



# Council Meeting Agenda

**Tuesday 12 December 2023 at 6:00 pm**  
Council Chambers (and by video conferencing)  
East Gippsland Shire Council Corporate Centre  
273 Main Street, Bairnsdale 3875



## Acknowledgement of Country

East Gippsland Shire Council acknowledges the Gunaikurnai, Monero and the Bidawel people as the Traditional Custodians of this land that encompasses East Gippsland Shire, and their enduring relationship with country. The Traditional Custodians have cared and nurtured East Gippsland for tens of thousands of years.

Council value their living culture and practices and their right to self-determination. Council pays respect to all Aboriginal and Torres Strait Islander people living in East Gippsland, their Elders, past, present, and future.

## Council information

East Gippsland Shire Council live streams, records and publishes its meetings via webcasting ([youtube.com/c/EastGippyTV](https://youtube.com/c/EastGippyTV)) to enhance the accessibility of its meetings to the broader East Gippsland community.

These recordings are also archived and available for viewing by the public or used for publicity or information purposes. At the appropriate times during the meeting, any members of the gallery who are addressing the council will have their image, comments or submissions recorded.

No other person has the right to record Council meetings unless approval has been granted by the Chair.

In line with the *Local Government Act 2020*, Councillors are able to attend Council meetings electronically or in person and the meetings will be open to the public via livestreaming.

Members of the public are invited to view the Council Meeting livestreamed by following the link on Council's website or Facebook page.



## Councillors

Cr Tom Crook (Mayor)  
Cr Jane Greacen OAM (Deputy Mayor)  
Cr Arthur Allen  
Cr Sonia Buckley  
Cr Mark Reeves  
Cr Trevor Stow  
Cr Mendy Urie  
Cr Kirsten Van Diggele  
Cr John White

## Executive Leadership Team

Anthony Basford Chief Executive Officer  
Fiona Weigall General Manager Assets and Environment  
Sarah Johnston General Manager Business Excellence  
Stuart McConnell General Manager Place and Community

## Purpose of Council meetings

- (1) Council holds scheduled meetings and, when required, unscheduled meetings to conduct the business of Council.
- (2) Council is committed to transparency in decision making and, in accordance with the *Local Government Act 2020*, Council and Delegated Committee meetings are open to the public and the community are able to attend.
- (3) Meetings will only be closed to members of the public, in accordance with section 66 of the Act, if:
  - (a) there are clear reasons for particular matters to remain confidential; or
  - (b) a meeting is required to be closed for security reasons; or
  - (c) it is necessary to enable the meeting to proceed in an ordinary manner.
- (4) A meeting closed to the public for the reasons outlined in sub-rule 3(b) or 3(c) will continue to be livestreamed. In the event a livestream is not available:
  - (a) the meeting may be adjourned; or
  - (b) a recording of the proceedings may be available on the Council website.

## Governance Rules

A copy of East Gippsland Shire Council's governance rules can be found at  
<https://www.eastgippsland.vic.gov.au/council/council-policies>

## Councillors pledge

As Councillors of East Gippsland Shire Council, we solemnly and sincerely declare and affirm that we will consider each item on this agenda in the best interests of the whole municipal community.

## Vision

East Gippsland is an inclusive and innovative community that values our natural environment, puts community at the centre of Council decision-making, and creates the conditions in which communities can thrive.

## Our Strategic Objectives

1. An inclusive and caring community that respects and celebrates diversity.
2. Planning and infrastructure that enriches the environment, lifestyle, and character of our communities.
3. A natural environment that is managed and enhanced.
4. A thriving and diverse economy that attracts investment and generates inclusive local employment.
5. A transparent organisation that listens and delivers effective, engaging and responsive services.

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# 1 Procedural

## 1.1 Recognition of Traditional Custodians

East Gippsland Shire Council acknowledges the Gunaikurnai, Monero and the Bidawal people as the Traditional Custodians of this land that encompasses East Gippsland Shire, and their enduring relationship with country. The Traditional Custodians have cared and nurtured East Gippsland for tens of thousands of years.

Council value their living culture and practices and their right to self-determination. Council pays respect to all Aboriginal and Torres Strait Islander people living in East Gippsland, their Elders, past, present, and future.

## 1.2 Apologies

## 1.3 Declaration of Conflict of Interest

## 1.4 Confirmation of Minutes

That the minutes of the Council Meeting held Tuesday 28 November 2023 be confirmed.

## 1.5 Next Meeting

The next Council Meeting is scheduled be held on Tuesday 6 February 2024 at the Corporate Centre, 273 Main Street Bairnsdale commencing at 6.00 pm.

## 1.6 Requests for Leave of Absence

## 1.7 Open Forum

### 1.7.1 *Petitions*

### 1.7.2 *Questions of Council*

### 1.7.3 *Public Submissions*

## 1.8 Items for Noting

# 2 Notices of Motion

# 3 Deferred Business

# 4 Councillor and Delegate Reports

## 5 Officer Reports

### 5.1 Place and Community

#### 5.1.1 Draft Housing and Settlement Strategy

Authorised by General Manager Place and Community

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#### Conflict of Interest

Officers preparing this report have no conflict of interest to declare.

#### Executive Summary

The purpose of this report is to present the draft Housing and Settlement Strategy (HSS) for adoption. A copy of the HSS is found at **Attachment 1**.

The HSS is the first of its kind for East Gippsland. It provides a land use vision, objectives, and strategies to address the challenges and opportunities in planning for settlements and housing to 2041. The purpose of the HSS is to provide a guide and framework for decision making, to inform infrastructure investment and to nominate preferred locations and types of new housing.

East Gippsland's population is projected to increase by 15,400 people to 2041, which will require an estimated 8,271 new homes. Whilst change associated with this population growth is inevitable, it is important that it is managed in a way that ensures the ongoing health and prosperity of communities and protects natural landscapes and environmental values.

Preparation of the HSS is a key action identified in the Council Plan as part of Strategic Objective 2 relating to the delivery of sustainable outcomes in the Statutory and strategic land planning relating to land use (Council Plan, Strategic Indicator 2.1).

The State Planning Policy Framework as applying to all municipalities requires that Council plans to accommodate projected population growth over at least a 15-year period and provide clear direction on locations where growth should occur (clause 11.02-S 'Supply of urban land', East Gippsland Planning Scheme).

An Independent Review of the East Gippsland Planning Scheme (Department of Planning and Transport, 2021) identified the preparation of a Housing and Settlement Strategy as a key identified action for improvement to the operation of the East Gippsland Planning Scheme.

The HSS has been informed by a comprehensive evidence base including detailed policy analysis and identification of future demand, supply and capacity for housing; and two rounds of community and stakeholder consultation undertaken between November 2022 to February 2023 and April to June 2023. Evidence used to inform the HSS is contained within the Background Report which can be found at **Attachment 2** and an Engagement Report summarising consultation activities and feedback is at **Attachment 3**.

The key planning recommendations of the HSS, which includes an Implementation Plan are proposed to be delivered via changes to the East Gippsland Planning Scheme as part of a future planning scheme amendment process. The planning scheme amendment process will include formal notice to affected landowners, an independent Planning Panel hearing (if and as required) and further consideration by Council and ultimately the Minister for Planning. This provides further opportunities for any affected party to participate in the project. The HSS also identifies advocacy actions that will form part of the East Gippsland Shire Council Advocacy Strategy.

## **Officer Recommendation**

### ***That Council:***

- 1. receives and notes this report and all attachments pertaining to this report;***
- 2. adopts the draft Housing and Settlement Strategy, as provided at Attachment 1;***
- 3. notes that a report will be presented to Council at a future date to consider a Planning Scheme Amendment to incorporate the policy directions contained in the Housing and Settlement Strategy, including further public notice and opportunity for formal public submissions as part of the Planning Scheme Amendment process; and***
- 4. requests the Chief Executive Officer or delegate to advise all parties that made submissions on the draft Housing and Settlement Strategy of Council's decision.***

## **Background**

The places and homes we live in are fundamental to the wellbeing of people in our community. The East Gippsland community has experienced significant trauma over recent years as a result of drought, bushfire and pandemic, all of which have reinforced the physical, social and psychological importance of a safe home for everybody.

From 2021 to 2041 the population in East Gippsland is projected to increase by 15,400 people, to a total of 63,800. To accommodate population growth, Council is planning for an approximate additional 8,271 dwellings.

Population growth means that change within our towns and settlements is inevitable. The preparation of the HSS is therefore timely to address the challenges and opportunities in planning for change in the places we live and the homes we live in. It is critical that change is managed in a way that ensures the ongoing health, safety and prosperity of communities, while protecting valued natural landscapes and environment.

To achieve this outcome, the HSS provides a land use planning policy framework to guide the future development of our settlements and location and design of new housing. The HSS is at **Attachment 1**; the HSS Background Report provides the evidence base that has guided the preparation of the HSS and is at **Attachment 2**. The preparation of the HSS has been informed by two rounds of community and stakeholder consultation which are summarised in the HSS Engagement Report at **Attachment 3**.



## *Victorian Government Planning Policy*

The HSS must be consistent with Victorian Government planning policy set out in the East Gippsland Planning Scheme Planning Policy Framework (PPF) and Planning Practice Notes, in particular Planning Policy Note 90 (PPN 90) – *Planning for Housing*.

The PPF is part of all planning schemes in Victoria and sets out the context for land use planning and decision making. It includes state, regional, and local planning policies and identifies Council's obligations in relation to planning for population growth and managing housing change. The PPF requires Council to:

*Plan to accommodate projected population growth over at least a 15-year period and provide clear direction on locations where growth should occur. Residential land supply will be considered on a municipal basis, rather than a town-by-town basis.*

PPN 90 also requires planning for settlements and housing to consider:

- Opportunities for the consolidation, redevelopment, and intensification of existing urban areas.
- Neighbourhood character and landscape considerations.
- The limits of land capability and natural hazards and environmental quality.
- Service limitations and the costs of providing infrastructure.
- Policy direction set out in the Gippsland Regional Growth Plan.

The HSS has also had regard to the recent Victoria's Housing Statement which was released by the Victorian Government in September 2023.

### *HSS Evidence Base*

The HSS has been informed by a detailed evidence base that identifies the key factors influencing settlement growth and housing development in East Gippsland. The evidence base is set out in the HSS Background Report (**Attachment 2**) with key factors summarised below:

- Our population is growing, with a projected population increase of 15,400 people between 2021 and 2041. Population growth in regional areas, including East Gippsland, was accelerated during the Covid-19 pandemic with people migrating from metropolitan areas and utilising opportunities for remote working.
- East Gippsland's demographic profile is changing. We have an ageing population with a median age of 52 years, compared to the median age across Victoria of 38 years. This is reflected in a decline in household size, with an average of 2.2 people per household in East Gippsland (compared to 2.4 people per household across regional Victoria).
- The homes we are building are not reflective of the ageing population and smaller household size. Approximately 75% of homes in East Gippsland have three or more bedrooms and over 90% of homes are detached.
- Housing affordability is a significant issue in East Gippsland with house prices and rental costs both increasing sharply in recent years. This has resulted in the estimated need for social or affordable housing in East Gippsland being at over 2,000 homes.
- East Gippsland has recently suffered the devastating effects of drought, flood and bushfires on the community, economy, and environment. The majority of East Gippsland is subject to planning controls that relate to potential impacts of bushfire, flood and/or landslip. It is anticipated that climate change will result in an increase in the number and severity of natural hazard incidents. Careful planning of where population growth is located and how we build future homes is critical to how natural hazards are managed and mitigated.

## *Housing and Settlement Planning Framework*

To respond to the evidence base, reflect community engagement feedback and address Council's policy obligations, the HSS sets out a vision and six principles to guide settlement growth and housing development to 2041. The vision states:

*"In 2041, the diverse housing needs of our community will be met, recognising the unique local character of our many towns and settlements, and responding to community aspirations. Housing opportunities will include affordable and inclusive homes and high-quality lifestyle options throughout the many stages of life. Settlement growth will be managed in a way that recognises the significant natural values of the Shire, the impacts of climate change and natural disaster, and the importance of retaining our productive agricultural areas."*

To achieve the vision, the six Strategic Principles are summarised below:

### 1. Environmental Significance and Natural Hazards

#### *Key Issues and Opportunities*

East Gippsland covers a large geographic area characterised by significant environmental and landscape values. The natural features of East Gippsland contribute to the character of settlements and towns, are highly valued by existing residents and a significant drawcard for new residents and visitors.

These areas are host to significant environmental values but are subject to significant risk from natural hazards including bushfire, flooding, coastal inundation and landslip. Future settlement planning and housing development must respond appropriately to minimise impacts on environmental values and avoid natural hazards to preserve human life, particularly in the context of the increasing impacts of climate change.

#### *How the HSS Responds*

The HSS complements planning policy direction currently set out in the East Gippsland Planning Scheme.

In relation to natural hazards the Planning Scheme includes strong policy statements regarding the role of planning in adopting a risk mitigation approach to strengthen the resilience and safety of communities and gives clear priority to the protection of human life over all other policy considerations.

In relation to environmental assets of East Gippsland, these are also addressed in the Planning Scheme, including planning policy direction regarding the protection of 'Biodiversity'; 'Marine and Coastal Environments'; 'Water Bodies and Wetlands'; 'Alpine Areas'; and 'Significant Environments and Landscapes'.

Land use zone and overlay controls contained within the Planning Scheme require location specific consideration and protection of environmental values. Where land is proposed to be developed for housing, this suite of planning policy controls (such as the requirements of a development plan) provides a series of checks and balances to ensure that the proposed development has identified and had regard to environmental features, values, risks and landscapes.

Where areas of environmental significance are identified in relation to proposed use or development of land, Council can require development proponents to justify a proposal for residential development by using available and credible spatial data (e.g. NaturePrint tools and products from the Department of Energy, Environment and Climate Action (DEECA)) to inform the assessment of planning applications. This is the case regardless of whether the land is affected by an overlay control that seeks to identify and protect environmental values. These requirements will be considered on a case-by-case basis in accordance with the East Gippsland Planning Scheme.

It is also noted that the Council's Environmental Sustainability Strategy includes actions to undertake a gap analysis of datasets relating to ecological values and to review the adequacy and application of the Environmental Significance Overlay.

Throughout the HSS there is clear and consistent policy direction that directs settlement growth and housing development to the lowest risk locations and prioritises the protection of human life over all other policy considerations.

To address the constantly evolving nature of natural hazards, the HSS proposes a range of strategies to collaborate with relevant agencies and advocate for the ongoing monitoring and response to natural hazards as part of Councils future strategic planning processes. The aim is to ensure that best practice and consistent methodologies are applied to identify areas of risk and continue to develop appropriate policy responses to protect human life.

The HSS identifies that there is adequate supply and capacity of land to meet housing demand to 2041. The HSS therefore protects environmental values by consolidating residential development within existing township areas. Future housing development is proposed to be directed to areas:

- Already zoned for residential development purposes. This includes large scale greenfield development sites in larger towns (e.g. Shannon Waters in Bairnsdale, Lakes Entrance Northern Growth Areas etc.) and infill development in suitable locations within existing townships.
- That have been identified in adopted strategies as being appropriate for future residential development. This includes areas identified in Structure Plans such as the Paynesville Growth Areas Structure Plan and Eagle Point Structure Plan.

To complement the policy approach to protect environmental values by consolidating residential development within existing township areas, the HSS also includes clear and consistent policy direction to ensure that future residential development within towns and settlements must have regard to environmental hazards and environmental values. This reiterates and reinforces the existing planning policy direction, zone and overlay controls contained within the East Gippsland Planning Scheme.



## 2. Settlement Roles and Futures

### *Key Issues and Opportunities*

Each of East Gippsland's towns and settlements is distinctive, offering a unique character, lifestyle, service offering and choice of housing. To maintain a rich diversity of settlements and ensure that future settlement growth is sustainable, it is important to provide clear direction for the existing and future role of East Gippsland's towns and settlements. This approach provides a number of benefits for communities, Council, agency partners, investors and developers, as follows:

- Clarity regarding the level of change expected in each settlement, including high level direction regarding preferred locations for future population growth.
- Identification of areas where change is most suitable.
- Prioritise locations for future infrastructure investment by Council and other government agencies.
- Ensure the sustainable use of land and respond to the increasing impacts of climate change.

To reinforce the role of settlements, Victorian Government policy direction also requires the creation of settlement boundaries. Settlement boundaries prevent the continued sprawl of towns and settlements, protect natural environments and reduce risk to human life from natural hazards.

### *How the HSS Responds*

The HSS categorises towns and settlements across East Gippsland based on factors including population size, number of dwellings, commercial activity, infrastructure provision (for example reticulated water and sewer), land use zoning and characteristics such as environmental features and natural hazards.

The categories of settlements are identified as the Regional Centre (Bairnsdale), Service Towns, Towns, Rural Towns, and Remote Settlements and Rural Districts. Within each of these categories the HSS provides an overview of the future role of settlements to identify the extent and type of future settlement growth, development and community infrastructure requirements, and zoning for future residential development.

The categories of towns and settlements acknowledge that substantial settlement growth and housing development may not be appropriate in all locations. The majority of future growth will be directed to larger population centres with access to employment and services. These settlements also offer locations that are generally at lower risk from natural hazards.

The HSS also recognises the importance of balanced residential growth across East Gippsland to ensure the future viability of all settlements, particularly smaller towns and settlements in rural locations. In this context, it identifies where opportunities for residential development may be appropriate for all categories of towns and settlements. The focus will be in areas zoned for residential development in existing towns.

The East Gippsland Planning Scheme already identifies existing boundaries for the majority of towns and settlements. These settlement boundaries are not proposed to be amended as a result of the HSS. For those towns that do not have an identified settlement boundary in the East Gippsland Planning Scheme, the HSS recommends that a settlement boundary be introduced, which will be based on the extent of existing urban land use zoning and associated urban development. This is consistent with best practice and the Victorian Government planning policy framework and requirements.

### 3. Compact Towns and Settlements

#### *Key Issues and Opportunities*

A key policy platform of the HSS is to promote compact towns and settlements. Compact towns and settlements accommodate population growth within the boundary of existing towns as opposed to their continued spatial growth or 'sprawl'. There are a number of advantages to compact towns and settlements, as follows:

- Ensures the efficient use of land and infrastructure within existing towns and settlements, saving resources and money for the community, Council and other agencies.
- Allows people to access employment and services (potentially without the use of a vehicle) and connect with each other.
- Minimises environmental hazards and impacts on environmental values.
- Encourages a greater diversity of housing opportunities to provide housing for all.

#### *How the HSS Responds*

The HSS identifies a range of strategic directions to deliver compact towns and settlements.

- a) Ensuring a sufficient supply of residential land. For towns to remain compact it is important to ensure that land identified for residential development is available to meet demand from a growing population. Victorian Government policy requires councils to plan for 15 years of growth at the municipal level. Whilst the HSS identifies that East Gippsland has approximately 30 years of residential land supply, some areas face barriers to development that may affect land being available on the housing market.

To address this issue the HSS recommends the ongoing monitoring of housing demand, supply and capacity every 5 years to ensure that adequate housing supply is being delivered. This will be complemented by a program for coordinated action to identify and overcome any barriers to residential development across all towns and settlements in East Gippsland.

- b) *Rural residential and lifestyle development opportunities.* Rural residential and lifestyle housing relates to homes on larger lots in a more rural setting. This comprises an important element of the housing market in East Gippsland. Lots are larger than conventional residential lots but are too small for agricultural use. These lots are generally located in a Rural Living Zone ("RLZ") or Low-Density Residential Zone ("LDRZ").

With many lifestyle opportunities available in East Gippsland, rural residential and lifestyle development is a popular housing product for people seeking a tranquil lifestyle. As a result, there are significant areas of RLZ and LDRZ land already in the Planning Scheme. The HSS Background Report identifies that there is sufficient land in the RLZ and LDRZ to meet projected demand for approximately 17 years. Whilst further rezoning of RLZ and LDRZ land is not justified or supported at this time, it is important to plan for medium to long term demand for this housing product.

Rural residential and lifestyle development requires access to many of the normal services and infrastructure provided in urban settlements (generally accessed by car). Typically, it also generates urban residential amenity expectations. In line with the principle of supporting compact towns and settlements, the HSS proposes to prevent the long-term sprawl of the RLZ and LDRZ by reviewing the existing zoned areas to investigate opportunities to increase the density of housing development (for example, it may be possible to accommodate two dwellings on a 4ha lot instead of one dwelling).

The review of these zones must address infrastructure requirements (such as road and drainage.) natural hazards and environmental values. The HSS acknowledges that not all RLZ and LDRZ areas will be appropriate to accommodate an increased density of development.

- c) *Supporting rural towns and settlements.* Rural towns and settlements are critical to the economic, environmental and social fabric of East Gippsland. Without thriving rural towns and settlements, East Gippsland will not thrive. The reality for rural towns and settlements in East Gippsland (and reflected across Australia) however, is that they often experience a range of economic and demographic challenges that can result in population decline and impact the viability of local services and facilities. Rural towns and settlements are also often constrained by environmental values and environmental risks that limit settlement growth and residential development opportunities.

The HSS recommends a multi-faceted policy approach to provide the best opportunity for distinctive settlement attributes to be recognised and leveraged to retain population, attract new residents, encourage investment, and identify and protect features that make each place unique. This includes:

- The preparation of township specific structure plans to guide future settlement growth and opportunities for development, including housing. The preparation of Structure Plans will be staged and based on strategic need.
- Support for local economic local economic development initiatives that promote place activation, retain/attract residents, and encourage investment.
- Providing advice on the planning process to subdivide and/or develop land for residential purposes within existing urban zones.

The HSS also ensures consistency with the East Gippsland Rural Land Use Strategy by providing for residential development in the Farming Zone within or adjacent to remote small settlements where it is justified to support population retention and subject to consideration of hazards, particularly bushfire, environmental constraints, and accessibility.

- d) *Aligning infrastructure provision to support growth.* Community and development infrastructure is needed to support the ongoing liveability of our settlements as the population increases, as well as to facilitate residential development. These assets include infrastructure that support growth, development and economic productivity (such as roads, intersections, shared paths, bridges, drains) and infrastructure to support community health and wellbeing (such as schools, childcare, Maternal Child Health facilities, community halls and parks and gardens).

As outlined under 'Settlement Roles and Futures' the HSS identifies that towns and settlements have different roles, with infrastructure and services being delivered in a manner that is commensurate with the role of each town. Generally, higher order services and infrastructure are provided in the larger population settlements. As the population grows and the role of settlements evolve, it is important to ensure that services and infrastructure keep pace with the change.

To address this requirement, the HSS recommends that a hierarchy of infrastructure and service provision is prepared, based on the role of towns and settlements. Consistent with the theme of compact towns and settlements, this process will seek to optimise and augment the use of existing infrastructure and services. This will be complemented by the development of a process to align the provision of infrastructure and services with population growth and residential development.



#### 4. Affordability, Diversity and Innovation

##### *Key Issues and Opportunities*

Evidence contained in the HSS Background Report highlights two of the key issues affecting settlement growth and housing development in East Gippsland are the challenge of affordable housing and the need for a greater diversity of housing to meet the needs of a changing community profile. These challenges require an innovative policy approach to ensure that the housing market in East Gippsland remains accessible for everybody.

Rapidly rising house prices and rents are contributing to a growing number of households and families in East Gippsland experiencing housing stress. It is estimated that there is demand for over 2,000 social or affordable homes over the life of the study. Council plays an important role as part of a shared responsibility across all levels of government to influence an increased supply of social and affordable housing.

Encouraging the provision of diverse housing products is important to ensure choice in the housing market. Greater choice assists people to meet their needs as they move through the many stages of life, including providing housing of different sizes, tenures (rental housing or home ownership), price points, and in a variety of locations. There are numerous benefits to encouraging housing diversity, including:

- Support for local businesses to attract and retain key workers.
- Allowing people to live in their communities for longer, particularly for an ageing population.
- Supporting diversity and inclusion by providing housing that reflects a diverse, multi-cultural and tolerant community.
- Reducing the experience of disadvantage by providing affordable accommodation options in the private housing market.

##### *How the HSS Responds*

The HSS identifies the proposed role of Council in supporting the provision of social and affordable housing in three tiers:

- a) *Advocate.* The HSS recommends that Council advocates to the Victorian Government for the continued investment in social and affordable housing in East Gippsland, in conjunction with the implementation of a housing contributions levy for social and affordable housing.
- b) *Regulate.* By strengthening policy statements to emphasise the need for social and affordable housing in the East Gippsland Planning Scheme, the HSS facilitates support for genuine and achievable affordable housing outcomes.
- c) *Partner.* The HSS identifies the opportunity to strengthen partnerships with relevant stakeholders to understand the importance of social and affordable housing and the requirements to meet future needs. In particular, the need to support culturally appropriate Aboriginal accommodation and housing is identified in the HSS.

To support the provision of diverse and innovative forms of housing across all settlements in East Gippsland, the HSS provides policy direction in relation to a range of diverse housing types, including:

- Medium density infill housing (for example, shop top housing, apartments, town houses and villa units).
- Residential aged care.
- Retirement villages.
- Tiny houses.
- Residential villages.
- Dependent person's units and secondary dwellings

A key focus of the HSS relates to medium density infill housing which is strongly supported for its potential to deliver additional and diverse housing options and make efficient use of urban land and local infrastructure networks. To guide appropriate locations for infill housing, the HSS defines 'change' areas, as follows:

- *Substantial change*: Areas where higher density housing in the form of multi-level residential development such as low scale apartments, shop top units and townhouses.
- *Incremental change*: Areas where medium density housing in the form of townhouses, units, shop top units and dual occupancies that enhance local character.
- *Minimal change*: Areas where detached dwellings and dual occupancies that protect and enhance local character and environmental values.

The type of housing supported in each change area is determined by its proximity to jobs services and public transport that are found in activity centres of towns and settlements across East Gippsland. These change areas are also reflected in the settlement roles and futures for different categories of towns and settlements (see point 2 above).

It is important that medium density infill development is only supported in appropriate locations and having regard to the township or streetscape character. To achieve tis outcomes, the HSS requires the development of built form and design guidelines for infill housing projects and only supports infill housing opportunities which address the following criteria:

- Appropriately manages risks associated with natural hazards such as bushfire, flood or landslide.
- Does not adversely affect established environmental values.
- Has access to appropriate reticulated services.
- Enhances streetscape character including the provision of adequate space for landscaping and separation between buildings.

To complement the policy approach to support medium density infill housing, the HSS provides support for residential aged care and retirement villages in appropriate locations, as well as advocating for clear legislative and planning policy guidance from the Victorian Government for the provision of compact, affordable homes such as residential villages, tiny homes and secondary dwellings.

## 5. Character of Towns and Settlements

### *Key Issues and Opportunities*

The character of East Gippsland's built, and natural environment varies across the municipality. Documenting neighbourhood or township character helps to understand built form challenges and opportunities within towns and settlements.

### *How the HSS Responds*

The HSS identifies that future work is required to identify and document the existing and preferred future character of towns and settlements to ensure that new housing development makes a positive contribution. This work will be undertaken in the process of preparing Structure Plans (see 'Compact Towns and Settlements' – part c) above). The HSS also acknowledges that existing planning policy regarding neighbourhood character exists within the East Gippsland Planning Scheme and that the assessment of planning permit applications must continue to enhance neighbourhood character outcomes.

## 6. Sustainable Towns and Settlements

### *Key Issues and Opportunities*

It is critical that the homes we build in the future are designed and constructed to better manage increasing pressures on natural resources, higher levels of population growth, and the effects of climate change. Environmentally Sustainable Design (ESD) policy aims to achieve this and is defined as "...development that meets present needs without compromising future needs".

### *How the HSS Responds*

The HSS provides the opportunity for Council to develop policy to influence standards for the future design and construction of homes. The HSS acknowledges that a review of ESD planning policy is currently being progressed by the Victorian Government and also that a group of 24 Councils is progressing a planning scheme amendment to introduce ESD standards for new development, including targets for zero carbon development.

To avoid duplication of work that is already underway at the Victorian Government level, the HSS recommends that Council play an advocacy role with the Victorian Government to strengthen ESD policy in the Planning Scheme. Once greater clarity is available regarding a statewide approach to ESD, Council will then consider and commence the preparation of an ESD policy to be introduced into the Planning Policy Framework of the East Gippsland Planning Scheme.

## HSS Consultation Feedback

Feedback to the HSS in the form of written submissions and survey responses has informed a range of changes to the HSS. These changes have strengthened the strategic direction and policy content of the HSS and are summarised below:

- **Stronger emphasis on planning for natural hazards.** The Objectives and Strategies regarding planning for natural hazards (bushfire, flood and landslip) have been given stronger emphasis by moving them to Principle 1 of the HSS.
- **Housing supply data updated.** The HSS provides an estimate of housing demand, supply and capacity to inform strategic policy direction. Feedback from the community engagement process raised concerns that the housing supply and capacity estimates were overly reliant on supply being provided via infill housing development. The updated HSS has excluded the estimate for infill housing and provides more detail on how the housing supply and capacity estimates have been prepared. This has resulted in the total housing supply in East Gippsland being reduced from 35 to 30 years.
- **Aboriginal Housing Need.** To reflect consultation with Aboriginal housing service providers, a section on Aboriginal housing need has been added to the HSS.
- **Balanced growth across East Gippsland.** Concerns were raised during community consultation that the HSS was too centralised around Bairnsdale, Lakes Entrance and Paynesville. Changes have been made throughout the HSS to highlight that Strategy seeks to promote balanced growth across the municipality. Notably, this relates to the 'Settlement Roles and Futures' section of the HSS. It is noted that the availability of land, services and infrastructure will result in a higher proportion of growth being located in key population centres - Bairnsdale, Lakes Entrance and Paynesville. Environmental values and environmental hazards will continue to affect settlement growth and housing development opportunities in some towns and settlements.
- **Clarify the role of infill development.** Community and stakeholder feedback reflected a desire for clarification regarding infill housing development. In response to this, locations for infill development have been refined and updated based on criteria for areas of 'Substantial', 'Incremental' and 'Minimal' change (see *Affordability, Diversity and Innovation* above). The criteria-based approach for infill housing development replaces Framework Plans that were previously included in the HSS.
- **Clarify the review of RLZ and LDRZ.** The HSS has been updated to clarify that not all precincts within the review of the Rural Living Zone (RLZ) and Low-Density Residential Zone (LDRZ) will be appropriate for increased residential density. The review of RLZ and LDRZ precincts will be subject to environmental values and environmental risks. This responds to concerns from some communities where submissions indicated that increased densities were not appropriate due to environmental constraints.
- **Areas for future residential development.** The HSS Background Report indicates there is an adequate supply of land (30 years) to accommodate residential growth across the municipality. In response to submissions from landowners around Bairnsdale seeking their land to be identified for future residential development, the HSS has been updated to confirm that housing supply will be monitored every five (5) years. If additional residential land is required, investigation areas must be consistent with the emerging Bairnsdale 2050 Plan and any other changes identified in adopted Structure Plans.

- *Role of small towns.* To address concerns raised that the HSS was too centralised around Bairnsdale, Lakes Entrance and Paynesville the HSS has been updated to highlight balanced growth across the municipality. The 'Settlement Roles and Futures' have been updated to clarify that infill development within existing zoned areas is encouraged in relevant categories of settlement, including rural towns. The type and location of infill development is also clarified.
- *Removal of Framework Plans.* To address concerns from landowners regarding the timing of development opportunities, Framework Plans for key settlements have been removed, including reference to development staging.

## **Legislation**

As of 1 July 2021, all provisions of the *Local Government Act 2020* commenced. Some provisions of the *Local Government Act 1989*, that have not been repealed, will remain applicable until such time as they are revoked.

This report has been prepared in accordance with *Local Government Act 2020*, Part 2 section 9.2 (c) section from the Act: Overarching Governance Principles and Supporting Principles.

The implications of this report have been assessed and are not considered likely to breach or infringe upon the human rights detailed in the Victorian Government's Charter of *Human Rights and Responsibilities Act 2006*.

In preparing this report the Victorian *Gender Equality Act 2020* has been considered. The implications of the report have been assessed and are compliant with the obligations and principles of the *Gender Equality Act 2020*. The need for a Gender Impact Assessment has also been assessed. The implications of this report have been assessed and align with the principles and objects of the *Gender Equality Act 2020*.

## **Collaborative procurement**

Not applicable

## **Council Plan**

This report has been prepared and aligned with the following strategic objectives set out in the Council Plan 2021-2025:

Strategic Objective 2: 2.1 Statutory and strategic planning for land use delivers sustainable outcomes that balance the need for growth with the enhancement of our lifestyle, character, the built and natural environment.

## **Council Policy**

The HSS is aligned with Council's three key strategies that support the Council Plan - The Economic Development Strategy 2022-2032, the Environmental Sustainability Strategy 2022-2032 and the Municipal Health and Wellbeing Plan.

The HSS also complements a suite of other Council strategies and plans and will ultimately inform land use planning policy set out in the East Gippsland Planning Scheme.

## **Options**

Council has three (3) options:

1. Proceed with adoption of the HSS as attached; or
2. Recommend further refinement of the HSS prior to adoption, or
3. Choose not to adopt the HSS.

The recommendation is to proceed with the adoption of the HSS.

## **Resourcing**

### *Financial*

The financial implications of this proposal have been considered and there are no additional financial resources required directly as a result of adopting this report. The tasks and actions nominated in the Implementation Plan will be prioritised and will be either funded by any Grant Funding opportunities that may be available and/or advanced progressively as part of the ongoing operational budget for strategic planning portfolio.

Implementation of the HSS recommendations via a planning scheme amendment will be funded via the operational budget for the Planning Business Unit.

The next steps associated with the implementation of the HSS into the East Gippsland Planning Scheme via the preparation of a Planning Scheme Amendment documentation and if and as required to referred to an Independent Planning Panel should there be any outstanding matters. These financial costs will be borne by Council.

### *Plant and equipment*

Not applicable

### *Human Resources*

The human resource implications of this proposal have been considered and there are no additional human resource implications directly as a result of adopting this report.

Implementation of the HSS recommendations via a planning scheme amendment will be delivered by resources available within the Planning Business Unit

### *Risk*

The risks of this proposal have been considered and there are no additional risk implications as a result of adopting this report.

## **Economic**

The economic implications of this proposal have been assessed and there are positive economic outcomes as a result of adopting the HSS.

The HSS provides strategic land use policy direction that will guide the future growth of settlements in East Gippsland and direct the location and type of housing development. This policy direction provides confidence for long term investment and innovation by the development industry. Policy to create compact towns and settlements also protects agricultural land in close proximity to settlements and supports agricultural businesses.



## **Social**

The HSS provides a balanced strategic policy approach for the future growth of settlements and development of housing. Whilst the majority of future housing development is likely to occur in the key population centres of Bairnsdale, Lakes Entrance and Paynesville, where there is access to jobs, services and public transport; opportunities for development are identified across all settlements. This aims to ensure population retention and the ongoing viability of rural communities.

Future population growth across all settlements in accordance with identified settlement roles will support the efficient and effective use of services and infrastructure to support the wellbeing of communities across East Gippsland.

### *Gender Impact Statement*

The HSS has considered the *Gender Equality Act 2020* in its preparation. A Gender Impact Assessment (GIA) has been prepared. The Strategy focus on the provision of a diversity of housing options is important in responding to the housing needs of a range of cohorts in the community.

## **Environmental**

The HSS identifies key environmental features of East Gippsland including waterways, vegetation and landscapes. The strategic policy direction seeks to encourage a positive interrelationship between settlement growth, housing development and environmental values. The HSS has been developed in alignment with the Environmental Sustainability Strategy 2022-2032, with the environmental implications of the reports having been assessed. There is no risk to the environment as a result of adopting the HSS.

### *Climate change*

This report has been prepared and aligned with the following Climate Change function/category:

Land Use Planning: Consideration is given to climate change in the local land use planning and includes responses to direct and indirect impacts.

## **Engagement**

The HSS has been informed by two rounds of community and stakeholder engagement.

### *Round 1 – Discussion Paper:*

A HSS Paper was prepared for the first round of engagement. The purpose of the Discussion Paper was to identify and seek feedback on the key principles for settlement growth and housing development in East Gippsland to 2041. This feedback would then be used to guide the development of a HSS.

The consultation was open from 16 November 2022 to 3 February 2023, with the online survey closing on the 9 February 2023 and consisted of an online survey and the opportunity to provide a written submission. The online survey was hosted on Council's YourSay page and included documents for review, Frequently Asked Questions (FAQs) and information sheets.

The outcomes of the Discussion Paper consultation are summarised below:

- 74 completed surveys.
- 21 written submissions.
- 6 stakeholder contributions from government agencies and representatives of the development industry.
- 671 people who visited the YourSay page on multiple occasions, downloaded documents and/or viewed key project dates.

Themes arising from the Discussion Paper consultation are summarised below:

- General support for the strategic principles, subject to refinement.
- Clearly identify appropriate locations for development based on natural hazards and environmental protection.
- Address risks of climate change.
- Ensure infrastructure and services are provided to complement growth.
- General support for diverse housing and infill development.
- Support for increase in the supply of social and affordable housing.
- Rural lifestyle opportunities need to be considered.
- Settlement roles require further clarification.

#### *Round 2 – Draft Housing and Settlement Strategy:*

Utilising the feedback received during Round 1 consultation, a Draft HHSS was prepared. The HSS was open for community consultation between 29 April 2023 and 2 June 2023 and consisted of the following activities:

- Advertisements and media release in local print media and on Council's social media platforms.
- An unaddressed mailout to approximately 26,500 properties.
- Drop-in information sessions at nine locations across East Gippsland.
- Online survey hosted on Council's YourSay page.
- Hard copy displays in Council customer service centres.
- Attendance at community and stakeholder meetings.

The outcomes of the HSS consultation are summarised below:

- 99 completed surveys.
- 22 written submissions.
- 132 people attended the drop-in sessions.
- 910 visits to the YourSay page.

Themes arising from the HSS consultation are summarised below:

- Environmental protection, including climate change mitigation.
- Early delivery of infrastructure and services to meet community needs.
- Diversity and affordability to provide housing choices for all.
- Protection of farmland.
- Identification of natural hazards and reducing risks for the community.
- Over-centralisation of services and infrastructure in key population centres.
- Support for remote and rural communities.
- Protect the character of places that makes East Gippsland special.

The Engagement Feedback Report at **Attachment 3** includes data regarding survey submissions and a table which summarises written submissions and how the submissions have been addressed in the HSS.

The finalised version of the HSS presented for adoption was made available for information to all submitters and general public prior to the Council meeting.

### **Attachments**

1. Draft Housing and Settlement Strategy [**5.1.1.1** - 94 pages]
2. Revised Housing and Settlement Strategy Background Report [**5.1.1.2** - 88 pages]
3. Revised Housing and Settlement Strategy Engagement Report [**5.1.1.3** - 81 pages]



# East Gippsland Housing & Settlement Strategy

East Gippsland Shire Council

December 2023





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## Housing and Settlement Strategy: Summary

The places and homes we live in are fundamental to the wellbeing of our community. The purpose of the East Gippsland Housing and Settlement Strategy (HSS) is to guide the future development of our settlements and location and design of new housing in East Gippsland to 2041.

East Gippsland is growing, and its demographic profile is shifting, influenced by local, regional, state, and national trends.

From 2021 to 2041 the population in East Gippsland is projected to increase by 15,400 people, to a total of 63,800. To accommodate population growth, Council is planning for an additional 8,271 dwellings across the Shire. While change throughout the municipality is inevitable, it is important that it is managed in a way that ensures the ongoing health and prosperity of communities, while protecting valued natural landscapes and environments.

The Housing and Settlement Strategy primarily provides a land use planning policy framework to address the challenges and opportunities in planning for change to our settlements and housing. The Strategy is intended to complement a range of Council policy documents to inform an integrated approach to decision making on future residential development opportunities.

In conjunction with this, the Housing and Settlement Strategy also identifies:

- Future work to strengthen Councils approach to settlement growth and housing development, including the delivery of:
  - A program to identify and address barriers to residential development.
  - Structure Plans to guide development within specific towns and settlements.
  - A process to align infrastructure needs with population and residential growth.
  - Built form and design policy and guidelines for infill housing development.
  - Environmentally Sustainable Development policy.
  - A review of the Rural Living Zone and Low Density Residential Zone.
  - Updated mapping of areas at risk of flood.
- Opportunities to advocate on behalf of the community to enhance our settlements and provide appropriate housing for all. Advocacy efforts will include:
  - Support for social and affordable housing.
  - Guidance for the assessment of emerging housing opportunities such as tiny homes and residential villages.
  - Continued investment in infrastructure to support population growth and residential development.
  - Support for the assessment of environmental hazards such as bushfire, flood and landslip.






- Opportunities to strengthen relationships with the community, agency partners, service providers and the development industry to support resilient and viable settlements.

The following Housing and Settlement Strategy vision has been shaped using community feedback to outline the aspirations for development of housing and settlements across East Gippsland:

*In 2041, the diverse housing needs of our community will be met, recognising the unique local character of our many towns and settlements, and responding to community aspirations. Housing opportunities will include affordable and inclusive homes and high-quality lifestyle options throughout the many stages of life. Settlement growth will be managed in a way that recognises the significant natural values of the Shire, the impacts of climate change and natural disaster, and the importance of retaining our productive agricultural areas.*

The following six **Strategic Principles** will guide growth and development across East Gippsland. The principles inform the objectives and strategies which follow to explain **how** the principles will be applied.

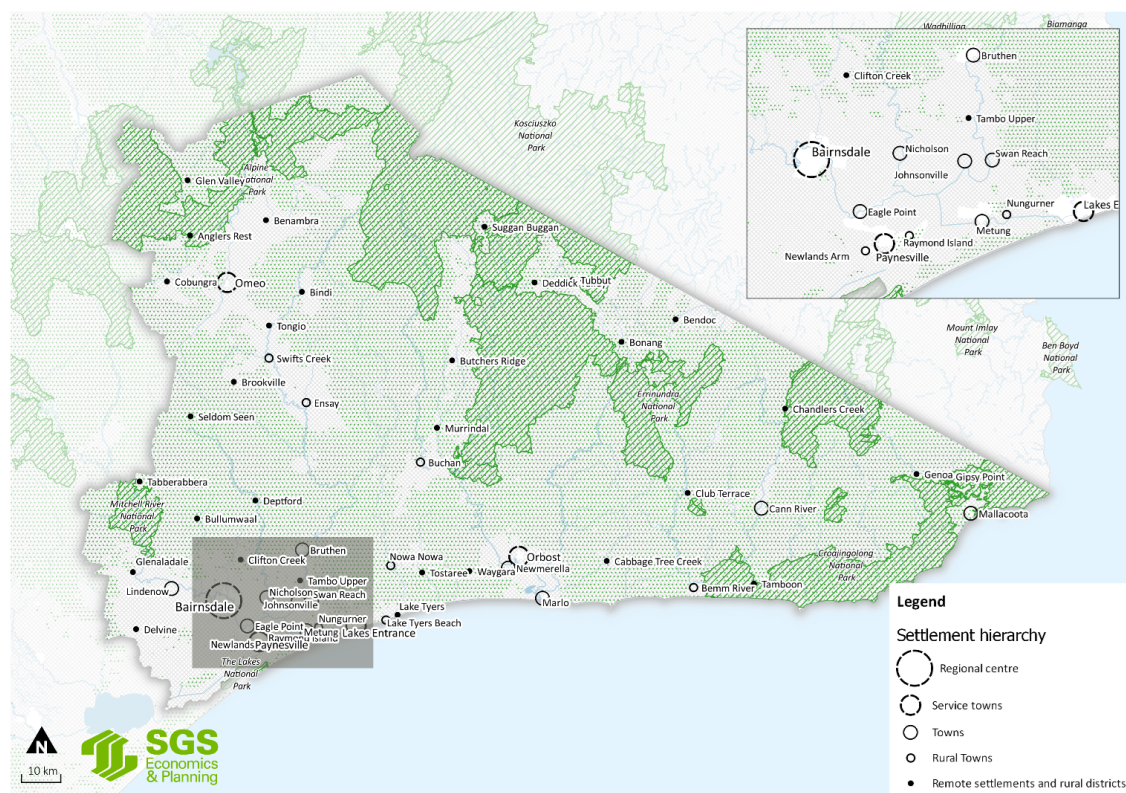
Principle	What does this mean?	Why is it important?	How does this help?	What are the challenges?
1. Development in areas of <b>environmental and landscape significance</b> and at risk of <b>natural hazards</b> will be managed to preserve natural resources and protect human life. 	New housing will be directed to low-risk locations. The protection of human life from bushfire, flood or landslip and erosion will be Council's highest priority. Settlement planning will identify, protect, and enhance environmental values.	Council's highest priorities include the safety of the people of East Gippsland and an environment that is managed and preserved for all generations.	Understanding the values and risks associated with our natural environment will help plan for places that keep people safe and preserve the environmental features that make East Gippsland a special place.	East Gippsland hosts many natural features and faces numerous risks associated with natural hazards. Planning for settlements that balance community safety and resilience whilst preserving environmental values will continue to be challenging.
2. Future population and housing development will be directed in accordance with the defined <b>settlement roles and futures</b> . 	Towns and settlements across East Gippsland will have different roles to play in providing housing, infrastructure, and services for future residents.	It provides people with information about potential changes to housing development in their town or settlement to 2041.	Understanding the role of a town or settlement into the future will guide Council, service providers, the community and developers to make informed decisions for the future of that place.	East Gippsland has a network of many unique towns and settlements. It is beyond the scope of the Strategy to provide detailed guidance on every town and settlement.
3. Housing development that creates <b>compact towns and settlements</b> will be supported to enable the efficient and sustainable use of land and infrastructure. 	New housing to be provided within the existing boundaries of towns and settlements, providing people with access to services and infrastructure.	The ongoing 'sprawl' of towns and settlements can adversely impact environmental values, increase environmental risk (e.g. bushfire) and reduces the opportunity for people to access services and connect with each other.	Developing housing within existing town boundaries makes more efficient use of existing infrastructure and services. This saves money and reduces environmental impacts.	Compact towns result in different housing types, generally increasing the 'density' of houses. It will be important to make sure this is achieved without compromising the character or amenity of towns or settlements.

<p>4. Initiatives that deliver improved housing <b>affordability, diversity, and innovation</b> will be supported to provide greater choice for residents throughout all stages of life.</p> 	<p>People need different types of housing at different times in their lives. Housing of varying size, price, form, and tenure (if they are rented or owned) will be encouraged to provide options.</p>	<p>East Gippsland is a special place with unique towns and many lifestyle opportunities.</p> <p>Embracing change in our settlements and housing can enhance the things we love about where we live.</p>	<p>Protecting and enhancing the character of where we live helps communities to retain existing population and attract new community members.</p>	<p>The character of towns and settlements means different things to different people. Collaboration, understanding, and compromise is required to ensure the character of our towns and settlements reflect who we are and how we evolve as a community.</p>
<p>5. The unique character of towns and settlements will be maintained and enhanced across East Gippsland.</p> 	<p>New housing will make a positive contribution to what communities' value about their town or settlement and respect their natural setting</p>	<p>East Gippsland is a special place with unique towns and many lifestyle opportunities.</p> <p>Embracing change in our settlements and housing can enhance the things we love about where we live.</p>	<p>Protecting and enhancing the character of where we live helps communities to retain existing population and attract new community members.</p>	<p>The character of towns and settlements means different things to different people. Collaboration, understanding, and compromise is required to ensure the character of our towns and settlements reflect who we are and how we evolve as a community.</p>
<p>6. Well designed and resource-efficient developments that contribute to creating <b>more sustainable towns and settlements</b> will be supported.</p> 	<p>New housing will reduce its impact on the climate and enable people to be more resilient in response to the changing climate.</p>	<p>East Gippsland people understand firsthand the impact of a changing climate. Where we live and the homes we build can positively contribute towards the environment.</p>	<p>Providing people with liveable and climate resilient places to live is critical to the long term prosperity of East Gippsland. Sustainable homes are also cheaper to run.</p>	<p>Responding to the challenges of climate change will require innovation in the planning of towns and settlements and the design and construction of homes for the future.</p>

## Framework Plan for housing and settlement in East Gippsland

The following figure provides an overview of the expected future role of towns and settlements in East Gippsland.

## FUTURE ROLE OF TOWNS AND SETTLEMENTS



The planning scheme's current strategic framework plan includes a settlement hierarchy that identifies the single major Regional Centre (Bairnsdale) and two Growth Area Towns (Paynesville and Lakes Entrance). Smaller towns, if included, are identified as either Coastal Settlements or Rural Settlements.

The proposed settlement hierarchy takes a similar approach to the larger towns but aims to align the township categories for smaller towns with their size, range of services, and potential to accommodate growth. A brief description of each settlement category is provided in the table below. Further detail can be found in Section 8.4.

#### FUTURE ROLE OF TOWNS AND SETTLEMENTS

Category	Summary of current and future role
<b>Regional Centre</b>	<p>The Bairnsdale Regional Centre supports a large, diverse population and housing base with all essential services provided. Bairnsdale has a large employment base with strong connections with surrounding settlements. Bairnsdale is serviced by a range of reticulated services (excluding gas).</p> <p>Bairnsdale is the preferred location for future population growth and residential development.</p>
<b>Service Towns</b>	<p>Service Towns are moderate to large towns containing commercial centres that provide a variety of housing and support a moderate employment base. Service Towns play a secondary servicing role to the Regional Centre and are provided with reticulated services.</p> <p>Service Towns will be supported as secondary locations for future growth.</p>
<b>Towns</b>	<p>Towns have some urban zoned land and accommodate small to moderate populations and include a local employment base. Commercial activity and community facilities are limited but provide important local services. Towns are partially serviced by reticulated water and sewerage infrastructure.</p> <p>Towns will provide for small to moderate levels of growth, primarily through infill development in established areas, subject to environmental risk (bushfire, flood) constraints.</p>
<b>Rural Towns</b>	<p>Rural Towns have limited urban zoned land (generally Township Zone) and accommodate small populations. Settlements generally do not have substantial commercial activity centres or community facilities or reticulated services.</p> <p>Only small scale population growth and housing development is supported in Rural Towns within existing residentially zoned areas subject to environmental risk (bushfire, flood) constraints.</p>
<b>Remote Settlements and Rural Districts</b>	<p>Remote Settlements and Rural Districts represent areas of dispersed dwellings primarily within the Farming Zone. Remote Settlements include very limited urban zoning, commercial activity, community facilities or reticulated services.</p> <p>Dwelling development that is not associated with the productive agricultural use of Farming Zone land is generally not supported in these locations, unless it is justified to support population retention, subject to environmental risks.</p>

### Objectives and Strategies

The objectives and strategies below provide detail of each of the six Strategic Principles above.

Environmental significance and natural hazards	
Objective	Strategy
1. Ensure the protection of human life and environmental values are prioritised in planning for settlement and housing in East Gippsland.  <i>People live safely.</i>	1.1. Ensure the identification and protection of environmental values as part of the assessment of planning scheme amendments, development plans and planning permit applications for residential development.
	1.2. Advocate to the Victorian Government for an agreed methodology for municipal-wide bushfire assessment to inform strategic land use planning.
	1.3. Collaborate with the CFA to prepare a Municipal Bushfire Risk Assessment template to identify bushfire risk levels across East Gippsland at range of scales and considering all bushfire hazards that can be potentially harmful, including grasslands and vegetation outside of land subject to the BMO.
	1.4. Update flood mapping in the East Gippsland Planning Scheme via the introduction of relevant zones and overlays.
	1.5. Advocate to the Victorian Government for continued monitoring of coastal vulnerability.
	1.6. Collaborate with relevant agencies to prepare a program to review and update data and mapping of natural hazards risks.
Settlement roles and futures	
Objective	Strategy
2. Support sustainable patterns of residential development across East Gippsland.  <i>An improved residential environment for the wellbeing of people.</i>	2.1. Direct future population growth across all towns and settlements in accordance with identified existing and future settlement roles to support the efficient use of land and infrastructure, convenient access to jobs and services, protection of environmental values and the safety of our community.
	2.2. Establish township and settlement boundaries.
Compact towns and settlements	
Objective	Strategy
3. Ensure sufficient suitable and available residentially zoned land to meet future dwelling demand.  <i>Future residents have good housing opportunities.</i>	3.1. Prepare a program for co-ordinated action to identify and overcome barriers to residential development across all towns and settlements in East Gippsland in collaboration with relevant stakeholders. Prioritise action for key population centres of Bairnsdale, Lakes Entrance and Paynesville.
	3.2. Undertake ongoing monitoring of demand and capacity for housing across East Gippsland.

<p>4. Direct rural residential and lifestyle opportunities on larger residential lots to the existing Rural Living Zone (RLZ) and Low Density Residential Zone (LDRZ).</p> <p><i>People have rural lifestyle opportunities.</i></p>	<p>4.1. Consider rezoning of land to RLZ only after a review of RLZ schedules to accommodate additional supply of RLZ land and pending ongoing monitoring of demand and capacity. The review of RLZ schedules must address infrastructure requirements, environmental values and hazards and should consider conversion of land to LDRZ in appropriate locations.</p>
	<p>4.2. Consider rezoning of land to LDRZ only after a review of LDRZ land to consider opportunities to increase supply and pending ongoing monitoring of demand and capacity. In collaboration with East Gippsland Water, the review should consider opportunities to increase supply via implementation of servicing (sewer) to facilitate subdivision of existing LDRZ land (and reduce risks associated with on-site effluent disposal). The review of LDRZ land must address infrastructure requirements, environmental values and hazards.</p>
<p>5. Support Service Towns, Towns, Rural Towns, Remote Settlements and Rural Districts to thrive.</p> <p><i>Towns and settlements support viable and livable communities.</i></p>	<p>5.1. Prioritise the preparation and/or review of local structure plans, aligning with existing Community Plans where relevant. Structure Plan preparation is to include investigation of opportunities for residential development within or adjacent to settlement boundaries on existing urban zoned land.</p>
	<p>5.2. Collaborate with local communities to:</p> <ul style="list-style-type: none"> <li>- Identify and implement community and local economic development initiatives that promote place activation, retain/attract residents, and encourage investment.</li> <li>- Provide advice on the planning process to subdivide and/or develop land for residential purposes within existing urban zones.</li> </ul>
	<p>5.3. Consistent with the Rural Land Use Strategy (2023), provide for rural residential development in the Farming Zone within or adjacent to rural settlements <b>only</b> where it is justified to support the long-term viability of a settlement subject to consideration of hazards, particularly bushfire, environmental constraints, and accessibility.</p>
<p>6. Align development and community infrastructure to support growth.</p> <p><i>Residents have access to local facilities and services.</i></p>	<p>6.1. Prepare a hierarchy of infrastructure and service provision based on the role of towns and settlements and an associated process for alignment of development and community infrastructure investment with population and residential growth.</p>
	<p>6.2. Strengthen planning policy statements to address infrastructure gaps identified as part of the assessment of planning permit applications. This includes, but is not limited to, the provision of infrastructure to support active transport, road infrastructure (e.g., intersections), community facilities and services, and improvements to the public realm.</p>
<b>Affordability, diversity, and innovation</b>	
<b>Objective</b>	<b>Strategy</b>
<p>7. Increase the supply of social and affordable housing.</p>	<p>7.1. Advocate for Victorian Government implementation of a broad-based social and affordable housing contributions levy.</p>
	<p>7.2. Advocate for continued, direct Victorian Government investment in social and affordable housing in East Gippsland.</p>

<p><i>Vulnerable people have housing opportunities.</i></p>	7.3. Strengthen Planning Scheme policy statements about the need for affordable housing to support the development of proposals that demonstrate genuine and achievable affordable housing outcomes.
	7.4. Liaise with relevant stakeholders to understand the importance of social and affordable housing and the requirements to meet future needs.
	7.5. Consistent with the Victorian Aboriginal Housing and Homelessness Framework (2020), collaborate with Traditional Owner groups and relevant Aboriginal service providers to support the development of affordable and culturally appropriate accommodation and housing for the Aboriginal community.
<p>8. Increase housing diversity to meet the needs of people of all ages and lifestyles.</p> <p><i>Housing is provided to support diverse lifestyles.</i></p>	8.1. Develop built form and design guidelines for infill housing projects (for example, to address lot sizes, preferred building design, car parking, waste management, integration with public spaces and character) and engage with the development sector to encourage high quality design and development outcomes.
	<p>8.2. Subject to the preparation of built form and design guidelines for infill housing development (see Strategy 8.1), encourage medium density infill housing in the following locations:</p> <ul style="list-style-type: none"> <li>▪ Existing General Residential and Mixed Use zoned areas suitable for <b>substantial change</b> (e.g. apartments, shop top housing or townhouses) within 400m walking distance of the Bairnsdale Activity Centre (defined as the Commercial 1 Zone area).</li> <li>▪ Existing General Residential Zone, Township Zone and Mixed Use Zone areas suitable for <b>incremental change</b> (e.g. units and townhouses) within: <ul style="list-style-type: none"> <li>- 800m walking distance of the Bairnsdale Activity Centre</li> <li>- 400m of walking distance of existing or planned neighbourhood activity centres or local activity centres in Bairnsdale, Service Towns, Towns and Rural Towns (as listed in table 4).</li> </ul> </li> </ul> <p>These locations are also encouraged for the provision of social and affordable housing.</p>
	<p>8.3. Support infill housing types in established residential areas where the proposed development:</p> <ul style="list-style-type: none"> <li>▪ Appropriately manages risks associated with natural hazards such as bushfire, flood or landslip.</li> <li>▪ Does not adversely affect established environmental values.</li> <li>▪ Has access to appropriate reticulated services.</li> <li>▪ Enhances streetscape character including the provision of adequate space for landscaping and separation between buildings.</li> </ul>
	8.4. Support lower density infill housing types (e.g. dual occupancies and units) in residential zoned areas outside those described in Strategy 8.2.
	8.5. Support residential aged care and retirement villages in Bairnsdale, Service Towns, and other locations with easy access to jobs, services and public transport.
	8.6. Ensure new large lot yield subdivisions include lot size diversity that makes provision for medium density housing, retirement villages and residential aged care with easy access to jobs, services and public transport.



	8.7. Advocate to the Victorian Government for clearer legislative and planning policy guidance for the provision of compact, affordable homes such as residential villages, tiny homes and secondary dwellings.
	8.8. Advocate to the Victorian Government to increase investment in community and development infrastructure associated with population growth and diverse housing provision for the East Gippsland community.
<b>Character of towns and settlements</b>	
<b>Objective</b>	<b>Strategy</b>
9. Enhance the character and environmental values of the Shire's towns and settlements.  <i>People live in pleasant environments.</i>	9.1. As part of the preparation and/or review of local structure plans (see Strategy 5.1), identify preferred future character and environmental values of towns and settlements aligning with existing Community Plans where relevant.
	9.2. Continue to enhance neighbourhood character in response to the identified preferred future character of towns as part of the assessment of planning permit applications.
<b>Sustainable towns and settlements</b>	
<b>Objective</b>	<b>Strategy</b>
10. Encourage new development to be environmentally sustainable.  <i>People live in houses and neighbourhoods that are environmentally friendly.</i>	10.1. Advocate to the Victorian Government for the continued strengthening of Environmentally Sustainable Development (ESD) policy in the Planning Policy Framework.
	10.2. Prepare a local Environmentally Sustainable Development policy for implementation into the East Gippsland Planning Scheme.

## Part A: Introduction and background

# 1. Introduction

This Housing and Settlement Strategy provides East Gippsland Shire Council's framework for managing settlement and housing growth to 2041, with provision for continued growth beyond this timeframe.

## 1.1 Strategy purpose

East Gippsland is growing, and its demographic profile is shifting. Change throughout the municipality is inevitable but it is important that it is managed in a way that ensures the ongoing health and prosperity of communities, while protecting valued historic, cultural, and natural landscapes.

The purpose of the East Gippsland Housing and Settlement Strategy (HSS) is to address community and organisational expectations of diversity, sustainability, and equity to guide the location and form of future housing development in East Gippsland to 2041. The Strategy will provide greater certainty as to where new housing is expected and how it will be managed. It will guide Council's decision-making processes and inform further policy development and infrastructure investment.

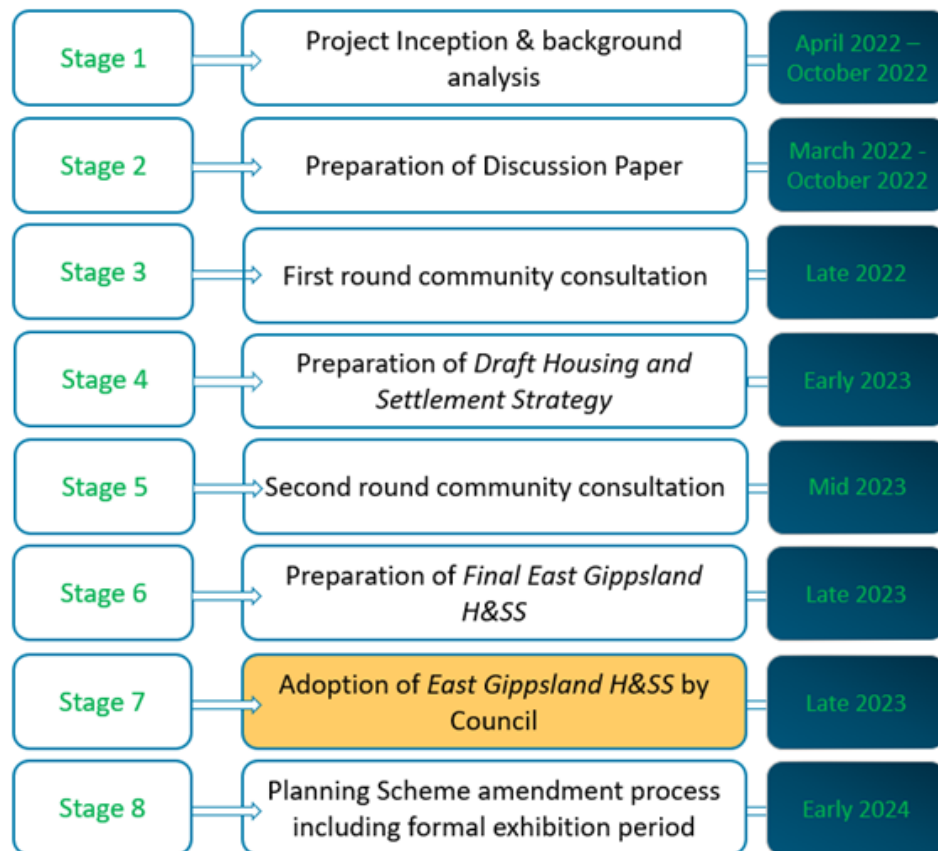
## 1.2 Developing the Strategy

This project is a significant undertaking for Council and will be completed over eight stages (refer Figure 1).

Stage 1, commencing in April 2022, involved a comprehensive review of background materials, data analysis and targeted stakeholder engagement with key Council staff, councillors, relevant Victorian Government departments and infrastructure agencies. This culminated in the preparation of a Discussion Paper (Stage 2), which was released for community consultation in November 2022 (Stage 3).

Stage 4 involved preparation of this draft Strategy. The draft Strategy responds to community feedback on the Discussion Paper and sets out policy priorities and recommendations for residential development across the Shire to 2041.

FIGURE 1: PROJECT STAGES



### 1.3 How to read this document

The draft HSS is set out in five parts.

- **Part A: Introduction and background:** Introduces the strategy and overviews the broader strategic context of planning for housing in East Gippsland, including macro-trends influencing growth and change; local physical and environmental features relevant to considering preferred locations for future housing, and State and local policy objectives guiding housing outcomes.
- **Part B: East Gippsland in 2023:** Provides the current ‘state of play’ with regards to population and housing across the Shire, providing an overview of the current population and housing profile.
- **Part C: East Gippsland in 2041:** Presents the forecast population of East Gippsland and overviews future housing needs. This section includes consideration of likely demand for diverse housing types, social and affordable housing, and existing residential land available for development.

- **Part D: Planning Framework:** Provides a strategic framework for accommodating future population and housing growth in a way that supports the social, economic and environmental sustainability of the Shire. This section includes consideration of the role of each of the Shire's towns and settlements in accommodating growth; staging of land release and development to support efficient and sustainable use of land and infrastructure and opportunities to increase housing diversity, and supply of social and affordable housing.
- **Part E: Implementation Plan:** Presents a long-term action plan to implement this Strategy and provides further detail on proposed changes to the East Gippsland Planning Scheme. The Implementation Plan overviews Shire-wide objectives, strategies and action.

#### 1.4 Community consultation

The Draft Housing and Settlement Strategy was released for public consultation in April 2023. Council received feedback from 251 members of public through an online survey, written submissions and drop-in sessions.

Overall, the engagement revealed in principle support for the draft Housing Settlement Strategy, with the Principles and Objectives covering the majority of respondents expectations; over 80 per cent of respondents strongly supported the Principles and 60 per cent supported each of the Objectives. The following key themes arose:

- **Environmental Protection** – Prioritising environmental values, good outcomes for wildlife and ecosystems, and design that reduces waste and emissions creation.
- **Infrastructure and Services** – Early delivery and upgrade of services and infrastructure so that it continues to meet the needs of users as the population grows. Includes adequate planning and the protection/creation/activation of open spaces and consideration/provision of public and active transport modes.
- **Housing Diversity and Affordability** – Supporting the delivery of homes for lower income people, first home buyers, downsizers and people with disabilities and ageing in place. Includes provision of smaller, lower maintenance homes in close proximity to services.
- **Community Input** – Continue to engage with the community to enhance local outcomes.
- **Agricultural Preservation** – Protect farmland for farming purposes (consistent with the East Gippsland Rural Land Use Strategy (2023)).
- **Hazard Mitigation** – Support for the identification of natural hazards to reduce the risk to life, property and the environment. However, there was varied feedback regarding the need to limit development in areas with high hazard risks balanced against a desire for people to be able to decide their personal risk profiles and take responsibility for their own risk on their property.
- **Equity and Distribution** – Describes some concern with over-centralisation of services and infrastructure in key population centres and the associated impact on the viability of rural and remote communities. For example, there is demand for new homes and affordable housing in remote areas as well as key population centres.
- **Character** – Supports protection of the small-town feel, respecting the views and preferences of existing residents and preserving the connection to nature that makes East Gippsland an attractive place to live. Identify the history that should be preserved and maintain the feel of streetscapes.

The engagement also highlighted three areas that respondents felt had not been fully captured in the Strategy:

1. An emphasis on transport that understands and links the planning and delivery of future housing to active and public transport routes, and good road networks.
2. An emphasis on understanding minimum open space provision requirements, to ensure good access to open spaces within settlements is protected as populations grow and settlements change. Ensure these are built into new developments, understood when assessing infill proposals and contributions to open space delivery and activation are made where possible by new developments.
3. Environmental protection is important to respondents, and many feel the wording and actions identified are not specific enough.

A full summary of the consultation results is included in the Housing and Settlement Strategy: Engagement Report.

