

Urban Development Program



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Regional
Residential
Report

Rural City
of Benalla



Department of
Transport, Planning and
Local Infrastructure

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EXECUTIVE SUMMARY

The Urban Development Program for Regional Victoria provides an analysis of supply and demand for residential and industrial land across parts of regional Victoria. Assessments completed to date include the municipalities of Ballarat, Greater Bendigo, Latrobe and Wodonga, Wangaratta, Greater Shepparton, Warrnambool, Horsham and Mildura. Residential land supply assessments for the G21 consortium of councils are available on the G21 Regional Growth Plan - Implementation Plan website.

Additional land supply assessments undertaken for the municipalities of Bass Coast, Baw Baw, Macedon Ranges, Mitchell, Moorabool, Mount Alexander, Moyne and South Gippsland are also near completion.

This round of land supply assessments include the municipal areas of: Wellington, Southern Grampians, Ararat, Swan Hill, Campaspe, East Gippsland, Glenelg and Benalla.

This component provides information on residential supply and demand for the Rural City of Benalla.

The following residential land supply assessment was undertaken by Spatial Economics Pty Ltd and commissioned by the Department of Transport, Planning and Local Infrastructure in conjunction with the Rural City of Benalla.

It draws on important information and feedback obtained through a number of comprehensive consultations with key council officers, and Department of Transport, Planning and Local Infrastructure regional officers undertaken through the course of the project.

RECENT ACTIVITY

As measured from July 2006 to July 2012 residential building approval activity within the Rural City of Benalla has averaged 74 per annum.

The vast majority of building approvals (87%) since July 2006 have been separate houses, the remaining 13% for medium density dwellings.

The majority (77% or 57 per annum) of building approval activity since July 2006 has been located within the Statistical Local Area (SLA) of Benalla, the remainder (17 per annum) were located within the SLA of Benalla – Balance, this SLA includes the urban areas of Baddaginnie, Devenish, Gooramboot, Swanpool, Tatong, Thoona, and Winton.

From July 2006 to December 2012 there was an average annual residential lot construction of 59. The majority (52%) were broadhectare/major infill lots, followed by minor infill lot construction at 32% and 16% rural residential.

The vast majority (97%) of residential lot construction activity was located within the town of Benalla, followed by Devenish (1%) and Taminick (1%).

PROJECTED DEMAND

Projected dwelling requirements sourced from *Victoria in Future 2012* indicate that from 2011 to 2031 there will be a total dwelling requirement of 1,468 (73 average per annum).

An alternative demand projection has been developed that is based on recent (2006 to 2012) building approval activity – a measure of expressed demand, in conjunction with growth rates identified in the State Governments’ projections. This demand scenario results in an average annual dwelling requirement of 81 dwellings per annum.

This growth scenario results in an 11% (160 dwellings) increase in total dwelling requirements from 2011 to 2031.

IDENTIFIED RESIDENTIAL LAND SUPPLY

In total (excluding minor infill) there is a residential lot supply of approximately 1,324. This is comprised of:

- 1,258 zoned broadhectare/major infill lots (95% of supply); and
- 66 vacant rural residential lots (5% of supply).

As at December 2009, there was 165 minor infill lots identified. Of these lots, 128 were sized less than 1,200sqm or 78% of the identified minor infill lot supply.

As at December 2012, there was a zoned residential lot capacity within broadhectare/major infill areas of approximately 1,258, of which all is located in Benalla.

As at December 2009 across the Rural City of Benalla there was a total lot stock of rural residential allotments of 474. Of this stock, 66 lots were vacant, a lot vacancy rate of 14%.

YEARS OF RESIDENTIAL LAND SUPPLY

Two projected demand scenarios are used to assess the years of residential land stocks, the outcomes are summarised below.

Victoria in Future 2012 Demand Scenario

In terms of zoned broadhectare and major infill residential land stocks it is estimated based on the identified supply and projected demand, there are sufficient land stocks to satisfy over 15 years of future demand.

There are no ‘future/unzoned’ residential land stocks across the Rural City of Benalla.

Historic Trend Based Demand Scenario

In terms of zoned broadhectare and major infill residential land stocks it is estimated based on the identified supply and projected demand, there are sufficient land stocks to satisfy over 15 years of future demand.

Conclusions and Current Actions

In summary there is an adequate stock of zoned residential land to meet *Victoria in Future 2012* and trend based consumption rates within the Rural City of Benalla, with in excess of 15 years’ supply identified to meet future demand.

In April 2012, Amendment C5 to the Rural City of Benalla Planning Scheme was approved, which implemented the ‘Rural Living Study, Benalla Rural City, 2010’ and the ‘Industrial Land Review, Benalla Rural City Council, October 2009’. The amendment also rezoned land to the northwest of Benalla to Rural Living, various tracts of land in the townships of Baddaginnie, Devenish, Goorambat, Swanpool, Tatong and Thoona to Township, Low Density Residential and Rural Living. It also included the Industrial Land Review as a reference document and changed the MSS to reflect directions and recommendations of the Review.

1.0 INTRODUCTION

1.1 PURPOSE AND CONTEXT

The Urban Development Program was set up in 2003 to assist in managing the growth and development of metropolitan Melbourne and the Geelong region, and help ensure the continued sustainable growth of these areas in order to maintain their high levels of liveability.

The primary purpose of the Urban Development Program is to improve the management of urban growth by ensuring that government, councils, public utilities and the development industry have access to up-to-date and accurate information on residential and industrial land availability, development trends, new growth fronts, and their implications for planning and infrastructure investment.

To achieve the primary purpose the Urban Development Program provides accurate, consistent and updated intelligence on residential and industrial land supply, demand and consumption. This in turn assists decision-makers in:

- maintaining an adequate supply of residential and industrial land for future housing and employment purposes;
- providing information to underpin strategic planning in urban centres;
- linking land use with infrastructure and service planning and provision;
- taking early action to address potential land supply shortfalls and infrastructure constraints; and
- contributing to the containment of public sector costs by the planned, coordinated provision of infrastructure to service the staged release of land for urban development.

The information contained and reported within the Urban Development Program enables early action to be taken in areas where land shortfalls have been identified.

1.2 PROGRAM CONTEXT

During 2009-2010, the Urban Development Program was expanded across key provincial areas across regional Victoria, and is incrementally being rolled out across the State. Assessments completed to date include the municipalities of Ballarat, Greater Bendigo, Latrobe and Wodonga, Wangaratta, Greater Shepparton, Warrnambool, Horsham and Mildura. Residential land supply assessments for the G21 consortium of councils are available on the G21 Regional Growth Plan - Implementation Plan website.

Additional land supply assessments undertaken for the municipalities of Bass Coast, Baw Baw, Macedon Ranges, Mitchell, Moorabool, Mount Alexander, Moyne and South Gippsland are also near completion.

This round of land supply assessments include the municipal areas of: Wellington, Southern Grampians, Ararat, Swan Hill, Campaspe, East Gippsland, Glenelg and Benalla.

The expanded Urban Development Program into regional Victoria will build local and regional data bases and, importantly, provide a platform for mapping and spatial analysis in each region. This will in turn allow councils and other key stakeholders in the planning and development

sectors to make more informed decisions in the growth and investment of these key areas across regional Victoria.

The industrial and residential land supply assessments were undertaken by Spatial Economics Pty Ltd, and commissioned by the Department of Transport, Planning and Local Infrastructure in conjunction with the associated councils.

1.3 URBAN DEVELOPMENT PROGRAM REPORTS

The 2013 Urban Development Program Reports for Wellington, Southern Grampians, Ararat, Swan Hill, Campaspe, East Gippsland, Glenelg and Benalla, as well as additional Regional Reports and the metropolitan Urban Development Program Annual Report, are available online at www.dpcd.vic.gov.au/urbandevelopmentprogram

For more information about the Urban Development Program, email the Department of Planning and Community Development at urbandevelopment.program@dtpli.vic.gov.au

2.0 APPROACH & METHODOLOGY

The following provides a brief outline of the major methodologies and approach in the assessment of recent residential lot construction, residential land supply, projections of demand and determining the years of supply of current land stocks. In addition, key definitions of terms used within the following assessment are detailed in the glossary of terms at the end of this report.

Information is presented at both a Statistical Local Area (SLA) and suburb (Australian Bureau of Statistics definition) level. A map highlighting the location of these boundaries is located within the data appendices. The report retains ABS terminology for the geographic areas, however it is appreciated that the term 'suburbs' includes urban and rural areas.

