

## 21.04 SETTLEMENT

12/03/2015  
GC20

### 21.04-1 Key Issues and Challenges

16/02/2012  
C64

The key planning issues and challenges facing the Moira Shire relating to settlement include:

- The facilitation of the orderly development of its townships;
- Facilitating the development of a diverse range of housing options for the Shire's existing and future population; and
- Controlling future development of housing in rural areas to ensure that it is responsive to a demonstrated need and will not prejudice the long-term sustainability of farming.
- An overview of these issues and challenges are described below.

#### Orderly Development of Towns

Moira Shire is a predominantly rural municipality. The Moira Shire has four principle townships (Cobram, Yarrawonga, Numurkah and Nathalia) and a number of smaller townships that support the rural and lifestyle activities of residents.

An analysis of Council's housing permit data for the period 2001-2004 indicates that a total of 795 house permits have been issued within the Shire's towns during this four year period. The fastest growing urban centres in the municipality include Yarrawonga with 432 house permits issued in the past 4 years, Numurkah 155, Cobram 129, Bundalong 52 and Nathalia with 27. In addition, residential development is taking place in the corridor between Yarrawonga and Bathumi.

Council is keen to promote the orderly development of its townships, both large and small, and to promote their unique character and roles. Council seeks to consolidate residential uses in townships and in identified rural lifestyle areas around townships, where there is no adverse impact on rural activities. New residential development is particularly encouraged in the Shire's four key townships, so as to attract and support expanding populations that will, in turn, stimulate the economic and social development of these centres. Developers are encouraged to assist in the funding of new works, services and facilities required by the expanding residential population, particularly in the Shire's four major townships and on land within the Yarrawonga-Bundalong Corridor. With regard to the development of the Yarrawonga-Bundalong Corridor, it is important that future development within the corridor does not impact adversely on Lake Mulwala and the Lower Ovens River. Intensive animal industries and activities are discouraged from locating within, or in proximity to, existing and future urban growth areas so as to avoid urban-rural conflicts. Council is also concerned to protect residential amenity in all towns and therefore encourages responsible animal ownership. The existing settlement pattern in the Shire includes a number of very old townships and groups of crown allotments that have not been developed. It is acknowledged that the future development prospects of these towns needs detailed analysis and investigation.

#### Housing Diversity

The population of the Moira Shire is ageing. Increased options for housing this population will be required, particularly in the four large urban centres of Cobram, Yarrawonga, Numurkah and Nathalia where there is greater access to both physical and social services. Affordable housing needs to be provided within walking distance to facilities or transport to such facilities. Alternative forms of housing, such as smaller one and two bedroom units, will be required if objectives for affordability and accessibility are to be met. Diversity in housing options is also important in maintaining a diverse population mix within the Shire. In particular, the provision of accommodation to suit the housing needs of young people will be vital to retaining a balanced population mix.

## Housing in Rural Areas

Housing in rural areas requires careful consideration so as to protect farming as the dominant activity in rural areas and as the major source of economic activity in the municipality. In particular, rural residential living on small lots needs to be based on a demonstrated need and evidence that the dwelling will not prejudice the long-term sustainability of farming.

### 21.04-2

08/02/2007  
C29(Part 2)

#### Settlement Goal

**Council's Settlement Goal** is to ensure that the majority of future residential growth and development occurs within the Shire's existing townships and that such growth is accommodated for in a planned, rather than ad hoc manner. Rural lifestyle opportunities are to be provided in identified and appropriately zoned areas rather than being dispersed throughout the rural areas of the Shire in order to protect agricultural land for agricultural uses, avoid urban-rural conflicts and to facilitate efficient servicing.

### 21.04-3

08/02/2007  
C20(Part 2)

#### Settlement Objectives

- To promote future development in the key townships of Numurkah, Nathalia, Cobram and Yarrawonga in accordance with the Settlement Strategies (Refer 21.04-4) and Town Structure Plans for each township (Refer 21.04-5);
- To promote the orderly development of the Yarrawonga to Bathumi Corridor in accordance with the Yarrawonga to Bathumi Future Land Use Strategy and the Yarrawonga to Bathumi Structure Plan (Refer 21.04-5 Map 6);
- To consolidate urban and township areas;
- To provide sufficient diversity of housing opportunities within and on the fringes of towns;
- To maximise infrastructure investment;
- To levy contributions on an equitable basis for the provision of new works, services and facilities within the Shire's four major townships and within the corridor between Yarrawonga and Bundalong;
- To consolidate retail precincts within townships with appropriate car parking unless the demand exists for specific types of outlets in planned precincts;
- To control unsewered urban development resulting in the pollution of the environment;
- To preserve the amenity of current and future residents in residential areas;
- To protect residential amenity in townships from the effects of intensive animal industries;
- To restrict housing opportunities in rural areas other than in identified areas on the town fringes;
- To protect the use of agricultural land for agricultural purposes and to ensure that housing in rural areas minimises the impact on the environmental and economic sustainability of the Shire's agricultural resources; and
- To restructure old and inappropriate townships and groups of crown allotments.

### 21.04-4

18/07/2013  
C71

#### Settlement Strategies

##### General

- Promote a wide range of housing opportunities in urban areas that respond to the housing needs of the population through all stages of the lifecycle;
- Promote alternative forms of supported housing such, as nursing homes, in existing urban centres with a high degree of accessibility to community and social infrastructure;

- Encourage the consolidation of residential development in existing urban centres;
- Avoid inappropriate encroachment of residential/rural residential development onto industrial and rural industrial areas;
- Discourage stand-alone retail outlets remote from town centres unless they are part of a planned commercial precinct;
- Areas of non-conforming and incompatible industrial uses within residential areas are encouraged to relocate to identified industrial / business estates;
- Improve the urban image of the major town entries (ie. Numurkah, Nathalia, Yarrawonga and Cobram) through improved gateway treatment and urban design works;
- Promote residential development that is responsive to the character of the area;
- Require new development to relate to the physical context within which it sits in regard to siting, height, bulk, materials and general context;
- Discourage new residential development in areas significantly affected by flooding;
- Encourage the use of environmentally sensitive design and ensure all new development conforms to best practice environmental management (BPEM) guidelines to minimise its impact on the environment;
- Protect residential amenity in townships from the effects of non-residential activities by requiring the consideration of their potential adverse amenity impacts;
- Discourage intensive animal activities from locating within, or in proximity to, existing or future urban growth areas in the Shire's townships; and
- Prepare Development Contribution Plans for the Shire's four key townships and for the corridor between Yarrawonga and Bundalong.

