

To realise this vision, the following principles were established in the plan:

- ▶ "Promote an efficient development pattern to maximise the use of existing infrastructure, complemented by investment in new infrastructure for growth areas"
- ▶ "Enhance liveability and promote excellence in sustainable design"
- ▶ "Build on the region's economic strengths and competitive advantages"

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Tourism is identified in the plan as an important industry and employer for the Hume Region. The plan recognises that key regional attractions, such as the Murray River, have provided the region with a niche in tourism markets. It states that the natural beauty of the region is an attraction for tourists and investors. The plan considers the region to be attractive for new investment and economic development.

The plan states that employment, transport services and commerce should underpin urban growth and that ensuring opportunities for commercial development is important for providing employment and strengthening the economy. The plan calls for the impact of online shopping on the region's retail sector to be considered when configuring the future retail floor space of urban areas and for areas of employment to be located appropriately and serviced to make use of existing water, infrastructure, information and communications technology, transport and energy connections. The plan identifies these services as contributing factors to attracting new investment, supporting growth of existing business and industry, and increasing economic development in the Hume Region. As a future direction for regional growth, the plan seeks to capitalise on the Hume Region's competitive advantages, opportunities and strengths when managing growth and change. The plan calls for the distinctive character of urban settlements to be maintained and enhanced because they contribute to the liveability, character and identity of the urban settlements themselves and the Hume Region as a whole.

The plan recognises the interdependent relationship between the cross-border twin towns of Cobram-Barooga and Yarrawonga-Mulwala in terms of services and that when considered as combined rather than in isolation, these relationships comprise larger and more diverse economies. The plan states that a new bridge at Yarrawonga will enhance connections across the Murray River. The plan also makes note of Cobram's strategic location near the intersection of key transport routes connecting Melbourne and Brisbane and Albury-Wodonga and Adelaide.

**3.6 Hume Regional Plan (Hume Strategy)**

The Hume Strategy for Sustainable Communities is a companion document to the four sub regional plans, including the Goulburn Valley Sub Regional Plan, which provides advice and recommendations for decision making and investment in the region over 10 years. The Strategy focuses on regional and sub regional matters, rather than matters for individual municipalities. However, it does identify Cobram and Yarrawonga as bases for significant summer tourism owing to the Murray River. The strategy identifies tourism as an economic and employment growth sector. A goal of the strategy is to capitalise on the competitive advantages of the region to achieve a thriving and dynamic economy. The vision set out in the Strategy states that *"The Hume Region will be resilient, diverse and thriving. It will capitalise on the strengths and competitive advantages of the four sub regions, to harness growth for the benefit of the region and to develop liveable and sustainable communities."* The Strategy identifies the management of development pressures as a challenge facing the region and calls for the investigation of the latent capacity of existing commercial areas and to new commercial capacity to be identified and planned for.

**3.7 Moira Planning Scheme Municipal Strategic Statement (MSS)**

*Clause 21.01 Municipal Overview* of the Municipal Strategic Statement (MSS) in the Moira Planning Scheme lists tourism among the economic strengths of the Shire. It credits the natural features of the Shire, including the Murray, Goulburn Rivers and Ovens Rivers and the Barmah Forest as the basis of the tourism industry.

An objective under *Clause 21.04-3 Settlement Objectives* calls for the consolidation of retail precincts within the Shire's townships unless there is demand for specific types of outlets in planned precincts.

Strategies for settlement under *Clause 21.04-4 Settlement Strategies* include:

- ▶ Discouraging the establishment of stand-alone retail outlets outside of town centres unless they are included in a planned commercial precinct
- ▶ Maintaining Cobram's existing structure including the clear separation of land use activities

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- ▶ Encouraging the establishment of the Cobram Business Park on land between the Murray Valley Highway, Cobram-Koonoomoo Road and Ritchie Road
- ▶ Implementing the recommendations of the Cobram Urban Design Framework (2006) and the Yarrowonga Urban Design Framework (2000)
- ▶ Facilitating the redevelopment of railway land deemed to be surplus by VicTrack for either open space or commercial type uses
- ▶ Relocating inappropriate, non-core uses within the town centres to more suitable and appropriately zoned sites
- ▶ Carrying out a retail/business floor space analysis for Cobram
- ▶ Encouraging vacant and underutilised sites within Cobram's commercial precincts, including the town centre, to be redeveloped
- ▶ Developing a village green/community gathering place in the town centre of Cobram
- ▶ Protecting the town centres of Cobram and Yarrowonga by supporting new retail developments in the streets surrounding the town centres with active frontages on the ground floor and offices above the ground floor
- ▶ Facilitating the establishment of a medical precinct centred on the Cobram Hospital in Broadway Street
- ▶ Ensuring that future development in Yarrowonga and Cobram is generally in accordance with the Town Structure Plans
- ▶ Encouraging the rear of shops in Belmore St in Yarrowonga to be used more effectively – by providing pedestrian access to the rear of these sites there will be greater opportunities for the sites to be used for car parking
- ▶ Redeveloping land adjacent to the northern end of Belmore Street at the interface of Lake Mulwala and the Town Centre in Yarrowonga for tourism, retailing and residential uses
- ▶ Encouraging the integration of Kennedy Park with the Lake Mulwala foreshore and the northern end of Belmore Street
- ▶ Accommodating complementary business uses at the southern end of Belmore Street
- ▶ Promoting mixed use development within the area between Hunt St, Lynch St, Witt St, and Hume St
- ▶ Investigating options for urban renewal and redevelopment of the land between the rail line, Belmore Street and the Murray Valley Highway
- ▶ Implementing the recommendations of the Moira Rural Living Strategy 2004 and the Yarrowonga Strategy Plan 2004
- ▶ Attracting businesses to Yarrowonga that fill need gaps including the following types of outlets: hardware and homewares, lighting, garden and landscape supplies, builders' hardware, plumbing supplies, wood and timber supplies, tile and tiling supplies, window coverings, nursery and nursery supplies
- ▶ Supporting the establishment of five-star accommodation in Yarrowonga
- ▶ Protecting the ambience of Belmore Street in Yarrowonga by retaining the car parking in the centre of the road
- ▶ Identifying and developing off-street car parks for use by traders, customers and visitors of Belmore Street in Yarrowonga.
- ▶ Facilitating the subdivision of land at the saleyards, the eastern end of Melaleuca Street and land deemed surplus in the rail yards for service/light industry development.
- ▶ Facilitating a north-south bypass of Belmore Street in Yarrowonga to coincide with the construction of a second road crossing over Lake Mulwala.

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*Clause 21.05 Economic Development* includes among 'key issues and challenges', the enhancement of the Shire's tourism industry by way of growth, development and diversification as well as ensuring the long-term protection and viability of the natural assets of the Shire.

Tourism is recognised under the clause as an economic and employment growth sector for the Shire as well as a contributor to the social, economic and physical composition of the Shire. It encourages new tourist attractions and services to be developed which will complement the existing tourism industry and improve the economic well-being of the community by creating jobs and wealth.

An objective for economic development listed under *Clause 21.05-3 Economic Development Objectives* is "to enable each urban centre to establish a clear role and function for its long term viability as a commercial and community centre."

Strategies for economic development under *Clause 21.05-4 Economic Development Implementation* include:

- ▶ Implementing Town Structure Plans through the development of urban centres in Moira Shire.
- ▶ Encouraging car parking that relates to town centres
- ▶ Identifying and developing appropriate locations for peripheral sales and ancillary business uses that complement core town centre activities
- ▶ Encouraging a range of business, tourism and industry developments throughout Moira Shire that do not threaten the natural and economic attributes of the municipality.

**3.8 Review of the Moira Planning Scheme and Amendment C77 (in progress)**

The Review of the Moira Planning Scheme (MPS) was prepared by Spectrum Planning Solutions and released in April 2016. The document makes recommendations for changes to the Local Planning Policy Framework (LPPF) and Municipal Strategic Statement (MSS) of the MPS, many of which relate to retail land use in Cobram and Yarrawonga. Amendment C77 to the Planning Scheme has been commenced to implement the MPS.

**Clause 21.07-1 Cobram**

The *Local area implementation* section in the proposed new *Clause 21.07-1 Cobram* of the LPPF includes the following relevant directives:

- Ensure development is generally consistent with the Cobram Framework Plan 2007 and contained within the settlement boundary.
- The existing structure of Cobram, with its clear division between land use activities, should not be compromised
- Encourage the establishment of a Cobram Business Park in the area defined by the Murray Valley Highway, Cobram-Koonoomoo Road and Ritchie Road.
- Facilitate the redevelopment of surplus railway land (if deemed surplus by Vic Track) for either open space or commercial type uses, as appropriate.
- Seek the relocation of inappropriate, non-core uses in the town centre to more suitable and appropriately zoned sites.
- Encourage the redevelopment of vacant and underutilised sites in the commercial precincts, including the town centre.
- Protect the town centre by supporting new retail developments that provide active frontages on the ground floor with offices above the ground floor in the streets surrounding the town centre.
- Facilitate the establishment of a medical precinct around the Cobram Hospital in Broadway Street.



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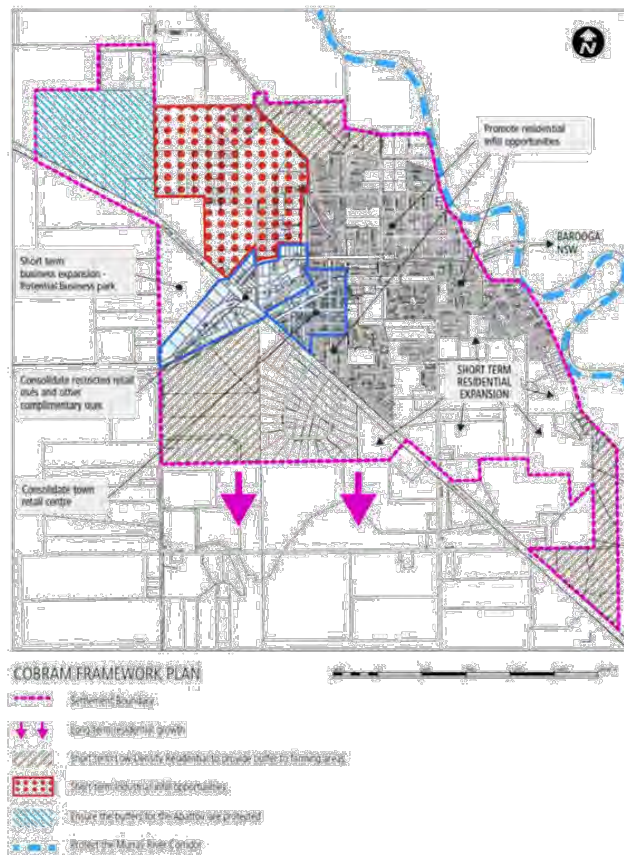
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**Figure 25: Cobram Framework Plan Contained in Amendment C77**

The strategic directives related to retail development in the draft MSS is generally consistent with the existing MSS provisions.

**Clause 21.07-2 Yarrawonga**

The *Local area implementation* section in the proposed new *Clause 21.07-2 Yarrawonga* of the LPPF includes the following relevant directives:

- Ensure development is generally consistent with the Yarrawonga Framework Plans and contained within the settlement boundary.
- Encourage the more effective use of the rear of Belmore Street shops. Pedestrian access to the rear of these sites will enable more opportunity for use of car parking at the rear of sites.
- Promote an integration of tourism, retailing and residential uses at the interface of Lake Mulwala and the Town Centre through redevelopment of land adjacent to the northern end of Belmore Street.
- Accommodate complementary business uses at the southern end of Belmore Street.
- Promote mixed use development within the area bounded by Hunt Street, Lynch Street, Witt Street and Hume Street.

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- Seek the relocation of inappropriate or non-conforming uses in Belmore Street and Hunt Street to more suitable and appropriately zoned sites.
- Support the development of restricted retail uses to avoid the loss of local expenditure to other regional centres.
- Protect the Belmore Street retail activity centre by favouring new developments that provide retail space on the ground floor with offices above the ground floor or in the streets surrounding Belmore Street.
- Protect the amenity of Belmore Street by retaining the centre of the road car parking.
- Identify and develop off-street car parks to service the needs of traders, customers and visitors of Belmore Street.

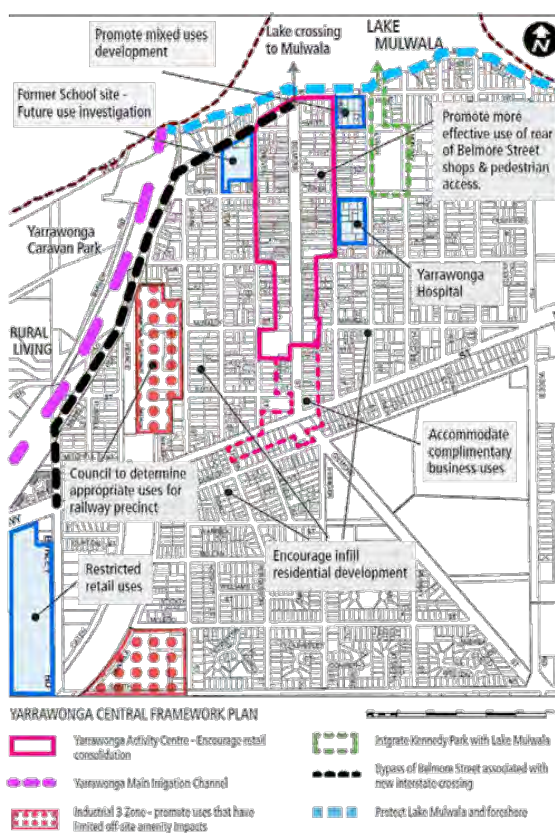


Figure 26: Yarrawonga Central Framework Plan Contained in Amendment C77

The strategic directives related to retail development in the draft MSS is generally consistent with the existing MSS provisions. The proposed *Yarrawonga Central Framework Plan* however better define the area south of the town centre where 'complimentary business uses' will be supported.

**3.9 Moira Shire Tourism Destination Management Plan 2015 – 2018**

The Moira Shire Tourism Destination Management Plan 2015-2018 (DMP) outlines strategies for achieving growth in tourism within the Moira Shire. According to the plan, tourism incorporates various industry sectors including retail and

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in supporting tourism a 'whole of Council approach' will be taken. The DMP has identified backpacker accommodation in Yarrowonga as a future tourism development opportunity that Moira Shire Council can provide support for to complement the existing tourism offer.

**3.10 Cobram Strategy Plan 2025**

The Cobram Strategy Plan 2025 (the plan) was prepared in 2006 with the objectives to:

- Facilitate the orderly development of urban areas, including for residential, commercial/business, industrial, open space and recreational land use activities.
- Make effective use of existing infrastructure, particularly through urban consolidation.

The plan has the following recommendations:

- Maintain the compact nature of the Cobram town centre to intensify retail and commercial uses;
- Encourage the implementation of the urban design initiatives for the town centre as set out in the Cobram Urban Design Framework David Lock & Associates, July 2005);
- Encourage the relocation of bulky goods outlets and similar businesses to less centralised areas in Cobram;
- Encourage sites with frontage to Punt Road for higher order retail and commercial uses which would facilitate continuity of the "active shop front retail experience" along the northern side of Punt Road, east of the Safeway supermarket;
- Continue discussions with VicTrack in regard to undertaking a land swap to relocate the railway station and associated land from the town centre;
- Encourage higher density residential development on the periphery of the town centre to provide support and contribute to its vibrancy;
- Rezone land to Business 4 Zone as per the recommendations of the Industrial Land Review (Maunsell Australia, 2004);
- Undertake a retail floorspace analysis to review the supply of and anticipated demand for commercial and retail floorspace in and around the town centre;
- Subject to the outcomes of the floorspace analysis, establish a 'Business Park' to be zoned Business 4 in the triangle defined by The Murray Valley Highway, Cobram Koonoomoo Road and Ritchie Road. Apply an appropriate overlay to the site to control aspects such as built form, design, landscaping and the like;
- Provide appropriately located local neighbourhood centres in residential neighbourhoods as they develop;
- Subject to the train station/bus terminal be relocated to an area south of the Murray Valley Highway, investigate the possibility of providing a local neighbourhood centre to service a new residential neighbourhood and existing nearby businesses.



**Cobram Town Centre**

The plan confirms the existing town centre as the commercial heart of Cobram and retail activities for daily, weekly and higher order goods shopping should be encouraged to intensify. Restaurants and cafes should be encouraged to service locals and visitors, as well as the important office and business sector.

The development of vacant premises and allotments in the town centre is encouraged, supported by public realm improvements to stimulate redevelopment.

The plan also state that businesses that occupy large areas of floor space without active frontages (such as car dealerships and major hardware outlets) are not generally suited to a town centre location. These are better located along the Murray Valley Highway and the main town entrance where highway/main road exposure will support these businesses. Bulky goods outlets and car dealerships should be encouraged to locate along the Murray Valley Highway

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or Broadway Street, in the areas to be rezoned to Business 4 from Industrial 1 (now zoned Commercial 2). This will in turn enable core retail developments in the town centre.

The plan includes recommendation to streetscape works, public realm and open space identified in the Cobram Urban Design Framework; these are noted but for the purpose of this study the implementation and impacts of this plan are Council's responsibility and not within the scope of this report.

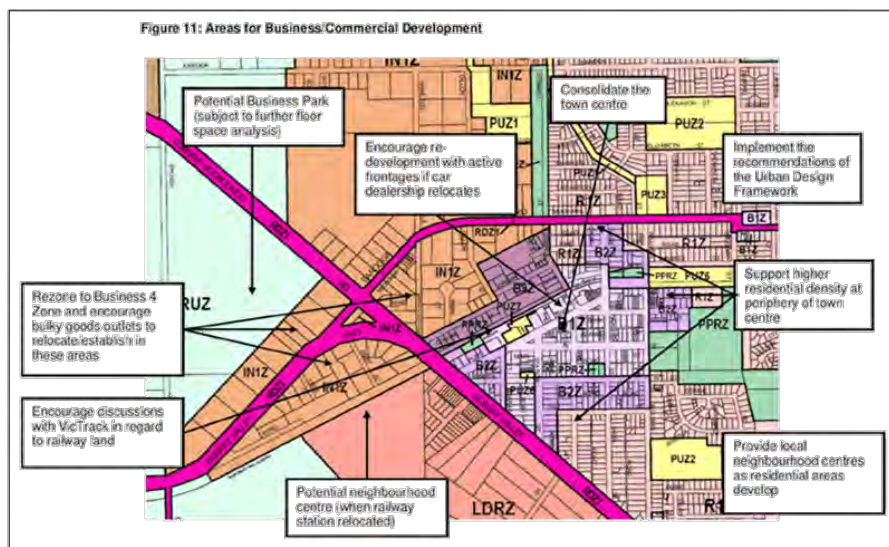


Figure 27: Cobram Strategy Plan 2025 - Areas for Business/Commercial Development

**Local Convenience Centres**

The plan supports the development of local neighbourhood centres in expanding residential communities. One new centre of 0.16ha is supported in the Cobram Development Plan development to service local needs. More details and a discussion on this site is provided later in the report.

**Bulky Goods/Peripheral Sales**

At the time the plan was developed, no Business 4 Zone land was available in Cobram. The plan recommended that the Industrial 1 Zone area be rezoned to Business 4; this has subsequently been enacted and the land rezoned to the current Commercial 2 Zone, which facilitates the development of bulky goods.

The limited opportunities within this areas was recognised and the development of a 'business park' was recommended in the triangle defined by the Murray Valley Highway, Cobram Koonoomoo Road and Ritchie Road (subject to further floor space analysis). This recommendation was subsequently included in the Moira Planning Scheme at Clause 21.04-4.

**Settlement Strategy**

The plan identify a settlement strategy for Cobram with the following elements relevant to retail development and the town centre:

- The existing structure of Cobram, with its clear division between land use activities, should not be compromised;

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- Medium density housing is encouraged around the commercial fringe of the town centre, near public open space and local neighbourhood centres and within good access to existing and potential public transport routes;
- Encourage the establishment of a Cobram Business Park in the area defined by the Murray Valley Highway, Cobram Koonoomoo Road and Ritchie Road;
- An integrated open space plan inclusive of connections to the town centre, through the expanding residential neighbourhoods and access along the river frontage will be developed;
- Implement the recommendations of the Cobram Urban Design Framework (2006);
- Encourage the development of Federation Park as a community and tourist facility;
- Continue discussions with VicTrack in regard to the relocation of the railway station/bus terminal from its current location in the town centre;
- Facilitate the redevelopment of surplus railway land (if deemed surplus by VicTrack) for either open space or commercial type uses, as appropriate;
- Seek the relocation of inappropriate uses in the town centre to more suitable and appropriately zoned sites;
- Undertake a retail/business floorspace analysis for Cobram;
- Encourage the redevelopment of vacant and underutilised sites in the commercial precincts, including the town centre;
- Facilitate the development of a village green/community gathering place in the town centre;
- Protect the town centre by favouring new developments that provide active frontages on the ground floor with offices above the ground floor or in the streets surrounding the town centre;
- Undertake a traffic and transport analysis and assessment for Cobram;

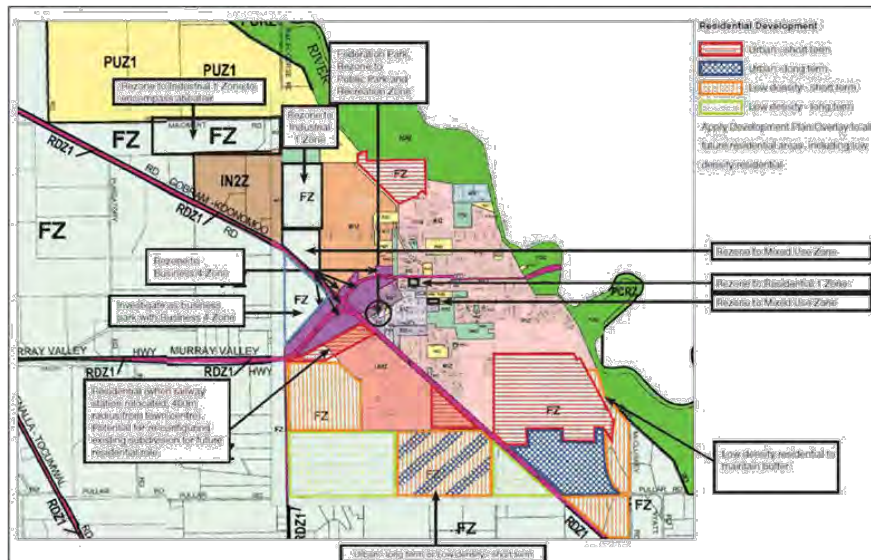


Figure 28: Cobram Strategy Plan 2025

**3.11 Cobram Development Plan**

The Cobram Development Plan (the plan) was approved by Council in 2007 to guide further residential development south-east with an estimated 1337 lots of various densities. The plan makes provision for a small local neighbourhood

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centre of 0.16 Ha and will provide for local needs and may consist of a milkbar, café and other smaller retail uses; a supermarket or higher order shopping facility are excluded.

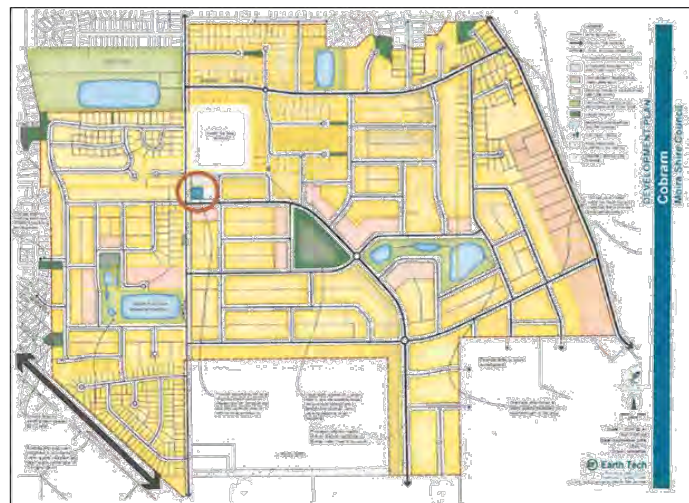


Figure 29: Cobram Development Plan - Future Local Neighbourhood Centre location

**3.12 Yarrowonga Strategy Plan (2004)**

The Yarrowonga Strategy Plan (the plan) provides an analysis of socio-economic and socio-demographic data for Yarrowonga to inform future development. An assessment of retail and commercial development is included informed by other reports including the Essential Economics *Retail Advice to the Yarrowonga Urban Design Framework* prepared in August 2000.

The plan noted the limited opportunities for residential expansion, which included the Mixed Use Zone land north-east of the town centre and potential re-development of two sites in Belmore Street currently used for car showrooms (should they be relocated). The report also notes the Amendment C13 Panel report recommendation not to extend the town centre boundary to the south.

The plan inter alia assessed four potential locations for retail development and made a range of recommendations, with the following relevant to this study:

- Commence negotiations with the proprietors of the two car sale outlets in Belmore Street with a view to relocating to the potential Business 3 Zone in Burley Road or another suitable commercial centre;
- Modify the Outline Development Plan covering Gormans Land to include a commercial centre;
- Include a boutique retail centre in the vicinity of Linthorpe Drive for the future development of Botts Land;
- Identify land for the boutique retail centre be rezoned for that purpose;
- Initiate a marketing program to attract the following types of businesses in the new retail centres:
  - o Hardware and homeware
  - o Lighting shops
  - o Garden and landscape supplies
  - o Builders hardware
  - o Plumbing supplies
  - o Wood and timber supplies

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- Tile and tiling supplies
- Window coverings
- Nursery and nursery supplies;
- Favour future development applications in the central district of Yarrawonga that locate office space above ground floor or in the streets surrounding Belmore Street;
- Rezone land on the west side of Burley Road between the railway line and the Murray Valley Highway to Business 3 to allow for the development of peripheral sales outlets.

**3.13 Yarrawonga Futures Plan (2006)**

The Yarrawonga Futures Plan (the plan) is a strategic plan for the social, economic and environmental future of the Yarrawonga Activity Centre. The plan seeks to achieve its goal through the examination of a number of key themes including tourism, retailing, traffic & parking, public transport. The plan conducted an analysis of issues and opportunities that informed the formulation of the plan.



**Figure 30: Yarrawonga Futures Plan - Town Centre Precincts**

The plan identifies several precincts, with the following relevant to retail development:

**Retail and Commercial Precinct**

Belmore Street will continue to be the heart of the retail and commercial precinct. This precinct extends from McNally Street north to the foreshore and includes the eastern side of Belmore Street to Hume Street and the western side to Hovell Street. The area should focus on intensifying retail activities along Belmore Street including weekly and higher order shopping. Restaurants should be encouraged towards the foreshore but also service the emerging commercial office precinct. Intensification will involve relocation of existing car showrooms, carpet and major hardware retailers to new locations to free-up existing floor space.

