

AGENDA

Greater Shepparton City Council

COUNCIL MEETING

3:00PM, Tuesday 21 December 2021

Function Room, Riverlinks Eastbank

COUNCILLORS

Cr Kim O'Keeffe (Mayor)

Cr Anthony Brophy (Deputy Mayor)

Cr Seema Abdullah

Cr Geoffrey Dobson

Cr Greg James

Cr Robert Priestly

Cr Shane Sali

Cr Sam Spinks

Cr Fern Summer

VISION

GREATER SHEPPARTON, GREATER FUTURE

A thriving economy in the foodbowl of Victoria with excellent lifestyles, innovative agriculture a diverse community and abundant opportunities



12.8 Sale of Land – at 5 Edward Street, 115-121 Maude Street and 92 Nixon Street, Shepparton – Affordable Housing Proposal

Author Senior Strategic Planner

Approved by Director Sustainable Development

Purpose For Decision by Council

Disclosures of Conflict of Interest in Relation to this Report

Under section 130 of the *Local Government Act 2020* officers, delegates and persons engaged under a contract providing advice to Council must disclose any conflicts of interests.

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.

RECOMMENDATION

That the Council, having considered the request from Beyond Housing and Wintringham, received on 21 October 2021:

- provides in-principle support for the preparation of any funding applications by Beyond Housing and/or Wintringham to construct a 30-unit Social Housing project on land at 5 Edward Street, 115-121 Maude Street and 92 Nixon Street, Shepparton;
- 2. notes Council's possible sale or gift of land (subject to the processes outlined below) at 5 Edward Street, 115-121 Maude Street and 92 Nixon Street, Shepparton to Beyond Housing and Wintringham (with a subsequent transfer back to the Council of ground level like for like (to the extent practicable) public car parking following construction of the project) and further notes that the sale or gift will require Beyond Housing and Wintringham to enter into a Contract of Sale and a Section 173 Agreement under the Planning and Environment Act 1987 as described in the draft Memorandum of Understanding (MoU);
- 3. authorises the Chief Executive Officer to sign the MoU (in such final form as is determined by the Chief Executive Officer).
- 4. subject to a Council decision to sell or gift the land following the completion of the Section 114 of the Local Government Act 2020 (the Act) process, authorises the Chief Executive Officer to finalise the drafting of the Contract of Sale and Section 173 Agreement, and any other documents necessary to complete the transaction with Beyond Housing and Wintringham. The Chief Executive Officer may in future make changes to the structure of the transactional arrangements contemplated by this recommendation if advised to do so by the Council's solicitors;



- 5. approves the commencement of the process under Section 114 of the Act to consider the sale of the land at 5 Edward Street, 115-121 Maude Street and 92 Nixon Street, Shepparton by Council to Beyond Housing and Wintringham;
- in accordance with Section 114 of the Act and the Greater Shepparton City Council Community Engagement Policy 2021, Council authorises that a public notice in the Shepparton News be given of its intention to sell the land at 5 Edward Street, 115-121 Maude Street and 92 Nixon Street, Shepparton and call for submissions;
- 7. publish a copy of the public notice on Council's website, and provide a copy to owners and occupiers of all properties abutting the land;
- 8. authorise the Chief Executive Officer to undertake the administrative procedures necessary to carry out Council's functions under section 114 of the Act in relation to this matter; and
- 9. notes that, following the completion of the consultation process, any submissions received in relation to Council's intent to sell the land at 5 Edward Street, 115-121 Maude Street and 92 Nixon Street, Shepparton will be considered by Council at a future Scheduled Council Meeting.

Executive Summary

In June 2018, the *Planning and Environment Act 1987* was amended to include the objective "to facilitate the provision of Affordable Housing in Victoria", requiring Council, in its role as Planning Authority, to consider the need and opportunity to implement Affordable Housing outcomes. The Act defines 'Affordable Housing' as 'housing, including Social Housing that is appropriate for the housing needs of very low-, low- and moderate-income households'.

Following extensive consultation, Council resolved to adopt the *Greater Shepparton Affordable Housing Strategy: Houses for People 2020* in April 2020. Council also subsequently resolved to form the Greater Shepparton Affordable Housing Reference Group to provide expert advice on ways that Council can realise Affordable Housing outcomes.

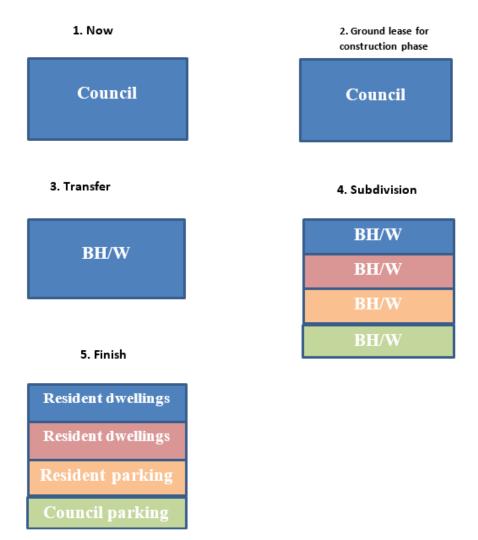
In late 2019, Greater Shepparton was estimated to have the highest homeless rate in regional Victoria, with 5.56 homeless persons per 1,000 people, and 1,041 households on the waiting list for social housing. Rental affordability fell by 10% between 2008 and 2018, with 27% of low-income households experiencing housing stress. With these alarming statistics, it was estimated that 42% of all forecast dwelling supply needed to be delivered as Affordable Housing to meet demand in 2036.

