

ATTACHMENT TO AGENDA ITEM

Ordinary Meeting

20 June 2017

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G R E A T E R S H E P P A R T O N
G R E A T E R F U T U R E



MINUTES

FOR THE
GREATER SHEPPARTON CITY COUNCIL

SPECIAL COUNCIL MEETING

HELD ON
WEDNESDAY 14 SEPTEMBER, 2016
AT 1.00PM

IN THE COUNCIL BOARDROOM

COUNCILLORS:

Cr Dinny Adem (Mayor)
Cr Fern Summer (Deputy Mayor)
Cr Chris Hazelman
Cr Jenny Houlihan
Cr Les Oroszvary
Cr Dennis Patterson
Cr Kevin Ryan

VISION

*A THRIVING ECONOMY IN THE FOODBOWL OF VICTORIA WITH
EXCELLENT LIFESTYLES, INNOVATIVE AGRICULTURE
A DIVERSE COMMUNITY AND
ABUNDANT OPPORTUNITIES*



**MINUTES
FOR THE
SPECIAL COUNCIL MEETING
HELD ON
WEDNESDAY 14 SEPTEMBER, 2016 AT 1.00PM**

**CHAIR
CR DINNY ADEM**

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6. SUSTAINABLE DEVELOPMENT DIRECTORATE

6.1 Investigation Area 1 - Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan

Disclosures of conflicts of interest in relation to advice provided in this report
Under section 80C of the *Local Government Act 1989* officers and persons engaged under a contract providing advice to Council must disclose any conflicts of interests, including the type and nature of interest.

No Council officers or contractors who have provided advice in relation to this report have declared a conflict of interest regarding the matter under consideration.

Council Officers involved in producing this report

Author: Team Leader Strategic Planning

Proof reader(s): Manager Planning

Approved by: Director Sustainable Development

Other: Graduate Strategic Planner Amendments and Principal Strategic Planner

Executive Summary

The Greater Shepparton Planning Scheme at Clause 21.04 – *Settlement* states:

Investigation Area 1 – Kialla Paceway and Shepparton Greyhound Racing environs. This area surrounds and includes the greyhound and trotting facilities and is directly adjacent to the Shepparton South Growth Corridor. There is potential to extend services to this land. However, future residential development within this area will be dependent on amenity issues such as lighting, noise, odour and dust being addressed to ensure that the long term interests of the racing facilities are protected.

Urban Enterprise Pty Ltd was commissioned in December of 2013 to complete the assessment of Investigation Area 1. The project is jointly funded by Greater Shepparton City Council, Regional Development Victoria, Shepparton Harness Racing Club, Shepparton Greyhound Racing Club, Harness Racing Victoria and Greyhound Racing Victoria.

In June of 2015, following two rounds of public consultation, Urban Enterprise Pty Ltd prepared the *Draft Goulburn Valley Equine and Greyhound Precinct - Feasibility Study and Masterplan* (Draft Feasibility Study and Masterplan). At the Ordinary Council Meeting held on 21 July 2015, Council resolved to note the Draft Feasibility Study and Masterplan (see Attachment 1 - *Draft Goulburn Valley Equine and Greyhound Precinct - Feasibility Study and Masterplan*) and release it for a third round of public consultation.

During consultation, held in late 2015, several issues were raised (see Attachment 2 – *Submissions Recorder*). The most critical of these were related to the flood controls and acoustic levels in the precinct. Additionally, a submission from the APA Group identified that an easement exists for a high-pressurised gas pipeline in an east to west direction across the entire precinct (see Attachment 3 - *Submission from the APA Group*).

To address these concerns, Council officers commissioned an acoustic assessment and a model of flood behaviour and sought advice from the APA Group, the owners of the pipeline, to understand the implications the easement has on future development in the precinct.



6. SUSTAINABLE DEVELOPMENT DIRECTORATE

6.1 Investigation Area 1 - Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan (continued)

Watson Moss Growcott Acoustics Pty Ltd was commissioned to prepare an acoustic assessment. The *Goulburn Valley Harness and Greyhound Racing Precinct Masterplan - Acoustic Assessment* (see Attachment 4 - *Goulburn Valley Harness and Greyhound Racing Precinct Masterplan - Acoustic Assessment - May 2016*) recommends that the proposed modifications to the public address system at the harness racing facility, made by the Shepparton Harness Racing Club, are the only noise control measures required in order for the residential development proposed in the Masterplan to proceed, without adverse noise impacts at the future residential premises. The report also recommends an appropriate buffer distance for sensitive land uses around the racing facility.

Water Technology Pty Ltd was commissioned to prepare a model of flood behaviour to assess the existing flood controls on the land and to assess the impact of the extent of development outlined in the masterplan.

The Investigation Area 1 – Model of Flood Behaviour (see Attachment 5 - *Investigation Area 1 - Model of Flood Behaviour Report*) indicates that parts of the Investigation Area are more flood affected than reflected in the current flood controls. The impact of the study is that Council's masterplan will require further changes in order to limit the impact of flooding over the investigation area and beyond. These changes are outlined in the body of this report. Based on the results of the Model of Flood Behaviour the previous Council endorsed masterplan released for comment would therefore require changes. Various development scenarios were modelled to ensure an appropriate development outcome was achieved.

Urban Enterprise Pty Ltd consulted with the APA Group and determined that due to the risk associated with sensitive uses in proximity to the pipeline and the cost prohibitive price to recoat the pipeline to accommodate development above, development within the easement should be restricted or used for flood mitigation infrastructure and public open space.

Urban Enterprise Pty Ltd has considered the implications of the APA Group's submission, and the results of the acoustic assessment and model of flood behaviour. The *Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan* has been revised accordingly (see Attachment 6 - *Final Goulburn Valley Harness and Equine Precinct Feasibility Study and Masterplan - June 2016*).

On 30 June 2016 and 1 July 2016, individual meetings with landowners and stakeholders were arranged to discuss the findings of the peer reviews and how the reviews have informed the layout of the final Masterplan. This additional consultation period highlighted the need to include the Goulburn-Murray Water (G-MW) backbone channel traversing the Investigation Area in an east-west direction on the final Masterplan. The Masterplan has been revised accordingly.

Council officers consider that the assessment of Investigation Area 1 has been completed and the *Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan* is now ready for consideration by Council. Additionally, Council officers recommend the preparation and exhibition of a planning scheme amendment to implement the findings of the *Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan*.



6. SUSTAINABLE DEVELOPMENT DIRECTORATE

6.1 Investigation Area 1 - Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan (continued)

Cr Hazelman declared a direct conflict of interest in relation to this report. Cr Hazelman is a Board member of the Shepparton Harness Racing Club and a member on the Kialla Racecourse Committee of Management.

Cr Hazelman left the meeting at 1.33pm

**Moved by Cr Patterson
Seconded by Cr Houlihan**

That the Council:

1. note the findings of the *Goulburn Valley Harness and Greyhound Racing Precinct Masterplan - Acoustic Assessment* undertaken by Watson Moss Growcott Acoustics Pty Ltd;
2. note the findings of the Investigation Area 1 – Model of Flood Behaviour undertaken by Water Technology Pty Ltd;
3. note the submissions received during public consultation for the *Draft Goulburn Valley Harness and Greyhound Precinct Feasibility Study and Masterplan*;
4. endorse the *Goulburn Valley Equine and Greyhound Precinct - Feasibility Study and Masterplan*; and
5. prepare and exhibit a planning scheme amendment to implement the findings of the *Goulburn Valley Equine and Greyhound Precinct - Feasibility Study and Masterplan*.

**Moved by Cr Houlihan
Seconded by Cr Oroszvary**

That Cr Ryan assume the Chair.

CARRIED

Cr Adem vacated the Chair at 1.42pm to speak to the motion.

Cr Adem resumed the Chair at 1.43pm.

The motion was put and carried

**Cr Oroszvary called a division.
Those voting in favour of the motion Cr Houlihan, Cr Patterson and Cr Ryan
Those voting against the motion Cr Oroszvary and Cr Adem.**

Cr Hazelman returned to the room at 1.45pm.



6. SUSTAINABLE DEVELOPMENT DIRECTORATE

6.1 Investigation Area 1 - Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan (continued)

Background

The *Greater Shepparton Housing Strategy 2011* identified the "Kialla Paceway and Shepparton Racing Environs" as Investigation Area 1. It states "*further work is required on land conditions, servicing and development potential before future zoning options can be fully assessed and determined*".

Investigation Area 1 is located in Kialla, to the south of River Road and to the east of Goulburn Valley Highway (see below *Figure 1 – Investigation Area 1 – Locality Plan*).

In order to complete the assessment of Investigation Area 1, Council commissioned Urban Enterprise Pty Ltd on 18 December 2013 to complete the *Goulburn Valley Equine and Greyhound Precinct - Feasibility Study and Masterplan*. Urban Enterprise was appointed in accordance with Council's procurement policy.

The project is funded by Greater Shepparton City Council, Regional Development Victoria, Shepparton Harness Racing Club, Shepparton Greyhound Racing Club, Harness Racing Victoria and Greyhound Racing Victoria.

This work is in accordance with the actions outlined in the *Greater Shepparton Housing Strategy 2011* and *Greater Shepparton Planning Scheme*. Clause 21.04 – *Settlement* of the Greater Shepparton Planning Scheme references the Goulburn Valley Equine and Greyhound Precinct and provides the following description:

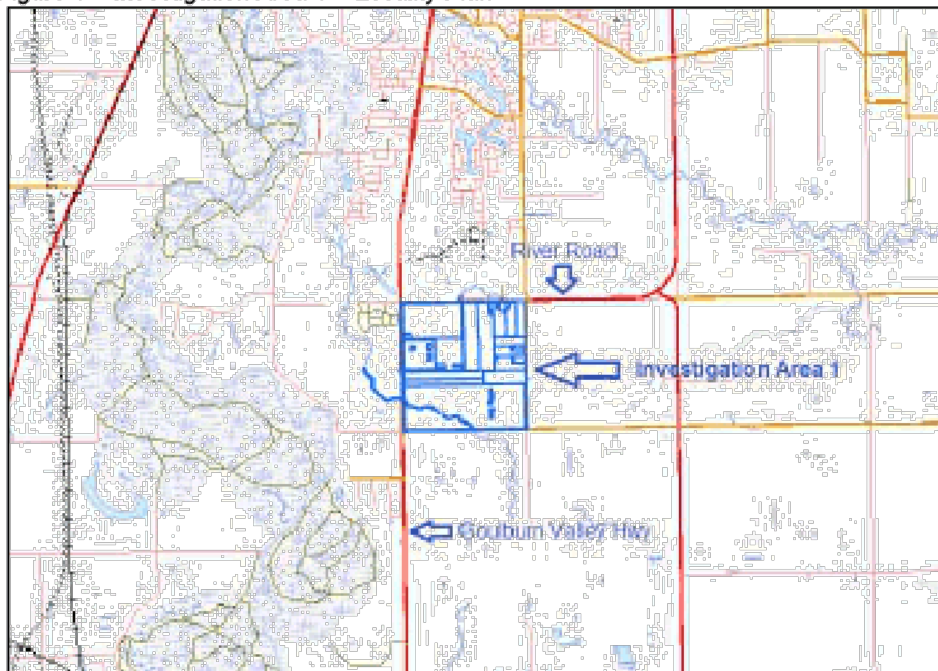
"Investigation Area 1 – Kialla Paceway and Shepparton Greyhound Racing environs. This area surrounds and includes the greyhound and trotting facilities and is directly adjacent to the Shepparton South Growth Corridor. There is potential to extend services to this land. However, future residential development within this area will be dependent on amenity issues such as lighting, noise, odour and dust being addressed to ensure that the long term interests of the racing facilities are protected".



6. SUSTAINABLE DEVELOPMENT DIRECTORATE

6.1 Investigation Area 1 - Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan (continued)

Figure 1 – Investigation Area 1 – Locality Plan



In June of 2015, following two rounds of public consultation, Urban Enterprise Pty Ltd prepared the *Draft Goulburn Valley Equine and Greyhound Precinct - Feasibility Study and Masterplan* (Draft Feasibility Study and Masterplan), (see Attachment 1 - *Draft Goulburn Valley Equine and Greyhound Precinct - Feasibility Study and Masterplan*). The Draft Feasibility Study and Masterplan was released for a third round of public consultation from 27 July 2015 to 24 August 2015.

During this consultation, submissions (see Attachment 2 – *Submissions Recorder*) were received that queried flood controls and acoustic levels in the precinct, and identified that an easement exists for a high-pressurised gas pipeline in an east to west direction across the entire precinct. These matters are addressed individually below.

APA Group High-Pressure Gas Pipeline

The APA Group provided a submission (see Attachment 3 – *Submission from the APA Group*) during the latest round of public consultation. Council officers discussed this submission with the APA Group's Land Agent for Victoria and can provide the following information:

- An easement approximately 1.8km in length and 20 metres wide exists in an east to west direction across the entire precinct for a high-pressure gas pipeline;
- A 20 metre buffer exists around the 200mm wide pipeline. The buffer exists 5 metres to the South and 15 metres to the North of the pipeline to accommodate the possible duplication or replacement of the pipe;
- Due to the change in land uses proposed in the Draft Feasibility Study and Masterplan within the vicinity of the APA high pressure gas pipeline, a Safety Management Study will be required prior to any development occurring;



6. SUSTAINABLE DEVELOPMENT DIRECTORATE

6.1 Investigation Area 1 - Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan (continued)

- APA Group prefers that its easement not be split up into numerous different titles or allotments. Ideally, the easement would exist over only one allotment to reduce risks and costs for monitoring and maintaining the pipeline;
- APA Group would not support any major development (construction of buildings and sealed roads, etc.) within this buffer and if any major development was to occur, it would require the costly recoating of the pipeline (approximately \$1,000 per linear metre plus administration costs); and
- APA could support the following:
 - Roads crossing the pipeline at a 90 degree angle;
 - Flood mitigation infrastructure, such as swales, along/across the easement; and
 - The easement being used as public open space with shared paths and/or horse trails.

Urban Enterprise Pty Ltd has considered the implications of the APA Group's submission and recommended that, due to the risk associated with sensitive uses in proximity to the pipeline and the cost prohibitive price to recoat the pipeline to accommodate development above, land within the easement should not be identified for future development. This land can be used for flood mitigation infrastructure and public open space.

Acoustic Assessment

A submission (see Attachment 2 – *Submissions Recorder*) was received during the latest round of public consultation that suggested that the noise levels from the Racing Facility during an event were affecting the amenity of the surrounding properties.

In October 2015, Watson Moss Growcott Acoustics Pty Ltd was commissioned to undertake an acoustic assessment to identify an appropriate buffer distance from the racing facility and the land uses proposed in the Draft Feasibility Study and Masterplan.

In order to complete this assessment, Watson Moss Growcott Acoustics Pty Ltd placed three stationary noise loggers at various locations within the racing facility for six days to obtain ambient background noise data. Additionally, a hand held noise logger was used to take measurements at multiple intervals from various locations within the proposed Precinct during both a harness and greyhound racing event (separate dates).

The acoustic engineer then used these readings to build an acoustic spread model. This model indicated that noise levels during a harness racing event were quite high, up to 70 dBs, and during certain wind speeds/directions could affect the amenity of the proposed land uses in the Precinct.

Council officers met with representatives of the Shepparton Harness Racing Club (SHRC) to discuss the findings of the acoustic model. In conjunction with advice from the acoustic engineer, SHRC agreed to upgrade their public announcement system to utilise a number of short-range, more localised speakers instead of the larger, long-range speakers currently employed at facility. The acoustic engineer revised the acoustic model based on the noise emissions of the new speaker configuration and prepared a final assessment.



6. SUSTAINABLE DEVELOPMENT DIRECTORATE

6.1 Investigation Area 1 - Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan (continued)

Watson Moss Growcott Acoustics Pty Ltd prepared the *Goulburn Valley Harness and Greyhound Racing Precinct Masterplan - Acoustic Assessment - May 2016* (see Attachment 4 - *Goulburn Valley Harness and Greyhound Racing Precinct Masterplan - Acoustic Assessment - May 2016*) and recommend recommends that the proposed modifications to the public address system at the harness racing facility, made by the Shepparton Harness Racing Club, are the only noise control measures required in order for the residential development proposed in the Masterplan to proceed, without adverse noise impacts at the future residential premises. The report also recommends an appropriate buffer distance for sensitive land uses around the racing facility.

Model of Flood Behaviour

During the latest round of consultation, multiple submissions were received from landowners within Investigation Area 1 that questioned the accuracy of the existing flood controls that apply to their land (see Attachment 2 – *Submissions Recorder*).

As a result of these submissions, Council officers engaged Water Technology Pty Ltd in August 2015 to prepare an independent model of flood behaviour for Investigation Area 1 to peer review the existing flood controls against the development proposed in the Draft Feasibility Study and Masterplan.

Investigation Area 1 – Model of Flood Behaviour (see Attachment 5 - *Investigation Area 1 - Model of Flood Behaviour Report*) indicated that based on the existing flood conditions (flood extent for the 1% AEP), parts of the Investigation Area were more flood affected than reflected in the current flood controls. The Model of Flood Behaviour also indicated that the development scenario in the draft masterplan had significant off site impacts. To enable some of the flood affected areas to be developed as per the draft masterplan, the quantum of earthworks required to offset the loss of flood storage and resolve these flood issues would be significant. In addition, the Model of Flood Behaviour highlighted the undesirable consequences of filling land for the holiday resort on the corner of Goulburn Valley Highway and Mitchell Road above the 1% AEP flood level, as it would have a significant impact on the levels and velocity of flood waters downstream.

The G-MW backbone channel running east-west within the Investigation Area plays an important hydraulic control under existing conditions. The channel restricts the amount of water travelling north from Seven Creeks across the north of the Investigation Area. Given the current status of the channel as a 'backbone' channel, it is not scheduled to be decommissioned in the near future. Any development within Investigation Area 1 would be required to accommodate the existing channel and ensuring the current crest levels are not reduced. The need for this change was also highlighted during the additional consultation period held on 30 June 2016 and 1 July 2016.

In light of the conclusions of the Model of Flood Behaviour, the APA Group submissions and the further acoustic assessment from Watson Moss Acoustics Pty Ltd, the draft masterplan required changes. A number of development scenarios were tested to ensure the most appropriate response to the issues identified above. The masterplan now shows the removal of some areas of development entirely, allowing for pad sites on Rural Living Areas and the modification of other areas to mitigate the impact on adjoining properties, minimise the extent of flooding, minimise the loss of flood storage and require less compensatory earthworks.



6. SUSTAINABLE DEVELOPMENT DIRECTORATE

6.1 Investigation Area 1 - Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan (continued)

Completion of the Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan

Urban Enterprise Pty Ltd recommends that the quantum of earthworks required to support all development proposed in the Draft Feasibility Study and Masterplan is cost prohibitive.

Urban Enterprise Pty Ltd has consulted the APA Group, Watson Moss Growcott Acoustics Pty Ltd and Water Technology Pty Ltd, and considered the results of the acoustic assessment and the model of flood behaviour. The *Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan* has been revised accordingly (see Attachment 6 - *Final Goulburn Valley Harness and Equine Precinct Feasibility Study and Masterplan - June 2016*).

The *Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan* provides the following:

- a detailed assessment of the strategic context of the site, and an informative background of the existing harness and greyhound activities that currently take place;
- a profile of the harness and greyhound sectors, highlighting that growth is expected to take place within both sectors in the near future;
- an estimate of the economic benefits of implementing the masterplan both in the construction and operational phases; and
- the strategic framework for the future residential development of the precinct.

Council officers consider that the assessment of Investigation Area 1 has been completed and the *Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan* is now ready for consideration by Council. Additionally, Council officers recommend the preparation and exhibition of a planning scheme amendment to implement the findings of the *Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan*.

Council Plan/Key Strategic Activity

The Greater Shepparton City *Council Plan 2013-2017* contains a strategic goal which seeks to promote economic growth by working with existing businesses and industries, encouraging new business development and diversification, attracting and supporting education within the City and strengthening agriculture and industry. The implementation of the Master Plan will support economic growth in Shepparton.

The Feasibility Study and Masterplan is consistent with the Council Plan's vision and strategic goals. In particular, it implements the following key objectives:

- 3.3 Make Greater Shepparton the regional sporting capital of Victoria and a leading sporting destination.
- 4.3 Encourage sustainable municipal growth and development.

Risk Management

The GSHS identifies land for future residential development. By not implementing the findings of the *Goulburn Valley Harness and Greyhound Racing Feasibility Study and Master Plan*, there is the potential that housing affordability could be impacted by a lack of suitable residential land in Shepparton.



6. SUSTAINABLE DEVELOPMENT DIRECTORATE

6.1 Investigation Area 1 - Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan (continued)

Additionally, there is the risk that if the findings of the *Goulburn Valley Harness and Greyhound Racing Feasibility Study and Master Plan* are not implemented the future needs of the Kialla Paceway will not be met and its viability and competitiveness will suffer.

Policy Considerations

The *Goulburn Valley Harness and Greyhound Racing Feasibility Study and Master Plan* supports existing Council policy including the Greater Shepparton City Council *Council Plan 2013-2017* and the *Greater Shepparton 2030 Strategy (2006)*.

Financial Implications

The recommendation does not have any financial or budgetary implications for Council. A budget allocation was included in the adopted budget for the 2014-'15 financial year to complete the *Goulburn Valley Harness and Greyhound Racing Feasibility Study and Master Plan*. A budget bid has been made in the 2016-'17 financial year to prepare and exhibit a planning scheme amendment to implement its findings.

Legal/Statutory Implications

All procedures associated with the *Goulburn Valley Harness and Greyhound Racing Feasibility Study and Master Plan* comply with the legislative requirements and has been prepared in accordance with the Greater Shepparton Planning Scheme.

Environmental/Sustainability Impacts

A large proportion of the Precinct is affected by the Floodway Overlay and the Land Subject to Inundation Overlay, which will place development constraints in these areas. Flood prone areas could potentially be utilised for drainage infrastructure, open space, recreation trails and/or horse tracks.

There are no adverse environmental impacts associated with the Feasibility Study and Masterplan.

Social Implications

The Feasibility Study and Masterplan will provide positive social benefits. It could potentially expand existing uses and introduce new uses to this part of Shepparton. It is intended to achieve a positive social outcome by facilitating development on a key strategic site in Shepparton.

There are no adverse social impacts associated with the Feasibility Study and Masterplan.

Economic Impacts

The Feasibility Study and Masterplan proposed would provide positive economic benefits. There is an opportunity for a range of new uses to be realised within this location, which would create employment opportunities and have a positive impact upon the local economy. This would also provide additional planning certainty over the location and built form for a range of uses.

There are no adverse economic impacts associated with the Feasibility Study and Masterplan.



6. SUSTAINABLE DEVELOPMENT DIRECTORATE

6.1 Investigation Area 1 - Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan (continued)

Consultation

The consultation process is a vital aspect of this investigation. An extensive consultation exercise has already been undertaken. The process has comprised of three stages of public consultation prior to the adoption of the *Goulburn Valley Harness and Greyhound Racing Feasibility Study and Master Plan*.

On 30 June 2016 and 1 July 2016, individual meetings with landowners and stakeholders were arranged to discuss the findings of the peer reviews and the layout of the final Masterplan. This additional consultation period highlighted the need to include the Goulburn-Murray Water (G-MW) backbone channel traversing the Investigation Area in an east-west direction on the final Masterplan. The Masterplan has been revised accordingly.

An additional stage of consultation will be required as part of a potential future planning scheme amendment.

Officers believe that appropriate consultation has occurred and the matter is now ready for Council consideration.

Strategic Links

a) Greater Shepparton 2030 Strategy (2006)

The future planning and development of this investigation area is consistent with the premise of the *Greater Shepparton 2030 Strategy (2006)* for continued sustainable development.

b) Greater Shepparton Housing Strategy (2011)

The *Greater Shepparton Housing Strategy (2011)* (GSHS) was developed to respond to existing and future housing needs in the municipality up to 2031. It includes objectives, strategies and actions to guide housing delivery, and sets a long-term direction for future residential growth. The Feasibility Study and Masterplan supports the GSHS by encouraging residential development in appropriate locations. It will also create sustainable living environments which conserve land and energy and are integrated with existing networks and systems.

Conclusion

This Ordinary Report details the investigation and technical studies undertaken for Investigation Area 1 in response to the GSHS 2011. The Masterplan outlines a practical development outcome for the investigation area, considering the expected growth in the greyhound and harness racing industries, utilising input from an acoustic assessment and a model of flood behaviour.

On 30 June 2016 and 1 July 2016, individual meetings with landowners and stakeholders were arranged to discuss the findings of the peer reviews and the layout of the final Masterplan. This additional consultation period highlighted the need to include the Goulburn-Murray Water (G-MW) backbone channel traversing the Investigation Area in an east-west direction on the final Masterplan. The Masterplan has been revised accordingly.



6. SUSTAINABLE DEVELOPMENT DIRECTORATE

6.1 Investigation Area 1 - Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan (continued)

Council officers consider that the assessment of Investigation Area 1 has been completed and the *Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan* is now ready for consideration by Council. Additionally, Council officers recommend the preparation and exhibition of a planning scheme amendment to implement the findings of the *Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Masterplan*.

Attachments

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GOULBURN VALLEY HARNESS & GREYHOUND RACING PRECINCT

FEASIBILITY STUDY & MASTERPLAN GREATER SHEPPARTON CITY COUNCIL | JULY 2016



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FILENAME: Goulburn Valley Equine and Greyhound Racing Precinct Feasibility Study and Masterplan**VERSION:** Final Report V1**DISCLAIMER**

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TERMS

Investigation area – The investigation area refers to the precinct bounded by the Goulburn Valley Highway to the west, River Road to the north, Archer Road to the east and Mitchell Road to the south. The investigation area includes the Goulburn Valley Harness Racing and Greyhound Racing facilities.

ACRONYMS

GV – Goulburn Valley

GRV – Goulburn River Valley

HRV – Harness Racing Victoria

GRV – Greyhound Racing Victoria

SHRC – Shepparton Harness Racing Club

SGRC – Shepparton Greyhound Racing Club

SPC – Shepparton Pony Club

EA – Equestrian Australia

PCA – Pony Clubs Australia

PCAV – Pony Club Association of Victoria

HRCAV – Horse Riding Club Association of Victoria

NVSJC – The Northern Victorian Show Jumping Club

GRVT – Goulburn River Valley Tourism

DMP – Destination Management Plan

MSS – Municipal Strategic Statement

MOU – Memorandum of Understanding

GOTAFE – Goulburn Ovens Institute of TAFE

RLZ – Rural Living Zone

GRZ – General Residential Zone

FZ2 – Farming Zone 2

SU4 – Special Use Zone 4

UFZ – Urban Floodway Zone

FO – Floodway Overlay

LSIO – Land Subject to Inundation Overlay

EXECUTIVE SUMMARY

BACKGROUND

Urban Enterprise was appointed to undertake a feasibility study and masterplan for the Goulburn Valley Harness and Greyhound Racing Precinct Investigation Area (**investigation area**) in 2013 by Greater Shepparton City Council.

The masterplan included in this document is the result of extensive consultation and market research into the various uses and options identified for the investigation area. The report has been progressively prepared between 2013 and 2016. The majority of the background analysis for the project was completed in 2013. The masterplan has undergone a number of iterations up to this point to reflect the outcomes of community consultation and new specialist technical reports. The masterplan provided in this document reflects the recent expert analysis into the flooding potential of the investigation area and the noise considerations from the Harness Racing public address system.

VISION

The Goulburn Valley Harness and Greyhound Precinct will continue to grow as an equine and greyhound events hub through the development of additional equine recreation areas, equine focused residential areas, expanded training facilities and quality tourist accommodation.

The masterplan will deliver strong community and economic benefit for Greater Shepparton through the attraction of additional visitors to events, provision of quality training and recreational facilities and the provision of tourism accommodation uses.

The Goulburn Valley Harness and Greyhound Racing Precinct Masterplan will continue to strengthen Greater Shepparton as a premier equine region.

STRATEGIC CONTEXT

The majority of the investigation area is Farming Zone 2 (FZ2), apart from the Harness and Greyhound Racing Precinct which is Special Use Zone 4 (SUZ4). The purpose of Farming Zone 2 is to provide the use of land for agriculture. The purpose for the Special Use Zone 4 is for harness and greyhound racing and a range of entertainment, recreational, commercial and community activities.

A Flood Overlay (FO) and Land Subject to Inundation Overlay (LSIO) exists over the south and North West corners of the precinct, as well as the north east corner. Flood zones and overlays were initially used to guide the preparation of the masterplan. However, more detailed recent investigations have been undertaken into the flooding potential of the investigation area. Specialist water, coastal and environmental consultant engineers, Water Technology, have prepared updated flood mapping for the Investigation Area, which was completed in May 2016. The findings from the flood mapping constrain the location of potential future development and this is reflected in the masterplan detailed in Section 9 of the report.

The Greater Shepparton Housing Strategy (2011) has estimated a need for 365 new dwellings per year to meet demand. Low density and rural living are currently underrepresented and reflect a gap in the market. The Greater Shepparton Housing Strategy also identifies the potential for rural living in the investigation area and highlights the importance of careful planning in the 'Kialla Paceway' precinct to minimise land conflicts between the facility and future residents.

Greater Shepparton's Rural Land Use Strategy (2010) highlights the importance of the equine industry to the Goulburn Valley and emphasises its economic value and community contribution to the region.

The Goulburn River Valley Destination Management Plan (2013) identifies the opportunity for the equine and greyhound industry to become a major draw card for the region. The plan also identifies the need

for new tourism product to grow yield from the tourism sector such as accommodation targeted to market needs in Shepparton.

OVERVIEW OF THE HARNESS AND GREYHOUND SECTORS

There are 13 greyhound racing clubs in Victoria, with Shepparton being the only club in the north east of the State. This ensures that Shepparton has a large catchment for greyhound races, which includes north east Victoria, the Murray Region and southern NSW.

In 2013, Greyhound Racing Victoria held a total of 937 race meetings with an 11.3% increase in attendance from the previous year.

There are 38 harness racing clubs across Victoria. In 2013, Harness Racing Victoria held 452 race meetings. Shepparton Racing Club is one of many clubs situated in Victoria's north east, however it is one of the strongest performing clubs in the region.

Both the greyhound and harness racing industries have reported strong income growth over the past five years. In the case of the Harness Racing, much of this growth can be attributed to the introduction of Tabcorp Park and its non-racing entertainment, tourism and hospitality functions.

Greyhound Racing Victoria has had strong growth in revenue on the back of a greater share of income from Tabcorp and increased wagering as a result of more race meets.

Industry trends highlight that the opportunity for the Goulburn Valley Harness and Greyhound Racing Precinct is to grow visitation through events, and greater entertainment during race nights. Tabcorp Park provides a good example of how multiple strong revenue streams can be leveraged from Harness Racing facilities and wagering.

There is an opportunity for the Goulburn Valley Harness and Greyhound Precinct to become a premier racing precinct in Regional Victoria.

GOULBURN VALLEY HARNESS AND GREYHOUND RACING CLUBS FACILITIES AND OPERATIONS

The Harness and Greyhound Racing Precinct is largely built out across the site, with little room for broad scale expansion. The Greyhound Racing Club occupies the front of the site, with the Harness and Pony Club situated at the rear.

The precinct is home to excellent function room facilities including the Greyhound Racing Club's function room which accommodates 200 seated patrons. The Harness Racing Club's AH Rathjen Dining room and the Winning Post Complex has a capacity of 400 standing and 250 seated guests respectively.