Bulky goods and car showrooms could be located in the proposed Bulky Goods Precinct along the Murray Valley Highway east of Belmore Street. The highway exposure and larger land parcels make this precinct attractive for these

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uses. Ground floor office space could move to the Southern Mixed Use Precinct in purpose built buildings or above shops within the precinct.

Magnet stores play a significant role in drawing customers to the Belmore Street Retail Precinct. Considering Yarrowonga/Mulwala's population is expected to increase to more than 16,000 people by 2030, key stores including Safeway and IGA should consider expansion opportunities in order to service future demand. Any expansion of these retail shops should build activity along the street frontage. It is recommended that any proposals for new magnet stores or larger 'plate' activities should be located behind the Belmore Street shops or in the Southern Mixed Use Precinct on Belmore Street.

Current business operating hours have been limiting the retailing capacity of the precinct. Business hours that cater to the needs of the community will increase the level of service in the town centre, draw more people over a longer period of the day and assist in activating the nightlife.

Belmore Street currently consists of mostly single storey buildings. This provides opportunity to use shop tops for complementary uses such as commercial, and/or residential. It is recommended that the preferred character for all new development be two levels incorporating retail activity on the ground floor.

Other recommendations in terms of parking, public realm, traffic and open space are made in the plan; these are noted but for the purpose of this study the implementation and impacts of this plan are Council's responsibility and not within the scope of this report.

**Southern Mixed Use Precinct**

It is considered that this area south of McNally should include a mix of uses including office space, larger retailing, shops and residential apartments. Retailers seeking larger floor areas could be accommodated in this area.

A mix of uses in this Precinct will capitalise on its location and add to the overall fabric of Yarrowonga. This can be incorporated into the planning scheme via a Local Planning Policy or a Design and Development Overlay.

Gateway Treatment should be provided at Murray Valley Highway in order to recognise this precinct as a part of the Yarrowonga Town Centre. Even though this area is different from the northern portion of Belmore Street, both Gateways should incorporate the theme of the town. The Gateway will act as an indicator for locals and tourists that have arrived in Yarrowonga.

The 'delivery' section of the plan recommended that the Mixed Use Zone be applied to this precinct, however this recommendation has not been implemented to date.

**Foreshore (East)**

Lake Mulwala has been important to the development of Yarrowonga. It has become a focal point for both locals and tourists and offers a wide range of recreational opportunities. It is important that primary access to the lake is protected as a public realm such that the community can continue to benefit from its presence. Further, and in line with the Yarrowonga Strategy Plan, the community should have enhanced facilities that capitalise on Lake Mulwala and increase the community's enjoyment.

The area south of the 'tourist drive' between Belmore Street and Lynch Street should include the development of apartment style accommodation with ground level cafés and tourist related retail. Multi storey apartments should be built applying strong design principles that take into consideration building ratios, bulk and setbacks.

**3.14 Yarrowonga East Development Plan**

The Yarrowonga East Development Plan (the plan) was approved by Council in 2007 to guide further residential development along the eastern edge of town in three development areas:

- North of Murray Valley Highway with an estimated 440 lots and a local neighbourhood centre of 0.5 Ha



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- Hogans Road Precinct with an estimated 370 lots and a local neighbourhood activity centre of 0.3 Ha
- South of Murray Valley Highway with an estimated 2,210 lots and no retail space provision.

Both these local neighbourhood centres will provide for local needs and may consist of a milkbar, café and other smaller retail uses; a supermarket or higher order shopping facility are excluded.

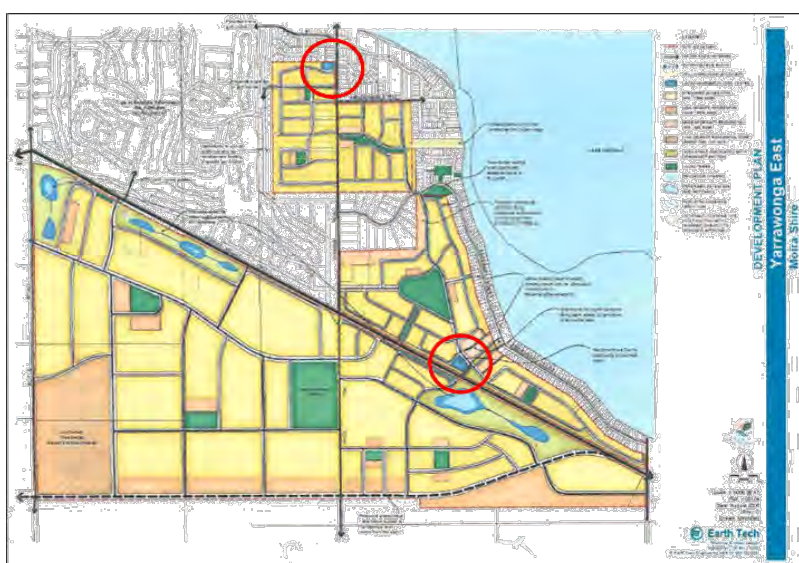


Figure 31: Yarrawonga East Development Plan - Future Local Neighbourhood Centres location

**3.15 Moira Shire Economic Analysis (November 2016 - Final Report V.2)**

The Moira Shire Economic Analysis provides a better understanding of the demographic and economic outlooks of the shire.

The report identifies the following key statistics:

- The estimated resident population of the Moira Shire was 28,942 in 2016, with the population projected to increase to 32,043 by 2031<sup>5</sup>.
- Retail trade employed 1,103 people in 2011.
- Retail trade had an output of \$119million in 2015.
- 170 Retail trade businesses was registered in 2014.
- Retail trade employed 11,100 people in 2015, with the projected change to 2019 being 678 people.
- Sales assistants (502) and retail managers (237) collectively make up 8% of the workforce.
- The median age in Moira Shire is 44 years. The average age will increase as the population ages and locations such as Yarrawonga continue to be an attractive lifestyle location for retirees.
- Moira Shire has relatively strong employment containment with 67% of residents also working in the Shire.

<sup>5</sup> Source: Victoria in Future 2016 using VIFSA boundaries.

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The report has the following key findings related to retail:

Moira has a significant retail sector. As the Shire has four medium sized towns, the retail offering is generally aimed at servicing local residents, surrounding rural catchments, and tourist markets. Higher order retail and comparison shopping is accessed in the nearby major centres of Shepparton and Albury/Wodonga. The reliance on the local catchment means that Moira's retail sector is quite resilient, with the retail strips within each town trading well.

Future growth in the sector is expected to continue in association with population growth. Some of the opportunities include:

- The strategic location of Moira's towns along major highways and transport routes will provide opportunity for growth in large format retail with highway exposure;
- The growing tourism market and investment and renewal of the town centres may also provide opportunities for more boutique retail and hospitality;
- The growth of Yarrawonga's population may position as the town an attractive investment prospect for major national retailers (as demonstrated by the introduction of Bunnings). Other major retailers which are not present may be approached to locate in town (e.g. ALDI).

A high level review of the visitor economy highlights the following relevant to the study:

- Average annual visitation to the Moira Region over a ten-year period to 2015 was over 476,000 visitors, with 53% overnight and 47% daytrip visitors.
- The top three activities that domestic overnight visitors to the Moira Region participated in were eating out at restaurants/cafes (63.1%), visiting friends and relatives (48.1%), and going to pubs and clubs (22.7%), with a larger proportion of visitors participating in these activities than the Regional Victorian average.
- Moira receives a relatively older visitor profile. 51% of overnight visitors to Moira were over the age of 55 years, compared to 34% for Regional Victoria.
- The age profile for daytrip visitors is markedly different, with the highest proportion of visitors under 24 years of age, which represented more than double the proportion of this age group for Regional Victoria as a whole.
- There are 63 accommodation establishments with a total bed capacity of 7,673 in Moira Shire. Caravan and Camping Parks are the largest accommodation type by bed capacity reflecting the region's popularity for river activities and for caravaners. Motels are also prominent reflecting the region's position along a number of significant highways and large industry base. Yarrawonga has the largest concentration of accommodation in the Shire with more than half of all establishments. Yarrawonga's estimated bed capacity is 3,059 and Cobram's 2,146.

The report (at sections 7 and 8) provides a profile for the Yarrawonga and Cobram Townships respectively. The following key points for each township are of relevance to the study:

**Yarrawonga**

- Yarrawonga is the largest town in the Moira Shire, having overtaken Cobram with a population of 7,603 people.
- The town is positioned on the bank of Lake Mulwala on the Murray River and has strong links with southern New South Wales, particularly the Mulwala township. The cross-border relationship with Mulwala is important as it is a significant township with a population of over 2,000 residents which utilise Yarrawonga's services.
- Lake Mulwala plays an important role in the town as a valuable irrigation resource for local agriculture, a range of recreational activities and environmental assets, and a drawcard for tourists and lifestyle residents (particularly retirees). The lake, along with an ideal climate for vacationers, and historical links to NSW club venues has made Yarrawonga one of the most popular tourist destinations in the Murray region.
- Commercial land and activity is concentrated around the town centre. There is a new Commercial 2 Zone precinct along the Murray Valley Highway on the eastern side of town. This will include a Bunnings, which is

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- expected to be open at the end of 2016, as well as a car dealership. There may be additional opportunities for highway focused retail in this area, but it will be important that any new retail uses do not threaten the primacy of the town centre.
- Yarrawonga is the largest town in Moira Shire. In 2015, Yarrawonga had a population of 7,724 persons. The town has experienced significant growth over the past decade growing by 1,753 residents, an average of 175 residents per annum.
  - It is important to note that Yarrawonga draws on a significant rural population, as well as important cross-border links with Mulwala, which are an additional economic demand driver for Yarrawonga. Mulwala is located just over the river and many of the residents' access services and shops in Yarrawonga. The township of Bundalong is also reliant of services in Yarrawonga and has experienced residential growth in recent years due to its location on Lake Mulwala.
  - The lack of understanding of the cross-border links has meant that Yarrawonga receives less recognition in regional State-wide strategy. For example, within the Hume Regional Growth Plan - future growth directions, Yarrawonga is categorised as a 'cross border settlement' without recognition of the significant population growth anticipated.
  - The rural catchment of Yarrawonga based on State Suburb Boundaries had a population of 11,378 residents (including Yarrawonga) in 2011<sup>6</sup>.
  - The median age of Yarrawonga residents in 2011 was 48 years old, which is older than the Moira median of 44 years old. Between 1981 and 2011, Yarrawonga's age profile has grown older with significantly less young residents (aged 5-17 years). In 1981 there were 976 residents aged over 55 years, compared to 2011 when there was 2,864. The ageing profile demonstrates the popularity of the town as a retirement location.
  - Trading hours of many retailers are not suited to the tourism market (e.g. many shops close after 1pm on weekends).
  - The following 'business development opportunities' are identified:
    - o The growth of Yarrawonga's population may position the town as an attractive investment prospect for major national retailers (as demonstrated by the introduction of Bunnings). Other major retailers which are not present may be approached to locate in town (e.g. ALDI). Council is currently undertaking a retail floorspace analysis which will identify future demand levels.
    - o Although there is a large supply of food and beverage business, quality café and restaurant offerings which complement the tourism and lifestyle strengths of the town are limited. This includes a greater diversity of food types, breakfast choices, and cafes and restaurants with longer opening hours to support nightlife. The popularity of the recently opened Rich Glen Olive café demonstrates the unmet demand for quality food and beverage.
    - o Further demand for bulky goods and large format retail has been identified in previous reports and further opportunities to leverage from the Bunnings development may occur. Council may consider expansion of the Commercial 2 Zone along the Murray Valley Highway and investigate opportunities along the bypass route once confirmed (subject to the Retail study which is currently being undertaken).

**Cobram**

- Cobram is the second largest town in Moira Shire by resident population, but the largest town by size of workforce and an important economic hub for the Goulburn Valley agricultural region.

<sup>6</sup> Note that a larger resident population for the town centre has been calculated later in this report based on 2015 population figures and the indicative primary retail catchment.

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- Dairy and horticulture continue to drive the local economy with a number of supply-chain firms to support the town's significant food processing sector including transport and logistics, engineering, and professional and finance advisory services.
- The town's Murray River frontage and iconic inland beaches make it a popular fishing and recreation destination during the summer months.
- The town also serves as an important service and retail hub for the surrounding rural townships stretching towards Southern NSW (as north as Jerilderie).
- The cross-border relationship with Barooga is important as it is a significant township with a population of 1,498 residents which utilise services in Cobram.
- The commercial centre of the town is somewhat contained along Punt Road, Main Street and Bank Street. The town centre contains a mix of retail outlets and other services such as commercial, professional, entertainment and health. Consultation with local real estate agents showed that the commercial property market is quite strong with only 4-5 vacant shopfronts in the town centre.
- The centre's compactness is considered a strength, however there is opportunity to accommodate further commercial growth. The current Commercial 1 Zone extends south to Oak Street, however the majority of properties in this area are occupied by residential uses. The future growth of the commercial centre will need to be considered as part of the retail demand study which is currently being undertaken by Council.
- There is a significant Commercial 2 Zone located along the Murray Valley Highway at the western entrance to Cobram. Bulky goods retailing has been a growing sector in recent years and this precinct includes a number of rural and farming equipment businesses, as well as light industrial uses.
- Cobram was the largest town in Moira Shire up until 2005 when it was overtaken by Yarrawonga. In 2015 Cobram had a population of 6,315 persons. The town has experienced moderate growth over the past decade, growing by 389 residents, an average of 39 residents per annum. The growth rate is similar to regional Victoria and Moira LGA.
- It is important to consider the population of Barooga as an additional economic demand driver for Cobram. Barooga is located just over the river and many of the resident's access services and shops in Cobram. Up to date population data for the township of Barooga is unavailable. The most recent estimate is sourced from the 2011 Census at 1,498 residents.
- Cobram's strategic location along two significant transport routes; Murray Valley Highway, and Goulburn Valley Highway/Newell Highway, allows the town's retail and rural support business to service a significant catchment which includes many of the smaller towns in the Riverina region.
- In 2011 Cobram's rural catchment was 17,720<sup>7</sup> residents. The catchment is significantly larger than Yarrawonga's due to its northern transport connections along the Newell Highway.
- The median age of Cobram residents in 2011 was 42 which is younger than any of Moira's other major towns.
- Cobram has the largest working population in the Shire with a workforce of 3,022 in 2011. The largest employing industry in the town is food manufacturing, underpinned by the significant operations of Murray Goulburn, and meat processing. The food manufacturing sector supports a number of supply-chain sectors including packaging, freight transport, and other agricultural services (engineering, stock feed).
- Cobram is also a significant service centre for the town's population and a catchment which draws from the smaller towns in Moira Shire and southern NSW (up to Jerilderie). This supports a large retail and healthcare sector. The town has a particular strength in highway/bulky goods retailing due to its location along the Murray Valley Highway and connections between Shepparton, Southern NSW and a major route to Queensland.
- Cobram is also the administrative centre for Moira Shire Council, a significant employer in the town. Cobram supports 72% of Public Administration workers in the Shire.
- The influx of seasonal agricultural workers provides a boost to local businesses.

<sup>7</sup> Note that a larger resident population for the town centre has been calculated later in this report based on 2015 population figures and the indicative primary retail catchment area.

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- Trading hours of many retailers are not suited to the tourism market (e.g. many shops close after 1pm on weekends).
- Cobram is an important retail and commercial hub for the surrounding region. If Cobram is to maintain its role, it is important that locations for commercial expansion and developable sites are identified.
  - o Undertake a retail and business floorspace study for the Cobram town centre (as recommended in the Cobram Structure Plan), which considers:
    - Future retail floorspace need;
    - Locations for future growth and expansion of the Commercial 1 Zone.
  - o Monitor the supply and demand for large format retail. If a shortfall is identified, undertake a planning study to determine an appropriate location for expansion of the Commercial 2 Zone.

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**4. Retail Catchment Area and Demographic Analysis**

**4.1 Primary Retail Catchment Area**

The LGA boundary for the Moira Shire does not reflect the primary retail catchment area for the Cobram and Yarrawonga town centres; these centres have important cross-border links with Barooga and Mulwala with a catchment that also service a large area within New South Wales, and are not centrally located within the LGA resulting in other major centres also having primary retail catchments within the LGA.

Defining the indicative primary retail catchment is naturally an imprecise exercise, however the catchment has been defined using spatial analysis with inter alia Euclidean buffers and traveling times between centres. The indicative primary retail catchment area for the two town centres service a large part of the Moira Shire Council, Berrigan Shire Council and Federation Council (formerly Corowa Shire Council and Urana Shire Council).

The following centres fall within the catchment: Cobram, Yarrawonga, Barooga, Mulwala, Bundalong, Tungamah, Katamatite, Numurkah, Finley, Berrigan and Oaklands.

The individual catchment areas for the respective town centres of Cobram and Yarrawonga have been calculated on a conceptual level to inform future strategy.

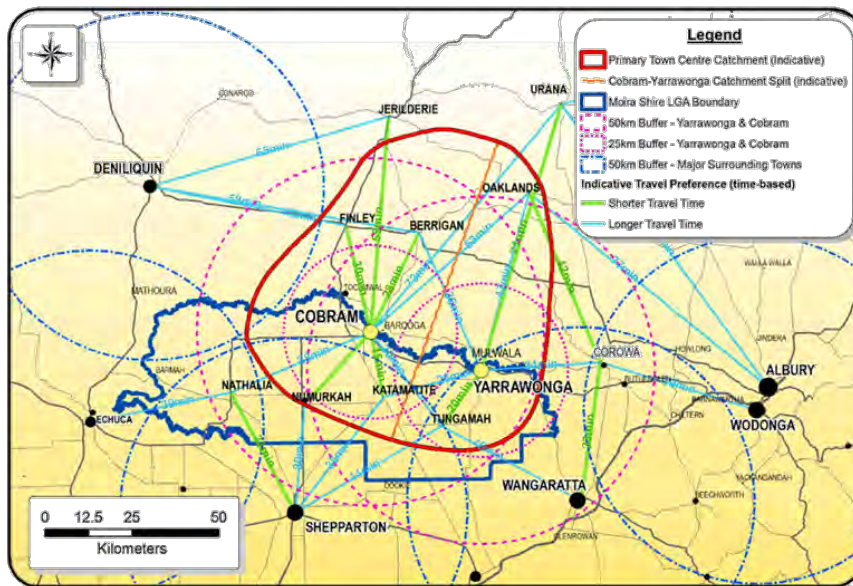


Figure 32: Indicative Primary Retail Catchment Area for the Town Centres of Cobram and Yarrawonga

**4.2 Demographics and Population Growth**

The Moira Shire Council (LGA) area had an Estimated Resident Population (ERP) of 28,820<sup>8</sup> in 2015. As indicated above the LGA area however does not reflect the primary retail catchment area for the Cobram and Yarrawonga town centres. For this report the geographical boundaries used for the catchment area surrounding Yarrawonga and Cobram is defined using data for Berrigan and Corowa Shires, combined with small area data (SA2) for Yarrawonga, Cobram,

<sup>8</sup> Source: ABS (SA2 level)

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Numurkah and Moira. Although small sections of the Murrumbidgee Local Government Area (18%) and previous Urana Local Government Area (7%) are covered by the catchment area, these population numbers were not included given the minimal impact these will have on the catchment and the projected decline forecast for these areas. Historical data uses ABS Statistical Area Level 2 (SA2) boundaries, while forecasts use Victoria in Future Small Areas (VIFSA) borders from Department of Environment, Land, Water and Planning (Cobram- Numurkah District and Katamatite- Yarrawonga District).

The estimated resident population of the respective statistical areas in 2015 was 48,723<sup>9</sup>, with the estimate resident population within the indicative primary catchment area calculated at approximately 36,440<sup>9</sup>.

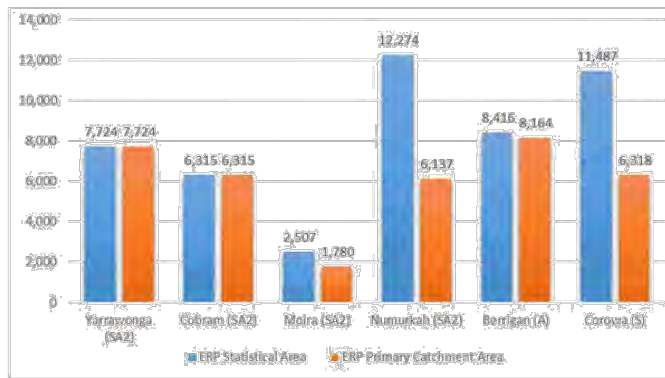


Figure 33: Estimate Resident Population within the Indicative Primary Catchment Area

Source: Australian Bureau of Statistics, Population by Age and Sex, Regions of Australia, 2015 (cat. no. 3235.0)

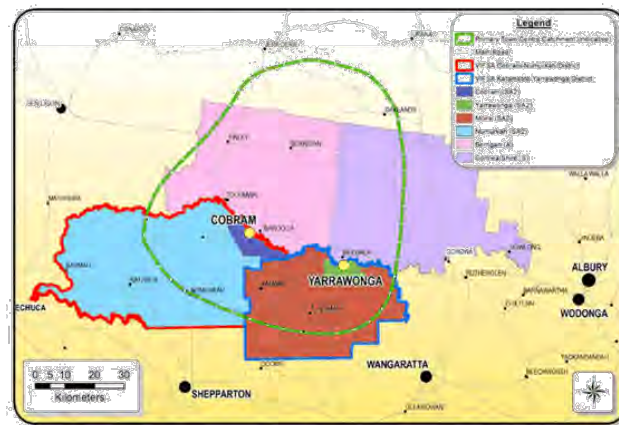


Figure 34: Relevant Statistical Areas within the Primary Catchment Area

<sup>9</sup> Source: SED Advisory

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The indicative estimate resident population for each town centre has been calculated based on the estimated service area and population of each statistical area. The Cobram town centre services an estimated 20,150 permanent residents and the Yarrawonga town centre approximately 16,290 permanent residents.

The Estimated Resident Population of the Moira Shire is projected to increase to 32,043 by 2031<sup>10</sup>. Population forecasts for Cobram and Yarrawonga show that both Cobram and Yarrawonga is projected to experience population growth to 2031. Between 2016 and 2031 the Cobram-Numurkah District's population is projected to grow by 3.8% and Katamatite-Yarrawonga District is projected to grow by 23.2%. Forecasted population in the northern catchment areas of Berrigan and Corowa Shires indicates negative growth between 2016 and 2031, based on NSW Department of Planning and Environment's 2016 population and household projections.

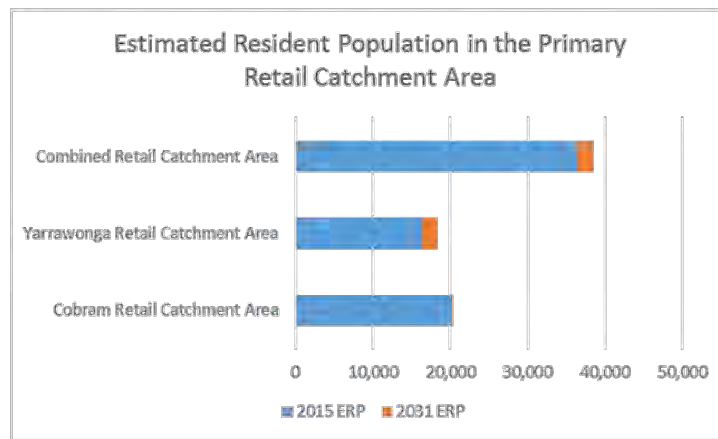


Figure 35: Retail Catchment Area Estimated Resident Population

As stated above the VIF2016 projection is for the LGA area and doesn't align with the primary catchment area, requiring the calculation of the 2031 catchment population. The resident population for the primary retail catchment, applying both State Government's projected growth rates, is estimated to grow by over 2,105 to approximately 38,545<sup>11</sup> by 2031; Cobram's catchment growing by over 126 people and Yarrawonga's catchment by over 1,980. Should higher growth projections be applied, the resident population for the primary retail catchment could grow by over 3,500<sup>12</sup> by 2031; Cobram's catchment growing by over 1,360 people and Yarrawonga's catchment by over 2,330.

The catchment population's gender is generally balanced between males and females for the respective statistical areas.

<sup>10</sup> Source: Victoria in Future 2016 (VIF2016) using VIFSA boundaries.

<sup>11</sup> Source: SED Advisory

<sup>12</sup> Utilising derived growth rates for Cobram, Yarrawonga, Numurkah and Nathalia from the Moira Shire Economic Analysis report.



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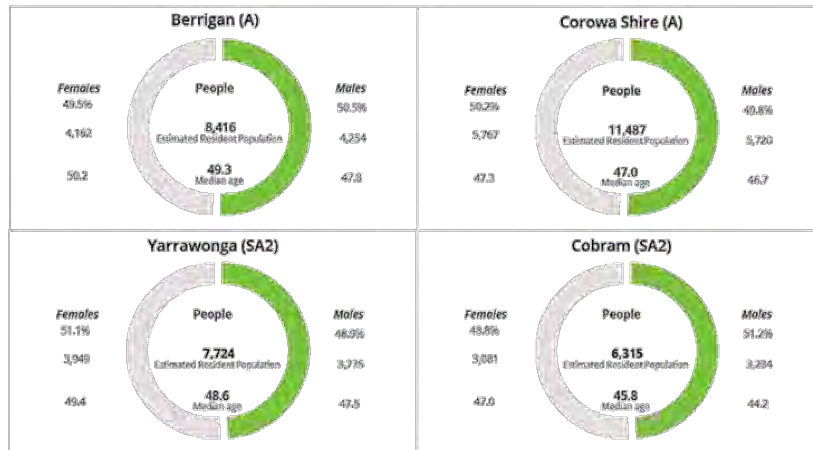


Figure 36: Gender within the Respective Statistical Areas

The age profile in Figure 37 indicates an aging population within the catchment area with 59% of the population aged over 40. The 20 to 39-year demographic comprises of 18%, while 23% of the population are aged under 20. The slight proportional decrease between the age brackets of 10-19 and 20-29, is common in regional areas and can often be attributed to school leavers seeking further education and employment in larger regional and metropolitan centres.