## **1.5 The East Gippsland Shire**

East Gippsland Shire is situated on Gunaikurnai, Monero (Ngarigo) and Bidawal Country in Victoria's east. It stretches from the west of Bairnsdale to the New South Wales border, covering more than 21,000 square kilometres equivalent to around 10 per cent of the Victoria's land area.

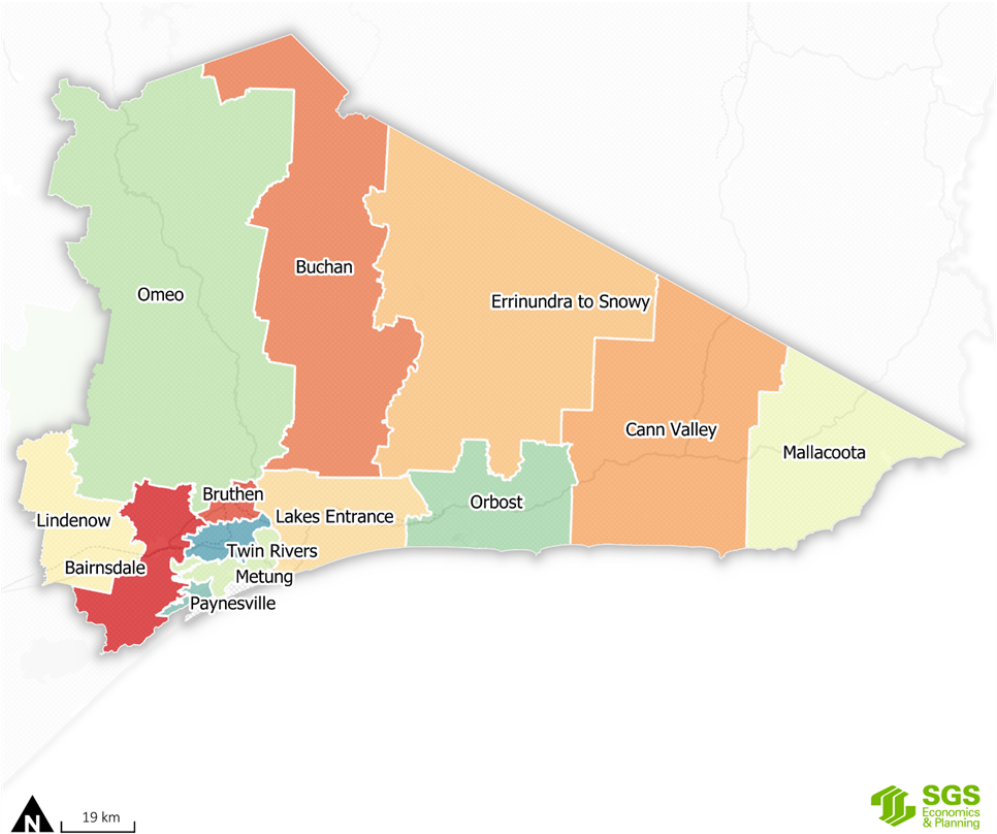
The region is distinguished by its beautiful natural setting, with its southern edge defined by the Gippsland Lakes and rugged coastline and the rising backdrop of the High Country. Historical rural landscapes and natural bushland areas characterise the region and surround its communities.

East Gippsland is home to proud and involved communities that embrace and encourage self-reliance, responsibility, and new ideas. The past 30 years have seen East Gippsland evolve from its rural origins to a flourishing economic and tourism region in Eastern Victoria, drawing more than one million visitors each year. The region has kept its identity and sense of place as it has grown.

As East Gippsland has matured, its communities have also developed and diversified. With its fertile soils, good rainfall and temperate climate, East Gippsland has a strategically significant agricultural sector, producing a range of food and fibre products all year round.

The *East Gippsland Shire Council Plan 2021-2025* places an emphasis on place based planning. To help achieve this, Council considers the shire to be reflected as 13 separate districts. While there are many localities within each district, only one higher order town is situated with each. A map of the thirteen districts that has been used for the preparation of the H&SS and is shown in Figure 2.

FIGURE 2: MAP OF EAST GIPPSLAND’S DISTRICTS



Source: SGS Economics and Planning based on the East Gippsland Shire Council Plan (2021-2025), using ABS SA1 geographies.

## 2. Strategic context

Accommodating growth in East Gippsland requires consideration of broader trends influencing the Shire, unique local natural features, and State and local policy frameworks.

### 2.1 Trends affecting East Gippsland

#### Ageing population



Australia's population is ageing, and the proportion of people aged over 65 is increasing. In East Gippsland, the median age is 52, which is high compared to the Victorian average of 38, and retirees made up 16 percent of the population in 2021.

#### Housing affordability



Housing affordability is recognised as a state-wide issue that requires increasing choice in housing type, tenure, and cost to support diverse communities. East Gippsland Shire Council recognises issues of housing availability and affordability within East Gippsland.

#### Remote working



In recent years, there has been a trend towards remote working, which has attracted new residents to East Gippsland who are able to work remotely, either part-time or full-time. The COVID-19 pandemic accelerated remote working trends, particularly for professionals and those in some service sectors.

#### Population growth



The COVID-19 pandemic stalled Australia's population growth and impacted population movement. Capital cities saw a downturn in population while regional areas continued to grow. In 2018-2019, 9,900 people moved to Regional Victoria, which increased to 15,200 in 2020-21.



### Short term accommodation



There is increasing tension between **short-term and long-term accommodation**, where an increasing number of homes are leased for short-term rental accommodation on platforms such as Airbnb. The increase in the cost of residential accommodation particularly impacts key workers and seasonal employment.

### Climate change



**Climate change** is one of humanity's greatest challenges. Globally, temperatures are rising, and extreme weather events are becoming more frequent and severe. Climate change will result in increased fire danger, increased number of extreme heat days, long term drought, increased energy access variability, and increased incidence of flooding.

### Sustainable development



Sustainable Development is about ensuring that development does not unnecessarily diminish resources, is able to be efficiently serviced, and promotes socially, economically, and environmentally friendly lifestyles.

## 2.2 Local features

### Environmental value and landscape character

East Gippsland contains large tracts of unspoilt native vegetation from the alpine region down to the southeast Victorian coastline. Many of the inlets, lakes, rivers, and sites of environmental significance are protected through the application of appropriate environment and landscape overlay controls. These include Ninety Mile Beach, Gippsland Lakes, Lake Tyers, Snowy River Estuary and Mallacoota Inlet as shown in Figure 3. This is complemented by around 83% of East Gippsland being identified and protected as National Park, State Forest or other Crown land.

### Natural hazards

The impacts of climate change pose a significant threat to the health, wellbeing, and liveability for our natural environment, people, and communities. East Gippsland has recently suffered the devastating effects of drought, flood and bushfires on the community, economy, and environment. The majority of East Gippsland is subject to a Bushfire Management Overlay where permits are often required for use and development; and potential rezoning is restricted due to bushfire risk.

Many parts of East Gippsland, adjacent to coastal areas and along river systems, are low lying and prone to flood risk. Areas around the Gippsland Lakes are particularly prone to flooding.

The topography of East Gippsland varies greatly with many areas considered to be very steep as East Gippsland extends into the high country. Excessive slopes make the provision of infrastructure and

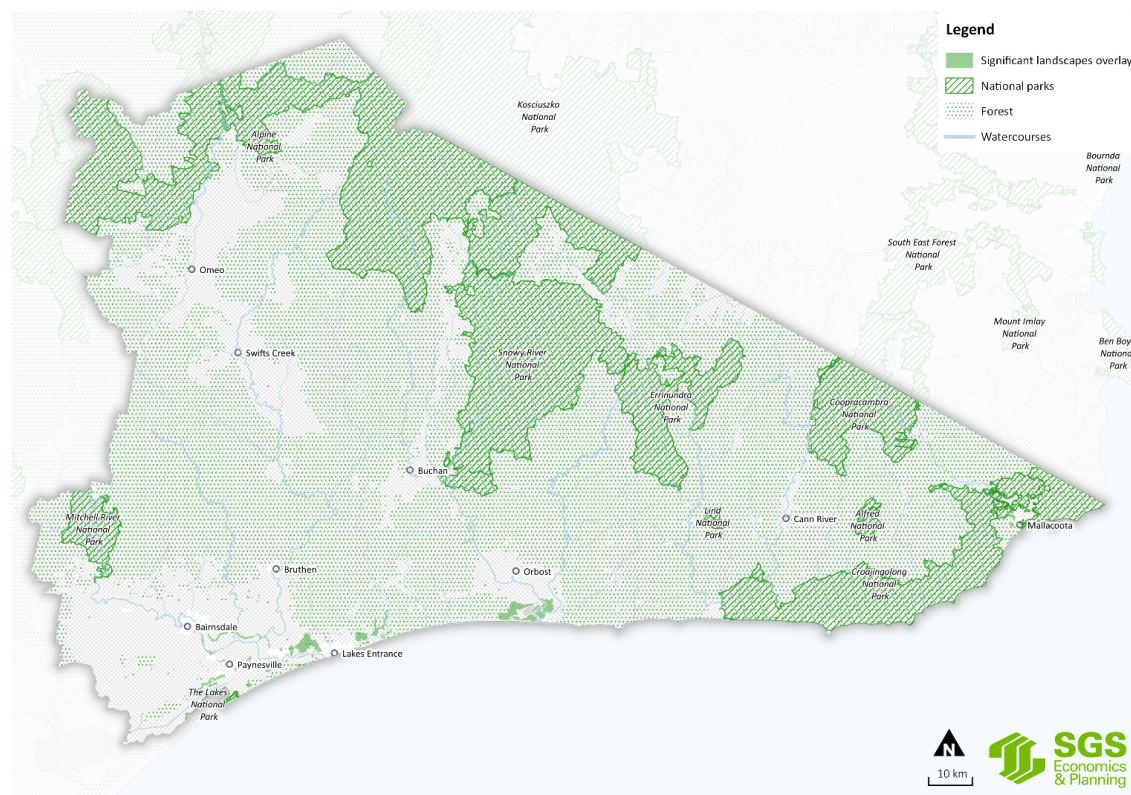
construction of buildings prohibitively expensive or unfeasible. Where the slopes coincide with unstable soils, development can be unsafe due to landslip and erosion. Development on steep slopes can also impact landscape values. The natural hazards and environmental constraints across East Gippsland are shown in Figure 4.

**Transport accessibility**

East Gippsland is reliant on access to larger regional centres for a range of higher order services. Private vehicles are predominantly used for travel to key destinations as there are limited public transport services. The region is accessible from Melbourne via V/Line train service, which operates daily as far as Bairnsdale with connecting buses to other regional towns.

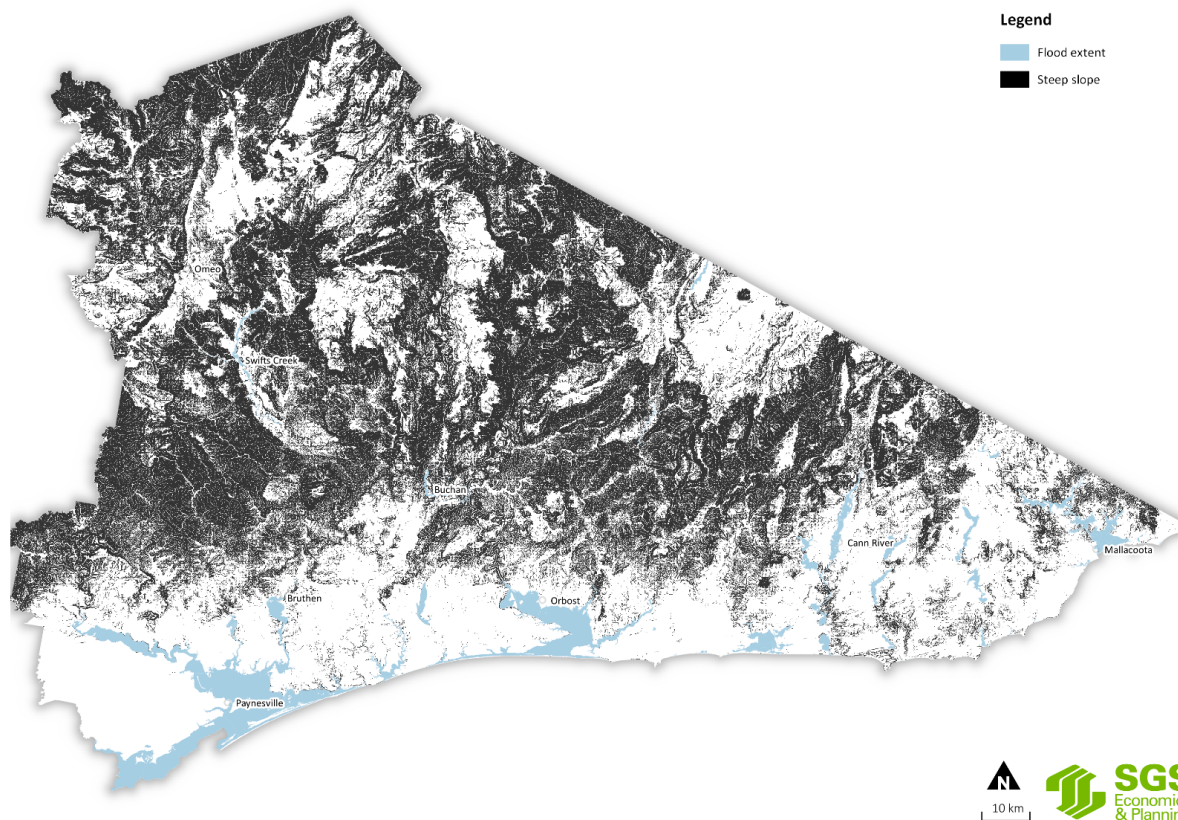
Bus services operate within Bairnsdale and Lakes Entrance, while connecting bus services operate out of Bairnsdale to Paynesville, Lakes Entrance, Omeo, and eastwards to the NSW border. East Gippsland's transport network is shown in Figure 6.

FIGURE 3: EAST GIPPSLAND'S SIGNIFICANT LANDSCAPES



Source: SGS Economics and Planning, 2022

FIGURE 4: EAST GIPPSLAND'S NATURAL HAZARDS AND ENVIRONMENTAL CONSTRAINTS – STEEP SLOPES AND FLOODING

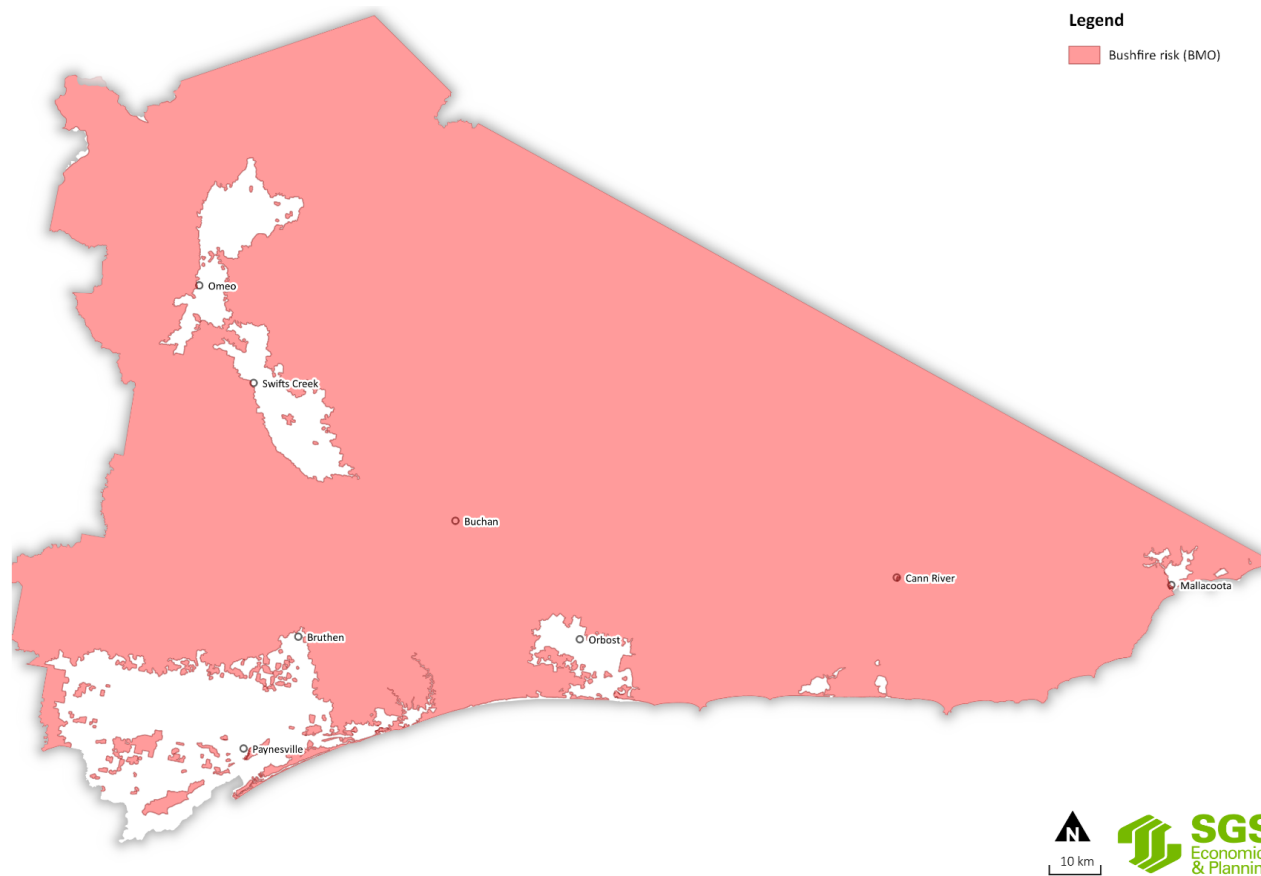


Source: SGS Economics and Planning, 2022

SGS ECONOMICS AND PLANNING: EAST GIPPSLAND HOUSING & SETTLEMENT STRATEGY

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FIGURE 5: EAST GIPPSLAND'S NATURAL HAZARDS AND ENVIRONMENTAL CONSTRAINTS – BUSHFIRE RISK



Source: SGS Economics and Planning, 2022

SGS ECONOMICS AND PLANNING: EAST GIPPSLAND HOUSING & SETTLEMENT STRATEGY

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FIGURE 6: TRANSPORT NETWORKS



Source: SGS Economics and Planning, 2022

SGS ECONOMICS AND PLANNING: EAST GIPPSLAND HOUSING &amp; SETTLEMENT STRATEGY

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**Infrastructure network and services**

The consideration of existing infrastructure networks in the growth of East Gippsland is critical for assessing appropriate locations for future housing development, especially water and sewerage networks.

East Gippsland Water (EGW) have been engaged in this project to inform the networks capacity, helping guide where growth can already be accommodated and where future infrastructure investment is being prioritised.

**Town character**

The character of East Gippsland's built environment differs greatly, varying from large regional hubs such as Bairnsdale, with a distinct commercial core and large suburbs, to rural settlements with very few dwellings surrounded by agricultural areas. Many of East Gippsland's towns are scattered along the southern coast and are either tourism oriented or have grown into larger towns that play a servicing role.

Understanding an area's neighbourhood character helps to address built form challenges and opportunities within the municipality. The term 'neighbourhood character' means the cumulative impact of every property, public place, or piece of infrastructure, whether great or small. It is important to have a reference for the feel of a place, influenced by its buildings and street networks and environmental qualities, to ensure that new development in East Gippsland feels like it belongs, reflecting local values and features.

In some locations, neighbourhood character changes with renewal or redevelopment. This can contribute to a desired future character of a settlement. Local character can be difficult to define in some locations. There is an important opportunity to manage a positive change in character to support urban evolution and renewal, meet emerging needs and future community preferences.

## 3. Policy context

State and local plans summarised in this section establish a policy framework to inform the Housing and Settlement Strategy. The HSS will also inform updates to local planning policy.

### 3.1 Victorian Government policy

State and regional planning policy set the direction for local government to prepare plans at the local level and the HSS must be consistent with this policy direction. In East Gippsland this includes:

- The **Planning Policy Framework (PPF)** outlines state strategy and policy directions for land use planning. The PPF establishes direction for local government to prepare plans at the local level, that are implemented in the *East Gippsland Planning Scheme*.

The PPF requires planning authorities to plan to accommodate projected population growth over at least a 15-year period and provide clear direction on locations where growth should occur. Residential land supply will be considered on a municipal basis, rather than a town-by-town basis.<sup>1</sup>

Key PPF housing and settlement policies (Clause 11.01-1S, 11.02-2S, 15.01-5S, 16.01-1S, 16.01-2S, 16.01-3S) generally seek to support planning for urban growth by considering:

- Opportunities for the consolidation, redevelopment, and intensification of existing urban areas.
  - Neighbourhood character and landscape considerations.
  - The limits of land capability and natural hazards and environmental quality.
  - Service limitations and the costs of providing infrastructure.
- The **Gippsland Regional Growth Plan** is one of eight growth plans developed to provide direction for land use and development across regional Victoria. The Regional Growth Plan addresses a wide range of challenges by recognising Gippsland's assets of regional significance and putting an integrated planning framework in place to direct and manage sustainable growth across the region.

Bairnsdale is identified as one of five regional centres in the Regional Growth Plan to accommodate population growth and expand employment and service functions for dispersed and remote communities. Bairnsdale is identified as playing an increasingly important role in servicing the Gippsland Lakes settlements, with 'a network of smaller nearby towns including Paynesville' which will 'distribute growth and access to services'.

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<sup>1</sup> The requirement to plan for housing on a municipal-wide basis is most suited to a metropolitan context. No further guidance is provided on how planning should occur in a regional or rural context where settlements are widely dispersed and critical to supporting the health and wellbeing of residents, and economic productivity of the regions. As such, SGS has undertaken assessment of residential land supply at a Shire-wide and district level to assess need.



- **Infrastructure Victoria's 30-year infrastructure strategy** (2021-2051) provides a long-term view of Victoria's infrastructure needs and priorities over the next 30 years. Infrastructure lasts many decades and must meet both immediate needs and those in the future. The strategy addresses social housing challenges within Gippsland and provides recommendation to:
    - Renew old and ageing public housing
    - Fund Youth Foyers (including accommodation services for vulnerable young people)
    - Expand social housing in areas with good accessibility
    - Provide fit for purpose social housing which is climate resilient.
  - In September 2023, the Victorian Government released **Victoria's Housing Statement** which acknowledges the challenges faced in the housing market, particularly with regard to housing affordability. The Statement makes a series of recommendations aimed at increasing the supply of housing across Victoria, with recommendations relevant to East Gippsland summarised as follows:
    - Good decisions, made faster. Reforms to the planning system to streamline the planning process for large residential development proposals.
    - Cheaper housing, closer to where you work. Delivering more housing in established residential areas, including a proposal to construct 425,600 new homes in regional Victoria.
    - Protecting renters' rights. Providing greater certainty for renters and closing loopholes that increase the cost of living for renters.
    - More social housing. A regional housing fund to deliver 1,300 new homes across Victoria.
    - A long term housing plan. Updating Plan Melbourne and expanding the Plan to cover the whole of Victoria.
  - The Housing and Settlement Strategy has been reviewed against Victoria's Housing Statement and the recommendations contained within the HSS are generally consistent with the Statement. As more detail relating to Victoria's Housing Statement becomes available, the HSS can be updated to reflect Victorian Government policy direction.
  - Key guidance for planning for housing is provided in a pair of state government Practice Notes, **Planning Practice Note 90: Planning for Housing** and **Planning Practice Note 91: Using the Residential Zones**. These outline a process for identifying areas of minimal, incremental, and substantial change and then applying appropriate residential zones for each level of change.
- All residential zones support and allow housing development, unless special neighbourhood character, heritage, environmental or landscape attributes, or other constraints and hazards exist.
- Change areas are broadly defined as:
- **Minimal change:** Areas where detached dwellings and dual occupancies that protect and enhance local character are the desired outcome.
  - **Incremental change:** Areas where medium density housing in the form of townhouses, units and dual occupancies that enhance local character are the desired outcome.

- **Substantial change:** Areas where higher density housing in the form of multi-level residential development such as low scale apartments, townhouses, shop tops and units that enhance local character are the desired outcome.

Table 1 overviews residential zones used across Victoria, including East Gippsland, their purpose and extent of change supported in each.

In accordance with Victorian Government Policy, the HSS provides high level policy direction to guide opportunities for settlement growth and housing development.

TABLE 1: RESIDENTIAL ZONES

Zone	Purpose	Minimal	Incremental	Substantial
General Residential Zone (GRZ)	The purpose of the GRZ is to encourage development that is sensitive to neighbourhood character to encourage diverse housing types that suit the needs of the community. The GRZ allows housing development up to three storeys in locations offering good access to services and transport.		✓	✓
Low Density Residential Zone (LDRZ)	The purpose of the LDRZ is to provide for low-density residential development. In areas of LDRZ where development can be serviced by reticulated sewerage a minimum subdivision size of 2,000sqm applies. In areas that are not serviced by reticulated sewerage, a condition of the zone is that wastewater is to be treated onsite and a minimum subdivision area of 4,000sqm applies. LDRZ is generally located on the fringes of East Gippsland's towns, providing larger lifestyle living opportunities.	✓		
Township Zone (TZ)	The TZ applies to small towns with no defined structure of residential, commercial, and industrial land uses. TZ is more commonly applied throughout East Gippsland's smaller towns and settlements, often with partial servicing of reticulated water and sewerage infrastructure	✓	✓	
Mixed Use Zone (MUZ)	The MUZ applies to areas suitable for a mixed-use function, including a range of residential, commercial, industrial, and other uses. Suitable for areas identified for residential development at higher densities including urban renewal and strategic redevelopment sites. In regional contexts, such as in East Gippsland, MUZ frequently accommodates light industrial and commercial uses.		✓	✓
Rural Living Zone (RLZ)	The purpose of the RLZ is to enable rural lifestyle opportunities on smaller blocks and is usually applied in places where mains or reticulated water and wastewater systems are unavailable. The RLZ is used as a buffer between farming and urban places, to limit interface issues between agricultural activities in rural areas and other more sensitive urban areas	✓		

### 3.2 Local policy

Local plans and strategies have been reviewed to understand key elements of East Gippsland's local economy, settlement functions and other key planning directions that are relevant to planning for residential growth, including:

- *Rural Land Use Strategy (2023)*
- *Economic Development Strategy (2022)*
- *Environmental Sustainability Strategy (2022)*
- *Draft Municipal Public Health and Wellbeing Plan (2022)*
- *The Bairnsdale Growth Strategy (2009)*
- *The Lakes Entrance CBD Improvement Project Draft Master Plan (2016)*
- *Coastal Towns Urban Design Frameworks (2007)*
- *The Twin Rivers Land Use Plan, (2012)*
- *The East Bairnsdale/Lucknow Precinct Structure Plan (2013)*
- *The Paynesville Town Centre Structure Plan (2009)*
- *The Paynesville Growth Area Structure Plan (2016)*
- *The Eagle Point Structure Plan (2019)*
- *East Gippsland Community Plans*
- *The Coastal Inundation and Erosion Planning Policy (2017)*

State and local plans summarised above establish a policy framework under which the Housing and Settlement Strategy will sit (Figure 7). Discussed further in Section 9, the Strategy will be primarily implemented via incorporation of policy directions into the East Gippsland Planning Scheme. A planning scheme is a legal document prepared by the local council and approved by the Minister for Planning. It contains policies and provisions that control land use and development.

FIGURE 7: EAST GIPPSLAND'S LOCAL POLICY HIERARCHY

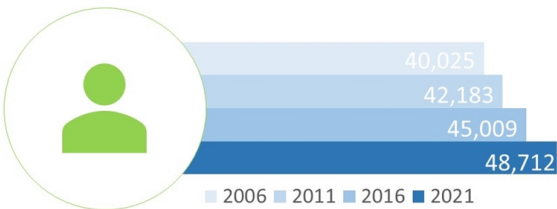


# Part B: East Gippsland in 2023

## 4. Population profile

This section provides an overview of the current profile of East Gippsland, showing key characteristics of the East Gippsland population.<sup>2</sup>

### POPULATION GROWTH



Population in the LGA has been increasing steadily by around 522 people per year since 2011, equivalent to an average annual growth rate of 1.18%. From 2006 to 2021, the population has grown from 40,544 to 48,376.

### MEDIAN AGE



**52 years** median age in East Gippsland

**38 years** median age in Victoria

East Gippsland has an ageing population. From 2016 to 2021 the number of people aged 70+ years has increased by 2,356 people. This accounted for 46% of the population growth over this period. The ageing population in East Gippsland reflects that the area is a popular location for retirement living.

### HOUSEHOLD SIZE



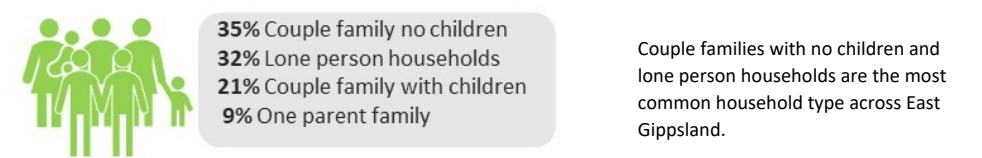
**2.2 people** per household  
East Gippsland

**2.4 people** per household  
Regional Victoria

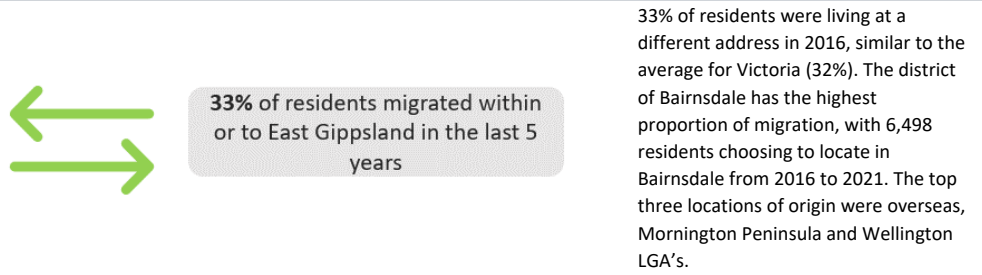
While household size has remained steady at 2.4 people per household in Regional Victoria, East Gippsland has seen a decline in household size over the last decade from 2.3 in 2011 to 2.2 in 2021. East Gippsland's smaller household size in comparison to Regional Victoria reflects East Gippsland's ageing population and high number of lone person households.

<sup>2</sup> For a more detailed analysis of East Gippsland's population please see the East Gippsland Housing and Settlement Strategy: Background Report.

HOUSEHOLD COMPOSITION



INTERNAL AND EXTERNAL MIGRATION

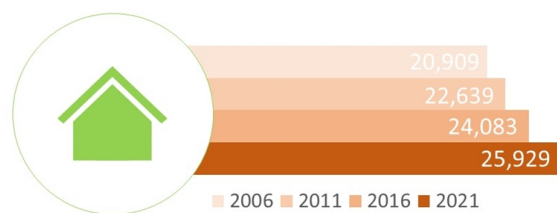




## 5. Housing profile

This section profiles housing in East Gippsland including changes in the dwelling stock.<sup>3</sup>

### HOUSING GROWTH



Dwelling growth has steadily increased across the LGA over recent years. Between 2011 to 2021 East Gippsland saw an additional 3,290 dwellings across the LGA, 56% of these were added between 2016 and 2021 (at about 370 per year on average). Combined, Bairnsdale, Paynesville, and Lakes Entrance districts contain approximately 65% of the Shire’s dwellings.

### DWELLING STRUCTURE



**92% separate dwellings**  
7% semi-detached  
1% Flat or apartment

There is a lack of diversity in housing stock across all East Gippsland with 92% of dwellings being separate houses.

### DWELLING SIZE



**49% dwellings with 3 bedrooms**  
**24% dwellings with 4 bedrooms**  
**18% dwellings with 2 bedrooms**  
**4% dwellings with 1 bedrooms**

The size of dwellings in East Gippsland can be considered through the proxy measure of number of bedrooms. While there is no great variation in dwelling size across the LGA, the share of dwellings with 4 bedrooms has increased from 20 per cent in 2011 to 24 per cent in 2021. This is despite declining household sizes. Most houses in East Gippsland have 3 to 4 bedrooms.

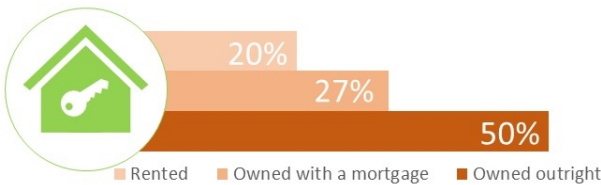
<sup>3</sup> For a more detailed analysis of East Gippsland’s population please see the East Gippsland Housing and Settlement Strategy: Background Report.

DWELLING SUITABILITY



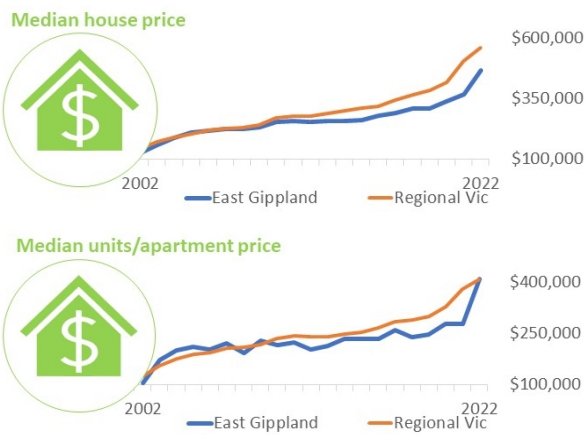
In East Gippsland there are many 3 bedroom houses with 2+ bedrooms spare. Across all houses with more than 1 bedroom in East Gippsland, a high proportion have at least one bedroom spare. Very few households across the LGA need additional bedrooms to house their occupants appropriately.

TENURE



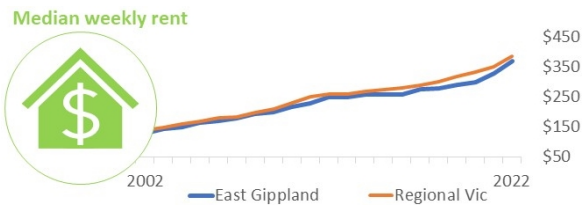
A half of dwellings in East Gippsland are owned outright, with 27 per cent owned with a mortgage and 20 per cent rented. Bairnsdale and Lakes Entrance have the highest number of rentals.

DWELLING PRICES



While dwelling prices in East Gippsland have been increasing over the long term, house and unit prices increased particularly sharply over recent years. The median house price in East Gippsland in 2022 is \$91,250 less than the median house price of regional Victoria. The median unit/apartment price is now \$2,225 more expensive in East Gippsland than in regional Victoria, however, there are only a small number of units and apartments in East Gippsland.

RENTAL COSTS



East Gippsland’s median weekly rent in 2022 (\$370) remains like that of regional Victoria (\$385). In line with housing trends across Australia, East Gippsland has experienced a large spike in rental prices since 2020 during and since the COVID-19 pandemic.

SHORT TERM RENTAL ACCOMMODATION



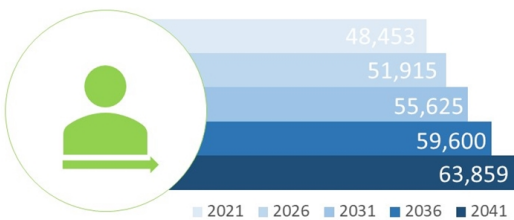
East Gippsland has a significantly higher percentage of unoccupied private dwellings in comparison to other regional and metropolitan local government areas. The number of unoccupied private dwellings in an area can provide some insight into the number of holiday homes within East Gippsland. While not all unoccupied private dwellings will be holiday homes, a large proportion of these would be used as holiday houses (with many available for short term rental).

## Part C: East Gippsland in 2041

## 6. Future population and housing needs

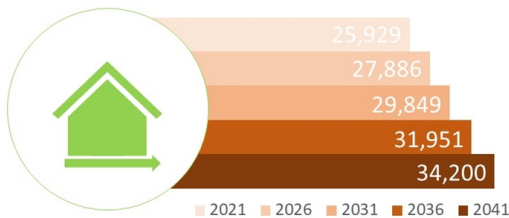
This section of the report presents the forecast population and housing growth for East Gippsland to 2041 and determines the extent to which growth can be accommodated under existing land use planning policy settings.

### Population forecast



The population in East Gippsland is forecast to grow by 15,400 people from 2021 to 2041. The projected population growth considers an adjusted rate of growth for regional Victoria because of the COVID-19 pandemic.

### Housing forecast



To accommodate population growth, it is projected that East Gippsland should plan for an additional 8,271 dwellings by 2041. Achieving this would represent an average annual growth rate of 1.39% between 2021 to 2041. This level of growth reflects demographic shifts (declining household sizes, and demand for smaller dwelling types) and accounts for dwellings used for other non-permanent residential purposes (vacant, short stay accommodation and holiday homes).

### Share of Dwelling Demand by District

The following factors have then been considered to project the percentage split of future demand for dwellings across East Gippsland's districts:

- Historical growth rates
- The desired role and function of settlements
- Environmental values and risks
- Preferred development outcomes

As a result, Table 2 demonstrates that the districts of Bairnsdale, Paynesville and Lakes Entrance are anticipated to accommodate an additional 6,616 homes by 2041. Other districts across East Gippsland are expected to accommodate 1,655 future homes combined.

**TABLE 2: SHARE OF DWELLING DEMAND BY DISTRICT, 2016 TO 2021 AND 2041**

District	Dwellings 2021		Change in dwellings 2016-2021		Expected percentage split of demand (2021-2041)	Future dwelling demand 2041
	#	%	#	%	%	#
<b>Bairnsdale</b>	<b>8,502</b>	<b>33%</b>	<b>690</b>	<b>31%</b>	<b>37%</b>	<b>3060</b>
<b>Paynesville</b>	<b>3,383</b>	<b>13%</b>	<b>299</b>	<b>13%</b>	<b>23%</b>	<b>1902</b>
<b>Lakes Entrance</b>	<b>4,991</b>	<b>19%</b>	<b>417</b>	<b>19%</b>	<b>20%</b>	<b>1654</b>
Metung	1,451	6%	285	13%	4%	331
Orbost	2,002	7%	144	6%	4%	331
Twin Rivers	1,322	5%	141	6%	4%	331
Lindenow	913	4%	103	5%	3%	248
Omeo	1,064	4%	61	3%	3%	248
Other	2345	9%	78	4%	2%	165
<b>Total</b>	<b>25,973</b>	<b>100%</b>	<b>2,218</b>	<b>100%</b>	<b>100%</b>	<b>8,271</b>

Source: SGS Economics and Planning, 2023; based on ABS Census of Population and Housing, 2021

The forecasts used in determining East Gippsland's population growth and dwelling demand across all districts represent an optimistic growth scenario where high rates of growth have been projected forward. This is to ensure a prudent approach to planning for East Gippsland's future.

### Capacity to accommodate growth

A housing capacity analysis has been completed for East Gippsland which is outlined in detail, including the methodology and findings, in the Background Report.

In summary, the housing capacity assessment takes into account the following factors:

#### Inputs

- **Land use zone and lot size:** Different residential zones have differing requirements regarding minimum lot sizes and servicing requirements etc.
- **Existing development patterns:** Existing development and lot size patterns (i.e. median and average lot size) were examined on a precinct scale to determine likely potential future development outcomes.

#### Exclusions

- **Land use exclusions:** Properties were excluded if they contain social infrastructure or other land uses which are likely to be in place over the next 20 years. These land uses include infrastructure, social infrastructure and community uses which either should not be redeveloped given the valuable role they play for the community, or which are unlikely to be redeveloped on a reasonable timeframe. The following land uses have been excluded from redevelopment:
  - Schools
  - Other major educational facilities
  - Retirement villages
  - Hospitals and major medical centres
  - Gardens, parks and sports grounds
  - Power sub-stations
  - Community centres.
- **Multi-unit development and subdivision:** Locations where there are multiple property owners (i.e. strata title) or where the original subdivision pattern has been further subdivided (i.e. shared lots) are likely to significantly limit the development potential of these sites.
- **Recent development:** Properties which have been recently developed are less likely to be redeveloped in the short-medium term given the recent investment in them.
- **Irregular blocks and manual checks:** Blocks with a highly irregular shape are not likely to be real properties available for development and so were excluded.

**Areas subject to natural hazards (bushfire, flooding, excessive slope):** Clause 13 of the East Gippsland Planning Scheme Planning Policy Framework addresses Environmental Risk. Areas subject to flooding and bushfire risk, steep slopes (as a proxy for landslip), and within environmental buffers were removed from the analysis.

It is acknowledged that the capacity analysis is high-level and is intended to be indicative to inform policy development, rather than an exact measure of dwelling development.

At a municipal level, there is 30 years of residential supply across East Gippsland, showing that there is ample capacity to accommodate housing and population growth across East Gippsland's settlements. Victorian Government policy requires local governments to accommodate a projected population over at least a 15-year period and provide clear direction on locations where growth should occur.

It is acknowledged that infill development is likely to occur in all districts across East Gippsland, however, the detailed analysis of infill capacity for every town and settlement has not been undertaken as part of the HSS. This infill development will increase the capacity of all towns and settlements to accommodate housing growth within existing township boundaries to 2041.

With at least 30 years of residential capacity identified, current planning controls can accommodate a high population growth scenario over a 20-year timeframe. Table 3 shows the results of the housing demand and capacity analysis by district and the years of potential supply. This shows that all districts across East Gippsland meet the 15 year Victorian Government policy requirement.

**TABLE 3: HOUSING DEMAND COMPARED TO CAPACITY BY DISTRICT TO 2041**

District	Share of dwelling demand (%)	Demand 2041 (Dwellings)	Capacity 2041 (Dwellings)	Capacity gap	Years of supply
<b>Bairnsdale</b>	<b>37%</b>	3,060	4,250	+1,190	28
<b>Paynesville</b>	<b>23%</b>	1,902	3054	+1,152	32
<b>Lakes Entrance</b>	<b>20%</b>	1,654	2,052	+398	25
<b>Twin Rivers</b>	4%	331	858	+527	52
<b>Orbost</b>	4%	331	500	+169	30
<b>Omeo</b>	4%	248	273	+25	22
<b>Metung</b>	3%	331	456	+125	28
<b>Lindenow</b>	3%	248	396	+148	32
<b>Other</b>	2%	165	519	+354	63
<b>LGA Total</b>	<b>100%</b>	<b>8,271</b>	<b>12,358</b>	<b>+4,087</b>	<b>30</b>

Source: SGS Economics and Planning, 2023.



## 7. Social and affordable housing

This section explains what social and affordable housing is and identifies current and projected need for housing assistance in East Gippsland.

### What is social and affordable housing?

The term **affordable housing** generally refers to rental housing that is available to lower income households which is affordable for their level of income. When housing costs are too high, relative to income, a household can find themselves in housing stress. **Housing stress** is a situation in which a household's rental payments are so high that they must sacrifice on food, health care, education and other necessities.

A household that spends more than 30 per cent of their income on housing can be in moderate housing stress. A household that spends more than 50 per cent of their income on housing can be in severe housing stress.

**Social housing** is a subset of affordable housing. The Department of Health and Human Services (DHSS) defines social housing as "housing that is provided to eligible households, with rents subsidised to ensure that households pay an affordable rent" and is owned and managed by either the Director of Housing (public housing) or Registered Housing Agencies (community housing).

### Need for social and affordable housing in East Gippsland

The number of households in housing stress is measured to provide an estimate of how much social and affordable housing is needed. It is often the case that the most vulnerable members of the East Gippsland community are likely to experience housing stress and would require housing assistance to access housing at an affordable rate.

In 2021, the estimated total need for housing assistance (social or affordable housing) in East Gippsland was 2,746 dwellings. For 2041, it is estimated that the total need for assistance, is 2,940 dwellings.

To meet projected need for social and affordable housing, approximately one quarter of the 8,271 total forecast dwelling demand in East Gippsland to 2041 (or approximately 2,050 homes) would be required to be delivered as social and affordable housing.

More detailed analysis of social and affordable housing can be found in the Background Report.

### Aboriginal housing need

Aboriginal households are generally more open and flexible, are more likely to care for Elders, be kinship carers and cater for large extended and mobile families. These qualities must be recognised and supported in relation to the provision of appropriate housing.

The Aboriginal and Torres Strait Islander population in the East Gippsland catchment area as per the 2021 census was 1623, an increase of 58% on the 2006 population. It is projected to increase by nearly 300 people in the next 5 years, and to grow to 2605 in the next 15 years, an increase of 62%.

Unfortunately, Aboriginal households experience historical and complex disadvantage resulting in an over representation of need for social and affordable housing. Across Victoria 43% of Aboriginal households own or are purchasing a home (compared to 68% of the general community), and 20% live in social housing (compared to 2% of the general community).

*Aboriginal Housing Victoria have prepared a Victorian Aboriginal Housing and Homelessness Framework (2020) to support the Aboriginal community to access secure and culturally appropriate accommodation and housing. At a local level, Aboriginal community members can access mainstream housing and homelessness services. The Aboriginal Community Controlled Organisation is working with government agencies to provide appropriate housing solutions and increase the overall stock of affordable housing opportunities for the Aboriginal community.***Part D: Planning Framework**



## 8. Housing and settlement planning framework

This section sets out the vision, strategic principles, objectives, and strategies for the development of housing and settlements across East Gippsland. Planning objectives identify outcomes that should be achieved by the Strategy, while section 9 provides greater detail about the actions and implementation pathways to achieve those outcomes.

### 8.1 Vision

East Gippsland's Community Vision 2040 is:

*"In 2040 our people, place, environment, and economy will be connected, in balance and resilient. Our unique and diverse communities will be accessible, inclusive, well connected, and safe. We will value and care for each other and our natural environment. Our economy will support existing and emerging industries by being agile, innovative, and sustainable."*




Building on this, the vision for future housing and settlements in East Gippsland is:




*"In 2041, the diverse housing needs of our community will be met, recognising the unique local character of our many towns and settlements, and responding to community aspirations. Housing opportunities will include affordable and inclusive homes and high-quality lifestyle options throughout the many stages of life. Settlement growth will be managed in a way that recognises the significant natural values of the Shire, the impacts of climate change and natural disaster, and the importance of retaining our productive agricultural areas."*

### 8.2 Strategic Principles

The strategic principles will guide residential growth and development across East Gippsland. The principles align with existing state and local policy and inform the suite of objectives and strategies which follow. The principles will be used for future Council decision making on settlement growth and housing development.

The objectives and strategies in the sections below provide further detail regarding the scope and place-based expression of the principles.

Principle	What does this mean?	Why is it important?	How does this help?	What are the challenges?
<p>1. Development in areas of <b>environmental and landscape significance</b> and at risk of <b>natural hazards</b> will be managed to preserve natural resources and protect human life.</p> 	<p>New housing will be directed to low-risk locations. The protection of human life from bushfire, flood or landslip and erosion will be Council's highest priority. Settlement planning will identify, protect, and enhance environmental values.</p>	<p>Council's highest priorities include the safety of the people of East Gippsland and an environment that is managed and preserved for all generations.</p>	<p>Understanding the values and risks associated with our natural environment will help plan for places that keep people safe and preserve environmental features that make East Gippsland a special place.</p>	<p>East Gippsland hosts many natural features and also faces numerous risks associated with natural hazards. Planning for settlements that balance community safety and resilience whilst preserving environmental values will continue to be challenging.</p>
<p>2. Future population and housing development will be directed in accordance with the defined <b>settlement roles and futures</b>.</p> 	<p>Towns and settlements across East Gippsland will have different roles to play in providing housing, infrastructure, and services for future residents.</p>	<p>It provides people with information about potential changes to housing development in their town or settlement to 2041.</p>	<p>Understanding the role of a town or settlement into the future will guide Council, service providers, the community and developers to make informed decisions for the future of that place.</p>	<p>East Gippsland has a network of many unique towns and settlements. It is beyond the scope of the Strategy to provide detailed guidance on every town and settlement.</p>
<p>3. Housing development that creates <b>compact towns and settlements</b> will be supported to enable the efficient and sustainable use of land and infrastructure.</p> 	<p>New housing to be provided within the existing boundaries of towns and settlements, providing people with access to services and infrastructure.</p>	<p>The ongoing 'sprawl' of towns and settlements can adversely impact environmental values, increase environmental risk (e.g., bushfire) and reduces the opportunity for people to access services and connect with each other.</p>	<p>Developing housing within existing town boundaries makes more efficient use of existing infrastructure and services. This saves money and reduces environmental impacts.</p>	<p>Compact towns result in different housing types, generally increasing the 'density' of houses. It will be important to make sure this is achieved without compromising the character or amenity of towns or settlements.</p>

<p>4. Initiatives that deliver improved housing <b>affordability, diversity, and innovation</b> will be supported to provide greater choice for residents throughout all stages of life.</p> 	<p>New housing will make a positive contribution to what communities' value about their town or settlement and respect their natural setting</p>	<p>East Gippsland is a special place with unique towns and many lifestyle opportunities.</p> <p>Embracing change in our settlements and housing can enhance the things we love about where we live.</p>	<p>Protecting and enhancing the character of where we live helps communities to retain existing population and attract new community members.</p>	<p>The character of towns and settlements means different things to different people. Collaboration, understanding, and compromise is required to ensure the character of our towns and settlements reflect who we are and how we evolve as a community.</p>
<p>5. The unique character of towns and settlements will be maintained and enhanced across East Gippsland.</p> 	<p>New housing will make a positive contribution to what communities' value about their town or settlement and respect their natural setting</p>	<p>East Gippsland is a special place with unique towns and many lifestyle opportunities.</p> <p>Embracing change in our settlements and housing can enhance the things we love about where we live.</p>	<p>Protecting and enhancing the character of where we live helps communities to retain existing population and attract new community members.</p>	<p>The character of towns and settlements means different things to different people. Collaboration, understanding, and compromise is required to ensure the character of our towns and settlements reflect who we are and how we evolve as a community.</p>
<p>6. Well designed and resource-efficient developments that contribute to creating <b>more sustainable towns and settlements</b> will be supported.</p> 	<p>New housing will reduce its impact on the climate and enable people to be more resilient in response to the changing climate.</p>	<p>East Gippsland people understand firsthand the impact of a changing climate. Where we live and the homes we build can positively contribute towards the environment.</p>	<p>Providing people with liveable and climate resilient places to live is critical to the long term prosperity of East Gippsland. Sustainable homes are also cheaper to run.</p>	<p>Responding to the challenges of climate change will require innovation in the planning of towns and settlements and the design and construction of homes for the future.</p>

### 8.3 Areas of environmental significance and natural hazards

In response to Strategic Principle 1, this section provides Objectives and Strategies that ensure housing development does not compromise areas of environmental significance or result in risk to human life from natural hazards.

East Gippsland covers a large geographic area characterised by long coastlines, large tracts of unspoilt native vegetation, alpine areas, and extensive waterway networks. Undoubtedly the natural features of East Gippsland contribute to the character of settlements and towns, are highly valued by existing residents and a significant drawcard for new residents.

To protect areas of environmental significance, the East Gippsland Planning Scheme includes clear policy direction in relation to 'Biodiversity'; 'Marine and Coastal Environments'; 'Water Bodies and Wetlands'; 'Alpine Areas'; and 'Significant Environments and Landscapes'.

Land use zone and overlay controls contained within the Planning Scheme also require location specific consideration and protection of environmental values. Where environmental values exist on residential land, they are generally covered by an overlay control (for example the Environmental Significance Overlay, Vegetation Protection Overlay, Development Plan Overlay etc.). The Environmental Sustainability Strategy Action Plan (2022-2026) recommends undertaking a gap analysis to identify key habitat areas and biodiversity values.

Where land is proposed to be rezoned and/or developed for housing, this suite of planning policy controls provides a series of checks and balances to ensure that the proposed development has identified and had regard to environmental features, values and landscapes.

In conjunction with these existing planning policy controls, a key platform of the HSS is to promote compact towns and settlements. East Gippsland has adequate residential land to accommodate population growth for approximately 30 years and, as such, the most effective policy approach to protect environmental values is to consolidate settlement growth within existing township boundaries (see section 8.5 below). This approach will enable the use of existing planning policy controls in the East Gippsland Planning Scheme to protect environmental values.

Many areas of East Gippsland are subject to significant risk from natural hazards including bushfire, flooding, coastal inundation and erosion. Future settlement development must respond appropriately to these risks to preserve human life, particularly considering the ever-increasing impacts of climate change. The progression of climate change as well as ongoing development means that the risks posed by bushfire, flood and coastal hazards are not static.

The East Gippsland Planning Scheme addresses 'Environmental Risks and Amenity' and includes strong policy statements regarding the role of planning in adopting a risk mitigation approach to strengthen the resilience and safety of communities. Existing policy guidance responds to the risks posed by climate change (including coastal inundation and erosion, bushfire, and flooding) and gives clear priority to the protection of human life over all other policy considerations.

Council works in partnership with the Country Fire Authority, East Gippsland Catchment Management Authority, and other technical experts to understand the changing level of risks posed by these natural hazards.



Directing development to the lowest risk locations is the most effective way to prioritise the protection of human life. The future role of towns and settlements, and identification of areas for accommodating growth must consider the risks posed by these natural hazards using best available data and input from relevant agencies. Updating analysis and data in response to changes in the natural environment will be needed to ensure that future land use planning activities continue to respond appropriately. This includes understanding impacts in existing urban areas.

This will provide a sound framework for:

- Future decision-making regarding rezoning of land for residential purposes.
- Protecting residents in existing settlements through localised planning for natural hazards.
- Identifying shelter locations in the event of natural disasters.

It is recognised that co-ordinated effort is required between Council, Victorian Government, Country Fire Authority and East Gippsland Catchment Management Authority to ensure best-practice and consistent methodologies are applied in identifying areas of risk to inform strategic planning processes.

**Objective:**

1. Ensure the protection of human life and environmental values are prioritised in planning for settlement and housing in East Gippsland.

**Strategies:**

- 1.1. Ensure the identification and protection of environmental values as part of the assessment of planning scheme amendments, development plans and planning permit applications for residential development.
- 1.2. Advocate to the Victorian Government for an agreed methodology for municipal-wide bushfire assessment to inform strategic land use planning.
- 1.3. Collaborate with the CFA to prepare a Municipal Bushfire Risk Assessment template to identify bushfire risk levels across East Gippsland at range of scales and considering all bushfire hazards that can be potentially harmful, including grasslands and vegetation outside of land subject to the BMO.
- 1.4. Update flood mapping in the East Gippsland Planning Scheme via the introduction of relevant zones and overlays.
- 1.5. Advocate to the Victorian Government for continued monitoring of coastal vulnerability.
- 1.6. Collaborate with relevant agencies to prepare a program to review and update data and mapping of natural hazards risks.

## **8.4 Settlement roles and futures**

In response to Strategic Principle 2, the classification of towns and settlements based on their existing and expected future role is important to:

- Provide clarity regarding preferred locations for future population growth to the community, investors and developers.
- Identify areas where change is most suitable and supporting efforts to maintain and enhance the unique local character and community safety of different places across East Gippsland.

- Prioritise locations for future infrastructure investment by Council and other government agencies.
- Ensure the sustainable use of land and respond to the increasing impacts of climate change.

Each of East Gippsland's towns and settlements is distinctive, offering a unique character, lifestyle, service offering and choice of housing. The planning scheme currently includes a settlement hierarchy that identifies three growth area towns (Bairnsdale, Paynesville, and Lakes Entrance) and then divides other townships into "rural settlements" and "coastal towns." The strategic directions support consolidation of the rural settlements and provide varied guidance for the level of change expected in coastal towns.

Table 4(below) provides clear direction for the existing and future role of East Gippsland's towns and settlements, which informs the level of change expected in each category of settlement. This can be aligned with minimal, incremental, and substantial change areas as identified in Victorian government guidance (Planning Practice Note 90 – Planning for Housing).

The identified roles take into consideration:

- Existing population size and number of dwellings.
- Extent of commercial activity and presence of defined commercial areas.
- Infrastructure servicing including reticulated services.
- Land use zoning patterns.
- Local environmental features and exposure to natural hazards.

Table 4 also provides a description of the preferred future role of each place based on:

- Guidance provided by state and regional planning policy direction.
- Potential of each place to accommodate future population growth taking into the strategic principles listed above.
- Planned investment in infrastructure and services by Council and other government agencies.

To reinforce the role and future of settlements, Victorian Government policy direction also requires the creation of settlement boundaries. Settlement boundaries prevent the continued sprawl of towns and settlements, protect natural environments and reduce risk to human life from natural hazards.

#### **Objective:**

2. Support sustainable patterns of residential development across East Gippsland.

#### **Strategies:**

- 2.1 Direct future population growth in accordance with identified existing and future roles to support the efficient use of land and infrastructure, convenient access to jobs and services, protection of environmental values and the safety of our community.
- 2.2 Establish township and settlement boundaries.

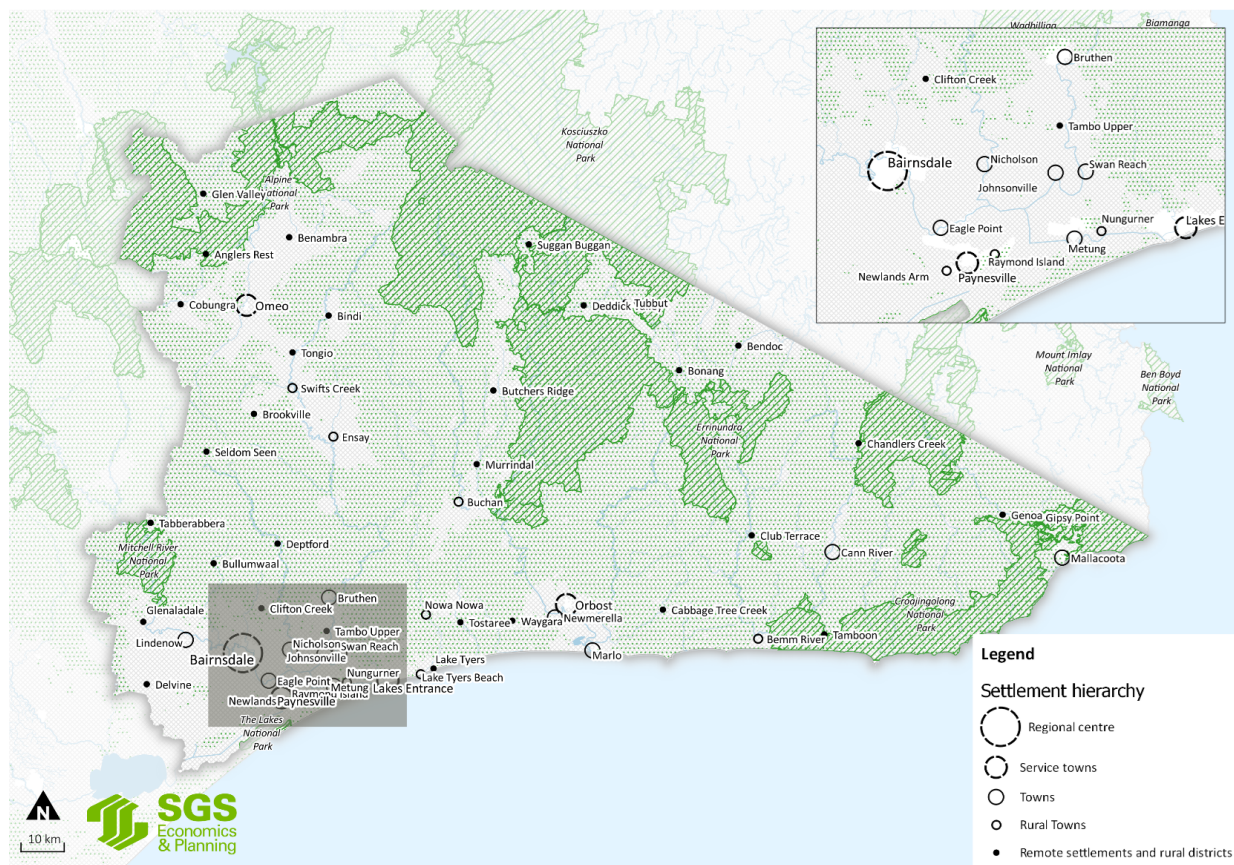
TABLE 4: EXISTING AND PROPOSED FUTURE ROLE OF TOWNS AND SETTLEMENTS

Category	Current role	Future role
<b>Regional Centre</b>  Bairnsdale (including, Eastwood, Lucknow, Wy Yung and East Bairnsdale)	<p>A large, diverse population and housing base with all essential services provided, including education, health, sport and recreation, civic functions, and interchange points for public transport. Large employment base with strong connections with surrounding settlements.</p> <p>Bairnsdale accommodates the largest number of residents in East Gippsland and provides a range of commercial activities servicing residents, workers, and visitor populations as well as the surrounding towns and settlements.</p>	<p><b>Future growth:</b> The regional centre is the primary location for future population growth and residential development.</p> <p>Growth is supported through further development of existing residentially zoned areas.</p> <p>In areas zoned General Residential Zone, change will be incremental, in the form of dual occupancies, townhouses and units. In areas of Low Density Residential Zone and Rural Living Zone growth will be minimal in the form of detached dwellings that reflect desired local character.</p> <p>There is scope for accessible locations in close proximity to the Bairnsdale Activity Centre to be investigated to accommodate substantial change (e.g. multi-level apartment residential development), subject to future structure planning in the Bairnsdale 2050 Plan and detailed built form guidance (see also Section 8.7).</p> <p><b>Development and community infrastructure:</b> Bairnsdale will be prioritised for future infrastructure provision, including infrastructure to support housing growth (roads, public transport, stormwater drainage, pedestrian and cycling connections etc.) and regionally significant community infrastructure (kindergartens, maternal child health, open space etc.).</p> <p>Council will advocate and support the extension of reticulated services in Bairnsdale to facilitate expected population growth.</p> <p><b>Zoning for residential development:</b> Demand for housing will be accommodated through:</p> <ul style="list-style-type: none"> <li>▪ Development of existing residential zoned areas and areas identified for future residential in existing adopted structure plans. This may require work to unlock the development potential of undeveloped or underdeveloped residential zoned land.</li> <li>▪ Medium density, infill development in established residential locations.</li> </ul> <p>No further rezoning of land for residential purposes is anticipated to 2041.</p> <p>Demand and supply of housing in Bairnsdale will be monitored every 5 years to ensure an adequate pipeline of residential development is maintained. In the event that additional residential land supply is required prior to 2041, investigation areas for future residential development must be consistent with the Bairnsdale 2050 Plan (currently being prepared).</p>
<b>Service Towns</b>	Moderate to large towns containing commercial centres providing a variety of housing and moderate employment base.	<p><b>Future growth:</b> Population growth and residential development is supported, subject to environmental risk (bushfire, flood etc.) constraints.</p>

Category	Current role	Future role
Lakes Entrance, Paynesville, Orbost, and Omeo	<p>Service Towns play a secondary servicing role to the Regional Centre and are provided with most reticulated services.</p> <p>Service Towns are generally popular visitor and retirement destinations.</p>	<p>These towns are identified for incremental change.</p> <p><b>Development and community infrastructure:</b> Growth in Service Towns will be supported by the provision of necessary development and community infrastructure.</p> <p><b>Zoning for residential development:</b> Rezoning for residential purposes is supported only within areas identified for future residential use in Planning Scheme policy or an existing adopted Structure Plans.</p> <p>Demand for housing is encouraged to be accommodated through medium density, infill development in established residential areas.</p>
<b>Towns</b> Eagle Point Metung Lindenow Bruthen Swan Reach Johnsonville Nicholson Newmerella Marlo Cann River Mallacoota	<p>Towns have some urban zoned land and accommodate small to moderate populations and include a local employment base. Commercial activity and community facilities are limited but provide important local services.</p> <p>Towns are partially serviced by reticulated water and sewerage infrastructure.</p>	<p><b>Future growth:</b> Incremental change will be supported within the extent of existing residential zoning in these towns through medium density, infill development in established residential areas, subject to environmental risk (bushfire, flood) constraints.</p> <p><b>Development and community infrastructure:</b> Council will collaborate with relevant agencies to provide community infrastructure in Towns based on assessment of local need.</p> <p><b>Zoning for residential development:</b> Further rezoning for residential purposes is not supported within Towns unless identified in an existing adopted Structure Plan or where Council identifies localised, compelling grounds for viable, serviced growth. Any rezoning will be subject to consideration of objective and strategically justified factors, including:</p> <ul style="list-style-type: none"> <li>That demand for housing cannot otherwise be accommodated locally in any existing zoned residential area.</li> <li>That the development will be fully serviced by the development proponent, and</li> <li>That ongoing operational and maintenance costs of development infrastructure are acceptable to Council.</li> </ul>
<b>Rural Towns</b> Raymond Island Newlands Arm Nungurner Swifts Creek Buchan Bemm River Ensay Nowa Nowa Lake Tyers Beach	<p>Rural Towns have limited urban zoned land (generally Township Zone) and accommodate small populations. Settlements generally do not have substantial commercial activity/ centres or community facilities.</p> <p>Rural Towns generally do not have reticulated services.</p>	<p><b>Future growth:</b> Small scale population growth and housing development is supported in Rural Towns within existing residentially zoned areas.</p> <p>Minimal change via infill development in established areas will be preferred, subject to environmental values and environmental risk constraints.</p> <p>The Rural Land Use Strategy (2023) will guide development around rural towns.</p> <p><b>Development and community infrastructure:</b> Council will collaborate with relevant agencies and service providers to provide investment in community facilities in Rural Town locations based on an assessment of need.</p> <p><b>Zoning for residential development:</b> Further rezoning for residential purposes is not supported within Rural Towns unless identified in existing Planning Scheme policy or</p>

Category	Current role	Future role
		<p>where Council identifies localised, compelling grounds for viable, serviced growth. Any rezoning will be subject to consideration of objective and strategically justified factors, including:</p> <ul style="list-style-type: none"> <li>▪ That demand for housing cannot otherwise be accommodated locally in any existing zoned residential area.</li> <li>▪ That the development will be fully serviced by the development proponent, and</li> <li>▪ That ongoing operational and maintenance costs of development infrastructure are acceptable to Council.</li> </ul>
<b>Remote Settlements and Rural Districts</b> Including places such as: Club Terrace Bonang Bendoc Cabbage Tree Creek Tambo Upper	<p>Remote Settlements and Rural Districts represent areas of dispersed dwellings primarily within the Farming Zone.</p> <p>Remote Settlements include limited urban zoning, commercial activity, community facilities or reticulated services.</p>	<p><b>Future growth:</b> The Rural Land Use Strategy (2023) will guide development in and around remote settlements and rural districts.</p> <p>Dwelling development that is justified to support population retention will be considered in these locations subject to environmental values and environmental risk constraints. .</p>

FIGURE 8: PROPOSED ROLE OF TOWNS AND SETTLEMENTS



Source: SGS Economics and Planning, 2023

SGS ECONOMICS AND PLANNING: EAST GIPPSLAND HOUSING &amp; SETTLEMENT STRATEGY

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## 8.5 Compact towns and settlements

In response to Strategic Principle 3, this section provides Objectives and Strategies that facilitate the supply of zoned and serviced land for residential development and respond to the need to plan for infrastructure to support the liveability and wellbeing of future populations. Opportunities to support development of rural towns is also discussed below.