Discussion with the clubs highlights that there is no requirement for short to medium term expansion of their operations, however both clubs concede that a straight track in the precinct will grow the training potential of the precinct. In the long term, consideration of other ancillary facilities may be made such as gaming facilities, full time bistro function and accommodation. These type of facilities will provide the potential to increase visitation to the precinct and complement the racing functions.

The Harness and Greyhound Racing Clubs would like to see buffers around the precinct to protect any long term potential conflict from residential encroachment that might impact on their long term use.

BUSINESS GROWTH OPPORTUNITIES FOR THE CLUBS

Greater Shepparton is projected to grow substantially over the next 15-20 years. Victoria in Future projects that the Greater Shepparton population will experience 23% growth between 2014 and 2031. This will provide growth in local market demand for function spaces, events and memberships for the clubs.

Greater Shepparton is a key visitor node within the Goulburn River Valley Tourism Region, attracting 1.1 million visitors per annum. A large proportion of visitors to the Goulburn River Valley are visiting for special events or for business reasons. This highlights the strength of business and non-business event markets in Shepparton.

It is estimated that the Harness and Greyhound Racing Precinct attracts around 65,000 visitors per annum, of which around 9,500 are estimated to be overnight visitors to Shepparton. Visitation to the precinct creates demand for food, beverage, accommodation and equine/greyhound services in Shepparton.

There is opportunity for the equine precinct to grow visitation through attracting more social and non-social events and through development of the entertainment offer during race nights and non-racing times.

PHYSICAL ISSUES AND OPPORTUNITIES

The key physical issues and opportunities to be considered when preparing the masterplan for the investigation area include:

- Minimise entry points to the precinct and investigation area from the Goulburn Valley Highway. A service road may be implemented to provide access to properties.
- Land on the corner of the Goulburn Valley Highway and River Road will be required to be reserved for potential future road realignment in the long term to support large vehicle transport.
- Entry points should be minimised on River Road as it is a heavy vehicle thoroughfare;
- Improved traffic management at all interactions surrounding the precinct will be required with further development of the investigation area;
- Large areas of the site are subject to flooding and development in these areas should be minimised;
- A gas pipeline travels underground from east to west directly south of the harness and greyhound racing precinct. Development cannot be undertaken above the pipeline. A setback of 15 metres north and 5 metres south of the pipeline must be adhered to;
- Due to the precinct's distance from water and sewerage treatment plants, it is Goulburn Valley Water's preference that conventional residential development in the area be minimised, otherwise large and costly infrastructure improvements will be required.
- Channel water is provided to the precinct by Goulburn Murray Water, which provides an important hydraulic control.
- General landscape amenity of the precinct could be improved with tree plantings, trails and way finding signage.

CONSULTATION

The consultation process for the project has occurred over a number of years and in varying formats. The consultation process for the project is outlined below:

- Preparation of project information for stakeholders;
- Project information and invitations to attend a one-on-one interview sent to referral authorities and all landowners within and adjoining the investigation area;
- Arrangement of in region consultation including invites to a recreational equine industry workshop, council staff workshop and harness and greyhound industry workshop;
 - In region consultation;
 - Meetings with landowners who responded to the invitation to meet;
 - Meetings with referral authorities;
 - Workshop with Harness and Greyhound Clubs and State representatives;
 - Meetings with various Council departments; and
 - Workshop with recreation horse industry.
- Presentation of Issues, opportunities and options to steering committee and Greater Shepparton City Council;
- Exhibition of Background Discussion Paper;
- Submissions to Background Discussion Paper received and reviewed;
- Draft Report prepared and presented to Council;
- Exhibition of Draft Report with submissions received and reviewed;
- Preparation of Final Report (this report).

FUTURE LAND USE ASSESSMENT AND RECOMMENDATIONS

The future land use opportunities of the investigation area include rural equine living allotments, rural living allotments, low density residential allotments, equine recreation, commercial, tourism accommodation and equine services.

There is strategic support for low density residential and rural living residential uses in the precinct, however it will be important that these do not adversely impact the existing Harness and Greyhound Racing Precinct. If this were themed for equine, it would build on the synergies with the current Greyhound and Harness Racing functions in the precinct. Initial discussions with representatives of the equine recreation sector suggest a size range of 1 - 2.5 hectares for equine/greyhound lifestyle allotments. Further strategic support shows that the optimum lot sizes for low density residential is between 2,000 and 8,000 sqm.

Strengthening the equine role of the precinct through land provided for equine recreational uses and commercial equine uses will provide greater market demand for equine themed rural living uses. This will also assist in growing the precinct as the home of the equine industry. Discussions with the equine recreational sector highlight a lack of facilities to accommodate the growing needs of clubs in the region. In particular, the pony club has use conflicts with the training undertaken at the rear of the site. The precinct provides the opportunity to collocate a number of the Goulburn Valley's equine recreational clubs into one precinct.

There is market support for visitor accommodation within the investigation area, notably to leverage off visitation to the racing precinct and equine recreation uses, but also to provide accommodation more broadly to Shepparton and the surrounding region.

The precinct is best developed with a mix of the complementary uses listed above. A key outcome for the investigation is to spatially organise these uses in an effective and complementary manner.

MASTERPLAN

The masterplan has been designed to develop a strong integrated precinct that leverages off the existing equine and greyhound events and training role of the Kialla Paceway. Expansion of equine uses including a new purpose designed recreation equine area and rural equine residential will create a strong home for equine sector uses in Greater Shepparton.

The commercial accommodation uses are proposed to leverage from visitation to the precinct, but will also meet accommodation gaps in the Greater Shepparton region.

Low density residential uses will provide a greater diversity in the dwelling stock available in Greater Shepparton, creating a high quality and diverse residential precinct.

Section 9 provides an overview of the masterplan for the investigation area.

ECONOMIC IMPACT OF THE MASTERPLAN

The proposed masterplan for the Equine and Greyhound Precinct will enable the following estimated economic benefits to the Victorian economy:

- \$220.8 million in output and 572 jobs during the construction phases of development;
- A minimum ongoing impact of \$4.9 million in output and 25 jobs.

The vast majority of these jobs will be sourced within Greater Shepparton due to the large scale of Shepparton's construction industry and population base to support ongoing service sector jobs.

The ongoing economic impact identified is conservative as it does not account for additional expenditure to Greater Shepparton by attracting new visitors to the region outside of accommodation expenditure and expenditure within the Equine and Greyhound Precinct.

1. INTRODUCTION

1.1. PROJECT OVERVIEW

Urban Enterprise was commissioned by Greater Shepparton City Council to prepare a feasibility study and masterplan for the development of the Goulburn Valley Harness and Greyhound Racing Precinct and surrounding investigation area (**investigation area**).

The key components of the project include:

- An assessment of the performance of the equine and greyhound industry in Victoria and Greater Shepparton;
- An assessment of the physical constraints of the investigation area;
- Potential future land use opportunities for the investigation area;
- A masterplan to provide direction for future development of the precinct; and
- The estimated economic impact of development of the investigation area.

The feasibility study and masterplan's project steering committee includes:

- The City of Greater Shepparton;
- The Shepparton Harness Racing Club; and
- The Shepparton Greyhound Racing Club.

The role of the project steering committee is to ensure the project brief is delivered by providing background information, as well as contributing to the consultation process. The steering committee is not a part of the decision making process. This role and responsibility rests solely with Greater Shepparton City Council.

The study is informed by Council strategies that identify the precinct as a future growth area of Shepparton, as well as project stakeholders including the Shepparton Harness and Greyhound Racing Clubs, Shepparton equine clubs, referral authorities and landowners within and adjoining the investigation area.

1.2. PROJECT OBJECTIVES

The feasibility study and masterplan will guide the future development of the Goulburn Valley Harness and Greyhound Precinct and surrounding investigation area. The objectives of this study are as follows:

1. **Understand the strategic context of the precinct** – Review local planning policy and Council documents that identify the precinct as a future growth area of Shepparton. This will require an analysis of the adequacy and functionality of current facilities within the precinct.
2. **Identify the current state of the equine and greyhound industry in Victoria** – Investigate the strengths and weaknesses of the equine and greyhound industry and investigate the regional demand for an upgrade or extension of facilities within the precinct.
3. **Assess potential demand and relative competitiveness for this precinct within the region and Victoria** – Identify the regional catchment for this precinct and assess competing precincts in the region.
4. **Determine the economic impact of any proposed development to Greater Shepparton and the region** – Assess the economic outcomes in terms of employment, tourism and the equine industry value add.
5. **Evaluate the development costs** – Assess the development cost associated with potential improvements to the racing complex and surrounding areas, and undertake a cost benefit analysis.

6. **Investigate the viability of ancillary activities within the precinct** – Investigate complementary activities to harness racing and greyhound racing that could be established within the precinct as a means of leveraging off existing operations.
7. **Investigate how the development of the precinct could be delivered** – including funding sources and land ownership within the precinct.

1.3. METHODOLOGY

Figure 1 shows the step by step methodology for the Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study.

The project has been delivered in five key stages as follows:

1. Inception, Background Review and Consultation
 - Project Inception – including agreement of the scope of works, project context and site visits.
 - Literature Review – providing a review of background information, literature and key policy/strategy.
 - Consultation – extensive stakeholder consultation with the project steering committee, key Council departments, referral authorities and landowners within the precinct and adjoining the investigation area.
2. Feasibility Study [Background Discussion Paper]
 - Regional Positioning – providing an assessment of the importance of the facility to the region and the potential to be positioned as a regional leader in the equine industry.
 - Analysis of Existing Conditions – an audit and condition report of existing facilities.
 - Market Analysis – including investigation of current uses, identification of demand and a review of market trends and potential markets.

- Assessment of Development Alternatives – examining the range of facilities and activities for inclusion in the masterplan and an assessment of potential development scenarios; with the ultimate selection of a preferred development alternative.
 - Economic considerations – analysing the viability of proposals, the economic impact of the preferred development alternative and potential funding opportunities.
3. Recommendations
 - Following consultation of the Background Discussion Paper a recommended concept was proposed.
 4. Masterplan & Draft Report
 - Preparation of a masterplan for the investigation area – to address the key objectives and recommended concept detailed in a Draft Report.
 5. Final Reporting
 - Final Report – the delivery of a final report that succinctly summaries all elements of the project in a consolidated report, including feedback on the Draft Report.

FIGURE 1 OVERVIEW OF METHODOLOGY



1.3.1. CONSULTATION PROCESS

Urban Enterprise conducted stakeholder workshops with the steering committee and recreational equine and greyhound clubs, as well as one-on-one meetings with council staff, referral authorities and affected land owners located within and adjoining the investigation area. The consultation process helped identify physical constraints and issues associated with the investigation area and presented potential opportunities for the future direction and development of the precinct.

The consultation process included the following steps:

- Preparation of project information for stakeholders;
- Project information and invitations to attend a one-on-one interview sent to referral authorities and all landowners within and adjoining the investigation area;
- Arrangement of in region consultation including invites to a recreational equine industry workshop, council staff workshop and harness and greyhound industry workshop;
 - In region consultation;
 - Meetings with landowners who responded to the invitation to meet;
 - Meetings with referral authorities;
 - Workshop with Harness and Greyhound Clubs and State representatives;
 - Meetings with various Council departments; and
 - Workshop with recreation horse industry.
- Presentation of Issues, opportunities and options to steering committee and Greater Shepparton City Council;
- Exhibition of Background Discussion Paper;
- Submissions to Background Discussion Paper received and reviewed;
- Draft Report prepared and presented to Council;
- Exhibition of Draft Report with submissions received and reviewed;
- Preparation of Final Report.

1.4. KEY STAKEHOLDERS

PROJECT STEERING COMMITTEE

The project steering committee consists of representatives from:

- Greater Shepparton City Council;
- The Shepparton Harness Racing Club; and
- The Shepparton Greyhound Racing Club.

The role of the project steering committee is to ensure the project brief is delivered by providing background information and contributing to the consultation process. The steering committee is not a part of the decision making process, this role and responsibility rests solely with the Greater Shepparton City Council.

Urban Enterprise conducted a workshop with the project steering committee to understand existing conditions for the racing precinct, and understand current operations. The workshop helped inform an understanding of the physical constraints and opportunities for the precinct.

REFERRAL AUTHORITIES

Urban Enterprise invited a number of referral authorities to participate in the consultation process. Thirty minute sessions were allocated for each authority in order to understand existing conditions. Urban Enterprise met with the following authorities: Vic Roads, Goulburn Valley Water, Goulburn Murray Water, Department of Primary Industries, GRVT and Tourism Greater Shepparton.

Referral authorities that were invited to participate, but could not attend include: Goulburn Broken Catchment Authority, CFA, APA Group, Powercor Australia, EPA and PTV. However, a number of these referral authorities made submissions to the Draft Report, including APA Group, Goulburn Broken Catchment Authority, the CFA and PTV.

COUNCIL STAFF

Urban Enterprise met with a number of council staff from several departments including representatives from Strategic Planning, Sustainability and Environment, Events and Tourism, Waste Management and Property.

LANDOWNERS

Landowners were formally contacted by Greater Shepparton City Council to participate and contribute in the consultation process. Landowners were informed of the project brief, as well as notified of specific times and dates in which consultation sessions would be occurring. Several weeks prior to the allocated dates, landowners were sent a letter in the post outlining the purpose of the study and the importance for them to contribute in the process to aid in understanding certain aspirations and opportunities for the investigation area, as well as physical issues and constraints.

Landowners were instructed to contact Urban Enterprise to book a specific thirty minute one-on-one session at the Greater Shepparton City Council offices.

Landowners have subsequently been provided with opportunity to provide comment on the Background Discussion Paper and the Draft Report.

EQUINE CLUBS

Urban Enterprise conducted a workshop with the region's equine clubs to gain an understanding of physical issues facing the clubs, as well as the potential opportunities for equine clubs in the future. The following equestrian clubs attended the workshop: Shepparton Pony Club, Goulburn Valley Equestrian Club, Southern Seven Cutting Horse Association, Goulburn Valley Show Jumping Club and Goulburn Valley Pony Club.

Follow up meetings were conducted with the Shepparton Pony Club and Goulburn Valley Equestrian Club to determine their space and facilities requirements.

1.5. SITE DETAILS

The report refers to two separate areas including:

- The Investigation Area; and
- The Goulburn Valley Harness and Greyhound Racing Precinct.

INVESTIGATION AREA

The Investigation Area for this project is the area that is enclosed by the Goulburn Valley Highway, Mitchell Road, Archer Road and River Road, located in Kialla, Greater Shepparton. The area of the precinct is approximately 3.1 km² (310 hectares).

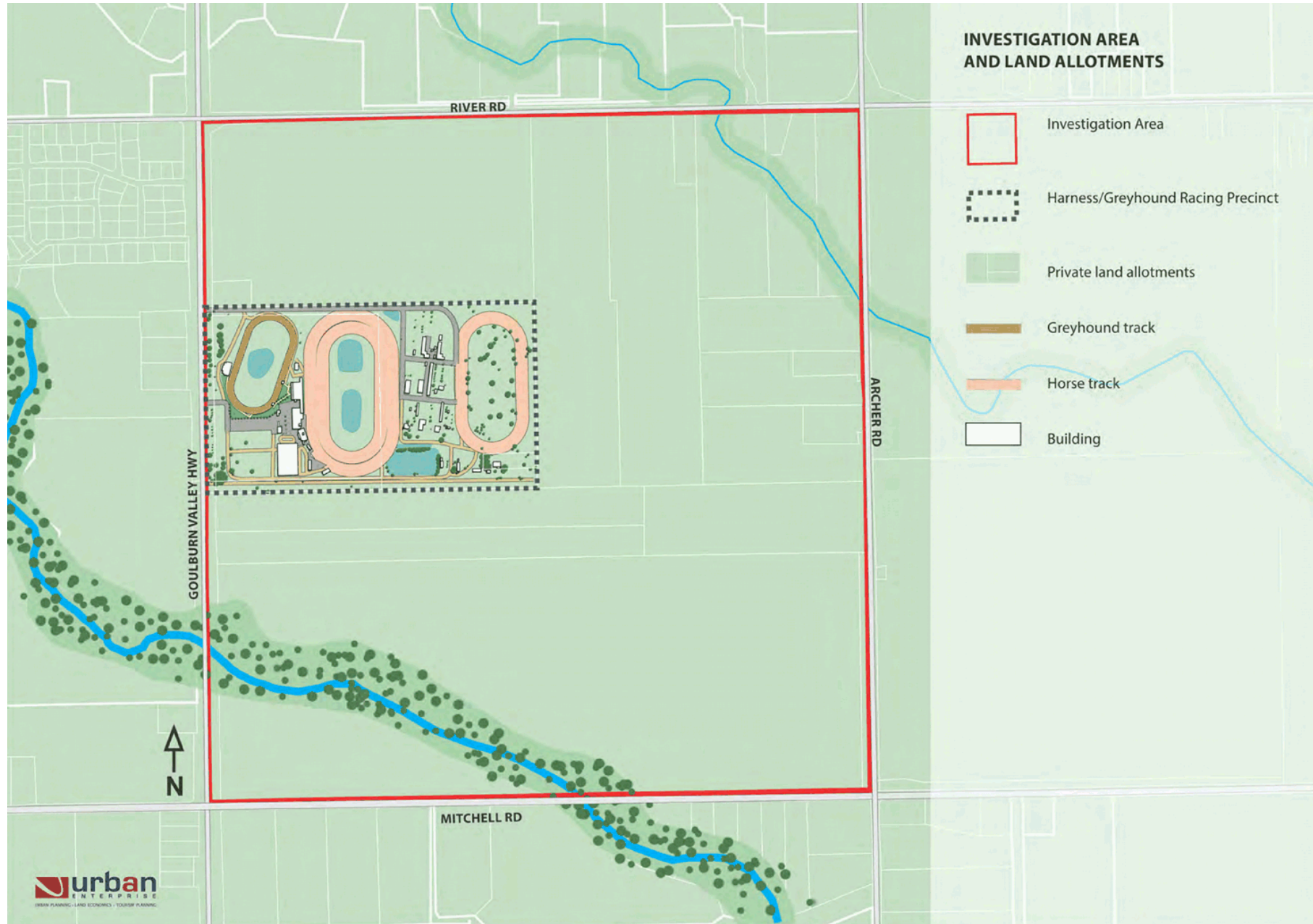
The investigation area is approximately 7.5 km south of the Shepparton CBD along the Goulburn Valley Highway. The Seven Creeks runs through the south west corner of the precinct.

Apart from the Harness and Greyhound Racing Precinct, the investigation area consists of privately owned allotments.

GOULBURN VALLEY HARNESS AND GREYHOUND RACING PRECINCT

The Harness and Greyhound Racing Precinct is defined by the Special Use Zone 4. The area includes the Shepparton Harness and Greyhound Racing Clubs and their ancillary facilities, as well as the training facilities, which includes a training track and stables. The area is located directly behind the harness racing track. The area is shared between the Shepparton Harness Racing Club and the Shepparton Pony Club.

There is one access point to the Shepparton Harness and Greyhound Racing Precinct from the Goulburn Valley Highway.



2. STRATEGIC CONTEXT

2.1. INTRODUCTION

This section analyses key background and reference documents, which will highlight any significant documentation or strategic work related to the equine and tourism industry, Shepparton's residential market, and the precinct and investigation area.

Literature reviewed in this section include:

- Greater Shepparton Planning Scheme;
- Greater Shepparton Housing Strategy (2011);
- Greater Shepparton Council Plan and Strategic Resources Plan (2009-2013);
- Greater Shepparton 2030 Plan;
- Regional Rural Land Use Strategy (2010);
- Greater Shepparton Economic Development Strategy (2009-2012);
- Goulburn River Valley Tourism Development Plan (2011-2016); and
- Goulburn River Valley Destination Management Plan (2013).

2.2. KEY FINDINGS

The majority of the investigation area is Farming Zone 2 (FZ2), apart from the Harness and Greyhound Racing Precinct which is Special Use Zone 4 (SUZ4). The purpose of Farming Zone 2 is to provide the use of land for agriculture. The purpose for the Special Use Zone for the Harness and Greyhound Racing Precinct is for horse racing and a range of entertainment, recreational, commercial and community activities.

A Flood Overlay (FO) and Land Subject to Inundation Overlay (LSIO) exists over the south and north west corners of the precinct, as well as the north east corner. These zones and overlays restrict the level of development that can occur.

The Greater Shepparton Housing Strategy (2011) has estimated a need for 365 new dwellings per year to meet demand; low density, rural living is limited and currently indicates a gap in the market. The Greater Shepparton Housing Strategy also identifies the potential for rural living in the investigation area and highlights the importance of careful planning in the Kialla Paceway precinct to minimise land conflicts between the facility and future residents.

The Greater Shepparton Rural Land Use Strategy (2010) highlights the importance of the equine industry to the Goulburn Valley region and emphasises its economic value to the region

The Goulburn River Valley Destination Management Plan (2013) identifies the opportunity for the equine and greyhound industry to become a major draw card for the region. The plan also identifies the need for new tourism product to grow yield from the tourism sector such as accommodation targeted to market need.

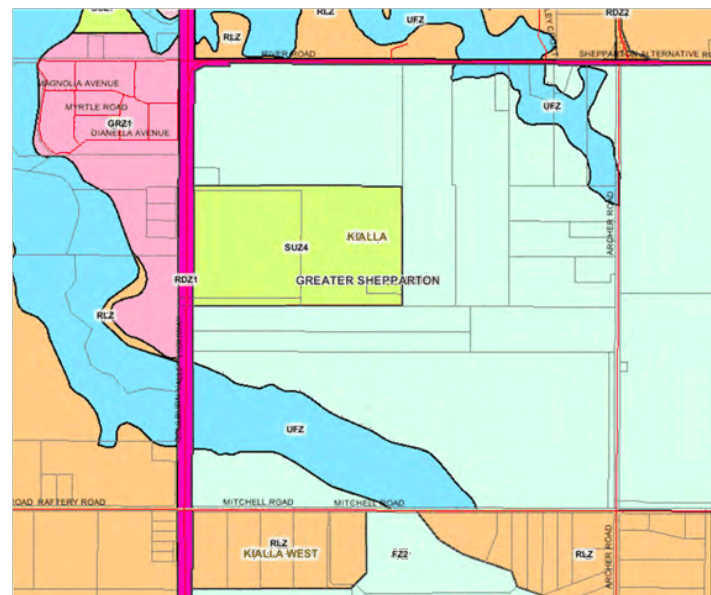
2.3. PLANNING ZONES

Figure 2 shows the planning zones for the land within and adjoining the Investigation area. The majority of land within the investigation area is Farming Zone 2 (FZ2). The Harness and Greyhound Racing Precinct adjoining The Goulburn Valley Highway is a Special Use Zone (SUZ4) and Seven Creeks which runs through the south west corner and the tributary of the Seven Creeks which runs through the north east corner of Investigation Area 1 is an Urban Floodway Zone (UFZ).

Across the Goulburn Valley Highway, directly west of the investigation area, is General Residential Zone (GRZ1) and Rural Living Zone (RLZ). The land directly north and directly south of the investigation area is Rural Living Zone (RLZ) and the land directly east of the investigation area is Farming Zone 2 (FZ2).

Recent flood mapping for the Investigation Area and surrounding land areas has been prepared, which supersedes the Urban Floodway Zones identified in Figure 2. The findings from the flood mapping are reflected in the masterplan and are detailed in Section 7.

FIGURE 2 PLANNING ZONES - INVESTIGATION AREA



Source: Planning Maps Online

2.3.1. SUMMARY OF ZONING PERMIT REQUIREMENTS

Table 1 summarises the permit requirements across each of the zones, sourced from the Greater Shepparton Planning Scheme's table of uses. Table 1 is a general summary of permit requirements, and does not take into account unique requirements.

TABLE 1 SUMMARY OF PERMIT REQUIREMENTS FOR PLANNING ZONES

USE	GRZ	RLZ	FZ2	SUZ4	UFZ
Dwelling					
Subdivision					
Building/works					
Accommodation					
Camping/caravan					
B&B					
Agriculture					
Leisure & recreation					
Retail Premises					
Animal keeping					
Animal boarding					
Horse stables					

No permit required
 Prohibited

Permit required
 Subject to requirements

2.3.2. SUMMARY OF ZONES

The following outlines the purpose of use for each zone and summarises the key clauses and schedules that directly relate to the land within and directly adjoining the investigation area.

GENERAL RESIDENTIAL ZONE

Clause 32.08 of the Greater Shepparton Planning Scheme states that the purpose of the General Residential Zone is to:

- *Provide a diversity of housing types and moderate housing growth in locations offering good access to services and transport.*
- *Encourage residential development that respects the neighbourhood character.*
- *In appropriate locations, to allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs."*

The General Residential Zone, which is located directly west of the investigation area, does not require a permit for a dwelling, a bed and breakfast (no more than ten persons) and animal keeping (under two animals). However, a permit is required for subdivision, building and works, accommodation (other than B&B) and formal leisure and recreation. Animal boarding and horse stables are prohibited in the General Residential Zone.

RURAL LIVING ZONE

Clause 35.03 of the Greater Shepparton Planning Scheme state that the purpose of the Rural Living Zone is to:

- *Provide for residential use in a rural environment.*
- *Provide for agricultural land uses which do not adversely affect the amenity of surrounding land uses.*
- *Protect and enhance the natural resources, biodiversity and landscape and heritage values of the area.*

- *Encourage use and development of land based on comprehensive and sustainable land management practices and infrastructure provision.”*

Rural living zone is located directly north of the investigation area and there are no permits required for a dwelling, B&B (no more than ten persons), animal keeping and informal outdoor recreation. A permit is required for subdivision, building and works, accommodation (other than B&B), agriculture and leisure and recreation. Retail premises are prohibited under section 2 of clause 35.03-1.

FARMING ZONE 2

Clause 35.07 of the Greater Shepparton Planning Scheme states that the purpose of the Farming Zone is to:

- *“Provide for the use of land for agriculture.*
- *Encourage the retention of productive agricultural land.*
- *Ensure that non-agricultural uses, including dwellings, do not adversely affect the use of land for agriculture.*
- *Encourage the retention of employment and population to support rural communities.*
- *Encourage use and development of land based on comprehensive and sustainable land management practices and infrastructure provision.”*

The majority of the investigation area is farming zone 2 (apart from the harness and greyhound racing precinct). Farming zone 2 does not require a permit for a dwelling as well as agriculture and animal keeping. A permit is required for subdivision, accommodation, camping and caravan, B&B and leisure and recreation. Retail premises are prohibited.

SPECIAL USE ZONE 4

Schedule four to Clause 37.01 of the Greater Shepparton Planning Scheme states that the purpose of the Special Use Zone 4 is to:

- *“Provide for the use of the Kialla Paceway for horse racing and a range of entertainment, recreational, commercial and community activities.*
- *Encourage the multiple use of land and buildings within the Kialla Paceway in order to facilitate its usage throughout the year.*
- *Ensure that the combination of uses, their density, and the scale and character of any development do not prejudice the amenity of surrounding land.*
- *Ensure that the future use and development of the Kialla Paceway occurs in a planned and orderly manner.”*

The Shepparton Harness and Greyhound Racing Precinct is a Special Use Zone 4. This relates specifically to Kialla Paceway and is designated for horse and greyhound racing and a range of entertainment, recreational, commercial and community activities.

Building and works and leisure and recreation infrastructure require permits.

URBAN FLOODWAY ZONE

Clause 37.03 of the Greater Shepparton Planning Scheme states that the purpose of the Urban Floodway Zone is to:

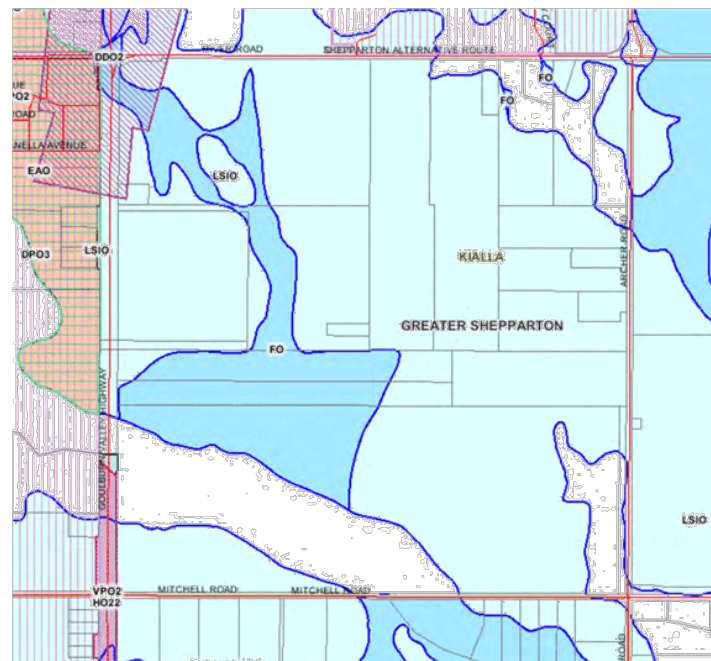
- *“Identify waterways, major floodpaths, drainage depressions and high hazard areas within urban areas which have the greatest risk and frequency of being affected by flooding.*
- *Ensure that any development maintains the free passage and temporary storage of floodwater, minimises flood damage and is compatible with flood hazard, local drainage conditions and the minimisation of soil erosion, sedimentation and siltation.*
- *Protect water quality and waterways as natural resources.*

2.4. PLANNING OVERLAYS

Figure 3 shows the planning overlays that currently exist on the land within and adjoining the investigation area. Due to the Seven Creeks running through the south west corner and the tributary of Seven Creeks running through the north east of the investigation area, the precinct is subject to flooding and inundation.

A Flood Overlay (FO) affects a portion of the investigation area. A Land Subject to Inundation Overlay (LSIO) affects a large portion of the land. However, recent flood mapping for the Investigation Area and surrounding land areas has been prepared, which supersedes the FO and LSIO identified in Figure 3. The findings from the flood mapping are reflected in the masterplan and are detailed further in Section 7.

FIGURE 3 PLANNING OVERLAYS INVESTIGATION AREA



Source: planning.lidapeOnline

2.4.1. SUMMARY OF OVERLAY PERMIT REQUIREMENTS

Planning overlays are detailed with specific allowances and restrictions. Permits are required for subdivision and building and works. Refer to Table 2 for a summary of overlay planning permit requirements.

TABLE 2 SUMMARY OF PERMIT REQUIREMENTS FOR PLANNING OVERLAYS

	FO	LSIO
Permit Required		
Building and Works	Fence, roadworks, bicycle paths and trails	A fence, roadworks, rainwater tank with a capacity of less than 4500 litres, flood mitigation works
Subdivision	The subdivision must not create any new lots, which are entirely within this overlay. This does not apply if the subdivision creates a lot, which is to be transferred to an authority for a public purpose.	Permit required to subdivide land
No Permit Required		
Building and Works	A single or multiple industrial, retail or office building extension, a single or multiple dwelling extension, a sportsground, racecourse or recreation area (with no permanent grandstand or raised viewing area), pathways and trails constructed at general natural surface elevation, playground and roadworks carried out by a public authority.	A new dwelling within Residential 1 Zones of Mooroopna, Shepparton and Tatura, an upper storey extension to an existing building within the existing building footprint, an agricultural shed (other than one used for industrial, retail or office purposes and a sportsground, racecourse or recreation area (with no permanent grandstand or raised viewing area), pathways and trails constructed at general natural surface elevation, playground.