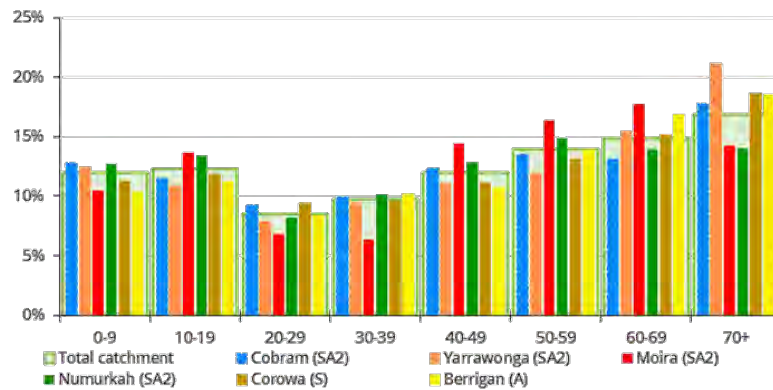


Figure 37 - Age group as a percent of population (2015)

Source: Australian Bureau of Statistics, Population by Age and Sex, Regions of Australia, 2015 (cat. no. 3235.0)

The catchment population's growth rate is trending downward since 2006 (Figure 38). Yarrawonga SA2's average annual growth rate over the 10 year period since 2005 is 2.16%, substantially higher than Cobram SA2's rate of 0.64% and both Berrigan and Corowa Shires of 0.41% growth in that period. Cobram SA2 experienced negative growth (-0.88%) between 2014 and 2015 with the population decreasing by 56 people.

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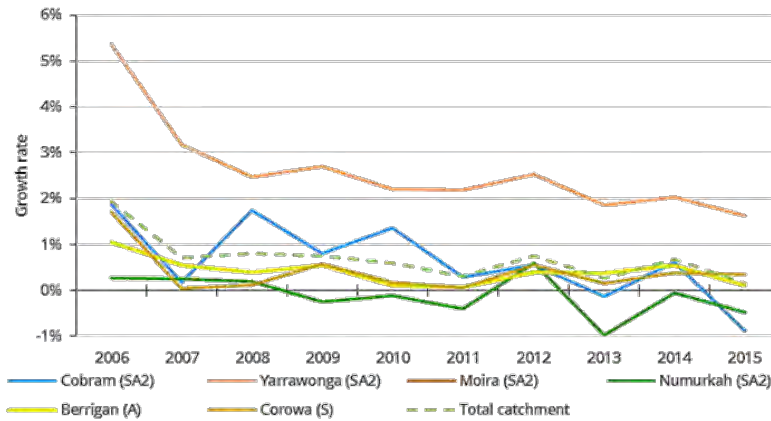


Figure 38 – Population growth rate

Source: Australian Bureau of Statistics, Regional Population Growth, 2014-15 (cat. no. 3218.0)

Population forecasts for Cobram and Yarrawonga in Figure 39 (using State Government projections) however show that both Cobram and Yarrawonga is projected to experience population growth to 2031. Both the Cobram-Numurkah District (3.8%) and Katamatite-Yarrawonga District (23.2%) are expected to experience positive growth between 2016 and 2031, with the latter showing a strong growth rate.

Forecasted population in the northern catchment areas of Berrigan and Corowa Shires indicates negative growth between 2016 and 2031. NSW Department of Planning and Environment's 2016 population and household projections shown in Figure 39 suggest that Berrigan Shire's population is expected to decline by around 500 people (to 7,800) between 2016 and 2031, while Corowa Shire is forecasted to lose 150 residences (to 11,250).

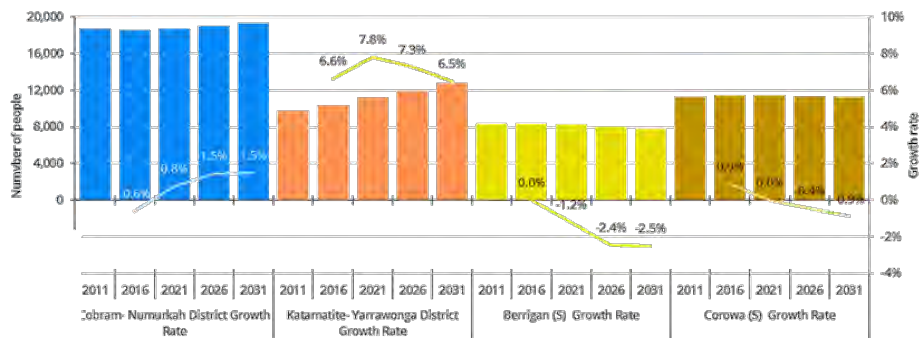


Figure 39 – Forecasted average annual population growth rate 2016 to 2031

Source: Department of Environment, Land, Water and Planning, Victoria in the Future 2016 & State of New South Wales and Department of Planning and Environment, 2016 NSW population and household projections

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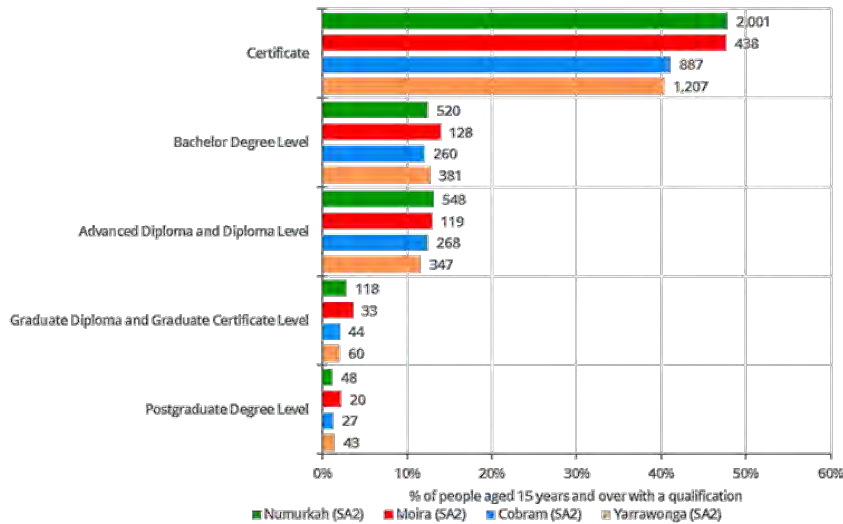
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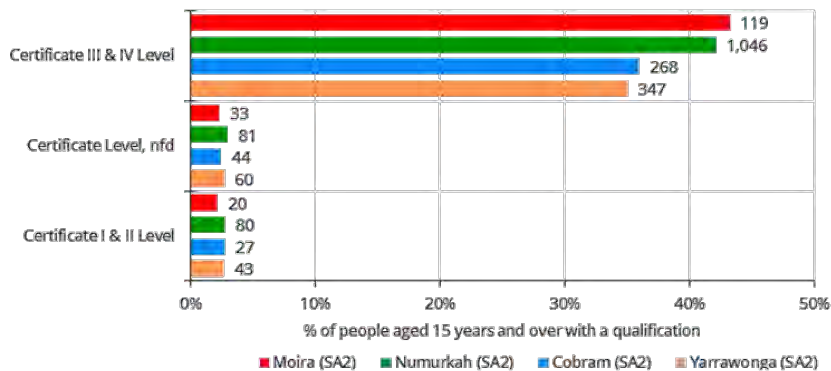
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**4.3 Employment, qualifications and occupations**



**Figure 40 – Non-school qualification as a percentage of people aged 15 years and over with a qualification**

Source: Australian Bureau of Statistics, 2011 Census of Population & Housing, Place of Enumeration Profile (ca. no. 2004.0)



**Figure 41 – Certificate level as a percentage of people aged 15 years and over with a qualification**

Source: Australian Bureau of Statistics, 2011 Census of Population & Housing, Place of Enumeration Profile (ca. no. 2004.0)

**4.3.1 Unemployment**

Figure 42 shows unemployment rates in the catchment area have been trending down since March 2015. During June 2016, Corowa Shire had 6.8% unemployment, Berrigan Shire had 5.9%, while Cobram SA2 and Yarrowonga SA2 experienced 4.8% unemployment during the same period.

However, unemployment has experienced significant fluctuations in recent years. Corowa and Berrigan Shire both experienced 2.4% unemployment in June 2013, only to see it increase to 9.7% and 8.9% respectively in March 2015.

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Similarly, Yarrawonga SA2 and Cobram SA2's unemployment was 3.8% and 7.9% in September 2013, only to peak at 7.2% and 7.6% in December 2014.

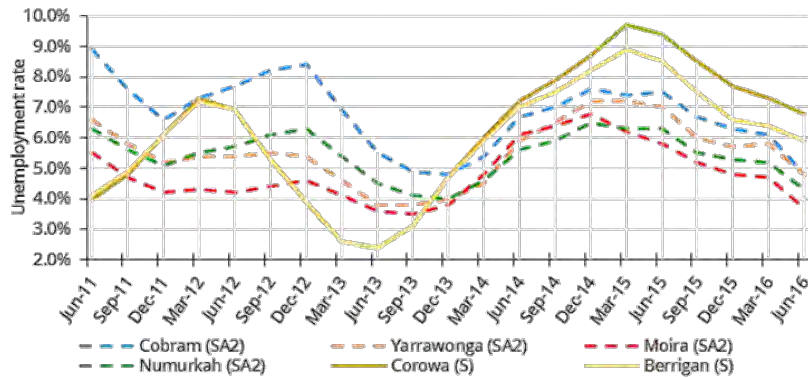


Figure 42 – Unemployment trend

Source: Department of Employment, Small Area Labour Markets publication, Jun quarter 2016

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**5. Zoning, Land Use and Retail Offer – Retail and Commercial Zoned Land**

**5.1 Land Currently Zoned for Retail and Commercial Development**

The analysis of existing zoned land includes the following planning zones:

- Commercial 1 Zone (C1Z)
- Commercial 2 Zone (C2Z)
- Mixed Use Zone (MUZ).

In some instances in Yarrawonga retail development is located on residential zoned land. These sites were included in the analysis to ensure accurate assessment of existing development patterns and land take-up.

**5.1.1 Cobram**

The land zoned for commercial use in Cobram are indicated in Figure 43.

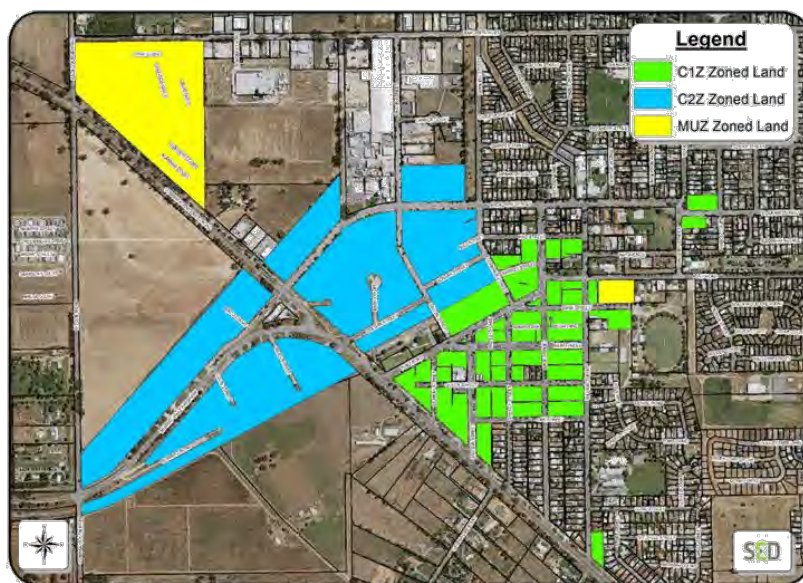


Figure 43: Commercial Zoned Land - Cobram

The Cobram town centre is mainly located within the C1Z, with C2Z providing land for bulky goods, restricted retail and light industrial development. One MUZ area forms part of the town centre and the other is developed for a holiday park and doesn't form part of the core retail area. Cobram has a consolidated town centre with a distinct retail core and only one other small retail node to the north east of the core retail area.

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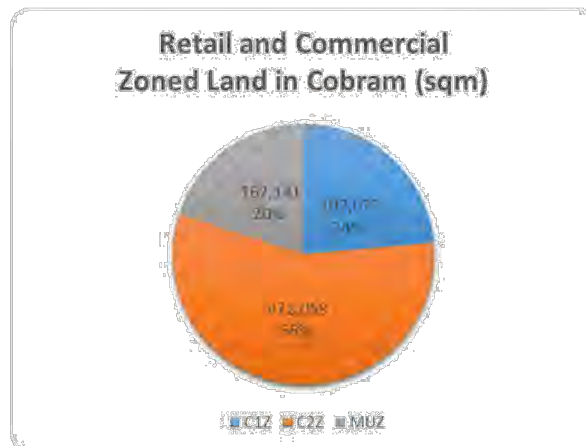


Figure 44: Percentage Breakdown of Retail and Commercial Zoned Land in Cobram

The C1Z accounts for 24% of land serving retail and commercial uses in Cobram. There is 19.8ha of land in the C1Z in Cobram. The core retail area of Cobram comprises most of the land in the C1Z, except for two separate nodes to the north east and south of the core retail area. The C1Z accommodates a range of commercial activities through retail, office, business, entertainment and community uses as well as complementary residential uses. A significant portion of the land in the C1Z currently contains residential land uses or, albeit to a lesser extent, is vacant. Approximately 11ha (55.73%) of C1Z land in Cobram is occupied by retail and commercial uses, 2 Ha (10.33%) is vacant, 0.23 Ha (1.20%) is occupied by public car parking, 0.44ha (2.21%) is occupied by open space and 6.05 Ha (30.53%) is occupied by residential or other uses.

The C2Z covers 47.2 Ha of land in Cobram, which is located along a single contiguous stretch to the north and west of the core retail area. The C2Z generally provides for bulky goods retailing, warehousing, manufacturing, showroom, trade-related retailing and office land uses. Activities in the C2Z typically require a large area of land for buildings and on-site car parking. As shown on the map below, a significant portion of the land contained in the C2Z in Cobram is currently vacant; approximately 36.2 Ha (76.7%) of C2Z land in Cobram is occupied by retail and commercial uses and approximately 11ha (23.3%) is vacant.

The Mixed Use Zone (MUZ), which provides for a wide and flexible range of land uses and activities, comprises 20% of land serving retail and commercial uses in Cobram. There is approximately 16.7 Ha of land in the MUZ, most of which is located to the north-west of the core retail area in isolation from the C1Z and C2Z while a small area is situated to the east of the core retail area adjoining the C1Z. The large section to the north-west is used solely for commercial holiday accommodation.

Approximately 15.87 Ha (94.93%) of land in the MUZ in Cobram is occupied by retail and commercial uses and 0.85 Ha (5.07%) is occupied by residential or other uses.

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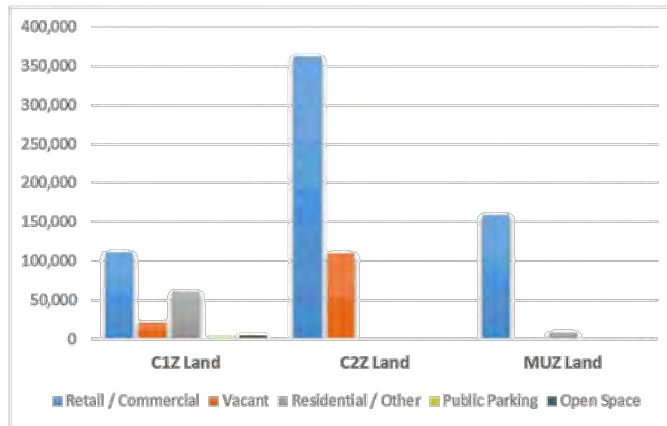


Figure 45: Land Use (Gross) - Commercial and Mixed Use Zoned Land, Cobram

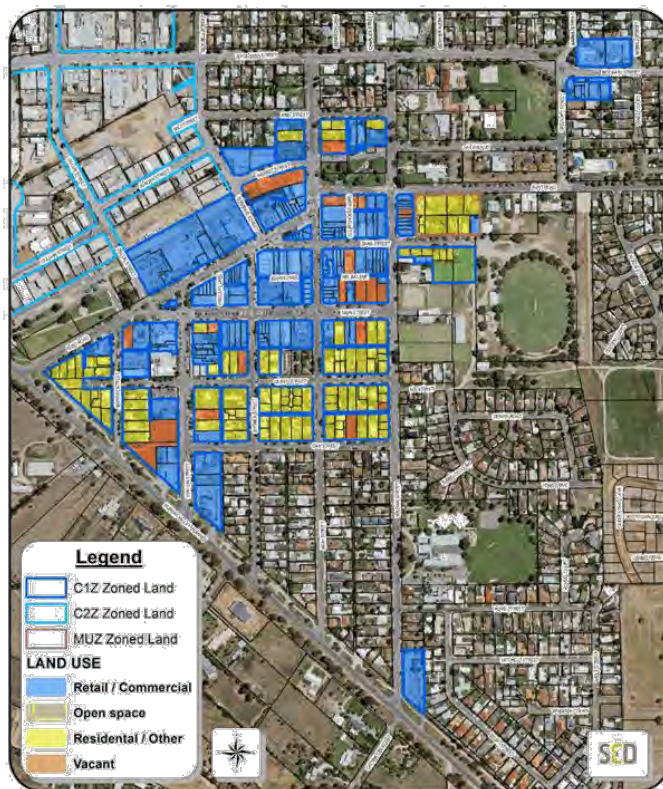


Figure 46: Land Use (gross) within C1Z and MUZ Areas - Cobram

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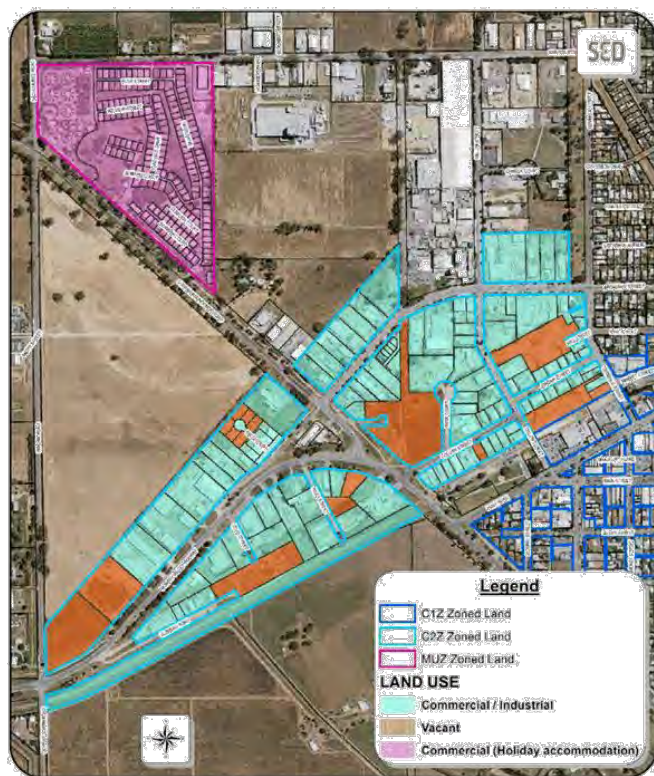
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Retail Policy Framework for Cobram and Yarrawonga: Background  
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**Figure 47: Land Use (gross) within C2Z and MUZ Areas of Cobram**

The retail offer in Cobram, in terms of range of goods and services, is considered good for the catchment size and vacancy rates are low (approximately 4% of total retail floor space and limited in number). Revitalisation of some areas have occurred and a number of newer developments support the floor space supply and range of services/goods within the town centre.

Cobram has the following key retail anchors:

- Two supermarkets (Woolworths and IGA)
- One DDS (Target)
- Two major hardware stores (Mitre 10 and Home Timber & Hardware).



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**Supermarkets, DDS and Bulky Goods (whitegoods & hardware) in Cobram**

The town centre does not have a substantial higher order goods offer (such as whitegoods and audio-visual goods), however this is not out of the ordinary for the catchment size and the Betta Home Living store does service this market in the town centre.

The retail offer is appropriately distributed across the urban area, with the town centre zoning supporting a strong retail core area. The location of the supermarkets within the town centre core area supports integration and activation of the town centre as a whole. Key restricted retail uses are located appropriately within the C2Z.



**Figure 48: Key Retail Uses – Cobram**

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**5.1.2 Yarrawonga**

The land zoned for retail and commercial use in Yarrawonga is identified in Figure 49 below. The Yarrawonga town centre is located within the C1Z, with C2Z providing land for bulky goods and restricted retail in three separate areas. A parcel of land is also zoned C1Z in a decentralised location adjacent to the Murray Valley Highway. The MUZ area northwest of the town centre is used primarily for residential purposes or vacant and interface the foreshore.

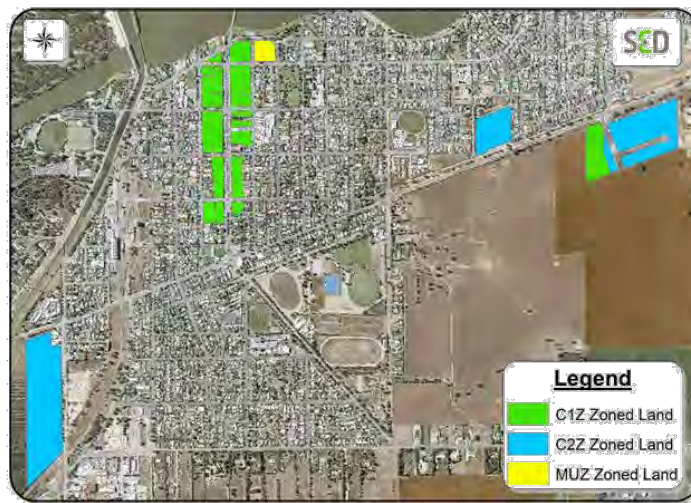


Figure 49: Commercial Zoned Land in Yarrawonga



Figure 50: Percentage breakdown of commercial zoned land in Yarrawonga

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The C1Z accounts for 24% of land serving retail and commercial uses in Yarrawonga. The majority of the core retail area of Yarrawonga is comprised of land in the C1Z. Most of this land is currently used for retail and commercial purposes with small areas used for public car parking and residential uses. Approximately 2.6 Ha (18.10%) is vacant. The map below shows that all of the C1Z land around Belmore Street in the core retail area is occupied by retail and commercial uses. This high level of occupancy by commercial and retail uses indicates that the economic health of the core retail area is strong and there may be demand for additional C1Z land, particularly around Belmore Street.

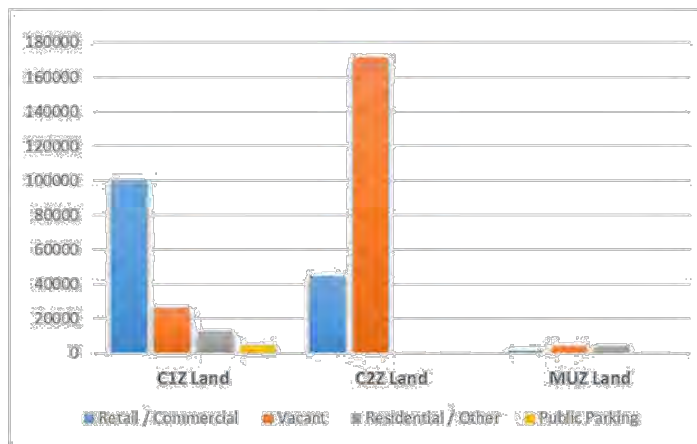


Figure 51: Land Use (Gross) - Commercial and Mixed Use Zoned Land, Yarrawonga

Residential and recreation uses separate the core retail area from the retail and commercial uses occurring on the C1Z land at the southern end of Belmore Street. The land accommodating the residential and recreation uses is currently zoned GRZ1. There are three sections of C2Z land in Yarrawonga which are located to the south of the core retail area on the Murray Valley Highway and shown on the map below. As the chart below indicates, approximately 17.16 Ha (79.40%) of land in the C2Z is currently vacant and 4.44 Ha (20.60%) is occupied by retail and commercial uses.

The MUZ comprises 9.8% of land serving retail and commercial uses in Yarrawonga. There is 0.99 Ha of land in the MUZ, all of which adjoins the C1Z to the north east of the core retail area. Approximately 0.44 Ha (44.13%) of the MUZ land is occupied by residential or other uses, 0.4 Ha (40.91%) is vacant and 0.15 Ha (14.96%) is occupied by commercial and retail uses.

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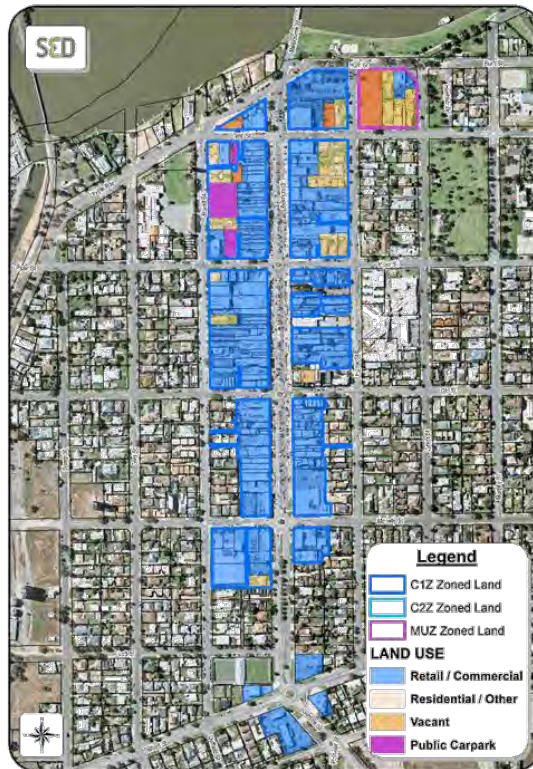


Figure 52: Land use (gross) within the C1Z and MUZ areas - Yarrawonga



Figure 53: Land use (gross) within C1Z and C2Z land along Murray Valley Highway – Yarrawonga

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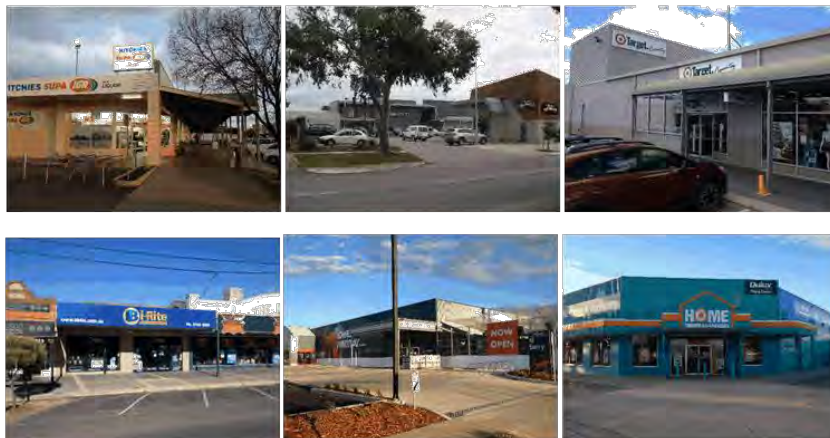


Figure 54: Land use (gross) within C2Z land along Burley Road - Yarrowonga

The retail offer in Yarrowonga in terms of range of goods and services is considered very good for the catchment size and vacancy rates are low (approximately 5% of total retail floor space and limited in number). A number of new developments support the floor space supply and range of services/goods within the town centre, most notably in the southern end of the town centre.