### Supply of residential land

Providing sufficient residential zoned land is critical for enabling housing supply and supporting a well-functioning housing market. Victorian Government policy requires councils to plan for 15 years of growth at the municipal level for this purpose.

There is enough residentially zoned land to accommodate forecast growth across East Gippsland over the next 20 years and beyond.<sup>4</sup>

Of the land that is already zoned, some is subject to an existing Structure Plan or Development Plan that guides the form and layout of future development and is currently being developed or nearing completion. Remaining capacity in these planned areas represents around 35 per cent of total future housing for East Gippsland.

Some areas face barriers to development inhibiting the delivery of housing across East Gippsland. These include:

- Suitable zoned land not being made available for development (land withholding).
- Lack of co-ordinated planning of development infrastructure to align with the preferred staging of development.
- Prohibitive up-front costs of development infrastructure (such as roads, drainage, footpaths) and unclear infrastructure delivery and funding responsibilities.
- Insufficient capacity within the development industry to deliver a diversity of housing options, with detached dwellings the overwhelming and 'risk-free' product.

Coordination between council, landholders, development industry partners, Victorian Government and infrastructure agencies is needed to identify and overcome these barriers and deliver housing supply in preferred locations for residential development.

Zoning further land is not necessarily an effective solution to meeting East Gippsland's future housing needs. While zoning more land increases the number of *theoretical* opportunities to supply housing, if these new opportunities are also difficult to deliver, this approach in effect only increases the 'reserve' of housing opportunities rather than the 'flow' of those opportunities, realised as new housing stock.

Instead, Council will focus on making the most of the existing residential land resources. This will include:

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<sup>4</sup> East Gippsland Housing and Settlement Strategy: Background Report



- The establishment of township boundaries to prevent the continued sprawl of towns and settlements, protect natural environments and reduce risk to human life from natural hazards.
- The preparation of a co-ordinated program to promote sequenced development in existing zoned areas in response to identified barriers; “unlocking” land for housing.
- Identification of preferred locations for diverse infill housing opportunities (town houses, villa units, apartments) in established town and settlement, subject to environmental risks.

It is acknowledged that there are limited resources of Council and other government agencies to provide infrastructure across multiple development fronts. To optimise the benefits of consolidating future housing growth, development should be staged, taking into consideration:

- Existing development plans or structure plans.
- Existing infrastructure servicing, and if un-serviced, ability to provide appropriate and cost-effective servicing.
- Combined potential to meet future housing demand.
- Potential to support compact and logical growth of the towns (avoid “leapfrog” development).

Given the uncertainty surrounding the longer-term impacts of the COVID-19 pandemic on population growth and dwelling demand and the success (or otherwise) of measures to encourage development, regular monitoring of dwelling demand and capacity will be undertaken. Monitoring will be conducted every five years and must inform any decision to release further land for residential purposes.

**Objective:**

3. Ensure sufficient suitable and available residentially zoned land to meet future dwelling demand.

**Strategies:**

- 3.1. Prepare a program for co-ordinated action to identify and overcome barriers to residential development across all towns and settlements in East Gippsland in collaboration with relevant stakeholders. Prioritise action for key population centres of Bairnsdale, Lakes Entrance and Paynesville.
- 3.2. Undertake ongoing monitoring of demand and capacity for housing across East Gippsland every five years.

**Rural residential and lifestyle development**

Rural residential development refers to land in a rural setting, used and developed for dwellings that are not primarily associated with agriculture. Some agriculture may take place on the land however it will be secondary to the use of the land for a dwelling. It is likely to be carried out for ‘lifestyle’ reasons and is unlikely to provide a significant source of household income. These lots are larger than typical residential lots but are generally too small for agricultural use.

Victorian Government policy requires land proposed for rural residential development to be identified in the Rural Living Zone (RLZ). The purpose of the RLZ is to provide for residential use in a rural environment.

Lifestyle housing opportunities for dwellings on large residential lots can also be found in Low Density Residential Zoned (LDRZ) areas of East Gippsland. In areas of LDRZ where development can be serviced



by reticulated sewerage a minimum subdivision size of 2,000sqm applies. In areas that are not serviced by reticulated sewerage, a requirement of the zone is that wastewater is to be treated onsite and a minimum subdivision area of 4,000sqm applies.

With many lifestyle opportunities available in East Gippsland, rural residential and lifestyle development is a popular housing product for people seeking a tranquil lifestyle. As a result, there are significant areas of RLZ and LDRZ land already in the Planning Scheme, primarily located adjacent to existing towns and settlements and on the Princes Highway corridor between Bairnsdale and Lakes Entrance, and the Great Alpine Road between Bairnsdale and Bruthen.

Because of its primarily residential function, rural residential and lifestyle development requires access to many of the normal services and infrastructure provided in urban settlements. Typically, it also generates urban residential amenity expectations.

As discussed above, supply of residential land is considered at a shire-wide level across all land use zones that allow for residential use. Currently there is sufficient capacity across the Shire to accommodate future demand for projected population growth.<sup>5</sup>

The East Gippsland Rural Land Use Strategy 2023 (RLUS) directs rural residential and lifestyle development to the RLZ and/or LDRZ. Prior to the adoption of the RLUS, rural residential and lifestyle development had been consistently approved by Council in the Farming Zone. In this context, when planning for future supply of land for rural residential and lifestyle purposes it is necessary to understand rural residential development trends across all rural zones, including the Farming Zone.

Analysis indicates that between 2016 and 2021, 297 dwellings were constructed in rural areas (16 per cent of all dwelling constructions).<sup>6</sup> This includes dwellings in the Rural Living Zone and Farming Zone. If 16 per cent of expected future housing demand to 2041 (totalling 5,619) was to be developed in the RLZ, this would equate to total demand for 900 dwellings (45 per annum). This analysis of capacity has excluded land in the RLZ that may be subject to environmental risks (e.g. flood, fire or landslip).

Based on this analysis, there is sufficient land in these RLZ and LDRZ to meet projected demand for a further 17 years (approximately) and further rezoning of RLZ and LDRZ land is not justified or supported at this time.

It is acknowledged that rural residential and lifestyle development opportunities comprise an important element of the overall housing market in East Gippsland and, as such, it is important to plan for medium to long term demand for this product. This is particularly important given the policy direction of the Rural Land Use Strategy (Draft) which discourages rural residential development in the Farming Zone and directs these opportunities to the RLZ.

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<sup>5</sup> East Gippsland Housing and Settlement Strategy: Background Report.

<sup>6</sup> The difference in building activity estimates for rural residential development vary slightly between the Housing and Settlement Strategy and the Rural Land Use Strategy. This is due to differences in data sources used. The above estimate is taken from ABS Census data (ABS mesh blocks mapped to zoning boundaries), while the RLUS references planning permit data. Use of permit data will result in some overestimate of dwellings constructed as it does not specify occurrences of knock-down and rebuilds. In addition, not all planning permits may be actioned and result in the construction of a dwelling.

Five schedules currently apply to the RLZ in East Gippsland. These schedules allow Council to identify minimum subdivision lot sizes, as set out below:

- **Rural Living Zone – Schedule 1 (RLZ1):** Minimum subdivision area of 2 hectares.
- **Rural Living Zone – Schedule 2 (RLZ2):** Minimum subdivision area of 4 hectares.
- **Rural Living Zone – Schedule 3 (RLZ3):** Minimum subdivision area of 8 hectares.
- **Rural Living Zone – Schedule 4 (RLZ4):** Minimum subdivision area of 15 hectares.
- **Rural Living Zone – Schedule 5 (RLZ5):** Minimum subdivision area of 0.4 hectares.

When future monitoring of housing demand and capacity (refer section 8.5) identifies need for additional rural residential opportunities in the RLZ and/or LDRZ, it is considered most appropriate that this be enabled through review of minimum lot sizes in schedules to these zones, rather than rezoning of additional land. This approach will provide the following benefits:

- **Efficient use of land:** Utilising existing land resources to optimise development opportunities whilst maintaining residential amenity for existing residents.
- **Protection of agricultural land:** Protect productive agricultural land and Farmland of Strategic Significance from rural residential development.
- **Social infrastructure:** Ensuring new rural living development is in proximity and accessible to existing community facilities and services.
- **Sustainable Towns:** Protecting the potential for urban uses within townships to expand.
- **Infrastructure Needs:** Minimise the costs to Council of providing and maintaining infrastructure such as roads, drainage, waste treatment, etc.

A future review of schedules to the RLZ and LDRZ must be undertaken on a precinct basis (not individual lots) and have regard to the following factors:

- **Natural Environment:** Ensure there is no or limited impact on the natural environment such as biodiversity and habitat; water catchments and water quality.
- **Environmental Hazards:** Minimise the risk to life and property from environmental hazards such as flooding and fire.
- **Infrastructure Requirements:** Ensure appropriate infrastructure is provided to service the increased number of dwellings in these locations, including sewer (for LDRZ land), drainage, roads and intersections.

It is important to note that not all rural living and low density residential zone precincts will be appropriate for a review of the minimum lot size to increase the density of development. This will only occur in precincts where it can be demonstrated that the natural environment will not be adversely impacted; the precinct is in a low risk location regarding natural hazards; and there is access to appropriate infrastructure.

**Objective:**

4. Direct rural residential and lifestyle development opportunities to the Rural Living Zone and Low Density Residential Zone.

**Strategies:**

- 4.1. Consider rezoning of land to RLZ only after a review of RLZ schedules to accommodate additional supply of RLZ land and pending ongoing monitoring of demand and capacity. The review of RLZ schedules must address infrastructure requirements, environmental values and hazards and should consider conversion of land to LDRZ in appropriate locations.
- 4.2. Consider rezoning of land to LDRZ only after a review of LDRZ land to consider opportunities to increase supply and pending ongoing monitoring of demand and capacity. In collaboration with East Gippsland Water, the review should consider opportunities to increase supply via implementation of servicing (sewer) to facilitate subdivision of existing LDRZ land (and reduce risks associated with on-site effluent disposal). The review of LDRZ land must address infrastructure requirements, environmental values and hazards.

**Supporting rural towns and settlements**

The geographic circumstances of East Gippsland's rural communities are unique with rural towns and settlements separated by extensive tracts of National Park land. Service Towns, Towns, Rural Towns, Remote Settlements and Rural Districts are fundamental to the Shire and highly valued by their communities, East Gippsland residents and all Victorians. They provide:

- Essential housing.
- Services and employment opportunities for residents.
- Economic productivity by supporting agricultural and tourism businesses.
- Natural beauty, fresh air, food, water, materials, recreation and tourism opportunities that support health and wellbeing.

Without thriving rural towns and settlements, East Gippsland will not thrive.

The reality for rural towns and settlements in East Gippsland (and reflected across Australia) however, is that they often experience population loss. This trend is driven by a range of factors, many of which have been occurring over decades. These include:

- Shift in the economy towards creative and population-led sectors and away from traditional industries.
- Trends in agriculture resulting in fewer but larger and more efficient farms, employing less workers than in the past.
- Movement of younger populations to locations with greater employment and educational opportunities, particularly metropolitan areas and regional centres.
- An ageing population.

As population declines, rural towns and settlements are also confronted with issues of maintaining services and facilities in the face of decreasing demand. These impacts are particularly experienced in inland, smaller, and remote settlements.

In conjunction with economic and demographic changes, the potential for growth of many Service Towns, Towns, Rural Towns, Remote Settlements and Rural Districts is further constrained by environmental factors including surrounding productive agricultural land assets, conservation values and exposure to natural hazards, particularly bushfire and flood.

The range and complexity of issues and opportunities faced by rural towns and settlements is such that housing supply is only one of a suite of policy approaches available for Council to support these communities to prosper. It is therefore critical that the recommendations of this Housing and Settlement Strategy complement other relevant Council and community strategies, including:

- Settlement specific Community Plans
- Economic Development Strategy 2022-2032
- Rural Land Use Strategy 2023
- Environmental Sustainability Strategy 2022-2023

A multi-faceted policy approach will provide the best opportunity for distinctive local attributes to be recognised and leveraged to retain population, attract new residents, encourage investment, and identify and protect features that make each place unique. This approach will require the collaborative effort of residents, Council and other organisations and government agencies.

To achieve this outcome, this Housing and Settlement Strategy will provide a policy framework to facilitate evidence based, sustainable and safe housing development opportunities for rural towns and settlements. It will also link these opportunities to broader strategic objectives relating to community, environment and economy.

As each rural town and settlement is unique, it is not possible for the Housing and Settlement Strategy to provide settlement specific recommendations for future housing development. It is therefore recommended that high level policy direction to guide housing development in rural towns and settlements is complemented by the future preparation of localised Structure Plans.

#### *What is a Structure Plan?*

A Structure Plan provides a long term, integrated framework for how land is to be used and what development is required within a town. In simple terms, what does a town need, why is it required and where can it go?

It provides guidance to the community, Council, business and the development industry about future directions and opportunities for change. It guides public and private sector actions for changes in land use and built form, movement networks and public spaces. Actions are designed to achieve economic, social, and environmental objectives in line with a shared vision for a town. A Structure Plan also comprises a review of the existing planning controls covering a town and, in some cases, adjoining land outside the settlement boundary.

Given the number and variety of rural towns and settlements in East Gippsland, it will not be possible to prepare Structure Plans for every town in the short term. Preparation of Structure Plans will therefore be prioritised for locations that:

- Do not have an existing up-to-date Structure Plan.

- Have reticulated services.
- Are expected to face specific challenges in accommodating future housing demand.

Whilst Structure Plans provide a long-term planning policy approach where the use or development of land may need to change, there are ongoing opportunities for Council to work with communities, landowners, and developers to:

- Facilitate appropriate, sustainable, and safe development outcomes within the existing planning controls for a town or settlement.
- Implement local economic and community development initiatives that promote place activation, residential attraction, and investment.

For example, where land within a rural town or settlement has an existing planning zone which may allow housing development (e.g., Township Zone), Council is available to work with the landowner or developer to identify appropriate development opportunities. This process must be in accordance with the policy direction of the East Gippsland Planning Scheme.

#### Housing development in and around rural settlements

Opportunities to support remote rural towns and settlements were also identified as part of the preparation of the East Gippsland Rural Land Use Strategy 2023 (RLUS).

The RLUS seeks to protect agricultural land for farming activities by strongly discouraging housing development in the Farming Zone unless it is genuinely required to support a commercial farming activity. However, some exceptional circumstances are identified that allow housing development to occur, including where:

- The land is within reasonable proximity to a remote rural settlement that is more than 50km from Bairnsdale, Lakes Entrance or Orbost and it can be demonstrated that the construction of a dwelling will support the long-term viability of the settlement.

#### **Objective:**

5. Support Service Towns, Towns, Rural Towns, Remote Settlements and Rural Districts to thrive.

#### **Strategies:**

- 5.1 Prioritise the preparation and/or review of local structure plans, aligning with existing Community Plans where relevant. Structure Plan preparation is to include investigation of opportunities for residential development on existing urban zoned land.
- 5.2 Collaborate with local communities to:
  - Identify and implement community and local economic development initiatives that promote place activation, retain/attract residents, and encourage investment.
  - Provide advice on the planning process to subdivide and/or develop land for residential purposes within existing urban zones.
- 5.3 Consistent with the Rural Land Use Strategy (2023), provide for residential development in the Farming Zone within or adjacent to remote small settlements where it is justified to support the long term viability of a settlement subject to consideration of hazards, particularly bushfire, environmental constraints, and accessibility.

### Infrastructure to support growth

Community and development infrastructure is needed to support the ongoing liveability of our settlements as the population increases, as well as to facilitate residential development. These assets include infrastructure that support growth, development and economic productivity (such as roads, intersections, shared paths, bridges, drains) and infrastructure to support community health and wellbeing (such as schools, childcare, Maternal Child Health facilities, community halls and parks and gardens).

East Gippsland is home to a diverse range of towns and settlements that are dispersed across the municipality. As set out in section 8.4, towns and settlements have different roles, with infrastructure and services being delivered in a manner that is commensurate with the role of each town. Generally, higher order services and infrastructure are provided in the larger population settlements. As the population grows and the role of settlements evolve, it is important to ensure that services and infrastructure keep pace with the change. Where it is not feasible to provide infrastructure or services in a certain town or settlement, it is necessary to ensure that appropriate access is provided to services and infrastructure in higher order settlements. The provision of infrastructure and services in regional locations across Victoria is challenging, particularly in more remote locations. To address this matter, Council works collaboratively with developers, other Victorian Government departments and agencies and private sector organisations to plan, deliver and maintain East Gippsland's diverse infrastructure base.

There are a range of factors that require consideration in planning future infrastructure and services:

- **Unlocking the development potential of residentially zoned areas:** Development of existing residentially zoned areas may be hampered by inadequate or unplanned development infrastructure. Prioritising infrastructure investment in currently constrained locations in accordance with preferred patterns of growth may assist in delivering housing supply. Investment in infrastructure should be prioritised in a logical and sequential manner to ensure that it supports efficient and cost effective growth opportunities for settlements and associated residential development.
- **Managing development across East Gippsland's towns and settlements:** The diversity of towns and settlements attracts many new residents. However, this dispersed settlement pattern and multiple locations of residential growth and development presents challenges for Council in coordinating the efficient and cost-effective delivery of infrastructure.
- **A growing and changing population:** Continuing population growth will place pressure on existing public amenities (for example, pools, ovals, open spaces, and sport courts) and require ongoing consideration of service capacity and maintenance. Population growth and ageing will necessitate expansion of education and aged care facilities. A diversifying community (for example in terms of ethnicity, English proficiency, employment status and occupation) will influence participation and utilisation trends.
- **Responding to the impacts of climate change:** The lifespan of infrastructure assets is likely to be shorter than planned, and maintenance costs will increase significantly due to the impacts of climate change. Climate change will mean that repairs and upgrades are needed more frequently and that materials used in construction will deteriorate more quickly.
- **Seasonal population fluctuations:** East Gippsland's popularity as a holiday and recreation destination results in large, seasonal fluctuations in the population. There are challenges for local

government where the local rate base is small, while the infrastructure and service demand of part-time and peak populations is high.

The following high-level principles could be used to guide the infrastructure planning.

- Take a strategic, whole-of-organisation approach to infrastructure planning and delivery based on identified existing and future need.
- Community facilities and infrastructure not owned by Council should be considered when analysing community needs.
- Design, cost and construct infrastructure considering sustainability outcomes and the impacts of climate change.
- Adopt a people-first approach to ensure infrastructure projects focus on connecting people with each other and to services, facilities and experiences to enhance their overall health and wellbeing.
- Ensure infrastructure responds to and is integrated with the surrounding area.
- Implement design processes that promote innovative and adaptable infrastructure solutions.
- Advocate for prioritised investment in road and public transport that connects towns with limited access to services and facilities to Bairnsdale and other Service Towns.

To ensure infrastructure is provided and maintained in a manner that is targeted and efficient, a process will be required to align development and community infrastructure and funding with proposed residential growth opportunities. This plan will align with the outcomes of Strategy 2.1.

This process should follow best practice in the integration of transport and land use planning, including reference to the Commonwealth Government's Australian Transport Assessment and Planning guidelines, the Transport Integration Act 2010 and the Victorian Government's Movement and Place planning framework.

The process will also outline funding pathways for infrastructure delivery including consideration of development contributions mechanisms, including Development Contributions Plans and Victorian Government and Federal Government grant opportunities.

**Objective:**

6. Align development and community infrastructure to support growth.

**Strategies:**

- 6.1 Prepare a hierarchy of infrastructure and service provision based on the role of towns and settlements and an associated process for alignment of development and community infrastructure investment with residential growth.
- 6.2 Strengthen planning policy statements to address infrastructure gaps identified as part of the assessment of planning permit applications. This includes, but is not limited to, the provision of footpath links, road infrastructure (e.g., intersections) and improvements to the public realm.

**8.6 Affordability, diversity, and innovation**

In response to Strategic Principle 4, this section addresses need for social and affordable housing, housing diversity, infill development in established residential areas, and the impact of short-term accommodation.

**Social and affordable housing**

Rapidly rising house prices and rents are contributing to a growing number of households and families in East Gippsland experiencing housing stress. It is not solely Council's responsibility to address the need for social and affordable housing; responsibility should be shared across all levels of government.

Council can contribute to increasing the supply of social and affordable housing in several ways, which can be broadly grouped into "three tiers" of influence. Each tier is distinguished by the relative level of direct involvement and investment by Council. These include:

**Tier 1:** Facilitating efficient housing markets.

Running an efficient planning and development control system so that the supply side of the housing market can respond as smoothly as possible to local demand. Tier 1 initiatives are primarily geared towards delivering improved housing diversity and overall affordability, rather than direct provision of social and affordable housing. Other objectives and strategies contained in this H&SS address Tier 1 considerations.

**Tier 2:** Facilitating social and affordable housing supply.

Direct policy efforts to facilitate local social and affordable housing supply. This occurs, for example, by brokering partnership deals between local providers and community-based groups or seeking to attract social and affordable housing provision by others. However, Councils regulatory powers are limited to requesting voluntary contributions from developers through planning permit conditions or the rezoning of land. Activity under this tier sees Council taking a strong advocacy position in favour of social and affordable housing backed by a well-articulated policy and strategy (such as that contained in this report). The strategies outlined below primarily relate to this tier.

**Tier 3:** Investing in affordable housing.

Council itself becomes a direct agent of social and affordable housing supply, investing ratepayer funds and other assets (including land) to deliver affordable housing. Tier 3 strategies are not addressed in this H&SS.



### Policy levers

In executing action across the tiers defined above, Council can consider the following policy levers:

Regulation	Partnership	Advocacy
The 'regulation' group of interventions includes various mechanisms available to Council under the Planning and Environment Act 1987. For the purposes of this document, this includes planning system measures to facilitate efficient housing markets and enabling instruments to facilitate development contributions for affordable housing via inclusionary zoning and value capture.	The 'partnership' group of interventions includes strategies where Council would work with private or community sector proponents to help them achieve affordable and social housing outcomes. Examples include brokerage of partnerships between corporate developers and registered community housing providers where the former are self-motivated to include affordable housing in their projects. Council also has a role to play in providing useful information on the Community Housing Sector to developers and interested parties.	The 'advocacy' group of interventions would see Council advocate for the introduction of mandatory inclusionary zoning and the delivery of 2,256 new social housing dwellings. Council has an opportunity to partner with like-minded Councils to collectively develop and voice its views.

### Objective:

7. Increase the supply of social and affordable housing.

### Strategies:

Options suitable for increasing supply of social and affordable housing in East Gippsland Shire across each of the policy levers are set out in Table 5.

**TABLE 5: STRATEGIES TO INCREASE SUPPLY OF SOCIAL AND AFFORDABLE HOUSING**

Lever	Strategy	Description
Advocate	7.1 Advocate for Victorian Government implementation of a broad-based social and affordable housing contributions levy.	Council will advocate to Victorian Government for the introduction of the Social and Affordable Housing Contributions Levy. This could be undertaken directly or through collective action with other like-minded councils.
	7.2 Advocate for continued, direct Victorian Government investment in affordable housing in East Gippsland.	Council will advocate to Victorian Government for direct investment in public and social housing in East Gippsland, with a focus on locations that experience high levels of disadvantage.
Regulate	7.3 Strengthen Planning Scheme policy statements about the	Update the Planning Scheme to include policy statements based on the evidence presented in

	need for affordable housing to support the development of proposals that demonstrate genuine and achievable affordable housing outcomes.	this report, which highlight the need for social and affordable housing to be provided alongside conventional dwelling stock into the future. This will be encouraged to address the current and forecast shortfalls identified.
Partner	7.4 Adopt a relationship building approach with relevant stakeholders to understand the importance of social and affordable housing and the requirements to meet future needs.	Engage with the Community Housing Sector and provide a single point of contact at Council for enquiries.
	7.5 Consistent with the Victorian Aboriginal Housing and Homelessness Framework (2020), collaborate with Traditional Owner groups and relevant Aboriginal service providers to support the development of affordable and culturally appropriate accommodation and housing for the Aboriginal community.	Engage with the Aboriginal Housing service providers and provide a single point of contact for enquiries.

### Diverse housing

Encouraging the provision of diverse housing products is important to ensure choice in the housing market. Greater choice assists households to meet their needs as they move through the many stages of life, including providing housing of different sizes, tenures (rental housing or home ownership), price points, and in a variety of locations. Benefits of increasing housing diversity include:

- **Supporting local business and workers:** Providing a variety of affordable housing options including those targeted towards key local workers can assist in attracting new residents and provide local businesses access to a labour pool with a greater diversity of skills.
- **Allowing people to live in their communities for longer:** People's housing needs change as they age. Ensuring that a diversity of housing is available across the affordability spectrum allows individuals and households to find appropriate housing and enables them to stay in their communities for longer.
- **Enhance the reputation of East Gippsland as a diverse and inclusive place:** Diverse housing supports a diverse population. Places that maintain a reputation for diversity, multi-culturalism and tolerance are highly competitive in attracting business investment, managerial staff, and knowledge workers, as well as tourism.

- **Helping to reduce the experience of disadvantage:** Providing affordable accommodation options within the private housing market can relieve stress and provide greater housing stability for those experiencing disadvantage.

Council supports innovative and diverse forms of housing throughout the settlements of East Gippsland and seeks to ensure new dwellings contribute to the preferred existing and future character of local places (refer section 8.7).

This Strategy addresses the following types of diverse housing in this section:

- Medium density infill housing (for example, shop top housing, apartments, town houses and villa units).
- Residential aged care.
- Retirement villages.
- Tiny houses.
- Residential villages.
- Dependent person's units and secondary dwellings.

Each of these diverse housing forms is described in further detail below. Discussion is also provided on how Council can influence the supply and ensure the quality design and amenity of each.

#### **Medium density housing / infill housing**

Infill development in established residential areas is strongly supported by Council for its potential to deliver additional and diverse housing options and make efficient use of urban land and local infrastructure networks. Infill housing generally comprises housing types that are 'medium density' and includes apartments, shop top housing, units, dual occupancies and townhouses. These housing types provide greater housing choices for the community and will be increasingly sought after as household sizes get smaller and the population ages.

##### *What is Infill Housing?*

Infill housing is additional housing built on vacant or underutilised land within an existing town or settlement. Infill housing development is critical to accommodate growth and redesigning our towns and settlements to be environmentally and socially sustainable. Infill housing contributes to the following benefits:

1. the provision of additional housing to meet growing demand.
2. greater diversity of housing types, making better provision for different housing needs, affordability, stages of life and lifestyle choices.
3. the concentration of people in areas with better access to services, transport, and jobs
4. more efficient use of infrastructure and amenities.
5. protection of areas of agricultural and environmental significance.

Victorian Government policy aims to deliver 70 per cent of new homes in established urban areas across Victoria. To shape this growth, Victorian Government planning guidelines (see section 3.1) reference the opportunity for development of different housing types within 'change' areas. Change areas are broadly defined as:

- **Substantial change:** Areas where higher density housing in the form of multi-level residential development such as low scale apartments, shop top units and townhouses.
- **Incremental change:** Areas where medium density housing in the form of townhouses, units, shop top units and dual occupancies that enhance local character are the desired outcome.
- **Minimal change:** Areas where detached dwellings and dual occupancies that protect and enhance local character and environmental values are the desired outcome.

The identification of preferred change areas for infill housing in East Gippsland will assist in clarifying housing outcomes for the community, developers and industry partners, and government agencies.

#### *Substantial Change Areas:*

Substantial change residential areas are characterised by higher density infill housing in locations that have excellent access to a wide range of services including employment, active and passive recreation, commercial, community facilities and public transport. In the East Gippsland context, these facilities and services are generally only found in the regional centre of Bairnsdale.

Higher density infill housing is therefore strongly supported in residential locations within 400 metres walking distance of the central activity area of Bairnsdale (typically defined as the area where the Commercial 1 Zone is applied). These locations are also strongly encouraged for provision of social and affordable housing.

#### *Incremental Change Areas:*

Medium density infill housing is appropriate within existing General Residential, Township and Mixed Use Zoned land. These zones are already in place within townships of East Gippsland that have access to a range of commercial and community facilities and services. The General Residential, Township and Mixed Use Zones all facilitate incremental change areas (as defined in the Victorian Government's Planning Practice Note 91 – Using the residential zones). Incremental growth through medium density infill housing (such as dual occupancies, units and townhouses) will continue to be supported in the established General Residential, Township and Mixed Use Zoned areas of Bairnsdale, and relevant Service Towns, Towns and Rural Towns as listed in Table 4, which:

- Are located within 800 metres walking distance of the Bairnsdale regional activity centre or 400 metres walking distance of existing or planned Neighbourhood Activity Centres and Local Activity Centres.
- Can appropriately manage risks associated with natural hazards such as bushfire, flood or landslip.
- Do not adversely affect established environmental values.
- Have access to appropriate reticulated services.
- Enhance streetscape character including the provision of adequate space for landscaped front gardens and separation between buildings.

Infill medium density residential development may also be possible in established residential areas beyond defined activity centre catchments. The potential density of development in these locations, however, will be lower than in more accessible locations in proximity to activity centres.

#### *Minimal Change Areas:*

Not all towns and settlements in East Gippsland are appropriate to accommodate an increased density of residential development. This includes locations that:

- Are affected by existing environmental risks such as bushfire, flood or landslip or future risks associated with the changing climate.
- Have established environmental or landscape values.
- Have established heritage values.
- Do not have access to appropriate infrastructure such as road access or reticulated services.

Established residential locations that have attributes that are not compatible with an increased density of residential development will therefore be considered as minimal change areas. In general, the construction of single dwellings in accordance with the provisions of planning scheme zone and overlay controls will be supported in minimal change areas.

Policy support for infill housing will require the preparation of detailed design guidance and planning provisions to ensure this type of development provides high quality design and a high level of amenity for existing and future residents. Neighbourhood character assessments are also required as part of future township specific structure planning work; and the Bairnsdale 2050 project. This future work will spatially define the preferred areas in which infill housing will be supported.

Following the preparation of design guidelines and township specific structure plans, there may be scope for highly accessible parts of Bairnsdale, Paynesville and Lakes Entrance to be designated as substantial change areas that accommodate higher density forms of development.

#### **Residential aged care**

Population projections for East Gippsland show that there is expected to be an increase in the number of people at or approaching retirement age, in line with broader national trends. Along with medium density infill housing (discussed above) aged care facilities provide important housing options for people as they age, offering lower maintenance living, additional social opportunities, and greater access to health care.

Council is not responsible for the provision of aged care accommodation as this is largely the responsibility of the Federal Government (with support from Victorian Government and private partners). Nevertheless, Council can advocate for, investigate, and actively pursue opportunities for aged care facilities across East Gippsland. This can be done by identifying well serviced, suitable locations for new developments. These types of residences are encouraged in areas with good access to existing public transport, services and facilities.

#### **Retirement villages**

Retirement villages share some features with residential aged care but are State rather than federally regulated and do not offer the high level of physical care of aged care facilities. They typically provide accommodation for residents 55 years or older (or who are generally retired from full-time employment). Retirement villages offer a combination of a high degree of independence for residents but with the availability of social interaction and activities, maintenance, and health services.

Opportunities for Council to support the location of retirement villages in East Gippsland include ensuring new developments provide a diversity of lot sizes that support retirement villages within walking distance to community facilities, services and public transport.

### Tiny houses (standalone or on wheels)

In Victoria, there is no specific definition of a "tiny home" in legislation. However, the term is generally used to refer to a small dwelling that is self-contained and designed for full-time living. Tiny homes can be built on a trailer (tiny home on wheels or THOWs) or on a permanent foundation and may be either attached or detached from other structures.

Tiny homes on wheels are regulated as manufactured homes and are not permitted for use as permanent or primary dwellings. This means that they are not subject to the same planning and building regulations as standalone tiny homes and must adhere to a different set of regulatory requirements under the *Manufactured Homes (Residential Parks) Act 2003*, and the Australian Design Rules.

Standalone tiny homes, as previously mentioned, are subject to the same planning and building regulations as any other dwelling in Victoria, depending on whether they are classified as houses or units.

Tiny houses can be relatively low-cost, flexible in their design and location, and quick to build. For these reasons, tiny houses are often considered as a potential option to provide housing for low-income households or supporting those experiencing homelessness in their transition into long-term sustainable housing.

However, tiny houses should not be seen as complete solution to the sustained challenges of housing affordability and homelessness across East Gippsland, because:

- Tiny housing projects are unlikely to be scaled to have a genuine impact on housing affordability.
- Support services are needed in addition to shelter, and
- Standards may be lower than other dwellings.

Additional considerations include:

- Comparing the cost, quality and durability of a tiny house as compared to a permanent home,
- Efficiency of land use and availability of vacant land.
- Tenant management (incl. security, allocation process, services etc.) where tiny homes are used as social housing, and
- Issues around building and planning approvals that are yet to be regulated.

The portable aspect of tiny houses provides opportunities for using vacant/unused land across East Gippsland, but because of this, its most likely use is as a temporary housing option. Other models to achieve housing diversity and long-term secure social and affordable housing are more appropriate.

### Residential villages

Residential villages are multi-dwelling developments in one ownership, used to provide permanent accommodation and including some communal facilities. In some residential villages the dwellings are largely or wholly within movable buildings.

Movable dwellings in caravan parks are exempt from the Building Act 1993 except for Part 12A – Plumbing work. Building permits are therefore not required for such movable dwellings, with manufacturers self-certifying compliance with the standards. Council is the enforcement authority for the regulations.

Residential villages can contribute to:

- **Diversity of tenure:** the retention in a single ownership preserves the stock as rental stock, which is important given a shortage of rental accommodation in East Gippsland (and the community more broadly).
- **Diversity of housing type:** the use of smaller and / or moveable dwellings can provide an alternative to traditional detached housing suited to larger households.
- **Lower cost housing:** this housing is generally more affordable than traditional housing stock.
- **Supported accommodation:** the presence of some communal services can provide valuable support for residents. This can make the accommodation attractive for older people, those living alone or without extensive support networks, and other vulnerable groups.

Appropriately designed and managed residential villages can therefore play an important role in contributing to housing affordability and diversity.

However, there are several challenges associated with residential villages relating to treatment of residents and quality of management; insecurity of tenure; concentration of elderly or vulnerable residents in locations disconnected from essential services; and poor construction standards and environmental performance.

### Dependant Persons Units and Secondary dwellings

Dependent Person's Units (DPUs) and secondary dwellings are like dwellings in residential parks or tiny houses but are located on an existing residential lot. They are a formal category of dwelling and must be compliant with Planning Scheme requirements and the Building Code.

The benefits of secondary dwellings are like the alternative housing forms discussed above. In addition, secondary dwellings allow for increased densities in well-serviced areas and can support intergenerational living and family care arrangements.

In Victoria, certain conditions are attached to DPUs. They must be movable; tenants must be a dependent of the resident of the main dwelling, and the unit must be temporary (as they are to be removed once the dependent is no longer living in the DPU).

A streamlined process of allowing small, secondary dwellings to be built on the same lot as a principal dwelling was trialled with four councils in Victoria from August 2020 to March 2021. The idea behind the secondary dwelling concept is to be a less restrictive middle ground between DPUs and the development of two or more dwellings on a lot. Unlike DPUs, there is no restriction to who can live in a secondary dwelling and there is no requirement for the dwelling to be removed if the resident vacates.

*Victoria's Housing Statement* released in September 2023 by the Victorian Government announced that secondary dwelling units will no longer require a planning permit subject to certain conditions, including that they must be less than 60 square metres in size. Council can support the delivery of compact and less costly housing through the promotion of DPU's where suitable.

**Objective:**

8. Increase housing diversity to meet the needs of people of all ages and lifestyles.

**Strategies:**

- 8.1. Develop built form and design guidelines for infill housing projects (for example, to address lot sizes, preferred building design, car parking, waste management, integration with public spaces and character) and engage with the development sector to encourage high quality design and development outcomes.
- 8.2. Subject to the preparation of built form and design guidelines for infill housing development (see Strategy 8.1), encourage medium density, infill housing in the following locations:
- Existing General Residential and Mixed Use zoned areas suitable for **substantial change** (e.g. apartments, shop top housing or townhouses) within 400m walking distance of the Bairnsdale Activity Centre (defined as the Commercial 1 Zone area).
  - Existing General Residential Zone, Township Zone and Mixed Use Zone areas suitable for **incremental change** (e.g. units and townhouses) within:
    - 800m walking distance of the Bairnsdale Activity Centre
    - 400m of walking distance of existing or planned neighbourhood activity centres or local activity centres in Bairnsdale, Service Towns, Towns and Rural Towns (as listed in table 4).

These locations are also encouraged for the provision of social and affordable housing.
- 8.3. Support infill housing types in established residential areas **only** where the proposed development:
- Appropriately manages risks associated with natural hazards such as bushfire, flood or landslip.
  - Does not adversely affect established environmental values.
  - Has access to appropriate reticulated services.
  - Enhances streetscape character including the provision of adequate space for landscaping and separation between buildings.
- 8.4. Support lower density infill housing types (e.g. dual occupancies and units) in residential areas outside those described in Strategy 8.2.
- 8.5. Support residential aged care and retirement villages in Bairnsdale, Service Towns and other locations with easy access to transport, shops and services.
- 8.6. Ensure new large lot yield subdivisions include lot size diversity that makes provision for medium density housing, retirement villages and residential aged care with easy access to transport, shops and services.
- 8.7. Advocate to the Victorian Government for stronger legislative and planning policy guidance for the provision of compact, affordable homes such as residential villages, tiny homes and secondary dwellings.



8.8. Advocate to the Victorian Government to increase investment in community and development infrastructure associated with population growth and diverse housing provision for the East Gippsland community.

#### **Short term rental accommodation and holiday homes**

One facet of the complex issue of housing affordability is the impact of short-term rental accommodation (STR) and permanent holiday homes on the long-term rental market. While STR and holiday houses deliver many benefits for owners and the local economy, they can also have a significant impact on the housing market, including:

- Disrupting the housing market through the reduction of long term rentals
- Unregulated competition with traditional tourism accommodation industries (e.g., hotels, hostels).
- Inflating property values.
- Anti-social behaviour, noise disturbance, transient communities, and “touristification” of areas.

The negative impact of STR and holidays homes on rental markets in regional areas has been exacerbated by the population shifts during the COVID-19 pandemic, enabled by the move to work from home and hybrid work. In East Gippsland, rents have increased significantly, culminating in a lack of suitable, affordable rental accommodation. Rental cost increases have been highest in popular tourist locations where demand for STR and holiday homes are greatest.

The Victorian Government has announced a levy on short stay accommodation platforms. The Short Stay Levy will be set at 7.5 per cent of the short stay accommodation platforms’ revenue. Revenue raised from the levy to be directed to Homes Victoria, supporting their work building and maintaining social and affordable housing across the state, with 25 per cent of funds to be invested in regional Victoria.

### **8.7 Character of towns and settlements**

In response to Strategic Principle 5, this section outlines what ‘character’ means and identifies strategies for protecting and enhancing the valued character of East Gippsland.

The character of East Gippsland’s built and natural environment varies across the municipality. Across Victoria, the term ‘neighbourhood character’ (also relevant to town and settlement character) means the cumulative impact of property, public space, infrastructure, and environmental values, whether great or small, on the look and feel of a place.

The interplay between different features forms the basis of a place’s unique character. Those features may include:

- Topography (flat, undulating, hilly, physical features like river valleys etc.)
- Environmental qualities
- Range of house types
- Built form (buildings: height, size, setbacks, roof form, heritage, site coverage and space around houses)

- Extent of rear gardens and private open spaces
- Landscaping and vegetation (size, type, native/non-native, or a mix)
- Size and spacing of lots
- Street widths and patterns (a grid layout, court bowls)
- Fencing (style and height).

Documenting neighbourhood character helps to understand built form challenges and opportunities within the municipality. It is important to have a reference for the feel of a place, influenced by its buildings and street networks, to make sure that new development in the Shire feels like it belongs, reflecting local values and features.

Further work is required to identify and document the existing and preferred future character of towns and settlements to ensure that new housing development makes a positive contribution. This work will be undertaken in the process of preparing Structure Plans as identified in section 8.5.

Community feedback has emphasised the importance of environmental values in contributing to the character of East Gippsland's towns and settlements. Victorian Government and local planning policy includes strong objectives for the protection of environmentally sensitive areas and landscapes. These policies are included in several clauses of the East Gippsland Planning Scheme and seek to ensure the protection, enhancement and integration of environmental significance in planning for urban development, including in the preparation of local Structure Plans.

Council's Environmental Sustainability Strategy (2022-2032) and a recent review of the East Gippsland Planning Scheme (2022) also identify further strategic work to review and update mapping of areas of biodiversity significance. Once complete, this important strategic work will strengthen policy direction regarding the protection of East Gippsland's environmental values.

**Objective:**

9. Enhance the character and environmental values of East Gippsland's towns and settlements.

**Strategies:**

- 9.1. As part of the preparation and/or review of local structure plans, identify preferred future character and environmental values of towns and settlements aligning with existing Community Plans where relevant.
- 9.2. Continue to enhance neighbourhood character in response to the identified preferred future character of towns as part of the assessment of planning permit applications.

## 8.8 Sustainable towns and settlements

In response to Strategic Principle 6, this section outlines objectives and strategies to improve how environmental sustainability is incorporated into the planning and design of the built environment. This includes the need to better manage increasing pressures on natural resources, higher levels of population growth, and the effects of climate change.

Environmentally Sustainable Design (ESD) aims to achieve this. There are several definitions of ESD including: “development that meets present needs without compromising future needs”<sup>7</sup>, and “development that improves the total quality of life, both now and in the future, in a way that maintains the ecological processes on which life depends”.<sup>8</sup>

Existing State ESD policies are insufficient to address existing and future planning and environmental challenges. Gaps in the response to ESD within the Victoria Planning Provisions were recognised by an Advisory Committee appointed in 2013.

The Victorian Government’s *Environmentally Sustainable Development of Buildings and Subdivision: A roadmap for Victoria’s planning system* (2020) presents an approach to improving the environmental sustainability of new buildings, introducing specific ESD policies in two stages:

- Stage One involves updates to the Planning Policy Framework (PPF) to facilitate the Victorian Government’s broader policy objectives for supporting ESD. This stage has been completed.
- Stage Two is arguably the more significant part of the process and will focus on development of new ESD objectives and standards in the Planning Provisions to give effect to the strategies set out in planning policy. This stage will involve broad public and stakeholder consultation on the detailed provisions. This stage has not yet commenced.

In July 2022, 24 Victorian councils, supported by the Council Alliance for a Sustainable Built Environment (CASBE) and the Municipal Association of Victoria (MAV), submitted a proposed amendment to multiple planning schemes that builds on the existing local ESD policies held by numerous Victorian councils and seeks revised and elevated ESD targets for new development, including targets for zero carbon development.

The goal of the project is to better protect the natural environment, reduce resource and energy consumption, and support the health and wellbeing of future occupants. Under the proposed changes, new developments would:

- Produce net zero carbon emissions.
- Reduce household bills by making buildings more energy efficient.
- Provide a healthier and more comfortable environment for building occupants.
- Better manage water quality, use and collection.
- Protect and enhance greening and biodiversity.
- Be more resilient to changing climate impacts.

<sup>7</sup> 1987 UN Bruntland Commission

<sup>8</sup> Section 4(1) of the Victorian Commissioner for Environmental Sustainability Act 2003 (CES Act)

The amendment is currently being considered by the Victorian Government, with the final determination presenting an important opportunity for development of local ESD policies for all councils in Victoria.

**Objectives:**

10. Encourage new development to be environmentally sustainable.

**Strategies**

- 10.1. Advocate to the Victorian Government for the continued strengthening of Environmentally Sustainable Development policy in the Planning Policy Framework.
- 10.2. Prepare a local Environmentally Sustainable Development policy for implementation into the East Gippsland Planning Scheme.

## Part E: Implementation Plan

## 9. Implementation plan

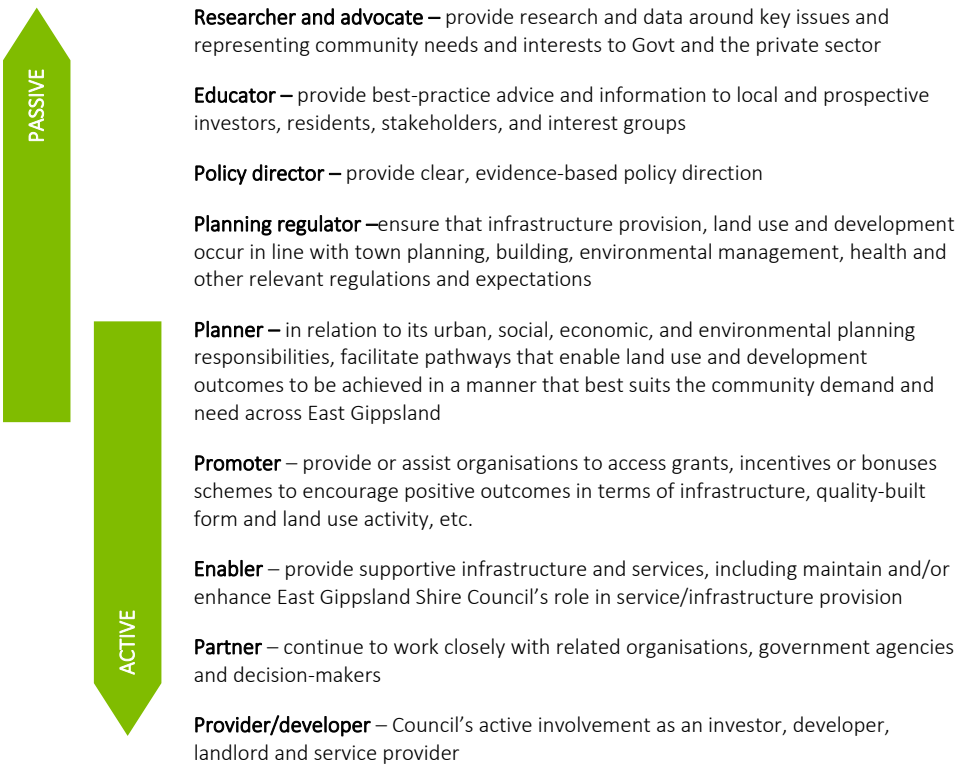
This section presents a consolidated implementation plan to realise the objectives and strategies of the East Gippsland Housing and Settlement Strategy. For each strategy, the implementation schedule highlights Council’s role and likely timing for action.

### 9.1 Approach to implementation

Each of the proposed objectives and strategies in the Housing and Settlement Strategy will be supported by implementation actions, many of which will relate to updates to the East Gippsland Planning Scheme.

While the Planning Scheme is an important tool in guiding growth and change in East Gippsland, Council also has several other roles and levers in influencing land use and development outcomes. These are overviewed in Figure 9.

FIGURE 9: COUNCIL'S ROLE



The Implementation Plan will make clear Council's role and influence in implementing actions, identify partner organisations, nominate priorities, and indicate timing.

## **9.2 Partner organisations**

Some actions identified in this Strategy may involve participation and collaboration with state, regional and local organisations to enable their realisation. These include but are not limited to the agencies listed below.

- Gunaikurnai Land and Waters Aboriginal Corporation
- Department of Transport and Planning
- Department of Energy, Environment and Climate Action
- Regional Development Victoria
- Environmental Protection Authority Victoria
- Department of Transport
- Department of Health
- Department of Families, Fairness and Housing
- East Gippsland Catchment Management Authority
- East Gippsland Water
- Gippsland and East Gippsland Aboriginal Co-operative Ltd
- Various East Gippsland Shire Council departments

### 9.3 Implementation plan

TABLE 6: IMPLEMENTATION PLAN - OVERARCHING

Strategic Principle 1: Development in areas of environmental and landscape significance and at risk of natural hazards will be managed to preserve natural resources and protect human life.			
Objective	Strategy	Implementation Action	Timing
1. Ensure the protection of human life and environmental values are prioritised in planning for settlements and housing in East Gippsland.	1.1. Ensure the identification and protection of environmental values as part of the assessment of planning scheme amendments, development plans and planning permit applications for residential development	Ongoing as part of planning application assessment and informed by the use of available and credible spatial data (e.g. NaturePrint from DEECA) where relevant.	Ongoing
	1.2. Advocate to the Victorian Government for an agreed methodology for municipal-wide bushfire assessment to inform strategic land use planning.	Include as an advocacy item in the East Gippsland Advocacy Strategy	Immediate Term (1-2 years)
	1.3. Collaborate with the CFA to prepare a Municipal Bushfire Risk Assessment to identify bushfire risk levels across East Gippsland at range of scales and considering all bushfire hazards that can be potentially harmful, including grasslands and vegetation outside of land subject to the BMO.	Collaborate with CFA.	Medium Term (3-5 years)
	1.4. Update flood mapping in the East Gippsland Planning Scheme via the introduction of relevant zones and overlays.	Insert relevant zones and overlays in clauses 37 and 44.	Immediate Term (1-2 years)
	1.5. Advocate to the Victorian Government for continued monitoring of coastal vulnerability.	Include as an advocacy item in the East Gippsland Advocacy Strategy	Immediate Term (1-2 years)
	1.6. Collaborate with relevant agencies to prepare a program to review and update data and mapping of natural hazards risks.	Update Clause 74.02 to include preparation of monitoring and review of natural hazards data and mapping.	Medium Term (3-5 years)
Strategic Principle 2: Future population and housing development will be directed in accordance with the defined settlement roles and futures.			
Objective	Strategy	Implementation Action	Timing



2. Support sustainable patterns of residential development across East Gippsland.	2.1. Direct future population growth across all towns and settlements in accordance with identified existing and future settlement roles to support the efficient use of land and infrastructure, convenient access to jobs and services, protection of environmental values and the safety of our community.	Update relevant clauses of the East Gippsland Planning Scheme Municipal Planning Strategy (MPS) and Planning Policy Framework (PPF).	Immediate (1-2 years)
	2.2. Establish township and settlement boundaries.		
Strategic Principle 3: Housing development that creates compact towns and settlements will be supported to enable the efficient and sustainable use of land and infrastructure.			
Objective	Strategy	Implementation Action	Timing
3. Ensure sufficient suitable and available residentially zoned land to meet future dwelling demand.	3.1. Prepare a program for co-ordinated action to identify and overcome barriers to residential development across all towns and settlements in East Gippsland in collaboration with relevant stakeholders. Prioritise action for key population centres of Bairnsdale, Lakes Entrance and Paynesville.	Program to deliver: <ul style="list-style-type: none"><li>- Identification of where supply barriers are located and the reason for supply issues.</li><li>- Identification of relevant stakeholders to address barriers to supply.</li><li>- Agreed approach to address supply barriers.</li><li>- Determination of Council’s role (linking to Asset Management Plans, Capital Works Program etc.)</li></ul>	Medium Term (3-5 years)
	3.2. Undertake ongoing monitoring of demand and capacity for housing.	Update Clause 74.02 to include program of monitoring and review.	Ongoing (every 5 years)
4. Direct rural residential and lifestyle living opportunities to the Rural Living Zone (RLZ) and Low Density Residential Zone (LDRZ).	4.1. Consider rezoning of land to RLZ only after a review of RLZ schedules to accommodate additional supply of RLZ land and pending ongoing monitoring of demand and capacity. The review of RLZ schedules must address infrastructure requirements, environmental values and hazards and should consider conversion of land to LDRZ in appropriate locations.	Undertake ongoing monitoring and review.  Review of RLZ schedules to be undertaken on a precinct wide basis and include consideration of: <ul style="list-style-type: none"><li>- Existing Section 173 Agreements that restrict further subdivision.</li></ul>	Medium term (3-5 years)

		<ul style="list-style-type: none"> <li>- Infrastructure gaps and how to address these via development contributions.</li> <li>- Environmental risks (bushfire, flood, landslip etc.).</li> <li>- Environmental values including the impact of wastewater treatment on the environment.</li> </ul>	
	<p>4.2. Consider rezoning of land to LDRZ only after a review of LDRZ land to consider opportunities to increase supply and pending ongoing monitoring of demand and capacity. In collaboration with East Gippsland Water, the review should consider opportunities to increase supply via implementation of servicing (sewer) to facilitate subdivision of existing LDRZ land (and reduce risks associated with on-site effluent disposal) as a preference over rezoning additional LDRZ land. The review of LDRZ land must address infrastructure requirements, environmental values and hazards.</p>	<p>Undertake ongoing monitoring and review.</p> <p>Review of LDRZ land to be undertaken on a precinct wide basis and include consideration of:</p> <ul style="list-style-type: none"> <li>- Infrastructure gaps and how to address these via development contributions.</li> <li>- Environmental risks (bushfire, flood, landslip etc.).</li> <li>- Environmental values including the impact of wastewater treatment on the environment.</li> </ul>	Medium term (3-5 years)
<p>5. Support Service Towns, Towns, Rural Towns, Remote Settlements and Rural Districts to thrive.</p>	<p>5.1. Prioritise the preparation and/or review of local structure plans, aligning with existing Community Plans where relevant. Structure Plan preparation is to include investigation of opportunities for residential development on existing urban zoned land.</p>	<p>Staged preparation and/or review of local Structure Plans based on strategic need. Criteria to inform strategic need includes:</p> <ul style="list-style-type: none"> <li>- Existence of an up-to-date Structure Plan.</li> <li>- Availability of reticulated services.</li> <li>- Anticipated challenges in accommodating future housing demand.</li> </ul> <p>Based on these criteria it is anticipated that towns including Omeo, Lindenow, Orbost</p>	Staged preparation of Structure Plans based on strategic need.

		and Mallacoota demonstrate strategic need for Structure Plan preparation.	
	5.2. Collaborate with local communities to: <ul style="list-style-type: none"> <li>- Identify and implement community and local economic development initiatives that promote place activation, retain/attract residents, and encourage investment.</li> <li>- Provide advice on the planning process to subdivide and/or develop of land for residential purposes within existing urban zones.</li> </ul>	Community and economic development initiatives to be identified in collaboration with internal and external stakeholders.	Ongoing
	5.3. Consistent with the Rural Land Use Strategy (2023), provide for rural residential development in the Farming Zone within or adjacent to rural settlements only where it is justified to support the long term viability of a settlement subject to consideration of hazards, particularly bushfire, environmental constraints, and accessibility.	Update relevant clauses of the MPS and PPF	Ongoing and in accordance with the Rural Land Use Strategy.

6. Align development and community infrastructure to support growth.	6.1. Prepare a hierarchy of infrastructure and service provision based on the role of towns and settlements and an associated process for alignment of development and community infrastructure investment with population and residential growth.	<p>Process to deliver:</p> <ul style="list-style-type: none"> <li>- Preparation of a hierarchy of infrastructure and service provision commensurate with the role of settlements.</li> <li>- Monitoring of population and demographic trends (including seasonal fluctuations) to identify growth and infrastructure pressures.</li> <li>- Development of relationships with government agencies, service providers, and the development industry.</li> <li>- Preparation of an infrastructure gap analysis and identification of priority infrastructure and service provision items.</li> <li>- Identification of responsibility for infrastructure provision.</li> <li>- Investigation of funding opportunities for infrastructure, including development contributions.</li> </ul>	Medium Term (3-5 years)
	6.2. Strengthen planning policy statements to address infrastructure gaps identified as part of the assessment of planning permit applications. This includes, but is not limited to, the provision of footpath links, road infrastructure (e.g., intersections) and improvements to the public realm	Update relevant clauses of the MPS and PPF.	Immediate term – 1-2 years
Strategic Principle 4: Initiatives that deliver improved housing affordability, diversity, and innovation will be supported to provide greater choice for residents throughout all stages of life.			
Objective	Strategy	Implementation Action	Timing
	7.1. Advocate for Victorian Government implementation of a broad-based social and affordable housing contributions levy.	Include as an advocacy item in the East Gippsland Advocacy Strategy. Advocacy	Immediate Term (1-2 years)

7. Increase the supply of social and affordable housing.		should be in partnership with other regional LGAs.	
	7.2. Advocate for continued, direct Victorian Government investment in affordable housing in East Gippsland.	Include as an advocacy item in the East Gippsland Advocacy Strategy.	Immediate Term (1-2 years)
	7.3. Strengthen Planning Scheme policy statements about the need for affordable housing to support the development of proposals that demonstrate genuine and achievable affordable housing outcomes.	Update relevant clauses of the MPS and PPF.	Immediate Term (1-2 years)
	7.4. Liaise with relevant stakeholders to understand the importance of social and affordable housing and the requirements to meet future needs.	Relevant Council business units to act as organisation leads in relation to social and affordable housing.	Ongoing
	7.5. Consistent with the Victorian Aboriginal Housing and Homelessness Framework (2020), collaborate with Traditional Owner groups and relevant Aboriginal service providers to support the development of affordable and culturally appropriate accommodation and housing for the Aboriginal community.	Engage with the Aboriginal Housing service providers and provide a single point of contact for enquiries.	Ongoing
8. Increased housing diversity to meet the needs of people of all ages and lifestyles.	8.1. Develop built form and design guidelines for infill housing projects (for example, to address lot sizes, preferred building design, car parking, waste management, integration with public spaces and character) and engage with the development sector to encourage high quality design and development outcomes.	Identify key stakeholders and commence preparation of design guidelines.	Immediate Term (1-2 years)
	8.2. Subject to the preparation of built form and design guidelines for infill housing development (see Strategy 8.1), encourage medium density infill housing in the following locations: <ul style="list-style-type: none"> <li>Existing General Residential and Mixed Use zoned areas suitable for <b>substantial change</b> (e.g. apartments, shop top housing or townhouses) within 400m walking distance of the Bairnsdale Activity Centre (defined as the Commercial 1 Zone area).</li> <li>Existing General Residential Zone, Township Zone and Mixed Use Zone areas suitable for <b>incremental change</b> (e.g. units and townhouses) within: <ul style="list-style-type: none"> <li>800m walking distance of the Bairnsdale Activity Centre</li> </ul> </li> </ul>	Update relevant clauses of the MPS and PPF.  Detailed analysis of preferred locations for higher density housing to be undertaken as part of the Bairnsdale 2050 project.	Immediate Term (1-2 years) in accordance with the Bairnsdale 2050 Plan.

	<ul style="list-style-type: none"> <li>– 400m of walking distance of existing or planned neighbourhood activity centres or local activity centres in Bairnsdale, Service Towns, Towns and Rural Towns (as listed in table 4).</li> </ul> <p>These locations are also encouraged for the provision of social and affordable housing..</p>		
	<p>8.3. Support infill housing types in established residential areas <b>only</b> where the proposed development:</p> <ul style="list-style-type: none"> <li>▪ Appropriately manages risks associated with natural hazards such as bushfire, flood or landslip.</li> <li>▪ Does not adversely affect established environmental values.</li> <li>▪ Has access to appropriate reticulated services.</li> <li>▪ Enhances streetscape character including the provision of adequate space for landscaping and separation between buildings.</li> </ul>	Update relevant clauses of the MPS and PPF	Immediate Term (1-2 Years).
	8.4. Support lower density infill housing types (e.g. dual occupancies and units) in residential zoned areas outside those described in Strategy	Update relevant clauses of the MPS and PPF	Immediate Term (1-2 Years)
	8.5. Support residential aged care and retirement villages in Bairnsdale, Service Towns and other locations with easy access to transport, shops and services.	Update relevant clauses of the MPS and PPF	Ongoing
	8.6. Ensure new large lot yield subdivisions include lot size diversity that makes provision for medium density housing, retirement villages and residential aged care with easy access to transport, shops and services.	Update relevant clauses of the MPS and PPF	Immediate term (1-2 years)
	8.7. Advocate to the Victorian Government for stronger legislative and planning policy guidance for the provision of compact, affordable	Include as an advocacy item in the East Gippsland Advocacy Strategy	Immediate Term (1-2 years)

	homes such as residential villages, tiny homes and secondary dwellings.		
	8.8. Advocate to the Victorian Government to increase investment in community and development infrastructure associated with population growth and diverse housing provision for the East Gippsland community.	Include as an advocacy item in the East Gippsland Advocacy Strategy	Immediate Term (1-2 years)
<b>Strategic Principle 5: The unique character of towns and settlements will be maintained and enhanced across East Gippsland.</b>			
<b>Objective</b>	<b>Strategy</b>	<b>Implementation Action</b>	<b>Timing</b>
9. Enhance the character of the Shire's towns and settlements.	9.1. As part of the preparation and/or review of local structure plans, identify preferred future character and environmental values of towns and settlements aligning with existing Community Plans where relevant.	Update Clause 74.02 to include preparation of Structure Plans	Staged as part of Structure Plan preparation
	9.2. Continue to enhance neighbourhood character in response to the identified preferred future character of towns as part of the assessment of planning permit applications.	Ongoing as part of planning application assessment.	Ongoing
<b>Strategic Principle 6: Well designed and resource-efficient developments that contribute to creating more sustainable towns and settlements will be supported.</b>			
<b>Objective</b>	<b>Strategy</b>	<b>Implementation Action</b>	<b>Timing</b>
10. Encourage new development to be environmentally sustainable.	10.1. Advocate to the Victorian Government for the continued strengthening of Environmentally Sustainable Development (ESD) policy in the Planning Policy Framework.	Include as an advocacy item in the East Gippsland Advocacy Strategy. Monitor Victorian Government policy for advocacy opportunities.	Immediate Term (1-2 years)
	10.2. Prepare a local Environmentally Sustainable Development policy for implementation into the East Gippsland Planning Scheme.	Monitor Victorian Government policy to inform commencing policy preparation independently.	Medium Term (3-5 years) subject to success of advocacy





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# East Gippsland Shire Housing & Settlement Strategy: Background Paper

East Gippsland Shire Council

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# 1. Introduction

The East Gippsland Housing and Settlement Strategy (HSS) sets out land use and development priorities for the Shire, in the context of forecast population growth and change to 2041. It provides a framework for accommodating future demand for residential land. This report presents the evidence base underpinning preparation of the HSS and associated housing policies to be incorporated into the Planning Scheme.

## 1.1 Project background and purpose

The purpose of the East Gippsland Shire Housing and Settlement Strategy (HSS) is to identify future requirements for residential zoned land across East Gippsland Shire (the Shire), based on the collection and analysis of all available relevant growth data, relevant constraints and identified opportunities.

It is informed and guided by:

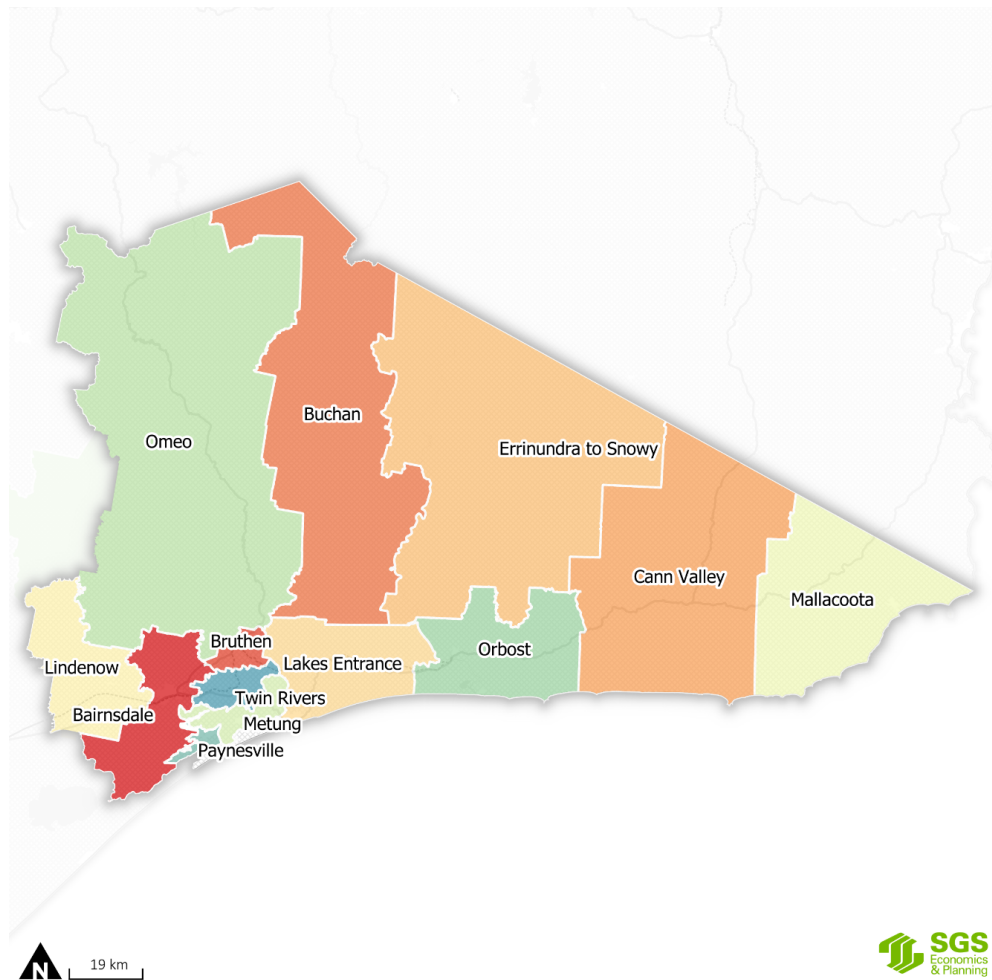
- State government planning policy
- Detailed technical research and analysis
- Relevant planning and policy documents.

The HSS has a 2041 horizon and will form the basis of a major amendment to the East Gippsland Planning Scheme. The HSS focus' on residential growth and consolidation opportunities available within established townships.

## 1.2 Study area

The project applies to the East Gippsland Shire local government area (LGA), with a focus on residential zoned land. Land in other zones (e.g. farming, rural living) will also be considered from a higher level, as relevant. East Gippsland Shire Council is reflected as 13 separate districts which are used throughout the housing demand and supply analysis.

FIGURE 1: EAST GIPPSLAND SHIRE DISTRICTS



Source: SGS Economics and Planning

### 1.3 Structure and purpose of this report

This report presents the detailed methodology and findings of research undertaken to inform the development of the HSS. This report provides the evidence base for the HSS, informing the residential development framework that identifies future change areas to accommodate housing and population growth.

Following this introduction, this report contains the following sections:

- **Section 2** overviews the strategic context of the Shire, covering the local context as well as state and local policy frameworks.

- **Section 3** overviews the existing population and housing profile of East Gippsland Shire.
- **Section 4** sets out the physical features of East Gippsland and considers character, environmental values, landscape character natural hazards, transport accessibility and infrastructure networks.
- **Section 5** presents possible future population and housing growth scenarios and assesses the capacity for future growth to be accommodated within existing residentially zoned land.
- **Section 6** identifies current and projected need for housing assistance in East Gippsland Shire, and articulates the benefits to individuals and the broader community from addressing need.
- **Section 7** summarises the implications for the Housing and Settlement Strategy.