2.4.2. SUMMARY OF OVERLAYS

The following provides a summary of each of the overlays affecting the land within and directly adjoining the investigation area.

FLOODWAY OVERLAY

Clause 44.03 of the Greater Shepparton Planning Scheme states that the purpose of a floodway overlay is to:

- *"Identify waterways, major floodpaths, drainage depressions and high hazard areas which have the greatest risk and frequency of being affected by flooding.*
- *Ensure that any development maintains the free passage and temporary storage of floodwater, minimises flood damage and is compatible with flood hazard, local drainage conditions and the minimisation of soil erosion, sedimentation and silting.*
- *Protect water quality and waterways as natural resources in accordance with the provisions of relevant State Environment Protection Policies, and particularly in accordance with Clauses 33 and 35 of the State Environment Protection Policy (Waters of Victoria).*
- *Ensure that development maintains or improves river and wetland health, waterway protection and flood plain health."*

LAND SUBJECT TO INUNDATION OVERLAY

Clause 44.04 of the Greater Shepparton Planning Scheme states that the purpose of the Land Subject to Inundation Overlay is to:

- *"Identify land in a flood storage or flood fringe area affected by the 1 in 100-year flood or any other area determined by the floodplain management authority.*

- *Ensure that development maintains the free passage and temporary storage of floodwaters, minimises flood damage, is compatible with the flood hazard and local drainage conditions and will not cause any significant rise in flood level or flow velocity.*
- *Protect water quality in accordance with the provisions of relevant State Environment*
- *Ensure that development maintains or improves river and wetland health, waterway protection and flood plain health."*

2.5. LITERATURE REVIEW

The literature review provides a summary of Greater Shepparton and equine/greyhound related documents so that this project aligns with the policy of local/regional equine and greyhound industry as well as any future residential/housing/population projections and locations in Greater Shepparton.

2.5.1. COUNCIL POLICY

GREATER SHEPPARTON MUNICIPAL STRATEGIC STATEMENT

The Municipal Strategic Statement (MSS) is a concise statement of the key strategic planning, land use and development objectives for the municipality and the strategies and actions for achieving the objectives.

The MSS identifies several investigation areas that have been earmarked for potential future housing settlement in the framework plans. These areas have been identified as potential future areas to be rezoned or for high density residential development due to their proximity to amenity and growth areas. The two investigation areas in Kialla include:

- **Investigation Area 1** – *Kialla Paceway and Shepparton Greyhound Racing environs. This area surrounds and includes the greyhound and trotting facilities and is directly adjacent to the Shepparton South Growth Corridor. There is potential to extend services to this land. However, future residential development within this area will be dependent on amenity issues such as lighting, noise, odour and dust being addressed to ensure that the long term interests of the racing facilities are protected.*
- **Investigation Area 2** – *Rafferty Road, Kialla. The land is adjacent to the Shepparton South Growth Corridor and is situated between the Seven Creeks and Goulburn River corridors. Development is currently restricted by the 8ha minimum lot size under the Rural Living Zone. Higher density development is dependent on issues relating to servicing, flooding and the environmental assets of the two river corridors being resolved.*

The Kialla Paceway investigation area has the potential to be rezoned as residential, however there are concerns of noise, light and odour pollution from the Harness and Greyhound racing precinct. Any future development mustn't interfere with the long term interests and operations of the racing clubs.

The Municipal Strategic Statement (MSS) makes reference to future residential development. It states that the municipality must ensure that there is an adequate land supply for residential and rural residential purposes, as well as promoting a choice and variety of housing.

The need for housing diversity and choice is advocated in State Planning Policy and is reflected in Clause 21.05-1 of council's MSS. In addition, the predominant form of housing in Shepparton is a detached three to four-bedroom house on a large lot.

GREATER SHEPPARTON HOUSING STRATEGY (2011)

The Greater Shepparton Housing Strategy was prepared in order to provide a guide for the future provision and long term identification of residential land within the municipality.

The Greater Shepparton Housing Strategy (2011) has estimated that accommodating the growing population will require an additional 9,100 dwellings by 2031. This means that an average of 365 new dwellings will be needed every year to meet demand. Additional land for residential development will be required. While there is more than sufficient residential zoned land to accommodate conventional residential development over the next 10-20 years, opportunities for low density and rural living are quite limited.

Some of the relevant strategic directions of the Greater Shepparton Housing Strategy (2011) are:

- Locate residential development in locations appropriate to its intended use;
- Create sustainable living environments which conserve land and energy and are integrated with existing networks and systems; and
- Provide a diversity of housing options which become long-term assets to their neighbourhood.

The housing strategy plans for a mix of housing to be located in proximity to shops, jobs, public transport, entertainment and open space. This will allow people to take advantage of local amenity and services and spread the benefits of these areas as widely as possible.

Greater Shepparton currently has approximately 5,000 ha of zoned residential land which consist of 2,400 ha of Residential Zone 1 (R1Z), 775 ha of Low Density Residential Zone (LDRZ), and 1,000 ha of Rural Living Zone (RLZ).

The Greater Shepparton Housing Strategy also acknowledges that the investigation area is a potential location for future low density residential and rural living:

"Low Density Residential and Rural Living development has been limited in Greater Shepparton in recent times. There is anecdotal evidence that the current minimum lot size of 8ha within the Rural Living Zone (RLZ) is inhibiting further development. Other explanations include the reluctance of landholders to subdivide land where there is a perception that there could be further development and rezoning opportunities for higher densities".

And;

"There is some potential for rural living and low density within the current growth boundaries of Shepparton, Mooroopna and Kialla, however the location of these developments should not inhibit the future growth of the urban area and encourage land banking or leapfrogging. One example is the Kialla Paceway precinct that will require careful planning to minimise land use conflicts between this facility and future residents".

GREATER SHEPPARTON 2030 PLAN

The Greater Shepparton 2030 Plan was prepared in order to build sustainable economic activity and maximise the quality of life in the municipality over the next 20 years.

Some key predictions in the plan for housing and settlement for the next 20 years include:

- *“The municipality’s population will continue to grow from its current level of 59,660 persons towards 71,000 persons in 2021 and on to 75,700 persons by 2030. The multicultural and ethnic base will broaden and expand and the aboriginal community will remain a significant group in the local area.*
- *The size of households will decrease towards 2.7 persons per household; household structures will become more diverse and complex leading to a need for greater diversity in house types for a broad range of socio-economic characteristics.*
- *The overall population will “age” with the “baby boomers” moving into the latter part of their life cycle with a consequential greater demand upon health and support services and housing specifically suited to the needs of this sector.*
- *The environment and climatic benefits of the region, linked to an exodus to regional centres and coastal areas (within convenient access to the metropolitan areas) will see higher rates of persons attracted to the region for retirement and lifestyle reasons.*
- *The demand for rural residential environments will be tempered by greater concern to protect the productive capacity of soils and areas of native vegetation, provide services efficiently and cut dependence on fossil fuels to access facilities.”*

The plan outlines a number of factors that will influence the siting and layout of new residential areas. Some of these factors include:

- Access to services;
- Water management;
- Energy efficiency; and

¹Essential Economics, 2007

- Provision of diverse housing opportunities.

REGIONAL RURAL LAND USE STRATEGY (2010)

The purpose of this strategy is to develop consistent strategies and regulatory controls for the management of land use and development across the regions rural land.

The Regional Rural Land Use Strategy (2010) highlights the economic value and contribution of the horse racing industry within the Goulburn Valley.

The Strategy provides the following economic indicators for the Goulburn Valley Equine Industry:

- The GV region produces approximately 60% of all Victorian foals from many of the nation’s key breeders and trainers.
- In 2007, the Victorian harness racing industry had an estimated value of \$700 million per annum that included a significant employment component with over 11,000 people employed across the State. It is estimated that approximately \$72 million of industry value is derived out of the Goulburn Valley.
- \$36 million p.a. in industry turnover associated with racing, breeding and training activities.
- \$24 million p.a. in on-course and off-course wagering associated with the GV Region’s harness racing meetings.
- \$12 million pa generated in State and Federal taxes levied on the GV Region’s harness racing activities¹.

The thoroughbred racing industry within the Goulburn Valley:

- Generates some \$97 million annually in real gross value added, and equivalent to 6% of real gross value added in the industry in Victoria.
- Comprises 251 breeders, 210 trainers and 1,931 owners.

- Generates \$23.9 million annually in expenditures by breeders and trainers.
- Supports 1,130 full-time jobs.
- Generates \$8.5 million in tax revenue to State Government and \$10.5 million in tax revenue to Commonwealth Government.
- Generates total wagering of \$239 million annually of which 95% is TAB off course.

Other significant factors within this strategy include:

- Horse racing has a positive social outcome for regional communities as it is important in providing community identity, social cohesion and facilities for community use and enjoyment.
- Kialla is recognised as a development area for rural living for residents to create hobby or lifestyle farms.

GREATER SHEPPARTON ECONOMIC DEVELOPMENT STRATEGY (2009-2012)

The Greater Shepparton Economic Development Strategy is intended to increase the Council's capacity to identify and pursue economic development initiatives. The focus is identifying opportunities to promote investment and employment growth within a continually changing domestic and international economic and environmental landscape.

The Greater Shepparton Economic Development Strategy (2009-2012) makes a number of references to the Shepparton residential market, as well as population growth and housing projections.

Greater Shepparton's residential property sales reflect the general pattern for regional Victoria. The projected growth in Greater Shepparton's resident population between 2009 and 2026 is an additional 10,000 persons, representing an average annual increase of 0.9%. This growth will have important economic development implications for the municipality, including the need to provide a significant number of new residential dwellings and a requirement for greater job creation, as well as expanding and improving the provision of infrastructure and services.

2.5.2. TOURISM DEVELOPMENT PLANS

GOULBURN RIVER VALLEY TOURISM DEVELOPMENT PLAN (2011-2016)

A tourism development strategy for Mitchell, Strathbogie, Greater Shepparton and Murrindindi Shires, the Goulburn River Valley Tourism Development Plan (2011-2016) identifies existing equine facilities and services as well as equine tourism opportunities in the region.

The region is home to providers of specialist services, such as the Equine Hospital in Shepparton, and two post-secondary education institutions offer specialist equine-related courses in the region – The National Centre for Equine Education at Goulburn Ovens Institute of TAFE (GOTAFE) and Northern Metropolitan Institute of TAFE.

The development plan identifies a number of equine tourism opportunities, and they include:

- **Continue to develop the Equine industry:** Equine festival, special race meetings, special tickets and passes, Horse parade, a festival dinner.
- **Equine tourism packages:** Food, wine and horse stud visits – combined with accommodation, bus trips to view equine activities.
- **Support the development of 'horse-friendly' accommodation:** Equine symposium.
- **Establish communication linkages with appropriate equine organisations.**
- **Develop an equine regional calendar of events.**
- **Develop on-farm viewing platforms.**
- **Attract new investment in accommodation to the region.**
- **Undertake a rural tourism planning review, to identify rural precincts which could be rezoned to support rural tourism development.**

GOULBURN RIVER VALLEY DESTINATION MANAGEMENT PLAN (2013)

The Goulburn River Valley Destination Management Plan (DMP) was prepared on behalf of Goulburn River Valley Tourism (GRVT), to provide a strategic approach to growing tourism in the Goulburn River Valley (GRV) region; aligning with key visitor needs and building on the GRV region's existing strengths.

All four Local Government municipalities within the Goulburn River Valley Tourism Region (Greater Shepparton, Strathbogie, Mitchell and Murrindindi) are supportive of the equine industry and support the development of linkages with the tourism industry.

The DMP identifies a number of priority tourism projects that will look to strengthen destinations within the Goulburn River Valley Region.

In particular, the Goulburn Valley Equine Precinct is identified with the need to investigate the option to redevelop the Goulburn River Equine and Greyhound Precinct to position Shepparton and the Goulburn River Valley as a premier destination for racing, breeding, and equine education.

Other key opportunities for Shepparton which should be considered are:

- **Shepparton Events Program:** Identify event locations and engage with potential event organisers and operators. Secure access and use of events sites and promote co-operation between events operators and relevant Council Departments. Promote and market events regionally to target segments as part of the formal events calendar.
- **Goulburn Valley Harness and Greyhound Racing Precinct:** Support the undertaking of a masterplan and feasibility study in order to guide the future development of the Goulburn Valley Equine and Greyhound Precinct. This work will provide the framework for decision making and a platform for further detailed planning, design, funding and implementation.

- **Investigate Farm Gate Opportunities (Accommodation, Produce, and Retail):** Identify farm gate businesses with the potential for tourism product. Provide business support and notify businesses of changes to the Farming Zone, and the potential impact on tourism opportunities.

3. PROFILE OF THE HARNESS AND GREYHOUND RACING CLUBS

3.1. INTRODUCTION

This section provides a profile of Victoria's greyhound and harness racing industries. Key statistics include number of existing greyhound racing clubs and tracks, number of race meetings and attendees.

This section draws on information provided to Urban Enterprise from both sectors including annual reports and financial data.

3.2. KEY FINDINGS

There are 13 greyhound racing clubs in Victoria, with Shepparton the only club in the north east of the State. This ensures that Shepparton has a large catchment for races which includes north east Victoria, the Murray Region and southern NSW.

In 2013, Greyhound Racing Victoria held a total of 937 race meetings with an 11.3% increase in attendance from the previous year.

There are 39 harness racing clubs across Victoria and in 2013, Harness Racing Victoria held 452 race meetings.

Both the greyhound and harness racing industries have reported strong income growth over the past five years. In the case of the Harness Racing, much of this growth can be attributed to the introduction of Tabcorp Park and its non-racing entertainment, tourism and hospitality functions.

Greyhound Racing Victoria has had strong growth in revenue on the back of a greater share of income from TABCORP and increased wagering as a result of more race meets.

Industry trends highlight that the opportunity for the Goulburn Valley Harness and Greyhound Racing Precinct is to grow visitation through events, and greater entertainment during race nights. Tabcorp Park provides a good example of how multiple strong revenue streams can be leveraged from Harness Racing facilities in addition to wagering.

3.3. VICTORIAN GREYHOUND RACING INDUSTRY

3.3.1. PROFILE OF VICTORIA'S GREYHOUND INDUSTRY

There are 71 Greyhound Racing Clubs in Australia, of those, 13 are operating in Victoria. According to Greyhounds Australia there were approximately 933 race meetings in Victoria during 2011, with 10,607 races.

2013 was a strong year for the greyhound racing industry in Victoria, including a five-year high for income, race meetings and attendance. Refer to Table 3 for a comprehensive list of Greyhound Racing Victoria's key industry statistics for 2013.

VICTORIAN RACING CLUBS

There are 13 Greyhound Racing Clubs currently operating in Victoria, Sandown being the premier racing club in the state hosting two race meetings per week. Shepparton has the potential to become a premier greyhound racing track as it too hosts 104 race meetings per annum. Clubs include:

- Bendigo;
- Geelong;
- Meadows;
- Shepparton;
- Warrnambool;
- Ballarat;
- Healesville;
- Sale;
- Traralgon;
- Cranbourne;

- Horsham;
- Sandown; and
- Warragul.

Figure 4 shows the location of Greyhound Racing Clubs in Victoria, highlighting that Shepparton is the only club in the north east of the state.

FIGURE 4 EXISTING GREYHOUND RACING CLUBS - VIC



TABLE 3 KEY INDUSTRY STATISTICS – GREYHOUND RACING VICTORIA 2013

Club	Number of Race Meetings	Attendance
Meadows	104	32,018
Sandown	105	35,943
Total Metro	209	67,961
Ballarat	67	9,010
Bendigo	97	10,337
Cranbourne	53	10,620
Geelong	103	10,459
Healesville	56	6,859
Horsham	49	5,319
Sale	58	28,330
Shepparton	100	8,877
Traralgon	54	5,573
Warragul	98	12,749
Warrnambool	59	11,696
Total Country	728	119,829
Total	937	187,790

Source: Greyhound Racing Victoria Annual Report, 2013

3.4. TRENDS

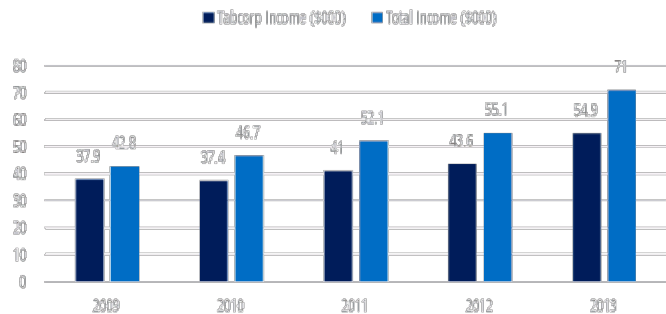
Figure 5 provides an overview of the Greyhound industry performance in Victoria. Income has grown significantly for Greyhound Racing Victoria due to:

- An overall increase in funding from the new wagering licence with Tabcorp that was also assisted by overall wagering revenues performing above budget;
- The Victorian Racing Industry obtained the benefit of a new joint venture with Tabcorp called 'Premium Gateway International' that provided GRV with an additional \$0.5 million in income and given the relevance of international wagering is likely to be an important source of income to GRV;
- Racefields income increased by \$4.1 million (43.1 per cent increase).

The greyhound industry is in a strong position, and Shepparton has been a strong regional performer. The growth of Shepparton is observed through increases in race days and wagering as a result.

Shepparton, being the only GRV track in Victoria's north east, highlights strong growth potential for the Shepparton Greyhound Racing Club.

FIGURE 5 TRENDS IN INDUSTRY REVENUE/INCOME (GRV)



Source: Greyhound Racing Victoria Annual Report

3.4.1. FUTURE OBJECTIVES

The Greyhound Racing Victoria Strategic Plan identifies the following areas of focus for developing the industry:

- Greyhound welfare excellence;
- Racing operations excellence;
- Membership experience excellence;
- Club enablement excellence;
- Wagering operations excellence;
- People and culture excellence;
- Technology, systems and processes excellence; and
- Brand, reputation and stakeholder engagement excellence.

3.5. VICTORIAN HARNESS RACING INDUSTRY

3.5.1. PROFILE OF VICTORIA'S HARNESS RACING INDUSTRY

There are 117 Harness Racing Clubs in Australia, operating at 97 race tracks. Of those, 39 are located in Victoria. There are approximately 500 harness race meetings in Victoria alone, with 4,006 races and 3,303 club members.

In 2013, Harness Racing Victoria held 452 race meetings (TAB), with 3,814 races involving 4,099 horses.

FIGURE 6 EXISTING HARNESS RACING CLUBS



HARNESS RACING CLUBS - VIC

There are 39 harness racing clubs currently operating in Victoria. The majority of harness racing clubs in Victoria are found in a cluster throughout the Murray region, High Country and the Goulburn River Valley region. The Goulburn Valley Harness and Greyhound Racing Precinct's proximity to surrounding harness racing clubs suggests that it has the potential to attract visitors to the precinct for equine related events, and as a result has the opportunity to become a premier equine destination in the region. Harness racing Clubs in Victoria include:

- Ararat;
- Cobram;
- Kilmore;
- Nyah;
- Terang;
- Bacchus Marsh;
- Echuca;
- Kyabram;
- Ouyen;
- Wangaratta;
- Ballarat;
- Elmore;
- Kyneton;
- Robinvale;
- Boort;
- Hamilton;
- Mildura;
- St Arnaud;
- Yarrambat;
- Charlton;
- Horsham;
- Mooroopna;
- Stawell;
- Melton;
- Sebastian;
- Warrnambool;
- Birchip;
- Gunbower;

- Warragul;
- Bendigo;
- Geelong;
- Cranbourne;
- Donald;
- Wedderburn;
- Maryborough;
- Shepparton;
- Yarra Valley;
- Benalla;
- Swan Hill

TABLE 4 KEY INDUSTRY STATISTICS - 2013

	2013
Race Meetings	452
Races	3,814
Horses Raced	4,099
Trainers	1,300
Stablehands	1,271
Foals	2,359

Harness Racing Victoria's - Annual Report (2013)

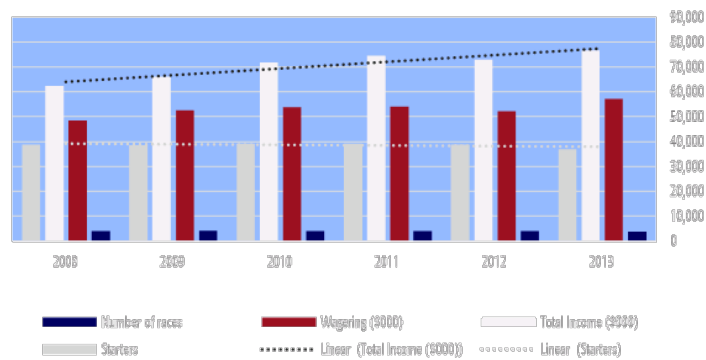
3.5.2. INDUSTRY TRENDS

Figure 7 shows trends in key statistics including number of harness races, revenue from wagering, race starters and total income for Harness Racing Victoria. The data shows that the number of races and number of starters has decreased over the past 5 years, whilst the total income has increased. Interestingly wagering has increased slightly, however much of the income growth for Harness Racing Victoria has been from non-wagering sources.

Revenue from Tabcorp Park has significantly improved the income for Harness Racing Victoria through the multiple revenue streams on offer which relate to entertainment and hospitality uses.

The trends in the harness industry highlight that there is likely to be limited growth in the number of starters and races held at Shepparton, however there is opportunity to strengthen other revenue streams for the precinct such as through growing events and strengthening visitation to existing races.

FIGURE 7 TRENDS IN KEY STATISTICS (HRV)



Source: Harness Racing Victoria Annual Report 2013

3.5.3. FUTURE OBJECTIVES

The following is a summary of the objectives which have set the future direction of the Victorian harness racing industry. These objectives and strategic initiatives can be adopted by the Shepparton Harness Racing Club and will strengthen its position as a premier harness racing destination in Victoria.

The desired outcomes are identified as follows:

- Create more industry events;
- Reduce barriers into entering the Harness Racing Industry;
- Improve community perception of the Harness Racing Industry; and
- Re-brand and re-position Harness Racing as a sport of the future.
- Increased attendance;
- Increased economic benefits;
- Increased numbers of people involved in the industry as participants and spectators;
- Targeted education to attract and retain young people;
- Increased awareness of the industry, particularly at a local level;
- Improved racing stock;
- Improved breeding stock;
- Increased distributions of prize money;
- Significantly improved facilities;
- More young people to become a part of the industry; and
- Recognition of harness industry as a primary industry.

Some key strategic directions have been outlined and are summarised as follows:

- Develop a united and cohesive Goulburn Valley Harness industry through building enduring relationships with breeders, trainers, owners, administrators, clubs and allied professionals.
- Increase the profitability, profile and sustainability of the industry by developing mutually beneficial strategic partnerships and alliances.
- Develop quality facilities to feed future needs and encourage increased participation.
- Drive positive policy change by effectively representing the Goulburn Valley Harness Racing Industry.

4. EXISTING CONDITIONS: CLUB FACILITIES AND OPERATIONS

4.1. INTRODUCTION

This section provides an overview of the existing conditions in relation to club facilities and operations.

The existing conditions analysis is based on discussions with club members and a site visit to the precinct.

4.2. KEY FINDINGS

The Harness and Greyhound Racing Precinct is largely built out across the site, with little room for broad scale expansion. The Greyhound Racing Club occupies the front of the site, with the Harness and Pony Clubs situated at the rear.

There is opportunity for infill expansion of facilities and the layout of the training area does not use space efficiently.

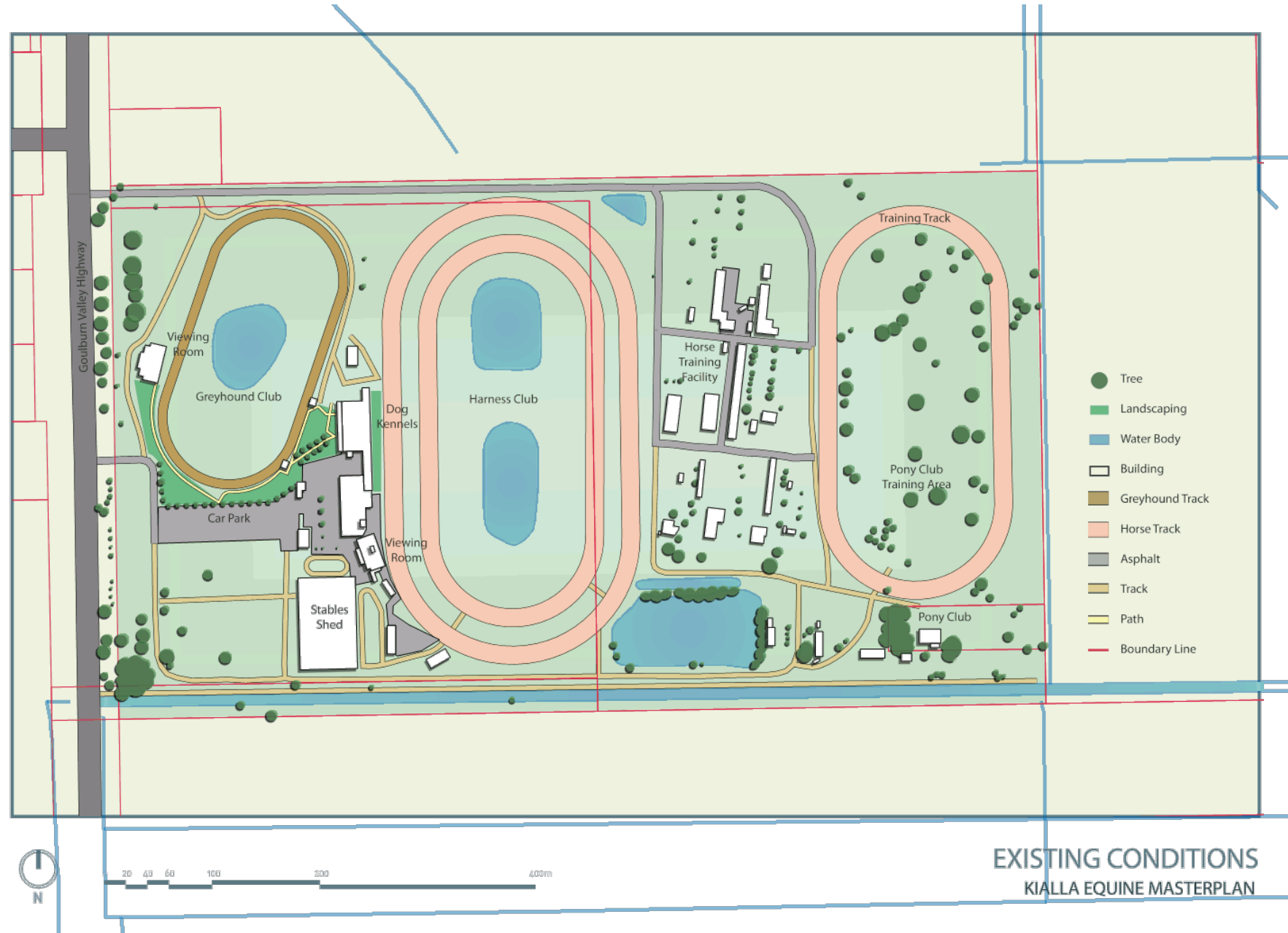
The precinct is home to excellent function room facilities including the Greyhound Racing Club's function room which accommodates 200 seated patrons, and the Harness Racing Club's AH Rathjen Dining room and the Winning Post Complex with capacity for 400 and 250 seated guests respectively.

The Harness and Greyhound facilities are largely in good order as a result of recent grant funding for the upgrade of both facilities.

The racing tracks and ancillary facilities are located on crown land and are leased to the Shepparton Harness and Greyhound Racing Clubs management committee.

The parcel of land utilised for training and stabling is owned by the harness racing club.

Shepparton Pony Club lease the land utilised for their clubroom facilities from Greater Shepparton City Council



4.3. SHEPPARTON GREYHOUND RACING CLUB

The Shepparton Greyhound Racing Club relocated to this precinct (Goulburn Valley Highway, Kialla) in 2005 after previously occupying the Shepparton Showgrounds.

Shepparton Greyhound Club is located on the left of the entrance to the precinct and is comprised of a greyhound racing track, club room/dining area and viewing deck. Directly behind the greyhound racing track are the holding yards, kennels and the office and administration building.

4.3.1. OVERVIEW OF USE AND ACTIVITIES

The Shepparton Greyhound Racing Club host a race meeting every Monday and Thursday throughout the year. During a race meeting, the dining room and viewing area are occupied by attendee's and club members.

4.3.2. JOBS

The Shepparton Greyhound Racing Club is made up of a committee and management team. The manager is aided by two full-time office and administration employees. During race meetings, additional staff are required for catering, bar and TAB duties.

4.3.3. OVERVIEW OF FACILITIES

GREYHOUND RACE TRACK

The sand based track upholds a high industry standard for racing and offers trainers three separate distances for racing. The club has consistently increased the amount of race meetings it hosts, reaching its highest number of meetings in 2013 with 100. The Club is scheduled to hold race meetings every Monday and Thursday night throughout the year.

The track has some landscaping around the winning post as it is the focal point for the viewer. Apart from the water storage dam in the centre of the track, which is utilised for watering the track, the areas surrounding the track are barren and un-vegetated.

DINING ROOM/VIEWING AREA

The function area incorporates an enclosed dining room, bar and TAB facilities that overlook the home straight. This function area often hosts corporate and social events as the dining room can seat up to 200 guests. Events range from corporate functions to weddings and parties. The Club hosts approximately 20-25 corporate/social events per year.

OFFICE ADMINISTRATION

The office administration buildings are located at the rear end of the greyhound racing track and adjoins the harness racing club dining room and viewing areas. The full time office staff are based in this building.

KENNELS/HOLDING AREAS

The kennels, swabbing station, veterinary and stewards room are in the same building as the office administration and are adjoining the harness racing dining room/function and viewing area. The greyhounds are kept in the kennels until the lead up to their race. From there, they are taken out to the holding areas until moments prior to the race. The holding areas are directly behind the track in front of the office administration building.

4.4. SHEPPARTON HARNESS RACING CLUB

The Shepparton Harness Racing Club is located in the centre of the Goulburn Valley Harness and Greyhound Racing Precinct. The Club incorporates a harness racing track, dual dining rooms, viewing grandstand, café, and big shed for stabling, administration office, commentary and corporate box. At the rear of the racing track there are training facilities that include a training track and stables.

Geographically, the club is centrally located to the racing and breeding industries and since 2004 the Industry, State Government and Greater Shepparton City Council have invested \$5 million to significantly upgrade the racing track, construct a new dining complex and develop an undercover stable complex. The Shepparton Club now boasts facilities more than comparable to any other provincial club and enjoys above state average performance in terms of racing entries and patron attendance.

4.4.1. OVERVIEW OF USE AND ACTIVITIES

The Shepparton Harness Racing Club hosts approximately 40 race meetings, predominantly at night. Of those race meetings, 30 are conducted for the Shepparton Racing Club and the remaining ten are held on behalf of a combination of Wangaratta, Kyabram and Mooroopna Harness Racing Clubs. The Club also conducts approximately 52 trial sessions and a further 20-25 social events, seminars and trade functions. Social events and functions are generally hosted in the dining rooms and the trade functions in the stabling complex (big shed).

The Shepparton Harness Racing Club can cater for corporate and social events and can host a number of different exhibitions.