Yarrowonga has the following key retail anchors:

- Two supermarkets (Woolworths and IGA)
- One DDS (Target)
- Two major hardware stores (Home Timber & Hardware and Bunnings).



Supermarkets, DDS and Bulky Goods (whitegoods & hardware) in Yarrowonga

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The town centre does not have a substantial higher order goods offer (such as whitegoods and audio-visual goods), however this is not out of the ordinary for the catchment size and the Bi-Rite Home Appliance store caters for this segment in the town centre.

The retail offer is almost entirely contained within the town centre at present, with the town centre zoning supporting a strong retail core area along Belmore Street. The two supermarkets currently bookend the town centre, with retail and food services spread across the entire town centre. Key restricted retail uses are located appropriately within the C2Z.

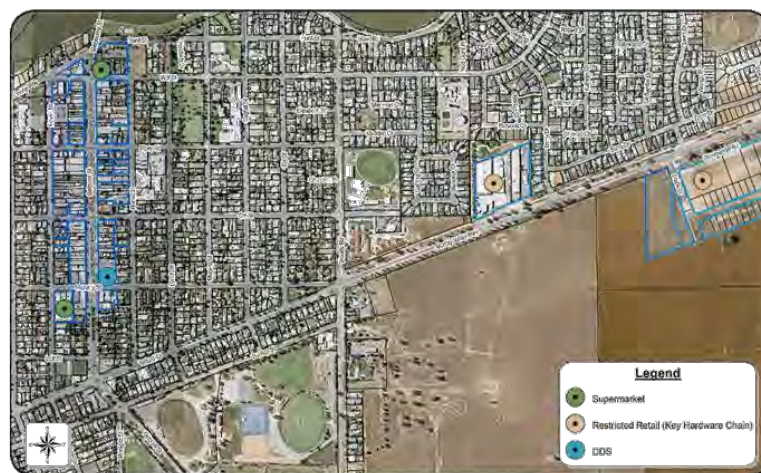


Figure 55: Key Retail Uses - Yarrawonga

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## 6. Current Retail Floor Space Analysis

### 6.1 Definition of Conventional Retail for Analysis Purposes

Land use within the commercially zoned areas (C1Z, C2Z and MUZ) and individual residential zoned sites with existing retail uses, were classified using the Australian and New Zealand Standard Industrial Classification (ANZSIC) codes. The 'division' level was used to classify all uses and 'subdivision' level was used to provide a higher level of detail for retail, food and accommodation services.

For the purposes of this report, 'conventional retail' includes:

- Food retailing (incl. supermarkets, liquor outlets, butchers, bakers, greengrocers, etc.)
- Store-based retail (incl. non-food goods, clothing, household goods, recreational goods, florists, toys, chemists, second hand goods, etc.)
- Vacant retail buildings
- Food and beverage services (incl. cafes, restaurants, hotels, take-away food outlets, etc.)

The following activities are excluded from conventional retail:

- Motor vehicle and parts retailing
- Fuel retailing
- Accommodation
- Other services (incl. automotive repair, personal care services, religious services, other repair and maintenance services, etc.)
- Wholesale goods.

In order to differentiate between the conventional retail component and wholesale trade component of major hardware stores (such as Bunnings, Mitre 10 and Home and Hardware), 50% of floor space have been included as conventional retail for analysis purposes.

### 6.2 Yarrawonga

The estimated retail and commercial floor space for Yarrawonga town centre has been analysed utilising aerial photography and GIS<sup>13</sup>. The total retail and commercial floor space is estimated at 63,076m<sup>2</sup>.

<sup>13</sup> The retail and commercial floor space was captured via GIS from aerial photography for the purposes of this project with acceptance of the limitations to gross floor space data accuracy from the methodology applied.

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Land Use Category (ANZSIC Division)	Area (m <sup>2</sup> )
Retail Trade	36,291
Accommodation and Food Services	13,009 <sup>14</sup>
Other Services	3,666
Professional, Scientific and Technical Services	3,680
Health Care and Social Assistance	2,055
Financial and Insurance Services	1,429
Rental, Hiring and Real Estate Services	1,133
Administrative and Support Services	893
Information Media and Telecommunications	462
Public Administration and Safety	249
Transport, Postal and Warehousing	209
<b>TOTAL</b>	<b>63,076</b>

Table 3: Estimated Retail and Commercial Floor Space - Yarrowonga

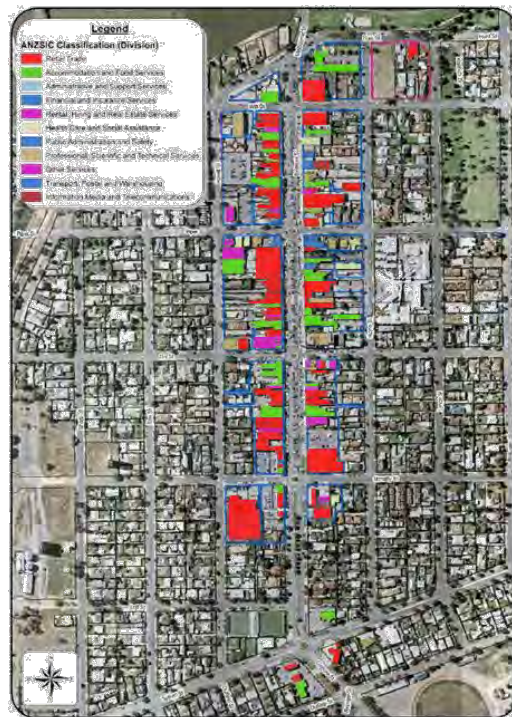


Figure 56: Yarrowonga Floor Space Analysis – Town Centre

<sup>14</sup> Accommodation floor space captured only includes accommodation within the C1Z and C2Z areas. The analysis does not include accommodation in the remainder of the Moira Shire Council area.



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Figure 57: Yarrawonga Retail Floor Space Analysis – Murray Valley Hwy retail areas

The floor space per ANZSIC division, excluding any non-commercial use, is provided below.

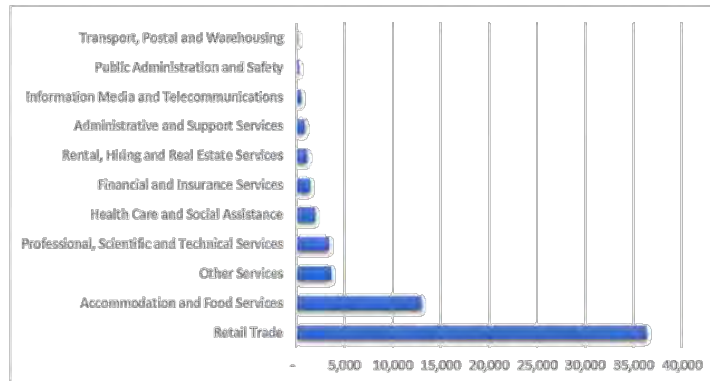


Figure 58: Yarrawonga Estimated Retail and Commercial Floor Space (m²)

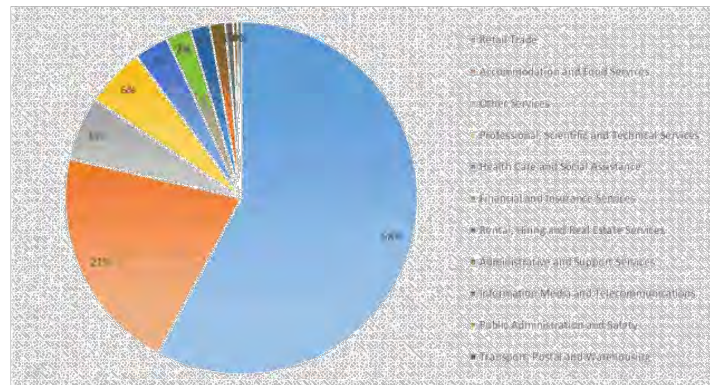


Figure 59: Yarrawonga Retail and Commercial Floor Space (%)

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The estimated retail floor space of retail, accommodation and food services uses (classified by ANZSIC) are provided below to provide further details on the floor space take-up for various retail sectors, food and accommodation services.

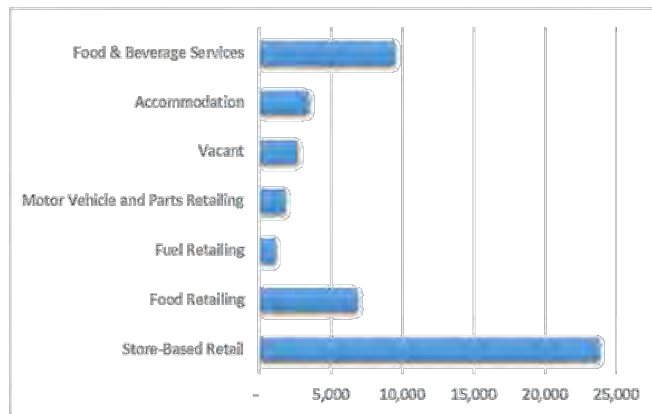


Figure 60: Yarrawonga Retail, Food and Accommodation Floor Space (m²)

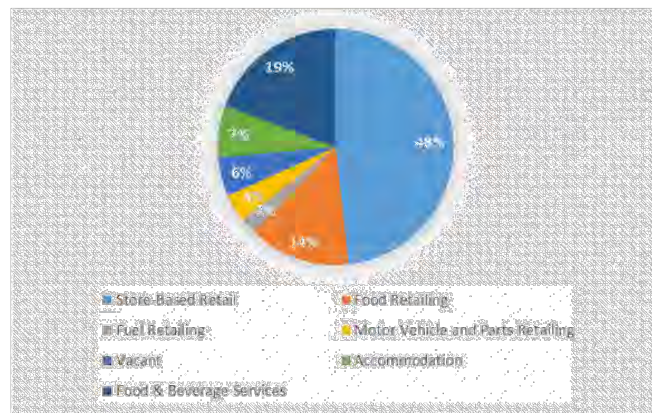


Figure 61: Yarrawonga Retail, Food and Accommodation Floor Space (% of Retail Offer)

The estimated retail floor space (all sectors) for Yarrawonga is 45,817m². To determine the current estimated floor space for conventional retail, accommodation, fuel retailing and motor vehicle and parts retailing were excluded. This provided an estimated floor space for conventional retail in Yarrawonga at **42,820 m²**.

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Estimated Conventional Retail Floor Space	Area (m <sup>2</sup> )	%
Store-Based Retail	23,785	54%
Food Retailing	6,854	15%
Vacant	2,655	9%
Food & Beverage Services	9,526	22%
<b>TOTAL</b>	<b>42,820</b>	<b>100%</b>

**Table 4: Estimated Conventional Retail Floor Space – Yarrawonga**

**6.3 Cobram**

The estimated retail and commercial floor space for Cobram town centre has been analysed utilising aerial photography and GIS. The total retail and commercial floor space is estimated at 62,744m<sup>2</sup>.

Land Use Category (ANZSIC Division)	Area (m <sup>2</sup> )
Retail Trade	36,940
Accommodation and Food Services	11,621 <sup>15</sup>
Other Services	4,759
Professional, Scientific and Technical Services	2,420
Health Care and Social Assistance	1,776
Financial and Insurance Services	2,695
Rental, Hiring and Real Estate Services	637
Administrative and Support Services	334
Information Media and Telecommunications	256
Public Administration and Safety	585
Transport, Postal and Warehousing	721
<b>Total</b>	<b>62,774</b>

**Table 5: Estimated Retail and Commercial Floor Space - Cobram**

<sup>15</sup> Accommodation floor space captured only includes accommodation within the C1Z and C2Z areas. The analysis does not include accommodation in the remainder of the Moira Shire Council area.

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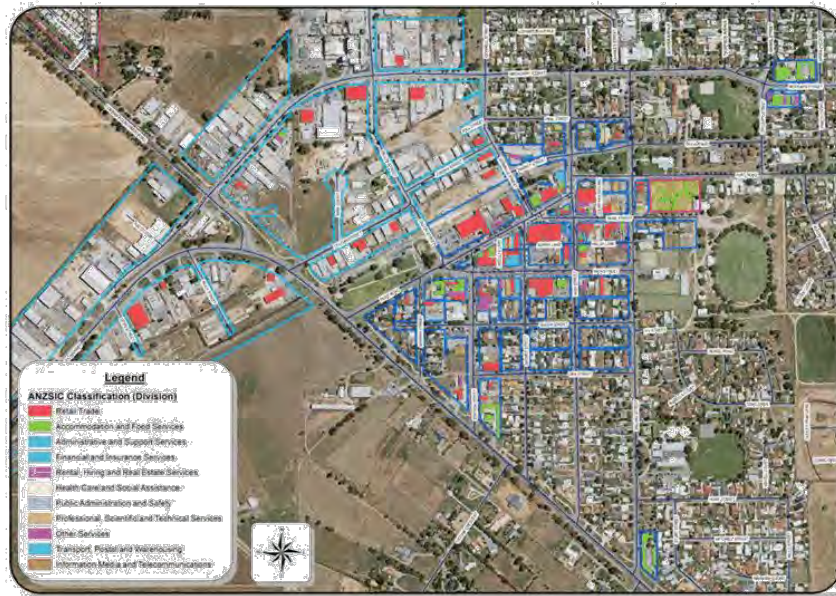


Figure 62: Cobram Floor Space Analysis

The floor space per ANZSIC division, is provided below.

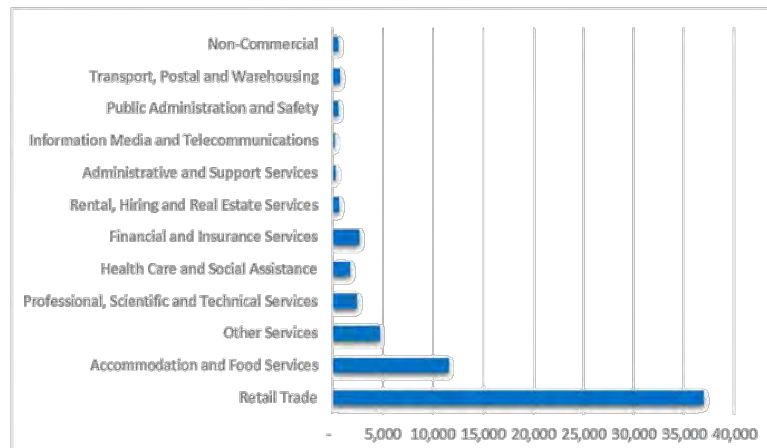


Figure 63: Cobram Retail and Commercial Floor Space (m²)

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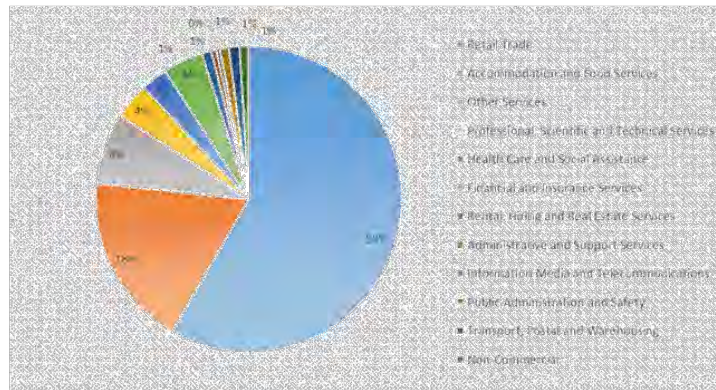


Figure 64: Cobram Retail and Commercial Floor Space (%)

The estimated retail floor space of retail, accommodation and food services uses (classified by ANZSIC) are provided below.

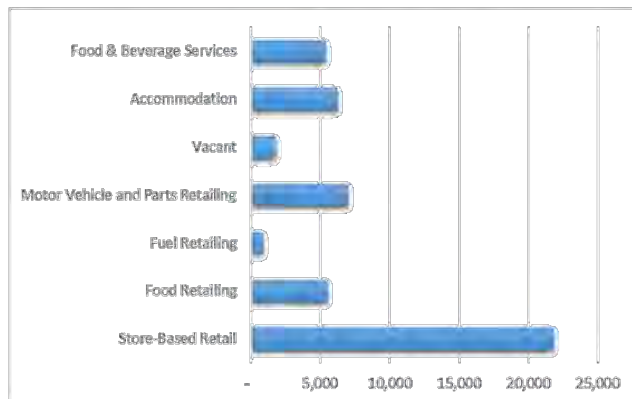


Figure 65: Cobram Retail, Food and Accommodation Floor Space (m²)

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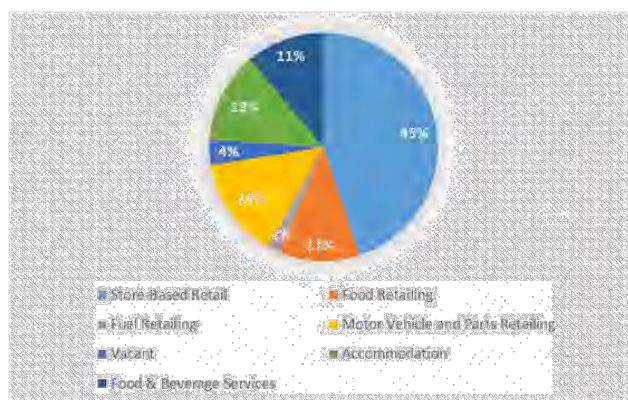
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**Figure 66: Cobram Retail, Food and Accommodation Floor Space (% of Retail Offer)**

The estimated retail floor space (all sectors) for Cobram is 42,306m<sup>2</sup>. In order to determine the current estimated floor space for conventional retail, accommodation, fuel retailing and motor vehicle and parts retailing were excluded. This provided an estimated floor space for conventional retail in Cobram at 34,457m<sup>2</sup>.

Estimated Conventional Retail Floor Space	Area (m <sup>2</sup> )	%
Store-Based Retail	21,813	62%
Food Retailing	5,524	16%
Vacant	1,754	7%
Food & Beverage Services	5,366	15%
<b>TOTAL</b>	<b>34,457</b>	<b>100%</b>

**Table 6: Estimated Conventional Retail Floor Space – Cobram**

**6.4 Retail Floor Space – Surrounding Towns**

The towns that fall within the indicative primary catchment area of the two town centres have the following key retail uses<sup>16</sup>:

Town/Centre	Supermarket	Other retail and commercial
Barooga	IGA (approx. 435m <sup>2</sup> )	Very limited
Berrigan	IGA (approx. 970m <sup>2</sup> )	Limited
Bundalong		Very limited
Finley	IGA (approx. 1,800m <sup>2</sup> )	Limited
Katamatite		Very limited
Mulwala	FoodWorks (approx. 1,220m <sup>2</sup> )	Very limited
Numurkah	IGA (approx. 1,050m <sup>2</sup> )	Reasonable, no DDS.

<sup>16</sup> Key retail uses included supermarkets and large floor space retail and not smaller retail developments.

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	FoodWorks (approx. 630m <sup>2</sup> )	
<b>Oaklands</b>		Very limited
<b>Tocumwal</b>	IGA (approx. 1,050m <sup>2</sup> )	Limited
<b>Tungamah</b>		Very limited

**Table 7: Retail Offer within Surrounding Towns/Centres**

The combined floor space for supermarkets in these centres is approximately 7,155m<sup>2</sup>, which serve predominantly the immediate catchment of each respective small centre/town.

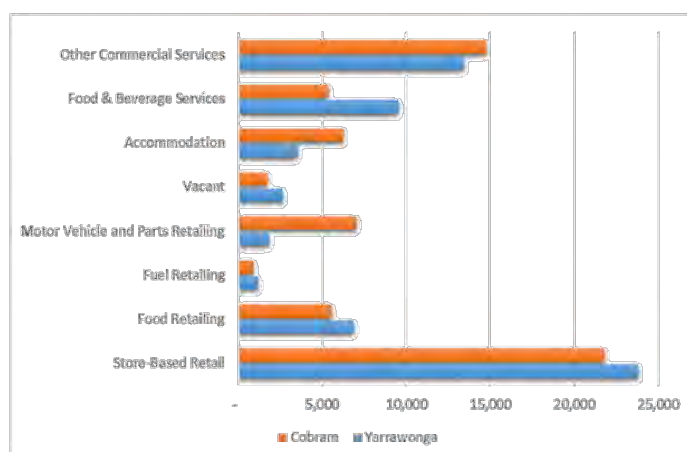
**6.5 Total Primary Retail Catchment Analysis**

The combined conventional retail floor space for Cobram and Yarrawonga is estimated to be 77,277m<sup>2</sup>. With the estimated floor space of existing supermarkets in other centres located within the indicative primary catchment included, the total conventional retail floor space for the catchment is estimated at 84,432m<sup>2</sup>.

Centre	Total Retail Floor Space (estimate)	Supermarket Floor Space (estimate)	DDS Floor Space (estimate)
Cobram	34,457 m <sup>2</sup>	3,885 m <sup>2</sup>	1,410 m <sup>2</sup>
Yarrawonga	42,820 m <sup>2</sup>	5,430 m <sup>2</sup>	2,375 m <sup>2</sup>
<b>Sub-Total</b>	<b>77,277 m<sup>2</sup></b>	<b>9,315 m<sup>2</sup></b>	<b>3,785 m<sup>2</sup></b>
Other centre supermarkets within the primary catchment	7,155m <sup>2</sup>	7,155 m <sup>2</sup>	
<b>TOTAL</b>	<b>84,432 m<sup>2</sup></b>		

**Table 8: Total Estimated Retail Floor Space in Primary Catchment**

The per capita conventional retail floor space within the primary catchment area of 36,440 people is estimated at 2.32m<sup>2</sup> before the tourism contribution has been deducted.



**Figure 67: Floor Space Comparison for Cobram and Yarrawonga**

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Cobram has approximately 55% of the catchment ERP and 48% of the retail floor space, while Yarrowonga has approximately 45% of the ERP and 52% of the retail floor space.

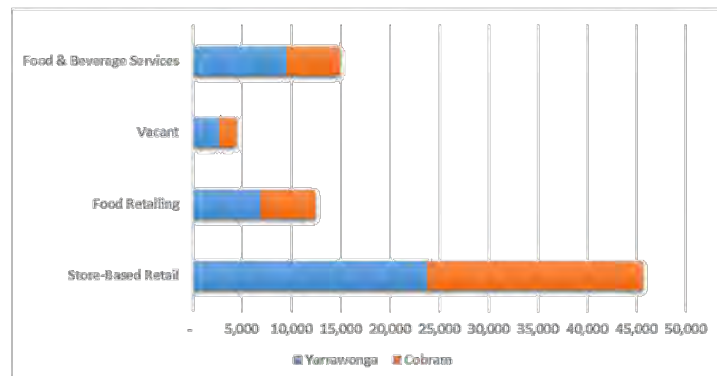


Figure 68: Comparative Conventional Retail Floor Space for Cobram and Yarrowonga

The Cobram sub-catchment for an estimated 20,150 residents includes the following centres/towns (each with at least one small supermarket) with a combined estimated floor space of 40,392m²:

- Cobram
- Numurkah
- Finley
- Barooga
- Berrigan
- Tocumwal.

The Yarrowonga sub-catchment for an estimated 16,290 residents includes the following centres/towns with a combined estimated floor space of 44,040m²:

- Yarrowonga
- Mulwala
- Tungamah (no supermarket)
- Oaklands (no supermarket)

Cobram's sub-catchment is better served by decentralised smaller supermarkets while the Yarrowonga sub-catchment only has one other supermarket at Mulwala. The higher floor space provision in Yarrowonga can partly be attributed to new retail developments and upgrades (including Woolworths and the newly developed Bunnings bringing another national retailer into the catchment area), tourism, the stronger restaurant sector and continued population growth of the area supporting a wider range of goods and retail expenditure. Cobram likely has an existing shortfall in floor space provision when considering the centre also services the retail needs of seasonal workers and potential expansion of the tourism sector, noting that new retail developments and upgrades (including Woolworths) expanded the retail offer in Cobram.

Analysis of the floor space by ANZSIC divisions of Cobram and Yarrowonga shows the following key trends:

- Cobram has a higher supply of non-retail commercial services and motor vehicle retailing, confirming that Cobram acts as the primary commercial service centre for the catchment.



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- Yarrowonga has a higher supply of store-based retail, food retail and food and beverage services. This is consistent with:
  - o The higher number of people in the age cohort for retirees in Yarrowonga SA2 and Moira areas, which form the primary catchment for the town centre.
  - o New development occurring in Yarrowonga to address demand in the catchment as a result of sustained population growth of 2.16% over the past 10 years.
  - o Yarrowonga's role as tourist destination that support store-based retail, food retail and food and beverage services (including take-away food and restaurants).
- Both Cobram and Yarrowonga currently have one full-line supermarket (Woolworths) that has recently been upgraded and one smaller supermarket (IGA) to service daily/weekly shopping needs.
- The development of Bunnings in Yarrowonga has substantially increased restricted retail floor space in the catchment.
- The current vacancy rates of both centres are considered low and the range of retail goods are diverse yet consistent with the size of the catchment area.

**6.6 Tourism and Associated Retail Demand**

Tourism in Moira Shire contributed over \$95 million to the local economy (3.7% of the Shire's total output), over \$43 million in value added impact (4.1% of total value add) and was responsible for 580 jobs (6.3% of total employment). Tourism is the seventh largest economic contributor to the Moira Shire in terms of total output and employment, ninth largest economic contributor in terms of wages and salaries and tenth largest economic contributor in terms of value add.

Tourism in the Sun Country on the Murray sub region encompassing the shires of Moira, Berrigan and Corowa generated an estimated \$203 million annual economic impact, and is responsible for 1,238 direct jobs.

For the year ending (YE) December 2015, the Sun Country on the Murray region received a total of 996,000 domestic visitors and accounted for an estimated expenditure of \$292 million. For the year ending (YE) December 2015, the Sun Country on the Murray region received a total of 6,400 international visitors.

The sectors that are most impacted by tourism in the Moira Shire are shown below.