### **Cobram**

- Future development of the township of Cobram will be generally in accordance with the Cobram Town Structure Plan (Refer 21.04-5);
- The existing structure of Cobram, with its clear division between land use activities, should not be compromised;
- Medium density housing is encouraged around the commercial fringe of the town centre, near public open space and local neighbourhood centres and within good access to existing and potential public transport routes;
- Short term residential development will be directed to land already zoned;
- Medium and long term residential development should be directed to the south east and south in accordance with the Cobram Strategy Plan 2007;
- Encourage new development and the redevelopment of land to consider the provision of affordable housing;
- Include all areas identified for short, medium and long term residential (conventional and low density) in a Development Plan Overlay to ensure their orderly development and co-ordinated provision of roads and infrastructure, community services and facilities;
- The aesthetics and character of the river environs will be protected through the inclusion of residential land at the interface with the river in a Low Density Residential Zone;
- Low density residential land will be directed to the south west of the town centre in accordance with the Cobram Strategy Plan 2007. This area should be serviced with reticulated infrastructure;
- Pending the outcome of the Rural Land Review, the opportunity may exist for rural living development between Irvin Road and Cobram South Road, located on the south side of the Murray Valley Highway;

- Industrial development will be focused to the north west of the township. A mix of large and small lots will be retained for long term manufacturing and service industrial expansion;
- Encourage the establishment of a Cobram Business Park in the area defined by the Murray Valley Highway, Cobram-Koonoomoo Road and Ritchie Road;
- Discourage the expansion of existing caravan park to the west of town.
- Development of an integrated open space plan, inclusive of connections to the town centre, through the expanding residential neighbourhoods and access along the river frontage;
- Ensure that open space is provided in appropriate locations in new residential developments;
- Implement the recommendations of the Cobram Urban Design Framework (2006);
- Encourage the development of Federation Park as a community and tourist facility;
- Continue discussions with VicTrack in regard to the relocation of the railway station/bus terminal from its current location in the town centre;
- Facilitate the redevelopment of surplus railway land (if deemed surplus by VicTrack) for either open space or commercial type uses, as appropriate;
- Seek the relocation of inappropriate, non-core uses in the town centre to more suitable and appropriately zoned sites;
- Undertake a retail/business floor space analysis for Cobram;
- Encourage the redevelopment of vacant and underutilised sites in the commercial precincts, including the town centre;
- Facilitate the development of a village green/community gathering place in the town centre;
- Protect the town centre by favouring new retail developments that provide active frontages on the ground floor with offices above the ground floor in the streets surrounding the town centre;
- Undertake a traffic and transport analysis and assessment for Cobram with the objective of improving traffic routes and links into and through the township;
- Facilitate the expansion of the private and public primary, secondary and tertiary educational facilities to provide a full range of education services in Cobram;
- Facilitate the establishment of a medical precinct around the Cobram Hospital in Broadway Street; and
- Ensure that new and expanding residential communities are sensitive to the continued use of adjoining land for agricultural purposes, and that appropriate buffers are included in plans for residential development.

### **Yarrowonga**

- Future development of the township of Yarrowonga will be generally in accordance with the Yarrowonga Town Structure Plan (Refer 21.04-5);
- Encourage the more effective use of the rear of Belmore St shops. Pedestrian access to the rear of these sites will enable more opportunity for use of car parking at the rear of sites;
- Promote an integration of tourism, retailing and residential uses at the interface of Lake Mulwala and the Town Centre through redevelopment of land adjacent to the northern end of Belmore Street;
- Implement the recommendations of the Yarrowonga Urban Design Framework (2000);
- Encourage the integration of Kennedy Park with the Lake Mulwala foreshore and the northern end of Belmore Street;

- Accommodate complementary business uses at the southern end of Belmore Street;
- Promote mixed use development within the area bounded by Hunt St, Lynch St, Witt St, and Hume St;
- Investigate urban renewal and redevelopment options for the land bounded by the rail line, Belmore Street and the Murray Valley Highway;
- New Residential development will be focused within existing zoned land, providing a mix of housing types. Smaller housing units will be particularly encouraged in areas with proximity to the town centre;
- Short term Low Density Residential development will be promoted in areas already zoned for Low Density Residential development to the west and south of the township. Additional zoning of land will be based on demonstrated demand for additional development. Long-term demand is directed to the south east of the township as identified in the Yarrawonga Town Structure Plan;
- Industrial development is focused to the south-west of the town on land currently zoned for the purpose;
- Development adjacent to Lake Mulwala will be in accordance with the Lake Mulwala Management Plan;
- The existing use and future development of the Yarrawonga Aerodrome should be protected from and not impeded by the urban development of Yarrawonga;
- Development of the Yarrawonga Aerodrome will promote the commercial sustainability of the facility as a regionally significant transport link and leisure facility. Business and tourist development that can link with the airport will be encouraged;
- Development to the east of the township will be generally in accordance with the recommendations of the Yarrawonga to Bathumi Development Plan 2002.
- Implement the recommendations of the Moira Rural Living Strategy 2004.
- Implement the recommendations of the Yarrawonga Strategy Plan 2004.
- Require that Development Plans be prepared for greenfield residential sites.
- Seek the relocation of inappropriate or non-conforming uses in Belmore Street and Hunt Street to more suitable and appropriately zoned sites.
- Encourage the attraction of needed businesses including the following types of outlets: hardware and homewares, lighting, garden and landscape supplies, builders hardware, plumbing supplies, wood and timber supplies, tile and tiling supplies, window coverings, nursery and nursery supplies.
- Encourage and facilitate the development of five star accommodation in Yarrawonga.
- Protect the Belmore Street retail activity centre by favouring new developments that provide retail space on the ground floor with offices above the ground floor or in the streets surrounding Belmore Street.
- Protect the ambience of Belmore Street by retaining the centre of the road car parking.
- Provide for the car parking needs of traders, customers and visitors to the Belmore Street activity centre by developing a car parking policy that seeks the full on-site provision of car spaces resulting from new developments, minimises (discounting) waiving car parking requirements and where car parking cannot be provided on site, a financial contribution to the construction of off-street car-parks may be required.
- Identify and develop off-street car parks to service the needs of traders, customers and visitors of Belmore Street.
- Facilitate subdivision of the saleyards, land at the eastern end of Melaleuca Street and land surplus to railway requirements in the rail yards for service/light industry development in an industrial park setting.

- Facilitate the relocation of the grain bunkers west of Benalla Road.
- Implement streetscape, road and drainage improvements to Melaleuca and Acacia Streets and Benalla Road.
- Facilitate the relocation of the sewerage treatment plant allowing for the development of the site for general industry.
- Facilitate a north-south bypass of Belmore Street in conjunction with the construction of a second road crossing of Lake Mulwala within the next 10 years.
- Facilitate the expansion of the private and public primary, secondary and tertiary educational facilities to provide a full range of education services in Yarrawonga.
- Ensure that open space is provided in appropriate locations in greenfield residential estates.
- Where land abuts a road in a road zone new street access to the road is to be minimised and/or managed in line with the requirements of VicRoads.