Assessments of land supply are dependant on the availability of aerial imagery. The most current imagery available for this assessment was taken during the summer of 2009/2010.

Note that for the purposes of this report the regional component of the expanded Urban Development Program is referred to as the 'Regional Urban Development Program'.

ESTIMATING FUTURE DWELLING REQUIREMENTS

The Population and Household Projections 2011-2031 for Victoria and Its Regions, released by the (former) Department of Planning and Community Development and outlined in *Victoria in Future 2012*, are used by the Regional Urban Development Program as the basis for determining projected demand for residential allotments. Demand information is assessed at both a municipal level and by the component Statistical Local Areas (SLAs).

RESIDENTIAL LAND

In the following land supply assessments residential lot construction and land supply have been designated by differing supply types, namely:

Minor Infill: Undeveloped land within the existing urban area, zoned for residential development, and parent lot or existing lot less than 1ha.

Major Infill: Undeveloped land or sites identified for redevelopment within the existing urban area, zoned for residential development, and parent lot or existing lot greater than 1ha.

Broadhectare: Undeveloped land generally located on the urban fringe, zoned for residential development (no previous urban development activity), and the parent lot greater than 1ha.

Future Residential: Land identified by the relevant municipal authority for future residential development and current zoning not supportive of 'normal' residential development. Land which has an 'Urban Growth Zone' applied, and a precinct structure plan has not yet been approved, falls into this category.

Rural Residential: Land zoned or identified for future Low Density Residential (LDRZ) or Rural Living (RLZ).

RESIDENTIAL LOT CONSTRUCTION

Residential lot construction has been determined via the processes established within the State Government's Housing Development Data project. It involves the extensive cleaning of the residential cadastre and the application of this cadastre to the land supply types identified above.

A constructed lot is defined by the year of construction and the finalisation of certificate of title.

Construction activity has been assessed on an annual basis as at July of each year from 2006 to 2012, additional analysis has been included to identify lot construction to December 2012.

LOT YIELDS

Lot yields have been established on a parcel by parcel basis for the following land supply types: major infill, broadhectare and future residential.

In establishing the lot yield for each individual land parcel the following information was used: incidence and location of native vegetation, zoning, natural features such as creeks, old mineshafts, escarpments, floodways, localised current/recent market yields, existing studies such as structure plans, municipal strategic statements etc.

In addition to site specific issues, 'standard' land development take-outs are employed, including local and regional. The amount/proportion of such take-outs are dependent on the site of the land parcel i.e. a 1ha site will have less take-outs than say a 50ha site. This approach has been utilised by both the residential and industrial land supply assessments since 2004 in the metropolitan Urban Development Program.

Further intelligence and verification is sourced from local council planning officers.

A small number of supply sites have been allocated a zero lot yield due to a number of varying factors, these include but not limited to:

- unlikely to be developed over the next 15 years due to issues such as significant ownership fragmentation on relatively small parcels of land;
- subdivision restricted until sewerage is provided;
- the site is within an area of low demand and is unlikely to be developed with any certainty within the foreseeable future; and
- potential/likely lot density could be low.

Sites with a zero lot yield have been identified and are summarised by location and area.

DEVELOPMENT TIMING

Staging for lot construction or development timing has been established for four broad time periods, namely:

- 1 to 2 years (2013–2014);
- 3 to 5 years (2015–2017);
- 6 to 10 years (2018–2022);
- 11 years or more (2023 and beyond); and
- No timing.

Land identified for development over the next 2 years is available for residential purposes, and the required permits to subdivide the land generally exist and are being implemented.

Land parcels identified for development in 3 to 5 years are normally zoned, or may have rezonings finalised or approaching finalisation. They may also have permits to subdivide the land. Some degree of confidence can be applied to the timing and staging of these developments.

Confidence about lot yields and staging declines for developments proposed beyond 5 years as it is industry practice to regard developments beyond this period with less certainty in terms of exact staging, timing and yields.

A no timing category has been established for potential residential development sites that are within low demand areas (generally small outlying settlements). These sites typically in addition are allocated a zero potential lot yield. They are identified as potential and are measured by area.

Where land has been identified as 'Future Residential' there are no associated timings, as these cannot be confidently applied until such time the land is zoned to allow residential development to occur. Similarly, land which is within an Urban Growth Zone, where a precinct structure plan has not been approved, falls into a similar category. At such time a precinct structure plan has been prepared and approved, potential timings of residential development associated to these areas can be applied with a higher degree of confidence.

It should also be noted that timing of lot construction is cyclical, and highly dependent on underlying demand, economic cycles and industry capacity. This can mean that stated development intentions will vary from on-the-ground construction activity over time and by location. However, it is highly accurate in terms of the general direction and amount of growth.

Development timings have only been established for both Major Infill land supply stocks and broadhectare land.

Anticipated development timings are primarily sourced from existing planning permits, historic and current market activity, knowledge of industry capacity, projected demand and most importantly intelligence from local council staff.

RURAL RESIDENTIAL

Rural Residential allotments have been established via the assessment of the cadastre and zoning information. All allotments zoned either Rural Living (RLZ) and Low Density Residential (LDRZ) is included. Custom technology as described above was utilised to establish the stock of vacant low density allotments, this was subsequently verified via a manual process in conjunction with aerial imagery. The assessment is undertaken on the date of the latest aerial imagery.

YEARS OF SUPPLY FOR RESIDENTIAL LAND

A key purpose of the Regional Urban Development Program is to identify if sufficient residential land is available to meet projected dwelling requirements within the relevant municipal area. Sufficient stock of residential land is required to maintain an ongoing supply to the market and to contribute to:

- adequate competition in the land development market to avoid unnecessary upward pressure on land prices and housing affordability; and

- sufficient lead times for planning and service provision agencies to undertake appropriate strategic and infrastructure planning activities.

For the purpose of reporting on the years of supply of residential stocks, the Regional Urban Development Program assesses the existing stock of residential land (major infill, broadhectare and future residential) relative to projected demand.

In assessing the number of years of broadhectare, major infill and designated future (unzoned) residential land supply, only a component of the total projected demand is apportioned to estimate future demand for broadhectare and major infill supply. The remainder is apportioned for future demand for other forms of residential supply such as low density and rural living.

The number of 'years of supply' of residential land is undertaken at both a municipal level (total) and by Statistical Local Area. Years of supply is expressed for both the total zoned stocks of identified residential land and future residential land stocks.

Two projected demand scenarios are illustrated:

- Dwelling requirements contained within the (former) DPCD's Population and Household Projections (*Victoria in Future 2012*); and
- Recent residential building approval trends (2006 to 2012).

Both sets of projections are discounted by the historic average of total broadhectare and major infill lot construction relative to total residential lot construction activity. In addition, the historic trend scenario applies the projected proportional rate of change as identified within the population projections.

3.0 OVERVIEW

The beautiful and productive rural landscapes of Benalla Rural City surround the township of Benalla and the communities of Baddaginnie, Devenish, Goorambat, Swanpool, Tatong, Thoona, and Winton. The Rural City comprises 235,059 hectares covering 41 localities and has a population of 14,000 with 9,000 people living in the Benalla urban area.

Major features of the region include Lake Benalla, Mount Samaria State Park and Reef Hills State Park. The Rural City offers exciting recreation opportunities, including sporting facilities, aquatic centre, art gallery, performing arts and convention centre, airport and botanical gardens.

Benalla Rural City is ideally located close to the Victorian snowfields and is surrounded by quality wineries, fishing and other water activities. Melbourne is easily reached in two hours along the Hume Freeway. The Melbourne to Wodonga railway line also runs through the city.

The region offers a supported and enjoyable lifestyle with good quality schools, including a TAFE college; community and health services; and shopping facilities.¹

This report covers the trends and shifts in building activity across the Rural City of Benalla, and provides an insight into proposed future residential development activity.

The information in this section has been compiled resulting from a number of comprehensive consultations with key representatives from the Rural City of Benalla. It is supported by datasets from the Australian Bureau of Statistics.

¹ Council website

4.0 RECENT ACTIVITY

This section of the report details the recent activity of residential lot construction and dwelling approvals across the Rural City of Benalla. Residential lot construction activity is detailed from July 2006 to December 2012 and is presented at a suburb, Statistical Local Area (SLA) and municipal level. Residential lot construction is further analysed by supply type/location, namely:

- Minor Infill;
- Broadhectare/Major Infill (combined); and
- Rural Residential.