## 2. Strategic policy context

This section reviews state, regional and local planning policy that informs the development potential and settlement patterns across East Gippsland.

### 2.1 Policy context

State and local plans summarised in this section establish a policy framework under which East Gippsland Shire HSS will sit. Key issues identified include the need to ensure sufficient housing supply (quantity and type of housing) for current and future residents across the Shire.

A more detailed review of the state and local planning policy is included in Appendix A.

#### State and regional planning policy and strategy

State and regional planning policy set the direction for local government to prepare plans at the local level, in East Gippsland Shire this includes:

- The **Planning Policy Framework (PPF)** outlines state strategy and policy directions for land use planning. The PPF establishes direction for local government to prepare plans at the local level, that are implemented in the *East Gippsland Planning Scheme*. Key objectives include promoting sustainable growth and development, protecting and conserving biodiversity, minimising the impacts of natural hazards and climate change, protecting natural resources, and facilitating housing to meet community needs.

The PPF requires planning authorities to plan to accommodate projected population growth over at least a 15-year period and provide clear direction on locations where growth should occur. Policy states that Residential land supply must be considered on a municipal basis, rather than a town-by-town basis.

Key PPF housing and settlement policies (Clause 11.01-1S, 11.02-2S, 15.01-5S, 16.01-1S, 16.01-2S, 16.01-3S) generally seek to support planning for urban growth by considering:

- Opportunities for the consolidation, redevelopment and intensification of existing urban areas.
- Neighbourhood character and landscape considerations.
- The limits of land capability and natural hazards and environmental quality.
- Service limitations and the costs of providing infrastructure.

The PPF requires planning authorities to consider relevant region-specific strategies (Gippsland Regional Growth Plan 2014).

**Plan Melbourne 2017-2050.** This strategic plan provides long-term guidance to accommodate Victoria's future population and employment growth, as well as high-level direction for social and affordable housing. Outcome 07 of the plan, 'Continuing to invest in regional Victoria' supports housing and economic growth, social and economic participation and creation of strong, healthy communities in regional and rural areas of Victoria. Under this outcome the plan promotes

diversification of local economies, creation of high quality freight and passenger transport connections between Melbourne and regional Victoria, and interstate and overseas, and promotes new development that respects local character while balancing protection of productive land, economic resources and biodiversity assets that are critical to the state's economic and environmental sustainability.

Likewise, Plan Melbourne acknowledges several planning-related barriers to affordable housing provision including the lack of clarity within legislation as to what constitutes affordable housing, as well as the absence of clear planning tools and mechanisms. Plan Melbourne highlights a number of areas in which affordable housing is to be addressed by the planning system.

- **Victoria's Housing Statement** was released by the Victorian Government in September 2023. The Statement acknowledges the challenges faced in the housing market, particularly with regard to housing affordability and makes a series of recommendations aimed at increasing the supply of housing across Victoria, as follows:
  - *Good decisions, made faster.* Reforms to the planning system to streamline the planning process for large residential development proposals.
  - *Cheaper housing, closer to where you work.* Delivering more housing in established residential areas, including a proposal to construct 425,600 new homes in regional Victoria.
  - *Protecting renters' rights.* Providing greater certainty for renters and closing loopholes that increase the cost of living for renters.
  - *More social housing.* A regional housing fund to deliver 1,300 new homes across Victoria.
  - *A long term housing plan.* Updating Plan Melbourne and expanding the Plan to cover the whole of Victoria.

Detail regarding the policy direction set out in Victoria's Housing Statement is yet to be made available and will require monitoring throughout the implementation phase of the HSS.

- **Voluntary affordable housing framework.** On the 1 July 2018 several amendments were made to the *Planning and Environment Act 1987*. This was in response to the recognition of the critical need to increase the supply of affordable housing noted in *Homes for Victorians: Affordability, access and choice* and *Plan Melbourne 2017-2050*

The changes included:

- Inclusion of a new objective: "to facilitate the provision of affordable housing in Victoria"
- Clarification that Responsible Authorities can enter into an affordable housing agreement with landowners under Section 173
- Definition for affordable housing

While it is not included specifically within the Planning and Environment Act, the State Government makes it clear in the supporting documentation that the use of a Section 173 to secure an affordable housing agreement is a voluntary agreement.

**Planning Practice Note 90: Planning for housing.** PPN90 provides information and guidance about how to plan for housing growth and protect neighbourhood character to ensure a balanced approach to managing residential development in planning schemes.

It acknowledges that many of the changes occurring to the Victorian housing market are due to population changes, for example, whether the population is ageing, having fewer children, forming smaller households and preferring different lifestyles. These are the drivers that impact housing demand, type and location.

The Practice Note states that one of the key actions associated with developing a residential development framework is the identification of housing change areas of minimal, incremental and substantial change. Identifying housing change areas provides a means for prioritising competing housing and neighbourhood character objectives arising out of local strategic planning work. It also provides the basis for the application of requirements through zones and overlays to give effect to desired planning outcomes.

- **Planning Practice Note 91: Applying the residential zones.** Responding to reforms of residential zones, PPN91 provides information and guidance about how to:
  - use the residential zones to implement strategic work
  - use local policies and overlays with the residential zones
  - make use of the key features of the residential zones.

Importantly PPN91 outlines the following Principles underpinning the application of the suite of residential zones:

- Housing and neighbourhood character plans need to be consistent and align with one another when specifying preferred future housing and neighbourhood character outcomes for an area.
- All residential zones support and allow increased housing, unless special neighbourhood character, heritage, environmental or landscape attributes, or other constraints and hazards exist.
- The Residential Growth Zone promotes housing intensification in locations close to jobs, services and facilities serviced by public transport including activity centres.
- The General Residential Zone is a three-storey zone with a maximum building height of 11 metres.
- The density or number of dwellings on a lot cannot be restricted in the Neighbourhood Residential Zone unless special neighbourhood character, heritage, environmental or landscape attributes, or other constraints and hazards exist.

A general guide for applying residential zones based on level of future housing change is shown in Figure 2. A guide for matching preferred or mandatory building heights with the appropriate residential zone is shown in Figure 3.

FIGURE 2: ALIGNING THE HOUSING CHANGE AREAS AND THE RESIDENTIAL ZONES

Zone	Special or constrained	Minimal	Incremental	Substantial
Low Density Residential Zone	✓	✓		
Mixed Use Zone			✓	✓
Township Zone		✓	✓	
Residential Growth Zone			✓	✓
General Residential Zone			✓	✓
Neighbourhood Residential Zone	✓	✓	✓	

Source: Victorian Government (2019) Planning Practice Note 91 'Using the residential zones'

FIGURE 3: MAXIMUM BUILDING HEIGHT MATRIX AND RECOMMENDED RESIDENTIAL ZONES

Table 3: Maximum building height matrix

Maximum building height	Best zone	Best height tool	Rationale
Less than 9m or 2 storeys	NRZ	Overlay	A maximum building height lower than the NRZ cannot be specified in a zone schedule. An overlay is required to recognise the special characteristics.
9m (2 storeys)	NRZ	NRZ	The zone mandates this maximum building height and storey control.
Greater than 9m (retain 2 storeys)	NRZ	NRZ schedule	The schedule to the zone enables a greater maximum building height to be specified while maintaining the 2-storey requirement.
11m (3 storeys)	GRZ	GRZ	The zone mandates this maximum building height and storey control.
Greater than 11m (retain 3 storeys)	GRZ	GRZ schedule	The schedule to the zone enables a greater maximum building height to be specified while maintaining the 3-storey requirement.
13.5m (4 storeys)	RGZ	RGZ schedule	The schedule to the zone forces the discretionary maximum building height to be mandatory.
Greater than 13.5m and greater than 4 storeys	RGZ	Overlay	Maximum building height requirements along with other specific design and built form requirements should be included in an overlay so all built form requirements are included in the one provision.

Source: Victorian Government (2019) Planning Practice Note 91 'Using the residential zones'

- The **Gippsland Regional Growth Plan** is one of eight Growth Plans developed by the Victorian Government to provide direction for land use and development across regional Victoria. The *Gippsland Regional Growth Plan* addresses a wide range of challenges by recognising Gippsland's assets of regional significance and putting an integrated planning framework in place to direct and manage sustainable growth across the region. The Regional Growth Plan plans for population to 386,000 people by 2041. This is a forecast increase of 116,000 people from 2014.

Gippsland consists of a large and highly decentralised region. Gippsland's population is spread among several substantial regional centres, with around 40 percent of residents living small settlements.

The plan identifies a number of key challenges for growth in the region. Challenges most relevant to the development of the HSS are:

- Accommodating projected population and household growth, including balancing settlement growth with consideration of economic resources, environmental assets and natural hazards,
- Managing the impacts of a changing community profile including an increasingly ageing population,
- Planning and adapting settlements and infrastructure to respond to the impacts of climate change, including managing increased risk from natural hazards.

Bairnsdale is recognised as one of five regional centres identified in the *Gippsland Regional Growth Plan* to accommodate population growth and expand employment and service functions for dispersed and remote communities. Bairnsdale is identified as playing an increasingly important role in servicing the Gippsland Lakes settlements, with "a network of smaller nearby towns including Paynesville" which will "distribute growth and access to services".

- The **Gippsland Regional Plan 2020-2025** prepared by Regional Development Australia is a long-term strategic plan with a 2040 horizon for improving the economic, social, cultural, and environmental outcomes for the Gippsland region. The report identifies a number of opportunities and challenges for the region, declining housing affordability, shifting migration patterns and the long lasting, negative economic effects of COVID-19 on the construction industry and economy more broadly.
- The **Infrastructure Victoria's 30-year infrastructure strategy** (2021-2051) provides a long-term view of Victoria's infrastructure needs over the next 30 years, remembering that infrastructure lasts many decades and must meet both immediate needs and those in the future and provides regional priorities for Gippsland. The strategy addresses social housing challenges within Gippsland and provides recommendation to:
  - Renew old and ageing public housing
  - Fund Youth Foyers (including accommodation services for vulnerable young people)
  - Expand social housing in areas with good accessibility
  - Provide fit for purpose social housing which is climate resilient

### Planning controls

Zones and overlays contain built form parameters that may limit the extent of residential supply in a given area, through density and height controls that are enforced through the planning permit

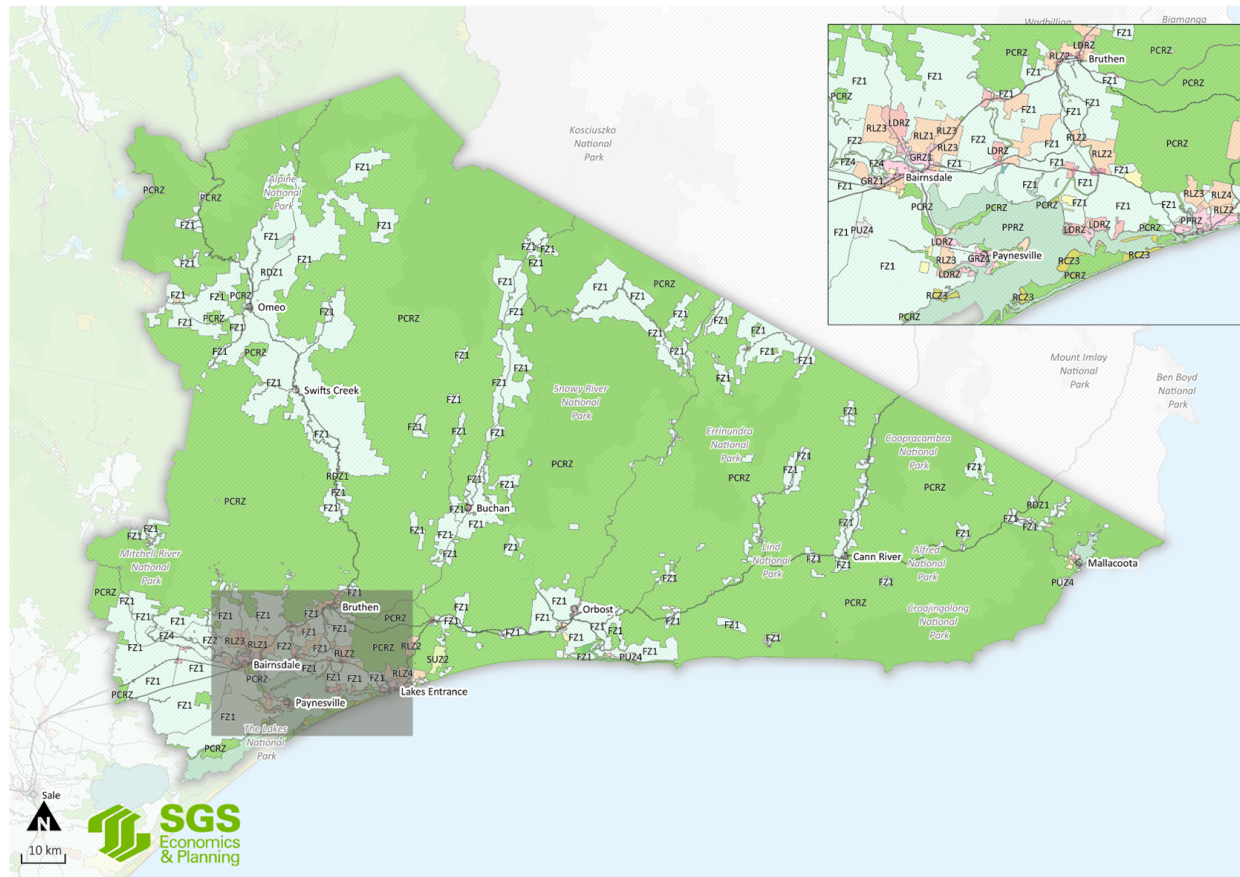
application process. The application of these zones and overlays will determine housing capacity across the Shire.

The application of **residential zones** must be derived from the municipal-wide strategic framework plan or residential development framework plan contained in a Municipal Planning Strategy (MPS).

**Overlays** control a broad range of development matters such as the protection of vegetation or heritage values, the design of built form or mitigating flood risk. They play an important role to give effect to preferred built form outcomes when a zone will not fully achieve the identified housing or neighbourhood character objectives for an area. For instance, lowering the maximum building height specified in a residential zone can only be implemented by using an overlay to recognise a special neighbourhood, heritage, environmental, and landscape value or constraint.

Detail about the purpose of the relevant zones and overlays that currently apply in the East Gippsland Planning Scheme is outlined in **Appendix A**.

FIGURE 4: EAST GIPPSLAND ZONING MAP



SGS ECONOMICS AND PLANNING: EAST GIPPSLAND SHIRE HOUSING &amp; SETTLEMENT STRATEGY: BACKGROUND PAPER

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## 2.2 Local plans and strategies

Local plans and strategies have been reviewed to understand the planning approaches applied to East Gippsland's urban areas, relating to residential supply and demand. Figure 5 provides a review of the relevant supply and housing growth considerations in each document.

Many of these plans and strategies identify the various function of the towns in East Gippsland, including neighbourhood character descriptions and visions for future growth. The towns that serve as holiday destinations may have a large seasonal visitor population, while others have a greater proportion of permanent residents.

The Plans and Strategies included in the below table consist of study areas defined for their future growth potential. They provide a framework to achieve orderly and balanced growth in established or emerging settlements, by managing future subdivision, land use (zoning) and development (through overlays where required). They each provide greater certainty about the type of land use and development that may occur in the future for the whole town, rather than leaving development outcomes to be determined by the land's zoning. It allows council to understand development outcomes that the community believes are important and use this to guide decisions about specific sites.

**FIGURE 5: EAST GIPPSLAND LOCAL PLANS AND STRATEGIES**

Plan / Strategy	Residential supply and growth considerations
<b>Bairnsdale Growth Strategy (2009)</b>	<ul style="list-style-type: none"> <li>Residential supply and growth over a 20-year timeframe.</li> <li>Residential land supply (including vacant land) in the GRZ1, LDRZ, RLZ.</li> <li>Indicative residential yield by the four areas of Bairnsdale: East Bairnsdale, North Bairnsdale, Bairnsdale and Wy Yung. Total potential yield (assuming 7.6 dwellings/ha) is 1,500 dwellings.</li> <li>Seeks to contain growth within the established town boundary of Bairnsdale.</li> <li>Encourages medium density and infill housing development to provide a greater mix of housing, to accommodate a range of household types including an ageing population.</li> <li>Paynesville is recognised as an extension of Bairnsdale's housing market and is considered a part of the overall land supply scenario when considering re-zoning applications in Bairnsdale.</li> </ul>
<b>Re-imagining Bairnsdale Masterplan (2013)</b>	<ul style="list-style-type: none"> <li>Seeks to increase housing diversity in the city centre, supporting infill housing and a greater mix of uses in Bairnsdale CBD, specifically through upper level apartments and shop top housing.</li> </ul>
<b>Lakes Entrance CBD Improvement Project Draft Master Plan (2016)</b>	<ul style="list-style-type: none"> <li>Seeks to revitalise Lakes Entrance CBD through urban design improvements.</li> <li>Identifies a hierarchy of centres in Lakes Entrance.</li> </ul>



<p><b>Urban Design Frameworks (2007) including:</b></p> <ul style="list-style-type: none"> <li>- Lakes Entrance</li> <li>- Bemm River</li> <li>- Eagle Point</li> <li>- Gipsy Point</li> <li>- Lake Tyers Beach</li> <li>- Mallacoota</li> <li>- Marlo</li> <li>- Metung</li> <li>- Nungurner</li> <li>- Paynesville</li> <li>- Raymond Island</li> </ul>	<p>Lakes Entrance</p> <ul style="list-style-type: none"> <li>▪ Second biggest town in East Gippsland – popular tourist destination and home to a large commercial fishing fleet.</li> <li>▪ The commercial centre of town faces development pressure.</li> <li>▪ The Framework sets maximum preferred height limits of 18 metres in some areas of the town.</li> <li>▪ Urban growth is directed to existing vacant residential land within the town boundary in a mix of medium density and infill development.</li> </ul> <p>Bemm River</p> <ul style="list-style-type: none"> <li>▪ Popular holiday destination and a hamlet for fishing.</li> <li>▪ The vegetation of the area is recognised as part of the towns identity and it's preservation is given importance.</li> <li>▪ The town includes a mix of fishing shacks and permanent caravans as well as larger, well-maintained homes with some change expected over time.</li> </ul> <p>Eagle Point</p> <ul style="list-style-type: none"> <li>▪ Recognised as a residential settlement linked to Paynesville and Bairnsdale with a secondary role as a holiday enclave.</li> <li>▪ Retaining the low intensity character of development is identified as a priority to enhance the character of Eagle Point.</li> </ul> <p>Gipsy Point</p> <ul style="list-style-type: none"> <li>▪ Gipsy Point is a small settlement largely dependant on nearby Mallacoota for employment and services. The Urban Design Framework anticipates little growth and sets out a vision for the town as a small bushland retreat providing visitor accommodation.</li> </ul> <p>Lake Tyers Beach</p> <ul style="list-style-type: none"> <li>▪ Small beach and lakefront holiday destination with an increasing population.</li> <li>▪ The UDF recognises Lake Tyers Beach as playing an increasing role in providing for permanent residents.</li> </ul> <p>Mallacoota</p> <ul style="list-style-type: none"> <li>▪ Mallacoota is a remote coastal town with a significant residential population, as well as a popular holiday destination. Mallacoota has a significantly higher growth rate than the East Gippsland average. Landscape and topography poses challenges to the development of the town.</li> </ul> <p>Marlo</p> <ul style="list-style-type: none"> <li>▪ Marlo is a residential area and holiday town, partially operating as a satellite town to Orbost.</li> </ul>
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	<ul style="list-style-type: none"> <li>The UDF prioritises the protection of town character in the old town area, directing new residential development east of Marlo Road and north of Ward St.</li> </ul> <p>Metung</p> <ul style="list-style-type: none"> <li>Metung is developed for residential use, with rural residential and rural uses located in the surrounding land to the north.</li> <li>Topography constrains circulation and access within the town.</li> </ul> <p>Nungurner</p> <ul style="list-style-type: none"> <li>Comprises a small concentration of low density residential development set amongst bushland on the edge of Reeve Channel relying on Metung for retail and services.</li> </ul> <p>Paynesville</p> <ul style="list-style-type: none"> <li>Residential town (mainly retirees and people working in Bairnsdale) and holiday town (tourist destination).</li> <li>Paynesville will cater to the growth of Bairnsdale and grow quite significantly.</li> </ul> <p>Raymond Island</p> <ul style="list-style-type: none"> <li>An island in the centre of the Gippsland Lakes, accessible by ferry.</li> <li>Low density residential development.</li> <li>Significant holiday location.</li> </ul>
<b>Twin Rivers Land Use Plan (2012)</b>	<ul style="list-style-type: none"> <li>Supply and demand analysis for residential areas in the towns of Nicholson, Johnsonville and Swan Reach.</li> <li>Concluded there is sufficient land supply zoned Township Zone, Low Density Residential Zone and Rural Living Zone for a 20-year period.</li> </ul>
<b>East Bairnsdale/Lucknow Precinct Structure Plan (2013)</b>	<ul style="list-style-type: none"> <li>Implemented via Clause 22.02 of the East Gippsland Planning Scheme.</li> <li>Provides for 15 years supply of future residential development, based on the projections in the Bairnsdale Growth Strategy.</li> <li>East Bairnsdale - Lucknow is a residential community, a significant employment and industry area and a complementary activity area to Bairnsdale's central business district. Unique challenges and opportunities for this precinct include: <ul style="list-style-type: none"> <li>Infill and greenfield development opportunities</li> <li>Managing residential interfaces to industrial areas</li> <li>Drainage as a significant environmental constraint – addressed in the Water Management Plan</li> <li>Connectivity and accessibility (vehicles, pedestrians, cyclists)</li> <li>Providing community and recreation infrastructure</li> </ul> </li> </ul>

<b>Paynesville Town Centre Structure Plan (2009)</b>	<ul style="list-style-type: none"> <li>Implemented via Clause 22.03 of the East Gippsland Planning Scheme.</li> <li>Paynesville Town Centre is known for its maritime heritage and village like feel and scale. Its character faces growth pressures and tourism.</li> <li>Future growth will primarily accommodate residential land use, including retirement living and aged care facilities, schools and community facilities will be encouraged to support local community needs.</li> <li>Tourism development is encouraged on designated land in the study area.</li> </ul>
<b>Paynesville Growth Areas Structure Plan (2016)</b>	<ul style="list-style-type: none"> <li>Total maximum lot yield for the study area is estimated to be 1,375 lots, at the top end of the expected density range of 8-10 dwellings per hectare.</li> <li>A conservative estimate of 35-40 years of demand can be accommodated.</li> <li>No restrictions to be placed on staging of land release (rezoning).</li> </ul>
<b>Eagle Point Structure Plan (2019)</b>	<ul style="list-style-type: none"> <li>Eagle Point is a small village that is defined by its natural environment and low scale development pattern, located west of Paynesville and east of Bairnsdale.</li> <li>Seeks to protect and enhance the residential character and lifestyle attributes of Eagle Point.</li> <li>Directs residential growth in three residential changed areas, by Incremental, Established and New Change areas.</li> <li>High use of dwellings as holiday homes (19 per cent of total 445 dwellings).</li> <li>Areas identified for rezoning to residential land use.</li> <li>Proposed application of the Development Plan Overlay in six areas.</li> </ul>
<b>Lakes Entrance Northern Growth Area Plan (2013)</b>	<ul style="list-style-type: none"> <li>LENGA has been identified by East Gippsland Shire Council to largely facilitate the long term residential growth of Lakes Entrance.</li> <li>The total area covered by the LENGA covers in excess of 245.06 hectares and 74 per cent of the LENGA is available for development.</li> <li>The area will accommodate 1545 new dwellings.</li> <li>The range of lot sizes will maximise density and will provide the flexibility required to meet the range of housing needs of the growing Lakes Entrance community.</li> <li>Dwellings densities will vary from 6 dwellings/ha to 16 dwellings/ha.</li> </ul>

### 2.3 Implications for the Housing and Settlement Strategy

The Victorian Government's Planning Policy Framework provides the overarching framework for planning for housing and settlements across the State, in conjunction with Plan Melbourne and relevant Regional Growth Plans. Key objectives include planning for 15 years of residential land supply on a municipal basis and providing clear direction on where growth should go. Other relevant objectives include promoting sustainable growth and development, protecting and conserving biodiversity, minimising the impacts of natural hazards and climate change, protecting natural resources, and facilitating housing to meet community needs.

The policy landscape for social and affordable housing is emerging, with the *Planning and Environment Act 1987* amended in 2018 to include an objective 'to facilitate the provision of affordable housing in Victoria' as well as a definition of affordable housing for very low-, low- and moderate-income groups.

At the local level, a suite of local plans and strategies provide detailed guidance for development in local areas, including identifying future housing yields and development outcomes.

### 3. Population and housing profile

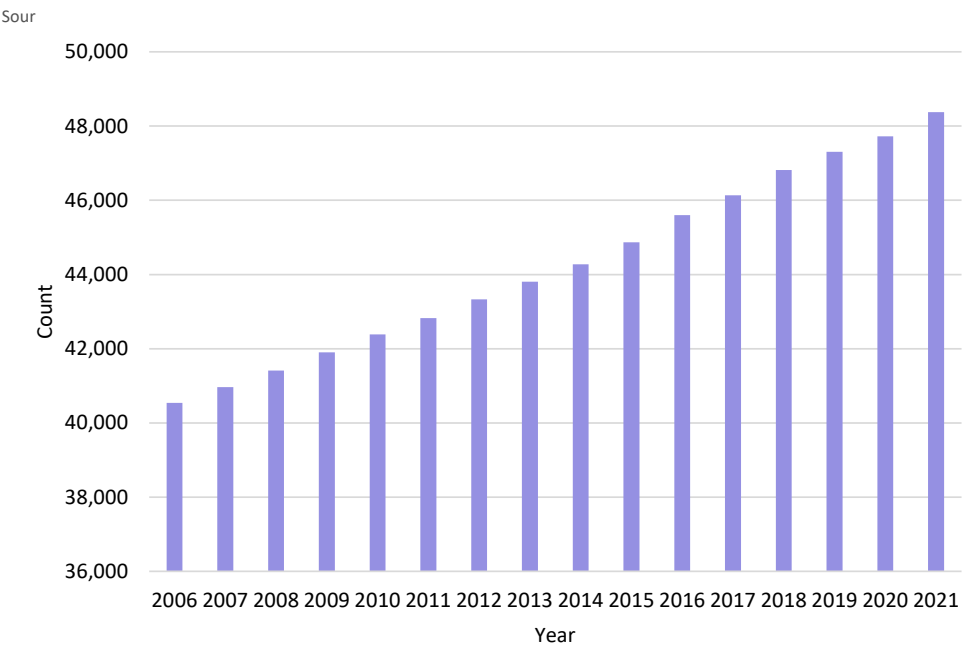
This section sets out population and housing and employment profile of East Gippsland Shire, forming the basis of the housing projections (supply, demand, and capacity analysis) presented in the subsequent sections.

#### 3.1 Population profile

##### Historic population change

Figure 6 shows the historic population figures in East Gippsland Shire between 2006 to 2021. Population in the LGA has been increasing steadily by around 522 people per year, equivalent to an average annual growth rate of 1.18%. From 2006 to 2021, the population has grown from 40,544 to 48,376.

FIGURE 6: HISTORICAL POPULATION CHANGE, EAST GIPPSLAND SHIRE (2006 - 2021)

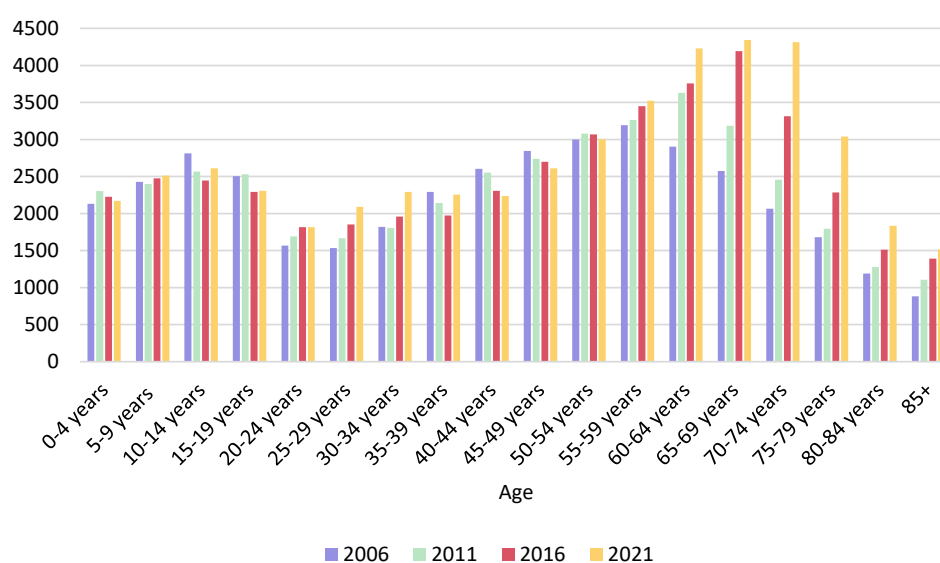


Source: ABS Estimated Resident Population, 2006-2021

### Age Profile

East Gippsland Shire has a significant ageing population reflected in the age profile in Figure 7 and Figure 8. From 2016 to 2021 the number of people aged 65-69 years increased by 649 people (from 4,093 to 4,742) while people aged 70-74 years are projected to increase significantly by 1,576 people (from 3,244 to 4,820). Significant increases are also projected for people ages 75 years and above. In total, the increase in people aged 70 years and above between 2016 and 2021 accounted for 46 per cent of the population growth over this period. The ageing population in East Gippsland reflects that the area is a popular location for retirement living.

**FIGURE 7: HISTORIC POPULATION GROWTH BY AGE GROUP (2006 – 2021)**

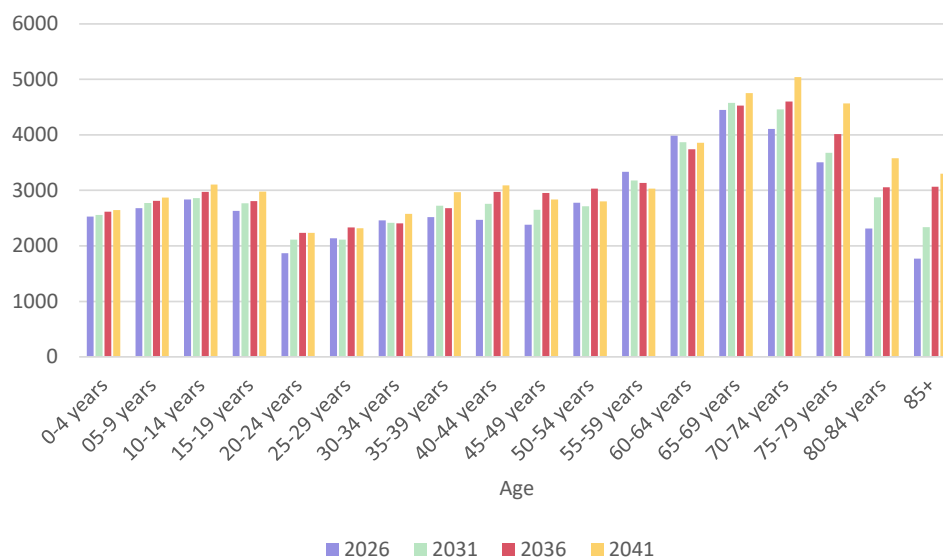


Source: SGS Economics and Planning, 2023 based on ABS Census of Population and Housing (2006, 2011, 2016 and 2021).

### Forecast change

Historical shifts can be compared with the forecast proportional age breakdown of the population from Victoria in Future forecasts, shown in Figure 8. Across East Gippsland growth is forecast in all age brackets, however, older people will remain the most prevalent age groups in East Gippsland with the most significant growth in the population of 75 years and above.

FIGURE 8: FORECAST POPULATION GROWTH BY AGE, EAST GIPPSLAND LGA (2026-2041)



Source: SGS Economics and Planning (2023) and VIF (2019). Years beyond 2036 are projected by SGS using a simple trend analysis.

### Migration

ABS Census data records whether people were living in the same location one, and five years before the census date. In 2021, around one third of residents were not living in East Gippsland five years ago, which is marginally higher than the rest of Victoria with 32 per cent of residents living in a different LGA five years before the 2021 census date as shown in Table 1.

Within East Gippsland, the Bairnsdale district has the highest proportion of new residents with 6,498 new residents migrating from other LGA's since 2016. Other districts within East Gippsland who experienced proportionally larger shares of migration in the last five years include Lakes Entrance (2,703) and Paynesville (2,019). The COVID-19 pandemic has caused a surge in remote working and allowed professionally mobile workers to move away from cities to regional areas.

TABLE 1: NUMBER OF RESIDENTS NOT LIVING IN EAST GIPPSLAND 1 AND 5 YEARS AGO (2021)

Area	1 year ago		5 years ago	
	No. of residents	% of LGA population	No. of residents	% of LGA population
<b>Bairnsdale</b>	2,342	5%	6,498	13%
<b>Bruthen</b>	83	0%	339	1%
<b>Buchan</b>	30	0%	73	0%
<b>Cann Valley</b>	34	0%	134	0%
<b>Errinundra to Snowy</b>	28	0%	63	0%
<b>Lakes Entrance</b>	1,009	2%	2,703	6%
<b>Lindenow</b>	202	0%	564	1%
<b>Mallacoota</b>	138	0%	407	1%
<b>Metung</b>	311	1%	918	2%
<b>Omeo</b>	124	0%	378	1%
<b>Orbost</b>	414	1%	977	2%
<b>Paynesville</b>	757	2%	2,019	4%
<b>Twin Rivers</b>	348	1%	980	2%
<b>LGA Total</b>	5,820	12%	16,053	33%
<b>Vic Total</b>	878,284	14%	2,081,688	32%

Source: SGS Economics and Planning, 2023, based on ABS Census of Population and Housing 2021.

Between 2016 and 2021, 8,202 people moved into East Gippsland while 4,853 moved out of East Gippsland, resulting in a net increase of 3,349 people. Table 2 and Table 3 show the origin of households who have moved into East Gippsland, and the destination of households who have moved out of East Gippsland between the 2016 and 2021 Census years.

The most common origin of households moving into East Gippsland are people from overseas. East Gippsland has also attracted a significant number of migrating households from other eastern Victorian LGAs including Mornington Peninsula, Wellington, Casey and the Yarra Ranges.

People moving out of East Gippsland are mainly moving to the Victorian LGAs surrounding East Gippsland including Wellington, Latrobe and Baw Baw most commonly.



**TABLE 2: TOP TEN ORIGINS OF HOUSEHOLDS WHO MOVED TO EAST GIPPSLAND BY LGA FIVE YEARS AGO (2021)**

Top locations	Number of people who moved to East Gippsland	Percentage of total people who moved to East Gippsland
Overseas	639	4%
Mornington Peninsula	408	3%
Wellington	388	3%
Casey	368	2%
Yarra Ranges	362	2%
Latrobe (Vic.)	343	2%
Cardinia	287	2%
Frankston	229	2%
Baw Baw	207	1%
Knox	190	1%

Source: SGS Economics and Planning, 2023, based on ABS Census of Population and Housing 2021.

**TABLE 3: TOP TEN DESTINATIONS OF HOUSEHOLDS WHO MOVED FROM EAST GIPPSLAND BY LGA FIVE YEARS AGO (2021)**

Top locations	Number of people who moved from East Gippsland	Percentage of total people who moved from East Gippsland
Wellington	455	9%
Latrobe (Vic.)	308	6%
Baw Baw	194	4%
Casey	157	3%
Mornington Peninsula	125	3%
Greater Geelong	121	2%
Frankston	100	2%

Melbourne	96	2%
Greater Bendigo	87	2%
Bass Coast	81	2%

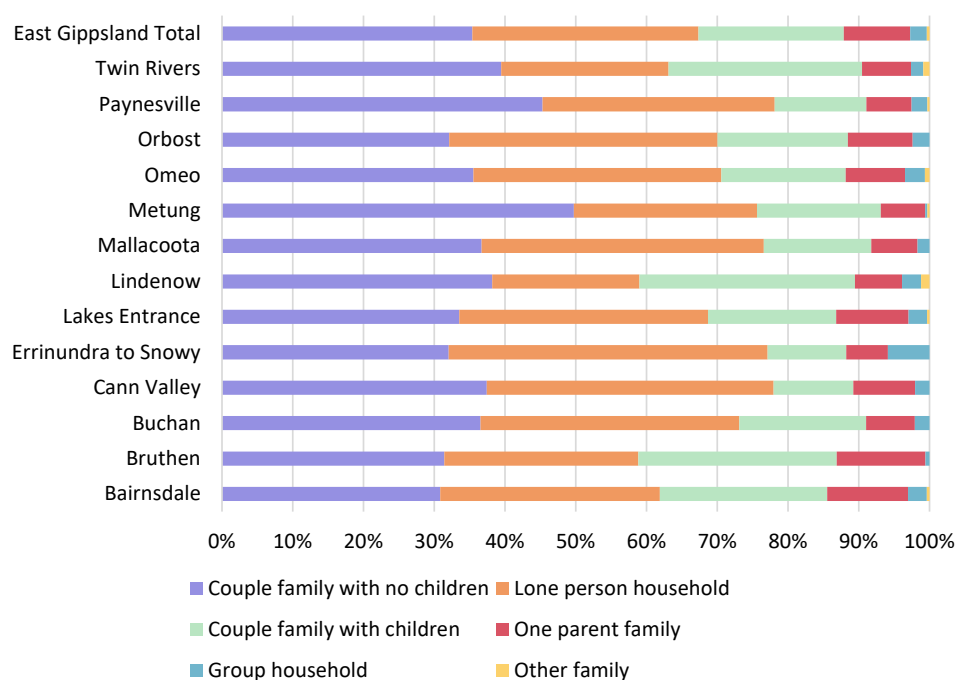
Source: SGS Economics and Planning, 2023, based on ABS Census of Population and Housing 2021.

### Family composition

Figure 9 shows the family composition across East Gippsland's districts and the LGA total. Couple families without children (35 per cent) and lone person households (32 per cent) make up the largest proportion of family types in East Gippsland.

While many of the districts follow a similar pattern of couple families with no children and lone person households being the most prominent family compositions, there is some variation across districts. The Lindenow district has the highest proportion of couple families with children (38%) and significantly less lone person households (21%) when compared with all other districts. Lone person households are most common across the districts of Errinundra to Snowy (45%), Cann Valley (41%) and Mallacoota (40%).

**FIGURE 9: HOUSEHOLD COMPOSITION, EAST GIPPSLAND (2021)**



Source: SGS Economics and Planning, 2023, based on ABS Census of Population and Housing, 2021.

Table 4 shows the historic shift in household composition in East Gippsland. Overall, household composition did not change significantly between 2016 and 2021. Lone person households have seen the greatest overall percentage change, increasing by 15 per cent between 2016 and 2021.

**TABLE 4: HISTORIC SHIFT IN HOUSEHOLD COMPOSITION IN EAST GIPPSLAND, 2016-2021**

Household composition	2016	% share	2021	% share	Change 2016-21	Total change (%)
Family households	11,565	66%	12,856	66%	+1,291	11%
Lone person households	5,413	31%	6,250	32%	+837	15%
Group households	426	2%	459	2%	+33	8%
<b>Other family</b>	<b>82</b>	<b>0%</b>	<b>73</b>	<b>0%</b>	<b>-9</b>	<b>-11%</b>
<b>Total</b>	<b>17,404</b>	<b>100%</b>	<b>19,565</b>	<b>100%</b>	<b>+2,161</b>	<b>12%</b>

Source: SGS Economics and Planning, 2023, based on ABS Census of Population and Housing, 2016 and 2021.

### 3.2 Housing profile

This section sets out the range of dwelling and tenure types within East Gippsland and examines recent development activity.

#### Dwelling count by district

Table 5 shows the number of dwellings in East Gippsland Shire and its districts between 2016 and 2021 census years. The largest share of change in private dwellings in East Gippsland has occurred in Bairnsdale, Lakes Entrance, Paynesville and Metung. Little to no growth has occurred across East Gippsland's smaller rural settlements, with Buchan seeing a decline between 2016 and 2021. Bairnsdale, Lakes Entrance and Paynesville have maintained the largest share of dwellings within the Shire across census years and together account for around 65% of dwellings in East Gippsland.

**TABLE 5: DWELLINGS IN EAST GIPPSLAND AND DISTRICTS, 2016 AND 2021**

	2016		2021		Change 2011-21
	Total	% total dwelling stock	Total	% total dwelling stock	
<b>Bairnsdale</b>	7,812	33%	8,502	33%	690
<b>Bruthen</b>	637	3%	651	2%	14
<b>Buchan</b>	222	1%	214	1%	-8
<b>Cann Valley</b>	340	1%	355	1%	15

	2016		2021		Change 2011-21
	Total	% total dwelling stock	Total	% total dwelling stock	
<b>Errinundra to Snowy</b>	232	1%	256	1%	24
<b>Lakes Entrance</b>	4,529	19%	4,946	19%	417
<b>Lindenow</b>	794	3%	897	3%	103
<b>Mallacoota</b>	898	4%	931	4%	33
<b>Metung</b>	1,192	5%	1,477	6%	285
<b>Omeo</b>	1,056	4%	1,117	4%	61
<b>Orbost</b>	1,897	8%	2,041	8%	144
<b>Paynesville</b>	3,134	13%	3,433	13%	299
<b>Twin Rivers</b>	1,183	5%	1,324	5%	141
<b>Total</b>	23,926	100%	26,144	100%	2,218

Source: SGS Economics and Planning, 2023, based on ABS Census of Population and Housing, 2016 and 2021.

### Dwelling structure

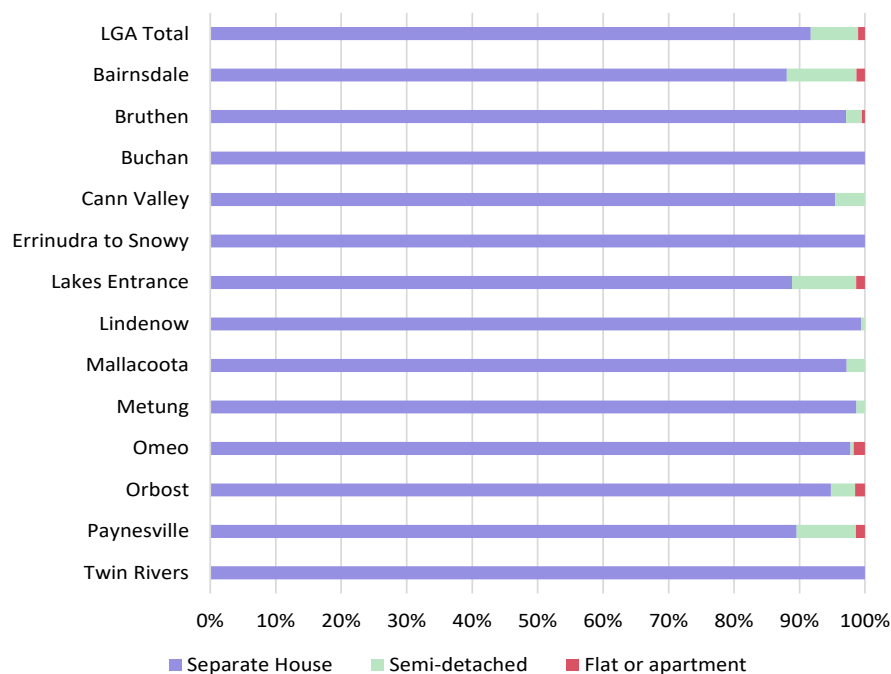
Separate houses have remained the dominant housing structure in East Gippsland between 2011 to 2021. Table 6 shows that separate houses have increased in terms of their share of total dwellings in East Gippsland. Comparing semi-detached and flat or apartment dwelling types across Census years is problematic as Census data classifications changed over this period and the results are inaccurate. As such, this analysis does not compare changes in these dwelling types across Census years.

**TABLE 6: CHANGE IN SHARE OF SEPARATE HOUSES IN EAST GIPPSLAND, 2011-2021**

	2011	2016	2021
Separate house	87%	92%	92%

Source: SGS Economics and Planning, 2023, based on ABS Census of Population and Housing, 2011, 2016 and 2021.

FIGURE 10: DWELLING STRUCTURE, EAST GIPPSLAND AND DISTRICTS, 2021

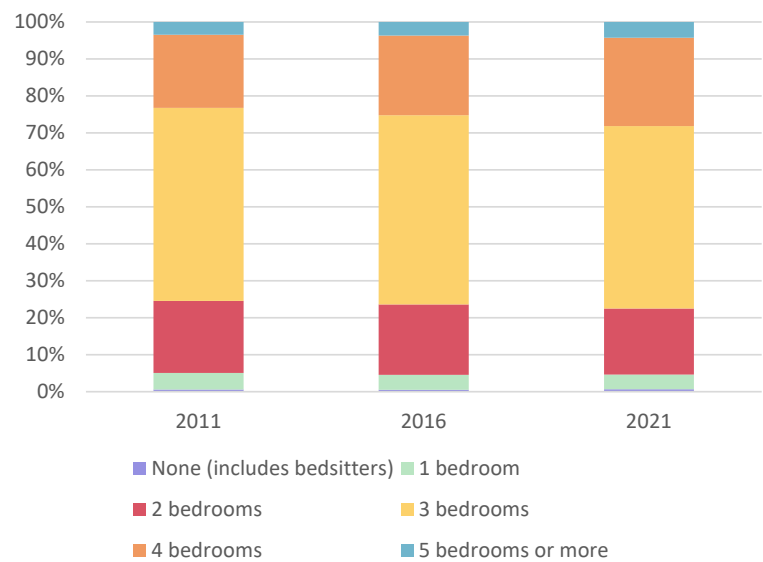


Source: ABS Census (2016)

### Dwelling size

The size of dwellings in East Gippsland can be considered through the proxy measure of how many bedrooms they contain. Figure 11 shows the change in dwelling size in the LGA across Census years. While there is no great variation in dwelling size across the LGA, the share of dwellings with 4 bedrooms has increased from 20 per cent in 2011 to 24 per cent in 2021. Most houses in East Gippsland have 3 to 4 bedrooms.

FIGURE 11: CHANGE IN DWELLING SIZE, EAST GIPPSLAND 2016-2021

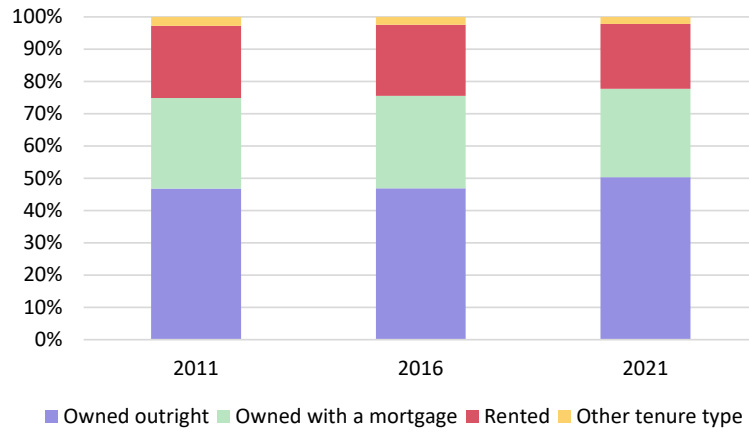


Source: ABS Census (2011, 2016 and 2021). Excluding 'number of bedrooms not stated' option.

Dwelling tenure

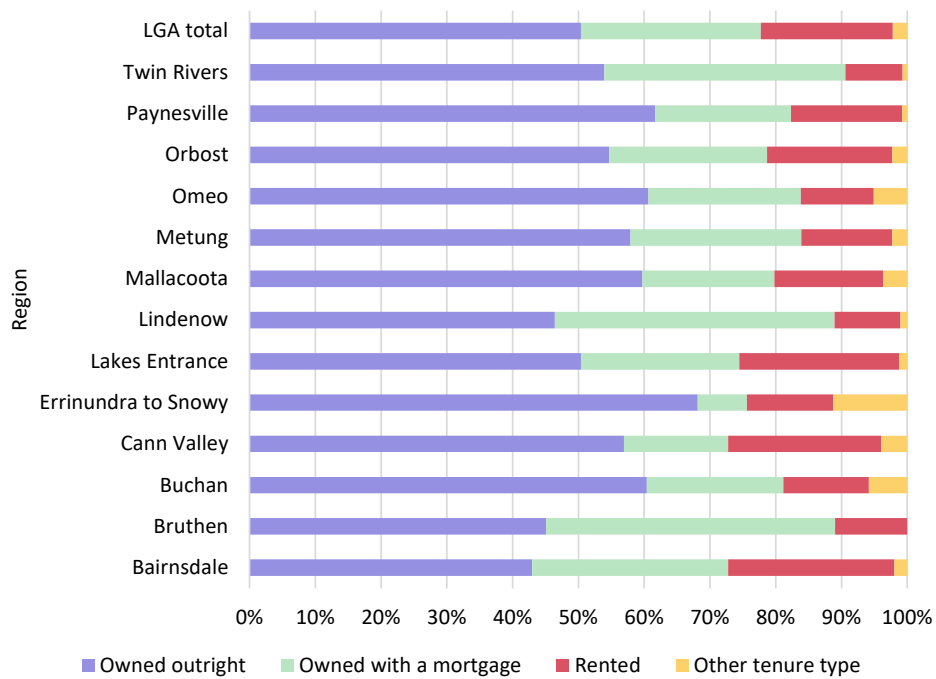
As shown in Figure 12, outright home ownerships is the dominant tenure type across East Gippsland and the percentage of homeowners has continued to increase between 2011 to 2021. Figure 13 shows the tenure type split in East Gippsland across the 13 districts. While most dwellings are owned outright, there is some variance in the tenure type across the regions, with both Bairnsdale and Lakes Entrance having the highest number of rentals. The increasing housing costs seen across Victoria are also prevalent in East Gippsland.

FIGURE 12: CHANGE IN TENURE TYPE ACROSS EAST GIPPSLAND, 2011-2021



Source: ABS Census (2021). Excluding 'tenure type not stated' and 'not applicable' options.

FIGURE 13: TENURE TYPE BY DISTRICT, EAST GIPPSLAND SHIRE, 2021

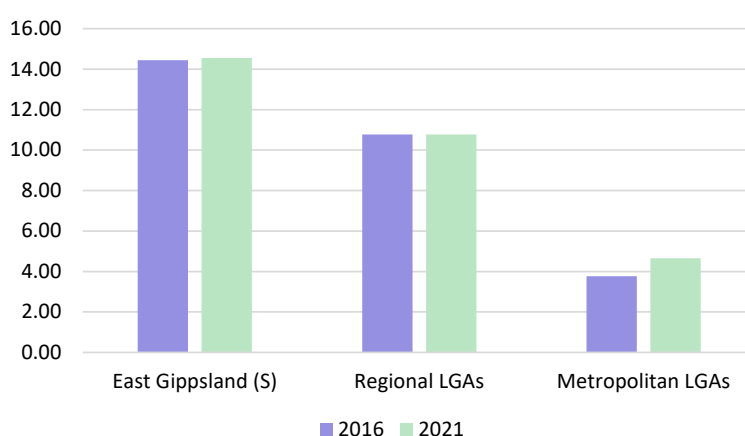


Source: SGS Economics & Planning using ABS Census (2021). Excluding 'tenure type not stated' and 'not applicable' options.

### Dwelling occupancy

East Gippsland has a significantly higher percentage of unoccupied private dwellings in comparison to other regional and metropolitan local government areas. The number of unoccupied private dwellings in an area is able to provide some insight into the number of holiday homes within East Gippsland. While not all unoccupied private dwellings will be holiday homes (for example, some may be vacant for sale or lease, newly built, or a habitable dwelling being renovated), a large proportion of these would be holiday houses.

**FIGURE 14: UNOCCUPIED PRIVATE DWELLINGS, EAST GIPPSLAND COMPARED TO REGIONAL AND METRO LGAs (2016-2021)**



### Short term rental and holiday accommodation

Properties owned by absentee land holders have a range of implications for local property markets, the community and economy, including:

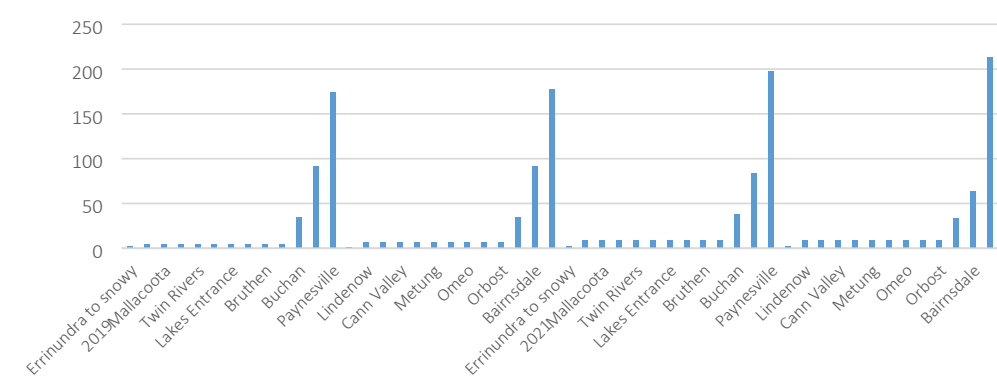
- The need to provide essential accommodation to support the tourism industry, particularly in key tourist destinations.
- Second homeowners can bring income and employment opportunities into an area from the initial purchase price of their property, spending on renovation and improvements, paying local rates, and spending on food, leisure, and other services.
- Demand for holiday and second homes, puts pressure on the local housing market by creating direct competition for specific types of housing that otherwise could be used by permanent residents. This inflates the purchase price of housing, potentially beyond the means of residents.
- Tensions are apparent between the use of residential housing stock as holiday accommodation and the importance of providing long term rental accommodation. Offering choice in holiday accommodation is important for attracting tourists to the municipality. However, the higher rates obtained from holiday letting can result in more landlords removing housing from longer-term rentals in favour of short-term holiday accommodation.



- A fundamental issue in relation to the maintenance of sustainable communities in rural areas is the extent to which the stock of residential dwellings in any community is fully occupied. Dwellings may be empty or irregularly unoccupied for a variety of reasons, impacting the overall sense of community and other social factors.

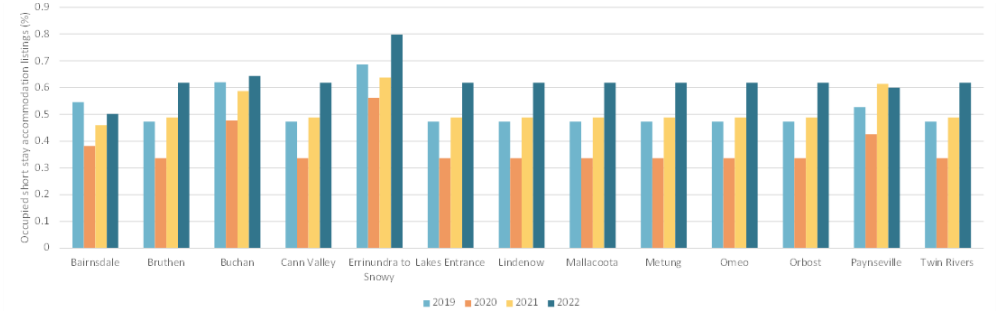
Across East Gippsland, Paynesville, Bairnsdale and Buchan contain the most listings on Airbnb, Booking.com, Homeaway and Trip Advisor as shown in Figure 15. Paynesville has seen increases in the number of listings while other towns listing numbers have remained at similar numbers or declined. This could potentially be due to short term lettings being transitioned to longer term rentals or owner-occupier dwellings. The average occupancy rates of these listings have increased significantly from 2020 to 2022.

FIGURE 15: NUMBER OF SELF CONTAINED SHORT-TERM ACCOMMODATION LISTINGS IN EAST GIPPSLAND



Source: Localis short-term accommodation data, 2022. Short-term accommodation data is using 'Self contained' accommodation listings only and does not include hotels/motels or holiday parks.

FIGURE 16: AVERAGE OCCUPANCY OF SHORT-TERM ACCOMMODATION IN EAST GIPPSLAND, 2019-2022



Source: Localis short-term accommodation data, 2022

House and rental prices

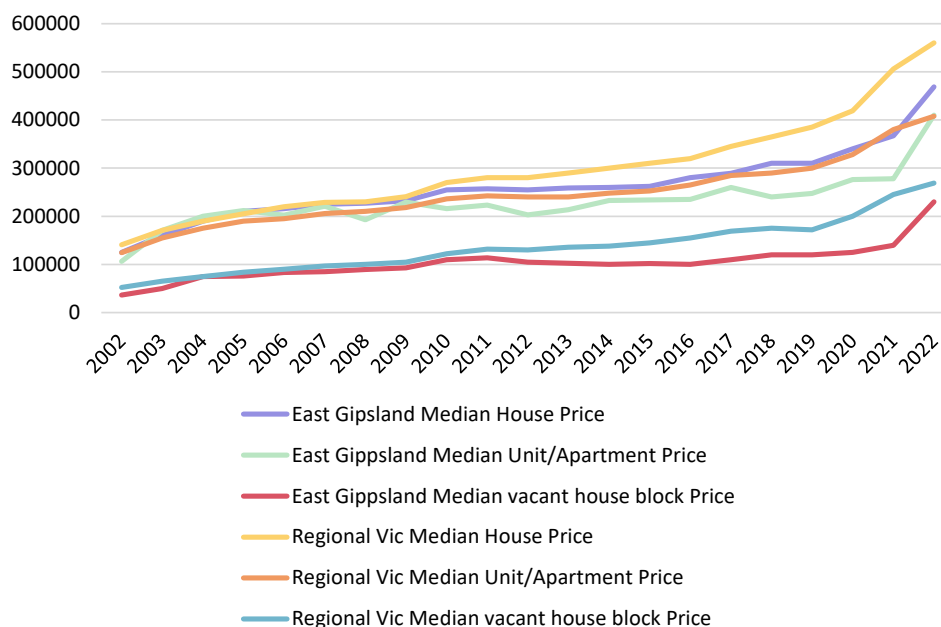
Housing affordability refers to the relationship between household income and the cost of housing. If housing costs rise faster than incomes, housing becomes less affordable. If households need to spend a

large proportion of their incomes on housing or are unable to access housing due to high costs, it is considered to be unaffordable.

### House prices

House prices in East Gippsland Shire compared to regional Victoria are shown in Figure 17. House and unit prices have increased markedly over this time period, especially over recent years during the COVID-19 pandemic. While the median house price in East Gippsland in 2022 is \$91,250 less than the median house price of regional Victoria, prices of units and apartments in East Gippsland have increased even more dramatically and the median unit/apartment price is now \$2225 more expensive in East Gippsland than in regional Victoria.

**FIGURE 17: MEDIAN PROPERTY PRICES, EAST GIPPSLAND SHIRE (2002-2022)**



Source: Valuer-General Victoria, Property sales statistics

Recent changes in median dwelling prices are compared to changes in household incomes in the East Gippsland in Table 7. The increase in house prices outpaced growth in household incomes over this period. This shows a deterioration in the affordability of dwellings to purchase in real terms. While household income increased have outpaced increases in median unit/apartment prices between 2011 to 2021, the steep increase in unit/apartment prices between 2021-2022 is not reflected in Table 7 due to unavailability of 2022 household wealth data. Considering that between 2021 and 2022 alone median unit/apartment prices increased by over 47%, the affordability of units/apartments in East Gippsland is also declining.

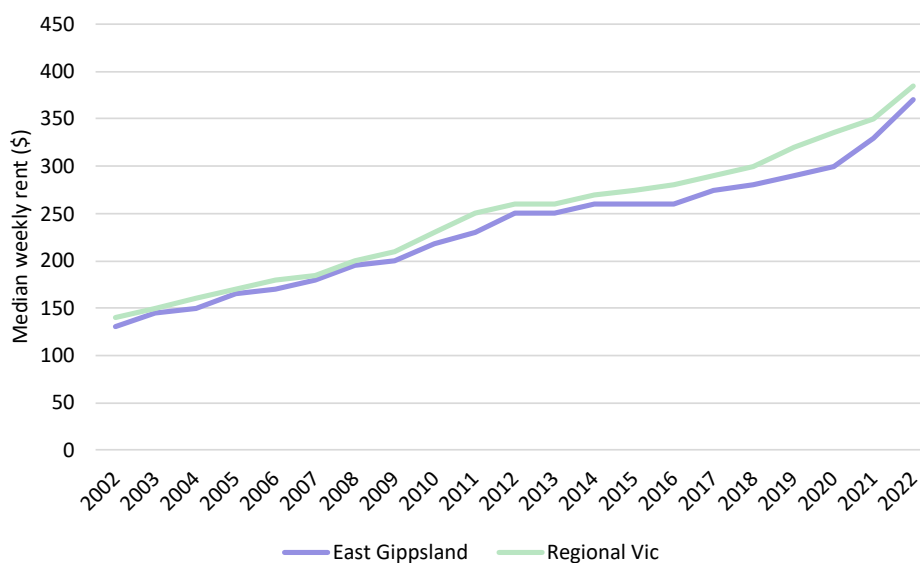
**TABLE 7: CHANGE IN HOUSEHOLD INCOME AND DWELLING PRICES IN EAST GIPPSLAND SHIRE, 2011 - 2021**

	2011	2016	2021	% Increase
Median weekly household income	\$798	\$935	\$1,110	39%
Median house price	\$257,000	\$280,000	\$367,000	43%
Median Unit price	\$223,000	\$235,000	\$278,000	25%

Source: ABS Census 2011, 2016, 2021 & Valuer-General Victoria, Property sales statistics March 2022

### Housing rents

The growth in median weekly rents in East Gippsland since 2002 is shown in Figure 18. Rents have grown substantially over this time period. East Gippsland's median weekly rent in 2022 (\$370) remains similar to the situation across regional Victoria (\$385). In line with housing trends across Australia, East Gippsland has experienced the largest spike in rental prices in since 2020, during the COVID-19 pandemic.

**FIGURE 18: MEDIAN WEEKLY RENT, EAST GIPPSLAND SHIRE (2002-2022)**

Source: Department of Family, Fairness and Housing Victoria, Rental Report

Changes in rental prices are compared to changes in household incomes in East Gippsland in Table 8. As with changes in house prices, increases in rents outpaced increased in household incomes between 2011-2021, creating a decline in average rental affordability.

**TABLE 8: CHANGE IN HOUSEHOLD INCOME AND DWELLING RENTS IN EAST GIPPSLAND SHIRE, 2011-2021**

	2011	2016	2021	% Increase
Median weekly households income	\$798	\$935	\$1,110	<b>39%</b>
Median weekly rent	\$230	\$260	\$330	<b>43%</b>

Source: ABS Census 2011, 2016, 2021 & Department of Families, Fairness and Housing Rental Report, June quarter 2022

### Recent development

Between 2011 and 2021 there was an additional 3,290 dwellings recorded in East Gippsland, 1,846 of which were developed between 2016 and 2021. This is an average increase of 369 dwellings per year.

**TABLE 9: PAST DEVELOPMENT TRENDS, 2011 TO 2021 AND 2016 TO 2021**

2011 to 2021 (10 years)					2016 to 2021 (5 years)				
2011	2021	Change 2011-21	Avg. per year	AAGR	2016	2021	Change 2016-21	Avg. per year	AAGR
22,639	25,929	3,290	255	<b>1.37%</b>	24,083	25,929	1,846	369	<b>1.49%</b>

Source: ABS Census of Population and Housing, 2021

Recent development trends show that between 2011-2021 the average annual growth rate of dwellings in East Gippsland was 1.37%, however, over more recent years the AAGR was much higher between 2016-2021 which recorded an AAGR of 1.49 per cent.

## 3.3 Summary

### Population profile

- East Gippsland has an ageing population. From 2016 to 2021 the number of people aged 70+ years has increased by 2,356 people. This accounted for 46% of the population growth over this period. The ageing population in East Gippsland reflects that the area is a popular location for retirement living.
- East Gippsland has a smaller household size in comparison to Regional Victoria which reflects East Gippsland's ageing population and high number of lone person households.
- Like many regional municipalities in Victoria, East Gippsland has experienced higher levels of population growth over recent years, in part due to the effects the Covid-19 pandemic had on internal migration to regional areas.

### Housing profile

- East Gippsland's housing stock consists predominantly of separate houses and there is an overall lack of diversity in the types of dwellings available in East Gippsland.

- Bairnsdale, Lakes Entrance and Paynesville have maintained the largest share of dwellings within the Shire across census years and together account for around 65% of dwellings in East Gippsland.
- Housing affordability is a significant issue within East Gippsland. Both changes in house prices and rental prices across East Gippsland have significantly outpaced household incomes creating a decline in both housing and rental affordability.
- The number of unoccupied private dwellings indicates higher levels of holiday homes in East Gippsland compared to both regional Victoria and Metro Melbourne. Short term rental accommodation is most common in Bairnsdale and Paynesville.

## 4. Physical features

Accommodating growth in East Gippsland requires consideration and preservation of the unique natural and cultural features of East Gippsland including township character, environmental values, landscape character, natural hazards, transport accessibility and infrastructure networks.

### 4.1 Local context

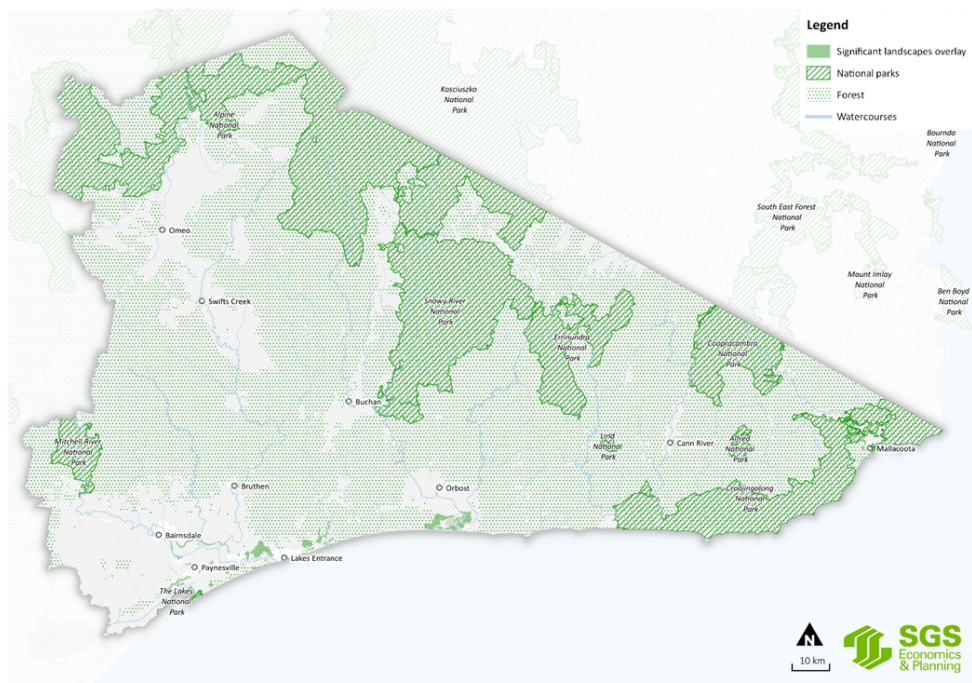
East Gippsland Shire is located in Victoria's east, approximately 300km from Melbourne. It stretches from the west of Bairnsdale to the New South Wales border, covering more than 21,000 square kilometres equivalent to around 10 per cent of the states land mass. East Gippsland Shire covers the second largest local government area in Victoria. The southern edge is defined by the Gippsland Lakes and a rugged coastline while the north of the shire rises into the High Country. The municipality is a desirable location for residents and has evolved from its rural origins into an economic and tourism region attracting visitors to the wide variety of natural assets found throughout the shire. About 75% of the Shire is public land held as National Parks and State reserves.