## **Numurkah**

### **Strategies**

- Future development of the town of Numurkah will generally be in accordance with the *Numurkah Strategy Plan, January 2010* (refer Clause 21.04-5);
- Future development of Numurkah should clearly identify the residential, rural residential, commercial, industrial and open space land uses;
- Encourage medium density housing around the commercial fringe of the town centre, particularly in proximity to public open space;
- Short term residential development will be encouraged for land already zoned residential;
- Direct medium and long term residential growth to the north east and north of the town centre as identified in the *Numurkah Strategy Plan, January 2010*;
- Encourage new development and the redevelopment of land to consider the provision of affordable housing;
- Include all areas identified for short, medium and long term residential (conventional and low density) in a Development Plan Overlay to ensure orderly development and co-ordinated provision of infrastructure, community services and facilities;
- Direct low density residential development to the north east of the town centre as identified in the *Numurkah Strategy Plan, January 2010*;
- Direct rural living development to the north and south of the town centre, adjacent to existing rural residential developments as identified in the *Numurkah Strategy Plan, January 2010*;
- Direct industrial development to the north west of the township, west of the Goulburn Valley Highway. A mix of large and small lots should be provided for long term manufacturing and service industrial expansion;
- Develop an integrated open space plan with connections to the town centre, through the expanding residential neighbourhoods and access along the Broken Creek frontage linking with Kinnairds Wetlands.
- Create a network of wheelchair / mobility scooter friendly pathways linking residential areas, recreation areas and the Numurkah CBD;
- Ensure open space is provided in appropriate locations in new residential developments;
- Facilitate the redevelopment of surplus railway land (if deemed surplus by VicTrack) for either open space or commercial uses, as appropriate;

- Encourage the redevelopment of vacant and under-utilised sites in the commercial precincts, including the town centre;
- Encourage new developments that provides active frontages on the ground floor with offices on the first floor;
- Encourage office development or in the commercial streets surrounding the town centre;
- Encourage building design to be sympathetic to the character and scale of existing development in the Numurkah CBD;
- Encourage the development of a well-planned streetscape strategy using the recommendations set out in the Numurkah Urban Design Framework and the Retail, Tourism and Events Marketing Strategy for Numurkah.
- Ensure new and expanding residential communities are planned to take into account the continued use of adjoining land for agricultural purposes by including appropriate buffers in plans for residential development as required.

### **Further Actions**

- Implement the recommendations of the Numurkah Urban Design Framework (2000).
- Undertake a retail/business floorspace analysis for Numurkah.
- Undertake a traffic and transport analysis and assessment for Numurkah.
- Implement the recommendations of the Moira Rural Living Strategy 2004.

### **Nathalia**

#### **Strategies**

- Future development of the town of Nathalia will generally be in accordance with the Nathalia Strategy Plan, January 2010 (refer Clause 21.04-5);
- Future development of Nathalia should clearly identify the residential, rural residential, commercial, industrial and open space land uses;
- Encourage mix of housing densities Encourage medium density development around the town centre, near public open space and in areas with good access to community facilities and existing and potential public transport routes;
- Direct short term residential development to land already zoned for residential purposes;
- Direct medium and long term residential to the west and south-west of the town, as indicated in the Nathalia Strategy Plan, January 2010;
- Encourage new developments and redevelopments to consider the provision of affordable housing;
- Focus industrial development in the short-term to the north of the town. Accommodate additional long-term demand – and demand for larger industrial allotments –to the south of the town east of the Murray Valley Highway;
- Facilitate the redevelopment of surplus railway land (if deemed surplus by VicTrack) for industrial purposes as appropriate;
- Enhance open space facilities and improve accessibility – particularly along Broken Creek;
- Ensure that open space is provided in appropriate locations in new residential developments;
- Encourage the redevelopment of vacant and underutilised sites in the town centre;

- Facilitate the establishment of a medical precinct around the new hospital in Phillip Street; and
- Ensure new and expanding residential communities are sensitive to the continued use of adjoining land for agricultural purposes by including appropriate buffers in plans for residential development as required.

### **Further actions**

- Continue discussions with VicTrack in regard to the use of a portion of their land for industrial development;
- Undertake a retail/business floorspace analysis for Nathalia;
- Undertake a traffic and transport analysis and assessment for Nathalia;
- Encourage investigations into the development of the 'education precinct' and sharing of facilities between educational institutions to the east of the town centre; and
- Encourage investigations into the development of an arts and cultural precinct to the immediate south-east of the town centre (as delineated in the *Nathalia Strategy Plan, January 2010*).

### **Yarrowonga to Bathumi Corridor**

- Future development of the corridor between Yarrowonga and Bathumi will be generally in accordance with the Yarrowonga to Bathumi Future Land Use Strategy and the Yarrowonga to Bathumi Structure Plan (Refer 21.04-5 Map 6);
- Future development within the Yarrowonga to Bathumi Corridor should not adversely impact on Lake Mulwala;
- Development at town entrances to Yarrowonga should present a consistent visual theme;
- Within Precinct B of the Yarrowonga to Bathumi Structure Plan:
  - Promote residential development in planned neighbourhoods;
  - Promote the provision of community and recreation facilities;
  - Direct access to the highway should be strongly discouraged;
  - Upgrade highway intersection at Bott's and Hogans Roads as traffic levels increase; and
  - Treatment of Lake Mulwala foreshore and private land abutting the lake to be informed by the Lake Mulwala Management Plan.
- Within Precinct C of the Yarrowonga to Bathumi Structure Plan:
  - Promote infill residential development with a mixture of lot sizes; and
  - Treatment of Lake Mulwala foreshore to be informed by the Lake Mulwala Management Plan.
- Within Precinct D of the Yarrowonga to Bathumi Structure Plan:
  - Promote infill residential development at with a mixture of lot sizes due to the areas distance from Yarrowonga and lack of interface with Lake Mulwala; and
- Within Precinct E of the Yarrowonga to Bathumi Structure Plan:
  - Rezone land to Residential in accordance with the recommendations of the Moira Rural Living Strategy.
- Within Precinct F of the Yarrowonga to Bathumi Structure Plan:
  - Discourage residential development at conventional urban densities due to the areas distance from Yarrowonga; and