The Shepparton Harness Racing Club has a total of 140 members and the attendances at a race meeting range from between 200 to 600 people.

4.4.2. JOBS

The Shepparton Harness Racing Club employs a racing and operations manager as well as an events and catering manager. There are a total of 4 full time equivalent staff employed by the club including maintenance and administration staff.

During a race meeting, the club employs an additional 13-25 staff depending on the scale and nature of the event. Race meeting staff are employed for catering, bar and TAB duties.

4.4.3. OVERVIEW OF FACILITIES

SHEPPARTON RACE TRACK

The 1000 metre track is surfaced with granitic sand with a 200 metre straight and 100 metre turns. Races are run over 1609, 1690, 2190, 2690 & 3190 metres with 7 horses off the front for both mobile and standing starts and maximum field sizes of 12 for mobile and 11 in standing start events.

DINING ROOMS/VIEWING STAND

The Shepparton Harness Racing club have two dining rooms: The AH Rathjen Dining room and the Winning Post Complex. The Winning Post Complex overlooks the home straight and includes a boutique bar, bistro and TAB facilities. The Complex can cater for social and corporate events with up to 250 guests.

The AH Rathjen Dining Room is located below the Winning Post Complex and can host large events and exhibitions with up to 400 guests. It has a boutique bar, dance floor and fully equipped kitchen, however it does not have views of the track.

STABLING COMPLEX (BIG SHED)

The Stabling Shed is a purpose built complex. The shed was constructed to stable the horses prior to and post racing. This shed is an adequate facility which also has a washing and swabbing station.

The stable shed also has the ability to host non-race day trade events. Due to its magnitude, the stable shed can host an array of exhibitions and events, such as dairy week.

HARNESS COMPLEX

A feature of the Shepparton Harness Complex is its wide open, multi purpose spaces. The large grassed areas of the complex host a variety of events including dog shows, camp overs, rallies and trade displays.

TRAINING FACILITIES

Training facilities are located behind the Shepparton harness racing track. These facilities include: a training track, stables, clubhouses and storage huts. These facilities are used predominately by the Shepparton Harness Racing Club and their associated trainers.

CORPORATE/COMMENTARY BOX

The Cormican Corporate Box is perched above the track and slightly south of the winning post. The elevated Corporate Box is fitted with televisions and bar facilities. With a capacity of 15–20 people the corporate box is an ideal facility to entertain. The level below the corporate facility is the commentary box in which the broadcasters call each race.

4.5. SHEPPARTON PONY CLUB

The Shepparton Pony Club is situated at the south east corner of the Shepparton Harness and Greyhound Racing Precinct. The club occupies a small space, which consists of stables, a clubhouse and shared use of the harness training track.

The Shepparton Pony Club has approximately 60 members and holds its club rallies at the first Sunday of every month.

The Pony Club utilises the space within the Harness training track for its rallies, training and events.

4.6. SHARED FACILITIES

There are a number of facilities that are shared between the three clubs occupying the precinct.

CAR PARK

The car park is shared between the Greyhound Racing Club and the Shepparton Harness Racing Club. This is a non-issue for the majority of the racing calendar, however, there are irregular occurrences whereby a greyhound race meeting and a harness race meeting overlap. During these times, the car park does not have the capacity to accommodate the excess number of vehicles and is forced to spill over into the communal grass area surrounding the car park. In addition, it results in vehicle congestion issues within the car park and also on to the Goulburn Valley Highway.

TRAINING TRACK

A use conflict exists between the Shepparton Pony Club and the Harness Racing Club. There is a lack of adequate space to accommodate the Pony Club. The Pony Club does not have a cross country track and often experiences scheduling issues with the harness racing club.

WATER

The water dam at the south of the precinct is the major water catchment. The dam pumps water into smaller dams located inside the harness racing track and the greyhound racing track. The water from the dams are used to water the tracks and landscape gardens. There is currently an adequate supply of water to satisfy both clubs.

4.7. PROPERTY OWNERSHIP

Figure 8 shows the property ownership and land parcels for the Goulburn Valley Harness and Greyhound Racing Precinct and includes the entirety of the Special Use Zone 4.

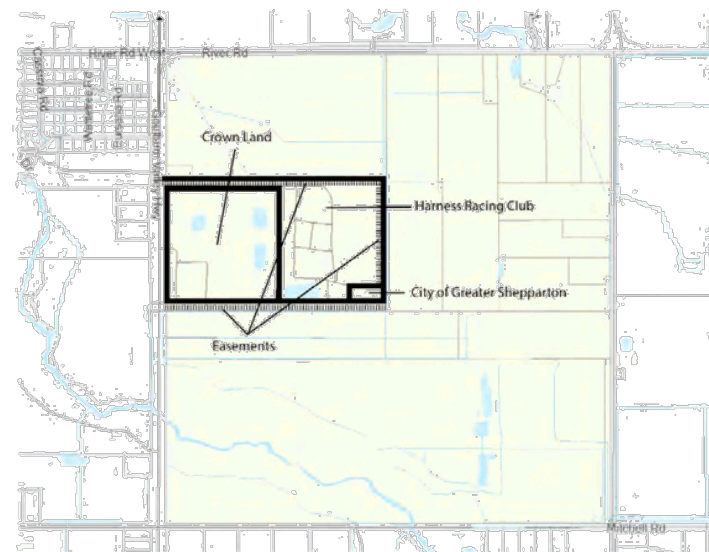
The crown land consists of all major racing operations including the harness and greyhound racing track, stabling complex, dining and function facilities, car park, kennels and administration buildings. This land is leased to a committee of management for the Shepparton Harness and Greyhound Racing Clubs.

The parcel of land owned by the Shepparton Harness Racing Club includes the training facilities (stables and track) as well as a clubhouse and storage huts.

The small parcel of land owned by the City of Greater Shepparton is leased to the Shepparton Pony Club. The parcel is only large enough for a clubhouse for the Pony Club.

A number of easements exist on the boundary of the precinct. A gas and electricity easement exists on the northern, eastern and south western boundary. There is also an easement on the water channel, on the southern boundary of the precinct. This is an easement to State Rivers Victoria and Water Supply Commission.

FIGURE 8 PROPERTY OWNERSHIP – LAND ALLOTMENTS



5. HARNESS AND GREYHOUND PRECINCT BUSINESS GROWTH OPPORTUNITIES

5.1. INTRODUCTION

The market assessment for the precinct provides an indication of the ability to grow visitation and attendance to the precinct.

Greater Shepparton is projected to grow substantially over the next 15-20 years with 23% projected growth between 2014 and 2031. This will provide growth in local market demand for function spaces, events and memberships for the clubs.

Greater Shepparton is a key visitor node within the Goulburn River Valley Tourism Region, attracting 1.1 million visitors per annum. A large proportion of visitors to the Goulburn River Valley are visiting for special events or for business. This highlights the strength of business and non-business events markets for Shepparton.

It is estimated that the Harness and Greyhound Racing Precinct attracts around 65,000 visitors per annum, of which around 9,500 are estimated to be overnight visitors to Shepparton. Visitation to the precinct creates demand for food, beverage, accommodation and equine/greyhound services in Shepparton.

There is opportunity for the equine precinct to grow visitation through attracting both more social and non-social events and through developing the entertainment offer on race nights.

5.2. POPULATION

The Greater Shepparton population is expected to increase significantly over the next 20 years, with the population projected to grow from 63,447 in 2014 to 77,675 in 2031, representing around 22% growth over the period.

This has consequences for the opportunities within the investigation area, such as increased demand for residential housing, increased demand for function spaces and accommodation and increased demand for equine related facilities.

TABLE 5 PROJECTED POPULATION – GREATER SHEPPARTON

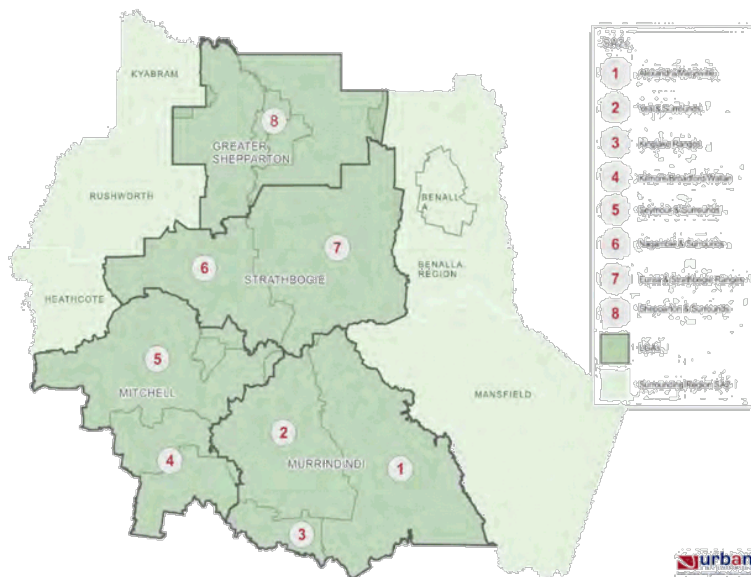
Year	2011	2016	2021	2026	2031
Population	61,744	64,775	68,973	74,189	77,675

5.3. VISITATION TO GREATER SHEPPARTON

Greater Shepparton is part of the Goulburn River Valley Tourism Region. The region includes the municipalities of Greater Shepparton, Strathbogie, Murrindindi and Mitchell, as shown in Figure 9.

Table 6 shows that Greater Shepparton attracts around 1.1 million visitors per annum which equates to 36% of all visitors to the Goulburn River Valley Region.

FIGURE 9 GOULBURN RIVER VALLEY REGION



Source: Goulburn River Valley Tourism, Destination Management Plan 2019

TABLE 6 VISITATION TO GREATER SHEPPARTON 2013

	Overnight Visitors	Daytrip Visitors	Total Visitors
Shepparton & Surrounds	545,795	634,000	1,179,795
Goulburn River Valley Region	1,311,218	1,971,000	3,282,218
	41%	32%	36%

Source: Goulburn River Valley Destination Management Plan

46% of visitors to Greater Shepparton visit for holiday leisure purposes, 17% for visiting friends and relatives and 29% for business. Greater Shepparton has a higher proportion of visitors coming for other reasons when compared to other Goulburn River Valley municipalities. This is largely due to the strong special event market in Greater Shepparton of which the Harness and Greyhound Racing Clubs contribute to.

TABLE 7 REASON FOR VISIT-OVERNIGHT VISITORS

SA2	Holiday or leisure	Visiting friends and relatives	Business	Other
Shepparton & Surrounds	46%	17%	29%	7%

Source: Goulburn River Valley Destination Management Plan, National Visitor Survey

5.4. VISITATION TO PRECINCT

5.4.1. SHEPPARTON HARNESS RACING CLUB

Visitors to the precinct come from far and wide, Figure 10 shows the location origin of Harness Race starters for 2013. This highlights the large catchment for the Harness Racing Track with starters coming from as far north as Newcastle, NSW.

The highest proportion of harness starters originate from the Greater Shepparton area and the outskirts of northern Melbourne. However, there is a high proportion from the Bendigo Loddon region, Ballarat, the Riverina and metropolitan Sydney.

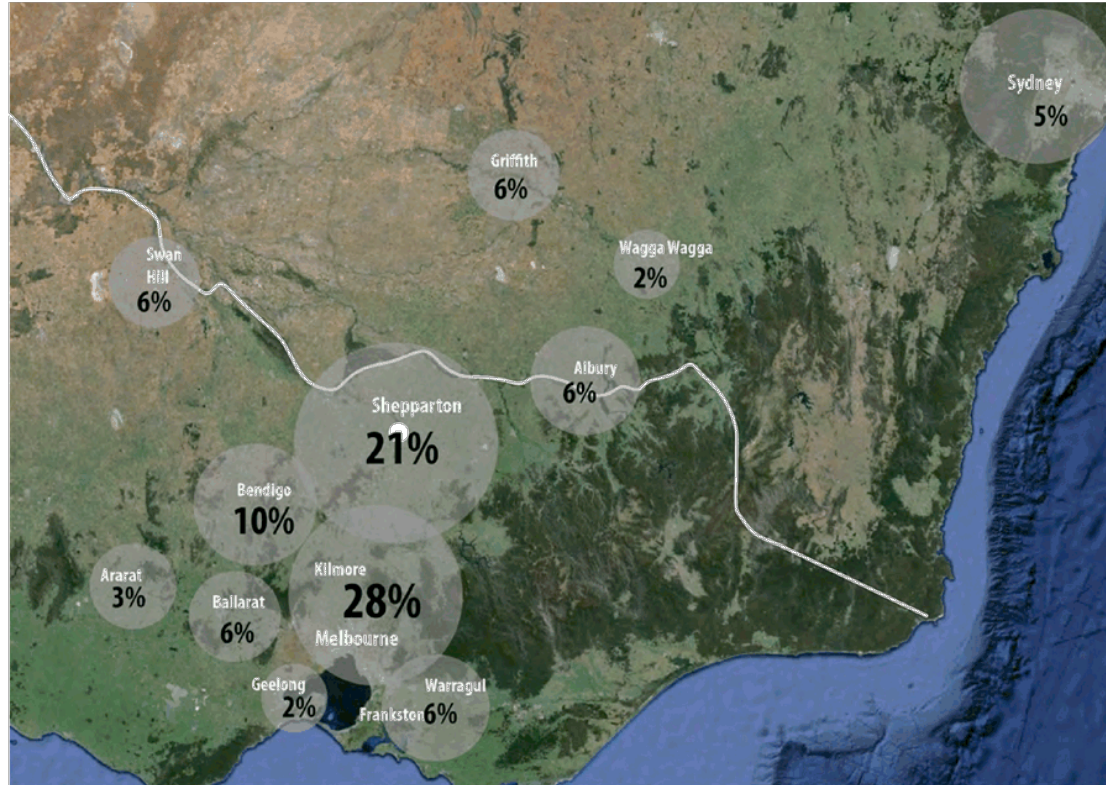
Based on the estimates above the Shepparton Harness Track attracts around 27,240 visitors per annum. Based on data provided by the Shepparton Harness Racing Club and Harness Racing Victoria, around 15% of visitors to the precinct are likely to require overnight accommodation in Shepparton. This means that the precinct is driving demand for around 4,000 overnight visitors to Shepparton.

The number of overnight visitors to Greater Shepparton may be increased through provision of equine specific accommodation, so trainers and owners can stay in proximity to their animals.

TABLE 8 VISITATION ESTIMATES

Category	Assumptions	Visitors
Race meets	40 race meets 10 races per meet 10 horses per meet 2 people per horse 200 additional spectators per meet 400 visitors X 40 meets	16,000
Trial sessions	52 trial sessions 10 trials per session 6 horses per trial 2 people per horse	6,240
Other Events	25 events Venue capacity: AH Rathjen Dining Room 400 Winning Post Complex 250 Average no per event 200	5,000
Total		27,240

FIGURE 10 ORIGIN OF SHEPPARTON HARNESS STARTERS 2013



Source: Origin of Starters - Shepparton, Harness Racing Victoria 2013

5.4.2. SHEPPARTON GREYHOUND RACING CLUB

The Shepparton Greyhound Racing Club hosts 110 race meetings with a total attendance of 27,720 visitors. This equates to around 252 people per meet.

In addition, the Greyhound Racing Club has an excellent dining and function room that can accommodate up to 200 seated guests. The function room attracts around 20 events per year, with an average of 130 people per event.

The Shepparton Greyhound Racing Club attracts around 36,560 visitors per year. Based on the previous assumption that 15% of harness racing visitors require overnight accommodation, the Greyhound Racing Club is estimated to attract 5,484 overnight visitors to Shepparton.

TABLE 9 RACES/EVENTS AND NUMBER OF VISITORS

Category	Assumptions	Visitors
Race meets	110 meetings per year 12 races per meeting 8 greyhounds per race 2 people per greyhound 16 x 12= 192 Plus 60 guests 252 x 110	27,720
Trial Sessions	Approx. 60 greyhound handlers per session 2 sessions per week	6,240
Other Events	20 events 130 average attendance at events	2,600
Total		36,560

5.4.3. PONY CLUB

The Shepparton Pony Club has 60 members and has 12 club rallies per year at the Harness and Greyhound Racing Precinct.

It is estimated that around 80 people are in attendance on rally days. In total it is estimated that the Shepparton Pony Club attracts around 960 visitors annually.

5.4.4. SUMMARY OF VISITORS ATTRACTED TO THE PRECINCT

The Shepparton Harness and Greyhound Racing Precinct currently attracts around 65,000 visitors per annum, of which around 9,500 are estimated to be overnight visitors to Shepparton.

TABLE 10 NUMBER OF VISITORS TO PRECINCT

Facility	Number of Visitors to Precinct	Overnight Visitors to Shepparton
Harness Track	27,240	4,000
Greyhound Track	36,560	5,484
Pony Club	960	0
Total	64,760	9,484

5.5. OPPORTUNITIES TO INCREASE VISITATION TO THE PRECINCT

Without any further expansion on the precinct, there is opportunity to grow the number of visitors to the precinct through growing the events calendar. Key opportunities include:

- **Local social events:** There is additional capacity within the function rooms to cater for more social events. The venues are of good quality and can attract larger social events of up to 400 people.
- **Business and special events:** The large 400 seat capacity AH Rathjen Dining room has great potential to attract large event special events. There are very few facilities in Shepparton and the broader region which can accommodate this number of visitors.
- **Shows and festivals:** The precinct is designed to accommodate a large number of visitors and there is opportunity to grow the number of outdoor events.
- **Special harness and greyhound nights:** Tabcorp Park has grown its attendance through the development of themed race nights. There is opportunity for both the Greyhound and Harness Tracks to explore themed nights.

In addition, there is expected to be natural growth to the precinct based on population growth within the catchment area.

6. CASE STUDIES

6.1. INTRODUCTION

This section highlights selected case studies of harness racing precincts and equine related rural residential/lifestyle farms. These case studies will inform the concepts and future land use options for the Shepparton investigation area.

6.2. KEY FINDINGS

Tabcorp Park is a purpose built sporting and community hub. The development leverages off premier harness racing operations, whilst hosting a number of business and entertainment events and functions.

Tabcorp Park's success can be attributed to a number of factors including a diverse mix of Harness racing operations, entertainment, functions and accommodation. The hub allows its users to experience a number of entertainment avenues.

Brighton and Globe Derby Park contain generous residential allotments varying in size, generally 1-5 hectares. These land allotments are desired due to the proximity to equine related industries and recreation allowing residents to leverage off the regions equine related facilities and operations.

Horse communities in the US are designed for equine recreation and provide a series of horse and nature trails with an abundance of public open space. Allotments are generally 1-3 hectares.

The success of horse communities can be attributed to a number of factors, including social cohesion through the provision of community infrastructure and recreational space such as horse trails, parks and public open space.

6.3. HARNESS, THOROUGHBRED AND GREYHOUND PRECINCTS

6.3.1. DOWLING FOREST PRECINCT, BALLARAT

The Dowling Forest Precinct Incorporates the Ballarat Thoroughbred Racecourse and the surrounding areas. Although the racecourse itself is Crown land, the land surrounding the racecourse was freehold Farming Zone land, which is ideal for horse trainers.

The development of this precinct was supported by local and state government, as well as the horse racing industry. A Dowling Forest Precinct Masterplan was prepared in 2011, which set aside the land surrounding the racecourse for horse trainers and equine enthusiast (hobby farms).

Planning controls were introduced via the Ballarat Planning Scheme which appropriately zoned surrounding land to encourage activities and practices associated with the equine industry which is not fragmented by other uses such as non-equine activities (hobby farms). The purposes of any new controls are very important and should aim:

- To provide certainty and allow for future growth in terms of appropriate uses in close proximity to a major sporting venue;
- To encourage the continued growth of the racing industry at Dowling Forest;
- To improve access to the Dowling Forest Racecourse facilities, which is safe and efficient by means of a suitably located "tunnel" under Midas Road and Kennedy's Road;
- To protect the interface of the racing industry with Miners Rest Township;
- To protect the environmental environs of Burrumbeet Creek;

- To set a minimum subdivision allotment size that satisfactorily addresses the needs of the equine industry whilst ensuring each lot is capable of retention of effluent discharge within the boundaries of the property; and
- To improve the overall traffic management of the precinct having regard to the purpose and use of the precinct.

The report recommended that the land identified within the precinct boundary be rezoned from Farming Zone to Rural Activity Zone or the Special Use Zone.

The Dowling Forest Precinct Masterplan was implemented through a planning scheme amendment and has implemented certain planning controls to ensure the future of the racing precinct and encourage equine related industries in the area.

6.3.2. TABCORP PARK MELTON

Tabcorp Park is located in Melton, 41 km west of Melbourne. Tabcorp Park is a unique sporting and community hub with a range of entertainment facilities operating seven days a week alongside a metropolitan harness racing track. The decision of Harness Racing Victoria to explore options for developing a major harness racing precinct came from the industry's five year strategic plan, developed in 2001. Melton was the ideal region for this development as it boasted the highest proportion of standardbreds in Victoria, identifying strong demand for this type of development in the region. In addition, Melton Shire recorded strong population growth, as well as providing attractive land that was required for a development of this size and scale.

Tabcorp Park is the premier harness racing facility in Victoria. Facilities include a 41 room 4-star hotel, function and conference rooms, bistro, sports bar, TAB and gaming room.

Tabcorp Park hosts harness race meets every Friday night and Thursday afternoon, as well as select Saturday nights and Sunday afternoons. Harness Racing Victoria have built a state-of-the-art 1040 metre track, which is the largest in Victoria. The track promotes fast, fair and competitive racing.

Tabcorp Park is designed to leverage off the Harness racing operations, however it is not the sole entertainment avenue in the precinct. The complex hosts an abundance of events and functions including weddings, parties, business conferencing as well as exhibitions and live music acts.

6.4. RURAL RESIDENTIAL/LIFESTYLE FARMS

The following case studies provide an insight into some rural residential/lifestyle farms throughout Australia. These areas are purpose built for its residents to utilise surrounding equine and equestrian related infrastructure and amenity, as well as having an abundance of open space for horse trails and recreation.

6.4.1. BRIGHTON TASMANIA

Brighton is located 27 km north of Hobart. Brighton racecourse, now known as Brighton Training Centre, is located north of the town centre, on Racecourse Rd and is utilised for training thoroughbred, trotting and pacing industry. The track has undergone some significant changes in the past 30 years, notably the addition of a chip wood track on the outer part of the course.

The land surrounding the training facility, is typically characterised by small lifestyle farms, often containing a house, shed/stables and recreational open space. Some properties have set up show jumping obstacles and other horse friendly apparatus on their land.

The properties in Brighton have the luxury of being in close proximity to the horse training facility and the Pontville Park Equestrian and Recreation Facility, as well as an abundance of open space.

6.4.2. MAHAINS ESTATE - GLOBE DERBY PARK, SOUTH AUSTRALIA

Globe Derby Park Harness Racing Club is located 15 km north of Adelaide CBD and is considered the premier standard harness racing venue in South Australia. Race meetings are held every week on Saturdays and Mondays, as well as Friday nights throughout the winter months.

Similarly to Brighton/Pontville in Tasmania, Globe Derby Park is characterised by an even mix of medium density residential and rural residential/lifestyle farm developments. Globe Derby Park leverages off the harness racing clubs and surrounding equine related centres in the area. Globe Derby Park contains a number of areas that are medium density living, however there is vacant land to the west of Globe Derby Park harness racing track that has been subdivided into eight rural residential allotments and is known as Mahains Estate.

Mahains Estate consist of eight 4,000 square metre allotments that are surrounded by equine related infrastructure, as well as parks and wetlands. This estate is advertised as rural living in a metro area. Located 18 km from Adelaide CBD, it boasts an abundant amount of open space for horse riding, mountain biking and other outdoor adventure activities.

Mahains Estate has a particular focus on taking advantage of the equine amenity in the area. Nearby locations such as Betezy Park (Globe Derby Park Harness Racing Club), Globe Derby Equestrian Centre and Equus Horse and Pony Club and Public Riding Arena make it a prime destination for those seeking an equine lifestyle.

Allotments vary in size but are approximately 4,000 square metres and land prices are between \$180,000 and \$190,000.

6.4.3. HORSE/EQUESTRIAN COMMUNITIES CASE STUDIES

Horse or Equestrian Communities are planned and often gated developments in which residents can live with their horses on site and enjoy the pleasures of casual riding on a series of public horse trail networks. These communities have a number of equestrian related infrastructure and are becoming increasingly popular in rural areas of the United States as a result of a gradual decrease in horse trails and public equine facilities in semi-rural areas.

Horse/equestrian communities are often subdivided into 1-3 hectare allotments, and in addition to providing residents with equestrian related infrastructure, include a number of recreational facilities such as nature trails, picnic/recreation pavilions and parks.

6.4.4. KING OAKS, TEXAS

King Oaks is a horse/equestrian community that comprises a total land area of 380 hectares. This land is subdivided into 500 to 1,200 m² lots. This development was planned for the adventure/equine lover. The development incorporates a number of horse trail networks, as well as picnic/recreation and fishing areas.

6.4.5. SEMINOLE WOODS, FLORIDA

Seminole Woods is a rural/lifestyle farm estate in Florida. Its land area is approximately 650 hectares and is subdivided into 2-3 hectare lots. The estate includes a lake, which can be utilised for water activities such as fishing, kayaking and canoeing, as well as a series of nature and horse trails.

6.4.6. CONCLUSION

Table 11 shows a summary of the five rural residential/equine lifestyle farm case studies. These properties and estates highlight the successful attributes that are implemented for these types of estates to be sought after. These attributes include:

- Allotments need to be subdivided into a minimum of 3-4 hectares to provide sufficient land to incorporate stables/kennels, water storage, septic units and a small horse yard;
- Are in close proximity to equine related infrastructure such as training facilities, trails, veterinary clinics and stockfeed;
- Provision of nature and horse trail networks, as well as a sufficient amount of public open space; and
- Create a network of rural residential/lifestyle farms that are of similar function in order to increase the number of residents leveraging off equine facilities in the area and maximise their use. Locate residential development in locations appropriate to its intended use.

TABLE 11 SUMMARY OF RURAL RESIDENTIAL/EQUINE LIFESTYLE FARM CASE STUDIES

Location	Description	Lot Size	Equine/Community Facilities
Dowling Forest, Ballarat	Horse trainer, equine enthusiast, hobby farm precinct surrounding the Ballarat Racecourse. Leverages off the racing precinct operations to give rise to a state of the art horse training precinct.	Allotment size varies. Some areas have a minimum 4 ha lot size; other areas have a 10 ha minimum lot size. Zones vary between Farming Zone (schedule 1 & 2), Rural Residential and Special Use Zone.	Rural residential allotments incorporate day yards and stables Horse training facilities Ballarat Thoroughbred Racecourse Veterinary Recreation areas Horse related areas
Brighton, Tasmania	Rural residential/lifestyle farms situated around Brighton Training Centre	Vary significantly per lot. Range from approximately 1-10 hectares	Brighton Training Track Pontville Park Equestrian and Recreation Centre
Globe Derby Park, South Australia	Rural residential lots surrounding Betezy Park (Globe Derby Harness Racing Club) in South Australia. Mahains Estate is an estate purpose built to leverage off equine facilities in the area	A mix between medium density and rural residential. Existing lots range from 1-5 hectares. Mahains Estate has been subdivided into 4 hectare lots	Betezy Park (Globe Derby Harness Racing Club) Globe Derby Equestrian Centre Equus Horse and Pony Club and Public Riding Arena
King Oaks, Texas	Horse community located in Texas, USA. King Oaks is a gated community that is a total of 380 hectares	Residential lots range from 500-1,200 m ²	Horse and Nature Trail Network throughout the estate Recreational Lake for water Activities such as fishing, swimming, kayaking and canoeing. Picnic and recreation areas
Seminole Woods, Florida	Horse community situated in Florida, USA. The estate is approximately 650 hectares	Lot Sizes vary between 2 and 3 hectares.	Series of public horse and nature trails Recreational lake utilised for water activities such as fishing, swimming, kayaking and canoeing

7. PHYSICAL CONSIDERATIONS

7.1. INTRODUCTION

An analysis of the physical issues that were identified from the consultation workshops with stakeholders such as Shepparton Harness and Greyhound Racing Clubs, Shepparton equine clubs, referral authorities such as Vic Roads, Goulburn Valley Water, Goulburn Murray Water, Goulburn River Valley Tourism, as well as various landowners who are situated within or adjoining the investigation area informed the preparation of the masterplan detailed in Section 9.

The physical considerations for the precinct have been recently updated to reflect new studies into the flood impact and noise considerations for the investigation area.

Specialist independent consultants, Water Technology, were engaged to investigate the flooding potential of the investigation area. This included the preparation of flood mapping for the precinct, conducted in May 2016.

An acoustics report was also prepared by specialist independent consultant Watson Moss Growcott in May 2016, which considers the noise emissions from the Greyhound and Harness activities to proposed future residential areas.

These updated physical constraints are reflected in the spatial issues map on page 54.

7.2. KEY FINDINGS

The key physical issues to be considered when preparing the masterplan for the investigation area include:

- Preference for one entry point to the racing precinct from the Goulburn Valley Highway. A service road may be implemented to provide access to properties.
- A portion of land on the corner of the Goulburn Valley Highway and River Road would need to be acquired to provide for future long term road changes, subject to Vic Roads investigations.
- An improvement to traffic management at all intersections surrounding the investigation area will be required with future development of the investigation area.
- Large sections of the investigation area are subject to flooding and development in these areas is restricted.
- An APA gas pipeline travels through the investigation area from east to west and development setbacks are in place.
- It is Goulburn Valley Water's preference that standard lot residential development in the area be minimised due to the investigation area's proximity from Shepparton's treatment plant.
- There is potential for the racing precinct to improve promotional and way finding signage.
- The existing GMW backbone channel running through the site was an important hydraulic control and changes to crest levels are likely to have a negative impact on properties downstream of the channel.

7.3. INVESTIGATION AREA

7.3.1. ROADS

ENTRY POINT

The Goulburn Valley Highway is to have one entry point which will service the racing precinct as well as the potential commercial tenancies as discussed with Vic Roads. Currently the sole entrance to the Goulburn Valley Racing Precinct is located on Goulburn Valley Highway. During a race meeting for either the Harness or Greyhound Clubs, congestion becomes an issue on the Goulburn Valley Highway when vehicles are performing a right hand turn into the precinct. The traffic banks up and vehicles are forced to enter the emergency lane. This issue could be addressed by extending the turning lane into the precinct.

SWEEPING BEND

A potential long term requirement is to input a sweeping bend on the corner of Goulburn Valley Highway and River Road to improve the intersection and cater for increased traffic conditions. The sweeping bend would encroach on the North West corner of the precinct; therefore land would need to be acquired for this. Future traffic management arrangements at the corner of Goulburn Valley Highway and River Road are subject to further Vic Roads investigations.

ACCESS POINTS

There is a need to minimise access points to the precinct on River Rd, as it is a highly used thoroughfare that absorbs high vehicle numbers travelling east to west. Main access points to the precinct should be focused toward Archer Rd.

TRAFFIC

There will be a need to assess traffic conditions at the four intersection points around the perimeter of the precinct with further growth in use. Pending the outcome of analysis, there will be a requirement to treat each of the intersection points of the precinct.

7.3.2. ENVIRONMENT

NATURAL VEGETATION

There would be an opportunity to maintain stands of trees throughout the precinct where present, notably on the banks of Seven Creeks.