4.1 RESIDENTIAL BUILDING APPROVALS

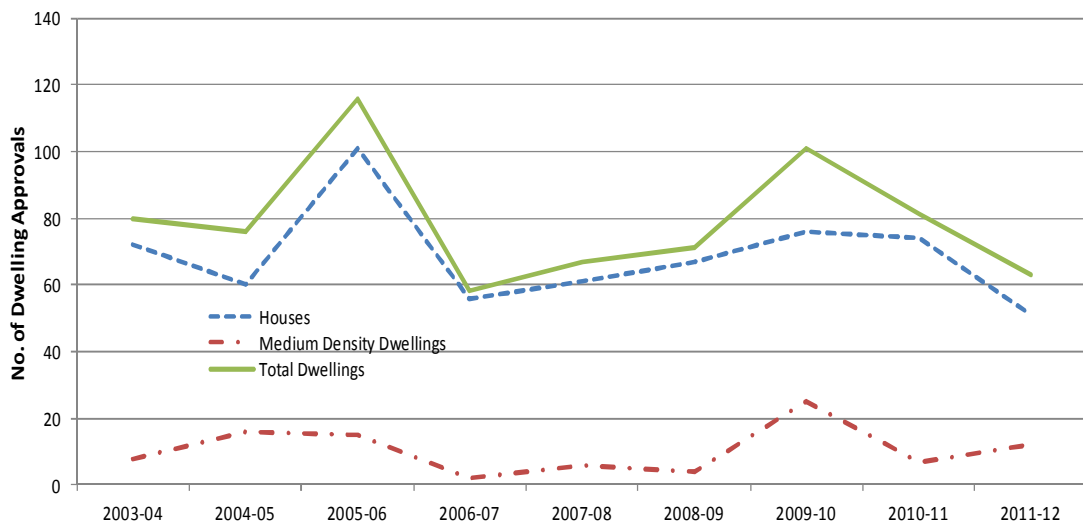
As measured from July 2006 to July 2012 residential building approval activity within the Rural City of Benalla has averaged 74 per annum, the amount of building approval activity as measured on an annual basis has been varied, peaking at 101 in 2009-10 and troughed at 58 in 2006-07.

Graph 1 illustrates the amount of building approval activity by dwelling type on an annual basis for the Rural City of Benalla.

The vast majority of building approvals (87%) since July 2006 have been separate houses, the remaining 13% for medium density dwellings.

The majority (77% or 57 per annum) of building approval activity since July 2006 has been located within the Statistical Local Area (SLA) of Benalla, the remainder (17 per annum) were located within the SLA of Benalla - Balance. This SLA includes the urban areas of Baddaginnie, Devenish, Goorambat, Swanpool, Tatong, Thoona, and Winton.

Graph 1: Number of Residential Building Approvals by Type, July 2003 to July 2012



Source: Australian Bureau of Statistics, Catalogue No.8731.0

4.2 RESIDENTIAL LOT CONSTRUCTION

Analysis has been undertaken to determine on a lot by lot basis the location and amount of residential lot construction activity from July 2006 to December 2012. Lot construction activity has been classified into distinct supply types and or supply locations as defined above.

Graph 2 summarises the amount of residential lot construction by supply type for the Rural City of Benalla. From July 2006 to December 2012 there was an average annual residential lot construction of 59. The majority (52%) were broadhectare/major infill lots, followed by minor infill lot construction at 32% and 16% rural residential.

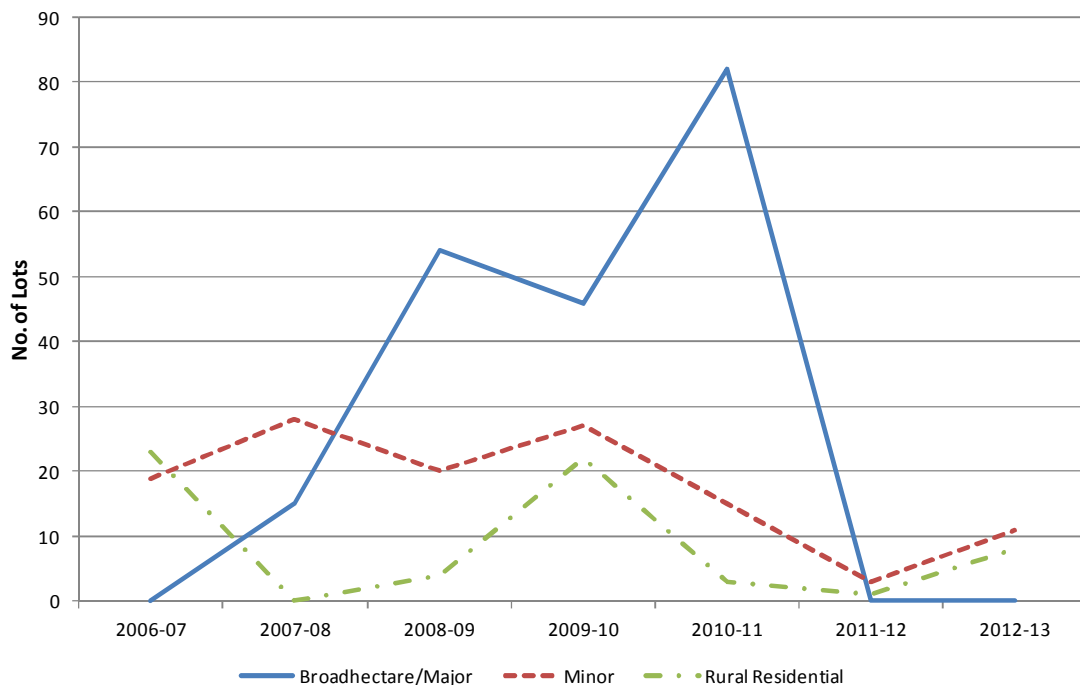
In comparison to the annual volume of residential building approvals, residential lot construction varies considerably. Residential lot construction was the lowest in 2011-12 at 4 lots and 'peaked' in 2010-11 at 100 lots. As measured to the December Quarter 2012 there have been 19 residential lots constructed.

The lot construction variance over-time is a typical trend illustrated from the land development industry and indicates no significant supply or policy issues.

Graph 3 illustrates the average annual volume of all residential lot production by suburb. The vast majority (97%) of residential lot construction activity was located within the town of Benalla, followed by Devenish (1%) and Taminick (1%).

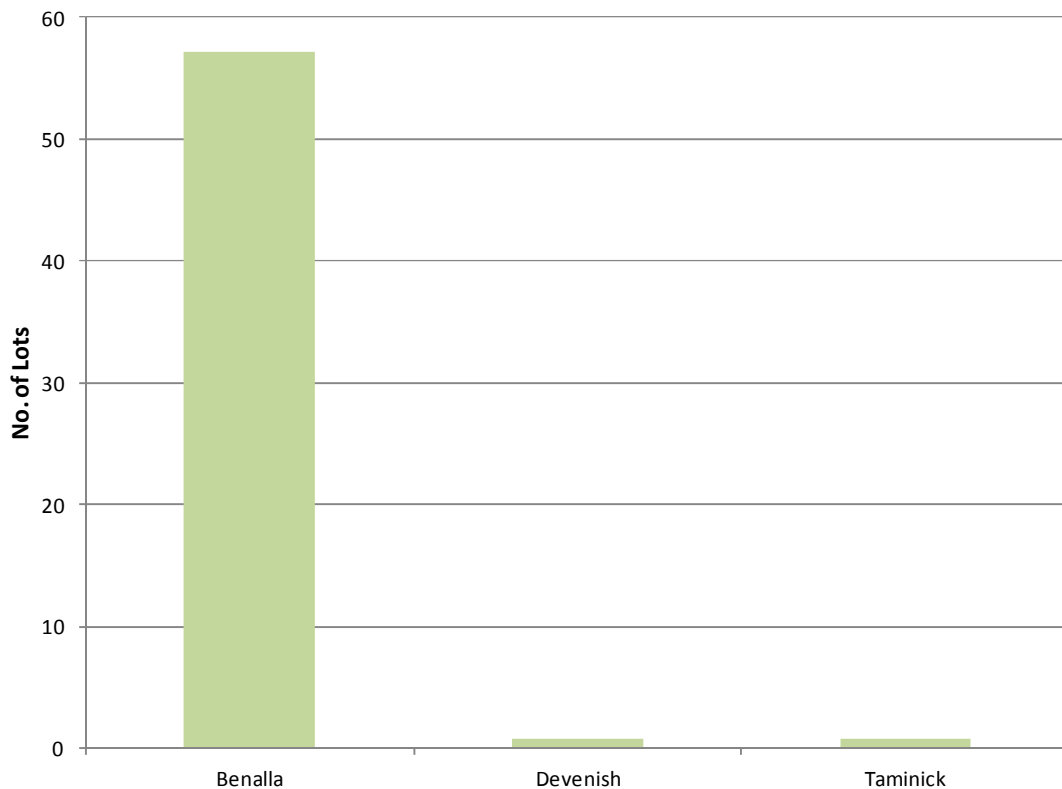
Lot construction and residential building approval activity as measured from July 2006 to March 2012 broadly aligns in terms of the identified volume at 59 and 74 respectively per annum. However the difference infers the construction of dwellings on vacant allotments constructed prior to July 2006.