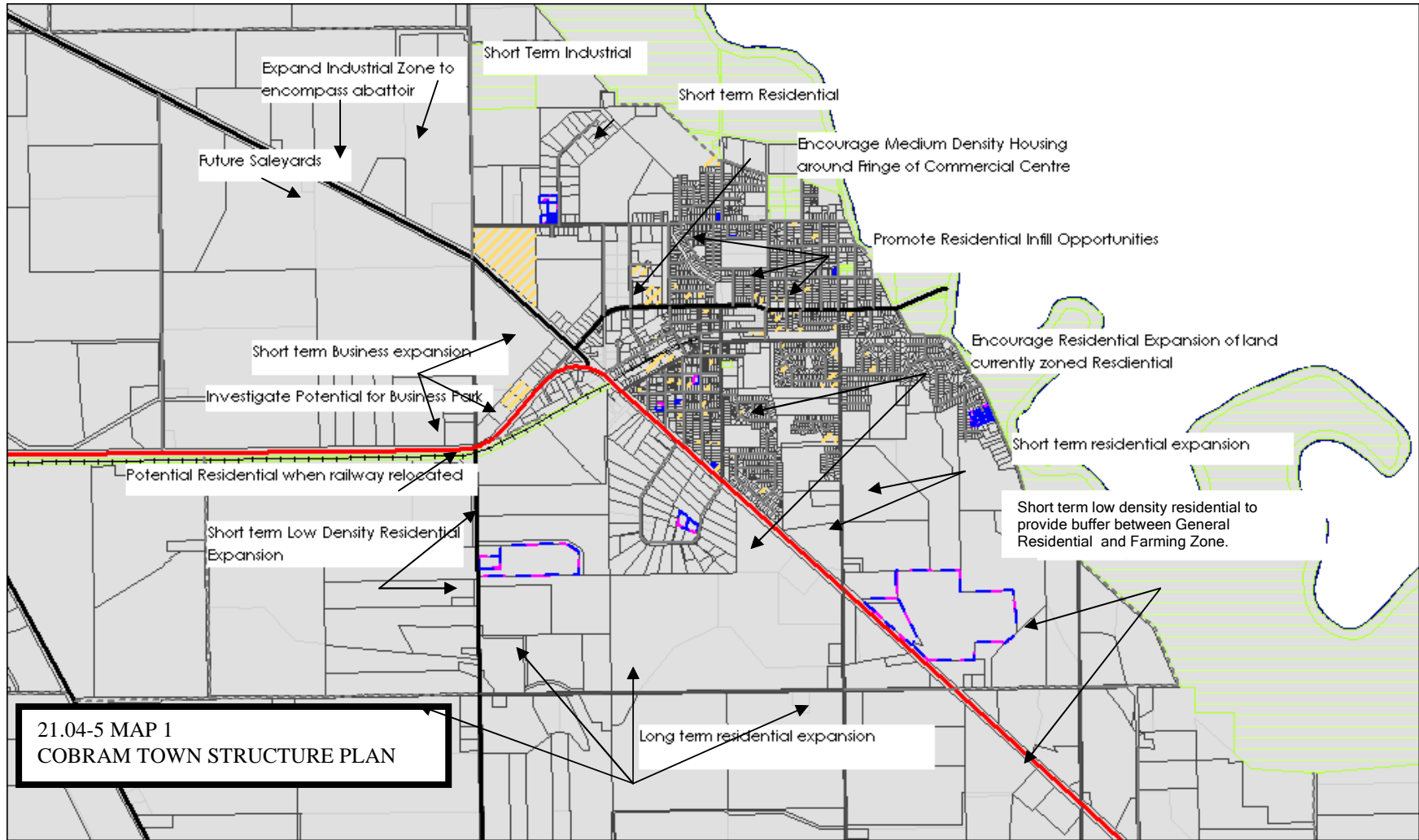
- Implement a Restructure Plan for Old Titles and Rezone to Rural in short term.