East Gippsland Shire is situated on Gunaikurnai, Monero and Bidawel country.

### 4.2 Significant landscapes and features

East Gippsland contains large tracts of unspoilt native vegetation from the alpine region down to the south east Victorian coastline. Many of the inlets, lakes, rivers and sites of environmental significance are protected through the application of appropriate environment and landscape overlay controls. These include Ninety Mile Beach, Gippsland Lakes, Lake Tyers, Snowy River Estuary and Mallacoota Inlet as shown in Figure 19. This is complemented by around 83% of East Gippsland being identified and protected as National Park, State Forest or other Crown land.

FIGURE 19: SIGNIFICANT ENVIRONMENTAL FEATURES, EAST GIPPSLAND SHIRE



Source: SGS Economics & Planning, 2023

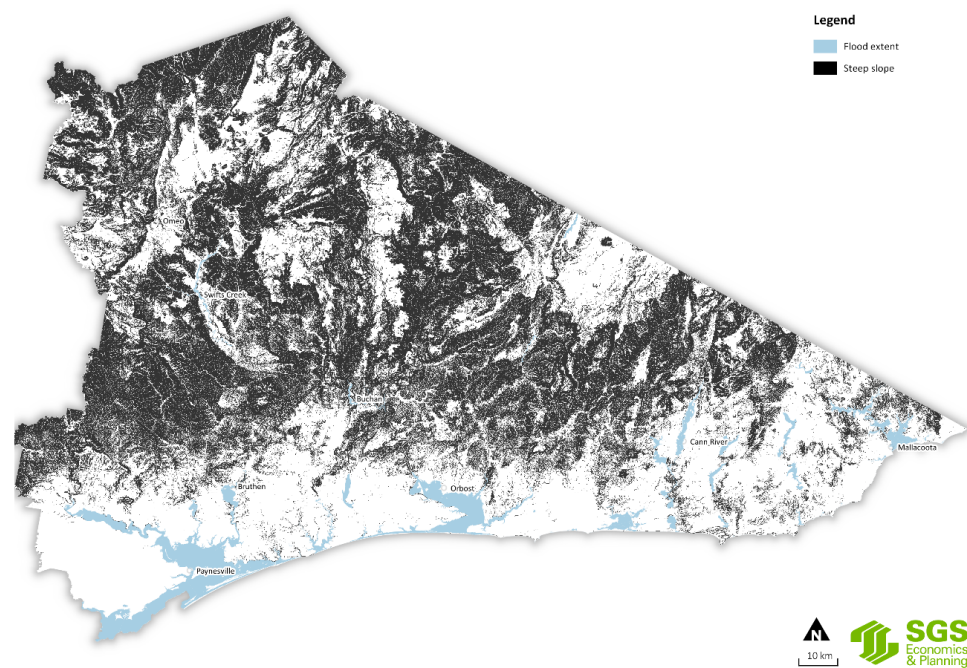
4.3 Natural hazards

The impacts of climate change pose a significant threat to the health, wellbeing, and liveability of our natural environment, people and communities. East Gippsland has recently suffered the devastating effects of bushfires on the community, economy, and environment. The majority of East Gippsland is subject to a Bushfire Management Overlay where permits are often required for use and development; and potential rezoning is restricted due to bushfire risk.

Many areas of East Gippsland are also low lying areas along the south east coast of Victoria. Areas around the Gippsland Lakes are prone to flooding, which is exacerbated by evolving climate change impacts. This has been highlighted in reports such as 'The Effect of Climate on Extreme Sea levels along Victoria's Coast' (CSIRO, 2009)

The topography of East Gippsland varies greatly with many areas considered to be very steep slopes as East Gippsland extends into the high country. Excessive slopes make the provision of infrastructure and construction of buildings expensive or unfeasible. Where the slopes coincide with unstable soils, development can be unsafe due to landslip and erosion. Development on steep slopes can also impact landscape values. The environmental constraints in East Gippsland are shown in Figure 20.

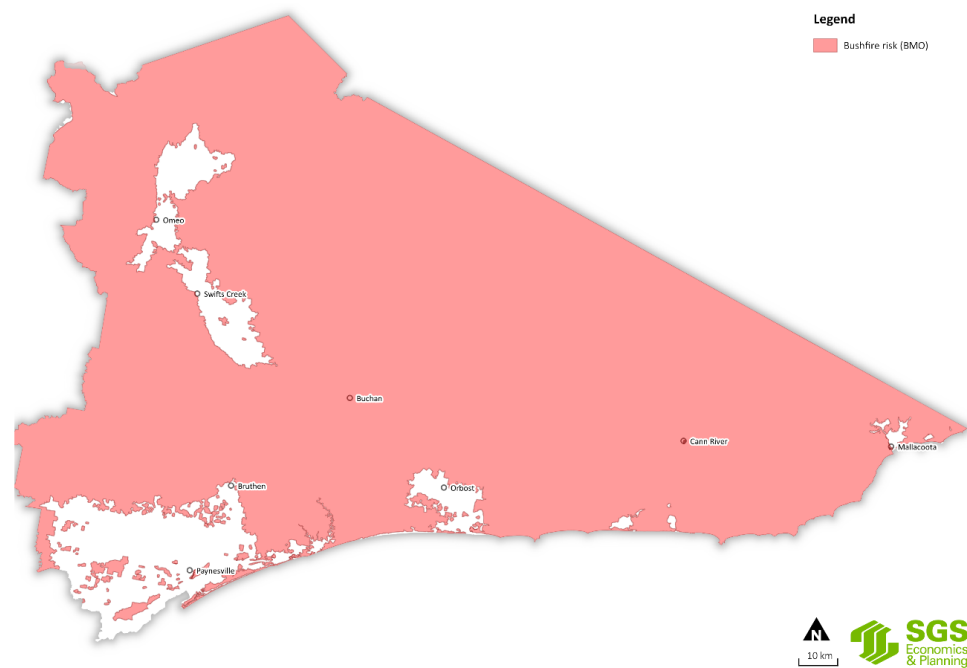
FIGURE 20: ENVIRONMENTAL CONSTRAINTS, EAST GIPPSLAND SHIRE – STEEP SLOPE AND FLOODING



Source: SGS Economics & Planning, 2023



FIGURE 21: ENVIRONMENTAL CONSTRAINTS, EAST GIPPSLAND SHIRE – BUSHFIRE RISK



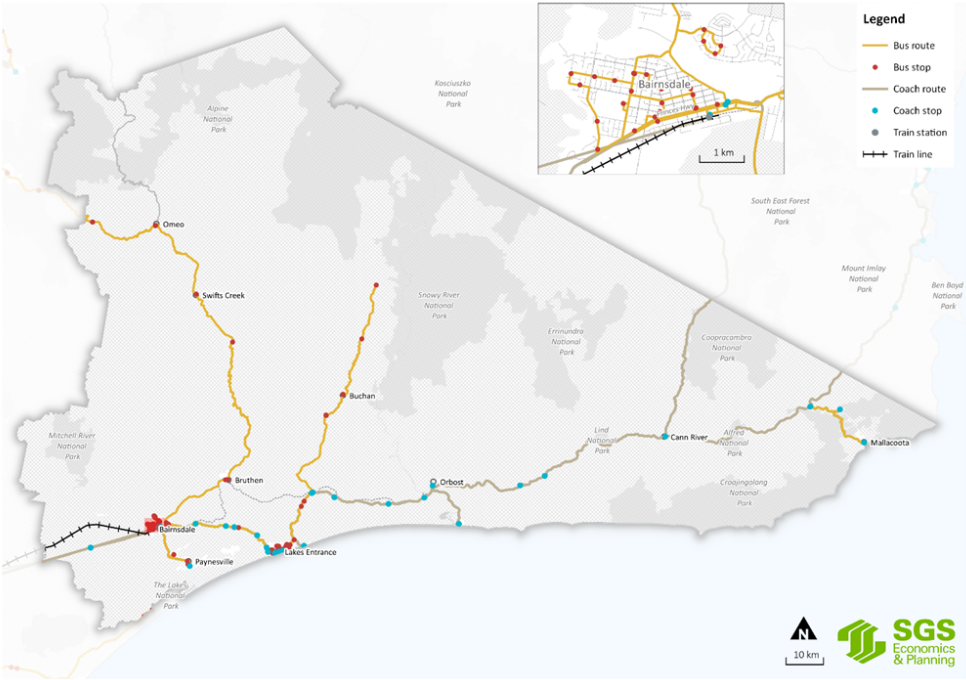
Source: SGS Economics & Planning, 2023

4.4 Transport infrastructure

East Gippsland is reliant on access to larger regional centres for a range of higher order services. Private vehicles are predominantly used for travel to key destinations as there are limited public transport services. The region is accessible from Melbourne via V/Line train service, which operates daily as far as Bairnsdale with connecting buses to other regional towns.

Bus services operate within Bairnsdale and Lakes Entrance, while connecting bus services operate out of Bairnsdale to Paynesville, Lakes Entrance, Omeo and eastwards to the NSW border. East Gippsland’s transport network is shown in Figure 22.

FIGURE 22: TRANSPORT NETWORK, EAST GIPPSLAND SHIRE



Source: SGS Economics & Planning, 2023

4.5 Water and sewerage infrastructure

The consideration of existing infrastructure networks in the growth of East Gippsland is critical for assessing appropriate locations for future housing growth, especially water and sewerage networks.

East Gippsland Water (EGW) have been engaged in this project to inform the networks capacity, helping guide where growth can already be accommodated and where future infrastructure investment is being prioritised.

EGW have provided an indication of the infrastructure status of a number of towns throughout East Gippsland as set out in Table 10. This is not a comprehensive list of all communities serviced by EGW, or a comprehensive list of the capacities for each network listed.

TABLE 10: WATER/SEWERAGE INFRASTRUCTURE STATUS

Town	Water/sewerage infrastructure status
Bairnsdale / Lucknow	– The water and sewerage networks can accommodate infill development within the existing Bairnsdale township.

Town	Water/sewerage infrastructure status
	<ul style="list-style-type: none"> <li>– Development to the north of Bairnsdale is more challenging to service, however EGW is progressing works in the area to support this.</li> <li>– The low density residential areas to the north of Bairnsdale do not have sewerage services available.</li> <li>– Various water and sewerage system upgrades are planned to meet known growth in the Bairnsdale networks.</li> </ul>
Nicholson	<ul style="list-style-type: none"> <li>– There is sufficient capacity in the water network for known growth.</li> <li>– In between Bairnsdale and Nicholson there is no sewerage reticulation networks.</li> </ul>
Bruthen	<ul style="list-style-type: none"> <li>– Sufficient capacity in water and sewerage networks.</li> </ul>
Paynesville / Eagle Point	<ul style="list-style-type: none"> <li>– The sewerage network at Eagle Point is nearing capacity, with future works anticipated to cater to for growth.</li> <li>– Various water network upgrades are planned to meet known growth in the Paynesville system.</li> </ul>
Lakes Entrance	<ul style="list-style-type: none"> <li>– Various water network upgrades are planned to meet known growth in Lakes Entrance.</li> </ul>
Lindenow	<ul style="list-style-type: none"> <li>– No known sewerage capacity issues.</li> <li>– Water main upgrades are planned to address known pressure issues.</li> </ul>
Metung	<ul style="list-style-type: none"> <li>– Various water and sewerage network upgrades are planned to meet known growth in Metung.</li> </ul>

## 5. Housing demand and capacity

This section forecasts demand for dwellings across East Gippsland and presents alternative population and dwelling demand scenarios. An assessment has been undertaken of the potential to accommodate future dwelling demand within areas currently zoned for residential uses.

### 5.1 Population forecast scenarios

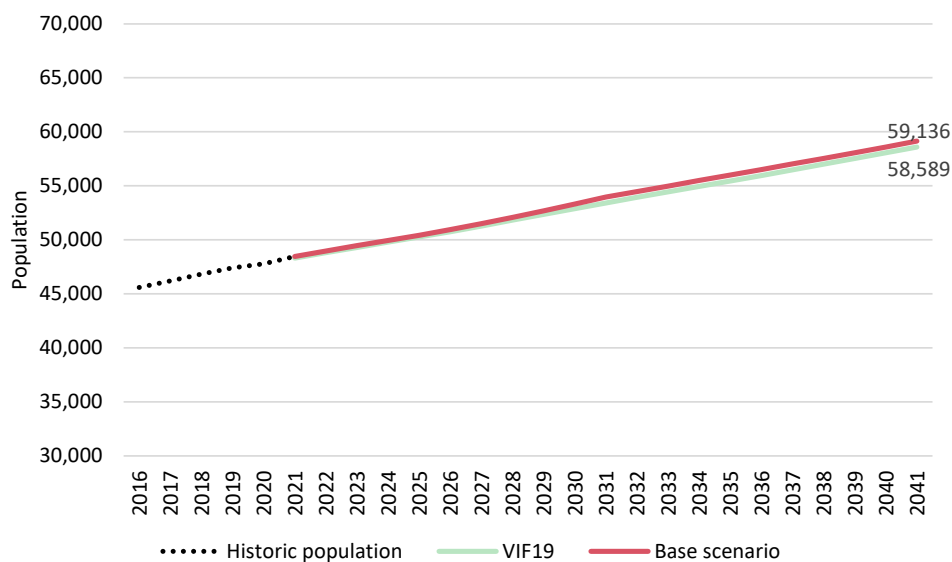
The key driver of housing demand in East Gippsland is population growth. The following section presents two population growth scenarios: a base case scenario utilising official state government population projections adjusted for COVID-19 recovery rates, as well as an alternative population scenario which accounts for higher recent growth rates.

#### 'Base case' population forecast

The Victoria in Future (VIF) forecast is produced by the Victorian Government and provides planning assumptions with a common approach across the State to the year 2036. VIF19 projects the total estimated residential population (ERP) in the LGA. ERP is a population estimate created by the ABS, and historical ERP is the best available estimate of the overall population. In creating ERP estimates, the ABS corrects for undercounts in the ABS census, residents temporarily overseas and other small corrections, and so ERP figures are higher than census counts.

Since the release of the most recent VIF forecasts in 2019, the Covid-19 pandemic has disrupted and shifted population growth trends. The Australian Government's Centre for Population's 2022 Population Statement details the early impacts of the Covid-19 pandemic on Australia's population and projects its impact into the future. The '2022 Population Statement' provides updated regional growth rates that have been used to adjust the VIF19 forecast.

Figure 23 and Table 11 show the comparison between VIF19 forecasts and the base case scenario with adjusted COVID-19 recovery rates. The base scenario results in a marginally higher population change over the 20-year period compared to the VIF19 forecast. The base population scenario sees a population of 59,136 in 2041.

**FIGURE 23: BASE POPULATION PROJECTIONS SCENARIO COMPARED TO VIF19 PROJECTION, 2021-2041**

Source: SGS Economics & Planning based on Victoria in Future 19 Forecasts and the Centre for Population '2022 Population Statement'.

**TABLE 11: BASE POPULATION PROJECTIONS SCENARIO COMPARED TO VIF19 PROJECTION, 2021-2041**

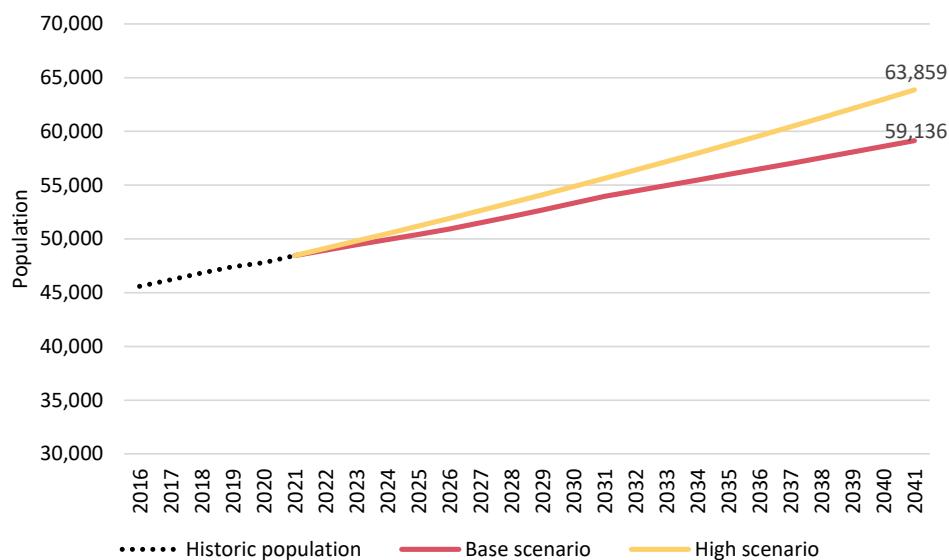
	2021	2026	2031	2036	2041	Change 2021-41	Av. Per Yr	AAGR
VIF19	48,316	50,752	53,418	55,956	58,589	+10,272	+514	0.97%
Base scenario	48,453	50,937	53,965	56,503	59,136	+10,683	+534	1.00%

Source: SGS Economics & Planning based on Victoria in Future 19 Forecasts and the Centre for Population '2022 Population Statement'.

#### Alternative population scenario: High scenario

A high population scenario has also been prepared to provide an optimistic scenario for planning. The high growth scenario projects forward the average annual growth rate between 2020-2021 of 1.39 per cent which was higher than both the previous five years AAGR (1.22 per cent) and the previous 10 years AAGR (1.24 per cent). Figure 244 and Table 12 compare the base and high population projection scenarios. The high population scenario sees a population of 63,859 in 2041.

FIGURE 24: COMPARISON OF BASE AND HIGH POPULATION PROJECTION SCENARIOS, 2021-2041



Source: SGS Economics & Planning based on Victoria in Future 19 Forecasts and the Centre for Population '2022 Population Statement'.

TABLE 12: COMPARISON OF BASE AND HIGH POPULATION PROJECTION SCENARIOS, 2021-2041

	2021	2026	2031	2036	2041	Change 2021-41	Av. Per Yr	AAGR
Base scenario	48,453	50,937	53,965	56,503	59,136	+10,683	+534	1.00%
High scenario	48,453	51,915	55,625	59,600	63,859	+15,406	+765	1.39%

Source: SGS Economics & Planning based on Victoria in Future 19 Forecasts and the Centre for Population '2022 Population Statement'.

#### Adopting a preferred scenario

The high population scenario has been adopted as the preferred population projection scenario. This will see an additional 15,406 people between 2021 and 2041 in East Gippsland, taking the population to a total of 63,859 in 2041. Adopting the high scenario as the preferred population projection scenario provides greater certainty that if higher levels of growth were sustained into the future, East Gippsland will be able to accommodate the population growth.

## 5.2 Forecast dwelling demand

SGS's Housing Demand Model forecasts the number of dwellings needed by type and size for the future projected population in a given area. The model synthesises population projections, local demographic trends and local trends in the revealed housing preferences for different household types (i.e. what proportion of households live in each kind of dwelling).

Forecast population by age groups is translated into family members using trends observed in the 1996 to 2016 ABS Census. This captures gradual changes in the formation of families (for example, an increase in lone person households and more complex family structures in general) and shifts in population demographics (such as an ageing population).

Family members are then translated into households by family type. Finally, households by family type are translated into underlying demand for dwellings by structure type based on trends evident in the 1996 to 2016 ABS Census. This approach captures changes in implied consumer preferences such as a shift in preference towards higher density housing as household's trade-off dwelling size for higher accessibility and amenity based on past housing consumption patterns.

It is cautioned that the SGS forecast model takes the *observed trend* in household type by dwelling type data and forecasts this into the future (within bounded limits to ensure that trends do not continue unrealistically). The observed trends are the result of housing supply (as produced by developers) and market regulation through the planning system.

There is strong evidence (from past SGS research and anecdotal evidence) in some contexts that supply is mismatched against actual (latent) demand through the under-provision of attached dwellings and apartments. And as outlined throughout this project, there is also evidence that COVID-19 and the related shifts in working-from-home practices may be influencing housing preferences in the opposite direction.

Therefore, the housing demand estimates presented below represent a base case for consideration of housing need across the Shire. Potential to meet projected total demand for housing through an alternative distribution of housing types (e.g. greater focus on smaller more diverse dwelling stock) will be discussed in further detail below.

### Base dwelling demand scenario: SGS' Housing Demand Model

The base dwelling demand scenario has been forecast using SGS' Housing Demand Model (HDM) and draws on the adopted high population growth scenario discussed in the previous section. Overall, the base dwelling demand scenario indicates that there would need to be an additional 5,390 dwellings by 2041.

**TABLE 13: BASE SCENARIO HOUSING DEMAND RESULTS**

Dwelling type	2021	2026	2031	2036	2041	Change	AAGR
High density	19	20	21	22	22	+3	0.7%
Medium density	2,102	2,210	2,340	2,438	2,552	+450	1.0%

Other	482	505	535	557	583	+101	1.0%
Separate house	23,326	24,267	25,686	26,926	28,162	+4,836	0.9%
Total	25,929	27,002	28,582	29,943	31,319	+5,390	0.9%

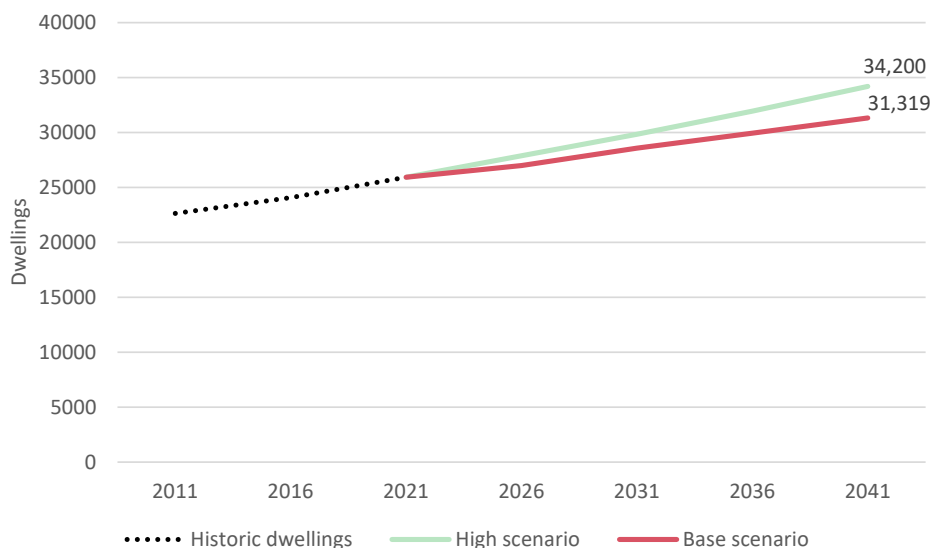
Separate houses make up the majority of additional housing demand (around 90 per cent), with medium and high density housing making up less than 10 per cent of housing demand. However, as explained above, the HDM projects forward past trends and so the future dwelling split shown here can change course based on appropriate policy levers and action through Council and other stakeholders.

#### High dwelling demand scenario: Recent development trends projected

An alternative future dwelling demand scenario has been prepared that projects forward recent development trends across East Gippsland and provides a high dwelling demand scenario that is more optimistic. The high dwelling demand scenario projects forward the historic AAGR of dwellings between 2016 to 2021 at 1.49 per cent for five years and then the historic AAGR of dwellings between 2011 and 2021 at 1.37 per cent for the remaining 15 years. This results in East Gippsland requiring an additional 8,271 dwellings by 2041.

A comparison between the total number of dwellings projected for East Gippsland between 2021 to 2041 is shown in Figure 25.

**FIGURE 25: COMPARISON OF BASE AND HIGH DWELLING DEMAND SCENARIOS, 2021-2041**



Source: SGS Economics & Planning based on ABS Census of Population and Housing, 2021



### Adopting a preferred demand scenario

The high dwelling demand scenario has been adopted as the preferred demand scenario. Using the preferred high demand scenario provides a greater level of certainty that if higher growth rates of dwellings continued into the future, East Gippsland will be able to accommodate the higher level of dwelling demand. This will see demand for an additional 8,271 dwellings in East Gippsland between 2021 and 2041.

### District housing demand

Table 14 shows the share of dwellings across East Gippsland's districts in 2021 and the distribution of growth between 2016 and 2021. The following factors have then been considered to project the percentage split of future demand for dwellings across East Gippsland's districts:

- Historical growth rates
- The desired role and function of settlements
- Environmental values and risks
- Preferred development outcomes

**TABLE 14: SHARE OF DWELLING DEMAND BY DISTRICT, 2016 TO 2021 AND 2041**

District	Dwellings 2021		Change in dwellings 2016-2021		Expected percentage split of demand (2021-2041)	Future dwelling demand 2041
	#	%	#	%		#
Bairnsdale	8,502	33%	690	31%	37%	3060
Paynesville	3,383	13%	299	13%	23%	1902
Lakes Entrance	4,991	19%	417	19%	20%	1654
Metung	1,451	6%	285	13%	4%	331
Orbost	2,002	7%	144	6%	4%	331
Twin Rivers	1,322	5%	141	6%	4%	331
Lindenow	913	4%	103	5%	3%	248
Omeo	1,064	4%	61	3%	3%	248
Other	2345	9%	78	4%	2%	165
<b>Total</b>	<b>25,973</b>	<b>100%</b>	<b>2,218</b>	<b>100%</b>	<b>100</b>	<b>8,271</b>

Source: SGS Economics and Planning, 2023; based on ABS Census of Population and Housing, 2021

### 5.3 Housing capacity assessment

This section quantifies the additional housing that could be built under existing planning controls broken down by town and zone. Further details on the housing capacity method, analysis and results can be found in Appendix B.

#### Housing capacity method

Assessment has been undertaken to determine the extent to which forecast demand for dwellings can be accommodated within existing, residentially zoned areas (development *capacity*).

Housing capacity is an estimate of the quantum of housing that could be accommodated in an area. It is based on existing planning controls, recent housing supply trends and planned future land-release precincts. It is a theoretical assessment of the maximum number of dwellings that could be developed. It follows from a high-level analysis and is intended to be indicative rather than absolute.

Only a small portion of available lots are likely to be developed in any one year and some lots are likely to be withheld from development. For these reasons, greater capacity than (expected) demand is required to ensure that future development is not constrained. There are likely to be site-specific attributes which may affect the development potential of some sites, but which cannot be assessed in an LGA-wide capacity analysis.

#### Limitations of the analysis

The housing demand and capacity model is fit for purpose in a strategic planning context. There are, however, some limitations to this analysis – and therefore this should not be applied in other contexts.

The steps in the housing capacity model, such as available land identification, is based on broad-based assumptions on built form and as such should not be considered on a site-by-site level. Net capacity is derived using building information available through spatial layers and will not always be accurate with all developments.

Realised capacity is trend-based using information provided by East Gippsland Shire Council. It does not account for what time it could be realised, if the development is feasible given current or future market conditions, if a landowner is willing to develop the site, or the likelihood of a planning permit being issued.

#### Key data sources

The following key data sources have been used to build a cadastral base layer for the housing capacity analysis:

- The base property layer is formed from Vicmap Property for the East Gippsland LGA.
- The Geoscape Dataset is developed by PSMA Australia and records the footprint and height of every building in Australia, matched against addresses. This dataset has been used to identify the site coverage and approximate gross floor area on each property.
- The Geoscape Dataset also contains information on the number of addresses associated with each property and in some cases which of them are residential. This has been combined with the

geocoded national address file (GNAF) dataset and land zoning to identify how many addresses are on each property, and then to estimate how many of them are residential.

- Existing land uses have been profiled based on feature of interest data released by the Victorian Government.
- Data from the Google Maps API has also been integrated into existing land use data.

#### Inputs and exclusions in the capacity model

The housing capacity assessment takes into consideration the following factors:

##### *Inputs*

- **Land use zone and lot size:** Different residential zones have differing requirements regarding minimum lot sizes and servicing requirements etc.
- **Existing development patterns:** Existing development and lot size patterns (i.e. median and average lot size) were examined on a precinct scale to determine likely potential future development outcomes.

##### *Exclusions*

- **Land use exclusions:** Properties were excluded if they contain social infrastructure or other land uses which are likely to be in place over the next 20 years. These land uses include infrastructure, social infrastructure and community uses which either should not be redeveloped given the valuable role they play for the community, or which are unlikely to be redeveloped on a reasonable timeframe. The following land uses have been excluded from redevelopment:
  - Schools
  - Other major educational facilities
  - Retirement villages
  - Hospitals and major medical centres
  - Gardens, parks and sports grounds
  - Power sub-stations
  - Community centres.
- **Multi-unit development and subdivision:** Locations where there are multiple property owners (i.e. strata title) or where the original subdivision pattern has been further subdivided (i.e. shared lots) are likely to significantly limit the development potential of these sites.

Sites which contain multiple residential dwellings have also been excluded even if they are under single ownership as having multiple dwellings is likely to inflate land prices making redevelopment less feasible or likely than on other sites. These properties are unlikely to be redeveloped unless very high densities are proposed, and until other development sites are exhausted.

- **Recent development:** Properties which have been recently developed are less likely to be redeveloped in the short-medium term given the recent investment in them.

- **Irregular blocks and manual checks:** Blocks with a highly irregular shape are not likely to be real properties available for development and so were excluded.

Available properties with high yields were also manually checked to ensure that irregular blocks and blocks deemed to be unlikely to be developed were not included.

- **Areas subject to natural hazards (bushfire, flooding, excessive slope):** Clause 13 of the East Gippsland Planning Scheme Planning Policy Framework addresses Environmental Risk. Areas subject to flooding and bushfire risk, steep slopes (as a proxy for landslip), and within environmental buffers were removed from the analysis.

## 5.4 Net capacity

The results show that there is existing theoretical capacity for approximately 12,358 dwellings across the Shire. Around one third of existing theoretical capacity is within land subject to an existing Structure Plan or Development Plan.

**TABLE 15: HOUSING CAPACITY BY DISTRICT**

District	Dwelling capacity	Capacity (ha)
Bairnsdale	4,250	2,306
Lakes Entrance	2,052	983
Paynesville	3,054	657
Orbost	500	223
Twin Rivers	858	1,202
Omeo	273	126
Metung	456	207
Lindenow	396	297
Other	519	930
<b>Total</b>	<b>12,358</b>	<b>6,930</b>

Source: SGS Economics & Planning, 2023

The housing capacity assessment includes key development and structure plan areas across East Gippsland. These are areas identified for growth and are either already residentially zoned or identified for future residential use. The table below sets out key development and structure plan areas currently being developed, identified for future development or nearing completion. These areas are considered as short-term supply. The remaining capacity of these areas represents around 30 per cent of total future housing in East Gippsland.

TABLE 16: KEY DEVELOPMENT PLANS AND STRUCTURE PLANS

Town	Structure Plan/ Development Plan	Planned dwellings	% complete
Bairnsdale	East Bairnsdale/Lucknow Precinct Structure Plan (2013)	650	10%
Bairnsdale	Shannon Waters	735	30%
Bairnsdale	Brookfield Lakes	525	5%
Paynesville	Paynesville Growth Area Structure Plan (2016)	1,375	0%
Lakes Entrance	Lakes Entrance Northern Growth Area Structure Plan	1,500	5%

Source: East Gippsland Shire Council, various dates

## 5.5 Supply gap analysis

Using the demand split across East Gippsland's districts set out in Section 5.2, the capacity results are compared in Table 17 to show the theoretical demand and capacity supply gap. The analysis shows that each of East Gippsland's districts meets and exceeds 20 years of supply. Significantly, in Bairnsdale, where the largest share of growth is expected has 28 years of supply, Paynesville shows 32 years of supply and Lakes Entrance shows 25 years of supply.

TABLE 17: HOUSING DEMAND VS CAPACITY BY DISTRICT TO 2041

District	Share of dwelling demand (%)	Demand 2041 (Dwellings)	Capacity 2041 (Dwellings)	Capacity gap (Dwellings)	Years of supply
Bairnsdale	37%	3,060	4,250	1,190	28
Paynesville	23%	1,902	3,054	1,152	32
Lakes Entrance	20%	1,654	2,052	398	25
Twin Rivers	4%	331	858	527	52
Orbost	4%	331	500	169	30
Omeo	4%	248	273	25	22
Metung	3%	331	456	125	28
Lindenow	3%	248	396	148	32

Other	2%	165	519	354	63
<b>LGA Total</b>	<b>100%</b>	<b>8,271</b>	<b>12,358</b>	<b>4,087</b>	<b>30</b>

Source: SGS Economics & Planning, 2023

Demand has been compared to capacity by residential zones in Table 18. The demand split is based on past trends of dwelling change by zone over the previous 5 years. The results show that there are large amounts of surplus capacity within GRZ across East Gippsland, and sufficient capacity to meet the Victorian Government's requirement for 15 years of land supply across all other zones (noting this requirement is assessed on a municipal-wide basis across all residential zoning categories).

**TABLE 18: DEMAND VS CAPACITY BY ZONE TO 2041**

Zone	Change 2016-2021	Share of dwellings demand (%)	Demand 2041 (Dwellings)	Capacity 2041 (Dwellings)	Demand-Capacity Gap (Dwellings)	Years of supply
<b>GRZ1 (+proposed GRZ)</b>	861	58%	4,763	8,580	3,817	36
<b>LDRZ</b>	398	27%	2,202	2,090	-112	19
<b>TZ</b>	73	5%	404	860	456	43
<b>RLZ</b>	163	11%	902	828	-74	18
<b>Total</b>	<b>1,495</b>	<b>100%</b>	<b>8,271</b>	<b>12,358</b>	<b>+4,087</b>	<b>30</b>

Source: SGS Economics & Planning, 2023

## 5.6 Conservative capacity scenario

To provide a more cautious scenario for long term planning, a conservative capacity scenario has also been modelled and the results are shown in Table 199. The conservative scenario is based on the assumption that not all large identified lots will become available to develop over the 20 year period. The conservative capacity scenario was calculated with an overall 20 percent reduction in dwelling yield of all lots over 4,000 square metres. The conservative dwelling capacity scenario shows that there is still 27 years of supply at the Shire level. While all districts meet the State Government required 15 year capacity requirement, Paynesville and Omeo show 19 years of supply and 15 years of supply respectively.

**TABLE 19: COMPARISON OF BASE CAPACITY AND CONSERVATIVE CAPACITY SCENARIOS**

District	Share of dwelling	Base capacity	Conservative capacity
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	demand (%)	Demand 2041 (Dwellings)	Capacity to 2041 (Dwellings)	Capacity gap	Years of supply	Capacity to 2041 (Dwellings)	Demand-Capacity Gap (Dwellings)	Years of supply
<b>Bairnsdale</b>	37%	3,060	4,250	1,190	28	3,741	+680	24
<b>Paynesville</b>	23%	1,902	3,054	1,152	32	1,845	-57	19
<b>Lakes Entrance</b>	20%	1,654	2,052	398	25	2,876	+1,222	35
<b>Twin Rivers</b>	4%	331	858	527	52	458	+128	28
<b>Orbost</b>	4%	331	500	169	30	774	+443	47
<b>Omeo</b>	4%	331	273	25	22	248	-82	15
<b>Metung</b>	3%	248	456	125	28	408	+160	33
<b>Lindenow</b>	3%	248	396	148	32	345	+97	28
<b>Other</b>	2%	165	519	354	63	469	+304	57
<b>LGA Total</b>	<b>100%</b>	<b>8,271</b>	<b>12,358</b>	<b>4,087</b>	<b>30</b>	<b>11,165</b>	<b>+3,197</b>	<b>27</b>

Source: SGS Economics & Planning, 2023

## 5.7 Additional barriers

Providing sufficient, residentially zoned land is essential to enabling sufficient housing supply and supporting the proper functioning of housing markets. However, there are other factors (some outside of the purview of local government) that are necessary to facilitate housing development.

Stimulating housing supply in regional areas is a complex problem that is currently subject to extensive investigation by several state and regional agencies. While much of this work is ongoing, the following have been identified as barriers to housing across regional Victoria:

- **Provision of servicing infrastructure:** It can be prohibitively expensive to service housing lots with water or sewerage infrastructure. There is a mismatch between the planned infrastructure delivery, population growth rates and the cost/revenue structure of the water authorities. This mismatch limits the ability of water authorities to bring forward or expand their capital expenditure to meet demand, noting that the timelines associated with significant infrastructure projects is itself a challenge in meeting unanticipated demand.
- **Land withholding in greenfield areas:** In some locations, land is not developed as there is no compelling reason for landowners to sell. Landowners may have particular price expectations and if this is not being offered, then they can continue to use the land productively, and hold it in the expectation that prices will rise in future. Land being held back from development can also be influenced by the upfront costs of infrastructure provision.

At a more basic level some landowners might not necessarily know what to do with their land (in terms of development potential) and need direction. Others may hold onto their land because they do not want to see change.

- **Local geography and settlement patterns:** The location, geography and settlement patterns of many rural towns and settlements creates a range of barriers to development, including:
  - **Onsite wastewater management** is required as the towns aren't connected to reticulated wastewater infrastructure. In some instances, smaller lots (particularly those zoned LDRZ or RLZ) can be left vacant because the lots are too small to meet EPA guidelines and codes of practice. The alternative (expansion of reticulated services to these small towns) is prohibitively costly, and it is generally accepted that it is not possible (or desirable) to service all small towns.
  - **The timely provision of other development infrastructure**, such as roads, drainage infrastructure, bicycle and footpaths, public transport and open space is also a barrier to development in some locations, particularly where a Development Contributions Plan (DCP) is not in operation.
  - **A lack of staffing and labour resources** can impact delivery timeframes for the construction of infrastructure and is a major issue in the region as there not enough builders or contractors.
- **Development feasibility:** in some areas, the costs of developing a dwelling are greater than the potential sale price the developer or builder would receive, rendering development unfeasible. The sometimes marginal feasibility of developing medium and higher density housing is a particular problem for adding to and diversifying the housing stock in regional Victoria. There is current demand for this type of housing, from ageing and downsizing households and seasonal and essential workers, but development costs, and risks associated with approvals, site constraints, apparently limited market depth and ultimate sale values, constrains the market provision of this stock.
- **Size and structure of the development industry:** the annual demand for new housing is limited in many regional areas. The modest size of housing markets in small towns and rural areas is a barrier to responsive and more innovative development. In these situations, the size of the market cannot support a sufficient body of competitive suppliers, setting up actual or near 'natural monopoly' amongst very few active developers.
- **Skills and awareness of development industry:** as well as the scale of the development industry, there is also a challenge regarding the diversification into new products. The expertise required to deliver medium and higher density may not be present, and it is more straightforward to continue developing the same products, despite there being demand for alternative products.

As well as identifying suitable areas and patterns for housing growth, the East Gippsland Housing and Settlement Strategy will consider how council, in partnership with other relevant stakeholders and agencies, can support housing delivery.

## 5.8 Implications for housing and settlement strategy

At a municipal level, there is 30 years of residential supply across East Gippsland Shire, showing that there is ample capacity to accommodate housing and population growth across East Gippsland's



settlements. Victorian Government policy requires local governments to accommodate a projected population over at least a 15-year period and provide clear direction on locations where growth should occur. With 30 years of residential capacity identified, current planning controls can accommodate a high population growth scenario over the 20-year timeframe. With 27 years of residential capacity identified through the conservative capacity assessment, current planning controls can accommodate a high population growth scenario over the 20-year timeframe at the Shire level, and at least a 15-year time frame at the sub-regional level.

## 6. Social and affordable housing

This section defines key terms (including affordable housing, housing affordability and housing stress), introduces the “affordable housing spectrum”, identifies current and projected need for housing assistance in East Gippsland Shire, and articulates the benefits to individuals and the broader community from addressing need.

### 6.1 Affordable housing versus housing affordability

Affordable housing and housing affordability are two closely related but independent concepts. The term **housing affordability** refers to the general cost of housing relative to incomes. Housing affordability has become a significant concern in recent decades as rent and house prices have increased rapidly in comparison to wage growth, making it more difficult for households to afford suitable accommodation. On the other hand, for many households that are already ‘on the home ownership ladder’ this increase in prices has generated significant wealth.

The term **affordable housing** generally refers to rental housing that is available to lower income households which is affordable for their level of income. The specific forms and models that affordable housing can take are varied. There is no universal or precise definition of affordable housing, however, the Victorian Government definition set out in section 7.2 has become widely adopted in Victoria.

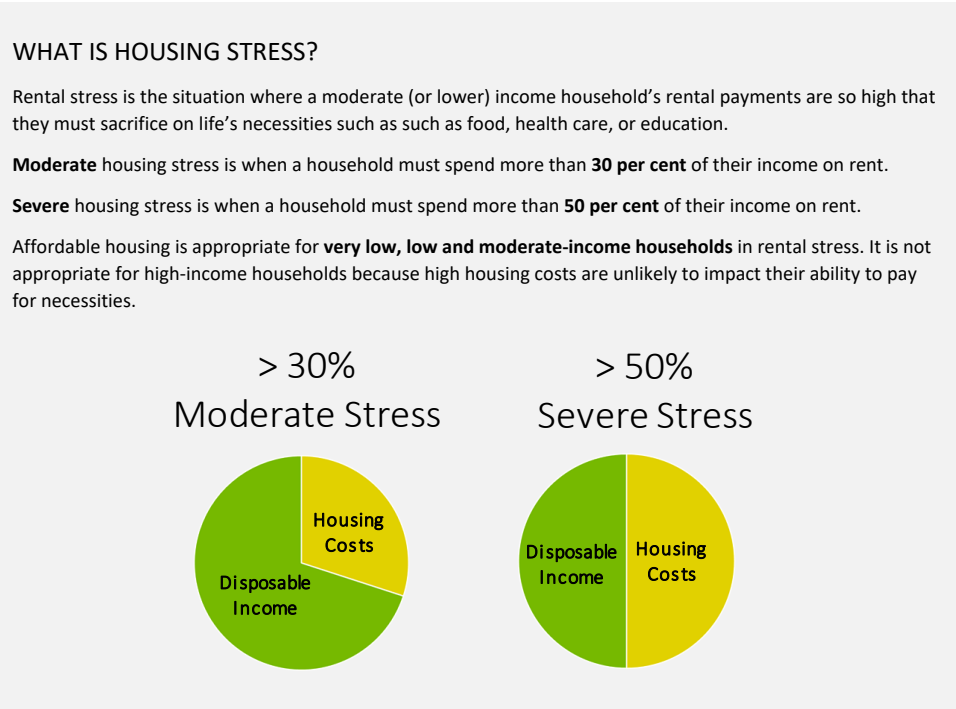
Unlike the analysis of housing affordability, which considers people at all income levels, affordable housing is typically targeted at lower income households. Affordable housing also focusses on the affordability of renting a dwelling, while the analysis of housing affordability is more focussed on property ownership (although rents are sometimes also considered).

Social and affordable housing policies seek to address failures in the rental housing market such that segments of society are not excluded from living, working, and participating in the local community. Policies that support home ownership have broader objectives that address the financial security of households, their long-term investments, and retirement savings. The primary impact of these policies is on the assets and investments of a household.

### 6.2 What housing is affordable?

The affordability of housing depends on the income of the household. When housing costs are too high, relative to income, a household can find themselves in housing stress. **Housing stress** is a situation in which a household’s rental payments are so high that they must sacrifice on food, health care, education and other necessities.

When households have low or moderate incomes and experience housing stress, they are considered in need of affordable housing. Households with higher incomes are excluded because high housing costs do not typically impact their ability to pay for necessities. They also have more choice over their housing costs because they are often able to reduce their housing expenditure (by moving) while lower income households often cannot.



Therefore, housing is considered affordable if the costs of that housing do not place the household into housing stress. Specifically, if the housing costs are below 30 per cent of gross income for households with very low, low or moderate incomes.

The Victorian Government has introduced a definition of affordable housing to the Planning and Environment Act 1987 being “housing that is appropriate to the needs of very low, low, and moderate-income households” (see text box below). This Strategy adopts the benchmark of housing costs being below 30 per cent of income as appropriate to the needs of these households as it implies that they would not be experiencing housing stress. Section 7.4 applies the benchmark to estimate the number of households in housing stress and identify the need for affordable housing.

### TECHNICAL DEFINITION UNDER THE PLANNING AND ENVIRONMENT ACT

A definition of **affordable housing** was introduced into Section 3AA of the *Planning and Environment Act 1987* in June 2018. Affordable housing is defined as housing (including social housing) that is appropriate to the needs of very low, low, and moderate-income households.

Income ranges for the three income 'quintiles' are provided for three different household types: single adults, couples without dependents and families with dependents. These are updated periodically, and the current ranges are shown in Table 20 below. The analysis in this report assumes that the income is gross income before tax.

**Social housing** is a subset of affordable housing. The Department of Health and Human Services (DHSS) defines social housing as "housing that is provided to eligible households, with rents subsidised to ensure that households pay an affordable rent" and is owned and managed by either the Director of Housing (public housing) or Registered Housing Agencies (community housing).

**TABLE 20: ANNUAL INCOME RANGE OF HOUSEHOLDS ELIGIBLE FOR AFFORDABLE HOUSING (2020)**

Household	Very low (Bottom 20 per cent)	Low (Bottom 20% - 40%)	Moderate (Middle 40% to 60%)
Single adult	Up to \$19,020	\$19,021 to \$30,430	\$30,431 to \$45,640
Couple, no dependents	Up to \$28,520	\$28,521 to \$45,640	\$45,641 to \$68,460
Family with dependents (one or two parents)	Up to \$39,930	\$39,931 to \$63,900	\$63,901 to \$95,840

Source: Planning and Environment Act 1987, Section 3AB – Specification of Income ranges (Order in Council), 30 June 2020

## 6.3 Different types of affordable housing

Our communities require a range of housing types to cater for the needs of all households. It is useful to think of the various types of housing as forming a housing supply continuum where the level of assistance or subsidy required is highest at one end of the continuum, and progressively decreases at the other. This concept is illustrated in Figure 8.

**Home ownership and private market affordable rental housing** are the categories furthest to the right of the spectrum. This is housing provided on the open market without any government subsidy. This makes up the largest portion of affordable housing because most households can generally find themselves a dwelling that they can afford when searching the rental market. However, the share of 'market affordable' housing is declining. Hence, the need for policies and interventions to increase the supply of other types of affordable housing.

**Social housing** is a subset of affordable housing and refers to either public housing (government owned) or community housing (owned by a not-for-profit organisation).

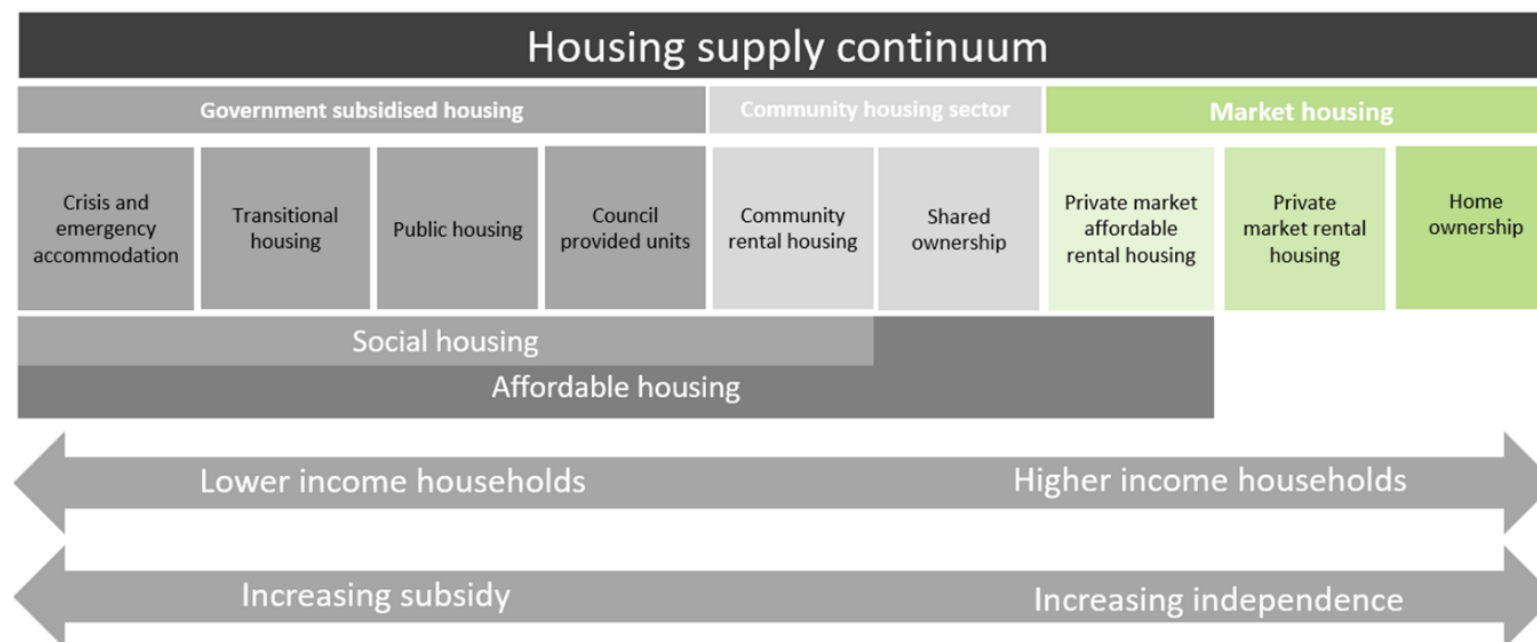
**Public housing** owned by the Victorian Government is generally made available to the lowest income groups and households with the highest needs who are homeless, escaping or have escaped family

violence, have a disability or significant support needs or with special housing needs. Crisis and emergency accommodation and transitional housing are also funded by government.

**Community rental housing** – that is, housing owned and operated by Registered Housing Agencies – accommodates a broader range of households. They accommodate both high needs households that have very little or no income as well as some households that can afford to pay higher rents that may, in some instances, be much closer to market rents.

Some models are designed to help people purchase a home in the affordable housing spectrum, such as **shared ownership** in the spectrum below. However, these models and their associated policies should be kept separate from affordable housing because they have different objectives and impacts.

FIGURE 26: HOUSING SUPPLY CONTINUUM



Source: SGS Economics and Planning (2021)

#### 6.4 Measuring need for social and affordable housing in East Gippsland

Rapidly rising rents are contributing to a growing number of renter households and families in East Gippsland that are experiencing housing stress.

The impact of rising housing costs on households can be measured in different ways. One of these is **housing stress**, which quantifies whether households are spending a high proportion of their income on housing. **Households are said to be in housing stress if they have moderate, low, or very low incomes, and spend 30 per cent or more of their income on housing.**

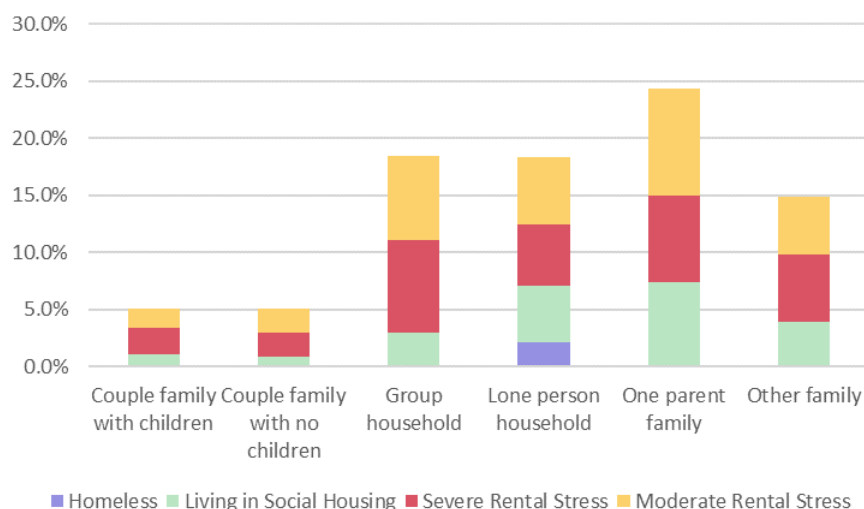
The number of households in housing stress is measured to provide an estimate of how much social and affordable housing is needed. Most households in housing stress would require housing assistance to access housing at an affordable rate.

- Lower income households are more likely to require housing assistance.
- People in social housing or who are experiencing homelessness all require housing assistance.
- Only some people at moderate incomes in housing stress may need affordable housing.

High house prices and rising monthly mortgage repayments are likely contributing to an increasing number of households experiencing mortgage stress. However, addressing mortgage stress requires policy solutions that are typically outside of the control of local government. As a result, this Strategy is primarily focused on rental stress in East Gippsland, and as such it does not quantify the total extent of housing stress (rental and mortgage) in the Shire.

There are 2,912 households in East Gippsland in social housing or experiencing housing stress, representing 13 per cent of all households. Figure 277 shows the number of households experiencing severe and moderate housing stress, broken down by household type and income. It shows that almost 24 per cent of all one-parent families in East Gippsland are experiencing housing stress, followed by almost 18 per cent of lone person households and 18 per cent of group households. Owing to this susceptibility to severe housing stress, these household types (one parent, lone person and group households) are also more likely to be in social housing than other household types.

FIGURE 27: HOUSEHOLDS EXPERIENCING RENTAL STRESS BY HOUSEHOLD TYPE, 2016



Source: SGS Economics & Planning 2022

There was an estimated 165 people experiencing homelessness in East Gippsland in 2022. The number of people experiencing homelessness is expected to rise to 189 persons by 2041.

Homeless persons include people living in improvised dwellings, tents or sleeping out, as well as those in supported accommodation; temporarily staying with other households; living in boarding houses; persons in temporary lodgings; and persons living in severely crowded dwellings. It is worth noting that the ABS survey typically undercounts the prevalence of homelessness so the number may be higher than shown.

The prevalence of rental stress is likely to increase as East Gippsland's population grows. Without any intervention, the number of households in rental stress could rise to 3,130 by 2041, including 1,289 lone person households and 789 one parent families in rental stress.

The number of households experiencing housing stress is used as a base to measure the level of need for social and affordable housing, with some adjustments.

There are some instances when households might be temporarily in stress (for example, following the birth of a child, when experiencing short term unemployment, or adjusting to the breakdown of a relationship) or when households might pay higher housing costs by choice (to live in a better house, better neighbourhood, locations where transport costs are lower).

'Unformed' households that are priced out of the market are also likely to be in evidence. These unformed households might include younger family members that would prefer to leave the parental home but cannot afford to, elderly family members that must live with other family members to have affordable accommodation, or multiple families occupying a single dwelling.



**In 2021, the estimated total need for housing assistance (social or affordable housing) in East Gippsland was 2,746 dwellings. For 2041, SGS's estimate of the total need for assistance, is 2,940 dwellings.**

Those households most in need of assistance are eligible for placement in public housing. In East Gippsland, there are currently 732 social housing dwellings available, approximately 3 per cent of all households. Based on historic rates of attrition, social housing stock is expected to decline to 684 dwellings by 2041. Another 1,650 households are on the priority access and register of interest waiting to move and transfer to a social housing property in the Outer Gippsland region.<sup>1</sup>

There remains a significant shortfall between the number of households requiring assistance and the number of available dwellings, a gap estimated currently at approximately 2,014.

If a relatively passive approach to investment in social housing is maintained, and the number of social housing dwellings in East Gippsland declines as expected, it can be expected that this gap in provision will increase to 2,256 by 2041. It is noted that the Victorian Government is taking action through the Big Housing Build program, which allocates \$60 million worth of funding for social and affordable housing in East Gippsland, however this funding will not be sufficient for the delivery of the required number of dwellings to meet forecast demand.

**To meet projected need for social and affordable housing, approximately one quarter of the 8,271 total forecast dwelling demand in East Gippsland to 2041 would be required to be delivered as social and affordable housing.**

## 6.5 Implications for housing and settlement strategy

Provision of housing along the housing spectrum is essential for safeguarding and enhancing East Gippsland as an attractive place to live and work. The HSS seeks to address broader concerns for housing affordability by ensuring sufficient supply of suitable zoned residential land to ensure the smooth operation of the housing market, and providing policy support for alternative housing forms (such as medium density housing in well-serviced locations). The HSS also presents regulatory, partnership, and advocacy actions to promote increased supply of social housing.

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<sup>1</sup> Homes Victoria (2022), Victorian Housing Register preferred waiting list areas – 30 June 2022.

## 7. Summary and implications

### Policy context

- A key objective of the Victorian Government's Planning Policy Framework includes planning for 15 years of residential land supply on a municipal basis and providing clear direction on where growth should go.
- Other relevant objectives include promoting sustainable growth and development, protecting and conserving biodiversity, minimising the impacts of natural hazards and climate change, protecting natural resources, and facilitating housing to meet community needs.
- The application of planning zones and overlays across the Shire regulate housing capacity and development form.
- Local strategies and plan provide detailed guidance for development in existing growth areas.

### Population and housing profile

- East Gippsland has an ageing population. From 2016 to 2021 the number of people aged 70+ years accounted for 46% of the population growth over this period. The ageing population in East Gippsland reflects that the area is a popular location for retirement living.
- East Gippsland has a smaller household size in comparison to Regional Victoria which reflects East Gippsland's ageing population and high number of lone person households.
- Like many regional municipalities in Victoria, East Gippsland has experienced higher levels of population growth over recent years, in part due to the effects the Covid-19 pandemic had on internal migration to rural areas.
- East Gippsland's housing stock consists predominantly of separate houses and there is an overall lack of diversity in the types of dwellings available in East Gippsland.
- Bairnsdale, Lakes Entrance and Paynesville have maintained the largest share of dwellings within the Shire across census years and together account for around 65% of dwellings in East Gippsland.
- Housing affordability is a significant issue within East Gippsland. Both changes in house prices and rental prices across East Gippsland have significantly outpaced household incomes creating a decline in both housing and rental affordability.
- The number of unoccupied private dwellings indicates higher levels of holiday homes in East Gippsland compared to both regional Victoria and metro Melbourne. Short term rental accommodation is most common in Bairnsdale and Paynesville. Short term rental accommodation provides much needed tourist accommodation, however, can contribute to tensions within communities and can exacerbate issues with housing affordability.

### Housing demand and capacity

- Adopting a high population growth scenario, East Gippsland's population is expected to grow to a total of 63,859 in 2041. This will see an additional 15,406 people between 2021 and 2041.

- To reflect an optimistic growth scenario for East Gippsland, a high growth scenario has been adopted as the preferred demand scenario. This will see demand for an additional 8,271 dwellings in East Gippsland between 2021 and 2041.
- The districts of Bairnsdale, Paynesville and Lakes Entrance are expected to accommodate up to 80 per cent of future dwelling demand.
- Housing capacity modelling results show that there is existing theoretical capacity for approximately 12,358 dwellings across the Shire. Around one third of existing theoretical capacity is within land designated for residential development in an existing Structure Plan or Development Plan.
- This quantum of capacity translates to over 30 years of residential supply across East Gippsland Shire, showing that there is ample capacity to accommodate housing and population growth across East Gippsland's settlements.
- Even under a conservative capacity scenario current planning controls can accommodate a high population growth scenario over the 20-year timeframe at the Shire level, and at least a 15-year time frame at the sub-regional level (meeting State Government planning requirements).
- While there exists sufficient capacity within existing zoned residential areas, other barriers may impede the supply of housing, such as costs of delivery of catalyst infrastructure, land withholding, depth of the development industry and development feasibility. Many of these barriers are outside of the direct influence of the planning system and will require tailored and targeted strategies to overcome across local and State Government functions.

**Social and affordable housing**

- In 2021, the estimated total need for housing assistance (social or affordable housing) in East Gippsland was 2,746 dwellings. For 2041, SGS's estimate of the total need for assistance, is 2,940 dwellings.
- To meet projected need for social and affordable housing, approximately 25% of the 8,271 total forecast dwelling demand (or 2,050 homes) in East Gippsland to 2041 would be required to be delivered as social and affordable housing.
- Provision of housing along the housing spectrum is essential for safeguarding and enhancing East Gippsland as an attractive and inclusive place to live and work.

# Appendix A: Planning policy

This section sets out the planning policy framework at a State and local government level as it applies to planning for urban land in the East Gippsland Shire.

## East Gippsland Planning Scheme

The East Gippsland Planning Scheme is made up of State, regional and local policies, which set directions for land use, development, and environmental management. The Planning Scheme highlights opportunities and challenges facing East Gippsland and sets out planning controls to manage land use and development including local policies, zones and overlays.

The East Gippsland Planning Scheme is arranged with a high level Municipal Planning Strategy (MPS) and more detailed policy direction within a Planning Policy Framework (PPF). The East Gippsland Planning was subject to an independent review in 2022 with the recommendations of this review to be implemented via updates to the MPS and PPF (scheduled to take place in 2024-2025).

### Municipal Planning Strategy

The Municipal Planning Strategy (MPS) comprises a context, vision and strategic directions for land use planning in East Gippsland, accompanied by a strategic framework plan.

### Planning Policy Framework

The PPF comprises detailed State, regional and local policy based on the following themes:

- Clause 11 - Settlement
  - Clause 12 - Environment and landscape values
  - Clause 13 - Environmental risks and amenity
  - Clause 14 - Natural resource management
  - Clause 15 - Built environment and heritage
- Clause 16 - Housing
  - Clause 17 - Economic development
  - Clause 18 - Transport
  - Clause 19 - Infrastructure.

## Zones and Overlays

TABLE 21: ZONES IN EAST GIPPSLAND'S URBAN AREAS

Clause	Purpose
Residential Zones	
32.03 Low Density Residential Zone (LDRZ)	<ul style="list-style-type: none"><li>To provide for low-density residential development on lots which, in the absence of reticulated sewerage, can treat and retain all wastewater.</li></ul>

Clause	Purpose
32.04 Mixed Use Zone (MUZ)	<ul style="list-style-type: none"> <li>To provide for a range of residential, commercial, industrial and other uses which complement the mixed-use function of the locality.</li> <li>To provide for housing at higher densities.</li> <li>To encourage development that responds to the existing or preferred neighbourhood character of the area.</li> <li>To facilitate the use, development and redevelopment of land in accordance with the objectives specified in a schedule to this zone.</li> </ul>
32.05 Township Zone (TZ)	<ul style="list-style-type: none"> <li>To provide for residential development and a range of commercial, industrial and other uses in small towns.</li> <li>To encourage development that respects the neighbourhood character of the area.</li> <li>To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.</li> </ul>
32.08 General Residential Zone (GRZ)	<ul style="list-style-type: none"> <li>To encourage development that respects the neighbourhood character of the area.</li> <li>To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport.</li> <li>To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.</li> </ul>
<b>Industrial Zones</b>	
33.01 Industrial 1 Zone (IN1Z)	<ul style="list-style-type: none"> <li>To provide for manufacturing industry, the storage and distribution of goods and associated uses in a manner which does not affect the safety and amenity of local communities.</li> </ul>
33.03 Industrial 3 Zone (IN3Z)	<ul style="list-style-type: none"> <li>To provide for industries and associated uses in specific areas where special consideration of the nature and impacts of industrial uses is required or to avoid inter-industry conflict.</li> <li>To provide a buffer between the Industrial 1 Zone or Industrial 2 Zone and local communities, which allows for industries and associated uses compatible with the nearby community.</li> <li>To allow limited retail opportunities including convenience shops, small scale supermarkets and associated shops in appropriate locations.</li> <li>To ensure that uses do not affect the safety and amenity of adjacent, more sensitive land uses.</li> </ul>
<b>Commercial Zones</b>	
34.01 Commercial 1 Zone (C1Z)	<ul style="list-style-type: none"> <li>To create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses.</li> <li>To provide for residential uses at densities complementary to the role and scale of the commercial centre.</li> </ul>

Clause	Purpose
34.02 Commercial 2 Zone (C2Z)	<ul style="list-style-type: none"> <li>To encourage commercial areas for offices, appropriate manufacturing and industries, bulky goods retailing, other retail uses, and associated business and commercial services.</li> <li>To ensure that uses do not affect the safety and amenity of adjacent, more sensitive uses.</li> </ul>
<b>Rural Zones</b>	
35.03 Rural Living Zone	<ul style="list-style-type: none"> <li>To provide for residential use in a rural environment.</li> <li>To provide for agricultural land uses which do not adversely affect the amenity of surrounding land uses.</li> <li>To protect and enhance the natural resources, biodiversity and landscape and heritage values of the area.</li> <li>To encourage use and development of land based on comprehensive and sustainable land management practices and infrastructure provision.</li> </ul>

TABLE 22: OVERLAYS IN EAST GIPPSLAND'S URBAN AREAS

Clause	Purpose
<b>Environmental and Landscape Overlays</b>	
42.01 Environmental Significance Overlay	<ul style="list-style-type: none"> <li>To identify areas where the development of land may be affected by environmental constraints.</li> <li>To ensure that development is compatible with identified environmental values.</li> </ul>
42.02 Vegetation Protection Overlay	<ul style="list-style-type: none"> <li>To protect areas of significant vegetation.</li> <li>To ensure that development minimises loss of vegetation.</li> <li>To preserve existing trees and other vegetation.</li> <li>To recognise vegetation protection areas as locations of special significance, natural beauty, interest and importance.</li> <li>To maintain and enhance habitat and habitat corridors for indigenous fauna.</li> <li>To encourage the regeneration of native vegetation.</li> </ul>
42.03 Significant Landscape Overlay	<ul style="list-style-type: none"> <li>To identify significant landscapes.</li> <li>To conserve and enhance the character of significant landscapes.</li> </ul>
<b>Heritage and Built Form Overlays</b>	
43.01 Heritage Overlay	<ul style="list-style-type: none"> <li>To conserve and enhance heritage places of natural or cultural significance.</li> <li>To conserve and enhance those elements which contribute to the significance of heritage places.</li> </ul>

Clause	Purpose
	<ul style="list-style-type: none"> <li>To ensure that development does not adversely affect the significance of heritage places.</li> <li>To conserve specified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.</li> </ul>
43.02 Design and Development Overlay	<ul style="list-style-type: none"> <li>To identify areas which are affected by specific requirements relating to the design and built form of new development.</li> </ul>
43.03 Incorporated Plan Overlay	<ul style="list-style-type: none"> <li>To identify areas which require: <ul style="list-style-type: none"> <li>The form and conditions of future use and development to be shown on an incorporated plan before a permit can be granted to use or develop the land.</li> <li>A planning scheme amendment before the incorporated plan can be changed.</li> </ul> </li> <li>To exempt an application from notice and review if it is generally in accordance with an incorporated plan.</li> </ul>
43.04 Development Plan Overlay	<ul style="list-style-type: none"> <li>To identify areas which require the form and conditions of future use and development to be shown on a development plan before a permit can be granted to use or develop the land.</li> <li>To exempt an application from notice and review if a development plan has been prepared to the satisfaction of the responsible authority.</li> </ul>
<b>Land Management Overlays</b>	
44.01 Erosion Management Overlay	<ul style="list-style-type: none"> <li>Erosion Management Overlay</li> </ul>
44.02 Salinity Management Overlay	<ul style="list-style-type: none"> <li>To identify areas subject to saline ground water discharge or high ground water recharge.</li> <li>To facilitate the stabilisation of areas affected by salinity.</li> <li>To encourage revegetation of areas which contribute to salinity.</li> <li>To encourage development to be undertaken in a manner which brings about a reduction in salinity recharge.</li> <li>To ensure development is compatible with site capability and the retention of vegetation and complies with the objectives of any salinity management plan for the area.</li> <li>To prevent damage to buildings and infrastructure from saline discharge and high water table.</li> </ul>
44.04 Land Subject to Inundation Overlay	<ul style="list-style-type: none"> <li>To identify flood prone land in a riverine or coastal area affected by the 1 in 100 (1 per cent Annual Exceedance Probability) year flood or any other area determined by the floodplain management authority.</li> <li>To ensure that development maintains the free passage and temporary storage of floodwaters, minimises flood damage,</li> </ul>

Clause	Purpose
	<p>responds to the flood hazard and local drainage conditions and will not cause any significant rise in flood level or flow velocity.</p> <ul style="list-style-type: none"> <li>▪ To minimise the potential flood risk to life, health and safety associated with development.</li> <li>▪ To reflect a declaration under Division 4 of Part 10 of the Water Act, 1989.</li> <li>▪ To protect water quality and waterways as natural resources by managing urban stormwater, protecting water supply catchment areas, and managing saline discharges to minimise the risks to the environmental quality of water and groundwater.</li> <li>▪ To ensure that development maintains or improves river, marine, coastal and wetland health, waterway protection and floodplain health.</li> </ul>
44.06 Bushfire Management Overlay	<ul style="list-style-type: none"> <li>▪ To ensure that the development of land prioritises the protection of human life and strengthens community resilience to bushfire.</li> <li>▪ To identify areas where the bushfire hazard warrants bushfire protection measures to be implemented.</li> <li>▪ To ensure development is only permitted where the risk to life and property from bushfire can be reduced to an acceptable level.</li> </ul>



## Appendix B: Detailed housing capacity methodology

This section sets out further detail on the housing capacity method analysis and results.