Graph 2: Number of Residential Lots Constructed by Supply Type, July 2006 to December 2012



Source: Spatial Economics Pty Ltd and (former) Department of Planning and Community Development 2013

Graph 3: Average Annual Number of Residential Lots Constructed by Suburb, July 2006 to December 2012



Source: Spatial Economics Pty Ltd and (former) Department of Planning and Community Development 2013

Note: Includes – broadhectare, major infill, minor infill and rural residential lot construction.

4.2.1 MINOR INFILL LOT CONSTRUCTION

Minor infill lot construction activity as measured from July 2006 to December 2012 across the Rural City of Benalla averaged 19 lots per annum. This represents 32% of all residential lot construction activity across the municipality.

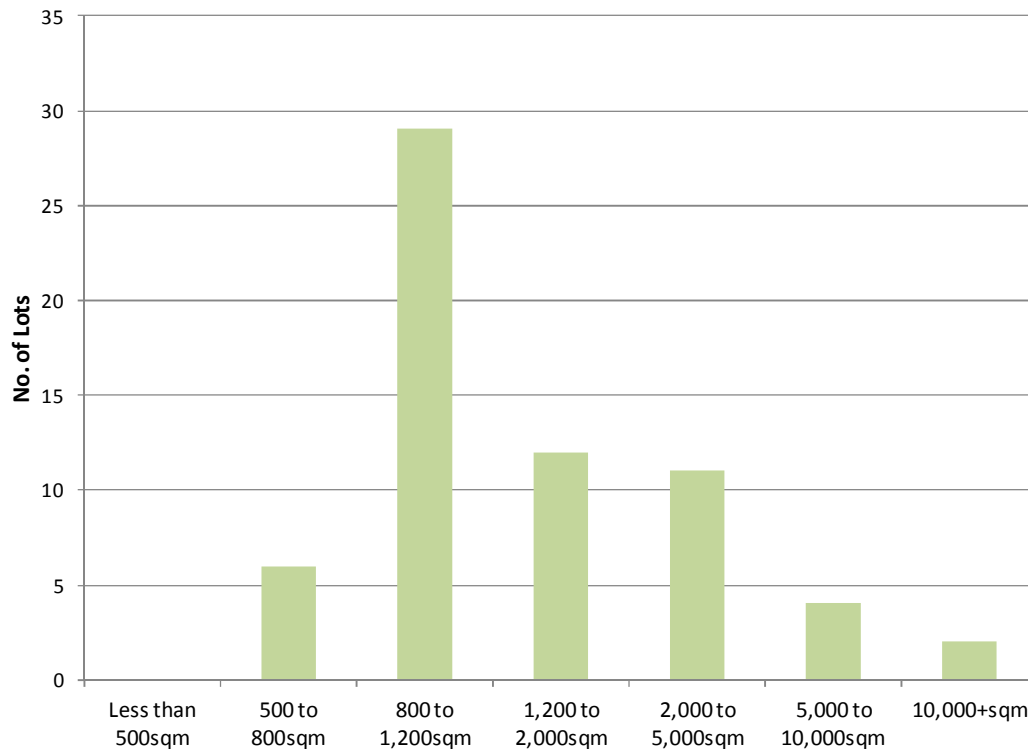
Minor infill lot construction activity was concentrated within the established urban area of Benalla with 97% of construction activity.

As measured annually from July 2006 to December 2012, the amount of minor infill lot construction activity has varied significantly. In 2006-07 there were approximately 19 minor infill lots constructed, increasing to 28 in 2009-10 and declining to 3 lots in 2011-12. As measured to the December Quarter 2012 there have been 11 minor infill lots constructed.

Analysis has been undertaken to determine the ‘parent’ lot size of subdivided minor infill lots, specifically the lot size prior to subdivision. Graph 4 summarises the number of minor infill lot construction projects by selected ‘parent’ lot size cohorts.

From July 2006 to December 2012 there were 64 minor infill lot construction projects yielding 123 lots. The majority of ‘parent’ lots (29 or 45%) were sized from 800 to 1200sqm.

Graph 4: Parent Lot Size of Minor Infill Lot Subdivision, July 2006 to December 2012



Source: Spatial Economics Pty Ltd and (former) Department of Planning and Community Development 2013

Note: Parent lot size refers to the size of the allotment prior to subdivision.

4.2.2 BROADHECTARE AND MAJOR INFILL LOT CONSTRUCTION

Broadhectare/Major Infill lot construction activity as measured from July 2006 to December 2012 across the Rural City of Benalla averaged 30 lots per annum. This represents 52% of all residential lot construction activity across the municipality.

Broadhectare/major infill lot construction activity was located solely within the town of Benalla.

As measured annually from July 2006 to December 2012, the amount of broadhectare lot construction activity has varied significantly. In 2006-07 and 2011-12 there was no broadhectare/major infill lot construction. In 2007-08 there were 15 lots constructed which increased to 54 lots in 2008-09 and peaking at 82 lots in 2010-11.

4.2.3 RURAL RESIDENTIAL LOT CONSTRUCTION

Rural Residential lot construction activity as measured from July 2006 to December 2012 across the Rural City of Benalla has averaged 9 lots per annum. This represents 16% of all residential lot construction activity across the municipality.

Of this lot construction activity – 82% was zoned Low Density Residential (LDRZ) and 18% Rural Living (RLZ). The majority of this subdivision activity was located in the suburb of Benalla.

From July 2006 to December 2012 there was an average annual residential lot construction of 59. The majority (52%) were broadhectare/major infill lots, followed by minor infill lot construction at 32% and 16% rural residential.

Over the same period, residential building approval activity has averaged 74 per annum, of which the vast majority (87%) has been for separate houses

Analysis of the amount of building approvals and residential lot construction overall indicates a functioning residential land market across the Rural City of Benalla.

However, lot construction activity should continue to be monitored to identify lot production trends, and investigate if there are any impediments to the delivery of allotments in the short-term.

5.0 RESIDENTIAL LAND SUPPLY

This section of the report details the stock (measured in lots) of residential land across the Rural City of Benalla as at December 2012. Residential lot stock/supply is presented at a suburb, Statistical Local Area (SLA) and municipal level. Residential land supply is further analysed by supply type/location, namely:

- Minor Infill;
- Broadhectare/ Major Infill;
- Future Residential; and
- Rural Residential.

For both major infill and broadhectare land supply areas, anticipated lot construction timing is presented. This refers to the likely timing of lot construction, not dwelling construction.

Table 1 details the residential land supply, measured in lots, by supply type across the Rural City of Benalla as at December 2012. In total (excluding minor infill) there is a residential lot supply of approximately 1,324. This is comprised of:

- 1,258 zoned broadhectare/major infill lots (95% of supply); and
- 66 vacant rural residential lots (5% of supply).

Each of the supply types are further detailed below, including maps of each of the supply type, including the location of recent residential lot construction activity.

Table 1: Residential Lot Potential by Supply Type, December 2012

SLA/Suburb/LGA	Lots				No Estimated Yield (Area hectares)	
	Broadhectare/ Major	Rural Residential	Future (unzoned)	Total Lots	Broadhectare/ Major	Future (unzoned)
Benalla (RC) - Benalla	1,258	29	0	1,287	6.5	0
Benalla	1,258	29	0	1,287	6.5	0
Benalla (RC) Bal	0	37	0	37	29.4	0
Baddaginnie	0	7	0	7	1.6	0
Benalla	0	12	0	12	0	0
Devenish	0	3	0	3	3.9	0
Goorambat	0	1	0	1	4.0	0
Swanpool	0	3	0	3	0	0
Taminick	0	9	0	9	1.2	0
Tatong	0	2	0	2	13.4	0
Winton (Vic.)	0	0	0		5.3	0
Benalla (RC)	1,258	66	0	1,324	35.9	0

Source: Spatial Economics Pty Ltd and (former) Department of Planning and Community Development 2013

Note: Rural Residential supply refers to vacant (as at 2009) LDRZ and RLZ zoned allotments. It does not assess the development capacity of existing zoned lots developed with a single dwelling or the development potential of vacant lots.