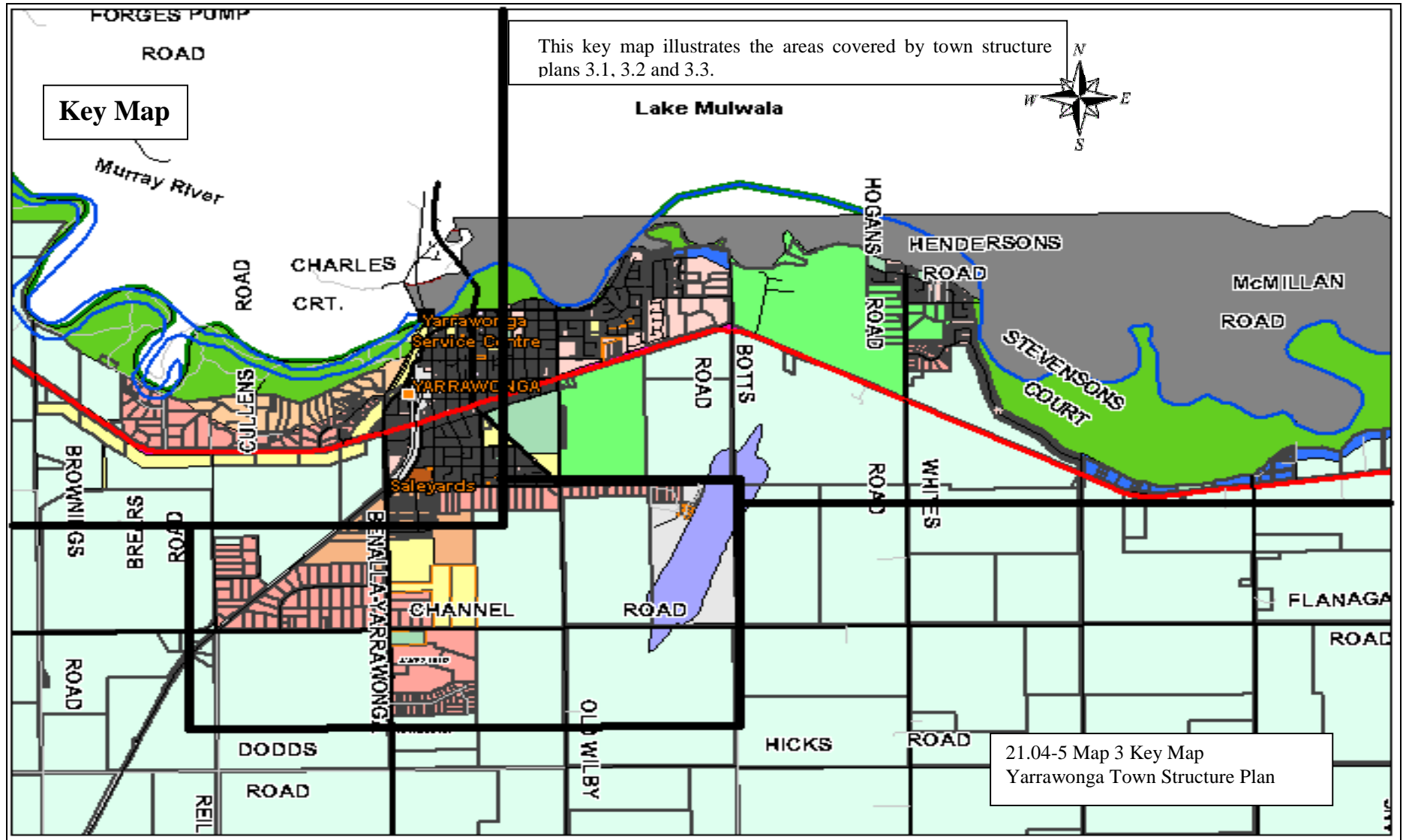
### **Rural Areas**

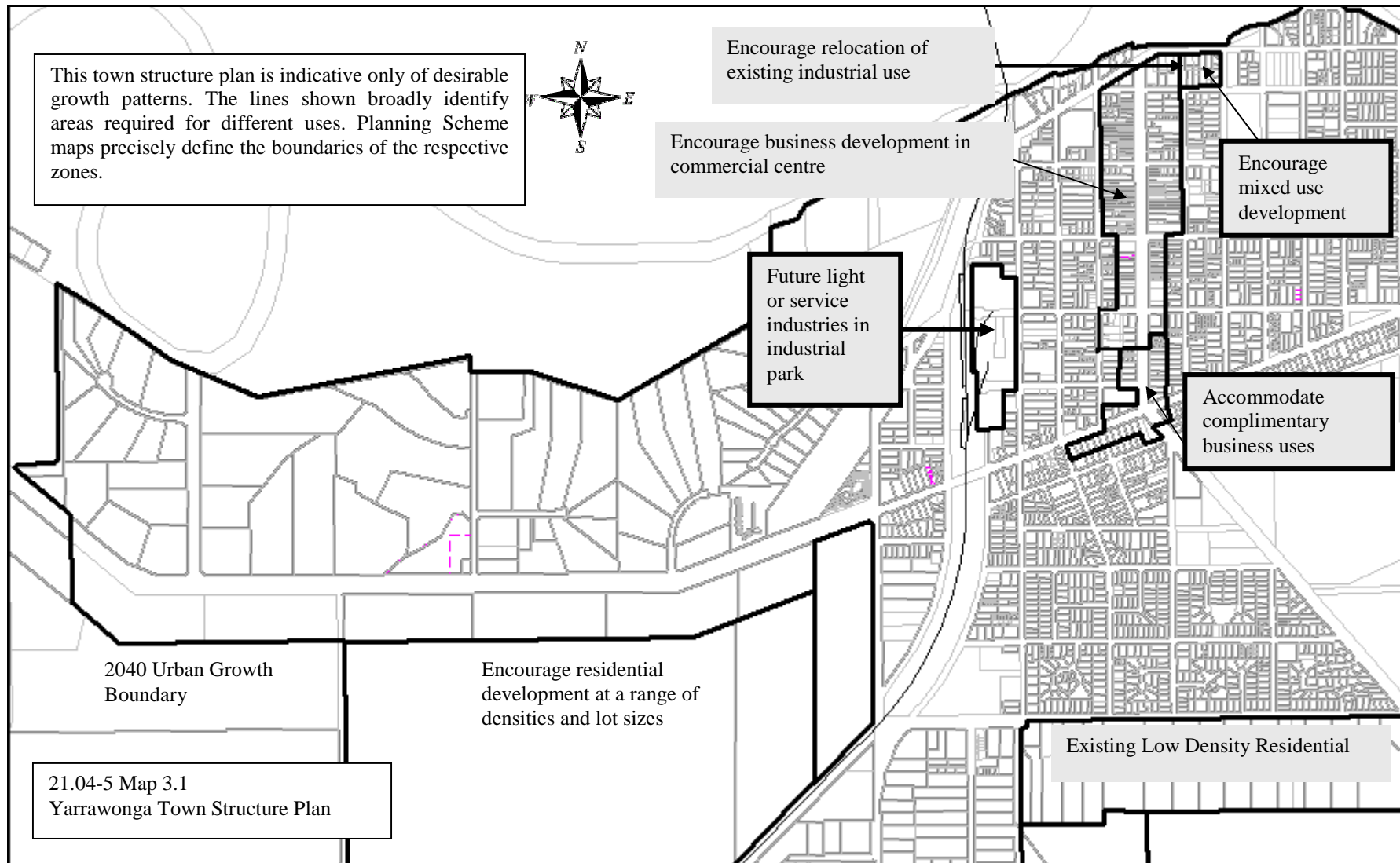
- Ensure that rural residential living is focused toward rural villages where a limited range of social and physical infrastructure can be provided. Settlements which can be viewed as rural residential villages include Tungamah, Katunga, Katamatite, Bundalong, Picola, Waaia, Strathmerton, Barmah and St. James as well as around larger urban settlements;
- Ensure that housing in rural areas is primarily for the purpose of housing persons actively engaged in agricultural pursuits;
- Require the consideration of housing in rural areas to include any potential adverse impact on the ability to effectively farm surrounding lots due to potential urban rural conflicts, including dust, chemical drift, machinery noise, irrigation channel management, domestic animal and weed invasion, amongst others.