### Housing capacity assessment method

Housing capacity is an estimate of the quantum of housing that could be accommodated in an area. It is based on existing planning controls, recent housing supply trends and planned future land-release precincts. It is a theoretical assessment of the maximum number of dwellings that could be developed under current planning controls. It follows from a high-level analysis and is intended to be indicative rather than absolute.

Figure 28 charts the four-step process for determining dwelling capacity. The logical flow is to firstly identify land where residential development is permitted before filtering out all the lots which are unlikely to be developed/redeveloped, and then calculating the potential development yield of each lot.

Only a small portion of available lots are likely to be developed in any one year and some lots are likely to be withheld from development. For these reasons, greater capacity than (expected) demand is required to ensure that future development is not constrained.

There are likely to be site-specific attributes which may affect the development potential of some sites, but which cannot be included in an LGA-wide capacity analysis.

FIGURE 28: HOUSING CAPACITY METHOD



Source: SGS Economics and Planning, 2023.

**Step 1: Net land area identification:**

Net land refers to total land where residential development is permitted, minus the land that cannot be developed for residential purposes, such as roads and footpaths. The capacity calculation is conducted on a lot-by-lot basis, with only lots where residential development is permissible considered, and so parts of the public domain are automatically excluded.

**Step 2: Available land assessment**

Available land represents any land that is likely to be able to accommodate additional housing in the East Gippsland. It is derived from the net land, from which lots unlikely to be developed are excluded.

Designation of a lot as available land does not mean that development is necessarily feasible or that property owners are ready or willing to develop these sites. Typically, only a small portion of available lots are likely to be developed in any one year. There are also likely to be site-specific attributes which may affect the development potential of some sites, but which cannot be included in an LGA-wide capacity analysis.

### Land exclusions

- **Land use exclusions:** Properties were excluded if they contain social infrastructure or other land uses which are likely to be in place over the next 20 years. These land uses include infrastructure, social infrastructure and community uses which either should not be redeveloped given the valuable role they play for the community, or which are unlikely to be redeveloped on a reasonable timeframe. The following land uses have been excluded from redevelopment:
  - Schools
  - Other major educational facilities
  - Retirement villages
  - Hospitals and major medical centres
  - Gardens, parks and sports grounds
  - Power sub-stations
  - Community centres.
- **Multi-unit development and subdivision:** Locations where there are multiple property owners (i.e. strata title) or where the original subdivision pattern has been further subdivided (i.e. shared lots) are likely to significantly limit the development potential of these sites.
 

Sites which contain multiple residential dwellings have also been excluded even if they are under single ownership as having multiple dwellings is likely to inflate land prices making redevelopment less feasible or likely than on other sites. These properties are unlikely to be redeveloped unless very high densities are proposed, and until other development sites are exhausted.
- **Recent development:** Properties which have been recently developed (within 20 years) are less likely to be redeveloped in the short-medium term given the recent investment in them.
- **Irregular blocks and manual checks:** Blocks with a highly irregular shape are not likely to be real properties available for development and so were excluded. Irregular properties are often long, narrow lots which aren't suitable for development.
 

Available properties with high yields were also manually checked to ensure that irregular blocks and blocks deemed to be unlikely to be developed were not included.
- **Areas subject to natural hazards (bushfire, flooding, excessive slope):** Clause 13 of the East Gippsland Planning Scheme Planning Policy Framework addresses Environmental Risk. Areas subject to flooding and bushfire risk, steep slopes (as a proxy for landslip), and within environmental buffers were removed from the analysis. These were calculated by calculating how much of each lot across the shire was covered by each environmental constraint (as a percentage)> If the coverage was higher than the threshold, the lot was excluded from the analysis. The assumptions for these exclusions are set out in the table below.

TABLE 23: ENVIRONMENTAL CONSTRAINTS AND THRESHOLDS FOR EXCLUSION

Constraint/proxy for constraint	Percentage of coverage for lot exclusion
Environmental Significance Overlay (ESO)	Lots that have an area greater than 40 per cent covered by the ESO were excluded from the capacity analysis.
Significant Landscape Overlay (SLO)	Lots that have an area greater than 40 per cent covered by the SLO were excluded from the capacity analysis.
Land Subject to Inundation Overlay (LSIO)	Lots that have an area greater than 50 per cent covered by the LSIO were excluded from the capacity analysis.
Bushfire Management Overlay (BMO)	Lots that have an area greater than 50 per cent covered by the BMO were excluded from the capacity analysis.
100-year Flood extent mapping*	Lots that have an area greater than 30 per cent subject to 100-year flood extent mapping were excluded from the capacity analysis.
Slope (proxy for land slip)	Lots that have an area greater than 30 percent with a slope equal to or greater than 20 per cent were excluded from the capacity analysis.

\* 100-year flood extent mapping is a draft internal data set provided by Council.

Source: SGS Economics and Planning, 2023

### Step 3: Potential yield assessment

#### *Determining precincts for the yield assessment*

As different residential areas across East Gippsland are unique in their built form, development and subdivision patterns, residentially zoned areas included in the capacity assessment were divided into separate precincts so that nuanced assumptions could be applied to precincts across the Shire. Residential areas included in the capacity assessment were divided into 107 different precincts in total.

Precinct boundaries were defined based on current zoning (each precinct contains only one zone category), lot size, location (town and settlements) and development constraints. The table below shows the number of precincts in each town or settlement included in the capacity assessment. A map of the 19 precincts within Bairnsdale is included at Figure 29.

TABLE 24: HOUSING CAPACITY PRECINCTS

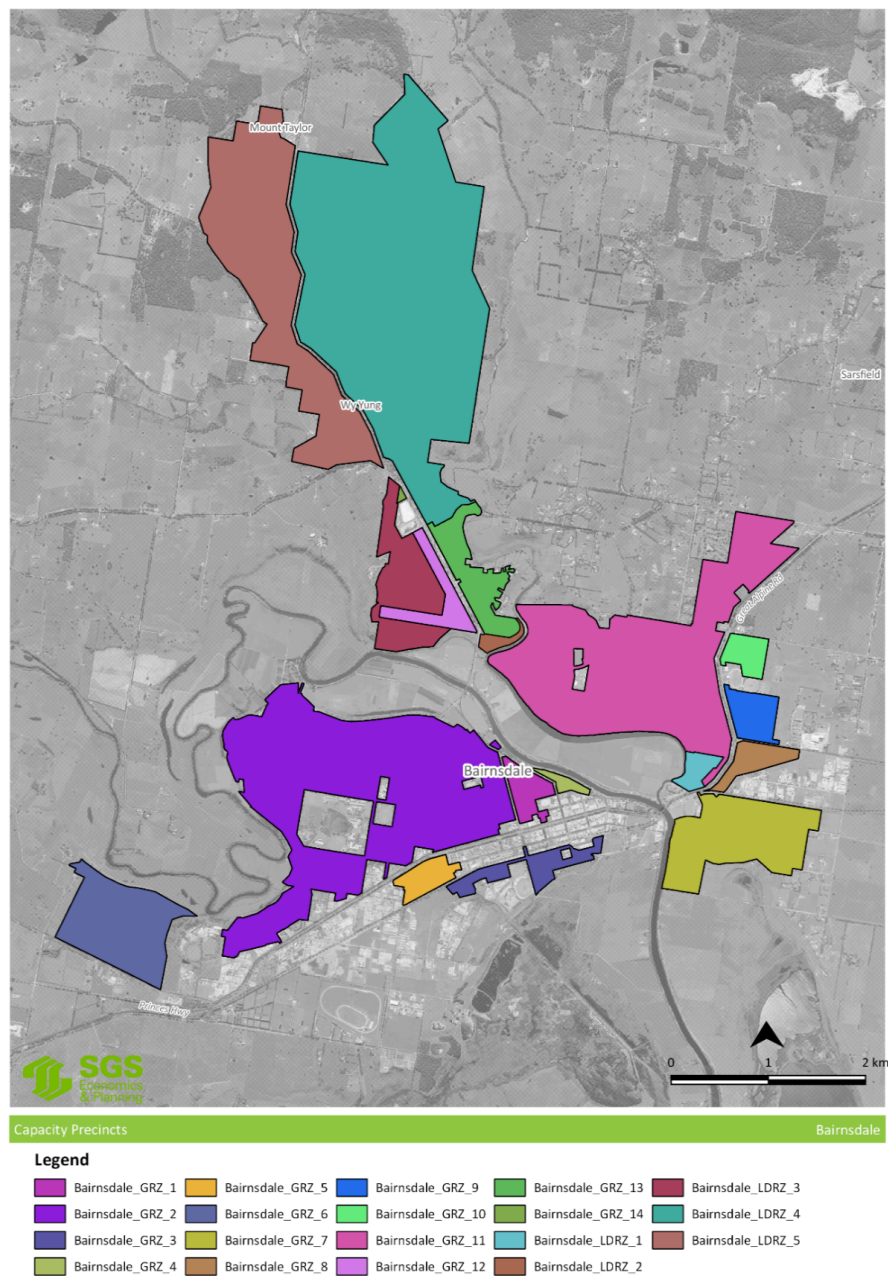
Town/ settlement	No. of precincts
Bairnsdale	19
Bullumwaal	1
Buchan	1
Bruthen	5
Boole Poole	1

Benambra	1
Bendoc	1
Bemm River	1
Club Terrace	1
Cabbage Tree Creek	1
Ensay	1
Ensay South	1
Eagle Point	3
Fernbank	1
Gipsy Point	2
Genoa	1
Johnsonville	3
Kalimna	3
Lake Tyers Beach	2
Lakes Entrance	8
Lindenow	3
Lindenow South	2
Mallacoota	5
Marlo	4
Metung	4
Newlands Arm	2
Newmerella	1
Nicholson	4
Nowa Nowa	2
Nungurner	1
Omeo	7
Orbost	3
Paynesville	3

Raymond Island	2
Sarsfield	2
Swan Reach	3
Swifts Creek	1

Source: SGS Economics and Planning, 2022

FIGURE 29: BAIRNSDALE CAPACITY PRECINCTS



*Density assumptions for future development*

To calculate potential yield, density assumptions were made for each capacity precinct. An overall area requirement per new dwelling (in square metres) is assigned across the capacity precincts.

Determining the density of development in each precinct took into consideration minimum subdivision requirements set out in the Planning Scheme, the median lot size within the precinct and what is likely to be achieved in future development. The existing median lot size and the assigned density assumption used to determine the yield for this assessment are set out for each precinct in Table 25 below.

**TABLE 25: EXISTING MEDIAN LOT SIZES AND DENSITY ASSUMPTION FOR CAPACITY ANALYSIS BY PRECINCT**

Precinct	Current identified median lot size	Area per new lot (sqm) used for capacity assessment
Bairnsdale_GRZ_1	791	800
Bairnsdale_GRZ_2	778	800
Bairnsdale_GRZ_3	868	800
Bairnsdale_GRZ_4	1891	800
Bairnsdale_GRZ_5	683	800
Bairnsdale_GRZ_6	640	800
Bairnsdale_GRZ_7	741	800
Bairnsdale_GRZ_8	1028	800
Bairnsdale_GRZ_9	788	800
Bairnsdale_GRZ_10	651	800
Bairnsdale_GRZ_11	846	800
Bairnsdale_GRZ_12	1015	800
Bairnsdale_GRZ_13	999	800
Bairnsdale_GRZ_14	22631	800
Bairnsdale_LDRZ_1	6827	4000
Bairnsdale_LDRZ_2	66374	4000
Bairnsdale_LDRZ_3	4582	4000
Bairnsdale_LDRZ_4	4839	4000
Bairnsdale_LDRZ_5	14860	4000
Bemm River_TZ_1	1446	2000



Precinct	Current identified median lot size	Area per new lot (sqm) used for capacity assessment
Benambra_TZ_1	1899	2000
Bendoc_TZ_1	2792	2000
Boole Poole_LDRZ_1	2224	2000
Bruthen_LDRZ_1	4005	4000
Bruthen_LDRZ_2	3396	4000
Bruthen_LDRZ_3	7864	4000
Bruthen_TZ_1	2054	2100
Bruthen_TZ_2	976	1000
Buchan_TZ_1	2003	2000
Bullumwaal_LDRZ_1	2524	2500
Cabbage Tree Creek_TZ_1	2352	2400
Cann River_TZ_1	1764	1800
Cann River_TZ_2	1824	1800
Club Terrace_TZ_1	1239	1200
Eagle Point_GRZ_1	832	800
Eagle Point_GRZ_2	898	900
Eagle Point_LDRZ_1	7362	4000
Ensay South_TZ_1	1044	1000
Ensay_TZ_1	4730	4000
Fernbank_LDRZ_1	3596	3600
Genoa_TZ_1	2017	2000
Gipsy Point_TZ_1	2992	3000
Gipsy Point_TZ_2	2883	3000
Johnsonville_LDRZ_1	6141	6000
Johnsonville_LDRZ_2	160781	6000
Johnsonville_TZ_1	1114	1100

Precinct	Current identified median lot size	Area per new lot (sqm) used for capacity assessment
Kalimna_GRZ_1	846	800
Kalimna_GRZ_2	5409	800
Kalimna_LDRZ_1	12093	6000
Lake Tyers Beach_GRZ_1	645	1000
Lake Tyers Beach_LDRZ_1	4637	4000
Lakes Entrance_GRZ_1	716	700
Lakes Entrance_GRZ_2	803	800
Lakes Entrance_GRZ_3	826	800
Lakes Entrance_GRZ_4	808	800
Lakes Entrance_GRZ_5	901	900
Lakes Entrance_LDRZ_1	5091	6000
Lakes Entrance_LDRZ_2	6611	6000
Lindenow South_LDRZ_1	5336	6000
Lindenow South_TZ_1	1626	2000
Lindenow_LDRZ_1	5006	4000
Lindenow_LDRZ_2	3195	4000
Lindenow_TZ_1	1042	1000
Mallacoota_C1Z_1	1021	1300
Mallacoota_GRZ_1	1005	1300
Mallacoota_GRZ_2	891	1300
Mallacoota_GRZ_3	1019	1300
Mallacoota_GRZ_4	1024	5000
Mallacoota_LDRZ_1	5000	1300
Marlo_GRZ_1	927	900
Marlo_GRZ_2	1009	1000
Marlo_LDRZ_1	4999	5000

Precinct	Current identified median lot size	Area per new lot (sqm) used for capacity assessment
Marlo_LDRZ_2	21567	5000
Metung_GRZ_1	1154	1500
Metung_LDRZ_1	1180	2000
Metung_LDRZ_2	11383	5000
Metung_LDRZ_3	6371	6400
Newlands Arm_GRZ_1	1190	1200
Newlands Arm_LDRZ_1	6666	6700
Newmerella_LDRZ_1	4083	4100
Nicholsan_LDRZ_1	5532	5500
Nicholsan_TZ_1	1022	1000
Nicholsan_TZ_2	705	700
Nowa Nowa_TZ_1	2884	2900
Nowa Nowa_TZ_2	9801	9800
Nungurner_LDRZ_1	5312	6500
Omeo_GRZ_1	1657	1700
Omeo_GRZ_2	1791	1800
Omeo_GRZ_3	1304	1300
Omeo_GRZ_4	2307	2300
Omeo_LDRZ_1	1114	1100
Omeo_LDRZ_2	16268	16300
Omeo_LDRZ_3	1460	1500
Orbost_GRZ_1	964	1000
Orbost_LDRZ_1	26068	26100
Orbost_LDRZ_2	4051	4100
Paynesville_GRZ_1	827	800
Raymond Island_GRZ_1	815	800

Precinct	Current identified median lot size	Area per new lot (sqm) used for capacity assessment
Raymond Island_LDRZ_1	22021	22000
Sarsfield_LDRZ_1	6290	6300
Sarsfield_LDRZ_2	15946	15900
Swan Reach_TZ_1	1537	1500
Swan Reach_TZ_2	1537	1500
Swan Reach_TZ_3	1537	1500
Swifts Creek_TZ_1	1537	1500

Source: SGS Economics and Planning, 2023

To account for required infrastructure, roads and open space that accompany any large subdivision a 20 per cent wastage allowance has been applied to large lots with subdivision potential.

To accommodate this in the capacity analysis, if lots were identified as above a certain size threshold set out in Table 26, an additional 20 per cent land area was added to the area needed per new lot.

**TABLE 26: THRESHOLD FOR 20 PER CENT WASTAGE ALLOWANCE ON LARGE LOTS**

Zone	Size threshold (sqm) for additional 20 percent wastage allowance
GRZ1	4000
TZ	4000
LDRZ	16000

#### Infill development

Infill development refers to the intensification of residential use in established residential areas through development of higher density housing forms such as dual occupancies, units, apartments and townhouse development, for example. An assessment of infill development potential was not included as part of the capacity assessment. It is acknowledged that infill development is likely to occur within Bairnsdale and across other districts in East Gippsland, however, the detailed analysis of infill capacity for every town and settlement has not been undertaken as part of this analysis. Infill development will increase the capacity of all towns and settlements to accommodate housing growth within existing township boundaries.

#### Rural Living Zone

The Rural Land Use Strategy is a separate document from the Housing and Settlement Strategy, however, a capacity assessment of the Rural Living Zone was undertaken, and the results for the Rural

Living Zone have been incorporated into the housing capacity results in the Housing and Settlement Strategy. The assumptions for determining capacity in the Rural Living Zone are set out in the table below.

**TABLE 27: RURAL LIVING ZONE CAPACITY ASSUMPTIONS**

Zone	Area per new dwelling/lot (sqm)
RLZ1	20,000
RLZ2	40,000
RLZ3	80,000
RLZ4	150,000
RLZ5	4,000
Vacant lots	Yield of 1 dwelling

Source: SGS Economics & Planning, 2022.

#### Detailed housing capacity assessment results

Results of the capacity analysis utilising the assumptions outlined above are shown in Table 28.

**TABLE 28: HOUSING CAPACITY RESULTS BY DISTRICT (VACANT VS NON-VACANT LAND)**

District	Vacant capacity (Ha)	Vacant capacity (Dwellings)	Non-vacant capacity (Ha)	Non-vacant capacity (Dwellings)	Total (Dwellings)
<b>Bairnsdale</b>	803	1,321	1,503	2,929	4,250
<b>Bruthen</b>	415	118	452	220	338
<b>Cann Valley</b>	1	3	0	0	3
<b>Errinundra to Snowy</b>	2	7	0	0	7
<b>Lakes Entrance</b>	364	714	620	1,338	2,052
<b>Lindenow</b>	95	101	202	295	396
<b>Mallacoota</b>	34	43	26	128	171
<b>Metung</b>	64	187	143	269	456
<b>Omeo</b>	94	152	32	121	273
<b>Orbost</b>	52	98	171	402	500

Paynesville	421	1,986	236	1,068	3,054
Twin Rivers	516	317	686	541	858
Buchan	0	0	0	0	0
Total	2,859	5,047	4,071	7,311	12,358

Source: SGS Economics & Planning, 2023

TABLE 29: HOUSING CAPACITY BY DISTRICT AND ZONE

District	GRZ	Proposed GRZ	LDRZ	TZ	RLZ	Total
Bairnsdale	2,421	500	1,012	0	317	4,250
Bruthen	0	0	90	94	154	338
Cann Valley	0	0	0	3	0	3
Errinundra to Snowy	0	0	0	7	0	7
Lakes Entrance	1,997	0	6	1	48	2,052
Lindenow	17	0	169	195	15	396
Mallacoota	157	0	0	0	14	171
Metung	172	0	282	0	2	456
Omeo	71	0	36	145	21	273
Orbost	344	0	123	0	33	500
Paynesville	1,230	1,671	128	0	25	3,054
Twin Rivers	0	0	244	415	199	858
Buchan	0	0	0	0	0	0
<b>Total</b>	<b>6,409</b>	<b>2,171</b>	<b>2,090</b>	<b>860</b>	<b>828</b>	<b>12,358</b>

Source: SGS Economics &amp; Planning, 2023

FIGURE 30: DETAILED RLZ CAPACITY RESULTS

Zone	RLZ	RLZ (with high BMO coverage)*	Vacant	Total Zone Capacity
RLZ1	198	39	35	272
RLZ2	201	101	77	379
RLZ3	93	8	33	134
RLZ4	23	-	1	24
RLZ5	7	-	12	19
<b>Total</b>	<b>522</b>	<b>148</b>	<b>158</b>	<b>828</b>

\*Lots with high BMO coverage are defined as having greater than 50 per cent of the lot covered by the BMO.

Source: SGS Economics & Planning, 2023

### Conservative capacity scenario

An alternative capacity scenario was also prepared which assumed that not all large lots identified in the capacity study would be developed. To account for this a 20 per cent reduction in the overall yield of lots greater than 4,000 square metres in size was applied to the capacity results. This produced a conservative capacity scenario, with a total capacity yield of 11,165 dwellings across the LGA. Under this scenario, there is a total of 27 years supply of residential capacity at the LGA level. A comparison of these scenarios is shown in the table below.

**TABLE 30: CONSERVATIVE CAPACITY SCENARIO COMPARED TO BASE CAPACITY SCENARIO**

District	Share of dwelling demand (%)	Demand 2041 (Dwellings)	Base capacity			Conservative capacity		
			Capacity to 2041 (Dwellings)	Capacity gap	Years of supply	Capacity to 2041 (Dwellings)	Demand-Capacity Gap (Dwellings)	Years of supply
Bairnsdale	37%	3,060	4,250	1,190	28	3,741	+680	24
Paynesville	23%	1,902	3,054	1,152	32	1,845	-57	19
Lakes Entrance	20%	1,654	2,052	398	25	2,876	+1,222	35
Twin Rivers	4%	331	858	527	52	458	+128	28
Orbost	4%	331	500	169	30	774	+443	47
Omeo	4%	331	273	25	22	248	-82	15
Metung	3%	248	456	125	28	408	+160	33
Lindenow	3%	248	396	148	32	345	+97	28
Other	2%	165	519	354	63	469	+304	57
<b>LGA Total</b>	<b>100%</b>	<b>8,271</b>	<b>12,358</b>	<b>4,087</b>	<b>30</b>	<b>11,165</b>	<b>+3,197</b>	<b>27</b>

Source: SGS Economics & Planning, 2023



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# Engagement Report

## Draft Housing and Settlement Strategy

Public Consultation Period 26 April 2023 – 2 June 2023

November 2023

Prepared for:



By:



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## 1. Executive Summary

The draft Housing and Settlement Strategy (HSS) was open for community consultation between 29 April 2023 and 2 June 2023. This consultation period was the second round of consultation regarding the HSS. Feedback was received via three channels:

1. Survey (99 responses)
2. Written submissions (22 submissions)
3. Activity-based drop-in sessions across the shire (132 attendees)

With each channel suiting different segments of the public. This created opportunities for people to engage the way that suited them best.

The round 2 consultation was designed using the International Association of Public Participation's core values, to provide a "consult" level of engagement. This is consistent with Council's Community Engagement Policy.

The engagement period was advertised across the Shire using social media, print media and an unaddressed bulk mailout. All channels resulted in traffic to the Council website and people interacting with the HSS content.

In line with round 1 consultation, there was overall support for the intent of the draft HSS. Commentary was classified into nine key themes:

1. Environmental Protection
2. Infrastructure and Services
3. Housing Diversity and Affordability
4. Community Input
5. Agricultural Preservation
6. Hazard Mitigation
7. Flexible planning and adaptation
8. Equity and Distribution
9. Character

Transport, open space requirements and environmental protection were the three items requiring strengthening in the HSS from across the feedback, based on number of times raised.

There are a number of other items recommended for review in order to respond to the feedback which have been outlined in detail in Section 6.

Detail about how feedback received informed the revised draft HSS is at Section 7 of this document.

1.1 Engagement Summary

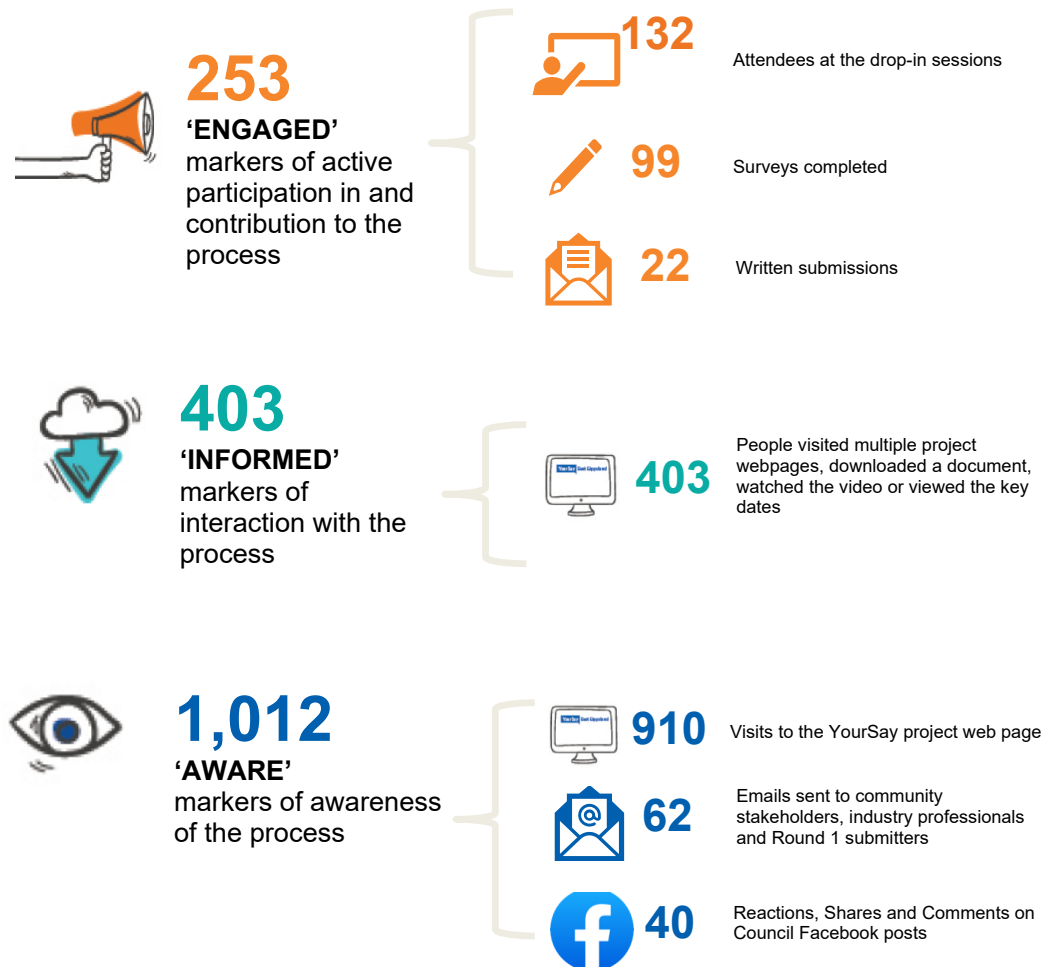


Figure 1 - Round 2 communication channels and engagement methods summary. East Gippsland's population in 2021 was 48,453 according to the Australian Bureau of Statistics. Photos L-R: Snapshots of drop-in session conversations in Omeo, Orbost and Bairnsdale.

## 2. Introduction

This document summarises the feedback provided by community members and agencies regarding the draft Housing and Settlement Strategy (HSS). The draft HSS was open for community consultation between 29 April 2023 and 2 June 2023 (advertised closing date 27 May 2023). This was the second round of community engagement regarding the HSS. An earlier consultation period regarding a HSS Discussion Paper was undertaken in early 2023 (referred to as 'round 1' in this document). The draft HSS was prepared with reference to the Round 1 consultation outcomes.

Round 2 consultation resulted in 99 survey completions, 22 written submissions and 132 attendees to nine drop-in sessions held across East Gippsland.

- Section 3 of this document summarises the project background.
- Section 4 outlines how the engagement design responded to Council Engagement Policy.
- Section 5 provides a summary of the engagement outcomes including assessing the use of different communication tools, outlining feedback received regarding the draft HSS and identifying how the revised HSS responds to the feedback received.

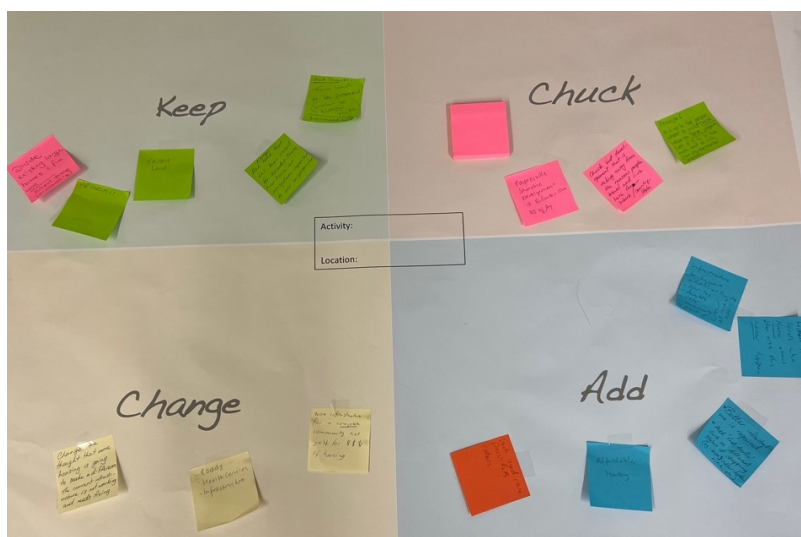


Figure 2 - A completed activity from the drop in sessions

To review the feedback received in more detail, refer to the Appendices:

- Appendix 1 details the communications activities
- Appendix 2 presents the survey results. This section is a detailed summary which can be relied upon as a sole point of information about the survey results.
- Appendix 3 outlines the Themes, Components and shared sentiment that emerged through the nine drop-in sessions.
- Appendix 4 summarises written submissions, including Agency feedback, to the extent possible for public distribution. This section is not a replacement for reading individual written submissions. As part of due diligence, each individual submission should be reviewed by subject-matter experts preparing the final HSS to identify actionable and non-actionable feedback.

## 3. Background

### 3.1 Overview of the Housing and Settlement Strategy

The HSS will apply to all towns and settlements in East Gippsland. The strategy will provide greater certainty as to what type of new housing is encouraged and where new housing is expected to be located. It will guide Council's decision-making processes, inform further policy development and infrastructure investment.

The strategy:

- Identifies appropriate criteria to classify towns, such as by population size, levels of commercial activity, access to services etc.
- Provides clarity regarding preferred locations for future housing to accommodate population growth.
- Investigates opportunities for infill development in existing towns and settlements as well as the appropriate zoning of land for residential purposes in appropriate areas, including land for rural living and lifestyle purposes.
- Identifies issues and opportunities regarding housing and settlement growth that may require future detailed investigation and policy development.

The HSS is linked to the East Gippsland Rural Land Use Strategy (RLUS) which aims to provide a framework for consistent decision making in rural areas. The RLUS identifies and protects agricultural land taking into account rural tourism and industries, development of towns and settlements, population retention in remote settlements, protection of the environment and managing risks to people and assets from natural hazards.

### 3.2 Project Status

The project is being delivered in stages to enable community and key stakeholders the opportunity to influence the development of policy.

A Discussion Paper (the Paper) was prepared for public engagement as the first stage of consultation on the HSS. The Paper set out the key principles that would inform policy to be developed in the draft HSS.

The Paper was released for consultation concurrently with the draft RLUS document. The two documents were presented separately for consultation with independent surveys for each document. However, their linked roles were described, and the public was directed to the draft RLUS strategy from the HSS page, and vice versa. Media and notices regarding both consultation opportunities were combined. The consultation was open from 16 November 2022 to 3 February 2023, with the online survey closing on the 9 February 2023. This approach was taken both because of the obvious linkages between the two strategies and as recognition of the engagement fatigue in the East Gippsland community following years of bushfire and covid-19 pandemic recovery communications.

During round 1 consultation, 74 surveys were completed, 21 written submissions and one agency response were received. The key engagement outcomes from round 1 were:

Table 1 - Round 1 Consultation Outcomes Summary

Round 1 Engagement Outcome		Result for draft HSS
1. Overall support for Council to prepare the HSS	People and industry preferred clarity about how land could be used and what types of growth and housing development would be supported	Proceed to draft Strategy
2. Strong support for the five suggested principles	More focus on facilitating sustainable/eco housing design, and active transport options	Five principles re-worked into six, to better represent the spectrum of feedback and full scope of the draft Strategy.
3. Managing the impacts of growth is the community's top priority	Ensuring all service and infrastructure maintenance keep up with growth; that approvals be streamlined; and a diversity of housing types be provided for, including affordable housing	Outline policy and advocacy approach to planning for and delivering the services and infrastructure needed to support population growth in a timely manner
4. There is divided opinion about infill development vs. expanding settlements	An equal number of people support using existing residential land better, as those that think town boundaries should be expanded into surrounding areas	Establish the demand for housing types and assess the supply available for the next 20 years
5. Connection to the natural environment is why residents love living in East Gippsland	When asked what made their place special people raised the benefits of the quiet country lifestyle, appreciation of the environment and access to outdoor and adventure activities	The small-town feel and natural setting of East Gippsland is an important part of the character of places to be protected when new housing development is taking place

Once prepared, the draft HSS was released for public feedback to further refine the strategy so that it aligns with community expectations. This engagement summary document pertains to the second round of feedback gathered through the consultation on the draft HSS.

## 4. Engagement Design Overview

### 4.1 Methodology

Council's *Community Engagement Policy* applies the International Association of Public Participation's (IAP2) "Public Participation Spectrum" which establishes five levels of engagement. Each level is defined by the following classifications:

- **Inform:** to provide the public with balanced and objective information to assist them in understanding the problems, alternatives and/or solutions.
- **Consult:** *to obtain public feedback an analysis, alternatives and/or decision.*
- **Collaborate:** *To partner with the public in each aspect of the decision including the development of alternatives as the identification of the preferred solution.*
- **Involve:** *to work directly with the public throughout the process to ensure the public issues and concerns are consistently understood and considered.*
- **Empower:** *To place the final decision making in the hands of the public.*



The HSS engagement design targeted a “Consult” level of public consultation within the IAP2 Spectrum (refer Figure 3).

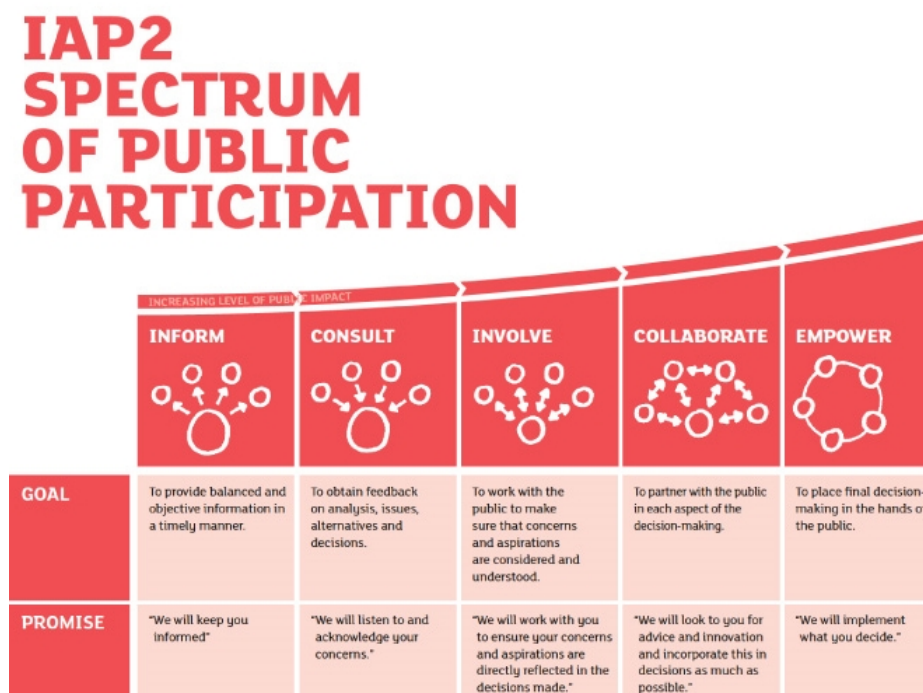


Figure 3: IAP2 Public Participation Spectrum<sup>1</sup>

The IAP2 outlines Core Values for engagement design, Table 2 – Incorporation of IAP2 Core Values Table 2 below outlines how the HSS engagement design incorporated the values during both Rounds.

Table 2 – Incorporation of IAP2 Core Values

IAP2 Core Values for Engagement Design	HSS Round 1	HSS Round 2
1. Is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.	Embedded - public consultation, with no limits on who can contribute	
2. Includes the promise that the public's contribution will influence the decision.	Embedded - Provide follow-up information after each consultation round demonstrating how feedback influenced the outcome	
3. Promotes sustainable decisions by recognising and communicating the needs and interests of all participants, including decision makers.	Embedded - Outline issues and opportunities	Embedded - Establish role of Council and other stakeholders in achieving the HSS vision

<sup>1</sup> Image source: <https://blog.placespeak.com/top-5-public-participation-tips-from-iap2/>

IAP2 Core Values for Engagement Design	HSS Round 1	HSS Round 2
4. Seeks out and facilitates the involvement of those potentially affected by or interested in a decision.	Limited due to broad scope and difficulty of getting communication cut-through – public communications on social media, print media and through community and industry networks	Improvements identified from R1 - as per R1 plus a list of interested parties directly contacted who participated in R1, unaddressed mail to over 26,000 households
5. Seeks input from participants in designing how they participate.	Limited	Improvements identified from R1 - R2 design responded to requests for alternative ways to take in information and for in-person consultation opportunities, in communities
6. Provides participants with the information they need to participate in a meaningful way.	Limited – All information provided but dense/technical nature was a barrier for many	Improvements identified from R1 – focus on summarising the strategy when linking to the survey, at the drop-in sessions and through use of a short explainer video
7. Communicates to participants how their input affected the decision.	Embedded - Provide follow-up information after each consultation round demonstrating how feedback influenced the outcome	

## 4.2 Engagement Design

As already described, the consultation plan for the HSS consisted of two rounds of public consultation. Round 1 sought feedback on a Discussion Paper outlining the issues, opportunities, role of a HSS and proposed principles for review. Round 1 consultation for the HSS was open concurrently with the second round of consultation for the draft RLUS (the final public touchpoint for that strategy), as the two strategies are linked from a policy perspective.

Round 1 consisted of an online survey and the opportunity to provide a written submission. The online survey was hosted on Council's YourSay page which hosts documents for review, frequently asked questions (FAQs) and information sheets. The information was also made available through Council Service Centres in hardcopy format.

Feedback was received through round 1 that there was a strong desire for in-person, in-community engagement opportunities. As a result, round 2 was designed to include nine drop-in sessions with Council officers across East Gippsland. The locations were chosen in collaboration, where possible, with key community groups to align with community schedules. The nine locations chosen sought to place a drop-in session in the district population hubs, aiming for a 2-hour round trip maximum for the majority of community members to access a session.

Through round 1 there was also feedback that the length, language and technicality of the Discussion Paper was a barrier for people to understand and engage with the strategy and consultation process. To address this, the round 2 consultation included a focus on summarising the draft HSS and providing different ways to access information – such as a short animated video, more background explanations for the questions in the survey and the opportunity to ask questions in the drop-in session. This allowed people who were not able to read the draft HSS from cover to cover the opportunity to still provide their feedback on key elements of the strategy.

Details about communications, drop-in session and survey design are included in the appendices.

## 5. Engagement Outcomes

### 5.1 Communication Tools and Reach

Round 2 consultation activities took place between 27 April 2023 and to 2 June 2023 (advertised closing date being 27 May 2023 – but extensions provided on request to ensure all submissions were captured).

A mailout, print media and social media were the main methods of communication. Posters were also provided to community organisations for dissemination. Refer to Appendix 1 for a detailed summary of communications activities.

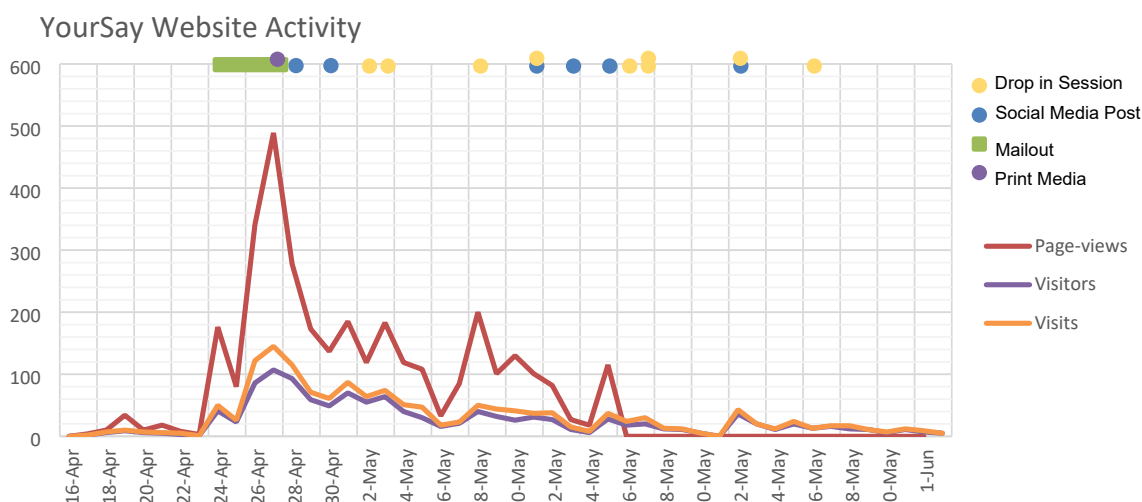


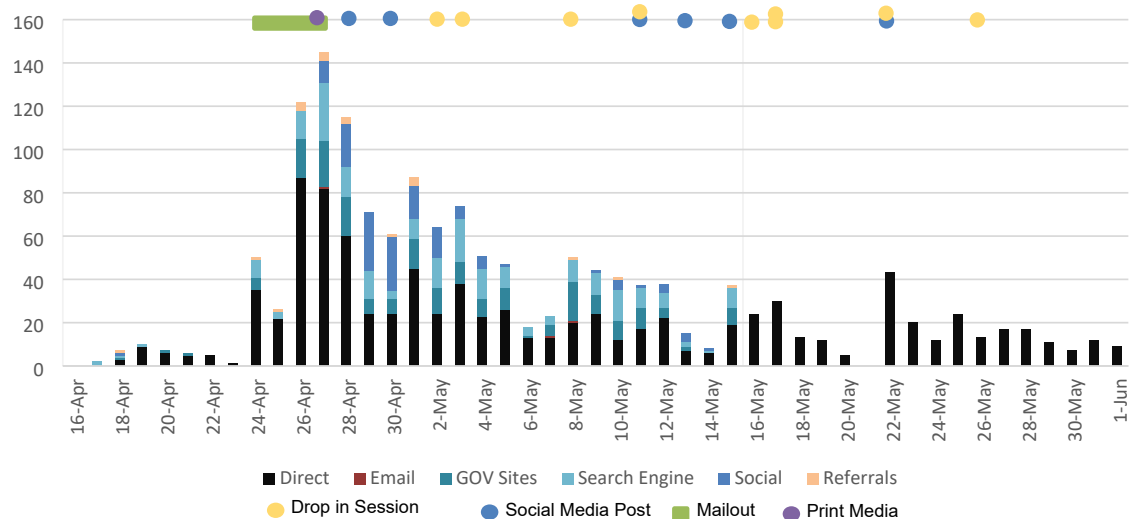
Figure 4 - YourSay website activity and communications comparison

Figure 4 shows the number of visitors to the YourSay website page for the project throughout the engagement period for round 2. Activity started developing as the unaddressed mailout landed in letterboxes across the shire, with the most active day aligning with initial print and social media announcements about the consultation period opening. The drop-in sessions drove peaks in online activity. This data indicates the degree of interest and interaction with the project from the community.

Figure 5 identifies how visitors navigated their way to the webpage. This data helps to identify which communication tools (often referred to as channels) were most successful at reaching and capturing the attention of the East Gippsland audience. While search engine and social media links played a role, the greatest number of people arrived at the site directly. This indicates they either had the page bookmarked from round 1, were sent a link from a friend or followed the links from printed materials such as the mailout.

Posters, updates in community newsletters and emails sent to key community stakeholders were also important tools, particularly in smaller communities.

## YourSay Website Traffic Sources

Figure 5 - YourSay website traffic sources and communications comparison<sup>2</sup>

Webpage activity and online contributions for round 2 demonstrate that a broader communications approach does contribute to increased engagement (when compared to round 1 numbers), but increases are small. *Table 3* details the impact of the three main communications tools used to advertise the round 2 engagement process, and discusses the strengths and weaknesses of each.

Table 3 - Comparison of the strengths and weaknesses of the key communication tools used

Tool	Strength	Weakness	Impact
Unaddressed Mailout	- Direct communication to each household in East Gippsland.	- Australia Post discretion as to if it constitutes junk mail, or not. - Cost	Directly responsible for 257 page visits between 24-28 April, major contributor to 'direct' traffic source for duration (assume further 470-700 page visits calculated at half to two thirds of the total). Total impact approx. 727 page visits (conservative).
Print Media (Media Release/Shire Advert)	- Traditional, widely used by people who are not online. - Council has weekly newspaper advert	- No guarantee that media releases will be printed within planned timelines	Contributed to approximately 100-page visit referrals from .gov and google search sources in the week following media releases.
Social Media (Facebook)	- Can link directly to the online information and survey. - Can be shared in interest-based networks.	- Relies on social media algorithm to 'cut-through' with no guarantee of broad distribution.	Contributed 140 page visits.

<sup>2</sup> Traffic Source Definitions:

**Direct** – address directly typed into browser (includes QR code scanning)

**Email** – navigations to the website from a link in an email campaign tool

**Search Engines** - Traffic generated via search engine searches including Google

**.GOV Sites** - navigations to the website from a link on any site with a .gov or .govt

**Referrals** - traffic from links on any other non-government website. This includes any community groups or individuals with websites who are promoting the project to others

Drop-in Sessions	Although not a specific communication tool, the data clearly shows that there was a bump in website traffic before each session. It can be assumed these bumps are people reviewing the draft HSS and gathering information in preparation for the session. It may also account for some word-of-mouth sharing following the sessions, and people who were prompted to complete the survey. The sessions clearly played a role in keeping interest in the consultation process active throughout the engagement period.
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The main limitation faced when designing the engagement and communications approach was the limited time between the communication tool used and the date of the drop-in sessions. This was particularly the case for the early drop-in sessions in Buchan and Omeo.



Figure 6 – Flyer used for the unaddressed mailout - front (top) and back (bottom)

## 6. Feedback Summary

This section summarises the feedback from across the survey, drop-in sessions and written submissions. For more detail on each source of feedback refer to the relevant appendix. As is common with large community engagement processes, there was a wide range of differing opinions.

The items recommended for review in the feedback summary are informed by how frequently the issue was raised and where the submission was in alignment with existing Local, State and Federal Government policy.

For example, the approach to environmental and bushfire management policy outlined in the final Housing and Settlement Strategy needs to align with existing government policy to be deliverable.

Where proposed approaches were in clear and direct contradiction with the existing Local, State and Federal Government policy, they are not included in the summary but have been captured in the appropriate appendix for review.

Some of the feedback was focussed on the circumstances of specific properties/landowners. There is limited ability to respond to this feedback through the feedback review process. Collectively the property-specific commentary has been incorporated where examples informed how the broader strategy would impact the future of housing and settlement patterns in East Gippsland. Care has been taken to ensure that the impacts on developers and landowners are understood and to finalise the HSS by balancing submissions against environmental values and environmental risk mitigation, as well as the expectations of the East Gippsland community.

The three feedback channels created options for people with different levels of interest to provide feedback.

1. Survey (99 responses)
  - a. East Gippsland residents from across the shire with an interest in the housing and settlement growth, the environment and/or the application of government policy.
2. Written submissions (22 submissions)
  - a. Those that took the time to prepare a submission included community organisations and landowners who felt their property was affected or integral to the topic, or subject-matter experts who worked in the planning and development industry.
3. Activity-based drop-in sessions across the shire (132 attendees)
  - a. Some attendees organised themselves into groups who read the documentation and came prepared to discuss and comment on key issues; and also completed the survey or provided a written submission.
  - b. The majority of attendees came along to get a sense of the draft strategy and decide if they were going to provide more detailed feedback.



## 6.1 Overview

Overall support for the draft Housing and Settlement Strategy was strong, with the Principles and Objectives addressing the majority of respondents expectations.

A number of general themes ran through the feedback, which have been further refined from the first round of consultation.

- **Environmental Protection** – Prioritising environmental values; good outcomes for wildlife and ecosystems; and environmentally sustainable design that reduces waste and emissions creation from individuals/homes.
- **Infrastructure and Services** – Ensuring early delivery and upgrade of services and infrastructure to meet the needs of users as the population grows. Includes adequate planning and the protection/creation/activation of quality open spaces and consideration/provision of public and active transport modes.
- **Housing Diversity and Affordability** – Supporting, advocating for and incentivising the delivery of homes for lower income people, first home buyers, downsizers, people with disabilities and enabling people to age in place. Includes provision of smaller, lower maintenance homes in close proximity to services.
- **Community Input** – Refers to the ongoing role of community consultation around local outcomes, and projects that increase housing density to ensure that any negative impacts have been mitigated, and positive impacts maximised.
- **Agricultural Preservation** – Refers to protection of farmland from urban encroachment, largely the subject of the RLUS.
- **Hazard Mitigation** – Support for the identification of natural hazards and active ways to reduce the risk to life, property and the environment. There is strong support to limit development in areas with known hazard risks. However, there is also a desire for people to be able to decide their personal risk profiles and take responsibility for their own risk, on their properties.
- **Flexible Planning and Adaptation** – Includes a desire for governments to remain open to adjusting plans based on actual demand and supporting rural and remote communities to access some growth opportunities, improved services and infrastructure, and affordable housing. Also includes calls for fair and equitable guidelines to guide discretionary decision-making, and a commitment to keeping building, planning costs and rates down.

**Equity and Distribution** – Describes concern with over-centralisation of services and infrastructure in key population centres at the cost of viability in rural and remote communities. While some small communities consider growth to be an opportunity for their place, there was less consensus in larger settlements.

- **Character** – Includes protection of the small-town feel, understanding the views and preferences of existing residents and preserving the connection to nature that attracts people to East Gippsland. Identifying the heritage that should be preserved and maintaining the feel of streetscapes.

Three elements within community feedback stood out as requiring further consideration, as follows:

1. An emphasis on transport that understands and links the planning and delivery of future housing to active transport networks, public transport routes, and good road networks.
2. An emphasis on understanding minimum open space provision requirements, to ensure good access to open spaces within settlements is protected as populations grow and settlements change. Ensure these are built into new developments, understood when assessing infill proposals and contributions to open space delivery and activation are made where possible by new developments.
3. Environmental protection is important to respondents, and many feel the wording and actions identified are not specific enough.

Other commentary that occurred across response types included a desire for simpler processes for secondary dwellings (tiny homes/dependent persons units) and getting the balance right to ensure people have both personal choice and the ability to take responsibility for their living situations.

Overall, there was consistent agreement that Raymond Island needs to be treated independently, due to its access, environmental values and environmental risks. Concerns about 200 new homes being forecast for the Raymond Island were consistently considered unrealistic and undesirable.

There is broad support for the diversification of East Gippsland's housing stock, ensuring settlements don't grow as endless suburbs, and ensuring that housing development accounts for shrinking household sizes. However, there are concerns about forecasts and availability of zoned land, and infill land coming to fruition when needed. There is also a view among some submitters that more rural living opportunities are needed.

The definitions and explanations of terms (and words that can be considered buzz words – used widely with little consensus as to exact meaning or having multiple meanings) was raised by many respondents across the feedback types.

## 6.2 Specific Feedback

### VISION

- A majority of survey respondents supported the vision statement, with minor improvements suggested.
- Based on feedback from across the survey, drop-in sessions and written submissions, the sentence regarding creating housing diversity to meet community need rather than being a drawcard for new residents requires clarification.
- The importance of referencing environmental values and protection and emphasising the timely delivery or upgrade of infrastructure and services were the most common elements not represented in the proposed Vision Statement.
- Making reference to existing town/neighbourhood character being respected was suggested, as was making specific reference to the role of public/active transport. Both of these suggestions link to feedback raised by a number of respondents throughout the survey and written submissions. **Error! Reference source not found.**
- Attracting businesses, employees and new residents was raised at the drop-in sessions.

### PRINCIPLES

- Over 80% of survey respondents somewhat or strongly supported the six principles. The majority of comments were around the themes of Environmental Protection, Infrastructure and Services, and Hazard Mitigation. Opportunities for improvement included:
  - Increasing clarity around definitions of terms used.
  - Better outlining the approach to ensuring open/green spaces are protected.
  - Providing for active/public transport.
- Compliance and regulation, and red tape were raised as issues affecting rural areas.
- Inclusion of local knowledge and opinions in decision-making processes was also raised.



### **PLAN TO DIRECT GROWTH TO LARGER POPULATION CENTRES**

- Over 65% of respondents somewhat or strongly agreed that they understood the plan to direct 80% of forecast growth to the Lakes Entrance, Bairnsdale and Paynesville areas.
- Themes raised as areas of concern were Infrastructure and Services, Environmental Protection, land banking and the unequal distribution of growth negatively impacting the availability of affordable housing, services and infrastructure in rural settlements.
- Improving public transport, use of financial levers, alternative housing models, and investing in all towns were seen as opportunities.

### **TOWN AND SETTLEMENT CATEGORIES**

- Almost 70% of survey respondents somewhat or strongly agreed with the categories as described in the draft HSS.
- Some feedback considered that the categories limit natural evolution and change in communities.
- Allowing for small amounts of growth that delivers vibrant and resilient communities and meets local needs was requested for some settlements.
- The drop-in session feedback indicated that each place needs its own approach.
- There was feedback that Omeo should be designated as a Town; and Sarsfield needed a clearer definition.

### **SUPPORTING REMOTE SETTLEMENTS**

- Over 80% of survey respondents somewhat or strongly supported increased flexibility for Council to consider dwellings in rural areas where they are safe and needed to support the viability of rural communities.
  - While safety is important, some respondents also want the ability to set their own risk appetite.
  - Strong, fair and equitable frameworks for discretionary choices that kept planning and building costs down were desired.
  - Communication infrastructure was considered the most important infrastructure for regional areas.
- The 50km test raised some feedback based on the following factors:
  - It does not align with other metrics/definitions (e.g. Centrelink) and does not factor in the ease of access imposed by the travel conditions.
  - There are small communities within the 50km area that people felt were eligible and deserving of support to grow/evolve.
- Supporting alternative activities not related to traditional country living was raised in the drop-in sessions as important to supporting remote communities where farming was not a viable industry.

### **RURAL LIVING ZONE (RLZ) AND LOW DENSITY RESIDENTIAL ZONE (LDRZ)**

- 75% of survey respondents somewhat or strongly agreed that investigating smaller lot sizes in RLZ and LDRZ areas was a suitable approach to ensuring new rural residential housing does not negatively impact areas of environmental significance.
- Some respondents from the Paynesville area indicated that the RLZ/LDRZ impact on the area will be detrimental with poor quality subdivisions, especially without good design guidelines and transport planning.
- A number of specific sites for expansion of these and other zones were identified by landowners through the drop-in sessions and written submissions.
- A number of written submission and survey comments made the case that relying on land zoned but not released for greenfield development was risky, as it may not come to fruition due to land banking, or lack of demand for housing in that area.
- Another point raised particularly through the written submissions is that relying on a large number of landowners to subdivide to facilitate infill development was risky, and the pipeline was likely to be slower (and more onerous in terms of planning approvals) than the draft strategy allowed for.

### **INFILL DEVELOPMENT**

- Appetite for some areas of medium density housing exists, and people can see benefits.
- Facilitating people to age-in-place, responding to shrinking household sizes and providing options for first home buyers and lower income earners to own, were key reasons people were supportive of diversifying East Gippsland's housing stock.
- The top three benefits of medium density housing identified by survey respondents are:
  1. Containment - Reducing the spread of housing into surrounding rural areas/better use of residential land.
  2. Dwelling Diversity and Affordability - More options for first home buyers and down sizers without having to leave the area, more affordable homes, greater choices in housing type to suit different households.
  3. Transport - Better active/public transport options available.
- There was also the suggestion that infill development offers the opportunity to increase the provision of eco/sustainably designed and built homes. These homes are also cheaper to run to achieve comfort levels.
- The top three negatives of higher density housing identified by survey respondents are:
  1. Services and Infrastructure: Local services and infrastructure will be under pressure from additional residents.
  2. Traffic Management: Increased road traffic, more vehicles parked on the street.
  3. Character and Access to Open Space: Loss of open space and increase presence of multi-story dwellings changes the character of the place.
- The loss of established shade trees and need to balance medium and lower density options to allow for personal choice were also raised.
- Management/provision of open spaces and implementation of strong design controls are seen as central to achieving good outcomes through medium density development.
- Underutilised government land was identified in the drop-in sessions as a key opportunity.

- Town boundaries were not universally supported, with many preferring a more flexible approach through guidelines and local context analysis.
- Ongoing engagement with local communities around medium density housing proposals was core to people supporting infill development.

A range of feedback was provided about the conditions people wanted to see when infill development was being considered. They are summarised below:

1. Ensure infrastructure can support increased population and consider waste disposal, water, transport, and access needs.
2. Preserve the character and rural ambience of towns to maintain their appeal. Maintain existing benefits such as land, lake, and ocean views for long-term residents.
3. Support affordable and diverse housing options to attract young entrepreneurs and families.
4. Consider community togetherness, identity, and prosperity when designing new developments.
5. Promote environmentally sustainable design including passive solar design and well-built homes.
6. Preserve green spaces and consider fire-resistant trees and windbreaks.
7. Evaluate town layout for active and public transport connectivity and ensure sufficient green space availability and utilisation/activation.

## OBJECTIVES AND STRATEGIES

The draft HSS contains a series of 10 Objectives to achieve each Principle and then multiple Strategies that provide detail about how the Objectives will be achieved. These Objectives were included as part of the online survey and community drop-in session activities. Overall, the majority of respondents (over 60%) somewhat or strongly supported each of the 10 Objectives. Two of the objectives (2 – Supply of suitable residentially zoned land; and 9 - RLZ and LDRZ) received comparatively lower levels of support.

Due to the diversity of feedback regarding the 10 Objectives and associated Strategies it is not possible to summarise responses, feedback from drop-in sessions and individual written submissions. Details of feedback relating to Objectives and Strategies are included within the appendices, as follows:

- [Appendix 2 – Survey responses](#)
- [Appendix 3 – Drop-in session responses](#)
- [Appendix 4 – Written submissions](#)

## 7. How feedback informed the revised Housing and Settlement Strategy

Following detailed consideration of feedback from the community and stakeholders, the draft Housing and Settlement Strategy has been updated. The table below summarises key changes.

Proposed Change	What Has Changed?	Why Has It Changed?
Strategic Principles – Summary	<p>Whilst the six Strategic Principles that underpin the HSS have not changed, an updated summary has been included to provide a 'non-technical' overview of:</p> <ul style="list-style-type: none"> <li>what the HSS is trying to achieve;</li> <li>why it is important;</li> <li>how it helps; and</li> <li>what the challenges are.</li> </ul>	In response to feedback during community and stakeholder consultation regarding the use of non-technical language to explain the HSS.
Stronger emphasis on planning for natural hazards	The content of 'Objectives and Strategies' regarding planning for natural hazards (bushfire, flood and landslip) have not changed, however, they have been given stronger emphasis by moving them from Objective 10 to Objective 1 of the HSS.	<p>Victorian Government policy prioritises the protection of human life over all other policy considerations. The HSS must therefore prioritise planning for natural hazards above any other policy direction.</p> <p>This change is consistent with advice received from the CFA and Department of Transport and Planning (DTP) during stakeholder consultation.</p>
Stronger emphasis on protection of environmental values	Additional commentary has been added to section 8.3 of the HSS to highlight the role of existing planning policy to protect environmental values and explain how the HSS strengthens protection in areas of environmental significance.	In response to feedback during community and stakeholder consultation regarding the need to strengthen protection of environmental values.
Housing Supply Data updated	<p>The HSS provides an estimate of housing demand, supply and capacity to inform strategic policy direction.</p> <p>The initial draft HSS (used for community and stakeholder engagement) included an estimate of capacity for infill housing development in Bairnsdale.</p> <p>The revised draft HSS has excluded the estimate for infill housing development in Bairnsdale from the overall housing capacity assessment and provides more detail on how the housing supply and capacity estimates have been prepared.</p>	<p>Victorian Government policy requires Council to maintain a minimum land supply of 15 years across the municipality. Feedback from the community engagement process raised concerns that the housing supply and capacity estimates were overly reliant on supply being provided via infill housing development.</p> <p>To address this concern, infill housing development was removed from the estimate of housing supply.</p> <p>The revised draft HSS maintains policy support for infill housing development across all settlements in</p>

Proposed Change	What Has Changed?	Why Has It Changed?
Cont.....		East Gippsland. Any infill housing that is constructed will supplement housing supply estimates.
Aboriginal Housing Need	<p>A section on Aboriginal housing need has been included.</p> <p>Under the objective to increase the supply of social and affordable housing, a strategy has been added to support the development of affordable and culturally appropriate accommodation and housing for the Aboriginal community.</p>	To reflect consultation with Aboriginal Housing service providers and to incorporate the Victorian Aboriginal Housing and Homelessness Framework (2020).
Balanced Growth	<p>Reference to the 80% (Bairnsdale, Lakes Entrance and Paynesville) - 20% (all other districts) split of housing growth has been removed.</p> <p>The Settlement Roles and Futures have been updated to clarify growth opportunities across all categories of settlements.</p>	<p>To address concerns raised during community consultation that the HSS was too centralised around Bairnsdale, Lakes Entrance and Paynesville.</p> <p>The HSS seeks to promote balanced growth across the municipality. Availability of land, services and infrastructure will result in a higher proportion of growth being located in key population centres - Bairnsdale, Lakes Entrance and Paynesville.</p> <p>Development opportunities in smaller rural settlements will be affected by environmental values and environmental risk. Housing development will be directed to low-risk locations.</p>
Clarify the role of infill development	<p>Locations for infill development have been refined and updated based on criteria for areas of 'Substantial', 'Incremental' and 'Minimal' change. The criteria-based approach for infill housing development replaces the previous Framework Plans and provides guidance for the type of infill housing development encouraged in different locations.</p> <p>Commentary has been added at to clarify that not all precincts within the review of the Rural Living Zone (RLZ) and Low Density Residential Zone (LDRZ) will be appropriate for increased residential density. The review of RLZ and LDRZ precincts will be subject to environmental values and environmental risks.</p>	<p>Community and stakeholder feedback reflected a desire for clarification regarding infill housing development.</p> <p>The approach set out in the revised draft HSS provides a criteria-based policy approach that is consistent with Victorian Government policy direction in planning for housing.</p> <p>Clarification regarding RLZ and LDRZ review is in response to concerns from communities such as Raymond Island where submissions reflected concerns that increased densities were not appropriate due to environmental constraints.</p>

Proposed Change	What Has Changed?	Why Has It Changed?
Areas for future residential development	<p>Evidence to inform the HSS indicates there is an adequate supply of land (30 years) to accommodate residential growth across the municipality. No rezoning of residential land is proposed to 2041.</p> <p>Commentary has been added to Settlement Roles and Futures) that indicates housing supply will be monitored every 5 years. If additional residential land is required, investigation areas must be consistent with the emerging Bairnsdale 2050 Plan and any other changes identified in adopted Structure Plans.</p>	<p>Specific landowners in proximity to Bairnsdale had lodged submissions to the draft HSS that sought to identify their land as a future residential investigation area.</p> <p>Proposed changes in the revised draft HSS ensure that future residential investigation areas are consistent with the emerging Bairnsdale 2050 Plan. Submissions received will also be considered as part of the Bairnsdale 2050 project.</p> <p>The strategy incorporates areas within or adjacent to townships which have been previously identified for growth in either approved Structure Plans or areas identified for the preparation of future Structure Plans.</p>
Role of small towns	<p>The Settlement Roles and Futures have been updated to clarify that infill development within existing zoned areas is encouraged in relevant categories of settlement, including small rural towns and settlements. The type and location of infill development is also clarified.</p> <p>The role of Council to support landowners to realise infill development opportunities via the planning application process is emphasised.</p>	<p>To address concerns raised during community consultation that the HSS was too centralised around Bairnsdale, Lakes Entrance and Paynesville. The HSS seeks to promote balanced growth across the municipality.</p> <p>Development opportunities in small rural towns and settlements will be affected by environmental constraints.</p>
Review of Framework Plans	<p>Framework Plans have been removed from the HSS, including the plan that identifies locations within 50km of the main population centres.</p>	<p>To address concerns raised during community consultation regarding the 50km guideline being too restrictive on opportunities for development within some settlements, and concerns from landowners regarding the timing of development opportunities.</p>

It is noted that the table above only relates to changes that have been made to the HSS as a result of community and stakeholder feedback. Some suggestions received from the community engagement process were either beyond the scope of the project or were not supported by local, State or Federal policy direction. Where this is the case, changes have not been made to the revised draft HSS.