There is also the potential to use vegetation buffers where required. These could act as barriers which would break up areas within the precinct as well as combatting unfavourable exposures such as noise, light and smells from the racing precinct.

SEVEN CREEKS

A 60 metre setback is required for development adjoining/surrounding Seven Creeks. There is potential to utilise the Seven Creeks buffer area for recreation purposes such as an equine cross country course or other equine friendly uses.

FLOODING

The initial masterplan concepts for the investigation area were prepared on the basis of existing flood overlays and flood zones, incorporated into the Greater Shepparton Planning Scheme. However, this information has been superseded by more recent flood mapping investigations, which further constrain the development potential of the investigation precinct.

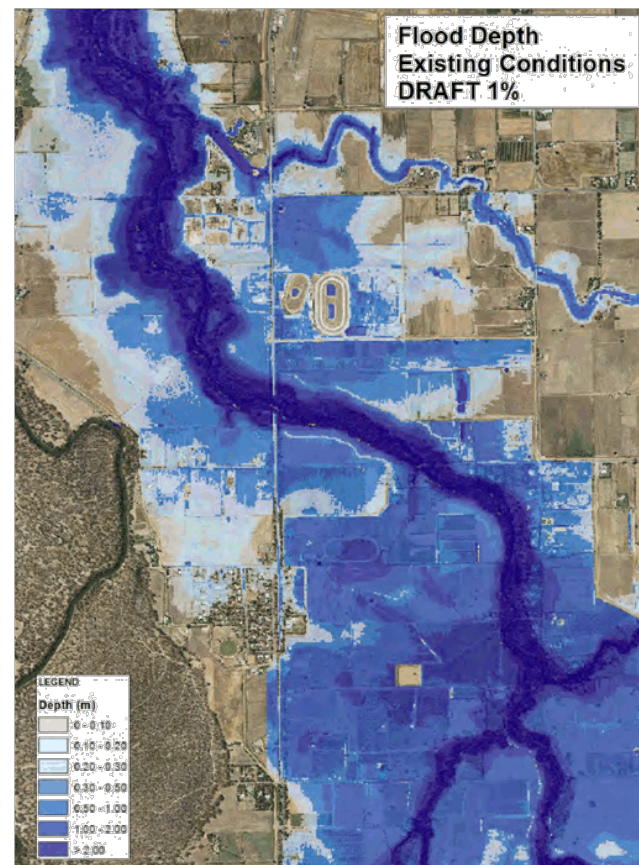
Flood mapping has been prepared for the investigation area and the surrounding land areas by specialist consultants Water Technology in May 2016. The flood mapping identifies significant flood impacts on particular sections of the investigation area as a result of the nearby Seven Creeks.

Figure 11 shows the flood impacts of a 1 in 100-year flood event. The mapping shows a large proportion of the investigation area, notably in the south west corner and western and southern boundaries significantly affected by potentially high flood levels.

The flood mapping will adversely impact the potential for development in the precinct due to the restriction on development in flood prone areas. To maximise developable land, there is an opportunity to provide flood mitigation infrastructure within the investigation area. Cut and fill areas would be required to facilitate development. There is opportunity to use overland flood areas for open space/recreation trails/horse tracks.

The findings from the recent flood mapping are reflected in the masterplan detailed in Section 9.

FIGURE 11 FLOOD MAPPING – INVESTIGATION AREA 1



Source: Water Technology, May 2016

7.3.3. SERVICING

RETICULATED WATER AND SEWERAGE

Reticulated water stops at River Road and is pumped into the Harness Racing Club. The same conditions apply for the sewerage line.

The water mains are most likely to continue further down the Goulburn Valley Highway with the subsequent residential development potentially occurring opposite the Shepparton racing precinct.

Capacity constraints exist in relation to the water mains and sewerage drains into this part of Shepparton. Significant medium density, standard lot development will require significant infrastructure upgrades. These infrastructure upgrade costs would fall on the developer.

If the precinct was to take the direction of rural residential/lifestyle farms, lots would need to be large enough to be able to self-contain water. If this can be achieved there may not be a requirement to extend reticulated water. However, allotments can be provided with raw irrigation water, notably from the channel.

Approximately 1,000 sqm is required for septic disposal. This requirement needs to be considered when determining lot sizes, as they would need to be large enough to allow sufficient area for sewerage treatment on site.

APA GAS PIPELINE

A gas pipeline runs through the investigation area from east to west, directly south of the Harness and Greyhound racing precinct and should be noted for restrictions on future potential development.

APA has noted that development is not permitted along the gas pipeline and there must be a buffer of 15 metres to the north and 5 metres south of the pipeline. Development along the pipeline must comply with these requirements.

CAPACITY

The investigation area is at the extremity of servicing due to its distance from the Shepparton sewerage treatment plant. The treatment plant is in North Shepparton, putting a strain on its capacity to service the investigation area.

7.3.4. WATER CHANNEL

A Goulburn Murray Water (GMW) channel runs from east to west through the precinct directly south of the racing precinct, and also runs from north to south on the western edge of the precinct.

The channel running east-west through the centre of the site plays an important hydraulic control under existing conditions. The channel restricts the amount of water travelling north from Seven Creeks across the north of the Investigation Area. The channel is not scheduled for decommissioning in the near future. Development within the Investigation Area would be required to accommodate the existing channel and ensuring the current crest levels are not reduced.

The channel's water supply gets cut off from May 15th to August 15th every year for servicing and maintenance. Water storage would need to be present within each residential allotment in order to access water supply during these months.

Preliminary investigations into raising the channel crest level and formalising it into a flood protection levee were undertaken. Discussions with Greater Shepparton City Council and Goulburn Broken CMA suggested that under the current planning environment, levees were not encouraged as a way to develop greenfield areas and are often only used as a way to protect legacy development in flood prone areas.

If constructing near the water channel, a 30m setback is required for development.

7.4. GREYHOUND AND EQUINE PRECINCT FACILITIES

7.4.1. EVENT FACILITIES

The Shepparton Harness Racing Club and the Shepparton Greyhound Racing Club both have good quality, large capacity function facilities. Function facilities are used for social and corporate events such as weddings and parties, as well as greyhound and harness purposes. There is a potential and capacity to expand the use of their facilities for an array of events. The Harness Racing Club and Greyhound Racing Club could stage multiple events at the one time and potentially brand/promote the two clubs together. I.e. the Shepparton Racing Precinct.

The Shepparton Harness Racing Club could use their stabling complex (big shed) to hold events/exhibitions/trade shows due to its size and capacity.

7.4.2. PRECINCT AMENITY

There is potential for commercial amenity on the western face of the precinct, along the Goulburn Valley Highway. There is untapped space either side of the Greyhound Racing Club and car park that could be leased for commercial tenancy.

There is also a need to increase signage and car parking capacity. The signage on the Goulburn Valley Highway is non-existent and the sign at the entrance to the precinct is small and confusing. Once you enter into the precinct, the layout is confusing and signage needs to be introduced to direct patrons.

Car parking is adequate for the majority of the race meetings for both racing clubs, however on the occasion that two club race meetings overlap, the car parking facilities cannot cope with the additional number of vehicles, and therefore spills over into the grassed areas. The car parking is a shared facility between the two clubs, and creates conflict at times. An opportunity exists to extend the car parking further.

7.4.3. RACING CLUB FACILITIES

The Shepparton Harness Racing Club expressed interest in developing a straight line track for training purposes, ideally located to south of the precinct.

The unused land on the western face of the precinct, along the Goulburn Valley Highway has the potential to provide equine and greyhound friendly accommodation. This accommodation would require stables and kennels for owners and trainers to safely lock up their animals, as well as ample power outlets.

7.4.4. TRAINING TRACK AND FACILITIES

A use conflict exists between the Shepparton Pony Club and Shepparton Harness Racing Club. There is a lack of adequate space to accommodate the Pony Club on site (I.e. There is no cross country course and there are also scheduling conflicts).

7.4.5. PUBLIC ADDRESS SYSTEM/NOISE POLLUTION

Specialist consultants Watson Moss Growcott Acoustics prepared an assessment of the noise emissions to proposed future residential areas for the investigation area, in May 2016. The acoustic report is provided in Appendix B. An assessment of the noise impacts from the public address (PA) system used at the harness racing facility was conducted to determine the potential noise impacts for the precinct. The noise impacts from the PA system are reflected in Figure 12 on page 54.

The harness and greyhound racing precinct occupies land zoned SU24. The definition of SU24 includes the following in relation to use of the land:

Amenity of the neighbourhood

A use must not detrimentally affect the amenity of the neighbourhood, including through the emission of noise:

- *Noise emission levels must not exceed the following levels:*
 - *Public address Systems 55dB(A) Leq.*
 - *Music or Concerts 65dB(A) Leq measured outside any residential property.*

Indications are that the facility complies with this requirement for the public address system at present as it only applies at noise sensitive premises, that is, residential dwellings, of which there are few in the investigation area.

Given that PA levels within the harness racing facility were observed to be higher than required for effective communication, this provides scope to reduce the output of loudspeakers to reduce noise emission beyond the racing precinct boundaries, while maintaining effective communication locally at the harness track and immediate vicinity.

Contact has been made with the company responsible for the PA system at the racing precinct and modifications to the PA system developed, which will reduce off-site noise emission, maintain adequate communication at the facility and reduce power consumption.

The PA system modifications proposed, which have been accepted by the racing club, are:

- Turned the two long throw speakers that point west down by about 15dB as they did not need to emit such a high level and are on a separate circuit to the rest of the speakers.
- Replace the three long throw speakers facing east and south east with short throw speakers, probably angled down a bit more. These are also expected to reduce sound power output by at least 15dB(A).
- Add a switch so that the 6 loudspeakers in the north-south grandstand along the finish straight do not operate for all except one event per year, which is the only time they are required.

It has been concluded that, with the existing PA system at the harness racing facility, there is potential for adverse noise impacts at locations within the investigation area being considered for residential development under some weather conditions.

Modifications to the harness racing facility PA system have been identified, which would reduce noise emission beyond the racing precinct to a level consistent with residential occupation, while maintaining effective communication at the harness racing track and immediate vicinity.

The Harness and Greyhound racing PA system creates partial noise pollution during race meetings. Key recommendations for the public address system at the Harness and Greyhound Racing tracks include:

- <45 dB(A) L_{eq} during use of PA system: Rural Living or Low Density Residential;
- 45 dB(A) to 55dB(A) L_{eq} during use of PA: Equine Related Rural Living; and
- >55 dB(A) L_{eq} during use of PA: Non-Sensitive land uses.

The noise modelling results together with overall consideration of noise emission from the racing precinct imply that the proposed modifications to the PA system at the harness racing facility are the only noise control measures required in order for the residential development under consideration for the investigation area to proceed without adverse noise impacts at the future residential premises.

In order to align expectations with reality, there would be benefit in including a notice on titles to the effect that Rural Equine Living land will be subject to audible noise emission from the racing precinct at times.

The acoustics report for the investigation area is provided in Appendix B. The physical issues map provided on the following page provides consideration of the PA system noise impacts.

The masterplan detailed in Section 9 reflects the restriction on development due to noise pollution from the racing precinct.

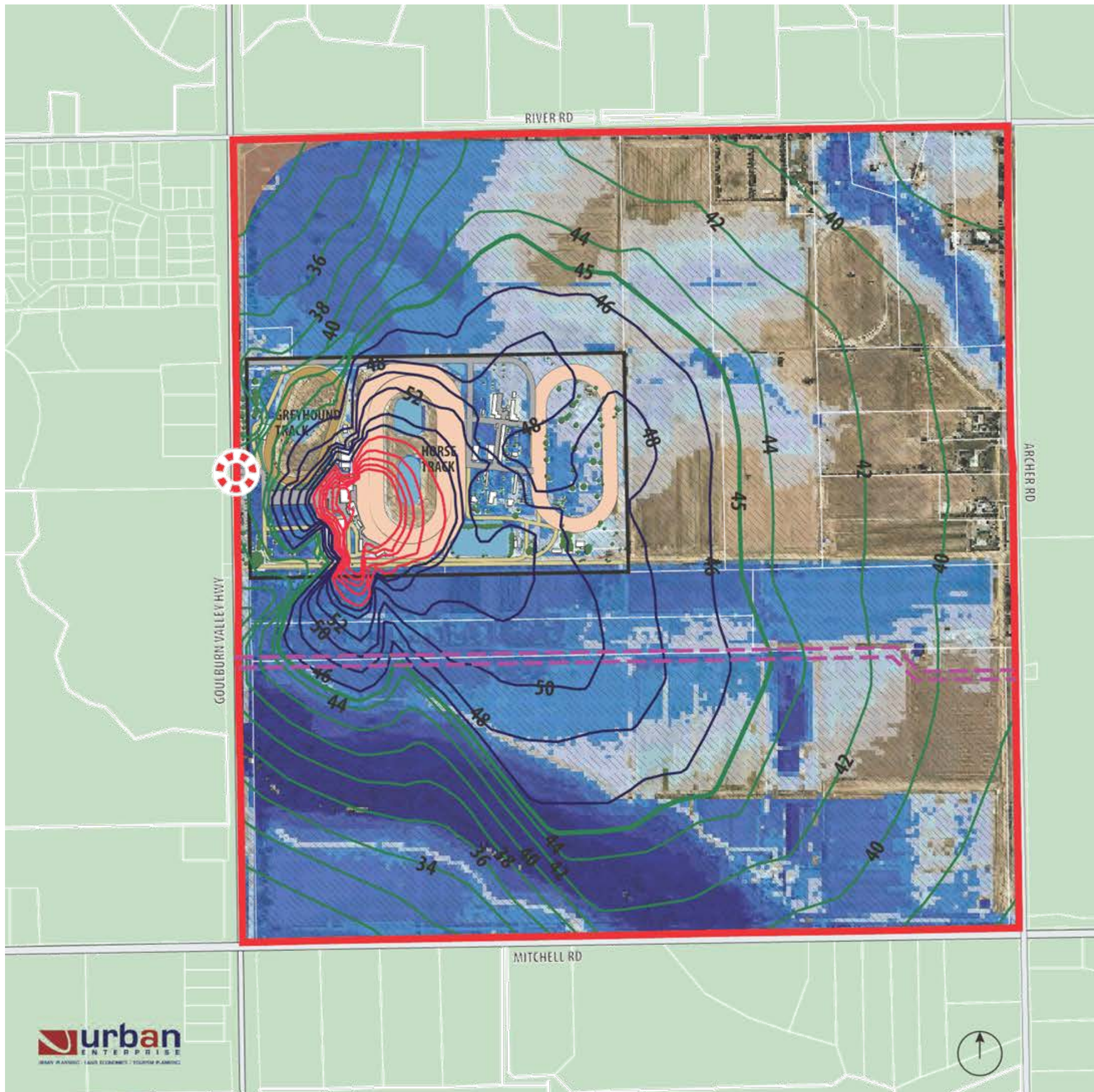





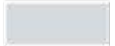
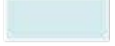









FIGURE 12 INVESTIGATION AREA PHYSICAL ISSUES MAP

-  INVESTIGATION AREA
 -  HARNESS/GREYHOUND RACING
 -  VICROADS PREFERENCE FOR ONE ENTRY POINT ALONG GOULBURN VALLEY HWY IN LONG TERM
 -  LONG TERM REQUIREMENT FOR LAND TO BE ACQUIRED BY VICROADS FOR TRUCK ROUTE, INCLUDING CHANGE TO GOULBURN VALLEY HWY/RIVER RD INTERSECTION
 -  NO ACCESS TO RETICULATED WATER AND SEWER, POTENTIAL ACCESS TO RAW WATER
- AREA SUBJECT TO FLOODING TO THE FOLLOWING DEPTHS:
-  0 - 0.10
 -  0.10 - 0.20
 -  0.20 - 0.30
 -  0.30 - 0.50
 -  0.50 - 1.00
 -  1.00 - 2.00
 -  > 2.00
-  ACOUSTIC ASSESSMENT - PA SYSTEM dB (A) - WESTERLY BREEZE, 10kph MODIFIED LOUDSPEAKERS
 -  APA HIGH PRESSURE GAS PIPELINE EASEMENT

8. FUTURE LAND USE ASSESSMENT AND RECOMMENDATIONS

8.1. INTRODUCTION

This section considers future land use opportunities that may be considered within the investigation area based on market information, consultation, workshops, planning policy and strategy, as well as the physical constraints and opportunities. Land use options considered include:

- Standard lot residential;
- Low density residential;
- Rural living (equine);
- Equine recreation;
- Commercial and tourism uses (visitor accommodation & small tourism uses);
- Village centre; and
- Equine/greyhound services.

Recommendations on land uses are based on a market assessment.

8.2. KEY FINDINGS

The future land use opportunities of the investigation area include residential (low density and rural living), equine recreation, commercial, tourism and equine/greyhound services.

There is strategic support for low density residential uses in the precinct, however it will be important that these do not adversely impact the existing Harness and Greyhound Racing Precinct. If this were themed for equine purposes, it would build on the synergies with the current Greyhound and Harness Racing functions in the precinct.

Strengthening the equine role of the precinct through land provided for equine recreational uses and commercial equine uses will provide greater market demand for equine themed low density residential uses. This will also assist in growing the precinct as the home of the equine industry.

There is market support for visitor accommodation within the investigation area, notably to leverage off visitation to the racing precinct and equine recreation uses.

The precinct is best developed with a mix of the above uses in mind as they can complement each other. The key for the investigation area is to bring all of these uses together in a spatial way that complements the existing function of the area.

8.3. RESIDENTIAL LAND

This section provides an overview of the residential housing market in Greater Shepparton. In particular, the current and future provision of residential land according to key council documents and demand through population projections.

The Greater Shepparton Housing Strategy 2011 identifies a number of growth opportunities for residential land to the north, south and east of Shepparton. The Housing Strategy allows for adequate land stocks for conventional and medium lot density (Residential 1 Zone) and Low Density Residential within the growth area of Shepparton to be delivered to 2031.

8.3.1. GROWTH CONTEXT

The Greater Shepparton population is expected to increase significantly over the next 20 years, with the population projected to grow from 63,447 in 2014 to 77,675 in 2031. This represents approximately 22% of growth over that period.

This has consequences for the opportunities within the investigation area such as increased demand for residential housing, increased demand for function spaces and accommodation and increased demand for equine related facilities.

The number of occupied private dwellings in Greater Shepparton are projected to steadily increase from 2011 to 2031. An estimated 7,700 additional occupied private dwellings are projected in Greater Shepparton.

TABLE 12 PROJECTED POPULATION – GREATER SHEPPARTON

Year	2011	2016	2021	2026	2031
Population	61,744	64,775	68,973	74,189	77,675

Victoria In Future, Population Projections

TABLE 13 PROJECTED DWELLINGS - GREATER SHEPPARTON

Year	2011	2016	2021	2026	2031
Number of Occupied Private Dwellings	24,256	25,711	27,788	29,898	31,985

Victoria In Future, Dwelling Projections

8.3.2. STANDARD LOT RESIDENTIAL

The Greater Shepparton Housing Strategy (GSHS), 2011, shows that there was a total of approximately 5,000 ha of zoned residential land in Shepparton which consists of:

- 2,400 ha of GRZ and NRZ;
- 775 ha of LDRZ;
- 775 ha of TZ; and
- 1,000 ha of RLZ.

Of the total zoned residential land, it is estimated that a total of 605 ha was available for future residential development in greenfield locations. This land consists of large, contiguous tracts of undeveloped land which is currently zoned for residential development and includes 476 ha of GRZ land and 41 ha of combined LDRZ and TZ land.

The residential development targets in the Housing Strategy seek to provide for a variety of choice in terms of location and type of living setting while also contributing to appropriate growth management and enhancing the viability of Greater Shepparton's small towns.

The residential development targets have been informed by:

- The type, amount and proportion of existing residential zones;
- The existing average lot sizes in each residential zone type;
- A qualitative assessment of dwelling demand and housing market conditions;

- An understanding of sustainable development and the need to conserve land and energy; and
- The need to achieve the strategic directions and objectives of the GSHS.

The residential targets in the Greater Shepparton Housing Strategy identify the proportion of dwellings that should be achieved in each zone type and the likely average lot size for residential development within each zone. Targets have been set for both infill developments in established areas and Greenfield development in new areas.

The residential development targets for the GSHS are as follows:

- Infill Development - accommodate at least 10 percent of the 9,100 dwellings (910 dwellings) in existing areas through infill and redevelopment at higher densities. New dwelling construction in these areas is highly encouraged by the GSHS and this target should be exceeded where possible.
- Greenfield Development -accommodate the remaining 8,190 dwellings in greenfield locations with:
 - 60% as conventional living (GRZ);
 - 20% as medium density housing (GRZ);
 - 15% as low density living (LDRZ and TZ); and
 - 5% as rural living (RLZ).

From a demand and supply perspective, there are adequate land reserves to accommodate conventional residential growth in the south of Shepparton with a number of areas already prioritised for conventional residential development to accommodate in advance of 15 years supply. Therefore, there is no requirement for the investigation area to deliver additional medium/conventional density residential land to meet demand.

8.3.3. LOW DENSITY RESIDENTIAL AND RURAL LIVING RESIDENTIAL ALLOTMENTS

The Greater Shepparton Housing Strategy also considers low density residential uses:

“Low Density Residential and Rural Living development has been limited in Greater Shepparton in recent times. There is anecdotal evidence that the current minimum lot size of 8ha within the Rural Living Zone (RLZ) is inhibiting further development. Other explanations include the reluctance of landholders to subdivide land where there is a perception that there could be further development and rezoning opportunities for higher densities”.

And;

“There is some potential for rural living and low density within the current growth boundaries of Shepparton, Mooroopna and Kialla, however the location of these developments should not inhibit the future growth of the urban area and encourage land banking or leapfrogging. One example is the Kialla Paceway precinct that will require careful planning to minimise land use conflicts between this facility and future residents”.

The housing strategy above acknowledges the potential conflict of use between the Goulburn Valley Harness and Greyhound Racing Precinct (Kialla Paceway). Based on this and also the current restrictions on servicing the precinct, some form of rural living uses would be well suited to the precinct as:

- It will allow for a buffer from the Goulburn Valley Harness and Greyhound activities;
- It may provide opportunities for equine and greyhound enthusiasts such as trainers to locate next to the facility; and
- It will provide for a diversity of uses to the south of Shepparton in line with the recommendations of the Shepparton Housing Strategy.

Discussions with horse owners from recreation equine clubs and trainers highlighted the need for allotments to be a minimum of 5000 sqm and up to 2.5 hectares to accommodate stabling and a small yard for horses. Case studies such as the Dowling Forrest Precinct Masterplan in Ballarat show that equine allotments between 4 and 10 hectares are ideal, with a minimum of 2 hectares to allow

animal keeping infrastructure on the premises. There must also be sufficient land for essential infrastructure such as septic and water storage. Sites of this size would also be required for effective wastewater treatment.

Review of the panel report provided for the implementation of the Greater Shepparton Housing Strategy (Amendment C93) determines average and minimum lot sizes for the Low Density Residential Zone (LDRZ) and the Rural Living Zone (RLZ). Average lot sizes provided for Low Density Residential Zone is 2,000 – 8,000 sqm and Rural Living Zone incorporates a lot size of 2 – 8 hectares.

For highest and best use, as well as allowing for potential horses on site with stables and day yards, the Rural Living Zone within the investigation area would be best suited to lot sizes of 1 – 2.5 hectares. For Low Density Residential Zone, optimal lot sizes will range from approximately 2,000 – 4,000 sqm. Consultation with local agents highlights that there is strong demand for rural lifestyle and low density residential allotments in close proximity to Shepparton CBD and suggest that Kialla, and in particular the investigation area would be an ideal location. Agents suggest that the lot sizes mentioned above are fitting, as anything less would be competing with residential estates such as Kialla Lakes and Seven Creeks Estate.

The Greater Shepparton Housing Strategy highlights the lack of diversity in the housing stock in Greater Shepparton. The investigation area may provide an opportunity to diversify the housing stock and provide greater choice for larger low density allotments and equine rural living allotments. These allotments would be suitable for trainers to locate in close proximity to the paceway and equine recreational uses to locate in a horse friendly estate.

8.4. RECREATIONAL EQUINE GROUPS

Two recreational equine clubs have expressed interest in relocating to the area south of the Kialla Paceway within the investigation area. The two clubs in support of co-locating are the Shepparton Pony Club and Goulburn Valley Equestrian Club.

Both clubs have a strong existing membership base, with Goulburn Valley Equestrian Club experiencing growth in recent years and expecting growth in the future.

The Shepparton Pony Club's land and infrastructure requirements are as follows:

- 50 acres for a cross country course;
- 8 arenas approximately 60 x 80 metres;
- 200 car parking spaces with floats, clubrooms; and
- 55 day yards approximately 10 square metres each.

Goulburn Valley Equestrian Club's land and infrastructure requirements are as follows:

- 3 all-weather surface arenas (approximately 80 x 40 metres each) including external power outlets, PA system and lighting; and
- Sufficient provision of car and float parking, clubrooms with toilets/showers.

The total land requirements for both clubs is approximately 30 hectares.

With both clubs expecting growth in membership in the near future, an opportunity exists to create a regionally significant recreational equine precinct. This would not only benefit the Greater Shepparton community, but also grow tourism through the provision of equine and other tourism events. There is no existing equine cross country course in Shepparton and very few in Victoria. The delivery of a high quality recreation equine precinct would provide significant opportunity to grow outdoor equine events in the region.

8.5. COMMERCIAL AND TOURISM USES

There is opportunity for the precinct to consider commercial and tourism uses that may leverage from the Harness and Greyhound Racing activities. In particular, commercial uses may leverage from exposure along the Goulburn Valley Highway to passing trade. Specific commercial uses that may be suited to the precinct are highlighted below.

8.5.1. VISITOR ACCOMMODATION

The Harness and Greyhound events have a combined total of around 150 race meets per year with visitation to the precinct at around 65,000 per annum, which deliver around 10,000 overnight visitors to the precinct. Discussions with the racing clubs suggests that there is potential for this to increase and that the Goulburn Valley Racing Precinct could become one of the premier Harness and Greyhound precincts in Victoria. Race meetings hosted in Shepparton attract visitors from across Victoria and Interstate. The precinct also accommodates an expanding number of events including special interest events such as automotive and trade shows, large family events and sporting events. A range of accommodation segments may be considered in the investigation area which appeal to different market need, including:

- Self-contained accommodation (farm stay/nature based tourism);
- Caravan park with potential equine holding infrastructure;
- 4-star motel/hotel accommodation; and
- B&B's.

In addition, allowing for equine recreational uses in the investigation area will create additional demand for overnight accommodation, particularly if cross country and pony club events are held in the area. This will provide additional demand for group accommodation and camping sites.

If the Shepparton Pony Club and Goulburn Valley Equestrian Club co-locate to the area south of the Kialla Paceway, it will generate an abundance of events within the investigation area. Assuming the

two recreation clubs host a combined 30 events annually, and attract an additional 200 visitors from outside the region including competitors and their friends and family per event the precinct has the potential to attract 6,000 visitors to the precinct, of which many will require overnight accommodation due to the duration of events.

The Kialla Paceway attracts an estimated 64,760 visitors, with approximately 9,484 overnight visitors. The equine recreation clubs in the precinct are likely to increase this to approximately 15,000 overnight visitors due to their events schedule.

There is scope for the accommodation type and capacity to increase over time as the investigation area develops, attributed to the growth in operations of the Kialla Paceway and Recreational Equine Groups.

There is an opportunity to provide a mid and budget market accommodation establishment in close proximity to Kialla Paceway that directly services the users of the Paceway, as well as recreational equine group users. For example, a caravan park which incorporates infrastructure to accommodate horses.

Refer to Appendix A for a more detailed accommodation assessment.

8.5.2. EQUINE/GREYHOUND SERVICES

There may be opportunity to explore equine and greyhound related services in the precinct such as stockfeed, farriers, saddlery and equipment. This will be largely left to market demand, however there are clearly synergies between these uses and the market for the precinct.

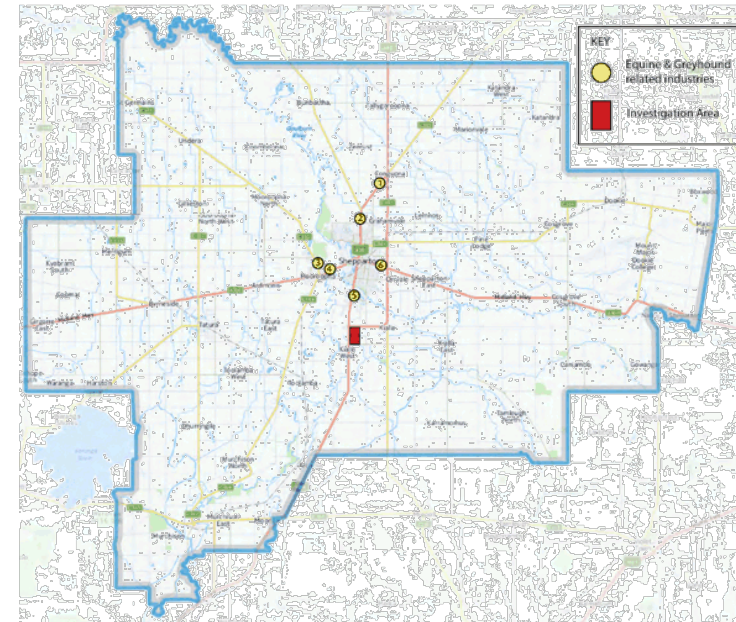
Table 14 and Figure 13 show the numerous veterinaries and stock feed establishments in Greater Shepparton.

The proposed commercial space in the alternative concepts considered presents an opportunity to add to the Harness and Greyhound racing precincts operations. A veterinary and/or wholesale stock feed and supplies establishment would add to the equine/greyhound hub already present in the area.

TABLE 14 EQUINE AND GREYHOUND RELATED INDUSTRIES: GREATER SHEPPARTON

	Name	Address	Services
1	Goulburn Valley Equine Hospital	905 Goulburn Valley Hwy, Congupna	Lameness, radiography, arthroscopy, scintigraphy, fracture repair, respiratory repair, reproduction & surgical services
2	Shepparton Veterinary Clinic	2 Wanganui Rd, Shepparton	Pet care, healthcare, surgical and wellbeing services
3	Mooroopna Veterinary Clinic	71 Echuca Rd, Mooroopna	Dogs, Cats, Birds, Poultry and exotic pets. Breeders/Greyhound services, grooming, consultation, surgeries, vaccination & micro chipping
4	The Causeway Veterinary Clinic	10 McLennan St, Mooroopna	Healthcare, surgical and well-being services.
5	Kialla Veterinary Clinic	7966 Goulburn Valley Hwy, Kialla	Pet care, healthcare, surgical and wellbeing services
6	PETStock Shepparton	210 Benalla Rd, Shepparton	Domestic pet food, supplies and equipment. Caters for dogs, cats, fish, reptiles, horses and chickens.
7	Tatura Veterinary Clinic	29 Ross St, Tatura	Equine & Livestock services

FIGURE 13 EQUINE AND GREYHOUND RELATED INDUSTRIES: GREATER SHEPPARTON



8.5.3. RETAIL

SHOPPING PRECINCTS

Riverside Plaza is located approximately 4.5 km from the investigation area and is the closest shopping precinct to the investigation area and thus services the residents of Kialla, including new medium density residential developments (Kialla Lakes, Kialla Green and Seven Creeks Estate).