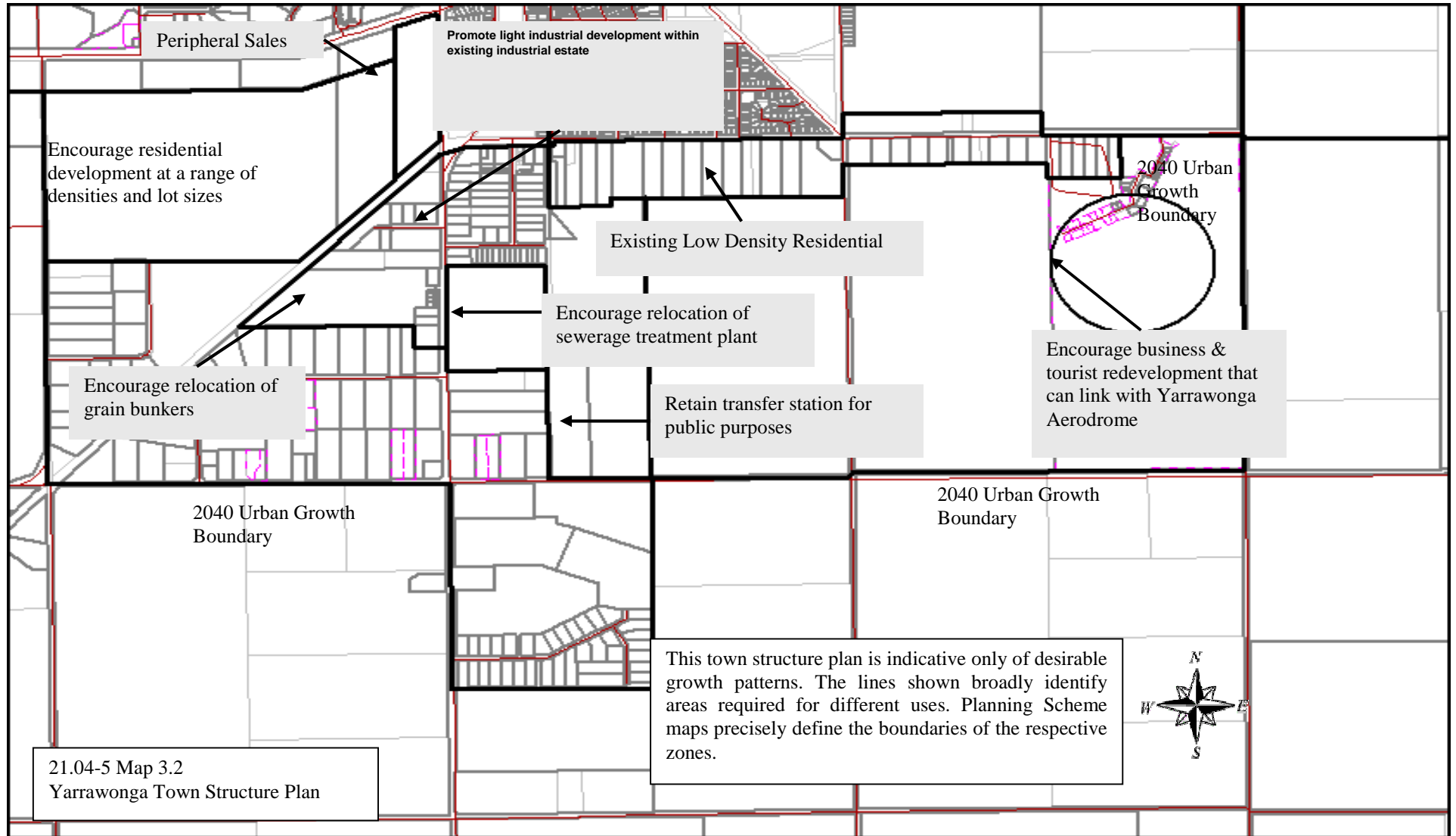
**21.04-5 Town Structure Plans**

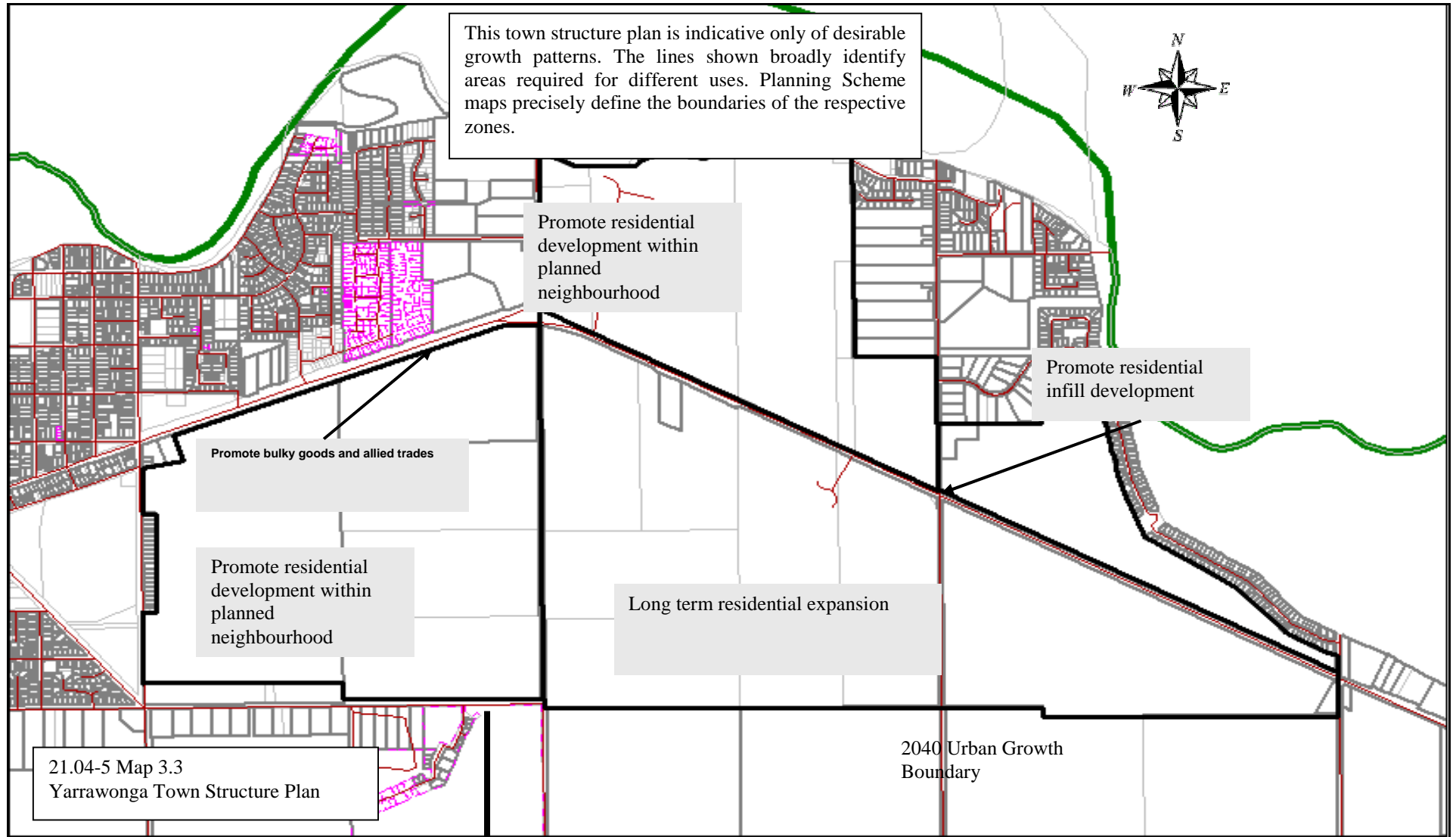