## 8. Appendix 1 – Engagement and Communications activities

This section documents each communications activity and working group session undertaken as part of the Discussion Paper consultation process.

Engagement Tool	Total No.	Date	Success measures
<b>Have Your Say Shire ad</b>	2	Lakes Post / Snowy River Mail/Bairnsdale Advertiser (Wednesdays) 27 April 2023 3 May 2023	Circulation: <ul style="list-style-type: none"> <li>Snowy River Mail/Lakes Post: 3,531</li> <li>Advertiser: 6,450</li> </ul>
<b>Media releases</b>	1	26 April 2023	Published on Council's media page Distributed to media channels.
<b>Meetings and communication with key stakeholders (External)</b>	2	N/A – feedback sought through written submissions	Agencies: <ul style="list-style-type: none"> <li>Department of Energy, Environment and Climate Action (DEECA)</li> <li>East Gippsland Water</li> <li>East Gippsland Catchment Management Authority (EGCMA)</li> </ul>
<b>Meetings and communication with key stakeholders (Internal)</b>	3	19 April 2023 – Steering Committee 20 April 2023 – Customer Service Briefings (x2) In addition to various meetings, email updates and communications, and phone conversations.	
<b>Meetings with Community Groups</b>	2	6 April 2023 – Bonang “Building Our Future” community session 3 May 2023 – Omeo Business and Tourism Association	24 community members in attendance. Discussion of planning and building law, RLUS and HSS.

Engagement Tool	Total No.	Date	Success measures
Drop in Sessions	9	<ul style="list-style-type: none"> <li><b>Buchan</b> Recreation Reserve, 5.30-7.30pm, Tuesday 2 May 2023</li> </ul>	4 attendees – feedback that not enough notice provided to community regarding the drop in session.
		<ul style="list-style-type: none"> <li><b>Omeo</b> Recreation Reserve, 4.30-6.30pm, Wednesday 3 May 2023</li> </ul>	16 – Date chosen to coincide with the Omeo Business and Tourism Association meeting. - feedback that not enough notice provided to community regarding the drop-in session.
		<ul style="list-style-type: none"> <li><b>Paynesville</b> Service Centre, 4.30-6.30pm, Monday 8 May 2023</li> </ul>	23
		<ul style="list-style-type: none"> <li><b>Bairnsdale</b> Library, 4.30-6.30pm, Thursday 11 May 2023</li> </ul>	40
		<ul style="list-style-type: none"> <li><b>Mallacoota</b> Mud Brick Pavilion, 5.30-7.30pm, Tuesday 16 May 2023</li> </ul>	5 – Date chosen to coincide with a community meeting. A brief presentation was made to the community meeting to encourage participation in the HSS project.
		<ul style="list-style-type: none"> <li><b>Cann River</b> Community Centre, 12-2pm, Wednesday 17 May 2023</li> </ul>	18 – Date chose to coincide with a community lunch.
		<ul style="list-style-type: none"> <li><b>Orbost</b> Service Centre, 4.30-6.30pm, Wednesday 17 May 2023</li> </ul>	7
		<ul style="list-style-type: none"> <li><b>Lakes Entrance</b> Mechanics Hall, 4.30-6.30pm, Monday 22 May 2023</li> </ul>	17



Engagement Tool	Total No.	Date	Success measures
		<ul style="list-style-type: none"> <li><b>Goongerah</b> Hall, 1-3pm, Friday 26 May 2023</li> </ul>	2
<b>@eastgippsshire Facebook as at 12 February 2023</b>	7	<p>Facebook Posts:</p> <p>28 April 2023 (13 reactions, 13 comments, 6 shares)</p> <p>30 April 2023 (3 reactions, 2 comments, 1 share)</p> <p>13 May 2023 (1 share)</p> <p>15 May 2023</p> <p>22 May 2023 (1 reaction, 1 share)</p> <p>Facebook comments have been read and responded to where appropriate by the Council communications team. All themes raised have been confirmed to have been captured in the formal submission and prompts to make formal submissions were made to commenters with detailed feedback.</p>	<ul style="list-style-type: none"> <li>Facebook Page Follows: 8.9K</li> <li>Comments regarding active and public transport.</li> </ul>
<b>Hardcopy displays</b>		<ul style="list-style-type: none"> <li>Hardcopies were available on request via Customer Service and provided at drop-in sessions</li> </ul>	<ul style="list-style-type: none"> <li>Difficult to measure reach or success with hard copy engagement tools</li> </ul>
<b>YourSay East Gippsland webpage (Source: YourSay Report)</b>	1	<p>Live from 16 November 2022 (ongoing at time of writing)</p> <p>Round 2 data assessed from 16 April – 1 June 2023</p>	<ul style="list-style-type: none"> <li>910 visits during the Round 2 consultation period</li> </ul>

Engagement Tool	Total No.	Date	Success measures
<b>Mailout flier</b>	26,464	Unaddressed bulk-mail out to all mailboxes in the municipal footprint. Delivered between 24-28 April 2023	<ul style="list-style-type: none"> <li>• 26,464 delivered mailboxes and post office boxes across East Gippsland</li> <li>• 135 bit.ly link uses from the flier</li> <li>• QR code scans unknown (issue with accessing data from QR code creator service)</li> </ul>

## 9. Appendix 2 - Survey summary

### 9.1 Reach

99 contributions were received from 96 survey contributors. A contributor may be the same person completing the survey multiple times, or two or more people completing the survey from the same computer and browser, which YourSay will read as a single contributor. For this reason, all individual contributions have been included despite some responses being similar enough to indicate a repeat response. This is a small weakness in the data that must be accepted when collecting anonymous responses. There is no indication enough duplicate responses were received to impact the overall position of the feedback outcomes.

Across the survey questions a combination of specific feedback (relevant directly to the question) and general feedback (relevant to the overall draft Strategy) was received. General feedback has been summarised into themes, specific feedback has been provided verbatim for review and action, as relevant.

A copy of the survey is available as Attachment A.

### 9.2 Vision Statement

**Question 1 (Likert Scale)** - Respondents were asked to rate the components of the proposed Vision Statement from 'Not important at all' to 'Very important':

*In 2040, the diverse housing needs of our community will be met, recognising the unique local character of our many towns and settlements, and responding to community aspirations. Housing opportunities will include affordable and inclusive homes and high-quality lifestyle options throughout the many stages of life. Settlement growth will be managed in a way that recognises the significant natural values of the Shire, the impacts of climate change and natural disaster, and the importance of retaining our productive agricultural areas. The diversity of housing options will be a drawcard for new residents.*

#### Question 1 Results:

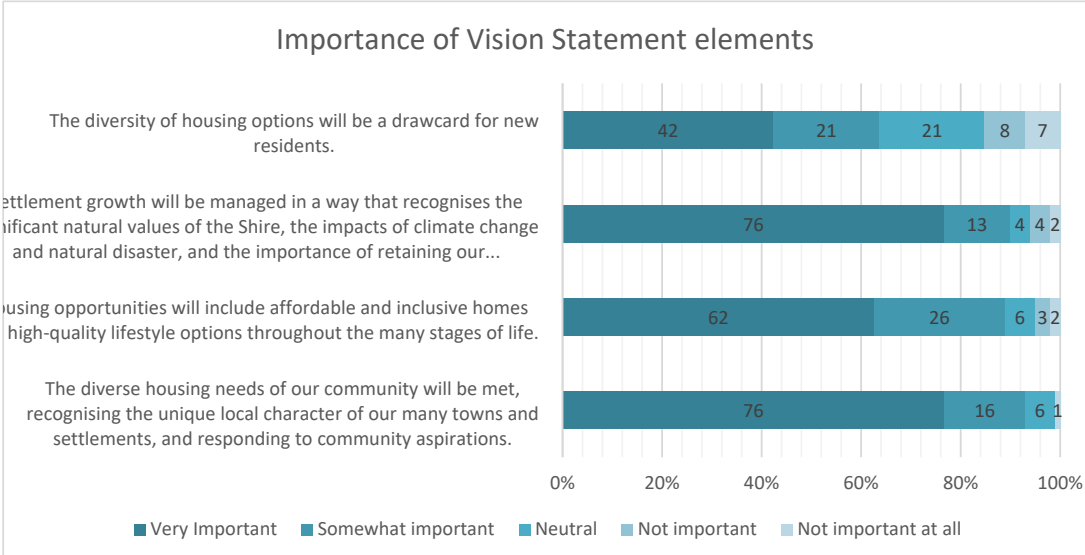


Figure 7: Question 1 results - Vision Statement

**Question 2 (Open Text)** – Respondents were asked “If you could change one thing about the Vision Statement, what would it be?”

**Question 2 Results:** 67 comments received.







#### General

- **Environmental Protection:** 12 comments mention the importance of protecting the natural environment, preserving/rewilding wildlife habitats, and avoiding development in sensitive areas such as wetlands and protected areas. Climate change and its impact on the region are also highlighted.
- **Infrastructure and Services:** 13 comments raise concerns about the need for adequate infrastructure to support population growth, including healthcare facilities, schools, roads, telecommunications, and waste management. The existing strain on infrastructure and the importance of upgrading it before new developments are undertaken is emphasised.
- **Housing Diversity and Affordability:** 7 comments call for diverse living arrangements, including eco-friendly and off-grid housing options. Some comments also mention the need for affordable housing and social housing to cater to low socio-economic residents.
- **Community Input:** 6 comments stress the importance of actively listening to the community's aspirations, involving existing residents in ongoing decision-making processes.
- **Agricultural Preservation:** 2 comments reinforce the significance of retaining productive agricultural areas and considering the impact of development on farming zones.

#### Specific

- As part of the sentence "settlement growth will be managed in a way" I would like to see the addition of words to the effect that existing neighbourhood character be respected and retained.
- More emphasis on provision for low socio-economic residents.
- I think it's important to also include reference to active transport in the vision statement. Active transport connections are essential for liveability and health of a town.
- More vision for towns to attract and keep tourists
- Type of employment
- Refer to self-sustaining, progressive in balance with character and nature, safely move around and between
- Settlement growth will be managed in a way that recognises AND PROTECTS the significant natural values of the Shire, the impacts of climate change and natural disaster, and the importance of retaining our productive agricultural areas.
- I'd emphasise infill development as a potential strategy, particularly in the outlying communities, where greenfield development on the outskirts poses an unacceptable bushfire risk.

### 9.3 Strategic Principles

Principle		What does this mean?
	1. Future population and housing development will be directed in accordance with the defined <b>settlement roles and futures</b> .	Towns and settlements across East Gippsland will have different roles to play in providing housing, infrastructure and services for future residents.
	2. Housing development that creates <b>compact towns and settlements</b> will be supported to enable the efficient and sustainable use of land and infrastructure.	New housing will be provided in locations where residents have good access to services and infrastructure.
	3. Initiatives that deliver improved housing <b>affordability, diversity, and innovation</b> will be supported to provide greater choice for residents throughout all stages of life.	People need different types of housing at different times in their lives. Housing of different size, price, form, and tenure (if they are rented or owned) will be encouraged to provide choice.
	4. The unique <b>character of towns and settlements</b> will be maintained and enhanced across East Gippsland	New housing will make a positive contribution to what communities' value about their town or settlement and respect their natural setting.
	5. Well designed and resource-efficient developments that contribute to creating more <b>sustainable towns and settlements</b> will be supported.	New housing will reduce its impact on climate change and enable people to be more resilient in response to the changing climate.
	6. Development in areas of <b>environmental and landscape significance</b> and at risk of <b>natural hazards</b> will be managed to preserve natural resources and protect human life.	New housing will not be supported where there is an unacceptable risk to human life from bushfire, flood or landslip and erosion, or in areas with high environmental values.

**Question 3 (Likert Scale)** - Respondents were asked to indicate their level of agreement to the six proposed principles.

#### Question 3 Results:

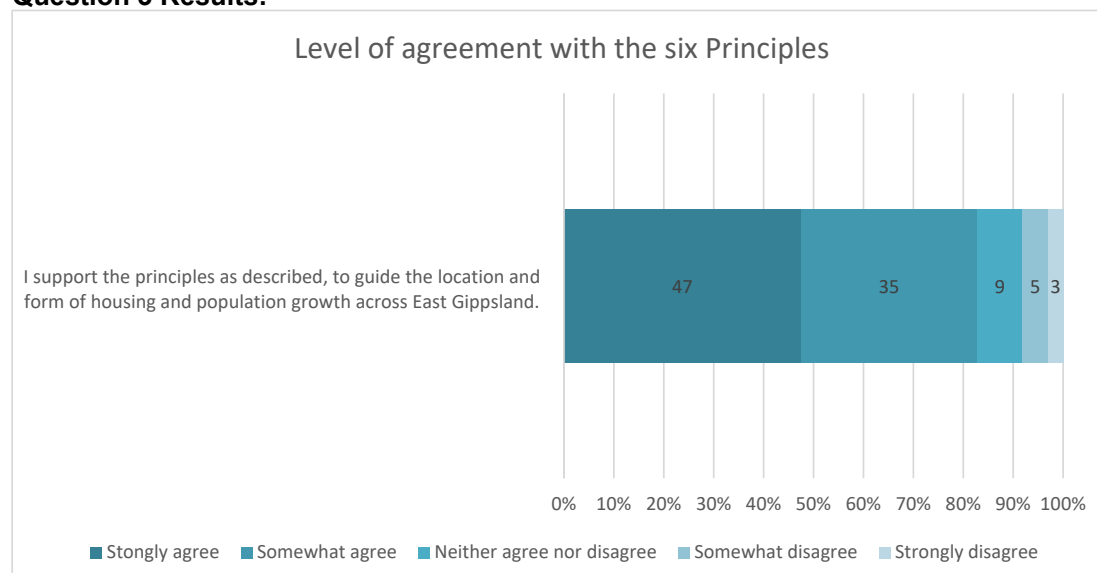


Figure 8: Question 3 results - Level of agreement with the six Principles

**Question 4 (Open Text)** – Respondents were asked “If you could change one thing about the principles, what would it be?”

**Question 4 Results:** 49 comments received.

**General**

- **Environmental Protection:** 7 comments about incorporation of more green areas, including large bushlands, to sustain wildlife and mitigate CO2. Prioritisation of environmental preservation, wildlife protection, and the retention of unique landscapes in housing development.
- **Infrastructure and Services:** 3 comments highlight ensuring infrastructure development precedes new housing to support existing residents and the community.
- **Hazard Mitigation:** 4 comments identify that restricting development in areas prone to natural hazards is preventing people being able to make choices about their own land and risk appetite, and harming remote communities or highlight the right for local objectives and “Place”.

**Specific**

- Strategic Principle 1 should mention the settlement hierarchy.
- Once again I would like to see allowance for low social economic houses stated more clearly.
- All new developments should include active infrastructure investment from developers to connect new areas to existing active transport pathways.
- Strategic Principle 4 should include protecting historically significant houses in towns.
- Strategic Principle 3 Larger productive agricultural properties are important to retain, Small unproductive land areas nonviable not affecting the landscape should have the "Farming Zone" rating lifted be able to be considered for subdivision to allow for more choice.
- Strategic Principle 6, whilst having good intentions, can be used to prevent people from building on and developing their own land. Whilst mitigations should be put in place in risky situations, landowners should have less restrictions on building on their own land.
- More detail. These are far too vague and open to interpretation. Sound good but could mean anything in reality. What is 'supported'? or 'unacceptable risk'? or 'High enviro values'? Principle 1. is unintelligible or without clear meaning.
- Council to make decisions other than economic. Still approving poorly designed unsustainable buildings. Lacks vision, needs visionary thinkers. Investor-developer focused, not enough robust analysis of rest of LGA and potential growth in those areas.
- Point 6, whilst having good intentions, can be used to prevent people from building on and developing their own land. Whilst mitigations should be put in place in risky situations, landowners should have less restrictions on building on their own land.

## 9.4 Understanding of plan to direct growth

**Question 5 (Likert Scale)** - Respondents were presented a summary of the land availability and population growth forecast, as outlined in the draft strategy and asked if they understood the plan to direct 80% of forecast growth into the Lakes Entrance, Bairnsdale and Paynesville areas.

### Question 5 Results:

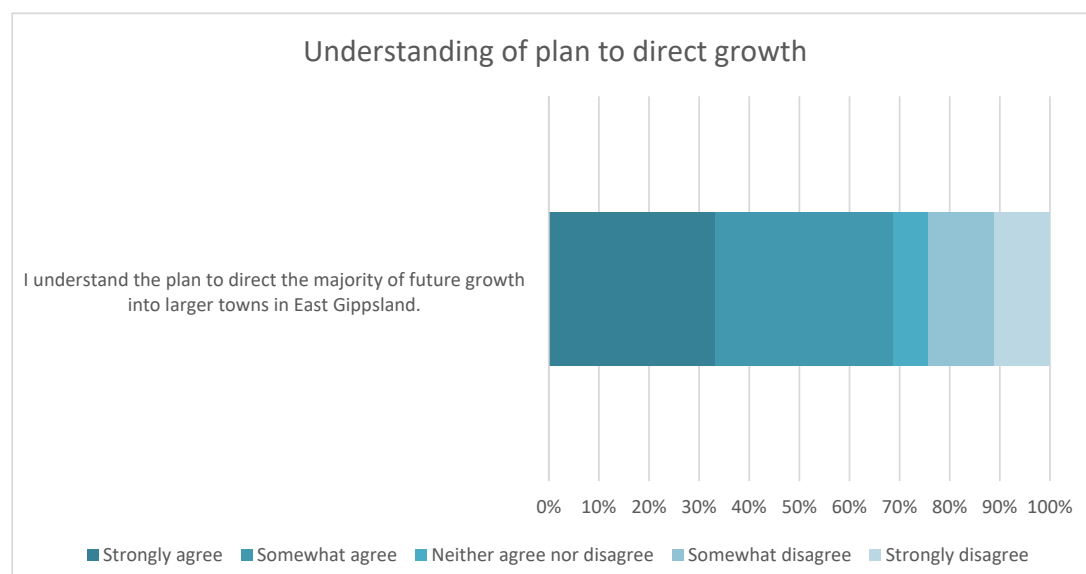


Figure 9: Question 5 Results - Level of understanding regarding the proposed location for the majority of future housing growth outlined in the draft Strategy.

**Question 6 (Open Text)** – Respondents were asked “Are there any concerns or issues you think should be considered about the majority of future growth being directed to larger towns?”

**Question 6 Results:** 56 comments received.

Concerns	Opportunities
Excessive housing and commercial development causing areas like Paynesville and Eagle Point to lose their unique character	Protect unique character and adhere to strategic principles
Inadequate infrastructure and services, planning and contributions	Provide affordable social housing and improved community facilities. Ensure developers contribute to traffic management and community infrastructure. Develop sustainable solutions for water and sewage management. Improve public transport, roads, hospitals, and basic services - expand services and infrastructure to accommodate growth
Impact on agricultural and farming industries/ Loss of farmland	Consider agricultural land and industry in development plans. Preserve valuable agricultural land and consider land use
Land banking and delayed development	Impose holding taxes or additional rate rises for undeveloped land
Lack of public transport and active transport infrastructure	Invest in public transport and green spaces to reduce congestion

Concerns	Opportunities
Protection of natural environment and climate change considerations	Mitigate climate change impacts and protect natural environment
Lack of employment opportunities	Attract businesses and promote year-round employment
Unequal growth distribution and centralisation can negatively impact rural regions. Neglected small communities (services/infrastructure growth) and affordable housing	Balance growth across towns and regions to support viability. Ensure sufficient housing supply in smaller areas. Preserve rural and country feel while accommodating growth
Limiting personal choice	Provide for rural living properties
Housing affordability concerns	Support affordable housing options, Alternative housing models – cohousing, eco-villages, etc.
Protecting existing town centres and amenities, Negative impacts on tourism and small-town charm/ rural feel	Revitalise existing town centres and promote local businesses. Enhance tourism experiences and preserve small-town character
Raymond Island should be considered independently from Paynesville	

## 9.5 Town and Settlement Categories

**Question 7 (Likert Scale)** - Respondents were asked if they agreed with the proposed future roles for each town and settlement category as described in the draft Strategy.

### Question 7 Results:

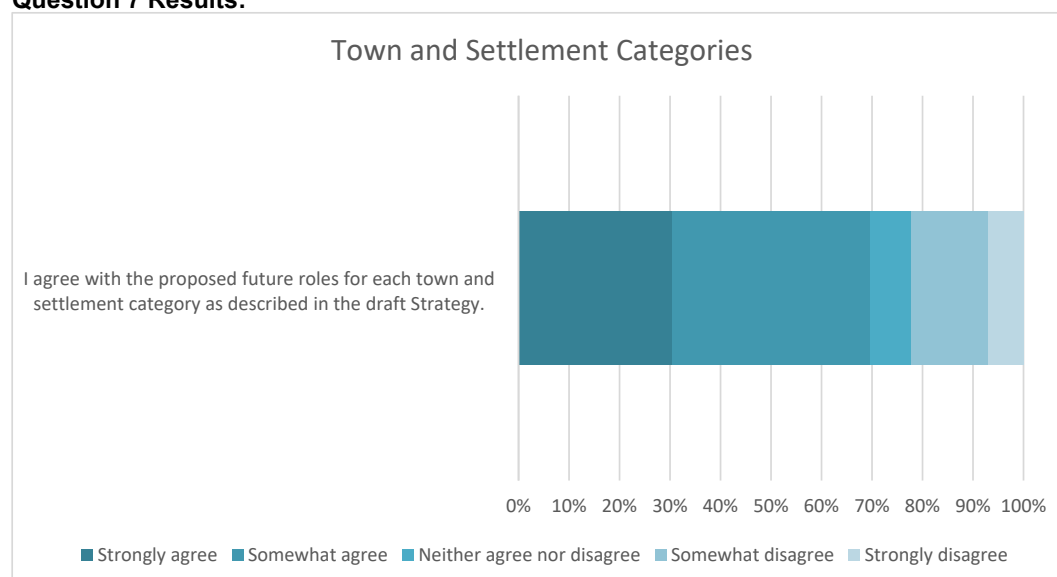


Figure 10: Question 7 Results - Town and Settlement Categories



**Question 8 (Open text)** – Respondents were asked “If you could change or add one thing about the proposed future roles for towns and settlements, what would it be?”

**Question 8 Results:** 38 comments received.

#### General

- **Environmental Protection:** Preserve natural views and address environmental impacts: Avoid high-density building in lakeside and riverside areas, consider the impact on the lake and bird population, and restrict further development in environmentally sensitive areas.
- **Infrastructure and Services:** parking spaces, hospitals, public transport, and postal services to accommodate the growing population and ensure essential services are available in all towns and settlements.
- **Community Input:** Allow input from current residents to determine growth areas, consider local needs, and include first responder resourcing to ensure civil safety and liveability.
- **Flexible planning and adaptation:** Remain open to adjusting plans based on actual demand, include small towns and settlements for growth, and allow for subdivision and co-housing projects in remote communities to promote affordable housing and community-based living.
- **Hazard Mitigation:** Evaluate the safety from natural disasters in different areas, develop infrastructure plans that capitalize on unique features of towns, and prioritize land use zoning and rezoning to accommodate diverse lifestyle choices and further subdivision where viable.

#### Specific

- Ensure small towns and settlements will be included for growth and expansion to the extent they remain vibrant and resilient communities with local needs being met.
- I think there are too many areas lumped in together and assumptions made about what's available. EG Eagle Point - Town? Really, it has two caravan parks and a primary school. No clubs, shops. it will just be absorbed into Paynesville losing its uniqueness.
- Remove the restrictions on population growth/dwelling development in the 'Rural Towns' and 'Remote Settlements and Rural Districts' classifications. Allow these areas to grow and develop, with a slow increase of farming and rural living zoning.
- Include Assumptions and Extraordinary Items e.g. Buchan has significant infrastructure occurring in town and other localities in the District. Much work is occurring in the in the LGA on the back of the bushfires to factor in growth of these rural towns.
- Classification fails to let communities evolve and change

## 9.6 Supporting Rural Areas

**Question 9 (Likert Scale)** - Respondents were asked if they support the opportunity to allow consideration of dwellings in rural areas where they are safe and needed to support remote rural communities.

### Question 9 Results:

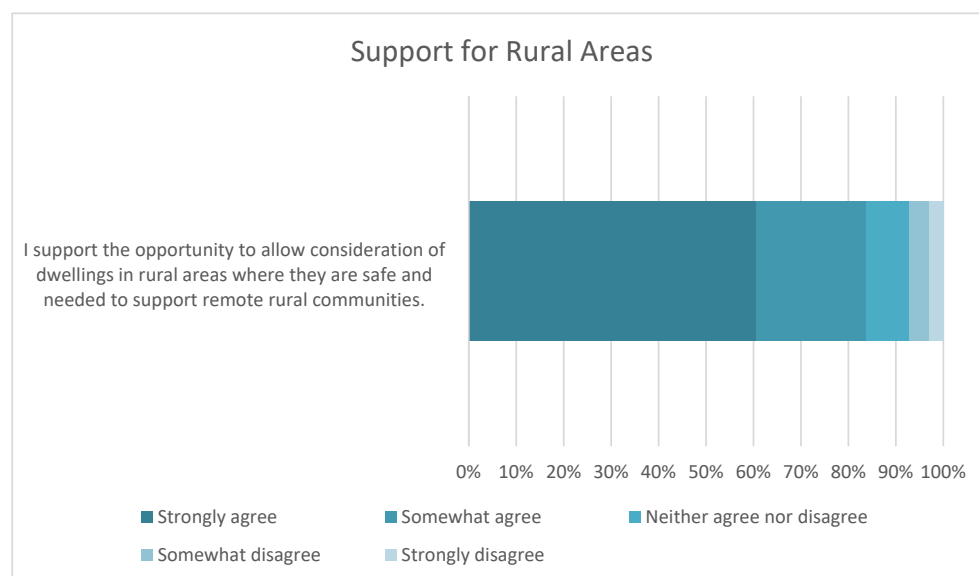


Figure 11: Question 9 Results – Support for rural areas

**Question 10 (Open Text)** – Respondents were asked “Are there any concerns you want to add about building new houses in remote/rural areas?”

**Question 10 Results:** 32 comments received.

#### General

- **Environmental Protection:** Striking a balance between allowing development for settlement viability and preserving agricultural land, habitat, and individual township identities is crucial.
- **Infrastructure and Services:** Ensuring reliable phone and internet access is crucial for safety, security, and service delivery in remote builds.
- **Equity and Distribution:** There is a demand for affordable housing options in remote areas.
- **Community Input:** Allow input from current residents to determine growth areas, consider local needs, and include first responder resourcing to ensure civil safety and liveability.
- **Flexible planning and adaptation:** People want fair and equitable guidelines in place for decision-making, avoiding perceived biases and ensuring strong frameworks for discretionary choices, keeping costs down.
- **Hazard Mitigation:** Safety of people is important. Concerns revolve around the risks posed by natural disasters and the need to preserve natural features and wildlife habitats. Many responses want people to be able to make their own choices about risk appetite.

#### Specific

- Remove the 50km exclusion from Service Centres. Nowa Nowa, Waygara, Cabbage Tree Creek are just some of the communities that should be allowed to grow. How can grown kids live near their families if they aren't allowed to build a home in that community?

- How did you arrive at 50km? Centrelink expect people to travel 90 minutes for work. The radius should be factored at least with this as context.
- Council needs to include the areas of East Gippsland that have mining exploration permits in place e.g. Tambo Valley and Wairewa, and have a proactive policy/strategy to respond to potential mining activities that change the housing needs, environment, amenity and liveability of these places. Council needs to be proactive in this regard, not wait for the situation to arise then be caught 'on the back foot'.

9.7 Rural Living (RLZ) and Low Density Residential Zones (LDRZ)

**Question 11 (Likert Scale)** - Respondents were asked if they agreed that “investigating smaller lot sizes in appropriate existing Rural Living Zone and Low Density Residential Zone areas is a suitable approach to ensure new rural residential housing development does not negatively impact areas of environmental significance or result in risk to human life from natural hazards”.

**Question 11 Results:**

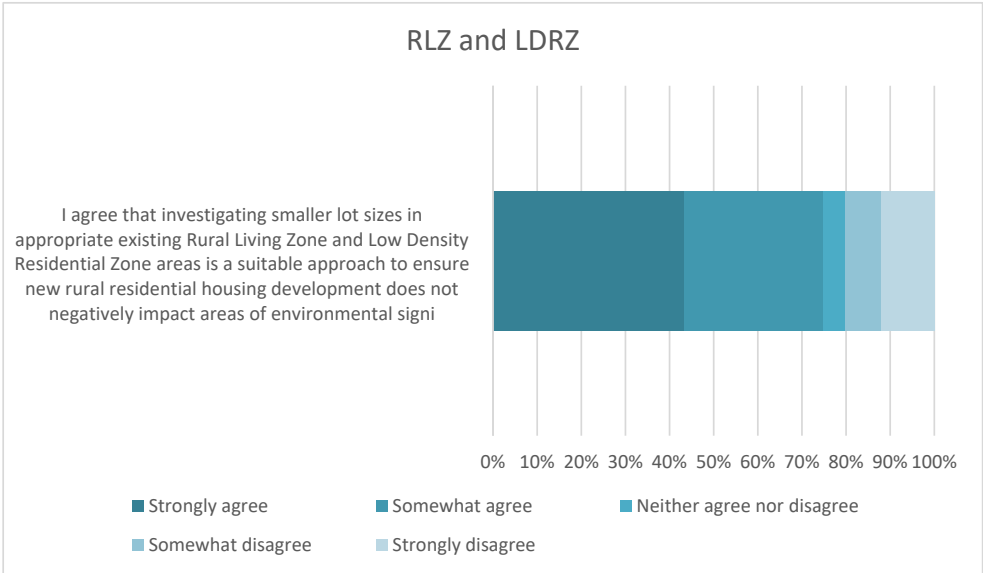


Figure 12: - Question 11 Results – Rural Living and Low Density Residential Zones

**Question 12 (Open Text)** – Respondents were asked “Are there any comments or concerns you want to add about the proposal to avoid rezoning land for rural residential purposes?” 18 comments were received.

**Question 12 Results:**

**General**

- **Environmental Protection:** Concerns raised about the environmental impact and development of rural land in Paynesville and Eagle Point.
- **Flexible planning and adaptation:** Calls for flexibility in zoning and decision-making, as well as the need to balance environmental concerns with the wellbeing of the community.
- **Infrastructure and Services:** Ensuring roads and transport is in place, among other services.
- **Character:** Opposition to small lots (not in line with local character and the reason people come to the area, wall-to-wall housing such as Pakenham not supported. Focus on character and environmental responses (reducing urban heat island effect, ensuring high surface permeability) is supported.

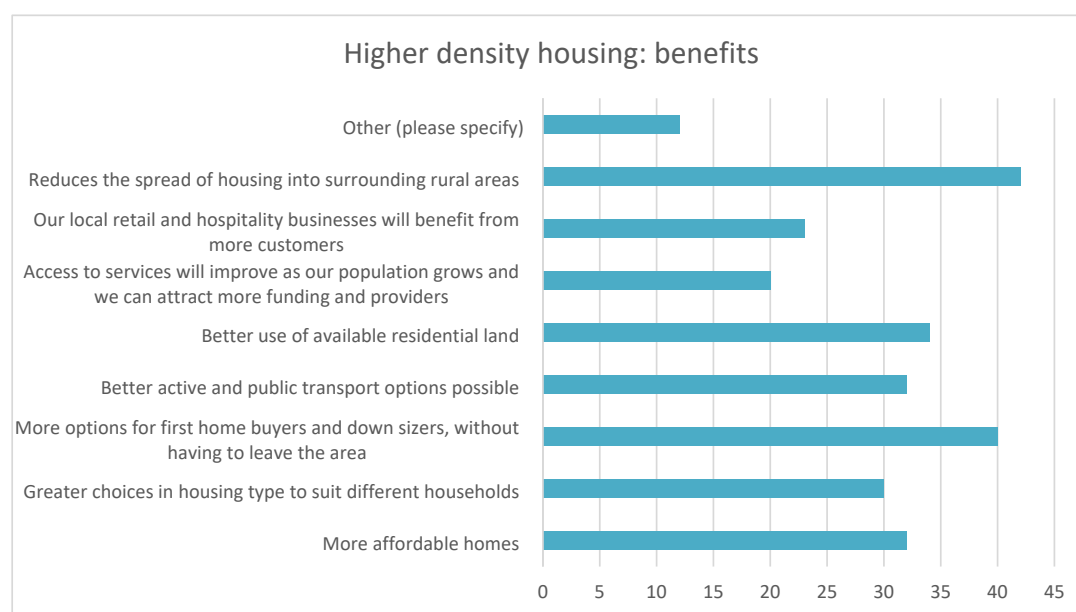
**Specific**

- What would be the plans regarding the additional Ferry load if additional dwellings are built on Raymond Island?
- keeping in consideration for ocean and lake views for existing residents
- (2) Many smaller acreages present in the mix of RLZs are not viable as farms and if lot sizes were made smaller eg 1-2 Hectares it would provide larger blocks for people with storage needs (caravans, boats, trades needing space for tools and equipment trucks and machinery etc.) Currently there are not many options if you have any of these. Provided surrounding landscape is not affected and retains environmental landscape.
- I would like to see Roseleigh place rezoned.
- The blanket Farming Zone zoning in the Errinundra to Snowy sub-district, for example, is highly restrictive and will eventually make smaller, non-traditional farming settlements in this district unsustainable. This very restrictive zoning must be made more flexible so more dwellings (for permanent residents and visitors) can be constructed on smaller land holdings.
- Population viability is vital in the decision-making process in small towns. Subdivision, 99 year lease, tiny houses, co-housing and multiple occupancy should all be acceptable and where there are threats from bushfire, earth based buildings be encouraged in Goongerah
- Feels like a slippery slope. There's already been a rather odd zoning decision made on the outskirts of Orbost. If that development gets to be called Rural Living, how small are Low Density blocks going to get?

## 9.8 Infill Development

**Question 13 (Multiple Choice)** - A summary of the draft strategy aim of encouraging higher density dwellings was presented and respondents were asked what the top three benefits of creating some areas of higher density residential housing would be.

### Question 13 Results:



**Figure 13: Question 13 results - Perceived benefits of areas with higher density housing**

“Other” answers:

- Increase provision of eco/sustainable designed and built homes
- Strong need to better regular short-term accommodation (Airbnb) which is perceived to be reducing availability of rentals
- More diverse/mixed housing types (but requires a focus on quality design controls)
- Ability to deliver cohousing options, and share resources like gardens, solar, pathways, etc.
- Connectivity, green space and public infrastructure that promotes healthy lifestyles is crucial to securing the benefits of intensification

**Question 14 (Multiple Choice)** - A summary of the draft Strategy aim of encouraging higher density dwellings was presented and respondents were asked what the top three negative impacts of creating some areas of higher density residential housing would be.

**Question 14 Results:**

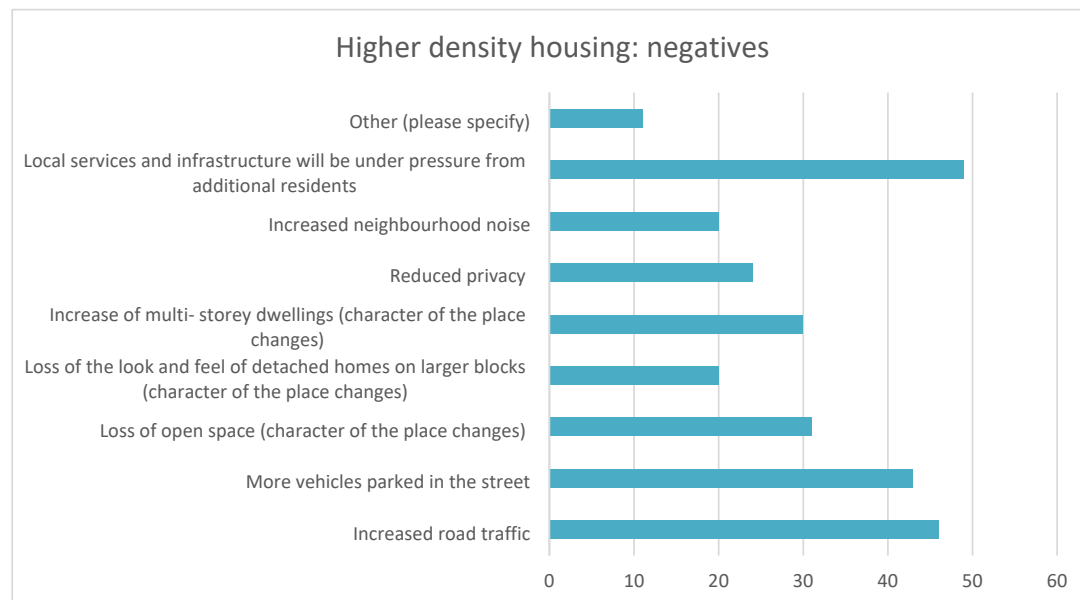


Figure 14: Question 14 - Perceived negatives of areas with higher density housing

“Other” answers:

- Loss of established street shade trees
- Poor quality design/lack of eco/sustainable design favoured for investment properties
- Need to balance higher density housing with low density options, to allow for choice

**Question 15 (Open Text)** – Respondents were asked “What are the most important things for Council to consider when deciding which areas are suitable for change to increase housing density?”

**Question 15 Results:** 28 comments were received.

**General**

- **Environmental Protection:** Consider the impact on existing residents, wildlife, and the local environment, including open spaces. Strive for sustainable and contemporary housing design.
- **Infrastructure and Services:** Evaluate the availability of infrastructure, services, and amenities, including water, sewerage, power, and parking, to support increased density and ensure a positive impact on the community's quality of life.
- **Character:** Preserve the natural beauty of the area, including open areas, vegetation, and wildlife, while respecting the views and preferences of long-term residents. retaining the place's character, history, and streetscape.
- **Community Input:** Ongoing consultation with the community about the impacts of higher density developments is needed as developments take place.

**Question 16 (Open Text)** – Respondents were asked “Are there any comments or concerns you want to raise about the proposal to support infill development where appropriate in larger towns and Service Centres?”

**Question 16 Results:** 22 comments were received.

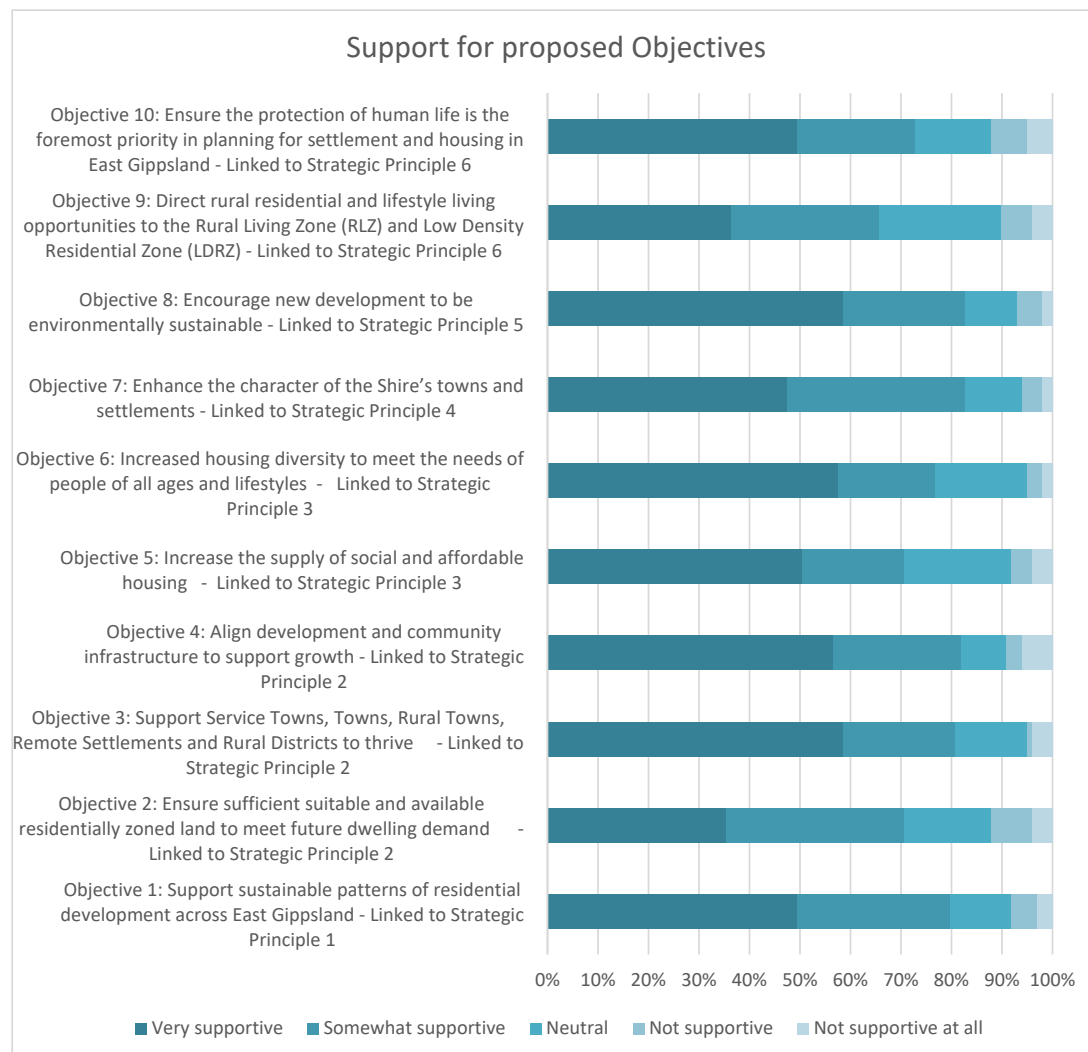
**General**

- **Environmental Protection:** Preserve natural beauty, vegetation, and wildlife. Minimise negative environmental effects and prioritise sustainability.
- **Infrastructure and Services:** Evaluate available open spaces and infrastructure, and ensure infrastructure and open space provision supports increased population.
- **Character:** Respect existing residents' views and living environment. Retain the town's streetscape, history, and charm. Balance growth and development with the town's unique characteristics.
- **Community Input:** Engage in open consultation with the community. Consider the impact on residents, wildlife, and the environment. Assess the impact on tourism, lifestyle, and town character.

## 9.9 Objectives

**Question 17 (Likert Scale)** - Respondents were asked their level of support for the 10 objectives.

**Question 17 Results:**



**Figure 15 : Question 17 Results - Level of support for the 10 proposed Objectives**

**Question 18 (Multiple Choice)** – Respondents were asked which objective/s they would like to provide detailed feedback on.

**Question 18 Results: No responses were received.**

Respondents were then able to review each objective and related strategies in detail. They were asked if there was anything they would change, add or remove for each objective.



**Question 19 Results (Open text): Objective 1**

14 comments received.

- Three comments express concerns about restrictions on development in rural communities, advocating for support, sustainable growth and provision to age in place.
- Two comments encourage flexibility and openness to change, as population growth trends shift over time.
- Two comments focus on protecting the rights of existing landowners (protecting land use/access to views)
- Two comments want more focus on protecting the environment and community character.
- Other comments included disagreeing with the approach to form and function and under-developed fringe areas. The need for improved landscaping, genuine consultation with local communities about future development and understanding the effects of population on business and tourism.

**Question 20 Results (Open text): Objective 2**

16 comments received.

- 2.4 must also include consideration of local character, not just environmental risk.
- 2.4 subject to risks to the environment (flora and fauna) and from the environment (fire, flooding and climate change)
- Remove 2.4
- Raymond Island must not be seen as part of Paynesville (2)
- A stronger definition of suitable and appropriate housing development in accordance with stronger environmental protections.
- Ensure accessibility is provided in existing residential areas for active transport options other than vehicles.
- No boundaries but develop principles for each main town in place based district to follow similar successful formula as best as possible to promote growth and resilience. (Allow for change/evolution) (3)
- Active transport
- Protection of views, ongoing monitoring of trends and demand, alternative construction methods

**Question 21 Results (Open text): Objective 3**

16 comments received.

- Three comments that changes to the Farming Zone are not supported (strategy 3.3).
- One comment that discretionary decisions need to be fair and balanced.
- Two comments that allowing subdivisions around small towns (considered non-viable farmland) should be supported, as should cohousing and multiple occupancy buildings.
- Two comments about environmental protection. 3 add ...environmental impacts and local character. (A common issue in Wellington Shire has been new residential and lifestyle development near dairy farms complaining about farming practices when the farmers have been there for decades.)
- Need for public transport across the region, exclusion of Raymond Island, arbitrary nature of boundaries, a common area for community in Bairnsdale, support for place-based structure plans were also raised.

**Question 22 Results (Open text): Objective 4**

11 comments received.

- Seven comments reinforcing that the timing of delivery of infrastructure and service upgrades is not sufficiently aligned with new housing development, and important to respond to and facilitate. This includes delivering services and infrastructure across the Shire, not just in the main population centres. It also includes public transport.
- Comments reinforcing the need to balance environmental protection with development outcomes, protecting existing residents' access to views, suggestion to apply a 5% Section 54 levy to support community infrastructure, removal of Farm Zone on 'non-viable' land near towns for residential lifestyle property growth.

**Question 23 Results (Open text): Objective 5**

14 comments received.

- Two comments opposing a social housing levy, a voluntary contribution will not work, a mandatory contribution will increase house prices. Affordable housing is State Government remit.
- Two comments that affordable housing should be widely distributed across the region, not focussed in one particular area or part of shire (i.e. rural vs, major town centre, one area of a town.)
- Further comments that Council should support provision of affordable housing, opportunity to apply a developer levy and use the funds to build or fund community housing, reduce the burden of on-costs to build a home created by increased regulation/imposing standards (i.e. environmental).
- Need for worker accommodation (short-term for doctors, etc) and cohousing options.

**Question 24 Results (Open text): Objective 6**

10 comments received.

- Three comments support compact, affordable homes/apartments.
- Further comments around public transportation, access to views, absence of mention of wildlife, need for lifestyle blocks, or if no backyards the provision of more activity centres.
- One commenter not supportive and seeking removal of 6.3 and 6.4: reference to medium and high-density living, noting negative impacts of existing developments on neighbourhoods.

**Question 25 Results (Open text): Objective 7**

11 comments received.

- Four comments agree that character is a priority.
- Three comments feel environmental protection is the key priority.
- Other comments that there is minimal character to protect, consultation about character with individual communities is needed, diversity is key to character.
- Call for protection of heritage areas in Paynesville (Langford Pde) to protect the historical value of the town.

**Question 26 Results (Open text): Objective 8**

11 comments received.

- Majority of comments agreeing this is high priority, many noting it hasn't been done well/should be being done better.
- Sensitivity around increasing costs of new housing with regulation.
- A request to shift from the term 'environmentally sustainable' to 'ecologically sustainable'.
- Two comments that supported endeavours to increase sustainability but did not support the proposed approach or definition.
- One felt the objective was tokenistic.

**Question 27 Results (Open text): Objective 9**

12 comments received.

- Three comments that further review of LDRZ is not needed or in keeping with the strategy (especially 9.3).
- Other comments that environmental (2) and view protection is important to any further rezoning.
- Seven comments that there is a need to review zoning regarding LDRZ in some cases – specific mention around Farm Zone where farming is considered 'unviable' (3), need for case-by-case approach (3).

**Question 28 Results (Open text): Objective 10**

13 comments received.

- Two commenters agree.
- Three feel that environmental protection is foremost, with design playing a crucial role in the response.
- Six prefer to see design responses both at property and town level – including improved fire-retardant landscaping, home design, communications systems, sprinkler systems, improved material selection, road and designated meeting points are needed. Feel that regulation and bureaucracy has become overly restrictive and individuals should be able to choose their level or risk/responsibility.

**Question 29 Results (Open text): General/Other comments**

19 comments received.

- Train connections from Bairnsdale to Sydney.
- Plan assumes population growth is welcomed by residents. Commenter not supportive of facilitating growth, supportive of responding to natural growth only.
- Residents access to views are important.
- Raymond Island wildlife requires more research and understanding before a plan to locate more dwellings there should be approved.
- A greater emphasis on environmental protection is needed. Recognising the role natural habitat, native animals and indigenous cultural landscapes play in East Gippsland's future is important. As is connectivity between major and smaller towns to support growth and development.

- Desire for more housing options to cater to smaller households (2) (single parent and smaller families). Importance of planning social programs to match mixed housing options (e.g. programs for aged persons and young children, shared). Treatment of open space is important in this context.
- People should have a choice where they live and what they live in, withing a reasonable set of guidelines. Not supportive of consolidation trend and 15-minute cities.
- Need to pursue a simpler process for secondary dwellings (tiny homes and dependent persons units) and simplify planning permits to reduce restrictions on landowners building and developing their own land.
- Needs a more place-based focus.
- Proposal Strategy is not too bad but opposition to some elements, and some further explanation is needed. Witness to community decline due to corresponding causes (detail not provided).
- Some ideas don't match reality. Nowhere is immune to natural disasters. Build on high ground and have bunkers, anything further not intelligent

## 10. Appendix 3 – Drop in Sessions

### Drop-in Session Activity Stations



#### Welcome area

- Refreshments & snacks
- Meet & Greet
- How the session will work



#### Vision - Keep/Chuck/Change/Add

- Setup: Table or wall
- Materials: Sticky notes and pens



#### Towns & Settlement Categories - Map stick and point

- Setup: Wall or table
- Materials: Sticky notes and pens, coloured dots



#### Infill - Map stick and point

- Setup: Wall or table
- Materials: Sticky notes and pens, coloured dots



#### Talk to a planner

- Planner at a table
- Copies of plan
- Access to planning scheme/GIS
- Take notes/discussion personal situations



#### Orientation Information (video, pamphlets, posters, surveys)

- About the plan, context, drivers, why we need it
- What is proposed & why
- Why you are here - feedback
- What is negotiable and non-negotiable



#### Principles & Objectives - Keep/Chuck/Change/Add

- Setup: Table or wall
- Materials: Sticky notes and pens



#### Compact Towns & Settlements - Map stick and point

- Setup: Wall or table
- Materials: Sticky notes and pens, coloured dots



#### Supporting Remote Settlements - Comments box

- Setup: Wall or table
- Materials: Sticky notes and pens, coloured dots, comments box



#### Parking Space

- Post-it board where things get parked - either for later follow up or because they are part of another strategy/process/future work

Location	Attendees
<i>Buchan</i>	4
<i>Omeo</i>	16
<i>Paynesville</i>	23
<i>Bairnsdale</i>	40
<i>Mallacoota</i>	5
<i>Cann River</i>	18
<i>Orbost</i>	7
<i>Lakes Entrance</i>	17
<i>Goongerah</i>	2
<b>Total</b>	<b>132</b>

Figure 16 – Drop in Session Activity Stations and number of attendees per session. The Infill and Supporting Remote Settlements activities were sometimes interchanged based on the location.



**Figure 17 – Indicative images of both informal and formal setups. Top left: informal session integrating with Cann River Community lunch - limited activities and discussion-based feedback in a small group. Top right and bottom: formal setup at Mallacoota, Omeo and Lakes Entrance – full activity setup, informal conversations at activity-based stations.**

General notes on how the feedback from the sessions has been captured here:

- Individual comments were collated into an excel spreadsheet. Many were hard to interpret or written in shorthand. To make the content easier to understand and shorten the length of this document, artificial intelligence (AI) was used to review all comments and create summary sentences to capture points raised. The list of points created by the AI were then compared to the original comments by Warm Corners Consulting staff to ensure nothing was missed. Some comments were difficult to interpret and had to be left out. Some comments have been included verbatim where the issue or opportunity was not described but raised a number of times.

## 10.1 Vision

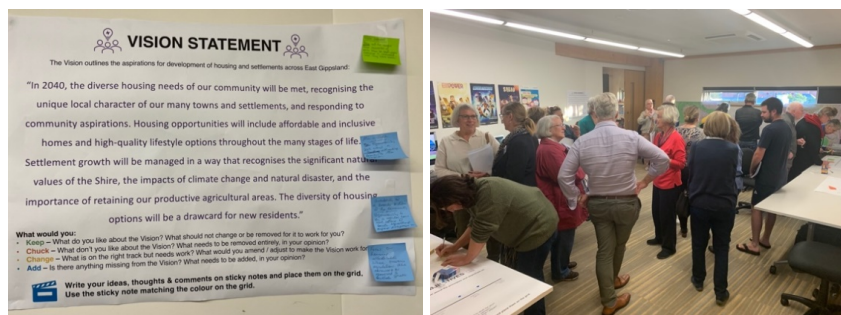


Figure 18 – Example Vision Statement Activity (Photos: Bairnsdale Session)

<b>Keep</b> N/A	<b>Chuck</b> <ul style="list-style-type: none"> <li>Removing strict housing regulations when it comes to building design, materials, and colours, allowing for more flexibility and future design ideas.</li> </ul>
<b>Change</b> <ul style="list-style-type: none"> <li>Prioritising addressing the housing shortage to accommodate families and encourage population growth.</li> <li>Increasing promotion of visitor activities and interests in the region.</li> <li>Acknowledging that achieving all goals by 2040 may be unlikely and considering the vision as an aspiration rather than a time-contingent plan.</li> <li>Preserving the unique local character of each town even with increased population density.</li> <li>Focusing on housing affordability by eliminating onerous regulations or offering financial incentives.</li> </ul>	<b>Add</b> <ul style="list-style-type: none"> <li>Providing housing sites and incentives to attract new residents and employees.</li> <li>Attracting attractive businesses to the region through various initiatives.</li> <li>Seeking regular advice from locals to involve the community in ongoing progress.</li> <li>Acknowledging the obligation to align with the United Nations while also recognising concerns about unelected bureaucrats and scepticism towards unproven climate change claims.</li> <li>Investing in facilities to meet the needs of the existing population before planning for future increases.</li> </ul>

## 10.2 Principles



Figure 19 – Example Principles Activity (Photos: Omeo, Orbost, Paynesville Sessions)

<p><b>Keep</b></p> <ul style="list-style-type: none"> <li>• Open spaces and green areas are valued by the community.</li> <li>• Support local networking and connection at all times, not just during crises.</li> <li>• Preservation of vacant land that has developed an important ecosystem.</li> <li>• Protection of farmland and promotion of food production.</li> <li>• Nature vegetation offset, including the introduction of European trees.</li> <li>• Maintenance of existing council fees and charges, with no fee on green waste.</li> </ul>	<p><b>Chuck</b></p> <ul style="list-style-type: none"> <li>• Social and affordable housing in Omeo (Principle 3).</li> <li>• Opposition to specific development projects and concerns about environmental impact.</li> <li>• Reduction of compliance and over-regulation affecting rural areas (Principle 6).</li> <li>• Suggested division of the shire due to coping difficulties.</li> </ul>
<p><b>Change</b></p> <ul style="list-style-type: none"> <li>• Increase tree planting in Paynesville.</li> <li>• Opposition to further development on Raymond Island to protect wildlife and the environment.</li> <li>• Separate recognition of Raymond Island's unique needs, don't include as part of Paynesville.</li> <li>• Concerns about increased housing impacting wildlife and native vegetation.</li> <li>• Marketing of East Gippsland to include more region specific content such as Omeo region's activities.</li> <li>• Housing needs for staff at Hotham Dinner Plain.</li> <li>• Principle 3 Need for staff housing at Mt Hotham/Dinner Plain</li> </ul>	<p><b>Add</b></p> <ul style="list-style-type: none"> <li>• Incorporation of trees and landscaping in streetscapes.</li> <li>• Protection of natural fauna and flora, particularly on Raymond Island.</li> <li>• Consideration of environmental impact and views in housing development.</li> <li>• Improved infrastructure, including public transport, community gardens, and support services.</li> <li>• Inclusion of locals' knowledge and opinions in decision-making processes.</li> <li>• Development of better infrastructure, foot traffic, and amenities.</li> <li>• Consideration of health and sustainability concerns, including 5G and grants for sustainable improvements.</li> <li>• Encouragement of creativity, biodiversity protection, and access to farm-fresh local produce.</li> <li>• Promotion of walking and biking access, common green spaces, and public education on positive change.</li> </ul>



### 10.3 Supporting Remote Settlements



Figure 20 – Example Supporting Remote Settlements/Town and Settlement Categories Activities (Photos: Mallacoota and Omeo)

- Review 50km radius approach. Travel distance needs to take into account ease of travel/travel distance by road (not as the crow flies).
- Support of nature-based tourism – people need accommodation and experience.
- Remote businesses and landowners affected by high cost of permit approvals and regulation. Lower impact businesses (e.g. farm stay/private land camping).
- Need to promote public transport across the region.
- Remove financial disadvantages for development (remove capital gains penalty).
- Build and extend infrastructure (i.e. high school and houses).
- Alternate activities not related to traditional country living.

### 10.4 Town and Settlement Categories



Figure 21 – Example Town and Settlement Categories Activity (Photo: Omeo)

- Omeo should be classified as a “town”.
- Business expansion being limited by land available in Omeo region, trades cannot expand.
- Housing issues impact tourism and economic growth. Each town needs own approach.
- Define growth/decline of settlements.
- Sarsfield needs defining on map.

## 10.5 Compact Towns and Settlements

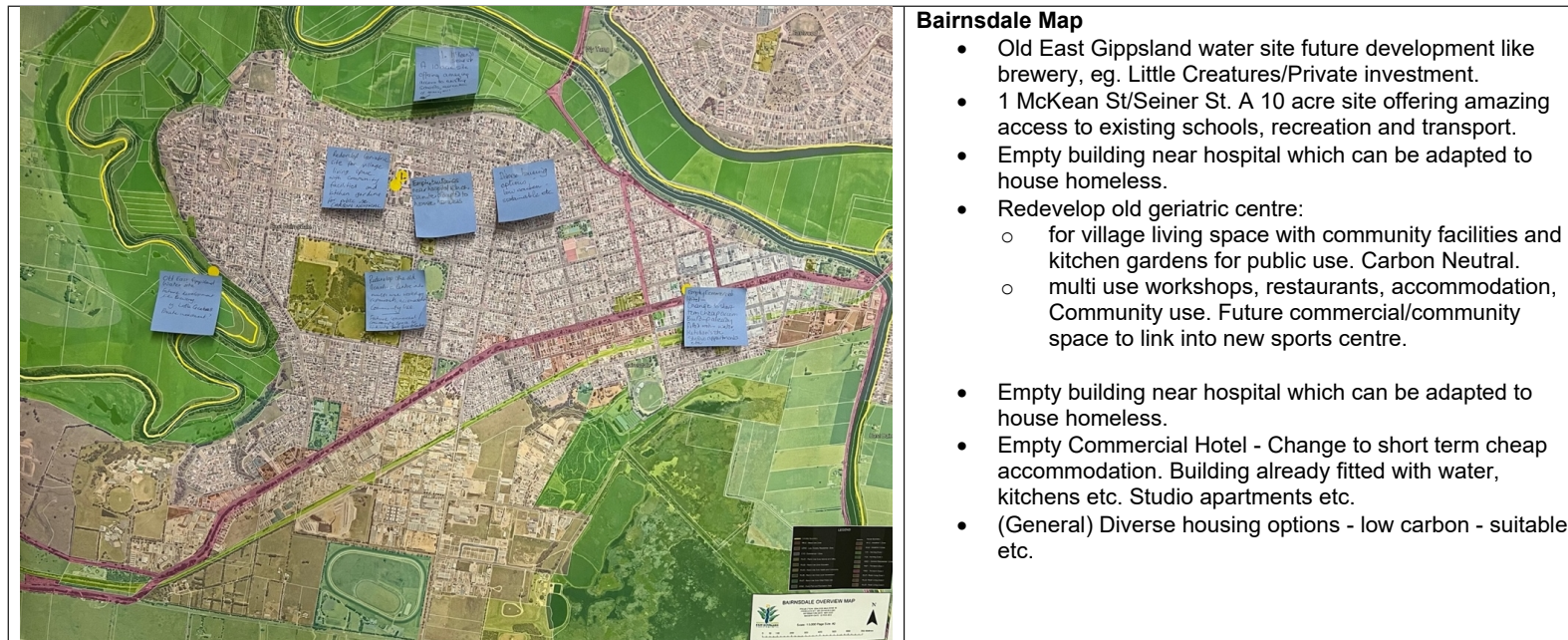


Figure 22 – Example Compact Town and Settlement Categories/Infill Development Activities (Photos: Mallacoota and Paynesville)

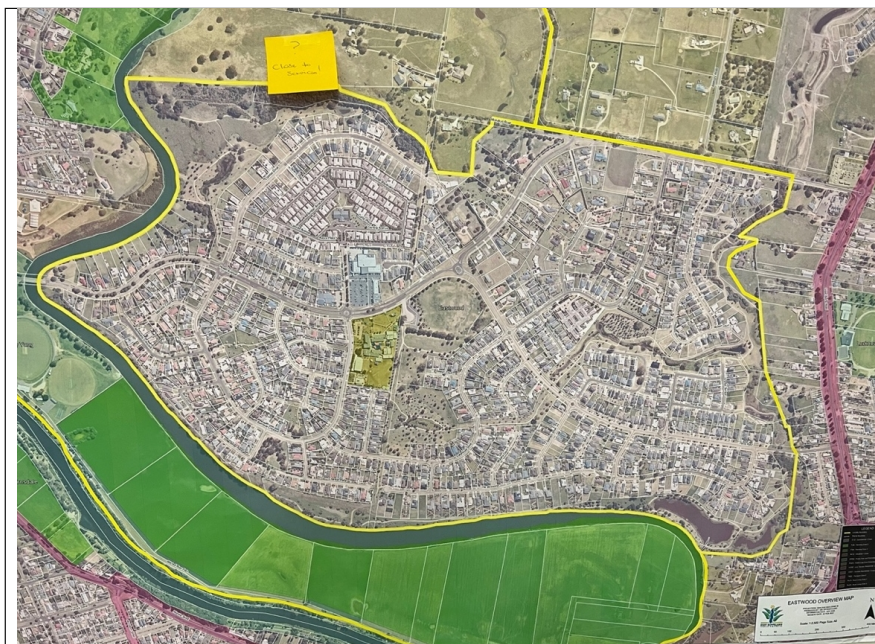
- Refer to detailed points in Omeo Action Plan Draft 3/5/23
- Not having housing so close as in another Pakenham
- Infill development doesn't allow for families to grow. Support diversity of housing types to grow.
- Opportunities to rezone land in Omeo to meet demand, near existing services
- Develop a program in collaboration with social housing organisations to build low-cost, well-designed small homes with 1 or 2 bedrooms. These homes would be targeted towards young individuals or couples. The program would involve a housing swap arrangement, where larger homes with 4 bedrooms and a garden would be made available to families, while the smaller homes would be allocated to older members of the community. This initiative aims to address the housing needs of different demographic groups and promote efficient use of housing resources.
- Improve water, sewerage infrastructure in settlements
- Concern about 15-minute city concept, disagree with climate change related drivers.
- Utilise under-used government owned land to create homes/flats for the community.
- No boundaries/who chooses township and settlement boundaries?
- Concern from not-for-profit groups and community members, especially in Bairnsdale, about rising homelessness numbers and lack of action and support/sense of urgency.

## 10.6 Infill development

Table 4 - Map annotations

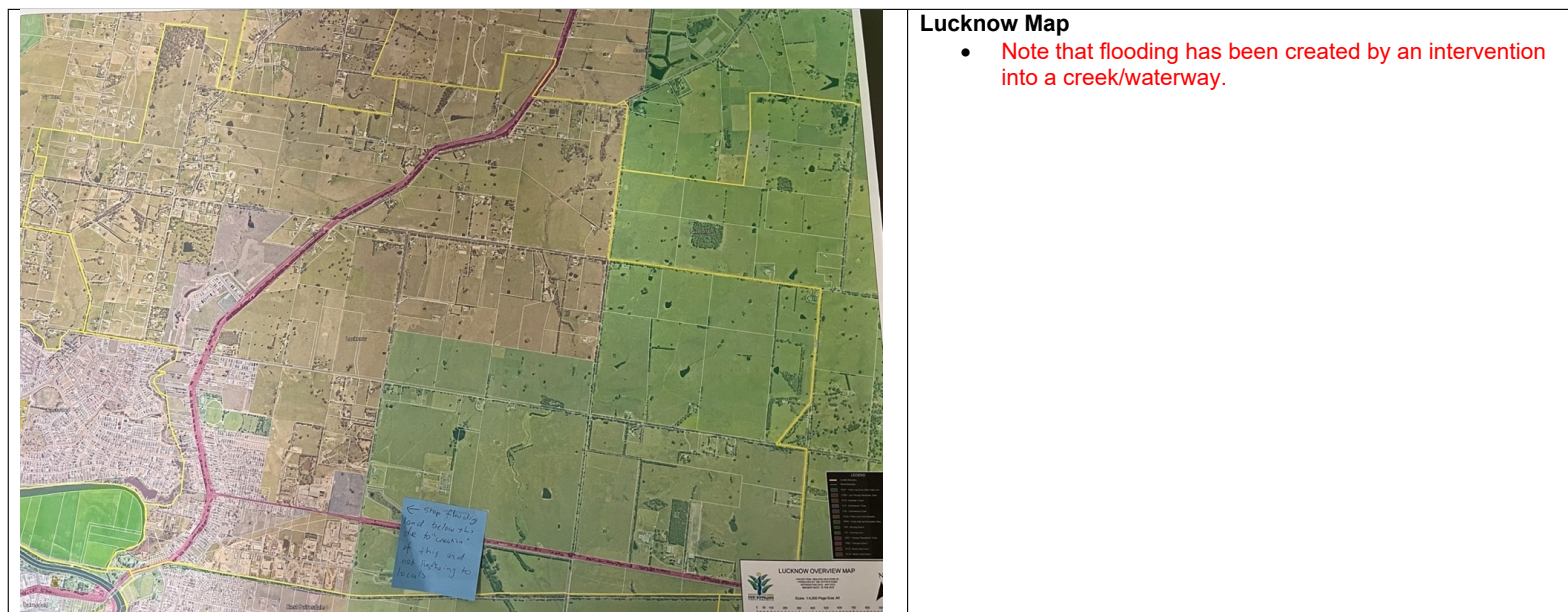


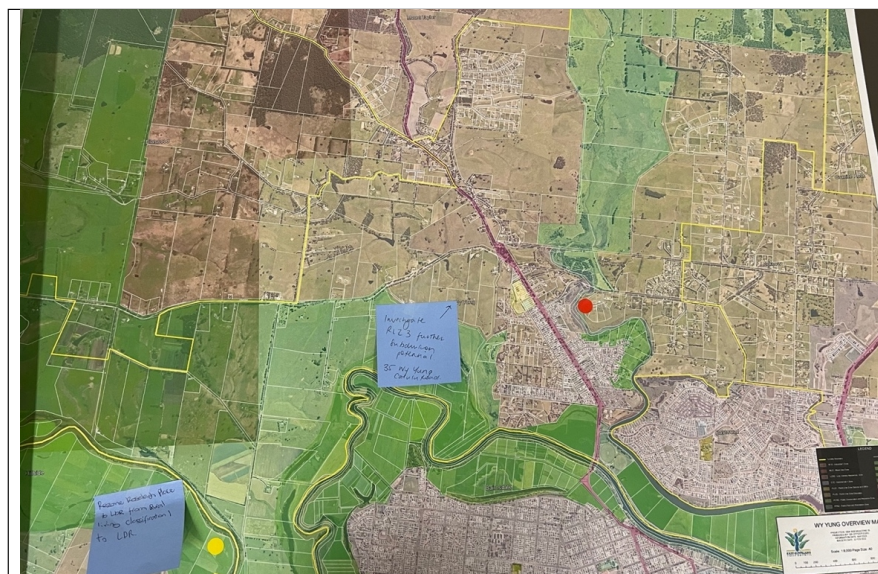




#### Eastwood Map

- Identification of land close to services.