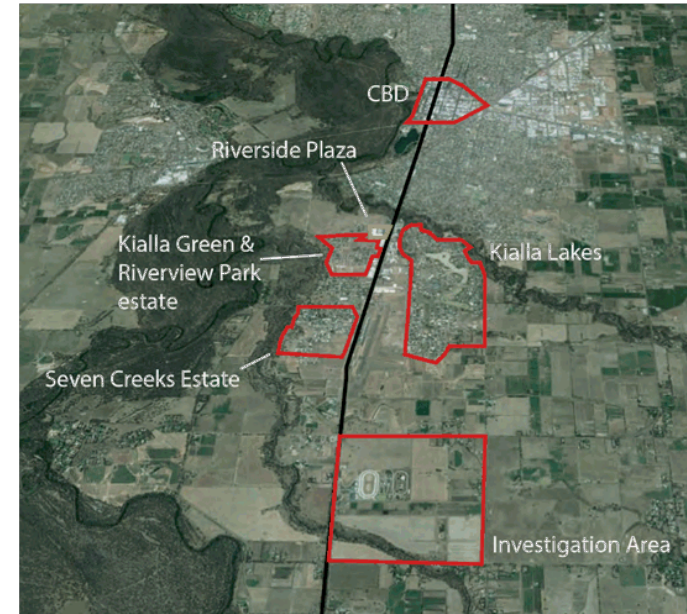
Riverside Plaza includes a Coles supermarket, larger format retail (Target), a medical centre, dentistry and speciality retail shops such as a butcher, bakery and casual dining.

Riverside Plaza more than satisfies the current demand from residents of Kialla and provides a good mix of amenity. If residential development continues to the south of Kialla, there will be a need for retail space.

Figure 14 shows the numerous medium density residential developments in Kialla. Kialla Green, Riverview Park Estate, Seven Creeks Estate and Kialla Lakes Estate are being delivered in stages and are experiencing strong take up rates.

Due to the lack of water and sewerage infrastructure to the south of the investigation area, residential development is likely to continue north of the investigation area, as well as through the northern growth corridor. As a result, Riverside Plaza is more than serviceable for the current provision of residents in the area. Thus the proposed commercial space reserved in the investigation area will best suit a service provider that leverages from the operations of the Harness and Greyhound racing clubs.

FIGURE 14 RESIDENTIAL DEVELOPMENT IN KIALLA



Base Map Source: Google Earth

DEMAND FOR RETAIL

Given the proximity of the precinct to Riverside Plaza, there will be no requirement for higher order retail within the precinct. Preliminary outcomes from the Greater Shepparton Commercial Land Use Study 2014/15 highlight that retail in the investigation area would not be suitable given the distance and isolation of the area from the existing retail core.

Some allowance may be made within the investigation area for retail that services the local catchment only such as a general store or food and beverage outlet. This could be included within a village centre concept within the precinct and have dual role of servicing visitors to the precinct and residents within the investigation area.

8.6. ESTIMATED SUMMARY OF POTENTIAL LAND USES

Table 15 summarises the potential land requirements needed to satisfy the different land uses which have been identified for the investigation area. This, in combination with the physical constraints of the investigation area, has been used as the basis of the preparation of the masterplan in Section 9.

Low Density Residential will comprise approximately 50-60 hectares of land, primarily along Archer Road and is expected to yield between 250 and 300 allotments.

Rural Residential Living is concentrated to the area east of the Kialla paceway and runs north-south within the investigation area. Rural Living will comprise an estimated 45-55 hectares of land yielding approximately 40-50 allotments, with 30-40 allotments being for rural equine residential and the remaining 10-15 allotments providing a rural residential buffer between rural equine uses and low density residential uses.

Recreational Equine is identified for the land directly south of the Kialla Paceway and includes approximately 30 hectares of land. The two clubs who have shown interest in co-locating here have specific land requirements, which are shown in Table 15.

Land for accommodation has been concentrated to the north of the investigation area, with land reserved for a caravan park, with a land requirement of around 12 hectares.

The North West corner of the precinct, in which the Goulburn valley Highway and River Road meet has been designated for future road alignment changes, subject to Vic Road investigations.

TABLE 15 ESTIMATED POTENTIAL LAND REQUIREMENTS PER LAND USE

Land Use	Lot Sizes	Estimated Number of Lots	Estimated Land Budget
Low Density Residential	2,000 - 4,000 sqm	250-300	50-60 hectares
Rural Residential Living	10,000 Sqm	10	10 hectares
Rural Equine Living	10,000 - 25,000 sqm	30-40	35-45 hectares
Accommodation			
<i>Caravan Park</i>	N/A	1	12 hectares
Recreational Equine Clubs		1	30 hectares
<i>Shepparton Pony Club</i>			
Cross Country course	20 hectares	1	20 hectares
Arenas	60m x 80m	8	4 hectares
car spaces with floats	5m x 5m	200	0.5 hectares
Day yards	10 sqm each	55	0.055 hectares
Clubrooms	300 sqm	1	0.03 hectares
<i>Goulburn Valley Equestrian Club</i>			
Arenas	80m x 40m	3	0.1 hectares
Day yards	10 sqm each	70	0.07 hectares
Clubrooms	300 sqm	1	0.03 hectares
Retarding basin	2 hectares	1	2 hectares

9. MASTERPLAN

9.1. OVERVIEW

The masterplan has been designed to develop a strong integrated precinct which leverages off the existing equine and greyhound events and training role of the Kialla Paceway. Expansion of equine uses including a new purpose designed recreation equine area and rural equine residential will create a strong home for the equine sector uses in Greater Shepparton.

Commercial accommodation (caravan park) is proposed to leverage from visitation to the racing precinct, but will also meet accommodation gaps in the Greater Shepparton Region.

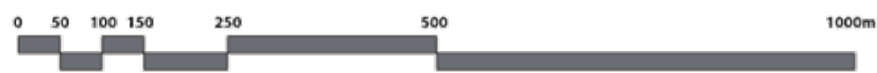
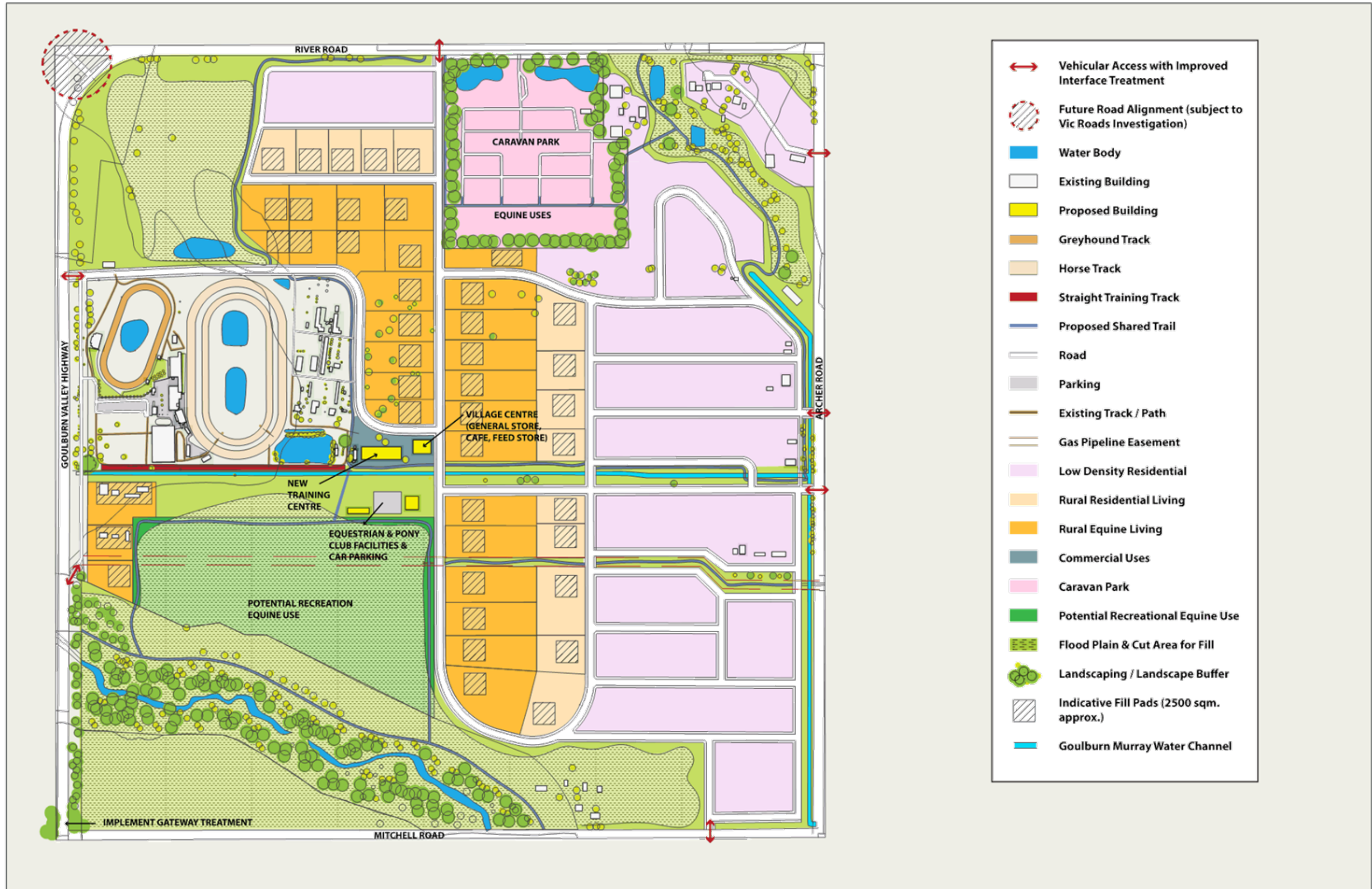
Low density residential uses will provide diversity in the dwelling stock for Shepparton, creating a high quality residential precinct.

Key elements of the masterplan include:

- Expansion of recreational equine facilities will create stronger demand for rural lifestyle allotments. The recreation equine area will support purpose built facilities for the Shepparton Pony Club and Goulburn Valley Equestrian Club and provide opportunities to grow outdoor equine events.
- Relocation of training track into the centre of the harness racing track allows additional land for increased stabling and facilities for on-site trainers. This will also provide improved management of the training facilities by collocating training in one location.
- The masterplan satisfies the Greater Shepparton Housing Strategy by providing a viable mix of low density residential and rural living residential allotments, without interrupting the operations from the Kialla Paceway;

- Rural equine residential uses provide opportunity for horse trainers and other recreational equine enthusiasts to locate in a strongly focused equine precinct with equine trails and links to equine training facilities;
- An internal trail network will support the equine residential properties and provide direct access to the Harness Racing area and recreational equine area;
- Rural living provides a buffer between equine residential uses and low density residential uses;
- A village centre next to a newly developed indoor equine training centre will be established to service residents and visitors to the precinct. It is envisaged that this would house a café/general store and feed store.
- Road entry points are minimised on Goulburn Valley Highway and River Road;
- A caravan park is identified along River Road to support the equine uses within the broader precinct including the harness racing track and recreation equine events. If the Caravan Park is not pursued the Low Density Residential Zone should be applied to this land.

Figure 15, on the following page shows the masterplan for the investigation area. The masterplan reflects recent investigations into the flooding potential of the investigation area as well as the noise considerations from the Public Address system at the harness racing facility.



SCALE: 1:200 ORIGINAL SHEET SIZE A3
INDICATIVE DRAWING ONLY. NOT FOR CONSTRUCTION

MASTERPLAN
GOULBURN VALLEY EQUINE & GREYHOUND PRECINCT | VERSION 10

10. ECONOMIC IMPACT

10.1. INTRODUCTION

An economic impact assessment is provided below which identifies the estimated benefits of the proposed masterplan once fully developed.

The economic impact assessment provides an economic analysis of the following:

- **Economic impact during construction phases.** This estimates the economic impact from construction expenditure within the precinct and calculates direct and indirect output and jobs generated.
- **Economic impact during operational phases.** There are a number of facilities in the precinct which will drive ongoing economic benefit for Greater Shepparton. This includes a new training centre, events conducted within the equine recreational area, revenue generated from the integrated resort facility and caravan park. The below assessment analyses estimated output and jobs generated from these uses.

Urban Enterprise utilises Input output modelling for Victoria to determine the flow on (indirect) benefits of expenditure and jobs.

10.2. KEY FINDINGS

The proposed masterplan for the Equine and Greyhound precinct will enable the following economic benefits to the Victorian economy:

- \$220.8 million in output and 572 jobs during the construction phases of development;
- A minimum ongoing impact of \$4.9 million in output and 25 jobs.

The vast majority of these jobs will be within Greater Shepparton due to the large scale of Shepparton's construction industry and population base to support ongoing service sector jobs.

The ongoing economic impact identified is conservative as it does not account for additional expenditure to Greater Shepparton by attracting new visitors to the region outside of accommodation expenditure and expenditure within the Equine and Greyhound Precinct.

10.3. CONSTRUCTION PHASE IMPACTS

Table 16 summarises the estimated cost during the construction phase which will implement the masterplan. This is likely to be staged and occur over a long time period, potentially up to 10 years. The source for the cost estimates provided in the table below. Further detailed design and documentation is required to arrive at more accurate costs, however for the purpose of a broad economic impact assessment a general allowance is useful to understand the scale of economic impact that the masterplan will enable.

The delivery of the masterplan concept is estimated at around \$138 million based on the assumptions included in Table 16. Using Urban Enterprises input-output model this will deliver around 358 direct full time equivalent jobs during the construction phase in the Victorian economy.

The flow on benefits are estimated to be \$82.8 million in output which equates to an additional 214 jobs in the Victorian economy.

In total during the construction phase the output from delivery of the masterplan is estimated at \$220.8 million and will deliver 572 jobs to the Victorian economy. Due to Shepparton's large and well developed construction sector it is anticipated that majority of the jobs identified will be locally based.

TABLE 16 CONSTRUCTION PHASE COST ESTIMATES

Item	Cost Estimate	Notes	Source
Equine Rural Living and Rural Residential Allotments	\$18 Million	Includes 42 newly established allotments, with one dwelling per allotment. Includes allowance for services, driveway landscaping, fencing and shedding Servicing: \$30,000 Dwelling: \$350,000 Landscaping, fencing, driveway, sheds \$50,000	Rawlinsons Construction Cost Handbook, Urban Enterprise
Low Density Allotments	\$106 Million	Includes approximately 265 newly established low density allotments with one dwelling per allotment. Includes allowance for servicing, driveway and landscaping Servicing: \$25,000 Dwelling: \$350,000 Landscaping, fencing, driveway, sheds \$25,000	Rawlinsons Construction Cost Handbook, Urban Enterprise
Road Network	\$3.5 Million	Approximately 10 kilometres of sealed road and drainage, excludes drainage as this is an unknown requirement 6m road = \$350 per metre	Rawlinsons
Caravan Park	\$5.9 million	This includes allowance for: \$500,000 in servicing (power, sewer, water etc) 40 cabins @ \$80K each = \$3.2 million Reception building \$800,000 Recreation facilities \$600,000 Amenities block \$800,000	Victoria Lake Caravan Park Masterplan (Urban Enterprise)
Village Centre and new Training Centre	\$2.5 Million	There are no concept plans for the indoor equine training centre. An allowance has been made of \$2 million for the training centre and \$500,000 for the village centre complex.	
Equine Recreation	\$2.26 Million	2 club houses (\$500,000 for each clubhouse). [\$1 million] 50 acres for a cross country course [allowance \$85,000] 8 arenas approximately 60m x 80m [\$300,000] 3 all-weather surface arenas approximately 80m x 40m each [\$250,000]; 200 car parking spaces with floats (level with drainage and crushed rock) [\$200,000] 70 day yards approximately 10m ² (\$4000 per day yard) [\$280,000] External power outlets, PA system and lights for arenas [allowance \$150,000]	Source: Various Growth area DCPs, Kinglake Equestrian Centre Feasibility Study (Urban Enterprise)
Total Construction Cost	\$138.16 Million		

10.4. OPERATIONAL PHASE IMPACTS

Unlike a conventional residential subdivision in the growth areas of Shepparton the proposed masterplan will provide strong ongoing economic benefits delivered from the various uses that attract and service visitors to Greater Shepparton.

Specifically, the following uses will drive new jobs in Greater Shepparton's economy:

- The training centre at the Kialla Paceway, through the attraction of new and visiting trainers;
- Additional events conducted within the recreation equine precinct, which would not have been attracted previously to Shepparton due to the lack of facilities; and
- Visitors staying in the proposed caravan park.

The annual economic impact from the above uses is estimated to be \$3 million as shown in Table 17. This is a highly conservative figure for the following reasons:

- Does not include revenue from additional trainers attracted to Shepparton through the strengthening of the harness and equine precinct;
- For accommodation establishment only takings from accommodation is included and not revenue from food and beverage and other visitor expenditure;
- Revenue generated from retail uses within the precinct such as the village centre concept;
- Expenditure attributed to visitors to the precinct spend outside of the precinct, such as food, beverage and retail expenditure.

Annual revenue of \$3 million in the precinct will support 19 full time equivalent jobs directly within the precinct.

Flow on indirect impacts will lead to an additional \$1.8 million in regional output and 6 jobs.

Total economic impact from businesses and organisations proposed for the Equine and Greyhound Precinct is estimated at a minimum of \$4.92 million in output and 25 jobs to the Victorian economy. The vast majority of these jobs are service sector related within the Greater Shepparton municipality.

TABLE 17 ONGOING ECONOMIC DRIVERS

Facility	Discussion	Additional Direct Expenditure in Region
Training Centre	It is estimated that a purpose built indoor training centre would require two new full time staff to service the facility. Based on input output modelling this would equate to an annual turnover of around \$500,000 for the facility. It is likely that the training centre would also attract new trainers to be locate in Shepparton, however further detailed investigation is required to determine the precise impacts of this.	\$500,000
Recreational Equine Uses	It is estimated that the recreational equine precinct would draw in 6000 visitors from outside Shepparton for various events conducted. Based on the National Visitor Survey, visitors would spend around \$153 per day. We may estimate that the average length of stay is a low 1.5 nights with around half of the events being one day events and the other half being multi-day events.	\$918,000
Caravan Park	Based on a caravan park that has 40 cabins and 80 sites, with an occupancy of 65% for the cabins and 35% for the sites, the annual turnover for the caravan park would be in the order of \$1.3 million for the cabins (@ \$140 per night) and \$357,700 for sites (@ \$35 per site night).	\$1,657,700
Revenue		\$3,075,000

APPENDIX A ACCOMMODATION ASSESSMENT

This section provides an assessment of current accommodation supply in Greater Shepparton, as well as demand for accommodation establishments. There is an opportunity to provide accommodation within the investigation area to leverage off the harness and greyhound operations as well as taking advantage of the favourable location and aspect of the Seven Creeks, in the south west corner of Investigation Area 1.

HOTELS, MOTELS

SUPPLY

There are 19 hotels, motels and motor inns in Shepparton equalling a total of 523 rooms.

TABLE 18 HOTELS, MOTELS AND MOTOR INNS IN SHEPPARTON

Shepparton	Number of Establishments	Number of Rooms
Shepparton	19	523

Source: Urban Enterprise, Greater Shepparton Accommodation Opportunities Study, 2012

SIZE

The two largest motels are the Quality Hotel Parklake with 82 rooms available and the Quality Hotel Sherbourne Terrace, with 55 rooms available.

QUALITY

There is a broad range of accommodation ranging from AAA ratings between 3 & 4 stars. In addition, a number of smaller establishments are unrated, but are predominantly considered to rate at the lower

end of the quality scale. Whilst there are a number of establishments that have four star ratings, this does not reflect the age of the facilities on offer; many of which are aging and outdated.

AVERAGE ROOM RATES

Advertised room rates range from \$95 per standard double room per night to \$168 per standard double room per night. There is a significant difference in price based on the quality of establishments.

FACILITIES

The facilities provided range from basic amenities expected in 3 star establishments and below, to a more luxury offering in higher quality establishments; such as swimming pools, spas, a la carte restaurants and corporate function and conference facilities.

GAPS

There is a wide variety of motel, hotel and motor Inn accommodation in Shepparton. The motel and hotel stock is generally becoming dated, with a distinct lack of new or modern quality stock coming to market in recent years. There is no large format, high quality international branded hotel in Shepparton which services the significant business and conference market (other than the quality Inn).

SERVICED APARTMENTS

NUMBER AND TYPE OF ESTABLISHMENTS

There are five serviced apartment establishments operating within Shepparton. Establishments ranged from the high quality Quest apartment complex, to single self-contained units and apartments.

ROOMS

There are 101 apartment rooms identified in Shepparton. The majority of these rooms are provided by Quest Apartments, supported by smaller establishments across the area.

SIZE

The single largest serviced apartment provider in Shepparton is Quest, who operates 69 rooms on Welsford Street in a self-contained 4 storey building. Smaller establishments provide self-contained units, such as In-Style Apartments, who operate 4 apartments across 4 different sites in Shepparton.

QUALITY

Two apartment providers in Shepparton are AAA rated – Quest Apartments (4.5 star) and Central Shepparton Apartments (4 star). These providers account for 84 of the 101 apartments within the catchment. These establishments provide a high quality of serviced apartment accommodation in Shepparton to meet the needs of business and luxury leisure travellers. These establishments are located in close proximity to Victoria Lake. Central Shepparton Apartments is opposite the lake and some rooms have views over the lake. Quest is located within walking distance north of Victoria Lake. The remaining serviced apartments in Shepparton are small scale, unrated establishments, though the offer provided is considered to be of a good quality based on facilities and price.

AVERAGE ROOM RATES

Advertised room rates range from an average of \$165 to \$240 per standard double room apartment per night. All establishments are within a medium to high price bracket, representing the quality of the facilities on offer.

FACILITIES

All apartments feature fully equipped kitchen and other facilities, alongside other household products/appliances expected in a serviced apartment unit. The higher quality apartments offer a range of facilities such as a gymnasium, pool and spa; and provide service aimed at the business traveller, such as shopping, business administration services and conference facilities.

GAPS

Shepparton is served by an adequate supply of serviced apartments relative to its size.

Serviced apartment accommodation is primarily targeted at the business stay market and is reflected by the supply of apartments in Shepparton, which is the business and trade centre of the region.

Serviced apartments do not suit the market within this precinct, as they are generally service the business sector.

BED & BREAKFAST & GUEST HOUSE ACCOMMODATION

NUMBER AND TYPE OF ESTABLISHMENTS

There are currently 2 bed and breakfasts/guest house establishments operating in Shepparton, totalling 7 rooms.

ROOM RATES

Advertised room rates range from \$140 to \$150 per standard double room / establishment per night. These establishments are within a medium to high price bracket, representing the quality and boutique nature of the offer.

FACILITIES

Facilities within the B&B and guest house establishments provide facilities that create a more intimate, homely experience such as lounges, outdoor courtyards and BBQ facilities.

GAPS

The supply of bed and breakfast /guest house accommodation is relatively low in Shepparton; however, this is reflective of the business role of Shepparton and visitor market. This type of accommodation is generally more suited to rural areas of the region.

CARAVAN PARKS

This section provides an audit of Caravan Park accommodation in Shepparton. The audit is intended to assess the supply of Caravan Parks in the Shepparton area, their accommodation capacity, rates and general attributes.

There are seven caravan parks in close proximity to the Shepparton CBD. These parks have formed the basis of the assessment.

The majority of the Caravan Parks cater to visitors, apart from Aspen Lodge Caravan Park which is primarily for permanents/annuals. This Caravan Park has therefore not been assessed as a competitor.

The majority of parks offer a base level of services and amenities including amenity blocks, camp kitchens, shared facilities, accommodation cabins, powered and unpowered sites.

Parks such as BIG4 offer a greater level of services and amenities and cater to the holiday and leisure and in particular the family market.

Pricing of accommodation (cabins and sites) is generally consistent across the Caravan parks. However, parks that provide a higher level of services, amenities and higher quality cabins generally charge a premium rate for accommodation.

The majority of the parks are rated 3 star (AAA), with the two BIG4 parks rated 4 stars.

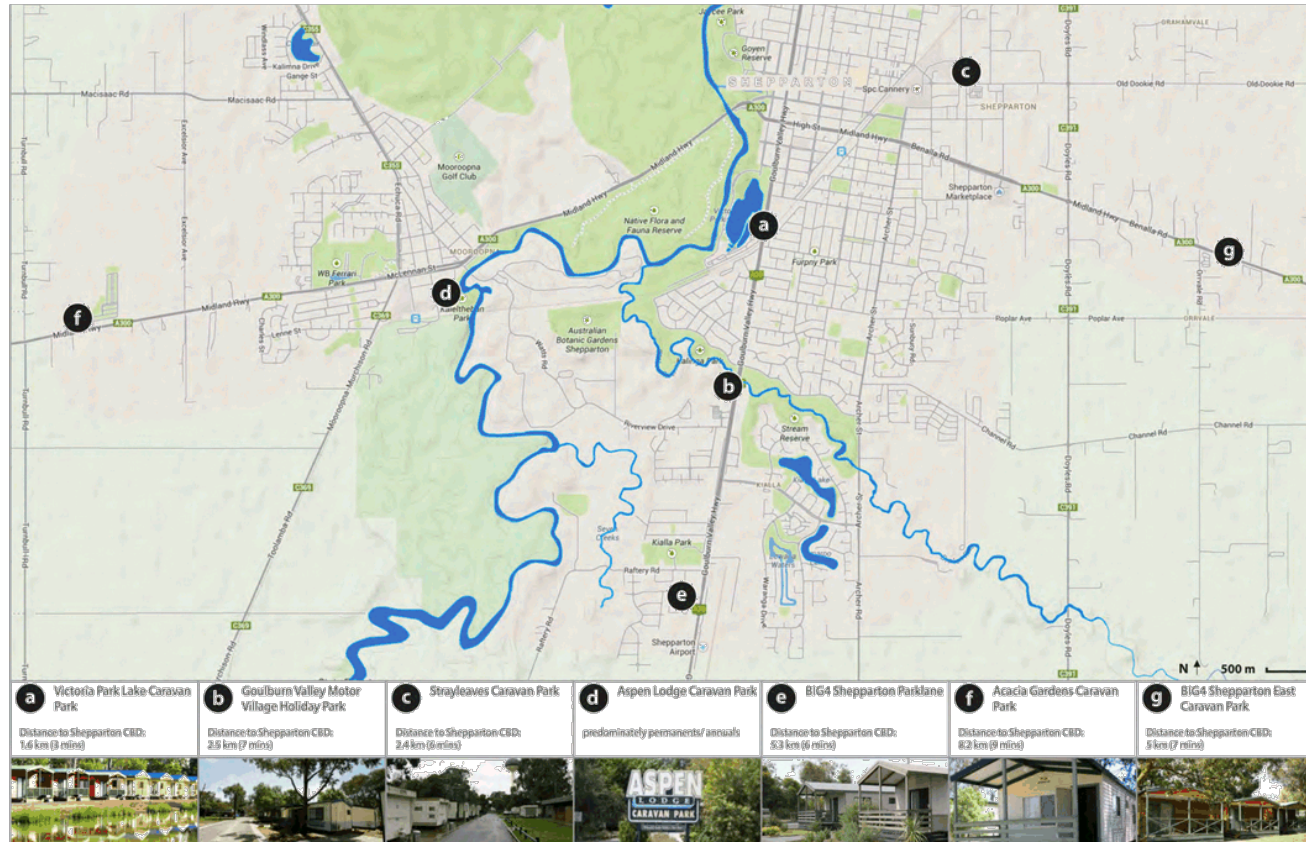
LOCATION

Using the Shepparton CBD as a reference point, there are seven Caravan Parks within close proximity to the Shepparton CBD. These parks include:

- Victoria Lake Caravan Park (south of Shepparton CBD);
- Goulburn Valley Motor Village Holiday Park (south of Shepparton CBD);
- Strayleaves Caravan Park (north east of Shepparton CBD);
- Aspen Lodge Caravan Park (west of Shepparton CBD);
- BIG4 Shepparton Parklane (south of Shepparton CBD);
- Acacia Gardens Caravan Park (west of Shepparton CBD); and
- BIG 4 Shepparton East Caravan Park (east of Shepparton CBD).

The map on the following page shows the location of the above Caravan Parks and their distance from the CBD in kilometres and drive time. The Victoria Lake Caravan Park is in the closest proximity to Shepparton CBD and is the only park that is within close walking distance to the CBD. This is a major point of difference for Victoria Lake Caravan Park when compared to other parks.

FIGURE 16 MAP OF CARAVAN PARKS NEAR SHEPPARTON



CARAVAN PARK ACCOMMODATION

There are currently 7 caravan parks operating within close proximity to the Shepparton Area. These parks offer a broad range in accommodation and quality, from luxury cabins to unpowered sites. Table 10 summarises the number of sites and cabins for each Caravan Park. A more detailed analysis of these parks can be found on the following page in Table 11. There are approximately 403 powered sites and 115 cabins available across the seven Caravan Parks.

The Victoria Lake Caravan Park is the largest park in Shepparton, providing 129 powered sites and 17 ensuite cabins. Goulburn Valley Motor Village provides the largest amount of cabin accommodation, operating 27 separate cabins. The following table illustrates the number of unpowered sites, powered sites and cabins in the 5 caravan parks.

TABLE 19 SUPPLY OF CARAVAN PARK ACCOMMODATION NEAR SHEPPARTON

Name	Powered Sites*	Cabins**	Star Rating
BIG4 Shepparton East Caravan Park	52	23	4
BIG4 Shepparton Parklane	26	29	4
Goulburn Valley Motor Village Caravan Park	26	30	3
Strayleaves Caravan Park	120	7	3
Victoria Lake Holiday Park	129	17	3
Acacia Gardens Caravan Park	50	9	3
Aspen Lodge Caravan Park	Predominately permanents		
TOTAL	403	115	

Source: compiled by Urban Enterprise using RACV Accommodation Guide, Greater Shepparton VC Data and website research

*Powered Sites include ensuite sites

**Cabins are for holiday and leisure purposes – this figure does not include permanent or annual accommodates cabins

QUALITY

The quality of caravan parks within close proximity to Shepparton range from 3 to 4 star (AAA). There are two 4 star parks, operated by BIG4, at Shepparton East and Shepparton Parklands. There are four 3 star parks, including Victoria Lake Caravan Park.

ROOM RATES

Rates for camping/caravan sites range from between \$12 and \$50 for powered, en-suite and un-powered sites; and \$50 to \$150 for cabins and villas. The price range reflects the diversity of offer available on caravan parks in Greater Shepparton.

FACILITIES

The facilities on offer in Shepparton's caravan parks reflect the diversity of the offer and differences in quality available. Four star parks, operated by BIG4, provide a range of facilities which are additional to those provided in 3 star parks, such as swimming pools, adventure playgrounds and sporting/recreation facilities. Three star parks provided the range and breadth of facilities expected in a standard caravan/camping park, such as communal washing, kitchen, toilet and BBQ facilities.

GAPS

There is a significant supply of caravan park accommodation in Shepparton, providing a range of accommodation options including cabins, villas, powered sites, powered en-suite sites and unpowered sites.

If the recreation equine component within the precinct is realised, this would provide additional demand for caravan park accommodation.