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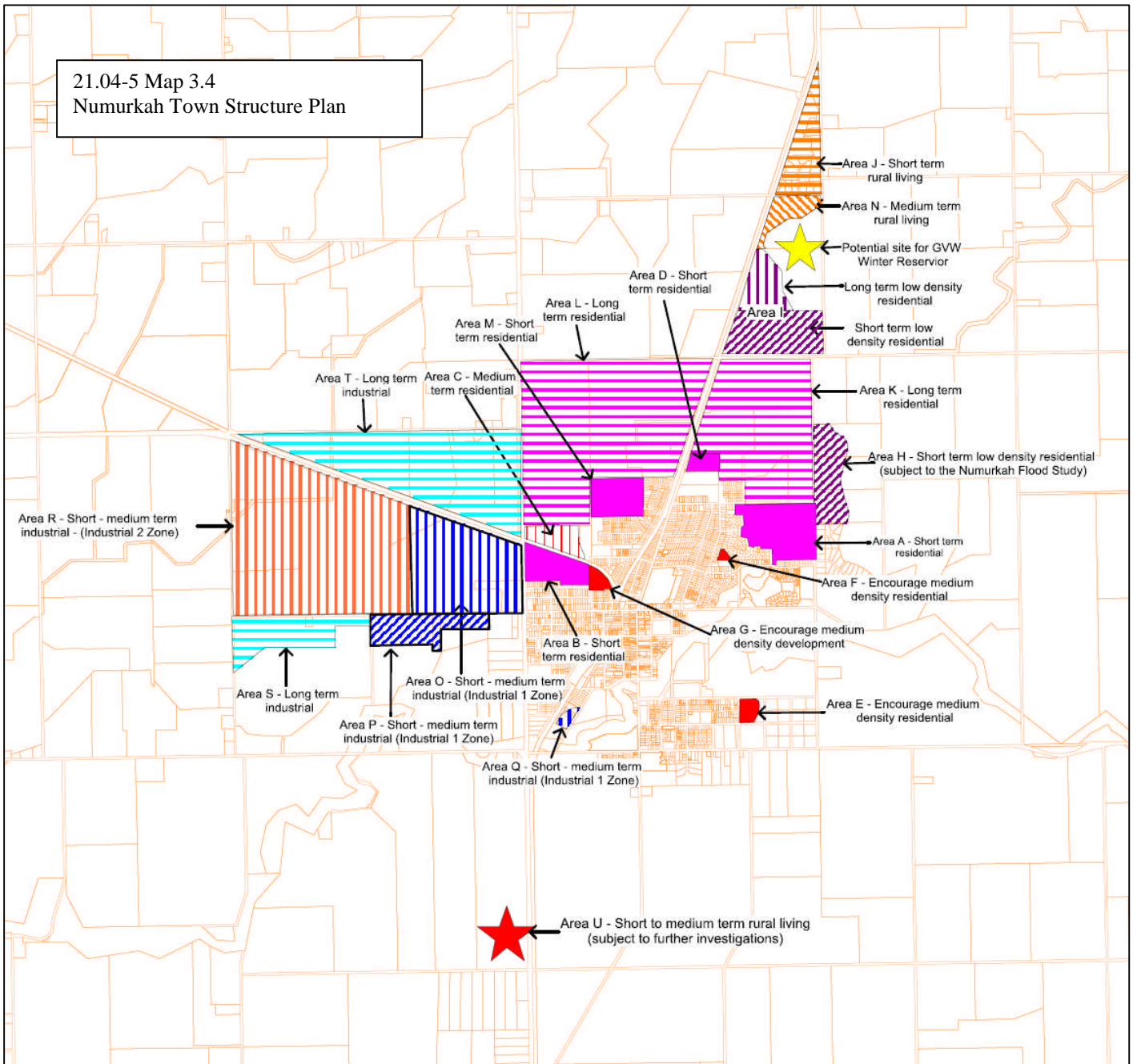