	Tourism separate (\$m)	Tourism not separate (\$m)	Tourism allocation (\$m)
Manufacturing	881.0	892.5	11.5
Agriculture, Forestry & Fishing	386.5	389.6	3.0
Construction	263.2	263.2	0.0
Health Care & Social Assistance	117.9	118.7	0.8
Retail Trade	111.5	122.7	11.2
Tourism	102.0		(102.0)
Financial & Insurance Services	92.1	92.2	0.0
Wholesale Trade	90.5	92.2	1.7
Education & Training	70.7	71.0	0.3
Transport, Postal & Warehousing	69.1	79.3	10.1
Professional, Scientific & Technical Services	57.2	57.2	0.0
Public Administration & Safety	51.9	51.9	0.0
Rental, Hiring & Real Estate Services	268.4	277.4	9.0
Electricity, Gas, Water & Waste Services	40.9	40.9	0.0
Other Services	37.8	38.3	0.5

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	Tourism separate (\$m)	Tourism not separate (\$m)	Tourism allocation (\$m)
Administrative & Support Services	29.8	31.5	1.8
Accommodation & Food Services	26.6	76.1	49.5
Information Media & Telecommunications	21.5	21.8	0.3
Arts & Recreation Services	7.9	10.2	2.3
Mining	2.5	2.5	0.0
<b>Total</b>	<b>\$2,729.16</b>	<b>\$2,729.16</b>	<b>\$ -</b>

**Table 9: Allocation of Tourism Sector**

Moira's tourism sector is also a driver of retail floor space demand. Many tourism businesses are 'retail / commercial' in nature are conducted from CBD locations. Increases in tourism represent increases in transient population and increase demand for appropriate floor space.

Tourism is not a traditional economic industry in that tourism activities take place across multiple sectors. The tourism sector is therefore comprised of a range of activities across the traditional ABS industry classification codes. In this sense, it is an amalgam of activities rather than a discrete and separately identifiable sector.

Accommodation and food services, retail trade and manufacturing account for \$72.2m of Moira's \$102m visitor economy.

For the purposes of this study, retail and food and accommodation services have been identified as being within the scope of the study. These sectors, broken into their respective local and tourism driven components is shown below.

	Output (\$m)			% Tourism	Value added (\$m)			% Tourism	FTEs			% Tourism
	Local	Tourism	Total		Local	Tourism	Total		Local	Tourism	Total	
Retail	111.54	11.18	122.73	9.1%	66.08	\$6.63	\$72.71	9.2%	1,003	100	1,103	9.0%
Food & accommodation	26.614	49.47	76.08	65.1%	11.842	\$22.01	\$33.85	64.7%	190	353	543	65%
<b>Total</b>	<b>138.16</b>	<b>60.64</b>	<b>198.81</b>	<b>30.5%</b>	<b>77.93</b>	<b>28.63</b>	<b>106.56</b>	<b>26.9%</b>	<b>1,193</b>	<b>453</b>	<b>1,646</b>	<b>27.5%</b>

**Table 10: Retail and Food and Accommodation Sector Analysis**

Tourism represents around 30% of output, 27% of value added and 28% of employment within the retail and food and accommodation sectors of the Moira Shire.

The total tourism share of output of retail and food and accommodation sectors is 30.5%.

To assess the potential floor space implications of a growing tourism industry across Yarrowonga and Cobram it is necessary to determine what percentage of tourism is undertaken in each of the locations. This is naturally an imprecise exercise. Using the total accommodation related infrastructure is often used to undertake such allocations. This is premised that the accommodation market will increase and decrease to match the demand of the market. Using analysis undertaken by Moira Shire, the relative size of the markets is shown below.

	Yarrowonga	Cobram	Nathalia	Nunawallah	Other	Total
Accommodation beds	3,059	2,146	380	283	1,805	7,673
<b>% of total</b>	<b>39.9%</b>	<b>28.0%</b>	<b>5.0%</b>	<b>3.7%</b>	<b>23.5%</b>	<b>100.0%</b>

**Table 11: Analysis of Accommodation by Township<sup>17</sup>**

This shows that Yarrowonga has 39.9% of beds and Cobram 28%.

<sup>17</sup> Source: Urban Enterprise, 2016

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Applying these figures to results shown in Table 4 and Table 6 results in the following floor space usage by location.

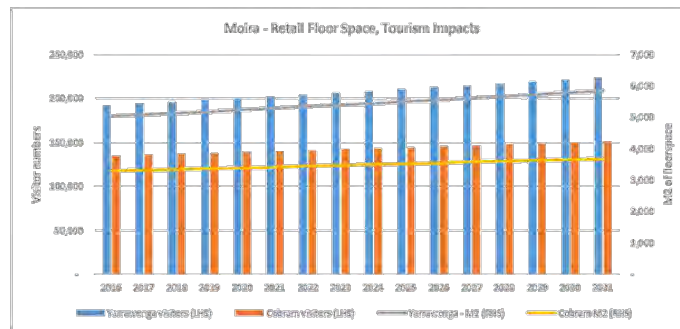
Floor Space (retail and food and accommodation)	Total (m <sup>2</sup> )	Vacant (m <sup>2</sup> )	Used (m <sup>2</sup> )	% market of tourism	% tourism	Floor Space (m <sup>2</sup> )
Yarrowonga	44,040	2,655	41,385	30.5%	39.9%	5,033
Cobram	40,392	1,754	38,638	30.5%	28.0%	3,297
<b>Totals</b>			<b>80,023</b>			<b>8,330</b>

**Table 12: Tourism Floor Space Analysis**

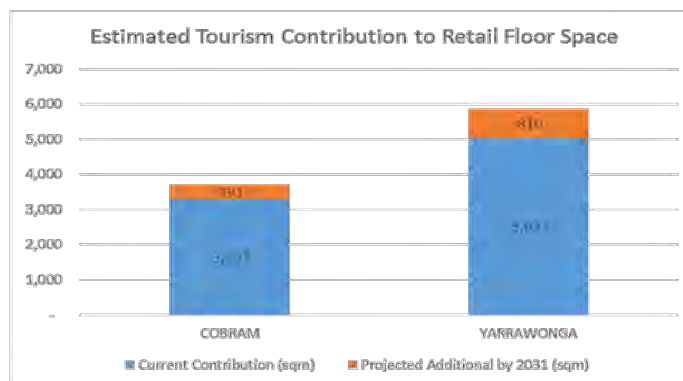
Of the total used retail and food and accommodation floor space of 80,023m<sup>2</sup> in Cobram and Yarrowonga town centres, an estimated 8,330m<sup>2</sup> (10.4%) is tourism related. The current per capita floor space allocation for tourism is calculated at 0.23m<sup>2</sup> (8,330m<sup>2</sup> / 36,440) for the centres of Cobram and Yarrowonga.

**6.6.1 Growth projections**

Using these figures as a baseline, as assuming that tourism in Yarrowonga visitation grows at 1.0% per annum, and Cobram 0.8% per annum, the floor space requirements are shown in Figure 69 and Figure 70.



**Figure 69: Tourism floor space demand 2031**



**Figure 70: Total additional floor space demand from tourism 2031**

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The analysis shows that additional demand by 2031 resulting from tourism in the Yarrowonga catchment will be around 810m<sup>2</sup> and in Cobram catchment 391m<sup>2</sup>. It should be noted that this is a theoretical calculation for the respective catchment areas from Moira Shire tourism data which excludes tourism provision (beds) in Mulwala and Barooga; the allocation (either in full or partially) of retail floor space demand to Cobram and Yarrowonga will need to be considered at policy development stage, although the above estimates are more likely to increase should cross-border tourism data be included.

**6.7 Summary of Existing Retail floor Space**

The estimated existing retail floor space allocation for Cobram and Yarrowonga's catchment areas are summarised below.

	Cobram Catchment	Yarrowonga Catchment	Total Catchment
Estimated Retail Floor Space (town centre and developed commercial land)	34,457 m <sup>2</sup>	42,820 m <sup>2</sup>	77,277 m <sup>2</sup>
Other supermarkets in centres within the primary catchment area	5,935 m <sup>2</sup>	1,220 m <sup>2</sup>	7,155 m <sup>2</sup>
<b>Total Estimated Retail Floor Space</b>	<b>40,392 m<sup>2</sup></b>	<b>44,040 m<sup>2</sup></b>	<b>84,432 m<sup>2</sup></b>
Tourism retail floor space component	3,297 m <sup>2</sup>	5,033m <sup>2</sup>	8,330 m <sup>2</sup>
<b>Total Estimated Retail Floor Space without tourism component</b>	<b>37,095m<sup>2</sup></b>	<b>39,007 m<sup>2</sup></b>	<b>76,102 m<sup>2</sup></b>
Per Capita retail floor space allocation without tourism component	1.84	2.39	2.09

**Table 13: Estimated Existing Retail Floor Space Allocation for Cobram and Yarrowonga Catchment Areas**

The estimate does not include:

- Secondary catchment areas and escape expenditure from other surrounding centres to Cobram and Yarrowonga.
- Retail escape expenditure to other major centres. Escape expenditure is likely to be low for food and groceries (daily needs), given the nature of the catchment area and current retail offer in both centres. Escape expenditure<sup>18</sup> for higher order goods (e.g. whitegoods) and DDS items may however be relevant. This will be considered at policy development stage.

<sup>18</sup> Analysis of catchment area and Moira Shire Economic Analysis.

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**7. Future Retail Floor Space Demand and Supply Analysis**

**7.1 Strategic target of 2.2-2.4m<sup>2</sup> per capita**

A per capita retail floor space of 2.2-2.4m<sup>2</sup> is an accepted average<sup>19</sup> for the catchments resident population.

Should a ratio of 2.2 be applied to the population of 36,440 a total retail floor space of 80,168m<sup>2</sup> is required. The current ERP has a per capita floor space of 2.11m<sup>2</sup> and floor space of 76,757m<sup>2</sup> when the tourism component is excluded, resulting in a shortfall of approximately 0.9m<sup>2</sup> per person which equates to 3,416m<sup>2</sup> retail floor space in the combined catchment area.

Should a ratio of 2.4 be applied to the population of 36,440 a total retail floor space of 87,456m<sup>2</sup> is required, resulting in a shortfall of approximately 1.9m<sup>2</sup> per person which equates to 10,704m<sup>2</sup> retail floor space in the combined catchment area.

The indicative retail catchment for Yarrawonga already has a per capita floor space allocation of 2.39, whilst Cobram's is significantly lower at 1.85.

Increasing overall existing floor space to a per capita allocation of 2.2-2.4m<sup>2</sup> has the strategic benefit of supporting retail supply (and associated choice and range) in the catchment to reduce potential existing leakage to other larger centres.

The contribution of seasonal workers to floor space demand, moving into the primary catchment area to support harvesting and agricultural activities, has not been quantified given its fluctuating nature. The seasonal influx of workers will increase retail demand and support retail activities in the catchment area, specifically daily needs trading in Cobram. Should a per capita floor space allocation of 2.4m<sup>2</sup> be applied (being the upper-limit of accepted standards) this could theoretically provide for seasonal workers to some extent whilst adequately planning for the permanent supply/demand level. Seasonal workers providing increased trading levels within the relevant seasons will then further support the retail sector, specifically in Cobram.

A ratio of 2.2m<sup>2</sup> per capita is the theoretical equilibrium for supply and demand, whilst 2.4m<sup>2</sup> per capita is the higher end of accepted average retail floor space allocation. Including the higher allocation of 2.4m<sup>2</sup> in projected demand calculations has the strategic benefit of supporting retail supply (and associated choice and range) in the catchment and reduce potential existing leakage to other larger centres, and ensuring adequate zoned land supply is available to address future needs and facilitate development. Whilst this allocation does not include the demand generated by seasonal workers and tourism, it does provide support for additional floor space in the catchment that will in effect also service these markets.

**7.2 Projected Catchment Floor Space Demand to 2031 Resulting from Population Growth**

**Combined Retail Catchment**

The population for the combined primary retail catchment is estimated to grow to approximately 38,545 by 2031. This will theoretically require a total retail floor space of 84,799m<sup>2</sup> based on a per capita allocation of 2.2m<sup>2</sup>; an increase in retail floor space of approximately 8,047m<sup>2</sup> by 2031. Taking in into account the existing shortfall to provide 2.2m<sup>2</sup> per person of 3,416m<sup>2</sup> (as calculated above), the projected additional floor space shortfall by 2031 is 4,631m<sup>2</sup>.

Should a per capita allocation of 2.4m<sup>2</sup> be applied, this will require a total retail floor space of 92,508m<sup>2</sup>; an increase in retail floor space of approximately 15,751m<sup>2</sup> by 2031. Taking in into account the existing shortfall to provide 2.4m<sup>2</sup> per person of 10,704m<sup>2</sup> (as calculated above), the projected additional floor space shortfall by 2031 is 5,047m<sup>2</sup>.

<sup>19</sup> Various sources identify a range of 2.2m<sup>2</sup> to 2.4m<sup>2</sup> retail floor space per person in Australia. The estimate of 2.2m<sup>2</sup> per capita has been adopted as a robust yet conservative estimate.

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The combined projection does not take into account specific characteristics of the individual catchment areas, and calculations for each catchment area will provide more accurate estimations to inform policy direction.

**Yarrawonga Retail Catchment**

Yarrawonga currently has a per capita retail floor space allocation of 2.39. The projected population growth of 1,980 by 2031 in the catchment area will require:

- An additional 1,187m<sup>2</sup> retail floor space by 2031 should a ratio of 2.2m<sup>2</sup> be applied; and
- An additional 4,841m<sup>2</sup> retail floor space by 2031 should a ratio of 2.4m<sup>2</sup> be applied.

Note the tourism component are not included in these figures.

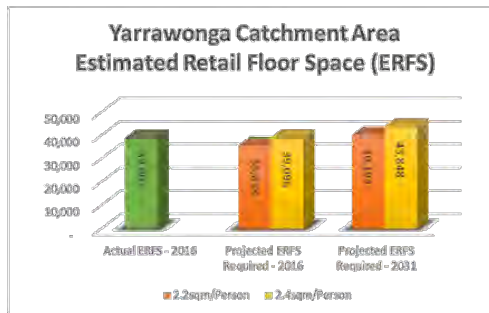


Figure 71: Current and future Estimated Retail Floor Space for Yarrawonga catchment area based on ERP

**Cobram Retail Catchment**

Cobram currently has a per capita retail floor space allocation of 1.85. The projected population growth of 126 by 2031 in the catchment area will require:

- An additional 7,512m<sup>2</sup> retail floor space by 2031 should a ratio of 2.2m<sup>2</sup> be applied; and
- An additional 11,567m<sup>2</sup> retail floor space by 2031 should a ratio of 2.4m<sup>2</sup> be applied.

Note the tourism component are not included in these figures.

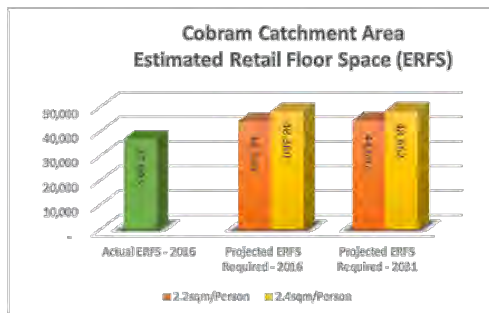


Figure 72: Current and Future Estimated Retail Floor Space for Cobram catchment area based on ERP

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**7.3 Projected Tourism Contribution to Floor Space for 2031**

The analysis on the contribution of tourism to floor space demand prepared previously in the report shows that additional demand resulting from tourism in Yarrowonga will be around 810m<sup>2</sup> and in Cobram, 391m<sup>2</sup>; a combined total of 1,201m<sup>2</sup>.

**7.4 Summary of Retail Floor Space Needs to 2031**

The table below outlines the total theoretical additional retail floor space requirements by 2031 when tourism is included. Projections based on a 2.2m<sup>2</sup> per person allocation estimate a combined shortfall of 6,731m<sup>2</sup> retail floor space by 2031, and a 2.4m<sup>2</sup> allocation estimate a combined shortfall of 17,609m<sup>2</sup>.

Component	Cobram Catchment	Yarrowonga Catchment	Combined Catchment
Retail floor space required to meet 2.2m <sup>2</sup> per capita ERP for 2016 (current vacant floor space included)	7,235m <sup>2</sup>	-3,169m <sup>2</sup>	11,354m <sup>2</sup>
Retail floor space required to meet 2.2m <sup>2</sup> per capita ERP by 2031	277m <sup>2</sup>	1,187m <sup>2</sup>	5,054m <sup>2</sup>
Retail floor space required to meet tourism growth to 2031	391m <sup>2</sup>	810m <sup>2</sup>	1,201m <sup>2</sup>
<b>TOTAL</b>	<b>7,903m<sup>2</sup></b>	<b>-1,172m<sup>2</sup></b>	<b>6,731m<sup>2</sup></b>
Retail floor space required to meet 2.4m <sup>2</sup> per capita ERP for 2016 (current vacant floor space included)	11,265m <sup>2</sup>	89m <sup>2</sup>	11,354m <sup>2</sup>
Retail floor space required to meet 2.4m <sup>2</sup> per capita ERP by 2031	302m <sup>2</sup>	4,752m <sup>2</sup>	5,054m <sup>2</sup>
Retail floor space required to meet tourism growth to 2031	391m <sup>2</sup>	810m <sup>2</sup>	1,201m <sup>2</sup>
<b>TOTAL</b>	<b>11,958m<sup>2</sup></b>	<b>5,651m<sup>2</sup></b>	<b>17,609m<sup>2</sup></b>

**Table 14: Projected Retail Floor Space Demand to 2031**

The analysis show that additional retail floor space is required to service the catchment's ERP to a theoretical per capita allocation of both 2.2m<sup>2</sup> and 2.4m<sup>2</sup>. Whilst this allocation does not include the demand generated by seasonal workers, it does provide support for additional floor space in the catchment that will in effect also service this market. The impact any potential leakage of retail trade to other centres have not been included as yet; this will be considered in the policy directives of the study. Yarrowonga's projected floor space shortfall is mainly attributed to projected population growth in the catchment area supported by tourism, whilst Cobram has an existing shortfall combined with modest population growth in the catchment area.

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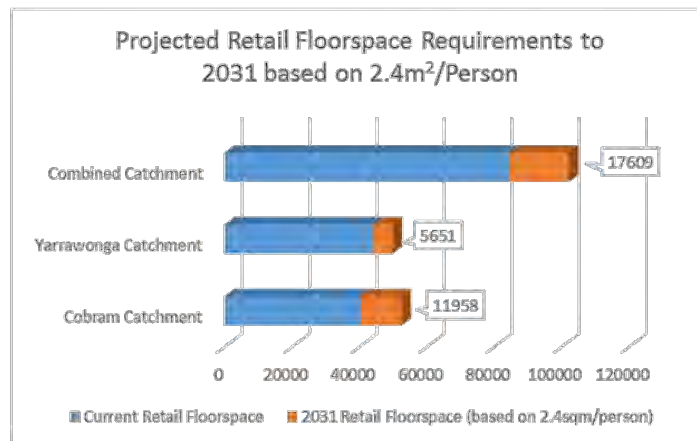


Figure 73: Estimated Current and Future (2031) Retail Floor Space - Primary Catchment Area



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**8. Zoned Land Supply for Retail Development**

The zoned land use analysis and floor space analysis completed for Cobram and Yarrawonga identified the following:

**Cobram**



Figure 74: Vacant Zoned C1Z and C2Z Land - Cobram

*C1Z Land*

As identified in Figure 46 and Figure 47 above, Cobram has over 8 Ha of C1Z zoned land that is either vacant or used for residential purposes. This is considered adequate supply to accommodate the projected current and future retail development needs of Cobram. The majority of this land is not covered by planning overlays that will inhibit a change in land use. The zoned land is located adjacent to developed commercial land, have good road access, and will support integrated development with the existing town centre.

It is acknowledged that, given the lack of large vacant sites, redevelopment (and potentially consolidation) of existing properties will be required for larger floor plate developments such as a new full-line supermarket or DDS; this may inhibit development, however the benefit of development occurring here will be integrated development within the current C1Z zoned area. The cost and related complications of having to consolidate land will very likely discourage the development of a full-line supermarket or DDS in this area, and smaller retail and commercial developments are most likely to develop in this area over time.

*C2Z Land*

Cobram has over 11ha of zoned C2Z land that could accommodate the future needs for the catchment. A number of larger vacant parcels are located in close proximity to the core retail area of the town centre, which will make them highly suitable for future development. The C2Z area generally has good highway frontage that will support the development of these vacant sites. Should vacant C2Z land however be utilised for core retail such as a supermarket<sup>20</sup> which could require a land parcel between 6,000 and 9,000m<sup>2</sup>, this will affect land supply and expansion of C2Z land may need to be considered if demonstrated demand exists.

<sup>20</sup> The C2Z currently limits the size of a supermarket to 1,800m<sup>2</sup>. Should a full-line supermarket of up to 3,500m<sup>2</sup> be considered in the current C2Z, the land will need to be rezoned to C1Z.

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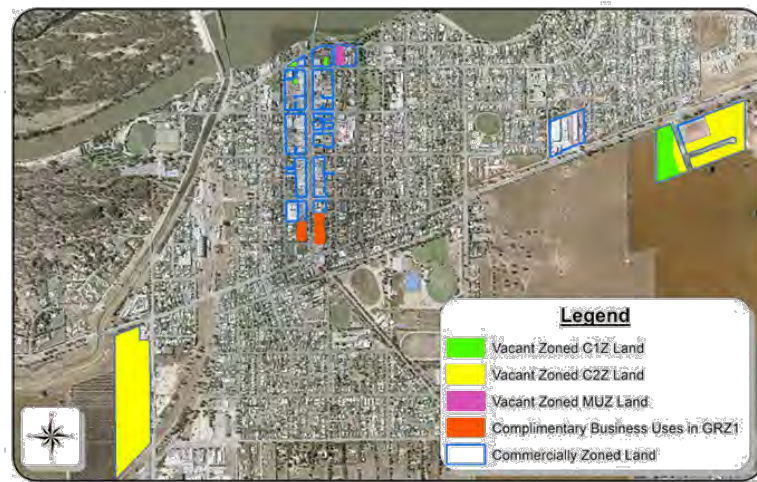
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The current land supply is considered adequate to support restricted retail and bulky goods development in Cobram to reduce potential loss of expenditure to other larger centres. Although the C2Z land supply is considered adequate to meet projected demand, there are limited sites capable of accommodating a larger floor plate development (such as Bunnings<sup>21</sup>) with exposure to the highway. Developments of this scale in Cobram could potentially reduce potential loss of expenditure to other larger centres and support the town centre. Should a development of this scale be required and not accommodated by utilising vacant land or redevelopment of properties in the C2Z, the proposed Cobram Business Park<sup>22</sup> on land between the Murray Valley Highway, Cobram-Koonoomoo Road and Ritchie Road could be a viable alternative in the future to expand the C2Z area.

**Yarrawonga**



**Figure 75: Vacant Zoned C1Z and C2Z Land - Yarrawonga**

*C1Z Land*

Yarrawonga currently has approximately 2.6 Ha of vacant C1Z zoned land, the majority of this land being in one parcel located in a decentralised location along the Murray Valley Highway, and two smaller parcels in the northern section of the town centre. Yarrawonga has limited zoned land in the town centre to accommodate retail development or retail expansion. A limited number of properties used for residential purposes are available for conversion to retail use, however most of these do not have frontage to Belmore Street or main retail streets and will most likely be suitable for non-retail commercial development. The C1Z zoned parcel fronting onto Murray Valley Highway is adequately sized to accommodate a new full-line supermarket and additional retail development in a decentralised location to service the new residential developments to the east of the town centre. Should it be assumed 35-40% of this land are available for retail floor space once developed, this site alone can potentially accommodate 9,100-10,500m<sup>2</sup> of new retail floor space. The land fronting onto Belmore Street, south of the town centre and north of the Murray Valley Highway, can currently be developed for 'complimentary business uses' based on Planning Scheme provisions; however a planning permit or rezoning will be required.

<sup>21</sup> There is already two national chain hardware stores in Cobram and an economic impact assessment should accompany any development application for this type of use to ensure the development will complement the town centre offer.

<sup>22</sup> Source: Clause 21.04-4, Moira Town Planning Scheme

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*C2Z Land*

Yarrawonga is well-served by vacant C2Z land, with over 17 Ha zoned C2Z land currently vacant in two different locations. This land supply can accommodate the catchment's C2Z needs without any need to open up further areas for development. The C2Z areas generally has good highway frontage that will support the development of these sites.

The C2Z areas generally has good highway frontage that will support the development of these sites. The new Bunnings will substantially increase the local offer and support retention of local expenditure in Yarrawonga. It may also stimulate further development on the surrounding C1Z and C2Z land and residential development occurs proximate to this location, noting that a planning permit for a supermarket was approved for this site and has now lapsed. The C2Z area along Burley Road is located closer to the town centre and proximate to the industrial area, with some exposure to the Murray Valley Highway which makes it suitable for restricted retail development; no commercial development application has been lodged to date and the development aspirations for this land is uncertain.



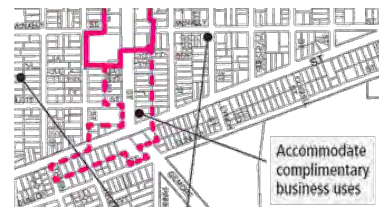
Figure 76: The new Bunnings in Yarrawonga

**Potential Town Centre Expansion Area – Yarrawonga Town Centre**

Both the current and revised MSS (exhibited in Amendment C77) support accommodation of complementary business uses at the southern end of Belmore Street. The area identified in the revised MSS covers land fronting onto Belmore Street and some properties on the southern side of the Murray Valley Highway.

Although the MSS includes support at a conceptual level for the redevelopment of this area the land has however not been developed or rezoned. The current MSS directive has not provided landowners or stakeholders with a clear understanding of the future of this area.

The directive to accommodate complimentary business uses is supported in principle to make the best and highest use of the land, and formalise the area as being a functional part of the town centre. Specifically the land fronting onto Belmore Street, directly south of the existing C1Z boundary and north of Murray Valley Hwy (refer Figure 78 below) could be suitable for expanding the C1Z for a strategic outcome to effectively link the existing C1Z developments with retail located at the Murray Valley Hwy and Belmore Street / Gilmore Street intersection. It is noted that a larger area is identified in the revised MSS.



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**ADOPTION OF THE COBRAM AND YARRAWONGA RETAIL POLICY  
FRAMEWORK BACKGROUND ANALYSIS AND OPTION REPORTS (cont'd)**

**ATTACHMENT No [1] - Background Analysis Report**

Moira Shire Council

Retail Policy Framework for Cobram and Yarrowonga: Background  
Analysis



Figure 77: C1Z Expansion Investigation Area - Yarrowonga



Figure 78: Existing development along the southern section of Belmore Street

The land area could support an estimated 3,000-4,000m<sup>2</sup> of retail floor space, depending on the development proposal and land consolidation. The land is not covered by a heritage overlay and the existing housing stock generally will enable redevelopment.

During stakeholder consultation, a number of landowners have supported this expansion and one landowner has expressed concern, noting that this potential expansion and the future of this area was not formally presented but raised by stakeholders themselves as a key issue for the town centre.

Support for retail development in this location will not be based on a lack of zoned land supply but rather the strategic extension of the town centre towards existing business uses and providing additional commercial development opportunity in a centralised location. The nature of development preferred in this location needs to be defined to provide further certainty and confirm the potential contribution of the area to future land supply.