5.1 MINOR INFILL SUPPLY

A parcel by parcel assessment was undertaken to identify minor infill supply, specifically zoned vacant allotments sized less than one hectare. The assessment is based on the latest aerial imagery of December 2009. The identification of vacant allotments sized less than one hectare does not provide an estimated dwelling yield. Rather it simply identifies the vacant allotment by lot size and location.

Dwelling yields on such allotments can vary significantly, examples range from:

- 800sqm vacant allotment within a broadhectare estate typically would yield one dwelling;
- 800sqm vacant allotment within the urban centre, could typically range from one to four dwellings; and
- 5,000sqm allotment within a township zone (un-sewered) one dwelling versus anything from five plus dwellings within a larger urban settlement.

As at December 2009, there was 165 minor infill lots identified. Of these lots, 128 were sized less than 1,200sqm or 78% of the identified lots. In addition there were:

- 18 vacant lots sized between 1,200 to 2,000sqm;
- 13 lots sized from 2,000 to 5,000sqm; and
- 6 lots sized from 5,000 to 10,000sqm.

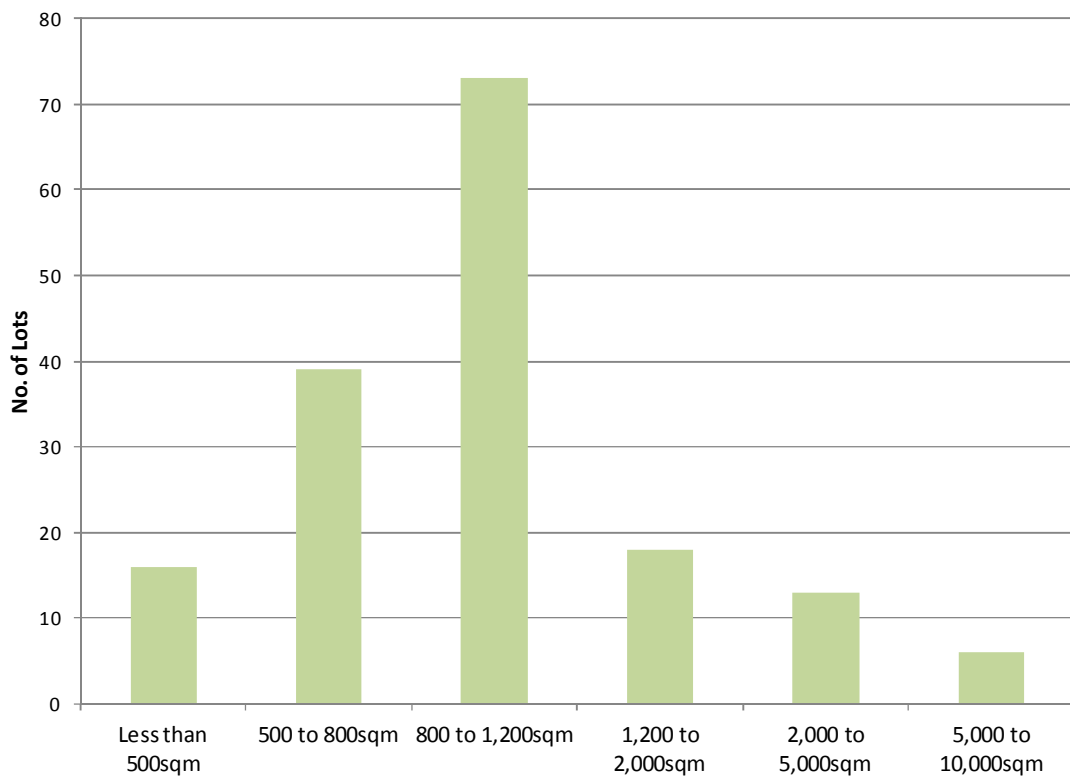
Graph 5 summarises the size distribution of identified minor infill supply.

All of these allotments have potential to yield multiple lots post subdivision. As noted previously 32% of lot construction activity across Benalla was minor infill, and of this lot construction.

The majority of minor infill supply is located in the suburbs of:

- Benalla – 145 lots;
- Baddaginnie – 5 lots; and
- Tatong – 5 lots.

Graph 5: Minor Infill Supply – Number of Vacant Zoned Residential Allotments, by Lot Size Cohort, 2009



Source: Spatial Economics Pty Ltd and (former) Department of Planning and Community Development 2013

5.2 BROADHECTARE AND MAJOR INFILL SUPPLY

As at December 2012, there was a zoned residential lot capacity within broadhectare/major infill areas of approximately 1,258, of which all is located in Benalla. Table 2 identifies the lot yield and estimated development timing of zoned broadhectare lot stock.

Table 2: Anticipated Lot Construction Activity – Broadhectare/Major Infill, 2012

SLA/ LGA	1-2 years	3-5 years	6-10 years	11+ years	No Timing	Total Zoned Stocks
Benalla (RC) - Benalla	129	174	338	340	277	1,258
Benalla (RC) Bal	0	0	0	0	0	0
Benalla (RC)	129	174	338	340	277	1,258

1: The no timing status identifies potential broadhectare land stocks but do not attempt to estimate potential development timing.

Source: Spatial Economics Pty Ltd and (former) Department of Planning and Community Development 2013

Based on existing planning permits, recent construction activity and Council feedback it is anticipated that over the next five years, on average 60 lots per annum will be constructed within existing zoned broadhectare/major infill areas. This activity is anticipated to be entirely in Benalla. Historically, broadhectare lot constructed has averaged 30 lots per annum.

In addition, there is a total broadhectare lot potential of 277 with no anticipated development timing allocated. This supply is located entirely in Benalla.

NO YIELD

A total 36 hectares (11 lots) of zoned vacant land over one hectare in size has been identified that has the potential for broadhectare subdivision. However, these parcels are typically in low demand areas, zoned Township (TZ), strategic assessments have not been completed and in many instances un-sewered. Such stock is located in:

- Tatong – 13.4 hectares
- Benalla – 6.5 hectares; and
- Winton – 5.3 hectares.

This potential residential land supply source has deliberately been excluded from a lot yield and timing perspective as it is considered unlikely that any significant volume of subdivision activity will occur within the sites.

5.3 FUTURE RESIDENTIAL LAND SUPPLY

Within the Rural City of Benalla, there are no identified Future Residential areas (unzoned).

5.4 RURAL RESIDENTIAL ALLOTMENTS

The stock of both occupied and vacant rural residential allotments have been determined on a lot by lot basis as at December 2009. A Rural Residential allotment is defined as all allotments that are zoned Low Density Residential (LDRZ) and Rural Living (RLZ). Occupied is defined as evidence of a 'habitable' dwelling and vacant is defined as no evidence of a habitable dwelling via the interpretation of aerial imagery. Rural residential supply refers to vacant (as at 2009) LDRZ and RLZ zoned allotments. It does not assess the development capacity of existing zoned lots developed with a single dwelling or the development potential of vacant lots.

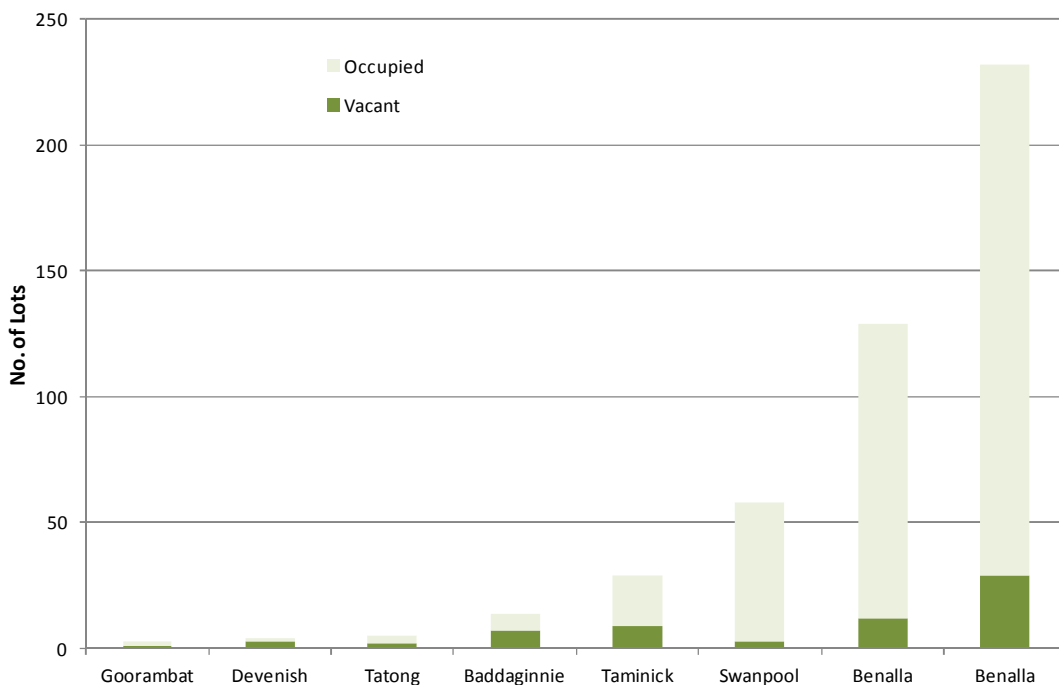
As at December 2009 across the Rural City of Benalla there was a total lot stock of rural residential allotments of 474. Of this stock, 66 lots were vacant, a lot vacancy rate of 14%. Graph 6 summarises the stock of both occupied and vacant rural residential allotments by suburb.