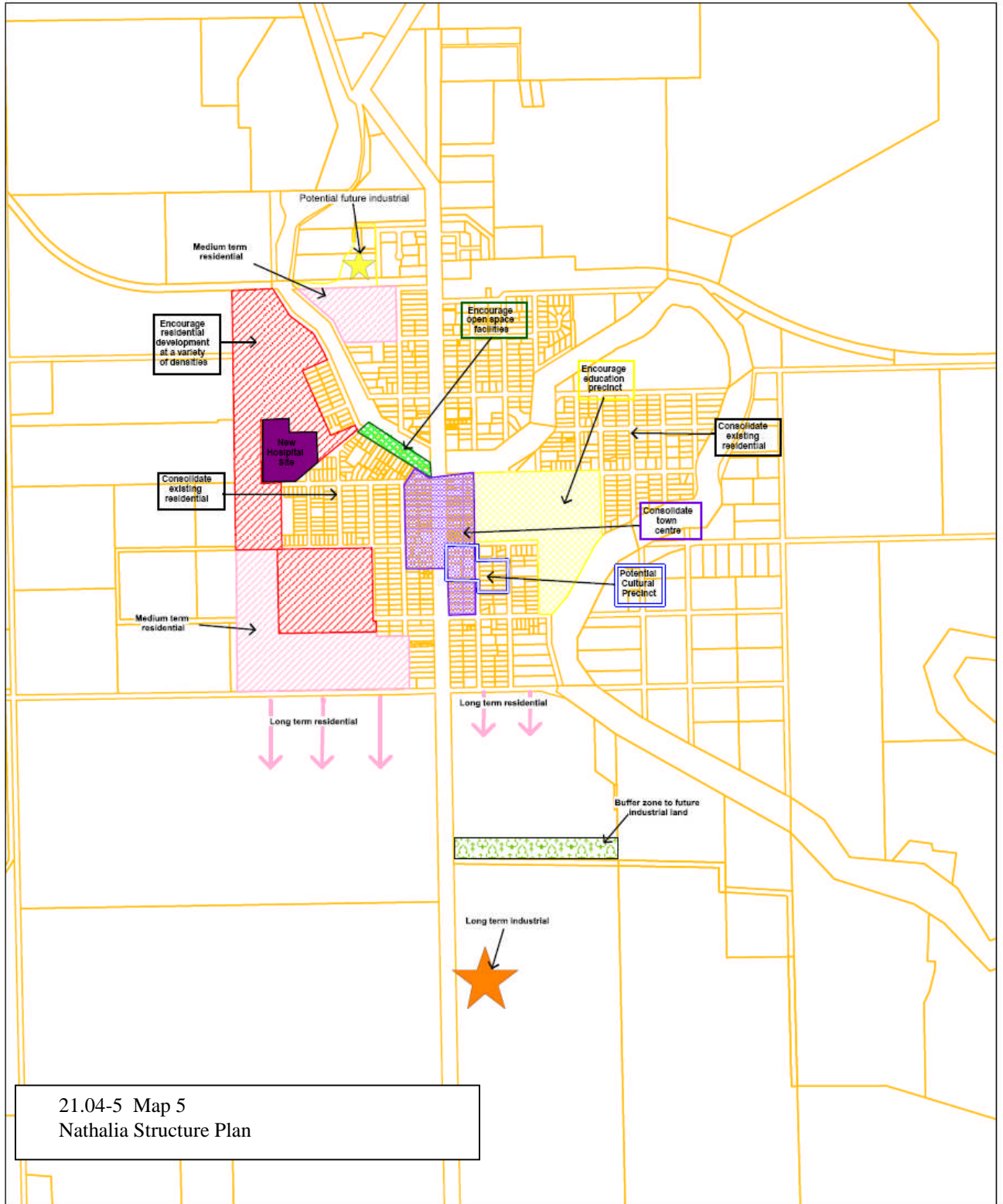




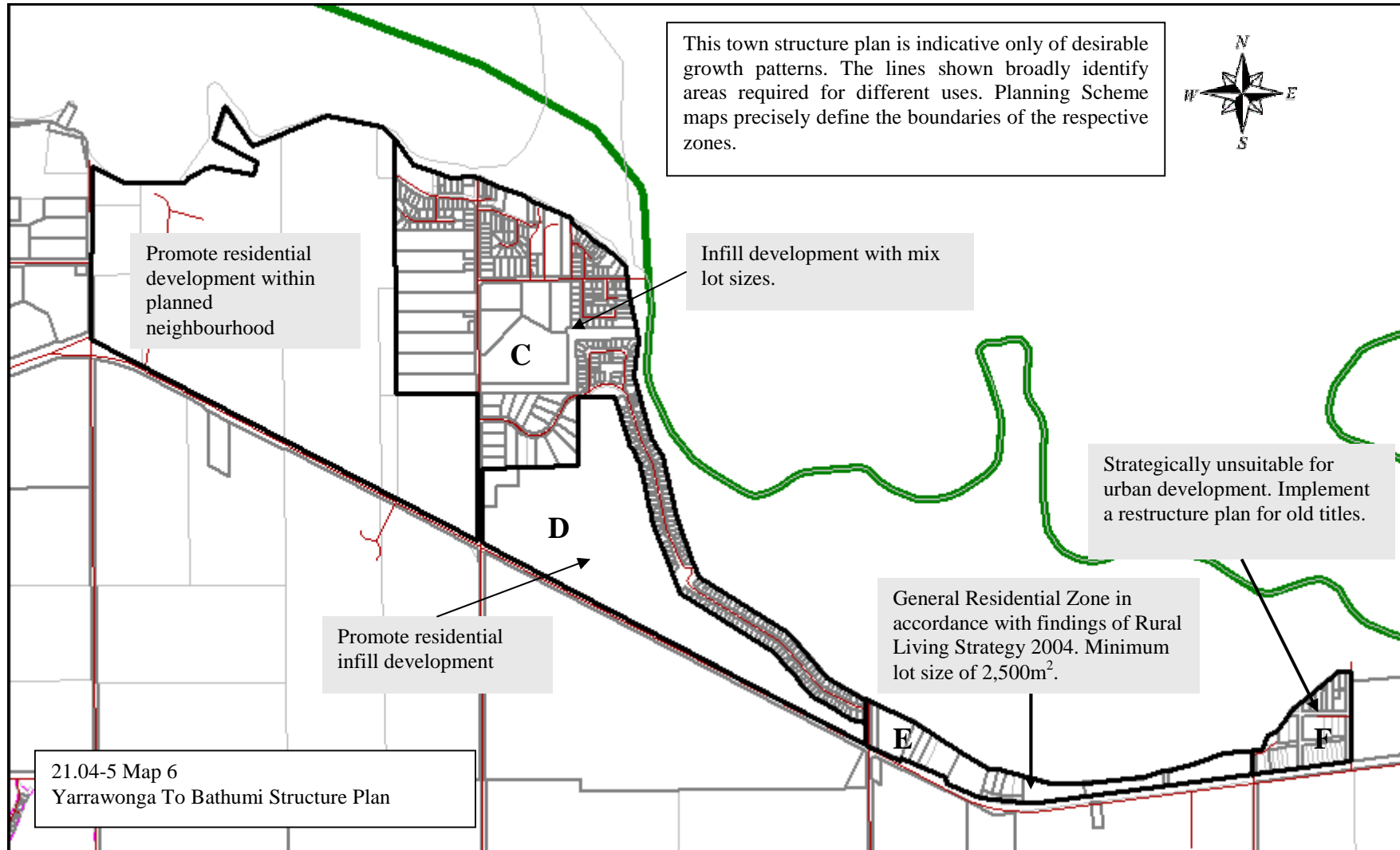
21.04-5 Map 3.4  
Numurkah Town Structure Plan











**21.04-6**  
12/03/2015  
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### **Settlement Implementation**

- The Settlement objectives and strategies will be implemented by:

### **Zones and Overlays**

- Apply the General Residential Zone to established urban residential areas;
- Apply the Low Density Residential Zone to existing rural residential areas;
- Apply the Rural Living zone (with a 2ha minimum lot size) to identify rural lifestyle opportunities around townships;
- Apply the Mixed Use zone to areas within Yarrawonga which have been identified as having mixed use potential;
- Apply the Township Zone to residential areas in smaller townships;
- Apply the Business 1 zone to the retail centres of the four major towns;
- Apply the Business 4 zone to areas where highway business activity is encouraged;
- Applying the Industrial 1 Zone for the majority of industrial land within the Shire;
- Applying the Industrial 2 Zone to sensitive industrial areas at the Peechelba Abattoirs;
- Applying the Industrial 3 zone to existing light industrial development;
- Rationalise the residential zonings east of Yarrawonga in accordance with the Yarrawonga to Bathumi Land Use Strategy;
- Apply the Development Plan Overlay to areas identified for future urban use, where particular issues of design and development need to be resolved;
- Apply the Restructure Overlay to all undeveloped old townships; and
- Apply the Airport Environs Overlay to areas affected by the Yarrawonga Aerodrome.

### **Policy and Exercise of Discretion**

- Use Local Policy to promote appropriate levels of car parking in commercial areas (Car Parking Policy - Clause 22.05)
- Use Local Policy to guide the location of dwellings in rural areas. (Housing in Rural areas Policy- Clause 22.02)

**21.04-7**  
08/02/2007  
C20(Part 2)

### **Further Strategic Work**

- A range of studies/investigations are recognised by Council as being required to assist in the development of appropriate planning scheme responses to a number of settlement issues and challenges facing the Shire. The following list of further strategic work reflects those tasks that have been identified as being required as matters of high and longer-term priority. Council is committed to completing those tasks listed as being high priority by mid 2006, pending the ability to secure funding support from other agencies as necessary. Other tasks identified will be undertaken as funding opportunities become available.

### **High Priorities**

- Prepare Development Contributions Plans for the Shire's four major townships as well as the corridor between Yarrawonga and Bundalong (Prime Responsibility – Council);

- Prepare and implement a Rural Living Strategy for the Shire ensuring that the strategy addresses Ministerial Direction No. 6 requirements, considers the capability of land to support development, ensures the protection of productive agricultural land and considers submissions to Amendment C13 (Prime Responsibility – Council);
- Investigate and implement recommendations of a Town Centre Business Land Strategy and Urban Design Framework incorporating an Integrated Open Space Plan for Cobram;
- Investigate and prepare a Strategy Plan/Town Structure Plan for Bundalong in consultation with land owners and key agencies (Prime Responsibility - Council);
- Undertake Urban Renewal/Development Investigations for areas identified in the Town Structure Plans for Yarrawonga and Numurkah. (Prime Responsibility – Council);
- Conduct an audit of all Council owned parkland (Prime Responsibility - Council); and
- Review the Goulburn Valley Highway Environs Policy (Clause 22.04) (Prime Responsibility – DSE in consultation with VicRoads and affected Councils).

### **Longer Term Priorities**

- Develop Town Entrance Plans for the Shire's main townships (Prime Responsibility - Council).