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**9. Known stakeholder views/issues**

Consultation was conducted with key stakeholders to obtain information regarding the current retail provision in both town centres, perceptions around the functioning of the centres and future development needs.

Land owners and business owners were invited to attend personal interviews with council officers and SED Advisory consultants. Short interviews with a limited number of business owners were also conducted by walking in to business at random.

The following issues and views were identified:

**Yarrawonga Town Centre**

- ▶ Tourism important to support food and beverage sector in Yarrawonga (and most other sectors also). Local base good but not strong enough to sustain trade through winter months. The age profile of new residents generally does not have a significant impact on trade and many retirees leave the area during the winter months. Key base for food and beverage trade are families. The current supply and demand is considered to be balanced and any new cafes will impact existing business.
- ▶ Council should support a wider variety of retail business in the town centre (cannot only have cafes and hairdressers).
- ▶ A holistic approach to the development of the town centre will be good to support all business and areas.
- ▶ The northern end of the town centre lacks a key anchor to draw people to this area (as Target and Woolworths do at the southern end). The take-up of car parking at the northern end is considered lower than the central area; this is indicative that anchor uses are required.
- ▶ The aquazone initiative is a good activation initiative that will have a positive impact on the trade in the northern end of the town centre.
- ▶ Parking is accessible in the town centre. This helps to draw retired people into the town centre. The town has always had a large component of retirees and this will continue into the future.
- ▶ Council's tourism is not supporting tourism in winter and too focussed on the lake and summer months. Initiatives such as festivals in winter can activate the area and support businesses (e.g. Bright that hosts over 10 festivals per year).
- ▶ The development of the new Bunnings will increase the offer in Yarrawonga and reduce trade losses to other areas. If a new supermarket co-locates there it will however affect the trade in the town centre.
- ▶ Tourism is a key factor for clothing and other retail; now more tourism dependant than ever before.
- ▶ Yarrawonga needs a shopping centre/complex similar to other centres (e.g. Wangaratta, Albury, Shepparton) because this attracts people out of Yarrawonga. However Yarrawonga's population is not big enough to support a centre.
- ▶ Events and festivals support trade.
- ▶ Housing development has increased trade even if it is largely taken-up by the mature market (retirees).
- ▶ Trade fluctuates due to tourism, and the perception is that tourist numbers have dropped in recent years. Local base is key for food and beverage business to survive outside holiday periods.
- ▶ Council should ensure a diversity of shops, not any new cafes. Enough competition and new cafes only



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tap into base trade that is already only surviving. New attractor businesses are needed to support existing businesses.

- ▶ Empty shops should be filled with 'pop-up' shops with entertainment for kids and youth. These could include laser games and ice skating. Other new businesses can be supported by not asking rent for 4 months to see if they are viable as activators; however landlords have too high expectations of rent and this is limiting new businesses.
- ▶ The town centre should attract young adults in early 20's as they generally spend more than families, specifically in food and beverage.
- ▶ One-off big events really support the town centre. Yarrowonga needs a festival to support trade.
- ▶ It will be good to have a Big W or Jay Jays in the town centre.
- ▶ During winter there are no activities for children; indoor play areas and activities (e.g. bowling) in Shepparton attracts people out of Yarrowonga.
- ▶ Parking is not an issue at the northern end of the town centre.
- ▶ Generally consistent trade throughout the year for convenience goods.
- ▶ The opening hours of many businesses doesn't support activation and trade as many are closed on public holidays and weekends.
- ▶ The existing supermarkets provide supply and there isn't room for another supermarket yet, maybe in future as the population grows.
- ▶ The development of new bulky goods (Bunnings) and car dealership outside the town centre is good for the town, but retail should not be decentralised. Decentralisation will have a big impact on the town centre and should not be allowed – there are many examples including Shepparton. Extension of the existing town centre to the south is supported in principle, this could accommodate 'fringe CBD uses' such as Harvey Norman for example.
- ▶ Ensuring that anchors such as DDS and supermarkets are located in the town centre support the activation of the centre, e.g. Horsham. Supermarkets can fit into brownfield sites e.g. Hamilton.
- ▶ The retirement market does not drive real growth, so population growth is positive but doesn't have a big impact if it is mainly retirees.
- ▶ There is not enough room for three supermarkets yet in town, if a third is built one of the existing will be severely impacted.
- ▶ Ensure new development has active frontages to support the existing trade along Belmore Street.
- ▶ Planning and holding costs have a significant impact on development and costs should be minimised as far as possible.
- ▶ The return from leasing floor space is low at present due to good existing supply; the development of smaller floor plates not considered profitable at present.
- ▶ New shop floor space are not required, rather an upgrade to existing buildings. This will become more viable as returns from rent increase for existing buildings. Modern standard facilities will support retail growth.
- ▶ Flexibility in the planning policy for the southern end of the town centre is needed to support future expansion. The owners/developers can rezone the land as required. The area can be developed in stages and appropriate interfaces be developed with KFC etc.
- ▶ There is a demand for national retailers to locate in the town centre but appropriate sites are not available to accommodate larger floor plates. The southern end of Belmore Street could accommodate these developments.
- ▶ Extending the town centre to the south (on both sides of Belmore Street) is supported over the medium term. Rezoning of the land will support development.

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- ▶ The northern part of the town centre should have the most cafes and restaurants to activate the foreshore.
- ▶ The entire area south of the town centre should be considered for shops and retail use. This outcome has been expected for some time. Parking for new developments should be provided on-site.
- ▶ Both sides of Belmore Street south of the Woolworths development should be developed for business use to bring the town centre and the other uses further to the south together.
- ▶ Higher order goods, medical services and entertainment are accessed in Albury. Shepparton's shops are 'all over the place' and this outcome is not supported for Yarrawonga.
- ▶ Removing heavy vehicles from the town centre will be a good outcome.
- ▶ Employment in town is required to support trade and population growth, too dependent on retirement living.
- ▶ Encourage the location of Centrelink and Medicare to be located in the Shire; currently in Wangaratta but used to be in town. This will support employment and bring visitors to town centre.
- ▶ The growth of the town centre has been positive over the past years. Trade doubles over summer holidays and Easter period, but trade throughout the year considered good.
- ▶ The decentralised location of Bunnings is supported however a supermarket at this location may not be viable and this use may be better in the town centre.
- ▶ The current land ownership does not promote growth and development as best as it could.
- ▶ The current residential character of the southern end of Belmore Street (western side) should be retained. Concerned about devaluation of property if business development is approved because it narrows buyers. Invested in property improvement given that no plans for changing the use of the area has been identified by Council to date.
- ▶ Most shopping is done in Yarrawonga and very little in bigger centres; sometimes supports Aldi when visiting other centres. The retail offer in Yarrawonga is good and there is not much lacking. 'Trendy shops' brings tourist to the town centre. Many shop fronts look a bit tired and can be improved.
- ▶ Good steady business (food and beverage) and trade picks-up over December, however pricing is important (e.g. run specials). The town needs more clothing shops, family entertainment and variety (e.g. KMart or homeware store). See a lot of shops open and close, so many new businesses don't seem to survive.

**Cobram Town Centre**

- ▶ Decentralised development is not supported. There are two relatively large parcels suitable for retail development proximate to the retail core (old saleyards site and site behind Woolworths). These could be developed to support and extend the town centre.
- ▶ Entertainment is lacking in the town centre – a waterpark will be a good attraction to support the town centre.
- ▶ New development (including larger floor plate developments) should be located in the town centre and decentralised development is not supported. Development should be approved where they should go and not just where it is easiest to develop. The town centre should not be fragmented and new development should support other retail in the town centre. Multiple examples where satellite development affected the town centre, including Shepparton.
- ▶ There may be space for another supermarket in the town centre, however if a new full-line supermarket is approved it will very likely result in an existing supermarket closing. The market is not big enough to sustain three supermarkets.
- ▶ Access to the town centre is not an issue and is considered good.
- ▶ Another anchor use (such as a KFC or Bunnings) could support the town centre by drawing more trade into the centre.

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- ▶ The camping area in Cobram should be improved, this will increase the tourism sector and support trade.
- ▶ Seasonal workers are a benefit to retail trade in Cobram, however doesn't believe it has a big influence on trade.
- ▶ Existing buildings are cheaper to lease compared to new builds which has capital outlay. This however means that some existing retailers cannot invest in new buildings because it is cost prohibitive and their margins are not strong enough to justify new buildings.
- ▶ The development of a cinema is supported to provide entertainment and activate the town centre.
- ▶ Signage for facilities, uses and streets should be improved. Very limited signage at present and this does not support the centre or assist in the amenity (creating a higher quality environment). The current visitor's town map at the Council offices should be more centralised and accessible.
- ▶ Punt Road and Main Road are considered to be the core retail streets in town, and the town centre should be developed around this core area.
- ▶ Another supermarket is needed (e.g. an Aldi) to provide a larger range, more choice and support affordability. The current IGA store should be upgraded to make it more modern.
- ▶ The streetscape plan developed in 2009 has not been implemented. The footpaths need urgent attention and the CBD needs an upgrade.
- ▶ Thompsons Beach is a great asset and should be marketed to bring people into Cobram. An improved facility will support tourism and trade in the town centre.
- ▶ Improved access is needed to the town centre. This can be achieved by extending Punt Road west and re-aligning the Highway to the south. Heavy vehicles could be re-directed along the existing alignment.
- ▶ New bulky goods (e.g. Bunnings) could locate just north of the Commercial 2 area. Existing uses such as car dealerships could relocate to the Commercial 2 area and free-up land for retail development in town.
- ▶ Do not split Cobram town centre by allowing new development outside the centre, like Shepparton has done.
- ▶ An Aldi is preferred above a new Coles to provide diversity. The existing IGA is considered to be good. Any new supermarket should be located in town; the Mitsubishi site is considered to be a good option.
- ▶ The trade is constant throughout the year and the town has a good local service area.
- ▶ A new town square should be built and a green belt established through the town.
- ▶ Cobram shops generally supply all your needs. It would be good to have more national brands in town to support the offer, including fashion stores like Jeanswest and Rivers, and key franchises like Gloria Jean's.
- ▶ More entertainment uses are needed, such as a bowling alley with a café.
- ▶ A plaza or shopping centre should not be developed because it will affect the town centre negatively.
- ▶ Existing land ownership does not always support development.
- ▶ Council should encourage vacant land in the town centre to be developed, and similarly sites that can be redeveloped.
- ▶ Parking should be provided with new developments to increase supply.
- ▶ The relocation of the Telstra and redevelopment of the site could benefit the town centre.
- ▶ Pop-up shops should be encouraged to bring in new businesses.





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- ▶ Laneways are not needed and can be developed or included in development.
- ▶ The current 2 hour parking should be changed to ½ hour parking in the town centre to support turn-over and trade.
- ▶ New developments should be located in the core area. Uses such as McDonalds in the town centre will support the centre.
- ▶ New developments are planned but the demand does not exist to fill smaller shops.
- ▶ A number of good sites are located in town to ensure decentralised development is not needed, including the old silos.
- ▶ A steady retail demand exist in Cobram and it is not strongly linked to tourism.
- ▶ Retail development on the ground floor should be supported by office development on the first floor.
- ▶ More 'internationals' are needed in town to expand the diversity. This will reduce people traveling to Shepparton and other centres.
- ▶ Rumours that Coles wants to develop in Cobram. Based on the population characteristics and Aldi is considered a better fit for Cobram than a Coles. Any new supermarket should be developed in the town centre and not a satellite location.

#### 10. Current Spatial Location of Retail Development

The catchment size of both town centres benefit from having centralised town centres that generate economies of scale. Consideration of retail development in decentralised locations needs to be done with careful consideration of strategy and policy directives, and economic development outcomes sought. Allowing the establishment of retail uses (such as supermarkets or bulky goods) in decentralised locations can have the benefit of improved servicing of local catchment needs or optimal location of uses (e.g. bulky goods outside the core retail area with good accessibility). This can however result in retail development that directly compete with the town centre and impact the primacy of the town centre, and the strategic merit when considering decentralised development should be identified.

##### Cobram

Cobram has a compact urban<sup>23</sup> form with the town centre generally accessible from all residential areas within a 5 minute drive, with the drive time from Barooga generally less than 10 minutes.

Retail development in the Cobram town centre is well centralised to support integrated development and economies of scale. The core retail developments are all located within the heart of the town centre, with the C2Z area interfacing directly with the C1Z area.

The Cobram town centre has not been affected to date with decentralised development and new development, if located within the current C1Z and C2Z areas proximate to the current core retail area, will unlikely impact the functioning of the town centre. Specifically the C1Z area can accommodate significant growth within the zoned area, whilst the C2Z area has three vacant sites that can accommodate medium to large scale retail developments. If further C2Z land is required for large floor-plate developments, consideration of sites fronting onto the C2Z area with good accessibility will unlikely have a negative impact on the town centre given the current compact urban form.

##### Yarrawonga

Yarrawonga has significant residential development surrounding the town centre with a relative compact urban form within a 5 minute drive; the town is however rapidly expanding towards the east of town between the Murray Valley

<sup>23</sup> In the context of the report 'Compact urban form' refers to the spatial location and arrangement of conventional residential development rather than the density of development.

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Hwy and Lake Mulwala. These areas have a driving time of between 5 to 8 minutes to the town centre. The driving time from Mulwala to the Yarrawonga town centre is also less than 8 minutes.

The existing town centre generally fronts onto Belmore Street in a contiguous commercial area from Irvine Parade/Hunt Street in the north to McNally Street in the south. The land fronting on to the intersection of Belmore Street/Gilmore Street and the Murray Valley Hwy has existing retail development although located within the GR1Z, separated approximately 140m from the town centre by residential development. Limited zoned land is available in the town centre for retail expansion.

Decentralised retail development is already approved in the form of C1Z land (with C2Z land and a new Bunnings adjacent) at the intersection of the Murray Valley Hwy and Condaw Drive. Although no C1Z development has occurred as yet, the C1Z area can accommodate up to 10,000m<sup>2</sup>. This land can support retail development to service both the daily needs of local residents and the broader retail offering in Yarrawonga (and the primary catchment of the broader study area), and is located within a 5 minute drive from most residential areas in Yarrawonga.

Due to the low driving times from most areas to the Yarrawonga town centre, the current decentralised development opportunities will unlikely have a big impact on the town centre in terms of accessibility, however the town centre could be impacted if existing retail relocates to the decentralised location.

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**Reference Documents**

Cobram Development Plan  
Cobram Parking Precinct Plan 2009  
Cobram Strategy Plan 2007  
Cobram Urban Design Framework 2005  
Goulburn Valley Sub Regional Plan 2010-2020  
Hume Regional Growth Plan  
Hume Regional Plan 2010-2020  
Kaiela Business Park Yarrawonga Development Plan  
Kaiela Business Park Yarrawonga Staging Plan  
Moira Planning Scheme Amendment C77  
Moira Planning Scheme Amendment C56 Explanatory Report  
Moira Planning Scheme Amendment C38 Explanatory Report  
Moira Planning Scheme Amendment C38 Moira Heritage Study Panel Report  
Moira Planning Scheme Review 2016  
Moira Shire Business and Innovation Strategy 2014-2017  
Moira Shire Council Plan 2013-2017 (2015 Revision)  
Moira Shire Economic Analysis (Draft November 2016)  
Moira Shire Tourism Destination Management Plan 2015-2018  
Silverwoods Development Plan (2014)  
Victoria in Future 2016  
Yarrawonga East Development Plan  
Yarrawonga Futures Plan 2006  
Yarrawonga Strategy Plan 2004  
Yarrawonga Urban Design Framework  
Yarrawonga West Development Plan

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**July 2017**



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**Glossary**

**Conventional Retail** – Retail activities that focus on the following ANZSIC subdivision categories: Food retailing; Store-based retail; Vacant retail buildings; and Food and beverage services.

**Estimated Retail Floor Space** – The estimated gross floor space used for retail purposes.

**Estimated Resident Population** – The estimated usual residents of a statistical area.

**Indicative Primary Retail Catchment Area** – The theoretical retail catchment area where the subject town centre is considered to be the preferred retail centre for the population, calculated by Euclidean buffers around key retail centres and estimated traveling times between centres.

**Retail** - Land use mainly engaged in the purchase and/or onselling of goods without significant transformation to the general public, as classified under Division G – Retail Trade under ANZSIC.

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**Report statement**

The Retail Policy Framework for Cobram and Yarrawonga: Options Report has been prepared specifically for Moira Shire Council as the client. The report builds on the findings of the Background Analysis Report prepared for the project.

The Retail Policy Framework for Cobram and Yarrawonga: Options Report and its contents are not to be referred to, quoted or used by any party in any statement or application, other than by Moira Shire Council without written approval from SED.

The information contained in this document has been gained from anecdotal evidence and research. It has been prepared in good faith and in conjunction with Moira Shire Council. Neither SED, nor its servants, consultants, agents or staff shall be responsible in any way whatsoever to any person in respect to the report, including errors or omission therein, however caused.

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**1. Introduction**

The Moira Shire Council is seeking policy direction to guide retail development in the towns of Cobram and Yarrowonga, with a specific focus on the town centres of these major towns within the municipality.

Key findings from the *Background Analysis Report* will inform the policy options and recommended strategic direction for retail development in Cobram and Yarrowonga.

A summary of key findings are:

- The indicative combined Estimated Resident Population (ERP) for the Cobram and Yarrowonga town centres in 2015 is calculated at approximately 34,440.
- The ERP for the estimated catchment area for the Cobram town centre is approximately 20,150 and 16,290 for the Yarrowonga town centre.
- The Estimated Resident Population of the Moira Shire is projected to increase to 32,043 by 2031.
- The resident population for the indicative Primary Retail Catchment is estimated to grow by 2,105 to approximately 38,545 by 2031; Cobram's catchment growing by over 126 people and Yarrowonga's catchment by over 1,980. Note these figures do not include seasonal workers or tourists within the catchment.
- The retail offer in Cobram, in terms of range of goods and services, is considered good for the catchment size and vacancy rates are low (approximately 4% of total retail floor space). Revitalisation of some areas have occurred and a number of newer developments support the floor space supply and range of services/goods within the town centre.
- The retail offer in Yarrowonga in terms of range of goods and services is considered very good for the catchment size and vacancy rates are low (approximately 5% of total retail floor space). A number of new developments support the floor space supply and range of services/goods within the town centre, most notably in the southern end of the town centre.
- The combined conventional retail floor space for Cobram and Yarrowonga is estimated to be 77,277m<sup>2</sup>. With the estimated floor space of existing supermarkets in other centres located within the indicative primary catchment included, the total conventional retail floor space for the catchment is estimated at 84,432m<sup>2</sup>.
- Tourism represents around 30% of output, 27% of value added and 28% of employment within the retail and food and accommodation sectors of the Moira Shire. Of the total used retail and food and accommodation floor space of 80,023m<sup>2</sup> in Cobram and Yarrowonga town centres, an estimated 8,330m<sup>2</sup> (10.4%) is tourism related.
- The estimated existing retail floor space allocation for Cobram and Yarrowonga's catchment areas are summarised in Table 1.
- The indicative retail catchment for Yarrowonga has a per capita retail floor space allocation of 2.39m<sup>2</sup>, whilst Cobram's is significantly lower at 1.84m<sup>2</sup>.

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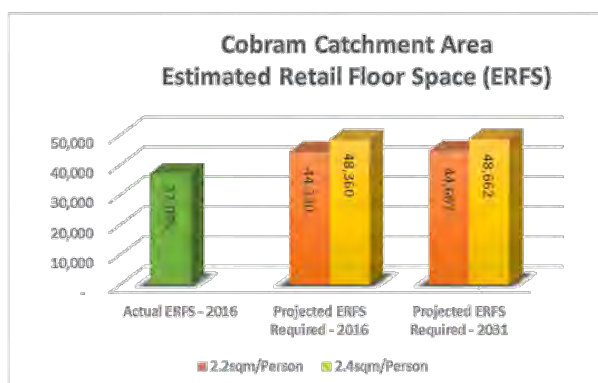
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	Cobram Catchment	Yarrawonga Catchment	Total Catchment
Estimated Retail Floor Space (town centre and developed commercial land)	34,457 m <sup>2</sup>	42,820 m <sup>2</sup>	77,277 m <sup>2</sup>
Other supermarkets in centres within the primary catchment area	5,935 m <sup>2</sup>	1,220 m <sup>2</sup>	7,155 m <sup>2</sup>
<b>Total Estimated Retail Floor Space</b>	<b>40,392 m<sup>2</sup></b>	<b>44,040 m<sup>2</sup></b>	<b>84,432 m<sup>2</sup></b>
Tourism retail floor space component	3,297 m <sup>2</sup>	5,033 m <sup>2</sup>	8,330 m <sup>2</sup>
<b>Total Estimated Retail Floor Space without tourism component</b>	<b>37,095 m<sup>2</sup></b>	<b>39,007 m<sup>2</sup></b>	<b>76,102 m<sup>2</sup></b>
Per Capita retail floor space allocation without tourism component	1.84	2.39	2.09

**Table 1: Estimated Existing Retail Floor Space Allocation for Cobram and Yarrawonga Catchment Areas**

- Should a ratio of 2.2m<sup>2</sup> be applied to the Cobram catchment area an additional 7,512m<sup>2</sup> retail floor space will be required by 2031. Should a ratio of 2.4m<sup>2</sup> be applied to the Cobram catchment area an additional 11,567m<sup>2</sup> retail floor space will be required by 2031. Note the tourism component are not included in these figures.



**Figure 1: Current and future Estimated Retail Floor Space for the Cobram catchment area**

- Should a ratio of 2.2m<sup>2</sup> be applied to the Yarrawonga catchment area an additional 1,187m<sup>2</sup> retail floor space will be required by 2031. Should a ratio of 2.4m<sup>2</sup> be applied to the Yarrawonga catchment area an additional 4,841m<sup>2</sup> retail floor space will be required by 2031. Note the tourism component are not included in these figures.

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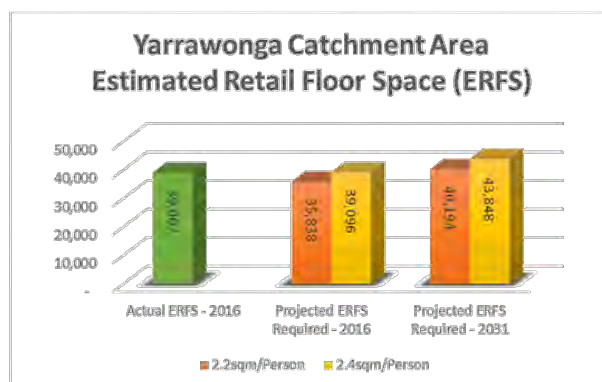
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**Figure 2: Current and future Estimated Retail Floor Space for the Yarrawonga catchment area**

- Projections estimate additional demand by 2031 resulting from tourism in Yarrawonga will be around 810m<sup>2</sup> and in Cobram, 391m<sup>2</sup>.
- The analysis show that additional retail floor space is required to service the catchment's ERP to a theoretical per capita allocation of both 2.2m<sup>2</sup> and 2.4m<sup>2</sup>. Whilst this allocation does not include the demand generated by seasonal workers, it does provide support for additional floor space in the catchment that will in effect also service this market. The impact any potential leakage of retail trade to other centres have not been included as yet; this will be considered in the policy directives of the study. Yarrawonga's projected floor space shortfall is mainly attributed to projected population growth in the catchment area supported by tourism, whilst Cobram has an existing shortfall combined with modest population growth in the catchment area.

Component	Cobram Catchment	Yarrawonga Catchment	Combined Catchment
Retail floor space required to meet 2.2m <sup>2</sup> per capita ERP for 2016 (current vacant floor space included)	7,235m <sup>2</sup>	-3,169m <sup>2</sup>	11,354m <sup>2</sup>
Retail floor space required to meet 2.2m <sup>2</sup> per capita ERP by 2031	277m <sup>2</sup>	1,187m <sup>2</sup>	5,054m <sup>2</sup>
Retail floor space required to meet tourism growth to 2031	391m <sup>2</sup>	810m <sup>2</sup>	1,201m <sup>2</sup>
<b>TOTAL</b>	<b>7,903m<sup>2</sup></b>	<b>-1,172m<sup>2</sup></b>	<b>6,731m<sup>2</sup></b>
Retail floor space required to meet 2.4m <sup>2</sup> per capita ERP for 2016 (current vacant floor space included)	11,265m <sup>2</sup>	89m <sup>2</sup>	11,354m <sup>2</sup>
Retail floor space required to meet 2.4m <sup>2</sup> per capita ERP by 2031	302m <sup>2</sup>	4,752m <sup>2</sup>	5,054m <sup>2</sup>
Retail floor space required to meet tourism growth to 2031	391m <sup>2</sup>	810m <sup>2</sup>	1,201m <sup>2</sup>
<b>TOTAL</b>	<b>11,958m<sup>2</sup></b>	<b>5,651m<sup>2</sup></b>	<b>17,609m<sup>2</sup></b>

**Table 2: Projected Retail Floor Space Demand to 2031**

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- The catchment size of both town centres benefit from having centralised town centres and retail development that generate economies of scale. The current development pattern and available commercial zoned land generally supports integrated development outcomes and can accommodate projected future demand.
- Specific sites may however require further consideration to ensure strategic developments can be facilitated in the catchment area to support both projected demand for local retail needs and potentially reduce higher order retail and comparison shopping currently accessed in larger centres.

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## 2. Policy Statement and Guiding Principles

### 2.1 Policy Statement

A clear policy statement for retail development will support investment and development decision-making in Cobram and Yarrowonga. The following policy statement is proposed:

Retail use and development Cobram and Yarrowonga will provide choice and diversity for local residents, support local employment and tourism, and reduce escape expenditure to other centres.

### 2.2 Guiding Principles

A set of guiding principles will provide the strategic direction for retail development in Cobram and Yarrowonga. The guiding principles need to support current and future policy direction, and act as set of criteria to guide decision-making regarding retail development in both Cobram and Yarrowonga.

The following guiding principles are proposed to support future retail development, based on key directives from relevant policy and the findings of the background analysis:

- Facilitate the expansion and diversification of retail use and development to improve choice, range and diversity of offer.
- Encourage the provision of higher order goods in order to reduce travel requirements by residents and reduce potential expenditure leakage to other commercial centres.
- Focus retail floor space growth within town centres, existing zoned areas and planned nodes.
- Encourage retail activities to locate in town centres that have a market of an appropriate scale for viability to maximise demand.
- Discourage retail development outside town centres and planned retail nodes.
- Encourage restricted retail and bulky goods uses to locate outside core retail areas in locations with good access and exposure.
- Seek the relocation of inappropriate, non-core uses in the town centre to more suitable and appropriately zoned sites.
- Encourage the provision of adequate land supply to accommodate restricted retail and bulky goods developments that require large floor plates.
- Ensure appropriate public investment in town centres to support retail use and development.
- Encourage longer trading hours for retail premises to support tourism and town centre activation.
- Pursue the development of active shop fronts and high quality urban design.
- Facilitate renewal and consolidation of town centres by maintaining the compact nature of existing town centres to intensify retail and commercial uses and the redevelopment of vacant and underutilised sites.
- Encourage utilisation of existing infrastructure and effective provision car parking for new developments.
- Promote mixed use development and integration of tourism, retailing and residential uses at appropriate locations in town centres to support retail development.
- Support development in locations that contribute to making town centres vibrant and accessible by all means of transport and encourage walking and cycling.