APPENDIX B ACOUSTIC ASSESSMENT



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GOULBURN VALLEY EQUINE & GREYHOUND PRECINCT MASTER PLAN

Consideration of Noise Emission to Proposed Future Residential Areas

DRAFT

Prepared for:

Greater Shepparton City Council
90 Welsford Street
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Ref: 11785-2ng.docx
16 May 2016

MEMBER FIRM OF THE ASSOCIATION OF
AUSTRALIAN ACOUSTICAL CONSULTANTS





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1. INTRODUCTION

Greater Shepparton City Council is preparing a Master Plan for the Goulburn Valley Harness and Greyhound Racing Precinct and Investigation Area in Kialla, south of Shepparton, bounded by the Goulburn Valley Highway, River Road, Archer Road and Mitchell Road.

WMG Acoustics Pty Ltd has been requested to conduct an assessment of noise emission from the Harness and Greyhound Racing Precinct to the remainder of the investigation area. The purpose of the noise emission investigation is to ensure that adverse noise impacts on areas developed for residential purposes do not occur, and in turn to ensure that the viability of the Harness and Greyhound Racing Precinct is not threatened by complaints regarding noise emission from future residents of the investigation area.

The public address system at the harness racing facility is responsible for the highest level of audible noise emission beyond the boundaries of the racing precinct. The greyhound racing public address system is lower powered, producing sufficient level to be audible at the track, but not to generate audible off-site noise.

The only other noise sources that are clearly audible off-site are two generator sets, but noise emission from these is only audible in a relatively localised area north of the area between the two tracks.

Other sources such as vehicles driving around the tracks (tractors and trucks preparing the track, ambulance) and the greyhound lure are occasionally audible off-site at some locations, but not consistently audible enough to require specific consideration.

This report covers the following aspects:

- Consideration of appropriate noise level objectives for residential and equine related residential development in the investigation area.
- An overview of the findings of site investigations into noise emission from harness and greyhound racing events held at the precinct and ambient background levels in the investigation area.
- Prediction of resultant Public Address system noise levels in the investigation area using a three dimensional noise modelling software package, for the PA system as it presently exists and for a modified system providing sufficient audio coverage for the effective conduct of racing but less off-site noise emission.
- Recommendations to maximise the extent of residential development in the investigation area without resulting in adverse noise impacts on future residents or future constraints on the racing precinct arising from residential noise impacts.



2. NOISE ASSESSMENT TERMINOLOGY

The following terms are used in this report:

- dB(A) Decibels recorded on a sound level meter, which has had its frequency response modified electronically to an international standard, to quantify the average human loudness response to sounds of different character.
- L₉₀ the level exceeded for 90% of the measurement period, which is representative of the typical lower levels in a varying noise environment. It is the noise measure defined by the EPA as the measure of the background noise level to use in determining recommended maximum noise levels.
- L_{eq} the equivalent continuous level that would have the same total acoustic energy over the measurement period as the actual varying noise level under consideration. It is the noise measure defined by the EPA as the measure of noise emission to use in assessing compliance with recommended maximum noise levels.

In short, L₉₀ is the measure of background noise (in the absence of the noise under investigation or other intrusive noises) used in determining recommended maximum noise levels, and L_{eq} is the measure of noise emission used in assessing compliance with recommended maximum noise levels.

3. SUBJECT SITE AND SURROUNDS

The Goulburn Valley Harness and Greyhound Racing Precinct and Investigation Area is illustrated in the Plan attached at Appendix One.

4. AMBIENT BACKGROUND NOISE LEVELS IN THE VICINITY OF RESIDENTIAL LOCATIONS POTENTIALLY AFFECTED BY NOISE EMISSION FROM THE SUBJECT SITE

Unattended noise loggers were installed at two locations within the precinct area to monitor the ambient background level to assist in placing noise emission from the racing facilities in context. These locations are indicated on the aerial photo in Appendix Two. Noise monitoring occurred from 9 to 14 November 2015 at both locations.

Given that racing events occur during the day, evening and night periods on different occasions, it is the evening/night period that has the greatest potential to impact on future residents so this has been the focus of attention in this study.

Evening/night events typically run from approximately 6.30pm to approximately 11.00pm.

Ambient background levels were averaged over the period 6.30-11.00 pm at both locations, with the lowest average result during the monitoring period being 43dB(A) L₉₀ at logger location 1 and 40dB(A) L₉₀ at logger location 2.



5. CONSIDERATION OF NOISE LEVEL OBJECTIVES AT RESIDENTIAL RECEPTORS

There is no clear-cut State Policy limit for Public Address (PA) system noise on which to base decisions regarding the spread of noise around the precinct within the investigation area in relation to planning for residential development in the area. Therefore, consideration has been given to a number of sources of guidance in developing a framework for noise emission and resultant levels at different residential categories.

It was observed that for each harness race there were typically pre-race announcements about 5 minutes before the race with another announcement giving final odds about 2 minutes before the race, the race call and another announcement after the race confirming results.

The total duration of announcements was typically found to be in the range 8-9 minutes per race, with races occurring approximately every 30 minutes and an event comprising typically 10 races. This totals 80-90 minutes of announcements over an event duration of approximately 5 hours.

The non-continuous nature of the noise emission is relevant, as is the fact that there are only approximately 20-25 night/night harness events at the venue per year. Therefore the noise emission is far from continuous and the resultant off-site level is dependent on the weather conditions prevailing during an event, which will vary. These factors mitigate against the impact of noise emission.

A factor that would contribute to the potential for annoyance on the other hand, is the fact that the PA announcements are spoken words, which would be more noticeable and potentially annoying than a constant unidentifiable noise of the same overall level.

The harness and greyhound racing precinct occupies land zoned SUZ4. The definition of SUZ4 includes the following in relation to use of the land:

- Amenity of the neighbourhood*
- A use must not detrimentally affect the amenity of the neighbourhood, including through the emission of noise:*
 - *Noise emission levels must not exceed the following levels:*
 - *Public Address Systems 55dB(A) Leq*
 - *Music or Concerts 65dB(A) Leq measured outside any residential property.*

Indications are that the facility complies with this requirement for the Public Address system at present as it only applies at noise sensitive premises, that is, residential dwellings, of which there are few in the investigation area.

The Planning Permit for the use includes a Condition that refers to compliance with SEPP N-2, and the noise limit for outdoor venues under SEPP N-2, applicable to music, is 65dB(A) Leq as identified in the SUZ4 definition.



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65dB(A) Leq is a relatively high noise level, a reflection of the fact that the outdoor venue noise limit under SEPP N-2 relates to an outdoor venue having no more than 6 'concerts' or events per year. Events typically happening twice a month, which appears to be the typical frequency of occurrence of night harness racing, would need to be at lower levels than concerts occurring only up to 6 times per year in order to avoid attracting complaints from people expecting normal residential amenity.

The fact that the way the Permit is worded and interpreted means that relatively high noise levels are allowed by the Permit at residential premises has not been an issue as there are relatively few residential premises in the vicinity of the facility, but this could change in future with residential development.

An event at an outdoor venue is only counted as a 'concert' under SEPP N-2 if the effective noise level exceeds 55dB(A) Leq outdoors at a measurement point in a noise sensitive area. This level is consistent with the 55dB(A) referred to in the definition of SUZ for PA system noise.

55dB(A) as a reasonable target for events occurring approximately 20-25 times per year during the evening, however, this is still a prominent level and the acceptability of it to residents would depend on the expectations of those residents.

Residents in the vicinity of a racing venue who have an expectation of some noise impacts from that venue may well find up to 55dB(A) Leq occurring for a cumulative total of up to an hour and a half per evening on approximately 20-25 evenings per year acceptable.

However, residents with a more purely 'residential amenity' expectation may not be satisfied by such levels. Therefore further consideration has been given to lower levels based on the EPA approach to general commercial, industrial and trade noise.

NOISE FROM INDUSTRY IN REGIONAL VICTORIA Recommended Maximum Noise Levels from Commerce, Industry and Trade Premises in Regional Victoria (NIRV) is the assessment framework for general noise emission to residential premises in regional Victoria.

Voices and noise from sporting events are not assessed by the NIRV guidelines, but it is considered useful to at least look at what the NIRV Recommended Maximum Noise Levels (RMNLs) would be in defining the extent of future residential development with an objective of avoiding adverse noise outcomes and land use conflict.

Recommended Maximum Noise Levels are determined under NIRV principally based on planning scheme zonings, with secondary consideration given to background levels in some circumstances. For a noise source in a Special Use Zone and a receptor in a Residential Zone, the zone RMNL for the evening period is 45dB(A).

NIRV includes some other subtleties in the derivation of RMNLs, but the lowest measured background level of 40dB(A) Leq during the evening period is consistent with the 45dB(A) Recommended Maximum Noise Level without pursuing other factors.



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The EPA-defined 'evening' period ends at 10pm and the last race is typically at more like 11pm, but considering the evening period NIRV RMLN is appropriate to the 'evening' nature of the event as it does not continue into the night beyond 11pm and only occurs a small number of times per month.

It is considered that 45dB(A) would represent a level consistent with a purely 'residential' expectation of amenity, as distinct from residents who have chosen to occupy land with a zoning of Equine Related Rural Living, where a level of up to 55dB(A) is considered to be reasonable.

Therefore, the following is proposed as a reasonable framework for considering the development of residential uses within the investigation area:

- <45dB(A) Leq during use of Public Address system: Rural Living or Low Density Residential;
- 45dB(A) to 55dB(A) Leq during use of Public Address: Equine Related Rural Living; and
- >55dB(A) Leq during use of Public Address: Non-Sensitive land uses.

The EPA NOISE CONTROL GUIDELINES (Publication 1254, October 2008) also contain guidance regarding noise due to PA systems in Section 13 'PUBLIC ADDRESS SYSTEMS'. The full PA section of EPA Publication 1254 is attached at Appendix Three.

The Guidelines have as an objective PA system noise intrusion of not more than 5 dB(A) above background at any affected residences or other noise-sensitive locations. This is consistent with an objective of 45 dB(A) Leq with a measured background level during the operational period of 40 dB(A) L90.

The Guidelines suggest that corrections for tonal or impulsive noise usually are not necessary, and a further tolerance of up to 5 dB(A) may be allowed for unique or very infrequent activities with recognised social merit. This is consistent with allowing an additional 5 dB(A) for 'Equine Related Rural Living' in the context of the racing precinct, compared with Rural Living or Low Density Residential.

According to the Guidelines, amplifier level settings must be minimised whilst ensuring conveyance of information to audience or participants is adequate. The Guidelines note that restrictions on the times of use of public address systems should be considered, and noise from PA systems must not be audible inside a residential dwelling during normal sleeping hours.



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6. SITE NOISE MEASUREMENTS

6.1 GREYHOUND RACING

A visit was made to the site and surrounds on the night of Monday 9 November 2015 to measure noise levels during a greyhound racing event. Weather conditions on the night of the visit were dry and calm, suitable for outdoor noise measurements.

Noise associated with the event was found to be localised and neither consistently audible nor measurable outside the racing precinct. A brief measurement during a lull in highway noise was possible just outside the southern boundary of the precinct due south of the track, where the PA system noise level was 51-52dB(A) Leq.

At the track, PA system noise levels were found to be up to 69dB(A) Leq at a distance 20m from the loudspeakers.

The generator set noise level was found to be 62dB(A) at 20m, but this reduced to 50dB(A) at the precinct boundary.

Overall, noise emission from greyhound racing was found to not present any constraints regarding the future development being considered within the investigation area.

6.2 HARNESS RACING

A visit was made to the site and surrounds on the night of Monday 14 November 2015 to measure noise levels during a harness racing event.

Actual weather conditions during the evening proved to be significantly windier than forecast, making it impossible to reliably measure off-site noise levels despite it being apparent that the PA system loudspeakers were generating significantly higher levels than the greyhound track loudspeakers.

The larger loudspeakers at the harness racing track were generating levels of 72-73dB(A) Leq at a distance of 60m from the loudspeaker. This is equivalent to 82dB(A) Leq at a distance of 20m, 13dB(A) higher than the greyhound track loudspeakers. To put this in context, a difference of 10dB(A) is usually considered to represent a doubling of perceived loudness.

Due to the weather conditions, the focus for the evening became measuring loudspeaker source noise levels close to the speakers to allow off-site noise levels to be calculated using noise modelling software, the results of which are the subject of the following section.



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7. PREDICTED NOISE LEVELS DUE TO NOISE EMISSION FROM THE SUBJECT SITE

7.1 NOISE PREDICTION METHODOLOGY

Modelling of operational noise emissions has been conducted using the Australian developed computer software package known as the Environmental Noise Model (ENM). The ENM package, which runs in a 3 dimensional environment, has been successfully used to model noise emissions from sites at numerous locations within Victoria.

The noise modelling has allowed for the effects of light breezes from the noise sources to the investigation area enhancing sound propagation. Under other conditions, the resultant noise levels would be lower than predicted on this basis.

Apart from the reduction of sound due to distance and atmospheric effects, sound attenuation results from acoustic shielding. The model included solid fences and buildings within the precinct.

The model used as input the sound power level for 19 loudspeakers at the harness racing facility, based on the noise measurements conducted during the site visit

7.2 NOISE PREDICTION RESULTS

Modelling was initially conducted using the output of the loudspeakers as they presently exist for a range of breeze conditions with the potential to enhance sound propagation towards the investigation area.

Critical wind conditions for sound propagation are a light breeze only, up to approximately 10kph. Stronger winds also enhance sound propagation, but they increase the ambient background level significantly, reducing audibility of the sound in question.

The outputs of noise contour modelling for calm conditions and range of breeze conditions from southerly through westerly to northerly appear below superimposed over a plan of the development being considered for the investigation area.

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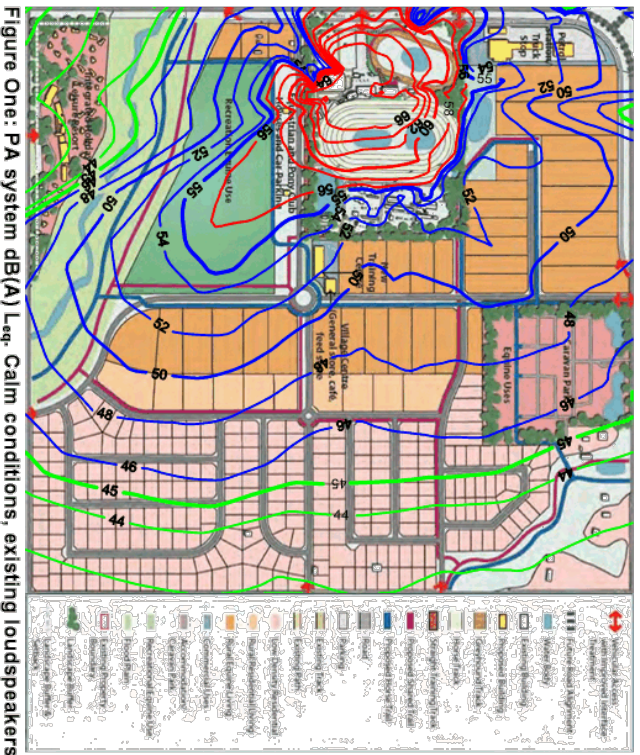


Figure One: PA system dB(A) Leq. Calm conditions, existing loudspeakers.

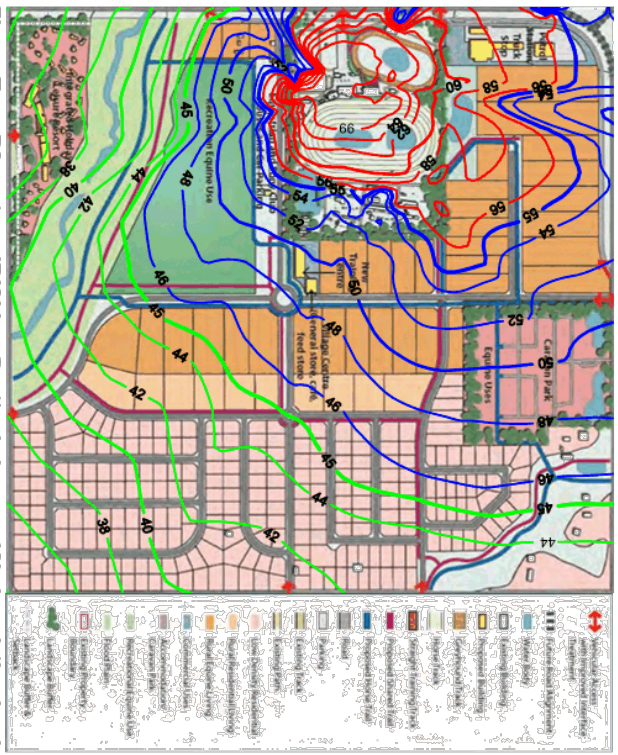


Figure Two: PA system dB(A) Leq. Southerly breeze, 10kph, existing loudspeakers.

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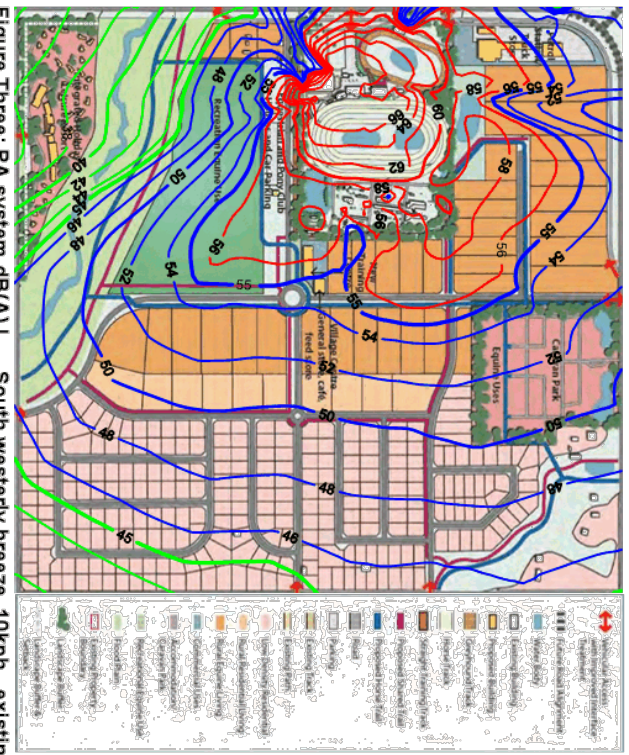


Figure Three: PA system dB(A) Leq. South westerly breeze, 10kph, existing loudspeakers.

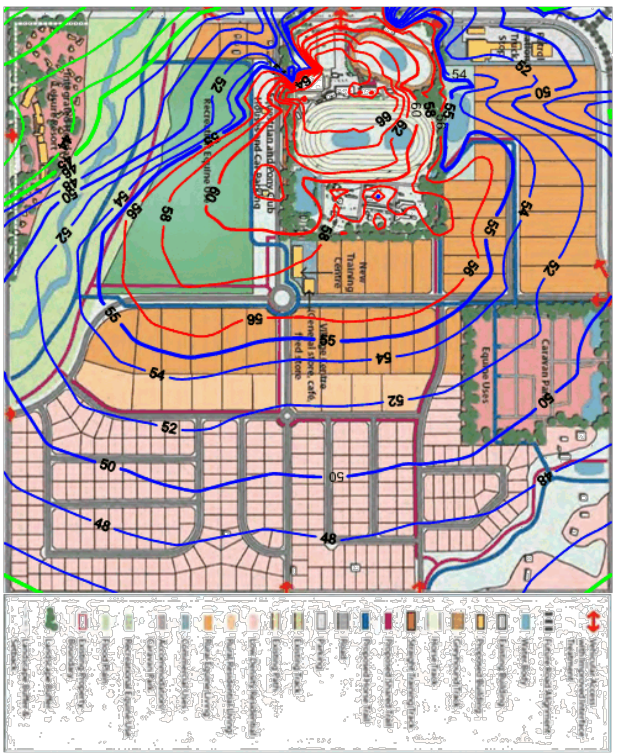


Figure Four: PA system dB(A) Leq. Westerly breeze, 10kph, existing loudspeakers.

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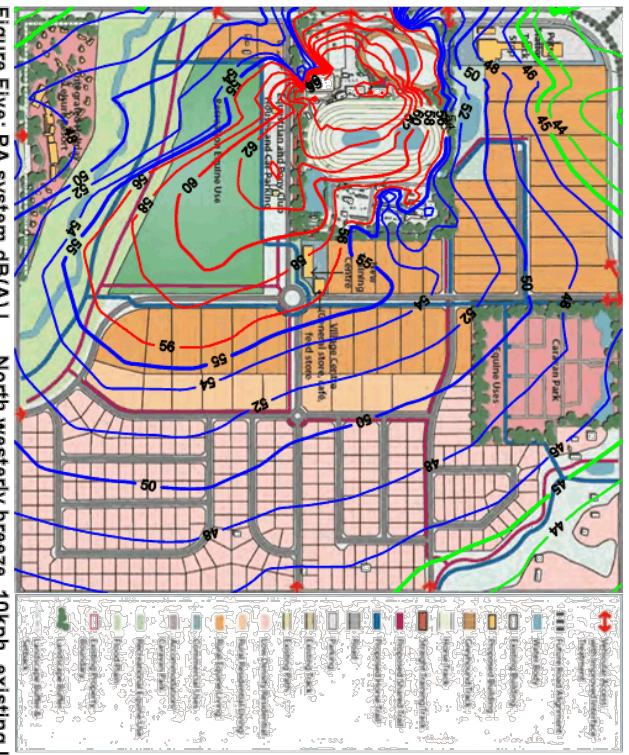


Figure Five: PA system dB(A) Leq. North westerly breeze, 10kph, existing loudspeakers.

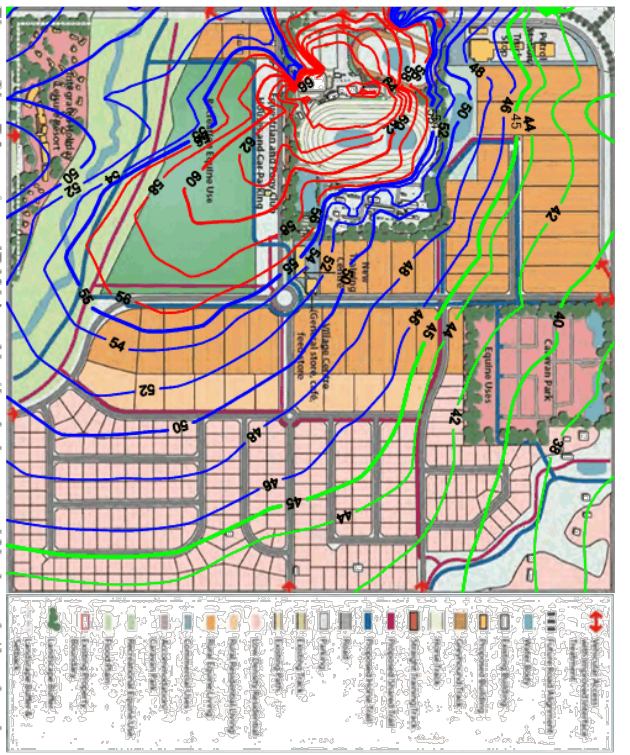


Figure Six: PA system dB(A) Leq. Northerly breeze, 10kph, existing loudspeakers.

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- The noise modelling results therefore show:
- resultant noise levels exceeding 45dB(A) Leq during use of Public Address system in areas currently being considered for Rural Living or Low Density Residential use; and
 - resultant noise levels exceeding 55dB(A) Leq during use of Public Address in areas currently being considered for Equine Related Rural Living use.

If accepted, the extent of the PA noise levels higher than the adopted framework levels would substantially limit the extent of residential development currently being considered in the investigation area.

Given that PA levels within the harness racing facility were observed to be higher than required for effective communication, this provides scope to reduce the output of loudspeakers to reduce noise emission beyond the racing precinct boundaries, while maintaining effective communication locally at the harness track and immediate vicinity.

Contact has been made with the company responsible for the PA system at the racing precinct and modifications to the PA system developed, which will reduce off-site noise emission, maintain adequate communication at the facility and reduce power consumption.

- The PA system modifications proposed, which have been accepted by the racing club, are:
- Turned the two long throw speakers that point west down by about 15dB as they did not need to emit such a high level and are on a separate circuit to the rest of the speakers.
 - Replace the three long throw speakers facing east and south east with short throw speakers, probably angled down a bit more. These are also expected to reduce sound power output by at least 15dB(A).
 - Add a switch so that the 6 loudspeakers in the north-south grandstand along the finish straight do not operate for all except one event per year, which is the only time they are required.

The source files in the noise model were modified to reflect these changes and the model re-run, with the results set out below.



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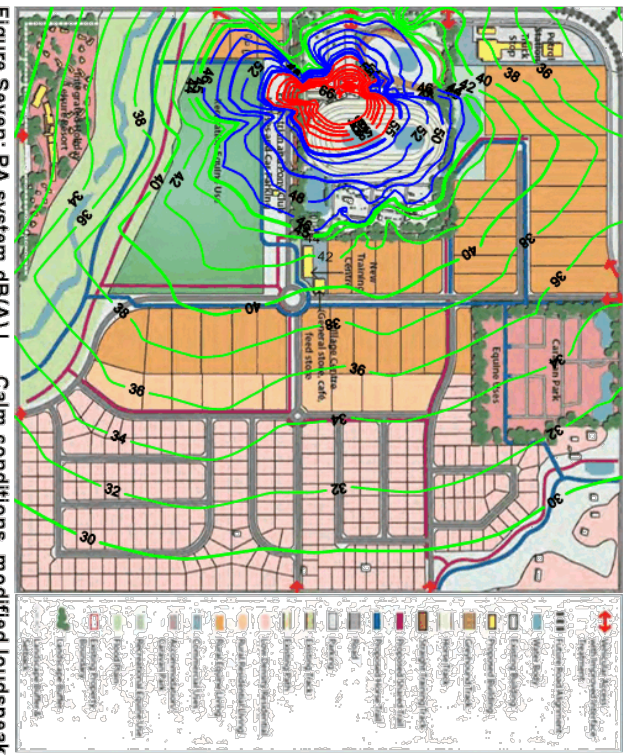


Figure Seven: PA system dB(A) Leq - Calm conditions, modified loudspeakers.

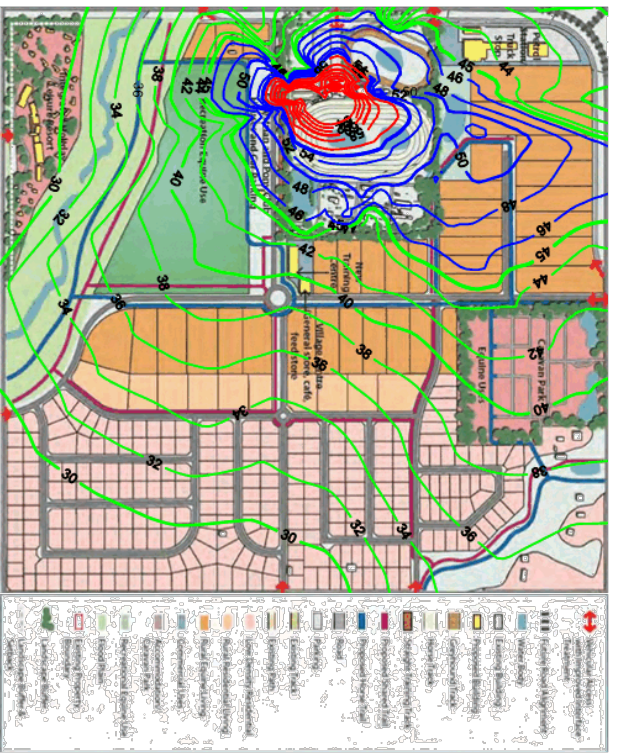


Figure Eight: PA system dB(A) Leq - Southerly breeze, 10kph, modified loudspeakers.

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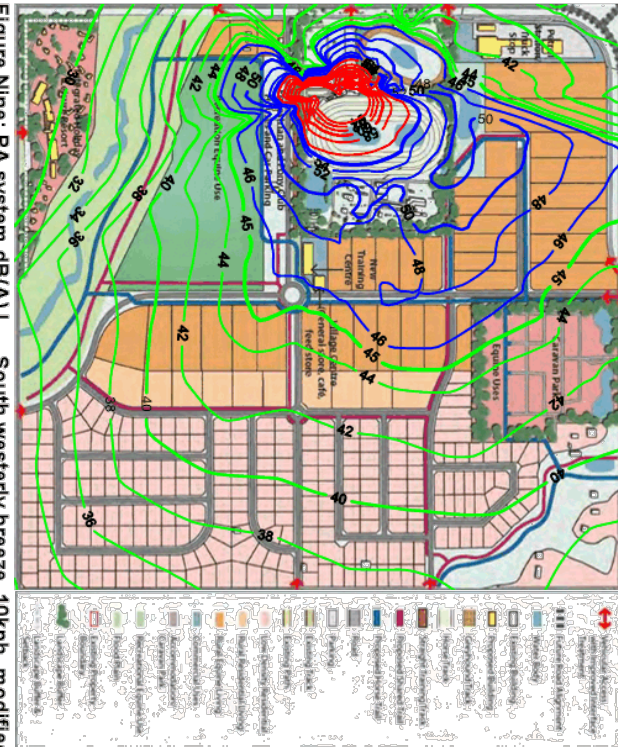


Figure Nine: PA system dB(A) L_{eq} South westerly breeze, 10kph, modified loudspeakers.

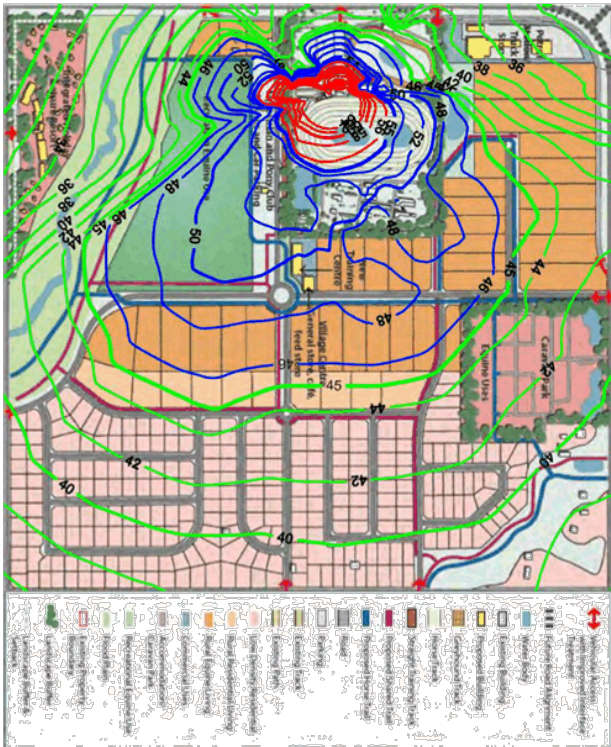


Figure Ten: PA system dB(A) L_{eq} Westerly breeze, 10kph, modified loudspeakers.