By zone type, as at December 2009 there were 216 Low Density Residential (LDRZ) allotments, of which 35 were vacant across the municipality, a lot vacancy of 16%. In comparison, there were a total of 258 Rural Living (RLZ) zoned allotments, of which 31 were vacant – a lot vacancy rate of 12%.

The location of the majority of rural residential lots across the municipality includes:

- Benalla - total 361 lots (lot vacancy of 11%);
- Swanpool - total 58 lots (lot vacancy of 5%); and
- Taminick - total 29 lots (lot vacancy of 31%).

Graph 6: Stock of Vacant and Occupied 'rural residential' Allotments, 2009



Source: Spatial Economics Pty Ltd and (former) Department of Planning and Community Development 2013

There are no future designated rural residential areas (LDRZ and or RLZ) that have been identified.

In total (excluding minor infill) there is a residential lot supply of approximately 1,324. This is comprised of:

- 1,258 zoned broadhectare/major infill lots (95% of supply); and*
- 66 vacant rural residential lots (5% of supply).*

As at December 2009, there was 165 minor infill lots identified. Of these lots, 128 were sized less than 1,200sqm or 78% of the identified lots.

As at December 2012, there was a residential lot capacity within broadhectare/major infill areas of approximately 1,258. All of these lots are located in the town of Benalla.

Based on existing planning permits, recent construction activity and Council feedback it is anticipated that over the next five years, on average 60 lots per annum will be constructed within existing zoned broadhectare areas. Historically, broadhectare lot constructed has averaged 30 lots per annum.

Within the Rural City of Benalla there are no identified Future Residential (unzoned) areas.

As at December 2009 across the Rural City of Benalla there was a total lot stock of rural residential allotments of 474, of which 66 lots were vacant lot vacancy rate of 14%. There are no future designated rural residential areas (LDRZ and or RLZ) that have been identified.

6.0 PROJECTED DEMAND

This report incorporates the most recently available demand figures to project dwelling requirements and future adequacy of residential land. These figures currently use published population and household projections contained in *Victoria in Future 2012* (VIF2012) undertaken by the (former) Department of Planning and Community Development as the basis for projected dwelling requirements

Victoria in Future 2012 is the Victorian Government's official population and household projections. Information is provided for state-wide, regional and metropolitan areas as well as local government areas. *Victoria in Future 2012* reflects the latest available trends such as changes to levels of immigration or economic conditions, or changes to policy affecting population growth locations and levels, and subsequent demand for housing.

Graph 7 summarises the projected demand for residential dwellings for the Rural City of Benalla. In addition, it highlights historic 'expressed' demand for residential dwellings in the form of residential building approvals and lot construction.

Projected dwelling requirements sourced from VIF 2012 indicate that from 2011 to 2031 there will be a total dwelling requirement of 1,468 (73 average per annum). For specific time cohorts average annual dwelling requirements include:

- 2011 to 2016 - 71;
- 2016 to 2021 - 78;
- 2021 to 2026 - 76 and
- 2026 to 2031 - 68.

As measured from 2011 to 2031, the average annual projected demand by SLA within the Rural City of Benalla is:

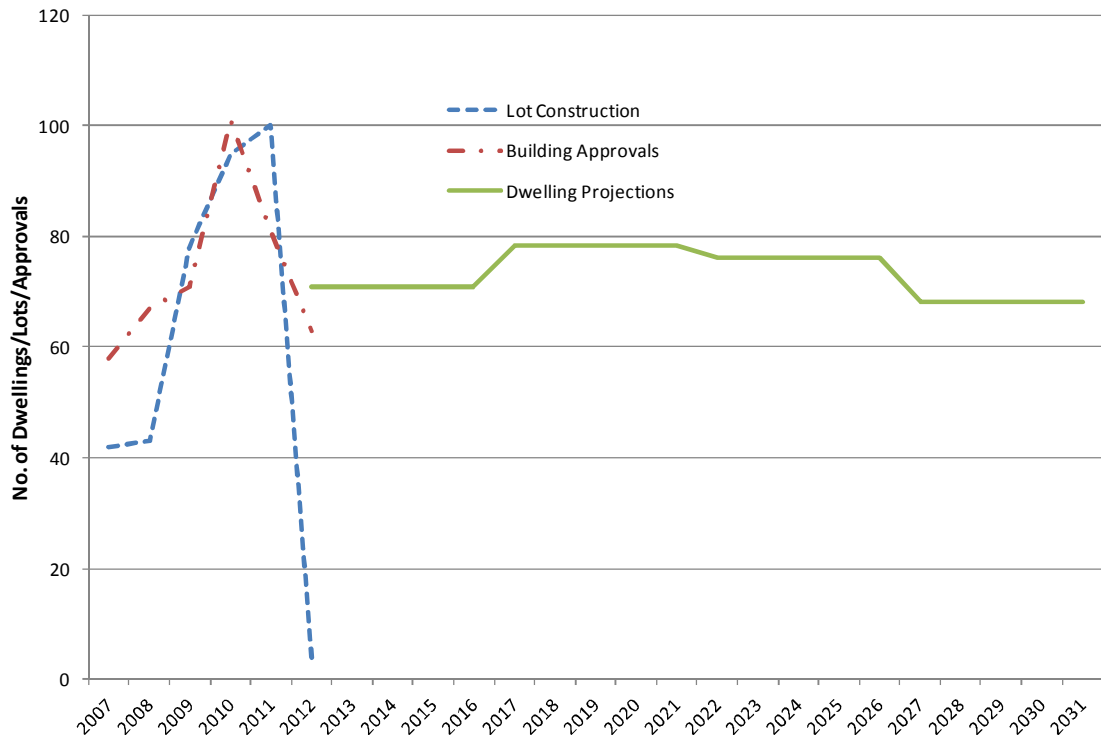
- Benalla: 56 dwellings per annum (Benalla urban area); and
- Balance: 17 dwellings per annum (e.g. Winton, Goorambat, Tatong).

An alternative demand projection has been developed that is based on recent (2006 to 2012) building approval activity – a measure of expressed demand, in conjunction with growth rates identified in the State Governments' projections. In summary, utilising this growth rate scenario results in average dwelling requirements of:

- 2011 to 2016 - 75;
- 2016 to 2021 - 79;
- 2021 to 2026 - 83 and
- 2026 to 2031 - 87.

This growth scenario results in an 11% (160 dwellings) increase in total dwelling requirements from 2011 to 2031.

Graph 7: Historic and Projected Demand for Residential Dwellings, 2006 to 2031



Source: (former) Department of Planning and Community Development Victoria in Future 2012
 Australian Bureau of Statistics, Catalogue No.8731.0
 Spatial Economics Pty Ltd

Projected dwelling requirements sourced from the State Governments Population and Household Projections (Victoria in Future 2012) indicate that from 2011 to 2031 there will be a total dwelling requirement of 1,468 (73 average per annum). For specific time cohorts average annual dwelling requirements include:

- 2011 to 2016 - 71;
- 2016 to 2021 - 78;
- 2021 to 2026 - 76 and
- 2026 to 2031 - 68.