**Wy Yung:**

- Investigate RLZ3 further for subdivision potential. 35 Wy Yung-Calulu Road.
- Rezone Roseleigh Place to LDR from rural living classification 1.





**Newlands Arm:**

- Sunset track continued to Newlands arms.
- Community hall needs heating, froze during winter festival yoga!
- (General) Are current properties going to be rezoned?



#### Raymond Island:

- (General) UDF needs updating; Veg, BMS, Animals
- (General) Tourism; Nature based tourism, koalas trees
- (General) Less cars and Less houses
- (General) Limit single story
- (General) Overdevelopment is a key issue
- (General) Infrastructure constraints
- Valued for its wildlife and natural habitat; Set minimum block size to 600sqm for infill; No recognising of LDRZ even in town boundaries; Koalas are vulnerable to removes of trees; Buying offset vegetation off Raymond Island condemns koalas to starvation; Ferry is unable to cope with another 200 cars as predicted in 2007 RDF
- Raymond Island is not suitable for septic systems especially for RLZ and LDRZ. There is a non-permeable layer not far below surface
- On the positive side, Raymond Island, town houses as terrace housing for the more elderring residents of R.I. to move into, when they want to vacate their 3/4 bedroom houses.
- Raymond Island is the biggest natural tourist attraction + money maker in the shire. Any further building will significantly affect the sustainability of the wildlife. It is the uniqueness of the islands wildlife that brings in the dollars to the local business - more than anything else
- The Paynesville business community relies a year round money from visitors and this will only grow as access to our region improves. More island development will seriously affect all Paynesville business. Any subdivisions on the island means: Vegetation removal; further effect on all wildlife sustainability; fewer koalas + roos + birds etc. will mean less funds into the local economy as tourism will diminish
- The main reason for no more housing on Raymond Island -> Read Principle 6 regarding "unacceptable risk". More housing means: More people; More cars; More bottleneck at Ferry; More wildlife sustainability problems; More noise; More vegetation destruction
- Infrastructure; the current infrastructure is insufficient. How will it be upgraded with more houses and people?
- It is essentially a wildlife reserve. What is being done to preserve this status? Principle 6 - Unacceptable Risk; who decides this + what criteria are used? Who enforces it? Can the risk be changed?





**Paynesville:**

- Bike lanes that run out
- Lighting sunset track
- Dogs under control maybe on off lease area
- Over taking lanes needed urgently
- Lighting near driveway to IGA

**Eagle Point:**

- Walking track, don't want houses ruining that, keep out kangaroos.
- 65 McTaggarts. Further subdivision, 40 acres, 20 cleared acres, renew RLZ3, potential growth.
- 55 McTaggarts Rd. Review RLZ3, promote further subdivision.

## 10.7 Parking Lot

<p><b>Omeo</b></p> <p>Continuing with the development of Omeo, ensuring its growth with necessary assistance.</p> <p>Maintaining a 5-year commitment to the development of the MBT (possibly referring to a specific project or initiative) and ensuring ongoing maintenance to attract people.</p> <p>Seeking greater support from local workers who have a better understanding of community needs compared to employees from larger cities.</p> <p>Establishing a bank and a serviceable ATM for 24-hour access, not limited to the supermarket.</p> <p>Expanding the information centre and assisting local businesses to promote MBT and local points of interest.</p> <p>Addressing existing sewage infrastructure issues and ensuring future development covers standard requirements.</p> <p>Proactive stabilisation of road embankments.</p>
<p><b>Paynesville</b></p> <p>Needs to be more implementation of putting more trees back in Paynesville - so many have been lost due to all the development at the Paynesville Park</p>
<p><b>Bairnsdale</b></p> <p>Opportunities for people to purchase land together.</p> <p>Rebuild Bairnsdale Neighbourhood House for the community</p> <p>One Moreland - 125 Orrs Rd, Wy Yung, streetlight spying on everyone CCTV</p> <p>Update and establish rail station at Lindenow South. Council background paper needs more than one photo. Photographs should include other towns and settlements to be inclusive and display all the settlements. Settlement boundaries changes Council wards that currently don't exist. Why SGS not turned up to community public meetings?</p> <p>How are properties outside 25km and 50 km zones valued? Will properties outside 25km and 50km zones be marketable for sale and purchase? Open Bairnsdale Mall - do regular and frequent Market for traders.</p>
<p><b>Lakes Entrance</b></p> <p>Focus on town. Fishing, retirement, fishing dying out, retirement and disability. Need to keep infrastructure that supports this. Medical centre not coping with needs now; better two shifts in same centre, maximize use/parking. Home Services: bank/Post office/financial agent in one building to maximize use. Transport required for aged and disabled population. Concern Parking: Esplanade unsafe parking, church street including park, indent lengthen pcells, consider 2 story car parks.</p>

## 11. Appendix 4 – Written Submissions

### 11.1 Submission Summary & Themes

The below summarises each submission to protect the privacy of the author, while allowing for inclusion of themes and subjects. As part of due diligence, each individual submission should be reviewed by subject-matter experts preparing the final draft HSS to identify actionable and non-actionable feedback.

Table 5 - Written Submission Summary

Submission Number	Type/Theme	Included Topics/Commentary
1	<ul style="list-style-type: none"> <li>○ Supportive</li> <li>○ Vision Statement</li> <li>○ Strategic Principle 3</li> <li>○ Transport</li> </ul>	<ul style="list-style-type: none"> <li>• Welcomes the strategy</li> <li>• Supportive of infill housing in town centre areas</li> <li>• Diversity of housing important for inclusive/accessible community</li> <li>• Sustainable growth important</li> <li>• Support coordination and delivery of key infrastructure upfront around supply of new residential land.</li> <li>• Use of Precinct Structure Plans and Developer Contribution Plans could be extended beyond affordable housing to provide community certainty regarding active transport infrastructure.</li> <li>• Support settlement hierarchy to reduce fragmentation of services/infrastructure.</li> <li>• Necessary to recognise large distances between settlements, getting active transport right is important to the future of the region.</li> <li>• Welcome references to cycling (Strategic Principle 3) however more priority should be given to active transport infrastructure, so it is considered upfront in the planning process.</li> <li>• Active Transport Network Plans proposed in conjunction with Precinct Structure Plans, should be specified in Strategic Principle 3.</li> <li>• Traffic jams, bottlenecks, parking already issues. Active transport networks insufficient, important to community health and accessibility. Allow for mobility scooters, walkers, prams and bicycles needed.</li> <li>• Missing from vision statement – ‘Housing opportunities will include affordable and inclusive homes and high-quality lifestyle options through many stages of life. Active transport infrastructure will support this diversity by promoting healthy and accessible ways for moving in the community.’</li> </ul>
2	<ul style="list-style-type: none"> <li>○ Raymond Island</li> </ul>	<ul style="list-style-type: none"> <li>• Outlines the Raymond Island community’s future vision and objectives:               <ul style="list-style-type: none"> <li>○ Preservation of the environment is paramount</li> <li>○ Vehicle and building development should be controlled/limited.</li> <li>○ Role of active transport (trails) and tourism.</li> <li>○ Impact on ferry service/infrastructure and service provision.</li> </ul> </li> </ul>
3	<ul style="list-style-type: none"> <li>○ Raymond Island</li> </ul>	<ul style="list-style-type: none"> <li>• Concern about development and future tree clearing, habitat impacts for koalas.</li> <li>• Need to define meaning of terms “Sustainable towns and settlements” and “environmental significance and at risk of natural hazards” to ensure people are on the same page.</li> </ul>
4	<ul style="list-style-type: none"> <li>○ Transport</li> </ul>	<ul style="list-style-type: none"> <li>• Strategy focussed on car accessibility.</li> <li>• Emphasis on public transport needed.</li> <li>• Issues with Princes Highway maintenance and passing lanes</li> <li>• Middle barriers on highway</li> </ul>

Submission Number	Type/Theme	Included Topics/Commentary
4 Cont...		<ul style="list-style-type: none"> <li>Regional transport strategy needed – water taxi's, road freight, use of rail trails should be included.</li> <li>Bike paths (especially along Tambo River).</li> </ul>
5	<ul style="list-style-type: none"> <li>Supportive</li> <li>Site specific</li> <li>Strategic Principle 2</li> </ul>	<ul style="list-style-type: none"> <li>Generally in support, and specifically support review of RLZ to 'free-up' more land in rural living zoned areas.</li> <li>Rural Living Zone (Schedule 2) Toorloo Arm. Currently minimum 8-hectare subdivision allowed.</li> <li>Under current conditions Council would not be obliged to impose restrictions on further subdivision.</li> <li>Identified land at site offers an opportunity to better use the rural living zoned estate under proposed Strategic Principle 2. A shift to a new Schedule 6 with minimum areas of 6,000m2 is proposed – leading to 12 new lots using existing infrastructure.</li> <li>Further subdivision may be possible following assessment of bushfire and other issues.</li> <li>Relates to ending of a s173 agreement at specific site.</li> <li>Implementation action for 9.2 should be moved to immediate term (1-2 years).</li> </ul>
6	<ul style="list-style-type: none"> <li>Buchan</li> </ul>	<ul style="list-style-type: none"> <li>Unclear how Council determines what towns and settlements are appropriate.</li> <li>Given the Bushfire overlay and topography of many parts of East Gippsland, it is unclear how Council intend to maintain the unique local character of different places across East Gippsland.</li> <li>Request development of a set of guidelines for Strategic Principle 5 and Strategic Principle 6 that outlines what needs to be taken into consideration to safely develop areas prone to natural hazards to reduce the risk to human life. Also in areas of environmental and landscape significance to preserve natural resources.</li> <li>Question who and what factors will determine where new housing will not be supported because the risk from natural hazards is on human life or environmental values is too great.</li> <li>Question how Council will ensure health and prosperity of communities (Project Purpose 1.1).</li> <li>Not enough notification was given to district about consultation process – less than 40% use or have access to the internet.</li> <li>Airbnb data demonstrates Buchan district is attractive place for tourism.</li> <li>TOP (Tourism Opportunity Plan) identifies tourism as key for community economic growth.</li> <li>Strategy omits housing/accommodation for people to live in the region to service tourism offerings.</li> <li>Question how Council has adopted approaches to create opportunities for communities given the districts Bushfire Management Overlay, topography and flood prone areas. Better balancing demand for housing against constraints is needed.</li> <li>Clarification needed regarding opportunity for infill housing in Buchan (as a Rural Town)</li> <li>Greenfield development (6.4) – unclear where this direction leaves rural towns and remote settlements.</li> </ul>
7	<ul style="list-style-type: none"> <li>Lakes Entrance</li> <li>Transport</li> <li>Infrastructure and Services</li> </ul>	<ul style="list-style-type: none"> <li>Issues with notification periods for the drop in sessions.</li> <li>Number of new dwellings represents significant profits for developers. Suggest need for Councillor and staff register of interests to ensure decisions are being made without conflict/bias.</li> <li>As a designated low-socioeconomic region the strategy needs to</li> </ul>

Submission Number	Type/Theme	Included Topics/Commentary
7 Cont....		<p>ensure the region prospers. Question focus is on Bairnsdale and Paynesville.</p> <ul style="list-style-type: none"> <li>• Suggest The Tanks heritage site should form part of Lakes Entrance planned residential area.</li> <li>• Oversight of the strategy to ensure delivery in line with key performance indicators is suggested.</li> <li>• Note lack of accommodation for proposed Omeo visitation due to Mountain Bike Trail project, question business plan assumptions.</li> <li>• Suggest learnings can be gathered from why people are leaving the Shire, not just focus on arrivals.</li> <li>• Unoccupied homes account for 15%/400 homes – how can Council influence new dwellings to be for permanent residential.</li> <li>• LEGAS community process should form part of basis for the HSS – risks and infrastructure for Lakes Entrance.</li> <li>• Question how Council fund increases in service and waste costs, aside from by increasing rates and charges.</li> <li>• Provisions for youth needed, including economic stimulation.</li> <li>• Emergency, education and transport services are insufficient and require more support/development.</li> <li>• Old Oil works site preservation.</li> <li>• Economic side effects of social housing and infill development for neighbours.</li> <li>• Emergency evacuation and relief arrangements for a larger population needs to be considered.</li> <li>• Pressures on road infrastructure in Lakes Entrance, mitigation measures not outlined for impact of new development. Communications infrastructure also affected.</li> <li>• Offsets needed for loss of natural habitat.</li> <li>• Suggest adjusting rates or otherwise controlling properties being used for Airbnb and short-term accommodation.</li> </ul>
8	o Site specific	<ul style="list-style-type: none"> <li>• Racecourse road precinct provides a significant opportunity to accommodate future housing growth for Bairnsdale, utilising existing services and infrastructure.</li> <li>• Key strategic opportunity seen to align with a number of plans for the region.</li> </ul>
9	o Site specific	<ul style="list-style-type: none"> <li>• Kalimna site currently zoned Farm Zone Schedule 3.</li> <li>• Request clarification about how proposed and current policy affects site in regard to current structure plans (Specifically lakes Entrance Structure Plan).</li> <li>• Question use of data that does not account for post-covid recovery changes to market trends.</li> </ul>
10	o Site specific	<ul style="list-style-type: none"> <li>• Land near Lakes Entrance for which owner believes there could be future demand, and may be able to be subdivided and rezoned residential.</li> </ul>
11	o Lakes Entrance	<ul style="list-style-type: none"> <li>• Refer submission 7 for summary.</li> </ul>
12	o Strategic Principle 6	<ul style="list-style-type: none"> <li>• Not supportive of Strategic Principle 6. References to climate change should be removed from the document.</li> <li>• Support right of people to live where they choose and accept level of risk they choose.</li> <li>• Not supportive of settlement categories, question need for them.</li> </ul>
13	o Site specific	<ul style="list-style-type: none"> <li>• Broadlands Estate opportunity to provide residential land near Bairnsdale, integrating natural habitat and amenity for residents, community facilities and walking paths.</li> </ul>

Submission Number	Type/Theme	Included Topics/Commentary
13 Cont....		<ul style="list-style-type: none"> <li>• Seek to be innovative and provide affordable housing, responding to demand from smaller households and an aging population.</li> <li>• Sustainable village, range of land sizes, group of safe homes enclosed by secure fencing.</li> <li>• Necessary infrastructure already exists.</li> <li>• Ask that strategy include provision for the planned development.</li> </ul>
14	<ul style="list-style-type: none"> <li>○ Paynesville</li> <li>○ Site specific</li> <li>○ Supportive</li> </ul>	<ul style="list-style-type: none"> <li>• Three sites in Paynesville (adjoining and waterfront).</li> <li>• Experienced land developer</li> <li>• Sites part of Paynesville Growth Area Structure Plan</li> <li>• Encouraged by draft Strategy</li> <li>• Generally consistent alignment between draft HSS and Growth Area Structure Plan.</li> <li>• Support classification as a Service Town.</li> <li>• Greater clarity requested around statements around scope for rezoning in Service Town descriptions. Note wording in this section appears contradictory and requires review.</li> <li>• Not supportive of grouping Paynesville with nearby townships and believe it should be considered separately.</li> <li>• Not supportive of wording in the draft HSS around staging, which is not part of the growth area plan.</li> <li>• Request reference in figure 10 be amended to enable development of all land to occur concurrently.</li> <li>• Support notation in figure 10 of priority development parcel.</li> <li>• Note that development at medium and higher densities contributes to housing affordability.</li> <li>• Notes around commercial precinct accessibility by car.</li> <li>• Believe definition of affordable housing on page 39 is too limited. Definition provided a s3AA of the Planning and Environment Act 1987 considered more appropriate.</li> <li>• Supportive of affordable housing through appropriate incentives, not compulsory requirements. Suggest density uplifts, dispensation from Planning triggers, and other fast-track and exemption mechanisms.</li> <li>• Endorse statements around tiny houses as short term options with no long term feasibility, risk of negatively impacted property values and integrity of growth areas.</li> <li>• Supportive of the draft HSS.</li> </ul>
15	<ul style="list-style-type: none"> <li>○ RLUS</li> <li>○ Environmental Protection</li> </ul>	<ul style="list-style-type: none"> <li>• Environmental constraints should be included as they are separate to environmental hazard risks.</li> <li>• Severe natural hazard risk of coastal towns needs greater emphasis (sea level rise, inundation and erosion linked to climate change)</li> <li>• Raymond Island presented as case study for Rural Towns (focus).</li> <li>• RLUS commentary – fixated on farmland at expense of biodiversity</li> <li>• Planning for biodiversity</li> <li>• By not explicitly identifying land of high conservation value or giving it strategic value, the strategy cannot fairly balance competing planning goals and objectives – particularly promoting housing growth while protecting environmental values, ecotourism, expanding employment in the conversation economy, reducing natural hazard risks associated with climate change.</li> <li>• Cultural change needed to shift expectation that dwelling may be constructed on every rural/peri-urban lot.</li> <li>• Lack of clarity around 'appropriate land management' in Rural Living Zone.</li> <li>• Call for strategic biodiversity assessments as part of planning</li> </ul>

Submission Number	Type/Theme	Included Topics/Commentary
15 Cont....		<p>process to create transparency and certainty for future residential development. Also improve Shire's regulatory compliance.</p> <ul style="list-style-type: none"> <li>• Rural Activity Zone (refer RLUS) a missed opportunity to address fragmentation of both farmland and high conservation land.</li> <li>• Biodiversity significance of Raymond Island is not adequately addressed.</li> <li>• Not supportive of proposal to reduce RLZ minimum lot sizes, impact on biodiversity outcomes.</li> <li>• Structural bias focussed on protecting farmland risking environmental values which place Council at risk of regulatory non-compliance.</li> <li>• Council should consider increasing minimum lot sizes in RLZ on Raymond Island.</li> <li>• Impacts on residential areas of climate change induced sea level and storm damage, and bushfire.</li> <li>• Draft Strategy provides poor strategic response to climate change and biodiversity conversation.</li> <li>• Further infill or other development on Raymond Island is inappropriate.</li> <li>• Rural Conservation Zone suggested.</li> </ul>
16	<ul style="list-style-type: none"> <li>○ Supportive</li> <li>○ Transport</li> </ul>	<ul style="list-style-type: none"> <li>• Commends strategy, sound principles.</li> <li>• Focus should look to decrease car dependency, increase active transport options.</li> <li>• Development of public transport network needed.</li> <li>• Active transport supports a healthier population, more environmentally sustainable communities.</li> <li>• Major commitment to increasing public/ social/ affordable housing is needed in East Gippsland.</li> <li>• Highest possible energy efficiency standards should be adopted in East Gippsland.</li> <li>• Wood burning and gas burning heating options should be phased out to limit emissions. Implications for community health also.</li> </ul>
17	<ul style="list-style-type: none"> <li>○ Paynesville</li> <li>○ Site specific</li> <li>○ Supportive</li> </ul>	<ul style="list-style-type: none"> <li>• Site in Farming zone schedule 1.</li> <li>• Expected transition to residential in accordance with Paynesville Growth Area Structure Plan.</li> <li>• Tourism Precinct nomination for part of the site in the structure plan is not supported. Lacking feasibility.</li> <li>• Road infrastructure, access to attractions and services (eateries) is needed but not present to support tourism designation.</li> <li>• Propose buffers in line with structure plan.</li> <li>• General Residential Zone rezoning suggested.</li> <li>• Greater clarity requested around statements around scope for rezoning in Service Town descriptions. Note wording in this section appears contradictory and requires review.</li> <li>• Support classification as a Service Town.</li> <li>• Not supportive of grouping Paynesville with nearby townships and believe it should be considered separately.</li> <li>• Not supportive of wording in the draft HSS around staging, which is not part of the growth area plan.</li> <li>• Request reference in figure 10 be amended to enable development of all land to occur concurrently.</li> <li>• Supportive of the draft HSS.</li> </ul>
18	<ul style="list-style-type: none"> <li>○ Technical</li> </ul>	<ul style="list-style-type: none"> <li>• Longer term vision and desired character outcomes around infill development and medium density development must be given</li> </ul>



Submission Number	Type/Theme	Included Topics/Commentary
18 Cont....		<p>emphasis over community resistance.</p> <ul style="list-style-type: none"> <li>• Document fails to develop strategies to support intensification in a way that respects evolving character.</li> <li>• Expectations on setbacks, site coverage and landscaping, including use of canopy trees would bridge the gap. Existing language in the strategy too vague.</li> <li>• Inconsistencies between Paynesville and Eagle Point Structure Plans and draft HSS. Not clear in strategy how this will be resolved.</li> <li>• Believe existence of assumption that residentially zoned land will equal confirmed future supply is dangerous.</li> <li>• Concerned that modelled capacity is not realistic and does not capture where people want to be.</li> <li>• Note medium density type development has historically been unviable due to construction costs and land value.</li> <li>• Draft Strategy does not adequately consider barriers to delivery of undeveloped parcels of residential land.</li> <li>• E.g. LENGA – land not available due to a number of issues, unresolved. Marlo another example of delays caused by planning approvals for Development Plans.</li> <li>• Qualifications and experienced resources are needed to resolve issues like these in a more timely manner to increase efficiency and effectiveness.</li> <li>• Disagree with treatment objective 9 - RLZ and LDRZ. Strategy fails to distinguish difference.</li> <li>• 9.1 and 9.2 are contradictory. Indicates lack of certainty around supply. Challenge assumption around existing RLZ and LDRZ supply.</li> <li>• Note RLUS proposed changes to Farming Zone (80ha minimum) will increase demand in the RLZ. No evidence this demand has been captured in the draft HSS.</li> <li>• Protection of Farmland of Strategic Significance and productive agricultural land by RLUS is entirely supported, missed opportunity if rezoning such land types did not occur – moving them to the Farming Zone or applying the Environmental Significance Overlay, where necessary.</li> <li>• Support increased densities to accommodate aging population. However should be pursued in structure plans. Proactive approach needed to identifying appropriate land.</li> <li>• Draft HSS does not clearly articulate what is acceptable in regard to protecting human life/not supporting new housing in areas of unacceptable risk.</li> <li>• Strategy also silent on adaptation within existing settlements at risk of inundation, despite considering infill development.</li> <li>• Review of figures 9 and 10 needed to ensure consistency with primacy of human life protection. Buffer distances overlooked. They should be omitted as the clarity is so lacking the document is more robust without them.</li> <li>• Disappointment that many of Council's proposed roles represent 'business as usual', fulfilling obligation in policy/legislation. Concern that the strategy therefore will not facilitate the taking of action.</li> <li>• Question ability to resource action plan.</li> <li>• Multiple diagrams incorrectly label Sarsfield as Fairhope.</li> <li>• Incorrectly suggests Bairnsdale is not serviced by reticulated gas.</li> <li>• Challenge description of Lake Tyers Beach – Town more appropriate.</li> </ul>

Submission Number	Type/Theme	Included Topics/Commentary
18 Cont....		<ul style="list-style-type: none"> <li>Figure outlining natural hazards and environmental constraints is unclear, change in format needed.</li> <li>Comments to Dependent Person's Units as 'temporary' should be changed to 'movable' to match VPP definition.</li> </ul>
19	<ul style="list-style-type: none"> <li>Data/ Assumptions</li> </ul>	<ul style="list-style-type: none"> <li>Reservations about Council's ability to deliver recommendations.</li> <li>History of identifying land for rezoning and failing to enact the change.</li> <li>Cost of rezoning and impact on delivery of affordable housing.</li> <li>Reliance on over 4,000 existing landowners being willing to subdivide to meet housing demand is risky.</li> <li>Suggestion that Council should have a stakeholder committee group that can make recommendations directly to council to adopt strategies and hold staff accountable on deliverables.</li> </ul>
20	<ul style="list-style-type: none"> <li>Site specific</li> <li>Paynesville / Eagle Point</li> </ul>	<ul style="list-style-type: none"> <li>Land currently Farming Zone Schedule 1.</li> <li>Land is of strategic importance – between Paynesville and Eagle Point</li> <li>Acknowledge intention to retain separation between settlements. However use for farming now unviable.</li> <li>Options include expansion of the golf course, tourism resort, alternative access to Paynesville, remediation and improvement to waterways, potential to access Newlands backwater.</li> </ul>
21	<ul style="list-style-type: none"> <li>Site specific</li> <li>Lucknow</li> </ul>	<ul style="list-style-type: none"> <li>Land Rural Living Zone Schedule 3.</li> <li>Opposite Brookfield Lakes zoned General Residential/Commercial Zone.</li> <li>Good access to Bairnsdale and services.</li> <li>Suggest the area be rezoned General Residential – logical expansion of Bairnsdale with infrastructure and service existing.</li> <li>Assumptions around such large numbers of infill development will alter the character and is hard to facilitate in a timely manner.</li> </ul>
22	<ul style="list-style-type: none"> <li>Data/ Assumptions</li> </ul>	<ul style="list-style-type: none"> <li>Supportive of overall direction but seek clarifications and additional flexibility: <ul style="list-style-type: none"> <li>Review proposed growth directions</li> <li>Review where population is expected to be dispersed</li> <li>Community engagement</li> <li>Direction for Structure Plans</li> <li>Identify broadly what is next. Provide for future direction beyond 2041.</li> </ul> </li> <li>Strategy not bold, exciting, proactive or responsive enough.</li> </ul>

## 11.2 Agency Feedback

The below summarises submissions only.

Table 6 – Agency Feedback

Agency	Comment
East Gippsland Catchment Management Authority (EGCMA)	<ul style="list-style-type: none"> <li>Support no further rezoning of land for residential purposes around regional centres, service towns and towns as identified in the draft HSS.</li> <li>Infill supported where it is compatible with flood hazard.</li> <li>8.8 – note that West Gippsland CMA and North East CMA should also be included in consultation of strategy implementation.</li> </ul>

## 12. Attachment 1 – Copy of survey

### Draft Housing and Settlement Strategy

Your Say East Gippsland



#### Vision - (page 5)

East Gippsland's population is growing and changing, affected by trends at different levels (local, regional, state, and national). In the next twenty years, the population is expected to increase by 15,400 people, resulting in a total of 63,800 residents. To accommodate this growth, Council is planning for 8,271 new homes. While change is inevitable, it's important to manage it in a way that keeps the community healthy and prosperous, and protects the natural landscapes and environments that people value.

The following vision was created following round 1 community consultation to outline the aspirations for development of housing and settlements across East Gippsland:

*In 2040, the diverse housing needs of our community will be met, recognising the unique local character of our many towns and settlements, and responding to community aspirations. Housing opportunities will include affordable and inclusive homes and high-quality lifestyle options throughout the many stages of life. Settlement growth will be managed in a way that recognises the significant natural values of the Shire, the impacts of climate change and natural disaster, and the importance of retaining our productive agricultural areas. The diversity of housing options will be a drawcard for new residents.*

How important is it to you that:

Questions	Very important	Somewhat important	Neutral	Not important	Not important at all
The diverse housing needs of our community will be met, recognising the unique local character of our many towns and settlements, and responding to community aspirations.					
Housing opportunities will include affordable and inclusive homes and high-quality lifestyle options throughout the many stages of life.					
Settlement growth will be managed in a way that recognises the significant natural values of the Shire, the impacts of climate change and natural disaster, and the importance of retaining our productive agricultural areas.					
The diversity of housing options will be a drawcard for new residents.					

If you could change or add one thing about the Vision statement, what would it be?

## Draft Housing and Settlement Strategy

Your Say East Gippsland



### Strategic Principles (pages 5-6)

Round 1 community engagement found there was overall support for the five strategic principles identified in the discussion paper. There was strong feedback that the sustainability of developments, such as resource efficiency and environmentally sustainable design, was important to people. As a result, the five principles have been re-worked and a sixth strategic principle was added.

The principles are consistent and were used to guide the development the objectives and strategies which we will look at later in the survey.

Principle	What does this mean?
 1. Future population and housing development will be directed in accordance with the defined <b>settlement roles and futures</b> .	Towns and settlements across East Gippsland will have different roles to play in providing housing, infrastructure and services for future residents.
 2. Housing development that creates <b>compact towns and settlements</b> will be supported to enable the efficient and sustainable use of land and infrastructure.	New housing will be provided in locations where residents have good access to services and infrastructure.
 3. Initiatives that deliver improved housing <b>affordability, diversity, and innovation</b> will be supported to provide greater choice for residents throughout all stages of life.	People need different types of housing at different times in their lives. Housing of different size, price, form, and tenure (if they are rented or owned) will be encouraged to provide choice.
 4. The unique <b>character of towns and settlements</b> will be maintained and enhanced across East Gippsland.	New housing will make a positive contribution to what communities' value about their town or settlement and respect their natural setting.
 5. Well designed and resource-efficient developments that contribute to creating more <b>sustainable towns and settlements</b> will be supported.	New housing will reduce its impact on climate change and enable people to be more resilient in response to the changing climate.
 6. Development in areas of <b>environmental and landscape significance</b> and at risk of <b>natural hazards</b> will be managed to preserve natural resources and protect human life.	New housing will not be supported where there is an unacceptable risk to human life from bushfire, flood or landslip and erosion, or in areas with high environmental values.

Principles

Questions	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree
I support the principles as described, to guide the location and form of housing and population growth across East Gippsland.					

If you could change or add one thing about the principles, what would it be?

Draft Housing and Settlement Strategy

Your Say East Gippsland



Future population and housing (page 36)

The draft Strategy forecasts population and housing growth for East Gippsland between now and 2041 and assesses whether there is enough land available to accommodate this growth based on current planning policies. The projection is based on various factors such as past growth rates, the desired roles of different settlements, availability of infrastructure, availability of services, environmental considerations including risk from natural hazards, and preferred development outcomes.

The data shows that there is enough land available to accommodate East Gippsland's expected population growth for the next 35 years. Baimsdale, Paynesville, and Lakes Entrance areas are projected to have the highest population growth and land availability, and will accommodate around 80% of the new housing demand (roughly 6,617 new homes). The remaining 20% (around 1,654 new homes) will be provided in other areas of East Gippsland. You can find more details about this on pages 36 – 38 of the draft Strategy.

Questions	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree
I understand the plan to direct the majority of future growth into larger towns in East Gippsland.					

Are there any concerns or issues you think should be considered about the majority of future growth being directed to larger towns?

## Draft Housing and Settlement Strategy

Your Say East Gippsland



### Settlement roles and futures (pages 7-8 and 45)

To address Strategic Principle 1, it is important to classify towns and settlements based on their existing and expected future roles. This will help in several ways:

- Make it clear to the community, investors, and developers where future population growth is preferred to happen.
- Help identify areas that are most suitable for change and support efforts to maintain and improve the unique character of different places in East Gippsland.
- Prioritise locations for future infrastructure investment by Council and other government agencies.
- Ensure the sustainable use of land and help address the increasing impacts of climate change.

The proposed roles of towns and settlements classify each place in East Gippsland into five categories: Regional Centre, Service Town, Town, Rural Town or Remote Settlements and Rural Districts.

These categories will also guide the role each place will play in meeting forecast population and dwelling growth across the Shire, and is based on:

- Guidance provided by state and regional planning policies.
- Potential of each place to accommodate future population growth based on the Strategic Principles.
- Planned investment in infrastructure and services by Council and other government agencies.

During the first round of community engagement, people showed support for the proposed classifications, which take into consideration factors such as existing population size, number of dwellings, availability of commercial activity, infrastructure, land use zoning patterns, local environmental features and exposure to natural hazards.

Questions	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree
<b>I agree with the proposed future roles for each town and settlement category as described in the draft Strategy.</b>					

If you could change or add one thing about the proposed future roles for towns and settlements, what would it be?

Draft Housing and Settlement Strategy

Your Say East Gippsland



Supporting the viability of rural/remote communities (page 51)

During the first round of community engagement, feedback was clear that the viability of East Gippsland's remote and rural communities was important to the prosperity of the whole Shire. This is consistent with feedback regarding Council's Rural Land Use Strategy.

In remote communities, the availability of housing can impact the viability of the farming community, small schools, and important community groups such as the CFA and SES. This can lead to a cycle of population decline. To respond to these circumstances, it is proposed that Council be able to consider the construction of dwellings in rural areas on a case-by-case basis. This will be allowed on land that is part of a remote rural settlement in excess of 50km from a Service Centre (Bairnsdale, Lakes Entrance, or Orbost), provided it can be demonstrated that the construction of a dwelling is not at risk from natural hazards and will support the long-term viability of the settlement.

Consideration of housing in rural areas

Questions	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree
I support the opportunity to allow consideration of dwellings in rural areas where they are safe and needed to support remote rural communities.					

Are there any comments or concerns you want to add about building new houses in remote/rural areas?



## Draft Housing and Settlement Strategy

Your Say East Gippsland



### Protection of rural land, areas of environmental significance and avoidance of natural hazards

In the feedback received during the first round of community engagement, it was clear that the community feels Council has responsibility to ensure that housing development does not harm areas of environmental importance or increase the risk to human life from natural hazards.

The draft Strategy proposes that the Council should not rezone additional land that is currently not zoned for rural residential purposes. Instead, the draft Strategy suggests investigating smaller lot sizes in some existing areas that are already zoned for Rural Living and Low Density Residential purposes (see map, page 80). This would allow for the subdivision of land and building of new homes on the newly created blocks, in appropriate locations. More details about this proposal can be found on pages 66-69 of the draft Strategy document.

Investigation of suitable minimum lot sizes in Rural Living and Low Density Residential Zones

Questions	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree
<b>I agree that investigating smaller lot sizes in appropriate existing Rural Living Zone and Low Density Residential Zone areas is a suitable approach to ensure new rural residential housing development does not negatively impact areas of environmental significance or result in risk to human life from natural hazards.</b>					

Are there any comments or concerns you want to add about the proposal to avoid rezoning land for rural residential purposes?



## Draft Housing and Settlement Strategy

Your Say East Gippsland



### Compact towns and settlements

Making sure there is enough land zoned for houses is important to ensure there are enough homes available for people to live in. In East Gippsland, there is already enough land zoned for houses to meet the expected growth over the next 20 years and beyond.

Rather than zoning more land, the draft Strategy encourages the focus to be on using existing residential land more efficiently. This will include setting boundaries for towns and settlements to protect the natural environment and prevent sprawl, promoting development in already zoned areas, and identifying preferred areas for different types of homes, like townhouses or apartments, in established areas. This will help make sure there are enough homes for people to live in without damaging the environment or making it hard for people to access important services like shops, workplaces, schools, parks and medical facilities. More details about this proposal can be found on *pages 47-51 & 58-59* of the draft Strategy.

The draft Strategy identifies that in some areas around Bairnsdale and other Service Centres and Service Towns there are opportunities to provide higher density dwellings. This includes shop top housing, apartments, town houses and villa units as appropriate, referred to as infill development. What are the benefits or positive outcomes of creating some areas of higher density residential housing?

#### Select up to 3 outcomes you think are most beneficial.

- ☐ More affordable homes
- ☐ Greater choices in housing type to suit different households
- ☐ More options for first home buyers and down sizers, without having to leave the area
- ☐ Better active and public transport options possible
- ☐ Better use of available residential land
- ☐ Access to services will improve as our population grows and we can attract more funding and providers
- ☐ Our local retail and hospitality businesses will benefit from more customers
- ☐ Reduces the spread of housing into surrounding rural areas
- ☐ Other (please specify)

## Draft Housing and Settlement Strategy

Your Say East Gippsland



The draft Strategy identifies that in some areas of Bairnsdale and other Service Centres and Service Towns there are opportunities to provide higher density dwellings. This includes shop top housing, apartments, town houses and villa units as appropriate, referred to as infill development. It is important to consider any detrimental or negative impacts as a result of higher density buildings.

Select 3 impacts you are most concerned by.

- ☐ Increased road traffic
- ☐ More vehicles parked in the street
- ☐ Loss of open space (character of the place changes)
- ☐ Loss of the look and feel of detached homes on larger blocks (character of the place changes)
- ☐ Increase of multi- storey dwellings (character of the place changes)
- ☐ Reduced privacy
- ☐ Increased neighbourhood noise
- ☐ Local services and infrastructure will be under pressure from additional residents
- ☐ Other (please specify)

What are the most important things for Council to consider when deciding which areas are suitable for change to increase housing density?

Are there any comments or concerns you want to raise about the proposal to support infill development where appropriate in larger towns and Service Centres?

## Draft Housing and Settlement Strategy

Your Say East Gippsland



### Objectives and Strategies (pages 9-12)

The objectives and strategies have been developed based on community feedback about the issues and opportunities outlined in the Discussion Paper.

#### Detailed Feedback

At *Question 27*, you can choose which objectives and associated strategies you want to give detailed feedback on. You will need to refer to *pages 43-69* of the draft Strategy to read the detail of each one you want to give detailed feedback on. You may also want to refer to the Implementation Plan which starts on *page 71*.

10 objectives have been identified to achieve the six Strategic Principles. Each Strategic Principle has one or more objective and each objective has one or more strategy outlined to implement the objective *pages 9-12*.

How supportive are you of each of the objectives?

Questions	Very supportive	Somewhat supportive	Neutral	Not supportive	Not supportive at all
Objective 1: Support sustainable patterns of residential development across East Gippsland - Linked to Strategic Principle 1					
Objective 2: Ensure sufficient suitable and available residentially zoned land to meet future dwelling demand - Linked to Strategic Principle 2					
Objective 3: Support Service Towns, Towns, Rural Towns, Remote Settlements and Rural Districts to thrive - Linked to Strategic Principle 2					
Objective 4: Align development and community infrastructure to support growth - Linked to Strategic Principle 2					
Objective 5: Increase the supply of social and affordable housing - Linked to Strategic Principle 3					
Objective 6: Increased housing diversity to meet the needs of people of all ages and lifestyles - Linked to Strategic Principle 3					
Objective 7: Enhance the character of the Shire's towns and settlements - Linked to Strategic Principle 4					
Objective 8: Encourage new development to be environmentally sustainable - Linked to Strategic Principle 5					
Objective 9: Direct rural residential and lifestyle living opportunities to the Rural Living Zone (RLZ) and Low Density Residential Zone (LDRZ) - Linked to Strategic Principle 6					
Objective 10: Ensure the protection of human life is the foremost priority in planning for settlement and housing in East Gippsland - Linked to Strategic Principle 6					

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## Draft Housing and Settlement Strategy

Your Say East Gippsland



### **Objective 1: Support sustainable patterns of residential development across East Gippsland, and the strategies identified to implement it? (page 43).**

The strategy/ies to implement this objective are:

*1.1. Direct future population growth in accordance with identified existing and future settlement roles to support the efficient use of land and infrastructure, convenient access to jobs and services, protection of environmental values and the safety of our community.*

Is there anything you would change, add or remove about Objective 1 or the implementation strategies? If not, please skip to Question 28?

### **Objective 2: Ensure sufficient suitable and available residentially zoned land to meet future dwelling demand, and the strategies identified to implement it? (page 47).**

The strategy/ies to implement this objective are:

*2.1. Establish township and settlement boundaries.*

*2.2. Prepare a program for co-ordinated action to identify and overcome barriers to residential development in collaboration with relevant stakeholders.*

*2.3. Provide detailed guidance for growth (including development staging) in Bairnsdale, Paynesville, and Lakes Entrance, responding to identified housing supply barriers.*

*2.4. Promote intensification and redevelopment in established residential areas through infill development, subject to environmental risks.*

*2.5. Undertake ongoing monitoring of demand and capacity for housing.*

Is there anything you would change, add or remove about Objective 2 or the implementation strategies? If not, please skip to Question 28?

## Draft Housing and Settlement Strategy

Your Say East Gippsland



**Objective 3: Support Service Towns, Towns, Rural Towns, Remote Settlements and Rural Districts to thrive, and the strategies identified to implement it? (page 49).**

- 3.1. *Prioritise and prepare local structure plans, aligning with existing Community Plans where relevant.*
- 3.2. *Collaborate with local communities to identify and implement local economic development initiatives that promote place activation, retain/attract residents, and encourage investment.*
- 3.3. *Provide for residential development in the Farming Zone within or adjacent to remote small settlements where it is justified to support population retention and subject to consideration of hazards, particularly bushfire, environmental constraints, and accessibility.*

Is there anything you would change, add or remove about Objective 3 or the implementation strategies? If not, please skip to Question 28?

**Objective 4: Align development and community infrastructure to support growth, and the strategies identified to implement it? (page 53).**

- 4.1 *Develop a process for alignment of development and community infrastructure investment with residential growth.*

Is there anything you would change, add or remove about Objective 4 or the implementation strategies? If not, please skip to Question 28?

## Draft Housing and Settlement Strategy

Your Say East Gippsland



### Objective 5: Increase the supply of social and affordable housing, and the strategies identified to implement it? (page 55).

- 5.1. Advocate for Victorian Government implementation of a broad-based social and affordable housing contributions levy.
- 5.2. Advocate for continued, direct Victorian Government investment in affordable housing in East Gippsland.
- 5.3. *Strengthen policy statements about the need for affordable housing.*
- 5.4. *Develop consistent processes, including preparation of a template s173 agreement and negotiation framework, to help secure voluntary affordable housing provision/contributions through development application processes.*
- 5.5. *Consider a social and affordable housing development contributions plan to provide strategic justification and set an appropriate rate for a municipal-wide inclusionary requirement for affordable housing.*
- 5.6. *Engage with the community and development industry on the importance of social and affordable housing to meet future needs.*
- 5.7. *Adopt a relationship building, information sharing and brokerage role between the development and affordable housing sectors.*

Is there anything you would change, add or remove about Objective 5 or the implementation strategies? If not, please skip to Question 28?



## Draft Housing and Settlement Strategy

Your Say East Gippsland



### Objective 6: Increased housing diversity to meet the needs of people of all ages and lifestyles, and the strategies identified to implement it? (page 57).

- 6.1. *Encourage higher density housing in appropriate locations in Bairnsdale with walkable access to transport, shops and services.*
- 6.2. *Encourage medium density housing in General Residential zoned areas with easy access to transport, shops and services.*
- 6.3. *Support residential aged care, retirement villages and residential parks in Bairnsdale, Service Towns and other locations with easy access to transport, shops and services.*
- 6.4. *Ensure new large lot yield subdivisions include lot size diversity that makes provision for medium density housing, retirement villages and residential aged care with easy access to transport, shops and services.*
- 6.5. *Advocate for stronger legislative oversight of the residential park sector at Victorian Government level.*
- 6.6. *Advocate to the Victorian Government to develop a clear, efficient and transparent infrastructure contribution system that better reflects the true cost of infrastructure in different development settings and supports better use of existing infrastructure.*
- 6.7. *Advocate to the Victorian Government to develop better standards for low-rise apartments (4 or fewer storeys) in the Victorian Planning Provisions to support local governments to rezone more residential areas near public transport and services to the Residential Growth Zone.*
- 6.8. *Develop built form and design guidelines for infill housing projects (for example, preferred building design, car parking, waste management, integration with public spaces and character) and engage with the development sector to encourage high quality design outcomes.*
- 6.9. *Identify public realm improvements through Structure Planning processes including enhancements to pedestrian and cycling infrastructure, streetscape upgrades and planting in identified preferred infill areas for medium density infill housing.*
- 6.10. *Advocate for the introduction of a secondary dwelling code into the Planning Scheme.*
- 6.11. *Support the provision of compact affordable housing (e.g., tiny homes) in locations with easy access to transport, shops and services. Ensure appropriate ESD and construction standards are implemented, where required.*
- 6.12. *Advocate to the Victorian Government for an inquiry into the impact of short-term rentals on Victoria's housing market to consider issues*

Is there anything you would change, add or remove about Objective 6 or the implementation strategies? If not, please skip to Question 28.

## Draft Housing and Settlement Strategy

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### **Objective 7: Enhance the character of the Shire's towns and settlements, and the strategies identified to implement it? (page 64).**

*7.1. Undertake assessment of existing character, desired future character and environmental values when preparing town and settlement Structure Plans, aligning with existing Community Plans where relevant.*

Is there anything you would change, add or remove about Objective 7 or the implementation strategies? If not, please skip to Question 28.

### **Objective 8: Encourage new development to be environmentally sustainable, and the strategies identified to implement it? (page 65).**

*8.1. Advocate to the Victorian Government for the continued strengthening of Environmentally Sustainable Development (ESD) policy in the Planning Policy Framework.*

*8.2. Prepare a local Environmentally Sustainable Development policy for implementation into the East Gippsland Planning Scheme.*

Is there anything you would change, add or remove about objective 8 or the implementation strategies? If not, please skip to Question 28.

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## Draft Housing and Settlement Strategy

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### **Objective 9: Direct rural residential and lifestyle living opportunities to the Rural Living Zone (RLZ) and Low Density Residential Zone (LDRZ) (page 66).**

- 9.1. *Discourage further rezoning of land to RLZ and LDRZ in the short term, pending ongoing monitoring of demand and capacity.*
- 9.2. *Undertake a review of RLZ schedules to accommodate additional supply of RLZ land in the medium to long term. The review of RLZ schedules must address infrastructure requirements, environmental values and hazards and should consider conversion of land to LDRZ in appropriate locations.*
- 9.3. *Undertake a review of LDRZ land to consider opportunities to increase supply, when required. The review should consider opportunities to increase supply via implementation of servicing (sewer) to facilitate subdivision of existing LDRZ land (and reduce risks associated with on-site review of LDRZ land must address infrastructure requirements, environmental values and hazard*

Is there anything you would change, add or remove about objective 9 or the implementation strategies? If not, please skip to Question 28.

### **Objective 10: Ensure the protection of human life is the foremost priority in planning for settlement and housing in East Gippsland (page 68).**

- 10.1. *Advocate to the Victorian Government for an agreed methodology for municipal-wide bushfire assessment to inform strategic land use planning.*
- 10.2. *Collaborate with the CFA to prepare a Municipal Bushfire Risk Assessment to identify bushfire risk levels across East Gippsland at range of scales and considering all bushfire hazards that can be potentially harmful, including grasslands and vegetation outside of land subject to the BMO.*
- 10.3. *Update flood mapping in the East Gippsland Planning Scheme via the introduction of relevant zones and overlays. Insert relevant zones and overlays in clauses 37 and 44.*
- 10.4. *Advocate to the Victorian Government for continued monitoring of coastal vulnerability.*
- 10.5. *Collaborate with relevant agencies to prepare a program to review and update data and mapping of natural hazards risks.*

Is there anything you would change, add or remove about Objective 10 or the implementation strategies? If not, skip to Question 28.

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**Draft Housing and Settlement Strategy**

Your Say East Gippsland



**Do you have any general or other comments you would like to make about the plan?**

Identifying what you would like to add, change or remove is a good approach to providing actionable feedback.

By sharing your email address, we can keep you up to date about progress on the Housing and Settlement Strategy, and let you know when the results of this consultation are ready to view. This is optional and your email address will not be shared.

## **5.2 Assets and Environment**

### **5.2.1 Suspension of the East Gippsland Shire Council Road Management Plan**

Authorised by      General Manager Assets and Environment

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#### **Conflict of Interest**

Officers preparing this report have no conflict of interest to declare.

#### **Executive Summary**

This report seeks Council's approval to temporarily suspend the East Gippsland Road Management Plan (RMP) in response to the recent flood events that impacted over 40 individual roads or road segments.

The East Gippsland Road Management Plan is a statutory document required under the *Victorian Road Management Act 2004* that sets out Council's policies, service delivery and actions in relation to the local road network managed by Council. The Plan is the main mechanism for identifying the roads and related infrastructure for which Council is responsible. Significantly the plan also dictates the road management standards which Council commits to, including frequency of road inspections, the tolerable level of defects, and the time taken to repair defects.

The recent flood events have had a widespread effect on Council's local road network, causing the closure of many roads and damage to even more. Officers are working through a process of identifying damage and scheduling repairs that are estimated to take up to three months for immediate repairs and even longer for roads requiring more significant remediation. These timeframes are due to both the processes required to claim compensation for the damage and the timing of repair given the widespread nature of the damage.

This work is progressing well but given the magnitude of roads affected it is not possible to address these road repairs within the timeframes set out in the RMP. Similarly, it is not possible in the short to medium term to ensure that these flood-affected roads meet the level of defect tolerance set out in the RMP.

Given the current inability to meet the requirements of the RMP and the statutory nature of the plan, it is therefore proposed to temporarily suspend the plan until such time as the roads are repaired and Council is again able to commit to the standards set out in the plan.

This same approach was taken after the 2019/20 bushfires and is allowed for within the RMP.

#### **Officer Recommendation**

##### ***That Council:***

- 1. receives and notes this report;***
- 2. approves the temporary suspension of the East Gippsland Shire Council Road Management Plan (2021) until 30 March 2024;***

- 3. notes that if a further extension of the East Gippsland Road Management Plan (2021) suspension is required, a further report will be brought to the March 2024 Council meeting to seek this extension;**
- 4. notes that the suspension of the East Gippsland Road Management Plan is undertaken in accordance with section 2.11 of the East Gippsland Shire Council Road Management Plan (2021);**
- 5. notes that those parties involved in the administration or operation of the East Gippsland Shire Council Road Management Plan (2021) will be advised by the Chief Executive Officer of the temporary suspension of this plan, and public notice of temporary suspension of this plan will also be published; and**
- 6. notes that the temporary suspension of the East Gippsland Shire Council Road Management Plan (2021) until 30 March 2024 will not impact on the general maintenance of local roads across East Gippsland Shire, other than those roads identified as damaged by the recent flood events, with these damaged roads to be managed via an alternate remediation process and appropriate signage.**

## **Background**

The Victorian Road Management Act 2004 is the primary tool for establishing a coordinated management system that will promote safe and efficient road networks at state and local levels and the responsible use of road reserves for other legitimate purposes. To enable co-ordination of road management, the Act establishes a "coordinating Road Authority", that has co-ordination functions, and a "Responsible Road Authority", which has operational functions.

Council is a co-coordinating Road Authority and as such must under the Road Management Act have an adopted Road Management Plan. The RMP outlines Council's road management responsibilities and details the standards of road maintenance service for roads within this municipality. Council regularly reviews the RMP, with it most recently being endorsed by Council in June 2021.

The RMP describes the management system established by the Council to carry out its duty under the Road Management Act 2004 to inspect, maintain and repair public roads for which it is responsible. And by road, we mean the full road reserve area, from building line to building line, which includes the kerb and channel, the roadway, the footpath, traffic islands, street trees and signs but not the nature strip area or vehicle crossings.

Significantly the plan also dictates the road management standards which Council commits to, including frequency of road inspections, the tolerable level of defects and the time taken to repair defects. The RMP is also the vehicle that sets the standards for Council's Road Maintenance contracts. Should Council be proven not to be conforming with its adopted RMP, there are grounds for litigation.

## Impact of recent flood events

The recent flood events have had a far-reaching effect over much of East Gippsland, with numerous rivers, and water courses flooding and the volume and frequency of rain meaning that many areas across the shire could not manage the volume of water. Water therefore moved across the landscape damaging many roads.

During the floods, the roads came under the management of the Incident Control Centre. As the water recedes the roads are being progressively handed back to Council to manage and repair. Many of the roads require significant repair and would not currently meet the

minimum intervention level (i.e., tolerable standard of defects) described in the RMP adopted by Council in 2021.

Council is now working to have these roads assessed, repair works packages developed and funding approved for these works under the provisions of the National Disaster Recovery Fund. Given the magnitude of roads impacted it is estimated that it will take at least three months to have all damaged roads repaired and brought back to the standard described in the RMP.

### Risk

Due to the conditions and effect of flood damage to these assets Council and its contractors cannot meet the required timelines set out in the RMP to bring these roads back to pre-intervention criteria. Therefore, committing to this road standard in an endorsed document exposes Council to potential litigation, should an accident occur on any of these roads prior to repairs being complete.

Officers have therefore determined that Council should seek to temporarily suspend the powers of the RMP, until road repairs are complete.

This same course of action was taken after the 2019/20 bushfires.

### **Legislation**

The suspension of the RMP has implications under the *Roads Management Act* 2004, where there are appropriate conditions under the legislation that allows the suspension of the Road Management Plan under specified criteria that meet the above conditions meet.

Suspension of the RMP is taken in accordance with the *Victorian Wrongs Act* 1958 as amended.

This report has been prepared in accordance with the *Local Government Act* 2020.

### **Collaborative procurement**

Council will use the services of existing contractors to undertake repair work and this report does not suggest new contractual arrangements.

### **Council Plan**

This report has been prepared and aligned with the following strategic objectives set out in the Council Plan 2021-2025:

Strategic Objective 2: 2.2 Infrastructure provision and maintenance supports a diverse range of current and future user needs and activities and is both environmentally and financially sustainable.

### **Council Policy**

The proposed action is taken in line with the Council's adopted RMP (section 2.11 *Force Majeure*) that states that in the event of natural disasters and other events including fires Council reserves the right to suspend compliance with its RMP. However, under Section 83(b) of the *Victorian Wrongs Act* 1958 as amended.

### **Options**

Suspension of the Road Management Plan will have impacts on the community given the ever-changing road conditions. The level of services provided may see a reduced capacity of contractors to deliver the required service levels under the Road Management Plan, however Council will remain committed to ensuring the standards laid out in the Road Management Plan as much as possible and particularly in areas unimpacted by the recent bushfires.

## **Resourcing**

### *Financial*

There is anticipated to be no financial implications resulting from the suspension of the RMP.

### *Human Resources*

No changes in staffing levels are envisaged as a result of the suspension.

### *Risk*

This recommendation has been made after thorough discussion with Council's external legal advisor on this matter.

It is recommended that public notice of this suspension is made together with an explanation of why the decision has been made and a commitment to revert to normal functioning levels as soon as possible.

## **Economic**

There is no economic impact associated with the suspension of the RMP, as the suspension is to allow Council to progress repairs to damaged roads. Indeed, the repairs will mostly be undertaken by local contractors with local economic benefit. Whilst within intervention levels, every effort will be made to ensure roads are open for local traffic, limiting the impact on the transport of goods and services.

## **Social**

Local roads are important for the connectivity of our communities and individuals. The suspension of the RMP will allow for the opening of roads for local traffic that may otherwise need to remain closed until such time as they meet the RMP standards again.

## **Environmental**

### *Climate change*

This report has been prepared and aligned with the following Climate Change function/category:

Asset Management: Climate change is considered in the design and maintenance of assets and includes responses to direct and indirect impacts.

## **Engagement**

The public will be advised of the suspension of the RMP. Engagement on this matter falls into the 'inform' category.

## **Attachments**

Nil

## 5.3 Business Excellence

### 5.3.1 Councillor Representation Register

Authorised by General Manager Business Excellence

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#### Conflict of Interest

Officers preparing this report have no conflict of interest to declare.

#### Executive Summary

This report is presented to Council for adoption of the revised Councillor Representation Register 2020-2024 (the Register) for internal advisory committees and external organisations, following the annual review. The Register is provided at **Attachment 1**.

Following the Statutory Council Meeting held on Thursday 26 October 2023 for the election of Mayor and Deputy Mayor, it is prudent to review the Register.

Effective representation on relevant external organisations and internal advisory committees is a critical element of Council's advocacy program. Through its membership of and representation on a diverse range of relevant local, regional, and state committees and organisations, Council is well placed to represent and advocate for the interests of the East Gippsland community.

Councillor representation on these committees and organisations is guided by the Councillor Representation Policy (the Policy).

#### Officer Recommendation

##### *That Council:*

- 1. receives and notes this report and all attachments pertaining to this report; and***
- 2. adopts the updated Councillor Representation Register 2020-2024, for internal committees and external organisations, as provided at Attachment 1.***

#### Background

Council is represented on a range of internal and external committees, reference groups, industry groups, forums, and other local and regional organisations. Ensuring that Council has proper appointments of Councillors to these organisations is a critical element of Council's advocacy program. The Policy guides Council's advocacy program and establishes expectations of Councillors when representing Council in these forums.

Following the Statutory Council Meeting held on Thursday 26 October 2023 for the election of Mayor and Deputy Mayor, there is an opportunity to review the Register. A copy of the Register is provided at **Attachment 1**.

There are some internal advisory committees and external organisations that require the Mayor to attend as Mayor ex-officio. There are also opportunities for Councillors to participate on a range of committees that are important to the future economic, environmental, and social sustainability of the municipality.



Councillor representatives are supported by a member of the Executive Leadership Team (ELT) who will provide information, advice and context in respect of matters being considered by the Committees.

Councillors are required to disclose conflicts of interest that are identified with any agenda item for the meetings of the internal and external committees and organisations that they attend. These disclosures will be recorded in the publicly available conflict of interest register.

Councillors are also required under the Policy to provide a report at the next Council meeting about the meetings they have attended.

## **Legislation**

As of 1 July 2021, all provisions of the *Local Government Act* 2020 commenced. Some provisions of the *Local Government Act* 1989, that have not been repealed, will remain applicable until such time as they are revoked.

This report has been prepared in accordance with the overarching governance principles in section 9 of the *Local Government Act* 2020. This report outlines compliance with the conflict-of-interest requirements in sections 126-131 of the *Local Government Act* and the procedure for disclosure outlined in the Council's Governance Rules.

The implications of this report have been assessed and are not considered likely to breach or infringe upon the human rights detailed in the Victorian Government's Charter of *Human Rights and Responsibilities Act* 2006.

In preparing this report the Victorian *Gender Equality Act* 2020 has been considered. The implications of the report have been assessed and are compliant with the obligations and principles of the *Gender Equality Act* 2020. The need for a Gender Impact Assessment has also been assessed. The implications of this report have been assessed and align with the principles and objects of the *Gender Equality Act* 2020.

## **Collaborative procurement**

This report does not involve procurement.

## **Council Plan**

This report has been prepared and aligned with the following strategic objectives set out in the Council Plan 2021-2025:

Strategic Objective 5: 5.2 Strong relationships with government, partners and stakeholders are maintained and strengthened to advocate for the community.

## **Council Policy**

This report has been prepared in accordance with the Policy.

## **Options**

Councillors have discussed and subsequently nominated the identified appointments to the committees and organisations, as outlined in **Attachment 1**.

## **Resourcing**

### *Financial*

Costs associated with attendance at these meetings is covered by current budget allocations. Payment or reimbursement of costs and expenses associated with Councillor representation will be managed in accordance with the Councillor Support and Expenses Policy.

### *Plant and equipment*

Not applicable

### *Human Resources*

All Councillor representatives will be supported by a member of Council's Executive Leadership Team, who on request, will be available to provide information, advice, and context in respect of matters being considered by the relevant organisation.

### *Risk*

The risks of this proposal have been considered and determined to be low.

## **Economic**

Councillor membership of and representation on a diverse range of committees and organisations ensures Council is aware of and understands the economic situation of the municipality. It also enables Council to make informed decisions for the economic sustainability of the Shire.

## **Social**

By ensuring Council has a 'voice at the table' through its representation arrangements, Councillors will be able to work proactively with other members of these organisations to achieve the best possible social outcomes for Council and the East Gippsland community.

### *Gender Impact Statement*

Given that this report provides an update on the Councillor Representation Register, a gender impact assessment is not applicable.

## **Environmental**

Councillor representatives will advocate on environmental issues in line with Council policies at meetings and other forums where appropriate. Councillors will report to Council on emerging issues and other environmental matters that are likely to impact on Council's many areas of responsibility.

### *Climate change*

This report is assessed as having no direct impact on climate change.

## **Engagement**

Councillors have discussed the purposes of the internal advisory committees and external organisations and the Policy with the Executive Leadership Team.

## **Attachments**

1. Councillor Representation Register 2020-2024 [**5.3.1.1** - 3 pages]



## Councillor Representation Register 2020-2024

**NOTE - The expiry date for each of the appointments is October 2024**

Council internal Committee	Councillor/s	Position	Term	Meeting Frequency
<b>Audit and Risk Committee</b> Note - Mayor ex-officio as per Charter	Mayor Cr Mendy Urie Cr Mark Reeves	Ex-officio Committee Member Committee Member	Mayoral Term Annual	Quarterly
<b>Chief Executive Officer (CEO) Employment and Remuneration Committee</b> Note – Mayor and Deputy Mayor ex-officio as per CEO Employment and Remuneration Policy	Mayor Deputy Mayor Cr Trevor Stow Cr Mark Reeves	Ex-officio Ex-officio Committee Member Committee Member	Mayoral Term Annual	Quarterly
<b>Economic Development Advisory Committee</b> Note – Mayor ex-officio as per Charter	Mayor Cr Jane Greacen, OAM Cr Trevor Stow Cr Sonia Buckley	Ex-officio Committee Member Committee Member Observer/Substitute	Mayoral Term Annual	Bi-monthly
<b>Disability Advisory Committee</b>	Cr Kirsten Van Diggele Cr Mendy Urie Cr Jane Greacen, OAM	Committee Member Committee Member Substitute	Annual	Bi-monthly
<b>Livestock Exchange Committee</b>	Cr Trevor Stow Cr John White Cr Sonia Buckley	Committee Member Committee Member Substitute	Annual	Quarterly
<b>Marina Consultative Committee</b>	Cr Arthur Allen Cr Jane Greacen	Committee Member Substitute	Annual	Biannual
<b>Agriculture Sector Advisory Committee</b> Note – Mayor ex-officio as per Charter	Mayor Cr John White Cr Sonia Buckley	Ex-officio Committee Member Substitute	Mayoral Term Annual	Quarterly
<b>East Gippsland Local Community Road Safety Group</b>	Cr Sonia Buckley Cr Mark Reeves	Committee Member Committee Member	Annual	Biannual
<b>Youth Ambassadors Committee</b> Note – Mayor ex-officio or delegate as per Terms of Reference	Mayor Cr Kirsten Van Diggele	Ex-officio Committee Member	Mayoral Term Annual	Monthly (Councillors to attend every second meeting)



## Councillor Representation Register 2020-2024

External Committee/Group	Councillor/s	Position	Term	Meeting Frequency
<b>Australian Coastal Councils Association Inc.</b> ** Refer to External Appointments table - delegate	Cr Tom Crook Cr Sonia Buckley	Representative Substitute	Annual	Monthly
<b>Australian Local Government Association</b> Note – Mayor ex officio	Mayor	Ex-officio	Mayoral Term	Annual
<b>East Gippsland Local Aboriginal Justice Action Committee (LAJAC)</b>	Cr Jane Greacen OAM Cr Mark Reeves Cr Tom Crook	Committee Member Committee Member Substitute	Annual	Monthly
<b>Municipal Association of Victoria</b> Note – Mayor ex-officio	Mayor	Representative	Mayoral Term	Biannual
<b>Municipal Association of Victoria – Emergency Management Committee</b>	Cr John White Cr Jane Greacen OAM	Committee Member Substitute	Annual	Quarterly
<b>National Timber Councils Association</b>	Cr Tom Crook Cr Sonia Buckley	Committee Member Substitute	Councillor Term	Biannual
<b>One Gippsland</b> Note – Mayor ex-officio as per Terms of Reference	Mayor	Ex-officio	Mayoral Term	Monthly
<b>Rail Freight Alliance</b>	Cr Arthur Allen Cr Trevor Stow	Delegate Substitute	Annual	Biannual
<b>Rural Councils Victoria</b> ** Refer to External Appointments table - delegate	Cr Sonia Buckley Cr Mendy Urie	Delegate Substitute - general meetings	Councillor Term	Monthly
<b>South-East Australian Transport Strategy Inc (SEATS)</b> ** Refer to External Appointments table - delegate	Cr Arthur Allen Cr Trevor Stow	Delegate Substitute	Annual	Quarterly
<b>Timber Towns Victoria</b>	Cr Tom Crook Cr Sonia Buckley	Delegate Substitute	Councillor Term	Monthly



## Councillor Representation Register 2020-2024

External appointments

Executive Appointments/Gippsland Representatives	Appointed Councillor/s	Position	Term	Date of Appointment	Meeting Frequency
<b>**Australian Coastal Councils Association Inc.- Committee of Management</b>	Cr Tom Crook	State Representative	2 Years	Nov 2021	Monthly
<b>**Rural Councils Victoria</b>	Cr Sonia Buckley	Gippsland Representative	Councillor Term	03/12/20	Monthly
<b>**South-East Australian Transport Strategy Inc (SEATS)</b>	Cr Arthur Allen	Executive Member (Victoria)	4 Years	17/08/23	Quarterly

## 6 Urgent Business

## 7 Confidential Business

Council will close the meeting to the public in accordance with the provision of section 66(2) of the *Local Government Act 2020* to consider the following list of items:

### 7.1 Information Technology Initiative

Under section 66(2) of the *Local Government Act 2020* a meeting considering confidential information may be closed to the public. Pursuant to sections 3(1) and 66(5) of the *Local Government Act 2020*, the information contained in this report is confidential because it contains Council business information being information that would, if released, prejudice the Council's position in commercial negotiations, as any future procurement processes that maybe associated with this project are yet to be determined.

### 7.2 Contractual Matter 1

Under section 66(2) of the *Local Government Act 2020* a meeting considering confidential information may be closed to the public. Pursuant to sections 3(1) and 66(5) of the *Local Government Act 2020*, the information contained in this report is confidential because it contains private commercial information, being information provided by a business, commercial or financial undertaking that relates to trade secrets.

### 7.3 Contractual Matter 2

Under section 66(2) of the *Local Government Act 2020* a meeting considering confidential information may be closed to the public. Pursuant to sections 3(1) and 66(5) of the *Local Government Act 2020*, the information contained in this report and all attachments is confidential because it contains private commercial information, which if released, would unreasonably expose the business, commercial or financial undertaking to disadvantage by disclosing financial information to competitors.

## 8 Close of Meeting