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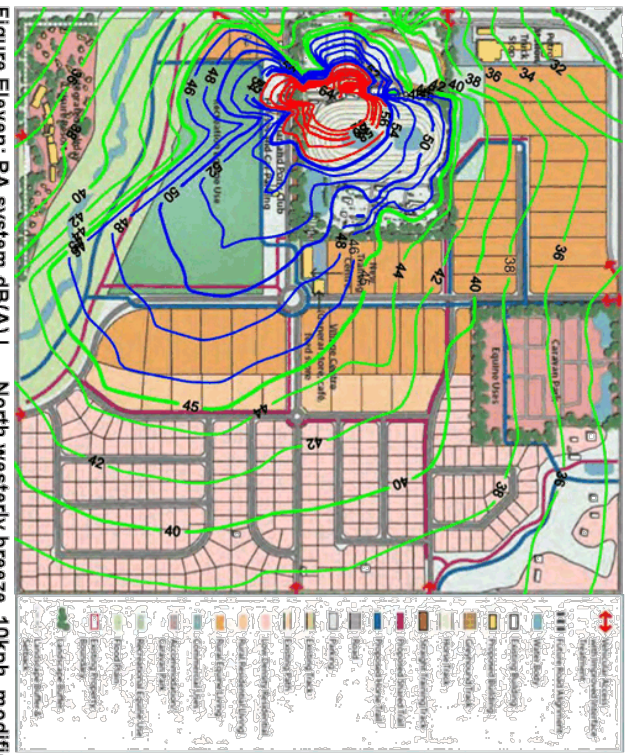


Figure Eleven: PA system dB(A) L_{eq} North westerly breeze, 10kph, modified loudspeakers.

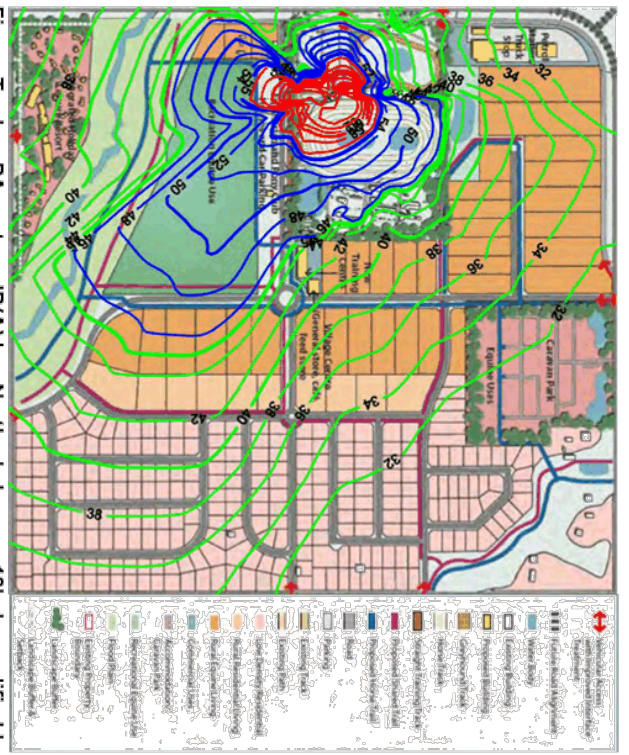


Figure Twelve: PA system dB(A) L_{eq} Northerly breeze, 10kph, modified loudspeakers.

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The noise contour plots indicate achievement of the suggested framework for PA system noise emission under all conditions with the exception of:

- Predicted noise levels up to 46dB(A) L_{eq} at the proposed caravan park under south westerly breeze conditions. This is considered to be of negligible significance, particularly in view of the transitory nature of the occupation of a caravan park.
- Predicted noise levels up to 46dB(A) L_{eq} at the proposed 'Rural Residential Living' under westerly and north westerly breeze conditions. This is also considered to be of negligible significance, as the framework that has been developed is not a 'black and white' pass/fail criterion. It is a framework to provide guidance, and under all conditions other than westerly and north westerly breezes the resultant levels would be lower.

8. NOISE CONTROL MEASURES

The noise modelling results together with overall consideration of noise emission from the racing precinct imply that the proposed modifications to the PA system at the harness racing facility are the only noise control measures required in order for the residential development under consideration for the investigation area to proceed without adverse noise impacts at the future residential premises.

In order to align expectations with reality, there would be benefit in including a notice on titles to the effect that Rural Equine Living land will be subject to audible noise emission from the racing precinct at times.

9. OVERVIEW

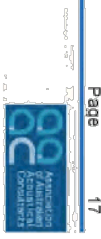
A noise assessment has been conducted in order to investigate potential adverse noise impacts associated with the racing precinct on areas within the investigation area being considered for residential development.

It has been concluded that, with the existing Public Address system at the harness racing facility, there is potential for adverse noise impacts at locations within the investigation area being considered for residential development under some weather conditions.

Modifications to the harness racing facility Public Address system have been identified, which would reduce noise emission beyond the racing precinct to a level consistent with residential occupation, while maintaining effective communication at the harness racing track and immediate vicinity.

NEVILLE GODDARD
WATSON MOSS GROWCOTT
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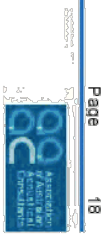


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APPENDIX ONE: SITE LAYOUT PLAN SHOWING GOULBURN VALLEY HARNES AND GREYHOUND RACING PRECINCT AND INVESTIGATION AREA



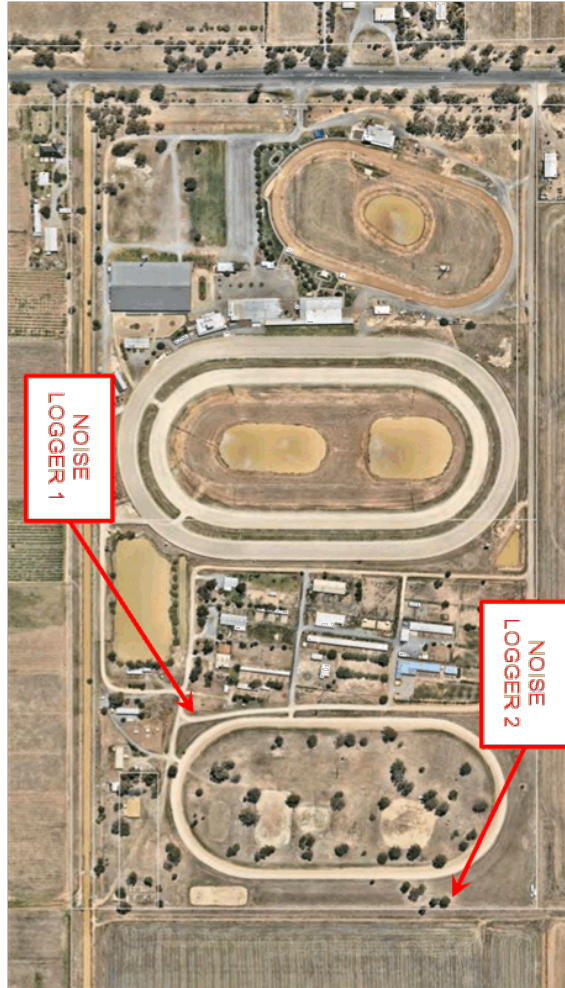
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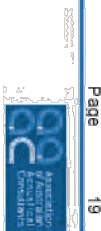


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APPENDIX TWO: AERIAL PHOTO ILLUSTRATING AMBIENT NOISE MONITORING LOCATIONS



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APPENDIX THREE: EPA NOISE CONTROL GUIDELINES PUBLICATION 1254 OCTOBER 2008

13 PUBLIC ADDRESS SYSTEMS

Public address systems are commonly used in conjunction with outdoor entertainment and sporting activities and can cause annoyance if used inappropriately. For the purpose of this guideline public address systems may be divided into two categories: low-power units needed for control of persons engaged in the activities or events; and high-power units used for making public commentaries and announcements.

Objectives

In all cases, the environmental objective should be noise intrusion of not more than 5 dB(A) above background at any affected residences or other noise-sensitive locations. Corrections for tonal or impulsive noise usually are not necessary, and further tolerance of up to 5 dB(A) may be allowed for unique or very infrequent activities with recognised social merit. Amplifier level settings must be minimised whilst ensuring conveyance of information to audience or participants is adequate. Restrictions on the times of use of public address systems should be considered. Noise from PA systems must not be audible inside a residential dwelling during normal sleeping hours.

Low-power systems for event control

These are usually small systems such as are used for controlling competitors in events like BMX bike races and go-kart races. Where such systems may cause noise annoyance, the following criteria should be applied:

- The public address system must only be used to control the event, not for giving commentaries, advertising or playing music.
- Speakers may only be installed in the essential control areas, such as marshalling sites.
- Speakers should be small, low-power horn units no more than 20 cm across the horn opening and operated by an amplifier of no more than 30 watts.
- Horn units are to incline downwards at an angle of approximately 45°, point in the appropriate direction and be mounted on poles approximately three metres tall, in such a way that the speaker is held firmly and cannot be rotated.
- A sound level limiting circuit should be incorporated in the amplifier to control the signal amplitude to a fixed level, regardless of the loudness of the operator's voice.
- Once the control knobs have been set to the correct positions, they should be removed and the potentiometer spindles covered with a fixed metal channel attached to the front panel of the amplifier.
- The spare microphone inputs should be covered with metal plates securely fitted to the rear or front panel of the amplifier, as the case may be.

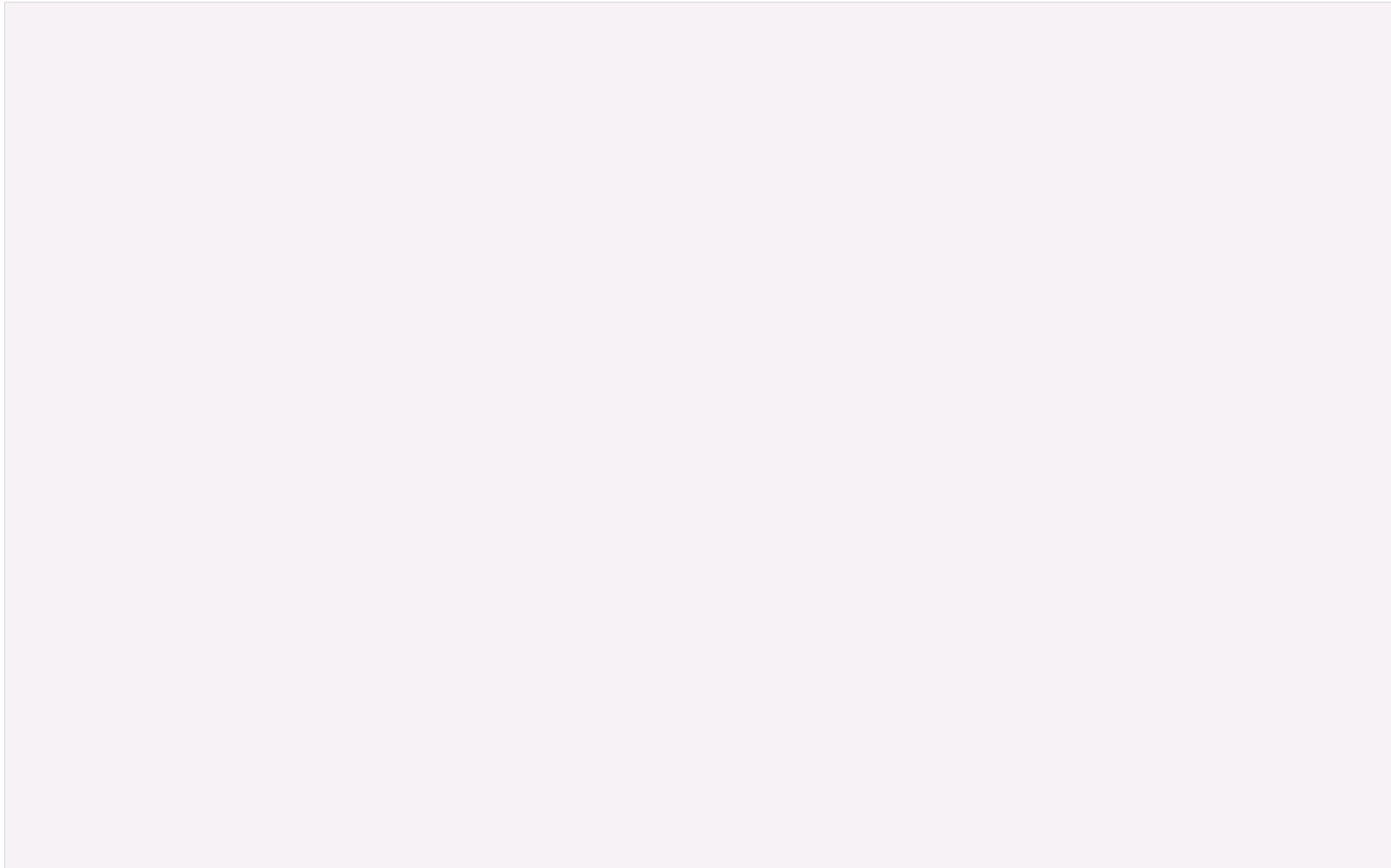
High-power systems for commentaries and announcements

These are usually much larger systems used, for example, to give a running commentary during a sporting event or race meeting, to keep spectators entertained or for carnival-type advertising.

- Most of the criteria for lower power systems are applicable.
- Rather than use high-powered speakers placed in a few locations, it is preferable to place more low-powered speakers to cover the entire perimeter of the grounds, each pointing downward and inward towards the ground where the event is taking place.

Note:

1. Consideration should be given to substitution of sound systems by visual displays such as electronic scoreboards and video screens for large operations.
2. PA systems used for paging staff and patrons in business and catering operations may also be replaced where they adversely affect residences. In business, two-way radios or pocket beepers may be used. In hotels, meal ticket numbers may be presented on digital display boards instead of being announced.



**Submissions Recorder
Amendment C199**

Sub No.	Organisation	Content of Submission	Recommendation	Acknowledgement Letter Sent
1	Goulburn-Murray Water	No objection	No action required	19 May 2017
2	Goulburn Broken Catchment Management Authority	No objection	No action required	19 May 2017
3	Department of Environment, Land, Water and Planning (Environment)	No objection	No action required	19 May 2017
4	Environment Protection Authority (North East)	No objection	No action required	19 May 2017
5	Land owners	Objects or requests changes	Refer to panel	19 May 2017
6	Goulburn Valley Water	No objection	No action required	19 May 2017
7	Kialla Investigations Area 1 Inc.	Objects or requests changes	Refer to panel	19 May 2017
8	Land owners	Objects or requests changes	Refer to panel	19 May 2017
9	Land owners	Objects or requests changes	Refer to panel	19 May 2017
10	Land owners	Objects or requests changes	Refer to panel	19 May 2017
11	Land owners	Objects or requests changes	Refer to panel	19 May 2017
12	Stanton Grant Legal on behalf of Basic Property Holdings P/L	Objects or requests changes	Refer to panel	19 May 2017
13	Land owners	Objects or requests changes	Refer to panel	19 May 2017
14	Land owners	Objects or requests changes	Refer to panel	19 May 2017
15	Land owners	Objects or requests changes	Refer to panel	19 May 2017
16	Land owners	Objects or requests changes	Refer to panel	19 May 2017
17	APA VTS Australia (Operations) Pty Ltd	Objects or requests changes	Refer to panel	22 May 2017
18	Land owners	Objects or requests changes	Refer to panel	22 May 2017
19	Land owners	Objects or requests changes	Refer to panel	22 May 2017
20	Department of Economic Development, Jobs, Transport and Resources (Transport) in collaboration with Transport for Victoria and VicRoads	No objection - suggests a Transport Impact Assessment Report be required for the whole Investigation Area.	No action required	23 May 2017
21	Land owners	Objects or requests changes	Refer to panel	24 May 2017

EXHIBITED PANEL DATES

Directions Hearing: week commencing 5 June 2017

Panel Hearing: week commencing 26 June 2017

Delegate's Report

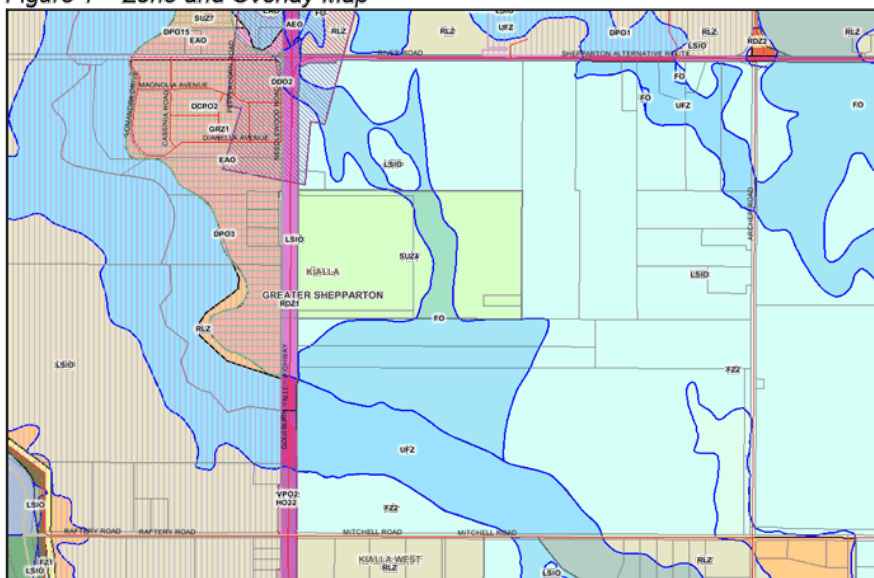
Consideration of Submissions

Responsible Officer:	Grace Docker – Senior Strategic Planner	
Amendment No:	C199	
Exhibition Period:	27 April 2017 to 19 May 2017	
Land/Address:	Investigation Area 1, Kialla	
Proposal:	Amend Schedule 4 to the Special Use Zone, Clause 21.04 Settlement, Clause 21.05 Environment and Clause 21.08 General Implementation to implement the findings of the <i>Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Master Plan, July 2016</i> , include it as a reference document at Clause 21.09 Reference Documents, and strengthen the policy guidance for Investigation Areas where an investigation area study has been completed.	
Submissions:	Total submissions received:	21
	Submissions that object or request changes:	15
Exhibited Panel Dates:	Directions hearing: week commencing 5 June 2017 Panel hearing: week commencing 26 June 2017	

Background

The proposed Amendment applies to land within Investigation Area 1, Kialla. In particular, the amendment affects approximately 40 hectares of land at 7570, 7580 and 7582 Goulburn Valley Highway, Kialla. The subject land is in Schedule 4 to the Special Use Zone (SUZ4) and is affected by the Land Subject to Inundation Overlay (LSIO) and the Floodway Overlay (FO) (see Figure 1 – Zone and Overlay Map).

Figure 1 – Zone and Overlay Map



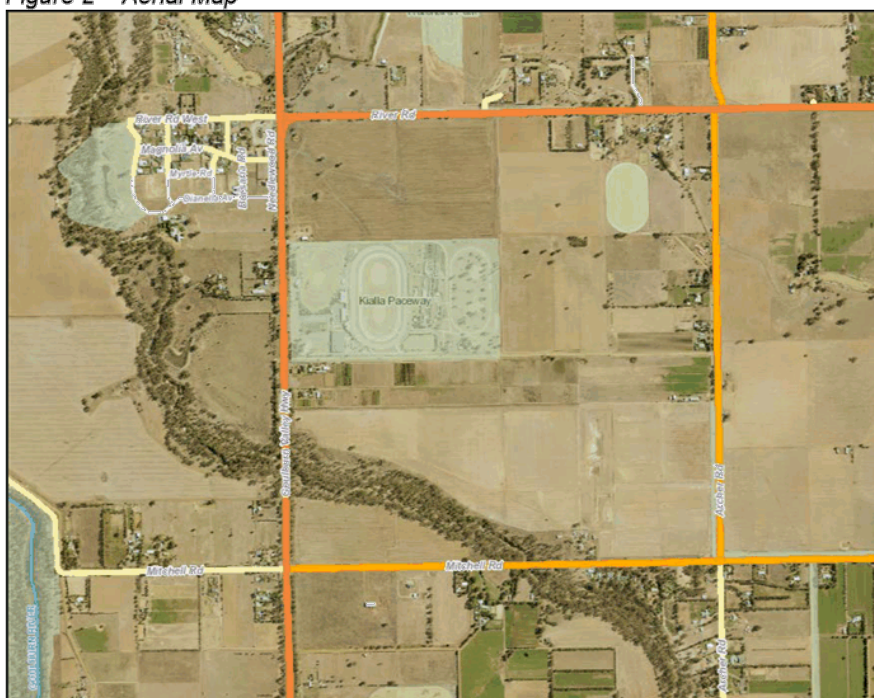
The subject land is generally bounded by land within the Farming Zone – Schedule 2 (FZ2) to the north, east and south. The subject land immediately abuts the Goulburn Valley Highway, within the Road Zone – Category 1 (RDZ1), to the west and land within the General Residential Zone (part of the Shepparton South Growth Corridor) further to the west. The subject land is accessed via the Goulburn Valley Highway.

The subject land has been developed and is currently used for the Goulburn Valley Harness and Greyhound Racing Facility (see *Figure 2 – Aerial Map*).

The Greyhound Racing Club occupies the western part of the site and includes a greyhound racing track and associated buildings.

The Harness Racing Club and Shepparton Pony club utilise the central and eastern portion of the site, which includes racing and training tracks, training facilities and associated buildings.

Figure 2 – Aerial Map



The Amendment proposes to amend Schedule 4 to the Special Use Zone, Clause 21.04 *Settlement*, Clause 21.05 *Environment* and Clause 21.08 *General Implementation* to implement the findings of the *Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Master Plan, July 2016*, include it as a reference document at Clause 21.09 *Reference Documents*, and strengthen the policy guidance for Investigation Areas where an investigation area study has been completed.

Specifically, the Amendment proposes to make the following changes to the Greater Shepparton Planning Scheme:

- Amend Clause 37.01 Schedule 4 to the Special Use Zone to safeguard the ongoing use and development of the Kialla Paceway and provide for equine-related uses;

- Amend Clause 21.04 *Settlement* to update the relevant Framework Plan and Municipal Strategic Statement;
- Amend Clause 21.05 *Environment* to ensure that growth provides for biodiversity protection;
- Amend Clause 21.08 *General Implementation* to provide direction for the application of the Special Use Zone – Schedule 4 to the subject land; and
- Amend Clause 21.09 *Reference Documents* to include the *Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Master Plan, July 2016*.

The subject land is currently identified as part of Investigation Area 1 in Clause 21.04 *Settlement* of the Greater Shepparton Planning Scheme. This Clause states:

- *Investigation Area 1 – Kialla Paceway and Shepparton Greyhound Racing environs. This area surrounds and includes the greyhound and trotting facilities and is directly adjacent to the Shepparton South Growth Corridor. There is potential to extend services to this land. However, future residential development within this area will be dependent on amenity issues such as lighting, noise, odour and dust being addressed to ensure that the long term interests of the racing facilities are protected.*

An investigation has been undertaken into the abovementioned amenity issues. The *Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Master Plan, July 2016* (the Master Plan) considers these issues and provides recommendations for the future use and development of land in Investigation Area 1. This Master Plan was endorsed in September 2016.

Council recognises that, as investigation area studies are completed, areas of land previously identified as Investigation Areas may become available for development. Proposed changes to some sections of the Municipal Strategic Statement are required to provide policy guidance for investigation areas where an investigation area study has been completed. This will ensure that any future development within investigation areas is appropriately and orderly.

The proposed Amendment is required to implement the findings of the Master Plan. It seeks to revise the SUZ4 in accordance with the recommendations of the Master Plan and provides a framework for rural residential equine-related uses in the immediate vicinity of the Goulburn Valley Harness and Greyhound Racing Facility.

The application of the SUZ4 to additional land within Investigation Area 1 to further implement the Master Plan will be subject to a future planning scheme amendment or amendments.

Exhibition

The amendment was exhibited in accordance with the *Planning and Environment Act 1987* for four weeks. This included the following:

- Letters sent to owners and occupiers of land directly affected on 21 April 2017;
- Letters sent to relevant referral authorities on 21 April 2017;
- Letters sent to prescribed Ministers on 21 April 2017;
- Notice in the Victoria Government Gazette on 27 April 2017;
- Notice in the Shepparton News on 25 April 2017;
- Notice on Greater Shepparton City Council website;
- Notice on Department of Environment, Land, Water and Planning website; and
- Notice in the foyer of the Council offices at 90 Welsford Street, Shepparton.

The exhibition period closed on 19 May 2017.

Consideration of Submissions

Council received 21 submissions to the proposed Amendment (see *Attachment 1 – Submissions Recorder*).

Six of these submissions were received from referral authorities who did not object to or request changes to the proposed amendment. These referral authorities are:

- Goulburn Broken Catchment Management Authority;
- Goulburn-Murray Water;
- Department of Environment, Land, Water and Planning (Environment);
- Environment Protection Authority;
- Goulburn Valley Water; and
- Department of Economic Development, Jobs, Transport and Resources (Transport) in collaboration with Transport for Victoria and VicRoads.

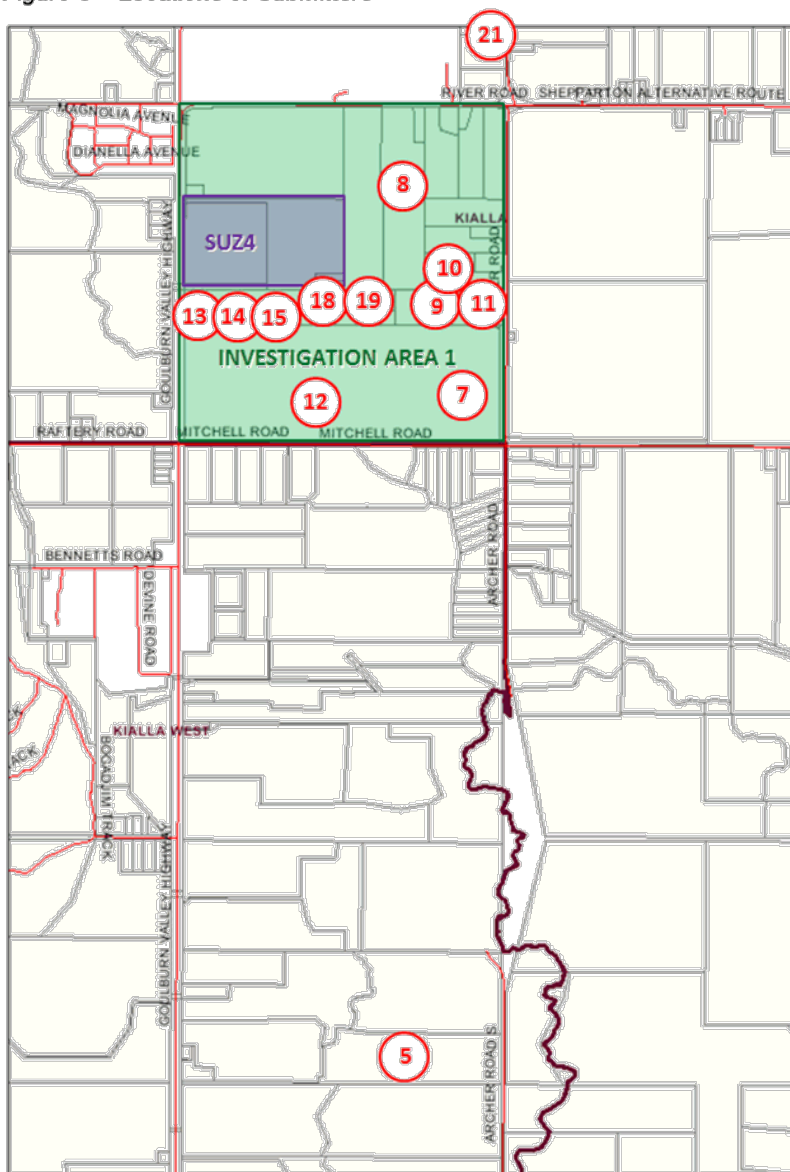
Council received 15 submissions that objected or requested changes to the proposed amendment (see *Figure 3 – Locations of Submitters*).

The main concerns raised in these submissions are:

- Inconsistencies with other studies, strategies, policies and documentation.
- Does not address flooding and/or the flood investigation and modelling undertaken by Water Technology Pty Ltd is inaccurate.
- Concerns regarding the Goulburn-Murray Water (G-MW) Channel and related flood impacts.
- The SUZ4 seeks to remedy a serious planning issue (intensive animal husbandry)
- Concerns with land uses allowed in Precincts A and B.
- Queries future compulsory acquisition of surrounding land.
- Rezoning should be extended to include additional land within the Investigation Area.
- Concerns regarding "illegal development" in the Floodway Overlay (intensive animal husbandry).
- Allows commercial advantage to the Harness Racing Club and Council.
- Concerns regarding land uses, land management, buildings and works, easements and a Safety Management Study for the land within the buffer for the High Pressure Gas Pipeline.

These submissions could not be resolved. The amendment has been referred to an independent planning panel to consider submissions.

Figure 3 – Locations of Submitters

Council officers' position:

- The Amendment seeks to implement the findings and recommendations of the *Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Master Plan, July 2016* (the Master Plan), which was endorsed by Council in September 2016. The proposal is consistent with Council adopted policies and strategies, including the *Greater Shepparton Housing Strategy 2011*.
- No changes to the flood controls or flood mapping are proposed as part of this planning scheme amendment. Water Technology Pty Ltd was engaged by Council during the preparation of the Master Plan to investigate flood behaviour and undertake flood

modelling. The flood modelling demonstrated that the Master Plan achieves an acceptable outcome with regards to managing flood risk.

- It is not proposed to pipe the G-MW channel as part of this planning scheme amendment.
- The SUZ4 seeks to implement the findings and recommendations of the Master Plan to safeguard the ongoing use and development of the Kialla Paceway and provide for equine-related uses. This includes amending the planning controls (including the table of uses) in the SUZ4 as relevant.
- It is unclear in the submissions whether the submitters support rezoning additional land within the Investigation Area or object to it. The planning scheme amendment seeks to revise the SUZ4 and provide a framework for rural residential equine-related uses in the immediate vicinity of the Kialla Paceway. It does not seek to apply a Public Acquisition Overlay to any land. Rezoning requests can be made by land owners once the Framework Plan at Clause 21.04 Settlement is revised to remove the "investigation area" designation (proposed as part of Amendment C199).
- The Amendment does not seek to retrospectively "remedy" any planning issues. It implements the Master Plan in relation to the Kialla Paceway and provides a framework for low density residential, rural living and rural residential equine-related uses. Previous developments are not relevant to this Amendment.
- The Amendment does not seek to provide commercial advantage to any parties. It seeks to safeguard the ongoing use and development of the Kialla Paceway. It does not seek to rezone any land.
- Changes can be made to SUZ4 regarding the High Pressure Gas Pipeline, including a requirement for a Safety Management Study. Council officers will work with APA to resolve these concerns; however, the planning scheme may not be the appropriate tool to resolve some of these issues.

Conclusion

Amendment C199 proposes to amend Schedule 4 to the Special Use Zone, Clause 21.04 *Settlement*, Clause 21.05 *Environment* and Clause 21.08 *General Implementation* to implement the findings of the *Goulburn Valley Harness and Greyhound Racing Precinct Feasibility Study and Master Plan, July 2016*, include it as a reference document at Clause 21.09 *Reference Documents*, and strengthen the policy guidance for Investigation Areas where an investigation area study has been completed.

Amendment C199 was exhibited in accordance with the *Planning and Environment Act 1987* from 27 April 2017 to 19 May 2017. 21 submissions were received by Council, 15 of which objected to or requested changes to the proposed Amendment. These submissions could not be resolved.

An Independent Planning Panel is required to consider submissions.

Recommendation

Council officers request that an Independent Planning Panel be appointed to consider all submissions received for proposed Amendment C199 to the Greater Shepparton Planning Scheme.

Panel hearing dates

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

- directions hearing: week commencing 5 June 2017
- panel hearing: week commencing 26 June 2017