An alternative demand projection has been developed that is based on recent (2006 to 2012) building approval activity – a measure of expressed demand, in conjunction with growth rates identified in the State Governments’ projections. In summary, utilising this growth rate scenario results in average dwelling requirements of:

- 2011 to 2016 - 75;
- 2016 to 2021 - 79;
- 2021 to 2026 - 83 and
- 2026 to 2031 - 87.

This growth scenario results in an 11% (160 dwellings) increase in total dwelling requirements from 2011 to 2031.

7.0 YEARS OF SUPPLY – RESIDENTIAL LAND

Analysis has been undertaken to estimate the years of residential land supply by Statistical Local Area. In estimating the years of residential land supply only major infill, zoned broadhectare and future residential land supply types are considered. In assessing the estimated years of supply, the demand component for the above supply types are estimated via the assessment of historic consumption.

The Population and Household Projections 2011-2031 for Victoria, outlined in *Victoria in Future 2012*, are used by the Regional Urban Development Program as the basis for determining projected demand for residential allotments. Demand information is assessed at both a municipal level and by the component Statistical Local Areas (SLAs). An alternative demand scenario is presented based on historic building approval activity.

Based on historic (July 2006 to June 2012) lot construction activity it is estimated that within the Benalla SLA 54% of dwelling requirements were for broadhectare/major infill allotments and 0% within the Benalla Balance SLA.

Table 3 summarises the estimated years of supply by demand scenario for major infill and broadhectare stocks combined.

YEARS OF SUPPLY – VICTORIA IN FUTURE 2012 DEMAND SCENARIO

In terms of zoned broadhectare and major infill residential land stocks it is estimated based on the identified supply and projected demand, there are sufficient land stocks to satisfy over 15 years of future demand.

There are no ‘future/unzoned’ residential land stocks across the Rural City of Benalla.

YEARS OF SUPPLY – HISTORIC TREND BASED DEMAND SCENARIO

In terms of zoned broadhectare and major infill residential land stocks it is estimated based on the identified supply and projected demand, there are sufficient land stocks to satisfy over 15 years of future demand.

Table 3: Estimated Years of Residential Broadhectare and Major Infill Land Supply, 201

SLA/LGA	VIF2012 Demand Scenario			Historic Trend Scenario		
	Zoned Stocks	Future Stocks	Total Stocks	Zoned Stocks	Future Stocks	Total Stocks
Benalla (RC) - Benalla	15+	n.a.	15+	15+	n.a.	15+
Benalla (RC) Bal	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
Benalla LGA	15+	n.a.	15+	15+	n.a.	15+

Source: Spatial Economics Pty Ltd and (former) Department of Planning and Community Development 2013

8.0 RESIDENTIAL TABLES

Table 4: Minor Infill Lot Construction Activity, July 2006 to December 2012

SLA/Suburb/LGA	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13 ¹	Average Lot Production
Benalla (RC) - Benalla	19	26	19	27	15	3	10	18
Benalla	19	26	19	27	15	3	10	18
Benalla (RC) Bal	0	2	1	0	0	0	1	1
Devenish	0	1	1	0	0	0	1	0
Taminick	0	1	0	0	0	0	0	0
Benalla (RC)	19	28	20	27	15	3	11	19

1: From July 2011 to December 2012

Source: Spatial Economics Pty Ltd and (former) Department of Planning and Community Development 2013

Table 5: Parent Lot Size of Minor Infill Lot Construction, July 2006 to December 2012

SLA/Suburb/LGA	Less than 500sqm	500 to 800sqm	800 to 1,200sqm	1,200 to 2,000sqm	2,000 to 5,000sqm	5,000 to 10,000sqm	10,000+ sqm
Benalla (RC) - Benalla	0	6	29	12	9	3	1
Benalla	0	6	29	12	9	3	1
Benalla (RC) Bal	0	0	0	0	2	1	1
Devenish	0	0	0	0	2	1	0
Taminick	0	0	0	0	0	0	1
Benalla (RC)	0	6	29	12	11	4	2

Source: Spatial Economics Pty Ltd and (former) Department of Planning and Community Development 2013

Table 6: Broadhectare/Major Lot Construction Activity, July 2006 to December 2012

SLA/Suburb/LGA	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13 ¹	Average Lot Production
Benalla (RC) - Benalla	0	15	54	46	82	0	0	30
Benalla	0	15	54	46	82	0	0	30
Benalla (RC)	0	15	54	46	82	0	0	30

1: From July 2011 to December 2012

Note: Broadhectare/Major lot construction refers to residential projects yielding 10 or more lots.

Source: Spatial Economics Pty Ltd and (former) Department of Planning and Community Development 2013

Table 7: Low Density Residential Lot Construction Activity, July 2006 to December 2012

SLA/Suburb/LGA	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13 ¹
Benalla (RC) - Benalla	22	0	0	19	0	0	8
Benalla	22	0	0	19	0	0	8
Benalla (RC) Bal	0	0	0	0	0	1	0
Taminick	0	0	0	0	0	1	0
Benalla (RC)	22	0	0	19	0	1	8

1: From July 2011 to December 2012

Source: Spatial Economics Pty Ltd and (former) Department of Planning and Community Development 2013

Table 8: Rural Living Lot Construction Activity, July 2006 to December 2012

SLA/Suburb/LGA	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13 ¹
Benalla (RC) Bal	1	0	4	3	3	0	0
Benalla	1	0	4	1	0	0	0
Devenish	0	0	0	2	0	0	0
Taminick	0	0	0	0	3	0	0
Benalla (RC)	1	0	4	3	3	0	0

1: From July 2011 to December 2012

Source: Spatial Economics Pty Ltd and (former) Department of Planning and Community Development 2013

Table 9: Minor Infill (vacant lots) Supply by Lot Size Cohort, Dec 2009

Suburb/SLA/LGA	Less than 500sqm	500 to 800sqm	800 to 1,200sqm	1,200 to 2,000sqm	2,000 to 5,000sqm	5,000 to 10,000sqm	Total Lots
Benalla (RC) - Benalla	16	38	70	13	6	2	145
Benalla	16	38	70	13	6	2	145
Benalla (RC) Bal	0	1	3	5	7	4	20
Baddaginnie	0	0	1	3	1	0	5
Devenish	0	0	1	1	1	0	3
Goorambat	0	1	1	0	0	0	2
Swanpool	0	0	0	0	1	1	2
Taminick	0	0	0	1	0	1	2
Tatong	0	0	0	0	3	2	5
Winton (Vic.)	0	0	0	0	1	0	1
Benalla (RC)	16	39	73	18	13	6	165

Source: Spatial Economics Pty Ltd and (former) Department of Planning and Community Development 2013

Table 10: Broadhectare/Major Infill Lot Potential and Anticipated Development Timing (lots), 2012

SLA/Suburb/LGA	1-2 years	3-5 years	6-10 years	11+ years	No Timing	Total Zoned Stocks
Benalla (RC) - Benalla	129	174	338	340	277	1,258
Benalla	129	174	338	340	277	1,258
Benalla (RC) Bal	0	0	0	0	0	0
Baddaginnie	0	0	0	0	0	0
Devenish	0	0	0	0	0	0
Goorambat	0	0	0	0	0	0
Taminick	0	0	0	0	0	0
Tatong	0	0	0	0	0	0
Winton (Vic.)	0	0	0	0	0	0
Benalla (RC)	129	174	338	340	277	1,258

1: The no timing status identifies potential broadhectare land stocks but do not attempt to estimate potential development timing.

Source: Spatial Economics Pty Ltd and (former) Department of Planning and Community Development 2013

Table 11: Broadhectare/Major Infill Stocks – No Timing or Yield, 2012

SLA/Suburb/LGA	Area (ha)	No. of Lots
Benalla (RC) - Benalla	6.46	2
Benalla	6.46	2
Benalla (RC) Bal	29.43	9
Baddaginnie	1.63	1
Devenish	3.87	2
Goorambat	4.02	1
Taminick	1.21	1
Tatong	13.39	3
Winton (Vic.)	5.31	1
Benalla (RC)	35.89	11

Note: The no timing status identifies potential broadhectare land stocks but do not attempt to estimate potential yield and development timing. This potential is primarily located in low demand areas where there has been historically minimal to no subdivision activity.