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**3. Strategic Retail Floor Space Targets (Per Capita)**

**3.1 Purpose**

The theoretical average<sup>1</sup> of retail floor space provision for Australia is estimated at around 2.2m<sup>2</sup> to 2.4m<sup>2</sup> per person. This estimate generally includes floor space in all locations where the estimated catchment population have retail expenditure, thereby including potential escape expenditure between centres.

In a policy context, per capita retail floor space allocations can be used for:

- Analysing retail supply and demand - determining the amount of retail floor space provided per person and analysing potential export to other centres or import from other centres.
- Setting of strategic targets for retail provision in town centres to support planning and economic development. Specifically, strategic support for the growth of centres and/or reduction of escape expenditure can be provided. Targets can be tailored to acknowledge existing retail expenditure patterns, provide strategic direction for reduced leakage to other centres, and support increased expenditure from other catchment areas (net import).

A strategic decision for Council is deciding on the desired/appropriate per capita retail floor space allocation for each centre to inform policy direction and deliver the associated policy and economic development outcome sought.

The accepted standard of 2.2m<sup>2</sup> will generally ensure strategy and policy support for enough retail development to adequately service the catchment, and this is recommended as the minimum target ratio. A higher ratio (e.g. 2.4m<sup>2</sup>) will theoretically provide support for a larger amount of retail floor space to support development on a strategic level; the intent could be to support retail development that inter alia pro-actively cater for population growth, reduce potential leakage of expenditure in the catchment to other centres by increasing choice or product range, or include planning for tourism and seasonal workers.

The per capita retail floor space allocation for each centre does not have to be the same; the allocation could be tailored to support the specific function of the centre within the Moira Shire Council.

**Recommendation:**

*Utilise per capita retail floor space allocations for each catchment area to inform retail floor space targets and associated policy direction.*

**3.2 Cobram**

The current per capita retail floor space estimate (without the tourism component) for Cobram is 1.85m<sup>2</sup>. Vacancies rates are low at approximately 4% of retail floor space. The 1.85m<sup>2</sup> ratio indicates:

- A potential under supply of retail floor space within the catchment area based on the estimated population the catchment serves.
- The population spread across a relatively large area with multiple larger centres potentially impacting on the catchment area.
- A potential leakage to other surrounding centres for higher order goods.

<sup>1</sup> Various sources identify a range of 2.2m<sup>2</sup> to 2.4m<sup>2</sup> retail floor space per person in Australia.

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The Cobram catchment is characterised by the main town centre in Cobram, a number of smaller supermarkets in surrounding towns, average population growth, with tourists and seasonal workers at certain times of the year.

When a per capita retail floor space ratio of 2.2m<sup>2</sup> is applied to the catchment and the projected demand from tourism is included, approximately 7,900m<sup>2</sup> additional retail floor space is required by 2031, noting that a significant proportion is due to a current projected shortfall. This could accommodate a full-line supermarket, a small discount department store (DDS), and additional retail and restricted-retail floor space in the catchment.

Should a ratio of 2.4m<sup>2</sup> be applied to the catchment and the projected demand from tourism is included, approximately 11,950m<sup>2</sup> additional retail floor space is required by 2031; 4,050m<sup>2</sup> more than the 2.2m<sup>2</sup> estimate above. This could accommodate a full-line supermarket, a DDS, and additional retail and restricted-retail floor space (including bulky goods) in the catchment.

The potential negative impact of expanding the retail sector in Cobram on existing retailers is expected to be minimal given the estimated shortfall at present, however development should:

- be located so that it supports the overall functioning of the town centre and create economies of scale
- create additional retail floor space at a scale consistent with existing demand
- increase choice and diversity of the retail offer.

The positive impact will be increased trade due to reduced leakage to other centres, new investment and new anchor tenants (potentially national retailers) in the town centre.

The contribution of seasonal workers, moving into the primary catchment area to support harvesting and agricultural activities, to floor space demand has not been quantified given its fluctuating nature. The seasonal influx of workers will increase retail demand and support retail activities in the catchment area, specifically daily needs trading in Cobram. Theoretically a per capita floor space allocation of 2.4m<sup>2</sup> could be applied (being the upper-limit of accepted standards) to make provision for seasonal workers and the associated retail floor space demand in planning for the town centre; however quantifying the demand from seasonal workers in this way is an imprecise approach and not evidence based, and therefore not recommended.

Informed by the Cobram catchment area's characteristics, projected population growth and estimated current shortfall of retail floor space, a per capita retail floor space ratio of 2.2m<sup>2</sup> is considered appropriate. This will provide a strong balanced policy directive for the growth, development and consolidation of the Cobram town centre. Increasing overall existing floor space to a per capita allocation of 2.2m<sup>2</sup> has the strategic benefit of encouraging retail supply (and associated choice and range) in the catchment to reduce potential existing leakage to other larger centres and strengthen the town centre by increasing economies of scale. Whilst this allocation does not include the demand generated by seasonal workers, it does provide support for additional floor space in the catchment that will in effect also service these markets.

Policy direction derived from a per capita retail floor space ratio of 2.2m<sup>2</sup> should make provision for leakage to other larger centres as not to overstate potential floor space demand in Cobram, noting that the policy directive proposed aimed at reducing leakage over time by increasing retail choice and diversity in Cobram. Reducing the projected floor space demand of 7,900m<sup>2</sup> with a percentage allocation for leakage will make provision for this potential impact on floor space demand. Should a 10% allocation be applied for leakage, the projected additional retail floor space for Cobram is reduced to approximately 7,150m<sup>2</sup>.

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Although the projected additional retail floor space for Cobram has been calculated at 7,150m<sup>2</sup> by 2031 (including tourism and escape expenditure), it is worth noting that over 6,500m<sup>2</sup> of this projected demand is a projected current shortfall<sup>2</sup>.

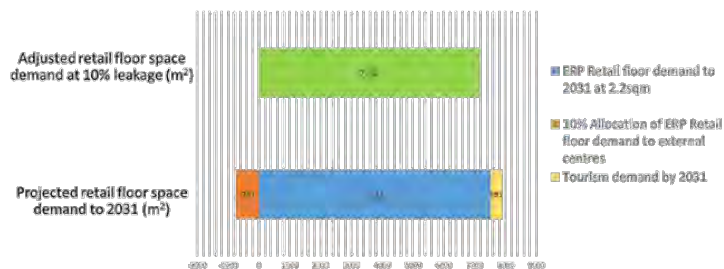


Figure 3: Projected Retail Floor Space Demand for Cobram Providing for Leakage to Other Centres

**Recommendations**

- Apply a retail floor space target of 2.2m<sup>2</sup> per capita for Cobram.
- Plan for approximately 7,150m<sup>2</sup> additional retail floor space in Cobram by 2031.
- Ensure new retail development in Cobram:
  - is located so that it supports the overall functioning of the town centre and create economies of scale
  - create additional retail floor space at a scale consistent with exiting demand; and
  - increase choice and diversity of the local retail offer.

**3.3 Yarrowonga**

The current per capita retail floor space allocation (without the tourism component) for Yarrowonga is estimated at 2.39m<sup>2</sup>. Vacancies rates are low at approximately 5% of retail floor space. The ratio indicates:

- A strong supply of food and beverage retailing that attract trade from both the local and surrounding catchment areas, also supported by the tourist market.
- New developments and recent re-developments that provide for the growing needs of the catchment and upgraded the town centre.
- Increase in the retention of trade within the catchment and reduced leakage to other surrounding centres for higher order goods (for example the new Bunnings store).

The Yarrowonga catchment is characterised by one main town centre in Yarrowonga and only one other centre with a smaller supermarket, strong population growth, and a strong tourism component.

<sup>2</sup> A figure of 6,500m<sup>2</sup> retail floor space is derived by applying a 10 percent leakage allocation to the projected 2016 floor space calculation of 7,235m<sup>2</sup> in Table 2.



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When a ratio of 2.2m<sup>2</sup> is applied to the catchment and the projected demand from tourism is included, there is a projected over supply of 1,170m<sup>2</sup> retail floor space by 2031. This does not theoretically allow expansion of the retail offer in Yarrawonga.

Should a ratio of 2.4m<sup>2</sup> be applied to the catchment and the projected demand from tourism is included, approximately 5,650m<sup>2</sup> additional retail floor space is required by 2031. This can accommodate a supermarket, a small DDS and additional retail and restricted-retail floor space in the catchment.

Given the current balance between estimated supply and demand (with demand from projected population growth included), additional retail floor space should preferably support the strategic functioning of the Yarrawonga town centre by increasing choice and diversity, reducing potential leakage to other catchments, support tourism and ensure the potential negative impact on existing retailers is minimalised.

Informed by the Yarrawonga catchment area's characteristics, projected population and tourism growth, and the current supply of retail floor space, a per capita retail floor space ratio of 2.4m<sup>2</sup> is considered appropriate for Yarrawonga. This will provide a strong policy directive for the growth, development and consolidation of the Yarrawonga town centre into the future. Noting the current theoretical balanced supply and demand, the increase in floor space to 2031 should be commensurate to growth in demand to encourage retail supply (and associated choice and range) in the catchment. Future growth will be required to reduce potential existing leakage to other larger centres and strengthen the town centre by increasing economies of scale. Maintaining the per capita retail floor space allocation at 2.4m<sup>2</sup> has the strategic benefit of supporting retail supply (and associated choice and range) in the catchment to reduce potential existing leakage to other larger centres and embed Yarrawonga's role a key centre in the region.

Policy direction derived from a per capita retail floor space ratio of 2.4m<sup>2</sup> should make provision for leakage to other larger centres as not to overstate potential floor space demand in Yarrawonga, noting that the policy directive proposed aims at keeping leakage to a minimum and encourage retail choice and diversity. Reducing the projected floor space demand of approximately 5,650m<sup>2</sup> with a percentage allocation for leakage will make provision for this potential impact on floor space demand. Should a 10% allocation be applied for leakage, the projected additional retail floor space for Yarrawonga is reduced to approximately 5,150m<sup>2</sup>.

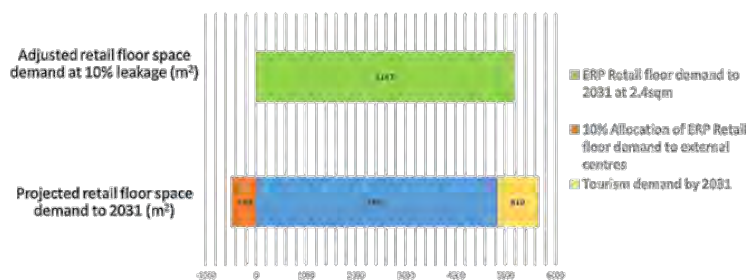


Figure 4: Projected Retail Floor Space Demand for Yarrawonga Providing for Leakage to Other Centres

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**Recommendations**

- Apply a retail floor space target of 2.4m<sup>2</sup> per capita for Yarrawonga.
- Plan for approximately 5,150m<sup>2</sup> additional retail floor space in Yarrawonga by 2031.
- Ensure new retail development in Yarrawonga:
  - is located so that it supports the overall functioning of the town centre and create economies of scale
  - supports projected population and tourism growth
  - create additional retail floor space at a scale consistent with exiting demand; and
  - increase choice and diversity of the local retail offer.

**4. Strategic Locations for Retail Development and Available Land Supply**

**4.1 Yarrawonga**

Yarrawonga currently has a projected per capita retail floor space allocation of 2.39m<sup>2</sup>. The projected retail floor space needs for Yarrawonga to maintain a 2.4m<sup>2</sup> ratio by 2031 are calculated at approximately 4,750m<sup>2</sup>. When growth in tourism is included and allocation is made for potential leakage, approximately 5,150m<sup>2</sup> new retail floor space is required by 2031.

This theoretical 2031 floor space demand estimate will require between 1.25 ha and 1.47 ha zoned commercial land when a coverage of 35-40% is applied.

Yarrawonga currently has approximately 2.6 ha of Commercial 1 Zone (C1Z) and 17.16 ha of Commercial 2 Zone (C2Z) vacant land. The location of the existing zoned land supply are indicated below. On a theoretical basis, Yarrawonga has ample zoned land supply to cater for the projected retail floor space needs to 2031 and beyond.

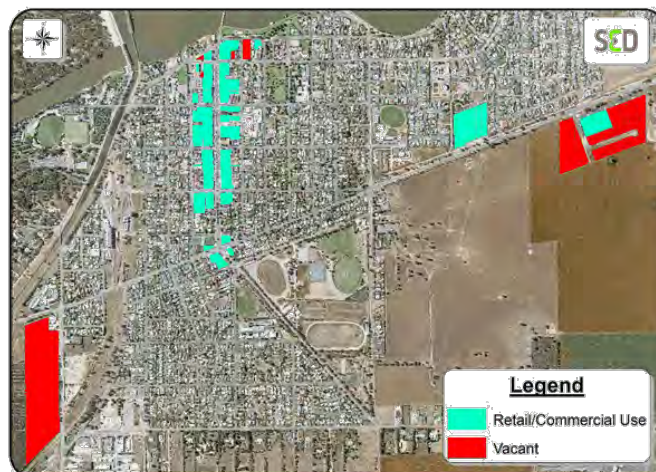


Figure 5: Vacant Zoned Commercial Land in Yarrawonga

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**4.1.1 Key opportunities**

The current spatial form of commercially zoned land in Yarrawonga supports:

- A compact centralised town centre functioning around Belmore Street.
- Restricted retail (hardware) developments in decentralised locations within the C2Z with frontage to the Murray Valley Highway.
- Limited retail development clustered around the Belmore Street/Murray Valley Highway intersection within the General Residential Zone, including convenience restaurants and a service station.

Yarrawonga has limited zoned land in the town centre to accommodate retail development or retail expansion. A limited number of properties used for residential purposes are available for conversion to retail use, however most of these do not have frontage to Belmore Street or main retail streets and will most likely be suitable for non-retail commercial development.

Based on current vacant zoned land and Planning Scheme provisions, retail expansion can occur in several locations (refer map below). These locations are further investigated to inform policy direction and include:

- Current vacant zoned land (both C1Z, C2Z and MUZ).
- Land along Belmore Street, south of the current town centre, identified in the Planning Scheme as suitable for 'complimentary business' development.
- Land along the proposed new alignment of the connection to the Murray Valley Highway (identified by the *Moira Shire Economic Analysis* as an investigation area).
- The old Yarrawonga Saleyards site (identified by Council as an investigation area).

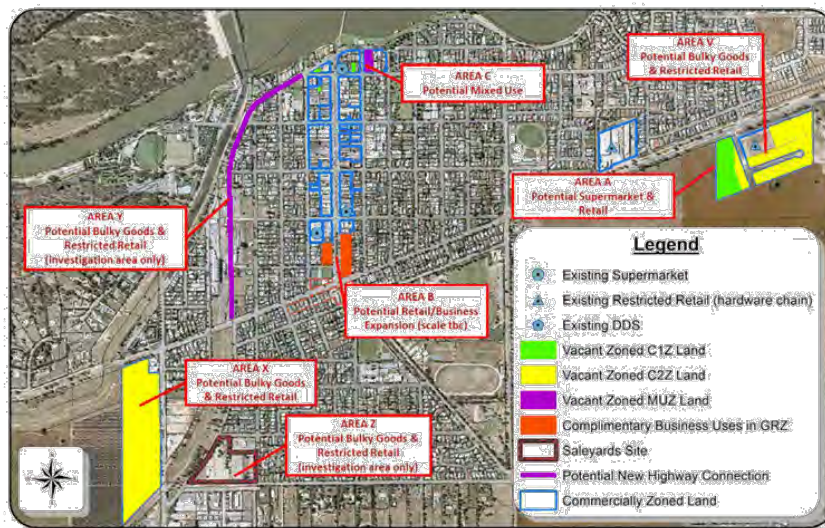


Figure 6: Potential Retail Expansion Areas – Yarrawonga

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4.1.1.1 Conventional Retail (C1Z)

**AREA A - LAND ZONED C1Z AND LOCATED ALONG THE MURRAY VALLEY HIGHWAY, DIRECTLY WEST OF THE NEW BUNNINGS DEVELOPMENT.**

This site forms part of a planned retail and commercial node along the Murray valley Highway. The site is adequately sized to accommodate a new full-line supermarket and additional retail development in a decentralised location to service the new residential developments to the east of the town centre. Should it be assumed 35-40% of this land is available for retail floor space once developed, this site alone can potentially accommodate 9,100-10,500m<sup>2</sup> of new retail floor space; double the projected amount of floor space required by 2031.



The land is subject to a Development Plan Overlay (DPO7) which requires an Economic Impact Assessment for the development of a supermarket to demonstrate the level of demand and the degree the development would impact the Yarrawonga town centre.

A planning permit for a supermarket was approved for this site, however the permit has now lapsed. Given the continued residential growth proximate to this site and the completion of the new Bunnings directly adjacent, the viability of retail development in the near future on the site is likely to increase. The land has already been subdivided and is development ready.

No further action is required for this area. The C1Z will facilitate retail development through a planning permit application, when the land owners are ready to develop the site. The extensive contribution this node makes to the zoned land supply for C1Z in Yarrawonga is noted.

**AREA B - LAND LOCATED ALONG BELMORE STREET, SOUTH OF THE EXISTING TOWN CENTRE**

The current Planning Scheme identifies the area between the town centre and the Murray Valley Highway as suitable for 'complimentary business uses', noting that a map with the dimensions of the area is not included. The land is not covered by a heritage overlay and the existing housing stock generally will enable redevelopment.



**Figure 7: Retail Uses at the Belmore Street / Murray Valley Highway Intersection**

For the purposes of this report and associated analysis, the area is divided into a *core area* ending at the Belmore Street / Murray Valley Highway, and a *secondary area* that extends west along the Murray Valley Highway up to Thorn Street.

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**Figure 8: Potential Retail Development Area South of the Town Centre**

The *core area* is strategically located along Belmore Street between the existing town centre and the Murray Valley Highway. The *core area* is part of the area delineated in the revised Municipal Strategic Statement (MSS) for 'complimentary business uses'.



**Figure 9: Existing residential development along the southern section of Belmore Street**

The *core area* is discussed in the *Yarrawonga Futures Plan 2006* (section 8.3.2 Southern Mixed Use Precinct), and potential uses include 'retailers seeking larger floor areas'. It should be noted that the plan includes all the land along Belmore Street between McNally Street and Murray Valley Highway - a significant northern section of this land is currently zoned C1Z and developments include the new Woolworths which occurred since the preparation of the plan in 2006. The plan recommended that this area be rezoned to MUZ however this has not occurred. Limited retail and mixed use development (in the form of convenience restaurants, liquor retail and a service station) have however occurred on the land around the Belmore Street / Murray Valley Highway intersection since the adoption of the plan.

The *secondary area* is delineated in the revised Municipal Strategic Statement (MSS) and includes a significant amount of properties along the Murray Valley Highway (refer map below). 'Complimentary business uses' are supported in this location, noting that retail is not specifically included or excluded.

There is scope to refine and clarify the land use direction for this area, to facilitate appropriate development and provide certainty to land owners and developers. Given that the projected retail floor space demand for 2031 can be accommodated within existing C1Z zoned areas, any options considered should be informed by strategic outcomes sought; support for retail development in this location is not based on a lack of zoned land supply but rather the strategic extension of the town centre towards existing business uses (including the KCF and McDonalds) and providing additional commercial development opportunity in a centralised location.

The options are:

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- a) Rezone the *core area* (land fronting on to Belmore Street, north of the Murray Valley Highway) to MUZ and retain the GRZ for the *secondary area* (remaining land).



Figure 10: Potential MUZ application south of the town centre

The implications under Planning Scheme zoning provisions are:

**MUZ Area**

- *Shop and food and drink premises* use with a floor area of less than 150m<sup>2</sup> will not require a permit, with any use larger than 150m<sup>2</sup> permissible through a planning permit.
- Other *retail premises* will require a planning permit.
- *Office, medical centre and place of assembly* uses with a floor area of less than 250m<sup>2</sup> will not require a permit, with any use larger than 250m<sup>2</sup> requiring a planning permit.
- Residential uses are permitted, with *accommodation* uses requiring a permit.
- *Industry* uses are permitted with a permit (excluding uses with adverse amenity potential).
- The land area could support an estimated 3,000-4,000m<sup>2</sup> of retail floor space, depending on the development proposal and land consolidation.

The MUZ is a more appropriate zone than the current GRZ, should complimentary business uses be desired; specifically small food and drink premises, office, retail and medical centre development will be supported as of right. The MUZ will also support larger retail development through a planning permit process. Accommodation will also be supported through a planning permit.

**GRZ Area**

- *Car wash, convenience restaurant, service station and take away food premises* uses will require a permit. These sites must however adjoin a road in the Road Zone (e.g. Murray Valley Highway)
- Conventional *retail premises* and *industry* uses will not be allowed.
- *Medical centre and place of assembly* uses floor area will be limited to 250m<sup>2</sup>, with no permit required. These sites must however adjoin a road in the Road Zone (e.g. Murray Valley Highway)
- *Accommodation, food and drink premises, and place of assembly* uses will require a permit.

The GRZ will support complimentary business uses of a smaller scale, whilst not significantly extending the CBD or adding substantial retail floor space that could impact the town centre.

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- b) Rezone the *core area* (land fronting on to Belmore Street, north of the Murray Valley Highway) to C1Z and retain the GRZ for the *secondary area* (remaining land).



Figure 11: Potential extension of C1Z south of the town centre

The implications are:

**C1Z Area**

- o Retail development (including a *shop*) will not require a permit.
- o *Office* development will not require a permit.
- o *Accommodation* uses will not require a permit if integrated with commercial development with a frontage not exceeding 2m at ground floor.
- o The land area could support an estimated 3,000-4,000m<sup>2</sup> of retail floor space, depending on the development proposal and land consolidation.

The C1Z is a more appropriate zone than the current GRZ or the MUZ, should retail development and complimentary business uses be desired as of right without a permit, specifically shops and other retail uses. Stand-alone accommodation uses will however not be supported.

**GRZ Area**

- o *Car wash, convenience restaurant, service station and take away food premises* uses will require a permit. These sites must however adjoin a road in the Road Zone (e.g. Murray Valley Highway)
- o Conventional *retail premises* and *industry* uses will not be allowed.
- o *Medical centre* and *place of assembly* uses floor area will be limited to 250m<sup>2</sup>, with no permit required. These sites must however adjoin a road in the Road Zone (e.g. Murray Valley Highway)
- o *Accommodation, food and drink premises, and place of assembly* uses will require a permit.

The GRZ will support complimentary business uses of a smaller scale, whilst not significantly extending the CBD or adding substantial retail floor space that could impact the town centre.

It should be noted that the inclusion of land fronting onto Hovel Street and Hume Street have been excluded to retain the residential character of these streets; development is only proposed for land fronting Belmore Street (consistent with the revised MSS demarcation). This is consistent with the current development pattern of the Yarrawonga town centre south of Orr Street. However, the ultimate boundary

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of the C1Z area will be confirmed through a rezoning application and associated supporting documentation provided by the proponent, determining the actual development area boundary and extent of the C1Z area. Any new retail development should include urban design outcomes that ensure appropriate interface treatments and development outcomes with surrounding residential development.

A combination of the C1Z and GRZ will:

- o Support the extension of the town centre to the Murray Valley Highway interface for commercial and/or retail development by adding a limited amount of C1Z to the zoned land supply of the town centre, to primarily support the strategic extension of the town centre with retail and commercial development up to existing development at the intersection of Belmore Street and Murray Valley Highway. The C1Z could support the development of a new DDS or small supermarket in this location in the medium to long term.
- o Enable complimentary business uses to occur along the Murray Valley Highway proximate to the town centre entrance at the southern end of Belmore Street, capitalizing on the exposure provided for complimentary business uses in this location.

The Moira Planning Scheme should be amended to provide more direction for the future development of this area. The options are:

- Rezoning to land to C1Z; or
- Updating the MSS to specifically support retail and commercial uses in the *core area* and complimentary business uses in the *secondary area*. The will provide strategic justification for future rezoning of specific properties as development is proposed.

**AREA C – LAND ZONED MUZ WITH FRONTAGE TO THE LAKE FORESHORE AND TOWN CENTRE**

This site is already zoned MUZ and are adequately sized to accommodate limited commercial and retail development (of a scale commensurate the MUZ provisions), and accommodation uses. The strategic location and interface with the lake foreshore will enable development to compliment this tourism and recreation zone.



Figure 12: Vacant MUZ land with frontage to the lake foreshore

The revised MSS supports and promotes mixed uses and development in this location. No further action is required for this area. The MUZ will facilitate development (either as-of-right or through a planning permit application), when the land owners are ready to develop the site.



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4.1.1.2 Restricted Retail (C2Z)

AREA V - LAND ZONED C2Z AND LOCATED ALONG THE MURRAY VALLEY HIGHWAY, ADJACENT TO THE NEW BUNNINGS DEVELOPMENT.

This site is zoned C2Z and adequately sized with a range of lot sizes to accommodate a large amount of restricted retail and bulky goods development. The land is located in a decentralised location from the town centre within a planned retail and commercial node. The newly constructed Bunnings will serve as an anchor to support further development in this location. The land has already been subdivided and is development ready.

No further action is required for this area and land development will occur based on demand, noting the extensive contribution this node makes to the zoned land supply for C2Z in Yarrawonga.

AREA X - LAND ZONED C2Z AND LOCATED ALONG THE MURRAY VALLEY HIGHWAY, ADJACENT TO THE NEW EMERGENCY SERVICES HUB.

This site is zoned C2Z and has not been developed or subdivided. The land is subject to the Development Plan Overlay (DPO6). The land can theoretically accommodate a large amount of restricted retail and bulky goods development. The land is located in a decentralised location from the town centre, strategically located at the western entrance to Cobram, and relatively close to the town centre and the industrial area. The development potential of this land may be reviewed in the future should other C2Z nodes show substantial development that may reduce the viable development of restricted retail in this location, or other C2Z nodes demonstrate a higher net community benefit.

No further action is required for this area and land development will occur based on demand, subject to a planning permit.

AREA Y - LAND LOCATED ALONG THE PROPOSED NEW MURRAY VALLEY HIGHWAY CONNECTION.