Source: Spatial Economics Pty Ltd and (former) Department of Planning and Community Development 2013

Table 12: Occupied and Vacant Rural Residential Lot Stock by Zone Type, 2009

Suburb/SLA/LGA	LDRZ				RLZ			
	Vacant	Occupied	Vacancy Rate (%)	Total Lots	Vacant	Occupied	Vacancy Rate (%)	Total Lots
Benalla (RC) - Benalla	27	176	13%	203	2	27	7%	29
Benalla	27	176	13%	203	2	27	7%	29
Benalla (RC) Bal	8	5	62%	13	29	200	13%	229
Baddaginnie	5	3	63%	8	2	4	33%	6
Benalla	1	0	100%	1	11	117	9%	128
Devenish	0	0	0%	0	3	1	75%	4
Goorambat	1	2	33%	3	0	0	0%	0
Swanpool	0	0	0%	0	3	55	5%	58
Taminick	1	0	100%	1	8	20	29%	28
Tatong	0	0	0%	0	2	3	40%	5
Benalla (RC)	35	181	16%	216	31	227	12%	258

Source: Spatial Economics Pty Ltd and (former) Department of Planning and Community Development 2013

Table 13(a): Estimated and Projected Population, 2011 to 2031

SLA/LGA	Estimated Resident Population				
	2011	2016	2021	2026	2031
Benalla (RC) - Benalla	9,641	10,035	10,393	10,746	11,040
Benalla (RC) Bal	4,677	4,785	4,857	4,918	4,978
Benalla LGA	14,318	14,820	15,251	15,663	16,018

Source: (former) Department of Planning and Community Development Victoria in Future 2012

Table 13(b): Estimated and Projected Number of Dwellings, 2011 to 2031

SLA/LGA	Structural Private Dwellings				
	2011	2016	2021	2026	2031
Benalla (RC) - Benalla	4,595	4,867	5,168	5,464	5,722
Benalla (RC) Bal	2,039	2,122	2,213	2,297	2,380
Benalla LGA	6,634	6,989	7,380	7,761	8,102

Source: (former) Department of Planning and Community Development Victoria in Future 2012

Table 13(c): Projected Average Annual Change in the Number of Persons and Dwellings, 2011 to 2031

SLA/LGA	Estimated Resident Population					Structural Private Dwellings				
	2011 to 2016	2016 to 2021	2021 to 2026	2026 to 2031	2011 to 2031	2011 to 2016	2016 to 2021	2021 to 2026	2026 to 2031	2011 to 2031
Benalla (RC) - Benalla	79	72	70	59	70	54	60	59	52	56
Benalla (RC) Bal	22	15	12	12	15	17	18	17	16	17
Benalla LGA	100	86	83	71	85	71	78	76	68	73

Source: (former) Department of Planning and Community Development Victoria in Future 2012

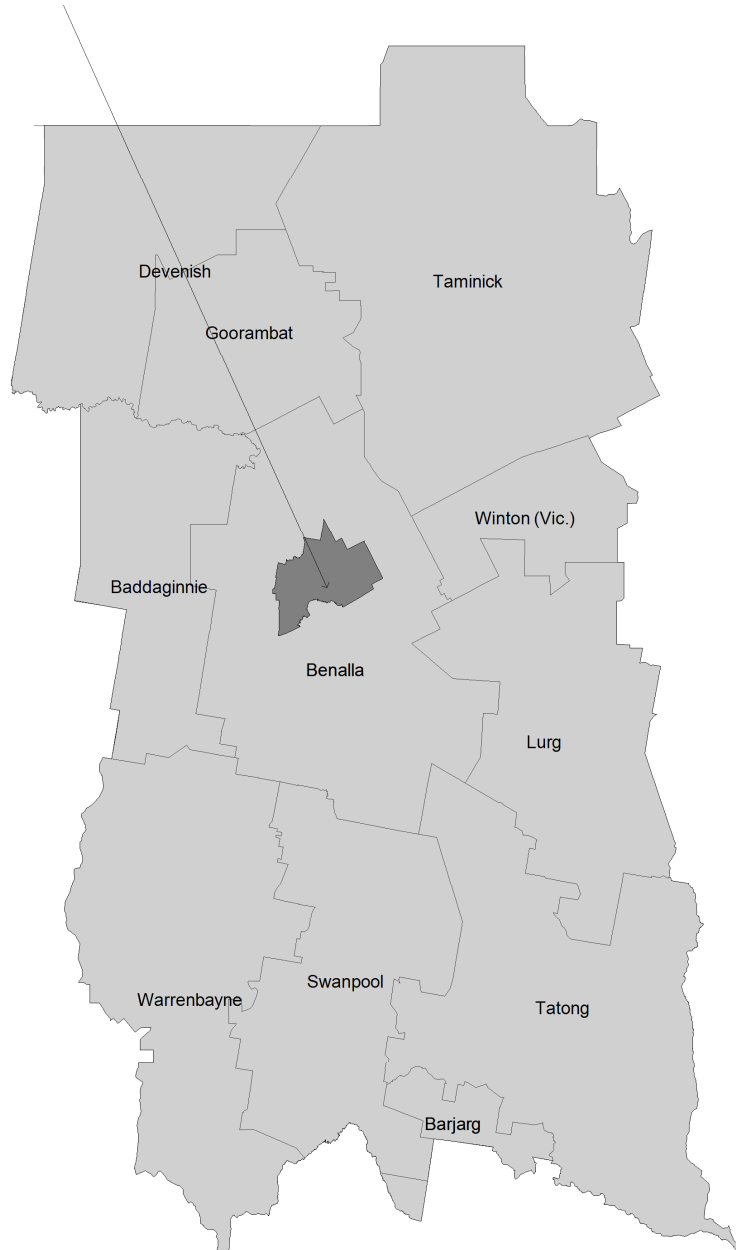
Table 13(d): Projected Average Annual Percentage Change in the Number of Persons and Dwellings, 2011 to 2031

SLA/LGA	Estimated Resident Population					Structural Private Dwellings				
	2011 to 2016	2016 to 2021	2021 to 2026	2026 to 2031	2011 to 2031	2011 to 2016	2016 to 2021	2021 to 2026	2026 to 2031	2011 to 2031
Benalla (RC) - Benalla	0.8%	0.7%	0.7%	0.5%	0.7%	1.2%	1.2%	1.1%	0.9%	1.1%
Benalla (RC) Bal	0.5%	0.3%	0.2%	0.2%	0.3%	0.8%	0.8%	0.8%	0.7%	0.8%
Benalla LGA	0.7%	0.6%	0.5%	0.4%	0.6%	1.0%	1.1%	1.0%	0.9%	1.0%

Source: (former) Department of Planning and Community Development Victoria in Future 2012

LOCATION OF SUBURBS AND STATISTICAL LOCAL AREAS - BENALLA

Benalla (RC) - Benalla



Benalla (RC) Bal

GLOSSARY OF TERMS

BROADHECTARE LAND

Undeveloped land generally located on the urban fringe, zoned for residential development (no previous urban development activity), and the parent lot greater than 1ha.

CONSTRUCTED LOT

For the purposes of the UDP, a lot is created when land has been subdivided ('constructed') whether or not a separate title has been issued.

DWELLING

A building used as a self-contained residence, may include house, apartment, student accommodation, retirement or aged care facilities or a mobile dwelling such as a caravan.

FUTURE RESIDENTIAL LAND

Land identified by the relevant municipal authority for future residential development and current zoning not supportive of 'normal' residential development. Land which is has an 'Urban Growth Zone' applied, and a precinct structure plan has not yet been approved, falls into this category.

FUTURE RURAL RESIDENTIAL LAND

Land identified by the relevant municipal authority for future rural residential development and current zoning not supportive of such residential development. This includes both future zone types of Low Density Residential (LDRZ) and Rural Living (RLZ).

LOCAL GOVERNMENT AREA (LGA)

A geographical area that is administered by a local council.

LOT

For the purposes of the UDP, a lot is created when land has been subdivided ('constructed') whether or not a separate title has been issued.

MINOR INFILL

Undeveloped land within the existing urban area, zoned for residential development, and parent lot or existing lot less one hectare.

RURAL RESIDENTIAL LAND

Land zoned Low Density Residential (LDRZ) or Rural Living (RLZ).

PRECINCT STRUCTURE PLANS

In the Urban Growth Zone (UGZ), the precinct structure plan (PSP) is the key document that triggers the conversion of non-urban land into urban land. A precinct structure plan is a long-term strategic plan that describes how a precinct or a series of sites will be developed.

SUBURB (AUSTRALIAN BUREAU OF STATISTICS)

This is a census-specific area where Collection Districts are aggregated to approximate suburbs.

STATISTICAL LOCAL AREA (SLA)

A geographical area created by the Australian Bureau of Statistics for statistical purposes. Victoria is divided into 200 SLAs. SLAs may be the same as an LGA or in most cases several SLAs aggregate to form LGAs.