The proposed alignment for the new Murray Valley Highway connection to the Mulwala Bridge will deviate through traffic away from Belmore Street and the town centre along a new north-south alignment. The former railway precinct is bisected by the alignment. The *Moira Shire Economic Analysis* identified the land along this alignment as an investigation area for commercial (restricted retail) development.

It is acknowledged that this new road connection will have exposure to a higher order road and land fronting this connection therefore may have development potential for retail uses. From a strategic planning perspective, allowing retail development (either conventional or restricted) in this location will likely have an impact on existing retail development, both in the town centre and developed/planned decentralised locations. The projected demand for retail floor space is already well catered for in terms of zoned C1Z and C2Z land, with over 17 Ha zoned C2Z land currently vacant in two different locations. The new connection is also separated from the existing town centre along Belmore Street by residential development, making effective integration and synergy with the town centre unlikely.

Limited retail development, such as service stations and tourism accommodation, may be viable long the route at key locations without having a substantial effect on existing zoned land and developments.

Substantial retail development is therefore not recommended in this location unless the overall C2Z zoned land supply is reviewed, or alternatively the aim is to stimulate competition by introducing additional land supply to 'bring forward' development on a first-in best-dressed basis.

AREA Z - THE OLD YARRAWONGA SALEYARDS SITE

The saleyards have been closed since 2013 and the site is currently under-utilised. The site is strategically located adjacent to the industrial area and potential re-aligned southern extension of the Murray Valley Highway

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connection. The site is currently zoned Industrial 3 (IN3Z) and will require rezoning for retail use. The site at present does not have direct exposure to a major road.

Substantial retail development is not recommended in this location in the short term unless the overall C2Z zoned land supply is reviewed and improved road access/exposure is provided. Once the alignment of the proposed new Murray Valley Highway connector has been finalised, the suitability of this site for C2Z could be re-evaluated as part of a C2Z land review.

**4.2 Cobram**

Cobram currently has a projected per capita retail floor space allocation of 1.85m<sup>2</sup>. The projected retail floor space needs for Cobram to provide a 2.2m<sup>2</sup> ratio by 2031, with allocation made for potential leakage and tourism growth, are calculated at approximately 7,150m<sup>2</sup>.

This theoretical 2031 floor space demand estimate will require between 1.75 ha and 2 ha zoned commercial land when a coverage of 35-40% is applied to a 2.2m<sup>2</sup> ratio. Cobram currently has approximately 2 ha of C1Z and 11 ha of C2Z vacant zoned land.

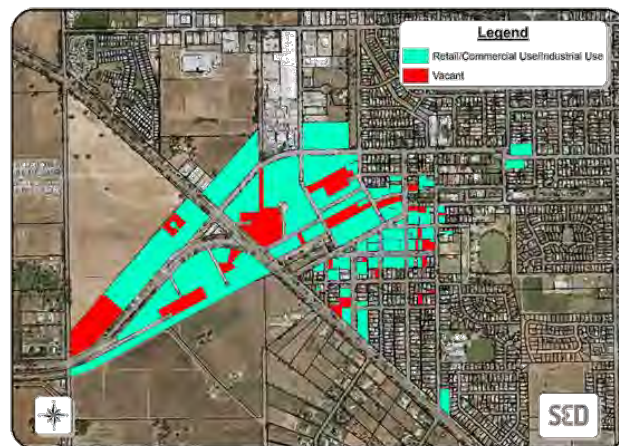


Figure 13: Vacant Zoned Commercial Land - Cobram

**4.2.1 Key opportunities**

The current spatial form of commercially zoned land in Cobram supports:

- A compact centralised town centre functioning around Punt Road, William Street, Bank Street and Main Street.
- Bulky goods (hardware) and other retail developments within a centralised C2Z area with frontage to the Murray Valley Highway and Broadway Street.
- A small retail node clustered around Mookarii Street within the C1Z.

Cobram has over 8 Ha of C1Z zoned land that is either vacant or used for residential purposes, and over 11ha of vacant zoned C2Z land. This is theoretically adequate supply to accommodate the projected current and future retail development needs of Cobram. The majority of this land is not covered by planning overlays that will inhibit

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a change in land use. The zoned land supply is generally located adjacent to developed commercial land, have good road access, and will support integrated development with the existing town centre.

It is acknowledged that, given the lack of large vacant C1Z sites, redevelopment (and potentially consolidation) of existing properties will be required for larger floor plate developments such as a new full-line supermarket or DDS; this may inhibit development. Integrated development within the current C1Z zoned area is preferred to support the centralised town centre, however the lack of larger sites within the retail core may require development to be considered in close proximity to the retail core to provide the required projected retail floor space. A number of vacant parcels are located within the C2Z in close proximity to the core retail area of the town centre, which could make them highly suitable for future conventional retail development or restricted retail development; noting that these sites have varying suitability to accommodate a large restricted retail floor plate development (such as a Bunnings).

Based on current C1Z zoned land and vacant parcels in both the C1Z and C2Z, retail expansion can occur in several locations (refer map below). These locations are further investigated to inform policy direction and include:

- Current C1Z zoned land with residential development.
- Current vacant zoned land (both C1Z and C2Z).
- The proposed Cobram Business Park located along the Cobram-Koonoomoo Road.

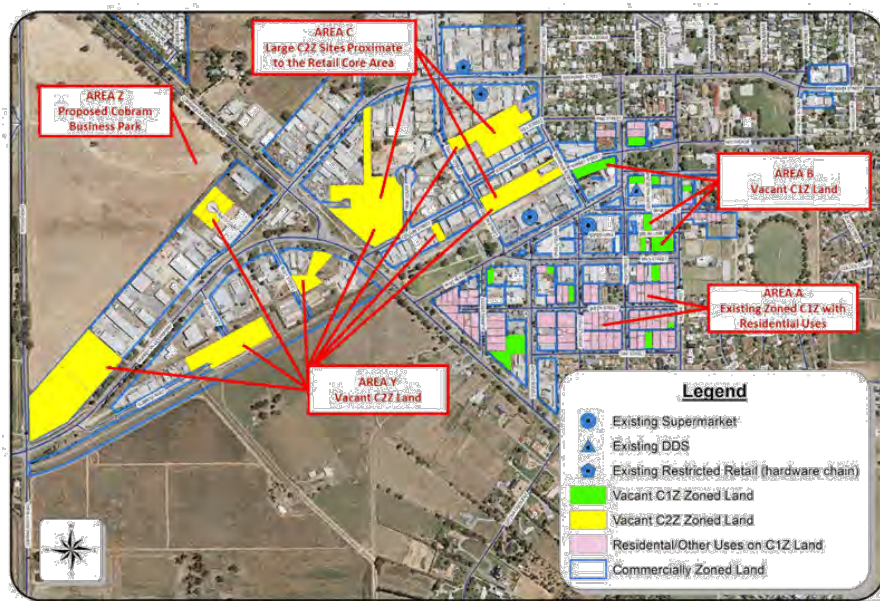


Figure 14: Potential Retail Expansion Areas - Cobram

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4.2.1.1 Conventional Retail (C1Z)

**AREA A – EXISTING ZONED C1Z LAND AROUND THE TOWN CENTRE DEVELOPED AS RESIDENTIAL**

Cobram has over 6.05 Ha (30.53%) of C1Z land occupied by residential or other uses. This land is primarily fronts onto Queen Street, Oak Street and the Murray Valley Highway (refer map below).

This is considered adequate supply to accommodate the projected current and future retail development needs of Cobram. The majority of this land is not covered by planning overlays that will inhibit a change in land use. The zoned land supply is generally located adjacent to developed commercial land, have good road access, and will support integrated development with the existing town centre.

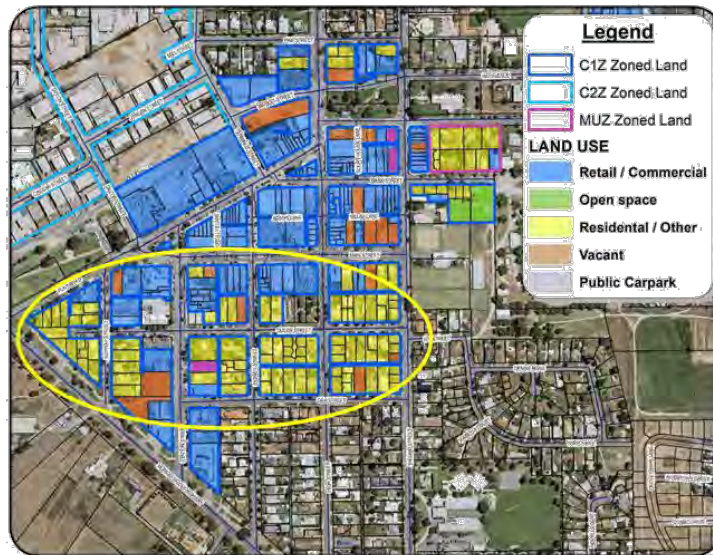


Figure 15: C1Z Land in Cobram occupied by residential uses

It is acknowledged that redevelopment (and potentially consolidation) of existing properties will be required for larger floor plate developments such as a new full-line supermarket or DDS; this may inhibit development. The cost and related complications of having to consolidate land will very likely discourage larger floor plate developments in this area, and smaller retail and commercial developments are most likely to develop in this area over time. Integrated development within the current C1Z zoned area is preferred to support the centralised town centre and the expansion of retail into this area should be supported. The sentiments of existing residents in this area may however be to retain the residential character of the area, irrespective of the current C1Z zoning, and the transition of land use may be slow or not occur at all. The implication is that the actual zoned C1Z land supply in the short and medium term may be overstated by the inclusion of all this land, specifically for larger floor plate developments.

No further action is required for this area given the land is already zoned C1Z, and development will occur commensurate with demand, land prices, owner sentiment and commercial development opportunities in the town centre.

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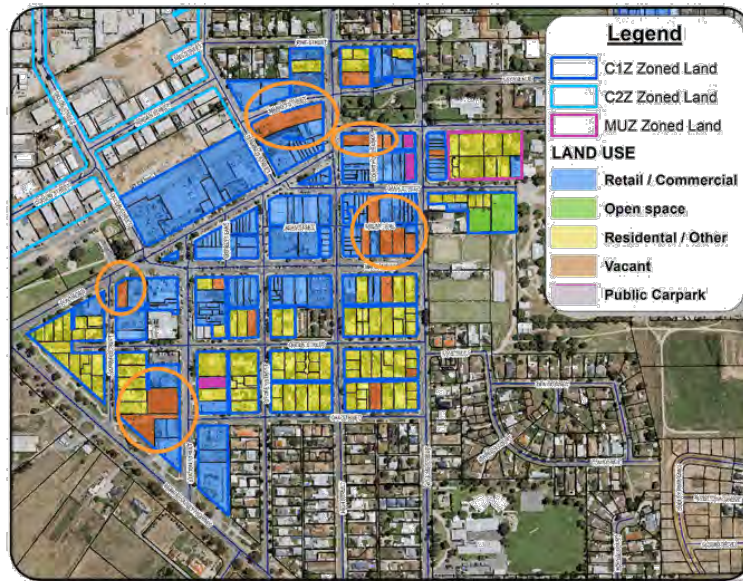
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**AREA B – VACANT C1Z ZONED LAND**

A number of vacant C1Z properties are located in the town centre (refer map below).



**Figure 16: Vacant C1Z Land in Cobram**

The majority of these sites will support infill and redevelopment in the retail core and the development of these sites should be encouraged to strengthen the town centre. The vacant zoned land supply is generally located adjacent to developed commercial land, have good road access, and will support integrated development with the existing town centre. Some of the vacant parcels in the retail core are affected by the Heritage Overlay, however the majority of this land is not covered by planning overlays that will inhibit their development and activation.

The size of these parcels will generally not support the development of larger floor plate development such as a full-line supermarket or DDS and associated on-site parking. These properties directly contribute to the zoned C1Z land supply in the short and medium term, specifically for small to medium floor plate developments. It should be noted that a planning permit for residential development has been approved for the vacant site located in Station Street, and this land may likely not be developed for retail or commercial purposes, but rather other permissible uses within the C1Z.

No further action is required for this area given the land is already zoned C1Z, and development will occur commensurate with demand, land prices and commercial development opportunities in the town centre.

**AREA C – LARGE VACANT C2Z SITES PROXIMATE TO THE RETAIL CORE AREA**

Given the identified lack of large vacant C1Z land parcels, large vacant C2Z sites that are proximate to the retail core area of the town centre have been investigated for their suitability for a large floor plate conventional retail development (such as a full-line supermarket of 3,200-3,500m<sup>2</sup> and/or DDS). A full-line supermarket with some ancillary shops generally require a site of 0.75 Ha to 1.4 Ha with appropriate dimensions for a functional building

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envelope, parking and loading facilities (depending on the scale of development). Should restricted retail uses not be proposed for these identified sites and Council supports the rezoning of one of these sites to C1Z to strategically increase land supply, this could be the mechanism to provide retail floor space growth in the town centre for a new format supermarket and/or DDS and ancillary retail. A rezoning from C2Z to C1Z will be required given the restriction on floor space for supermarkets within the C2Z provisions, requiring a supermarket to be less than 1,800m<sup>2</sup> and have frontage to a road in the Road Zone.

It should be noted that 'land banking' is not the intended outcome but rather development with demonstrated demand that increase choice and diversity.

The following three sites have been analysed:



Figure 17: Investigation Sites for Large Floor Plate Conventional Retail in Cobram

*Site 1:*

The land is approximately 1 Ha in size and have frontage to both Dillon Street and Terminus Street, with Dillon Street providing good access and exposure to the site. The site fronts directly onto the C1Z boundary and is located very close to the retail core of the town centre. The dimensions of the site is approximately 50m wide by 165m long; a supermarket (or DDS) and limited speciality shops could be designed to fit onto the site although the dimensions are likely not the width for the building envelopes usually preferred by national chains. The site is directly adjacent to a current supermarket (Woolworths).

*Site 2:*

The land is approximately 1.4 Ha in size and have frontage to both Dillon Street and Mill Street (the former saleyards site). The street frontages are relatively narrow and does not provide good exposure to the centre/core area of the site. The site is located approximately 185m from the from the C1Z boundary and retail core of the town centre. The dimensions of the site is approximately 40m wide by 200m long and 85m at its widest point; a supermarket with speciality shops and a small DDS could be designed to fit onto the site. The site is surrounded by a mixture of light industrial and retail developments.

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*Site 3:*

The land is approximately 2.8 Ha in size and have good frontage and exposure to the Murray Valley Highway, Colgan Street, Park Court and Broadway Street. The site is located approximately 200m from the from the C1Z boundary and retail core of the town centre. The dimensions of the site is approximately 100m wide by 140m long at its shortest boundaries; a supermarket, DDS and speciality shops could be designed to fit onto the site. The site is surrounded by a mixture of retail and commercial developments.

*Summary of high level site analysis:*

Consideration	Site 1	Site 2	Site 3
Adjacent to C1Z / retail core	Yes	No	No
Proximate to C1Z / retail core	Yes	Yes	Yes
Road access	Good	Good	Good
Road frontage and exposure	Fair	Fair	Good
Ability to accommodate new format supermarket building envelope	Fair	Good	Very Good

All three sites are generally suitable for a supermarket or DDS depending on the development outcome sought, noting that building size and design is less limited on Sites 2 and 3 than Site 1.

4.2.1.2 Restricted Retail (C2Z)

AREA Y – VACANT C2Z ZONED LAND

A number of vacant C2Z sites are available totalling 11 Ha. These vacant sites are scattered across the C2Z area and range in lot size, providing for various types and scale of restricted retail development in Cobram.

The land supply is considered adequate to meet projected demand for restricted retail. Should Council support the rezoning of a larger site to C1Z to strategically increase land supply, the subsequent impact on zoned C2Z land supply should be reviewed at that time.

AREA Z - PROPOSED COBRAM BUSINESS PARK

Although the C2Z land supply is considered adequate to meet projected demand, there are limited sites capable of accommodating a larger floor plate development (such as Bunnings) with exposure to the highway. Should a development of this scale be required and not accommodated by utilising vacant land or redevelopment of properties in the C2Z, the proposed Cobram Business Park could be a viable alternative in the future to expand the C2Z area.

This opportunity was first identified in the *Cobram Strategy Plan 2025 (2006)* as follows:

*Subject to the outcomes of the floorspace analysis, establish a 'Business Park' to be zoned Business 4 in the triangle defined by The Murray Valley Highway, Cobram Koonoomoo Road and Ritchie Road. Apply an appropriate overlay to the site to control aspects such as built form, design, landscaping and the like.*

The MSS also encourage the establishment of the Cobram Business Park on land between the Murray Valley Highway, Cobram-Koonoomoo Road and Ritchie Road.

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The findings of this analysis does not support the development of additional C2Z in the short term due to adequate zoned land supply. However, should Council wish to expand C2Z floor space and provide a development opportunity in Cobram for large scale restricted retail to reduce potential loss of expenditure to other larger centres this location, or wish to ensure adequate long term C2Z land availability integrated with existing C2Z land, a section of this land could be reserved for C2Z use. It must be noted however that:

- the additional C2Z land supply should be of scale commensurate the development need or long term land supply requirements
- there is already two national chain hardware stores in Cobram and an economic impact assessment should accompany any development application for this type of use to ensure the development will complement the town centre offer
- the design and layout of the area should integrate with the existing zoned area and not create a stand-alone development node.



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**5. Decision-making Framework for Retail Development**

Generally speaking the guiding principles proposed in section 2 will direct retail use and development to existing zoned areas within Cobram and Yarrowonga. All development is strongly encouraged to locate within zoned and planned retail nodes, it is recognised that Council needs a decision-making framework to consider both exceptions and large scale developments.

The decision-making framework will assist Council to apply the guiding principles in the assessment of the merit of each application to the benefit of the retail sector and the community.

Significant developments should provide Council with a submission that address the proposals compliance with the Moira Planning Scheme and relevant Council policy, and an Economic Impact Statement outlining:

- Trade area and catchment details
- Economic impacts on existing retail within the town centre
- Net community benefit
- Response to the guiding principles for retail development.

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**6. Recommendations**

**6.1 General**

- Adopt a vision and set of guiding principles for retail development in Cobram and Yarrowonga.
- Utilise strategic retail floor space targets to guide retail policy directives for both Cobram and Yarrowonga.
- Implement a decision-making framework for the assessment of the merit of each application to the benefit of the retail sector and the community.
- Amend the Moira Planning Scheme by:
  - Incorporating the vision and guiding principles for retail development in Cobram and Yarrowonga in *Clause 21.06 Economic Development*
  - Updating *Clause 21.07 Local Areas* to reflect the specific land use directives for Cobram and Yarrowonga.

**6.2 Cobram**

- Adopt the strategic per capita retail floor space allocation of 2.2m<sup>2</sup> for Cobram to guide retail floor space provision and development.
- Discourage retail development outside zoned C1Z and C2Z areas.
- Facilitate the expansion and diversification of retail use and development to improve choice, range and diversity of offer consistent with existing demand, guided by the adopted decision-making framework for retail development.
- Encourage the use of vacant sites and the re-development of existing sites in the C1Z area for retail uses to support the compact town centre structure.
- Seek the relocation of inappropriate, non-core uses in the town centre to more suitable and appropriately zoned sites to intensify retail and commercial uses.
- Consider the conversion of a suitable strategically located vacant C2Z site to C1Z that can accommodate a large floor plate conventional retail development to support retail floor space supply and diversity in the town centre, and encourage development proposals that conform to the guiding principles and comply to the requirements of the decision-making framework for retail development.
- Encourage longer trading hours for retail premises to support tourism and town centre activation.
- Earmark the land directly north of the existing C2Z and west of the Cobram-Koonoomoo Road (referred to as the Cobram Business Park) as a medium to long term C2Z expansion area.

**6.3 Yarrowonga**

- Adopt the strategic per capita retail floor space allocation of 2.4m<sup>2</sup> for Yarrowonga to guide retail floor space provision and development.
- Discourage retail development outside town centre and planned retail nodes zoned C1Z and C2Z.
- Promote development in the MUZ that support integration of tourism, retailing, residential uses and the activation of the lake foreshore.

FILE NO: F16/651  
2. A THRIVING LOCAL ECONOMY

ITEM NO: 9.4.6

**ADOPTION OF THE COBRAM AND YARRAWONGA RETAIL POLICY  
FRAMEWORK BACKGROUND ANALYSIS AND OPTION REPORTS (cont'd)**

**ATTACHMENT No [2] - Options Report**

Moira Shire Council

Retail Policy Framework for Cobram and Yarrawonga: Options  
Report

- Extend (or indicate in-principle support for the extension of) the C1Z to the northern boundary of the Murray Valley Highway for land with frontage to Belmore Street and ensure appropriate urban design outcomes with residential interface areas.
- Facilitate the expansion and diversification of retail use and development to improve choice, range and diversity of offer consistent with existing demand, guided by the adopted decision-making framework for retail development.
- Seek the relocation of inappropriate, non-core uses in the town centre to more suitable and appropriately zoned sites to intensify retail and commercial uses and the redevelopment of underutilised sites.
- Encourage longer trading hours for retail premises to support tourism and town centre activation.
- Review the C2Z zoned land supply and development opportunities in the medium term to ensure net community benefit from future development sites.

FILE NO: F16/651  
2. A THRIVING LOCAL ECONOMY

ITEM NO: 9.4.6

**ADOPTION OF THE COBRAM AND YARRAWONGA RETAIL POLICY  
FRAMEWORK BACKGROUND ANALYSIS AND OPTION REPORTS (cont'd)**

**ATTACHMENT No [2] - Options Report**

Moira Shire Council

Retail Policy Framework for Cobram and Yarrawonga: Options  
Report

**Reference Documents**

Retail Policy Framework for Cobram and Yarrawonga: Background Analysis Report

Moira Planning Scheme

Planning Scheme Amendment C77

FILE NO: F16/651  
2. A THRIVING LOCAL ECONOMY

ITEM NO: 9.4.6

**ADOPTION OF THE COBRAM AND YARRAWONGA RETAIL POLICY  
FRAMEWORK BACKGROUND ANALYSIS AND OPTION REPORTS (cont'd)**

ATTACHMENT No [2] - Options Report



FILE NO: F17/235  
4. A WELL RUN COUNCIL

ITEM NO: 10.1

**ACTION OFFICERS' LIST****RECOMMENDATION**

That Council receive and note the Action Officers' List.

**Meeting:** 26 April 2017

**Subject – Barmah Caravan Park**

**MOTION**

That a decision be deferred for three months, and that Moira Shire work with the Barmah Community to achieve a workable and amicable result for all parties concerned.

(CARRIED)

**Activity**

Council has conducted community information program and established a working group. The outcomes were presented to Council during the July meeting cycle. The requirements of a crown land lease are at odds with park site holder expectations making it difficult to achieve an amicable result. A Council decision is required to provide guidance on future direction.

**Attachments**

Nil

FILE NO: VARIOUS

ITEM NO: 14

**URGENT GENERAL BUSINESS****Clause 60 of Council's "Meeting Procedures Local Law 2017 states:****60. Urgent general business**

- 1) Councillors must provide an outline of the matters to be considered before Council can accept the motion to consider urgent business. The outline must demonstrate how the matter meets the criteria for urgent business.
- 2) Urgent business can only be admitted by resolution of Council
- 3) Urgent business must not be admitted as urgent business unless
  - a) It relates to or arises out of a matter which as arise since distribution of the agenda
  - b) Is manifestly urgent
  - c) Is material to the function of Council
  - d) Requires an urgent council resolution
  - e) Is otherwise determined by the CEO.
- 4) Only the mover of an urgency motion may speak to the motion before it is put.

FILE NO: VARIOUS

ITEM NO: 15

**QUESTIONS FROM THE PUBLIC GALLERY**

**Clause 61 of Council's "Meeting Procedures Local Law 2017 states:**

**61. Question Time**

The Council will hold a Public Question Time of up to 30 minutes duration at each Ordinary Meeting, to enable members of the public to receive answers to questions previously submitted for consideration, and if the submitted questions are dealt with in less than the 30 minute period, the Chair can invite questions from the floor.

- 1) At every ordinary meeting of the Council a maximum of 30 minutes may be allocated to enable members of the public to submit questions to Council.
- 2) The time allocated may be extended by unanimous resolution of Council.
- 3) Sub-clause (1) does not apply during any period when the Council has resolved to close a meeting in respect of a matter under section 89(2) of the Act.
- 4) To assist the accurate recording of minutes and addressing any questions that may require written response or follow up, the Chief Executive Officer may require questions to be submitted in writing.
- 5) No person may submit more than two (2) questions at any one (1) meeting.
- 6) The Chairperson or member of Council staff nominated by the Chairperson may read a question to those present.
- 7) No question must be so read unless:
  - a) the person asking the same is in the gallery at the time it is due to be read; and
  - b) the person asking the question reads the same when called upon by the Chairperson to do so.
  - c) A question may be disallowed by the Chairperson if it:
    - d) relates to a matter outside the duties, functions and powers of Council;
    - e) is defamatory, indecent, abusive, offensive, irrelevant, trivial or objectionable in language or substance;
    - f) deals with a subject matter already answered;
    - g) is aimed at embarrassing a Councillor or a member of Council staff;
    - h) relates to personnel matters;
    - i) relates to the personal hardship of any resident or ratepayer;
    - j) relates to industrial matters;
    - k) relates to contractual matters;
    - l) relates to proposed developments;
    - m) relates to legal advice;
    - n) relates to matters affecting the security of Council property; or
    - o) relates to any other matter which Council considers would prejudice Council or any person.
- 8) The Chairperson may request a Councillor or member of Council staff to respond, if possible, to the question.
- 9) Councillor or member of Council staff may require a question to be put on notice until the next Ordinary meeting, at which time the question must be answered, or elect to submit a written answer to the person asking the question.
- 10) A Councillor or member of Council staff may advise Council that it is his or her opinion that the reply to a question should be given in a meeting closed to members of the public. The Councillor or member of Council staff must state briefly the reason why the reply should be so given and, unless Council resolves to the contrary, the reply to such question must be so given.



FILE NO: VARIOUS

ITEM NO: 16

**MEETING ADJOURNMENT**

**RECOMMENDATION**

That the meeting be adjourned for 10 minutes.

**RECOMMENDATION**

That the meeting be resumed.

**RECOMMENDATION**

That pursuant to Sections 89(2) (b) (d) and (h) of the Local Government Act, 1989, this meeting of Council be closed to members of the public in order for Council to discuss personnel and contractual matters which the Council considers would prejudice the Council or any person..

**RECOMMENDATION**

That pursuant to Section 89(2) of the Local Government Act 1989, Council resolve to continue in open session.

**RECOMMENDATION**

That the recommendations of the "Closed" Meeting of Council be adopted and the award of tenders disclosed in the open minutes.