Council received a request from Beyond Housing and Wintringham to construct Social Housing on Council-owned land at 5 Edward Street, 115-121 Maude Street and 92 Nixon Street, Shepparton. The land is currently used as a car park and is known as the Maude and Nixon Street Car Park. Both organisations are Registered Housing Associations with long histories of supporting vulnerable members of the Greater Shepparton community and the wider Goulburn Valley through a range of innovative housing and support services. The proposal seeks to realise approximately 30 one- and two-bedroom units that would cater for those in need of social housing. Council's contribution is gifting the Maude and Nixon Street Car Park land to facilitate the project, with a subsequent transfer back to the Council of



ground level like for like (to the extent practicable) public car parking following construction of the project.

The following diagram seeks to outline ownership arrangements at the various stages of the transaction:



Council's contribution is estimated to be valued at \$450,000.

Council officers consider this to be an effective way of realising Social Housing outcomes. The site's ideal location within the Shepparton CBD will ensure excellent amenity for future residents, enabling them to be securely and appropriately housed, and also thrive in the community with access to all of the services and support that they require.

Before this can be considered, Section 114 of the *Local Government Act 2020* requires Council, before selling or exchanging land, to publish notice of its intention to sell the land, undertake a community engagement process in accordance with its community engagement policy and obtain a recent valuation. This report recommends that Council begin this process and further consider this item after the completion of the consultation process.



Report Detail

In June 2018, the *Planning and Environment Act 1987* was amended to include the objective "to facilitate the provision of Affordable Housing in Victoria", requiring Council, in its role as Planning Authority, to consider the need and opportunity to implement Affordable Housing outcomes. The Act defines 'Affordable Housing' as 'housing, including Social Housing that is appropriate for the housing needs of very low-, low- and moderate-income households.

Following extensive consultation, Council resolved to adopt the *Greater Shepparton Affordable Housing Strategy: Houses for People 2020* in April 2020. The Strategy demonstrated an undeniable need for Affordable Housing across Greater Shepparton. Beyond the municipality's identification as the Victorian regional city with the highest level of homelessness, at 5.6 homeless persons per 1,000, 1,041 households are on the waiting list for social housing support, 27% of low-income households are facing housing stress (2716 households), and overall rental affordability decreased by 10% between 2008 and 2018.

Up to 2020, the Strategy found that despite some allocations under a number of Commonwealth and State-funded programs, Council advocacy and programs to support low-income households, and remarkable work by housing providers, the resources required to address housing issues in Greater Shepparton substantially exceeded those available.

The Strategy draws on the premise of 'Housing First' that has been successfully implemented in Finland to reduce homelessness levels by a third over a seven-year period. Beyond advocacy for Commonwealth and State funding to undertake substantial construction of new stock, it outlines a variety of ways in which Council may facilitate and promote the provision of Affordable Housing through diverse agents, encouraging knowledge sharing, economical usage of existing resources, and collaboration between housing providers, government, developers, landowners, landlords and investors.

The Strategy aims to promote increased stock across the spectrum of affordable models, including crisis accommodation and social housing to address acute housing needs, 'alternative' options like cohousing, which may address the needs of identified 'at risk' cohorts, and broader diversity in size and configuration in the market-based supply to mitigate potential future shortfalls.

Council also subsequently resolved to form the Greater Shepparton Affordable Housing Reference Group to provide expert advice on ways that Council can realise Affordable Housing outcomes and on the implementation of the Strategy.

In late 2020, following the adoption of the Strategy, the Victorian government announced \$5.3 billion in funding to realise Affordable Housing across Victoria as part of the Big Housing Build (BHB) initiative over four years with 25% of this fund allocated to regional Victoria. The first round of grant funding under the Big Housing Build, the Rapid Grants Round, provided grants to Community Housing Agencies (CHAs) for development and construction projects to realise new Affordable Housing; the Graham Street project was funded by this program. Under the Big Housing Build, 18 local government areas (LGAs) have been identified for a Minimum Investment Guarantee, with \$765 million committed across these local government areas. The Minimum Investment Guarantee for Greater Shepparton is \$45 million.

On 20 October 2021, Homes Victoria launched a new regional round of the Social Housing Growth Fund, which will provide grants to CHAs for developments and construction opportunities for new Affordable Housing in regional Victoria. This is a component of the Big Housing Build. Community housing is housing owned or managed by community housing providers. Community housing providers are highly regulated, not-for profit organisations



that specialise in housing the diverse range of tenants who require both public and affordable homes. The Fund seeks to provide grants to CHAs for well progressed development and construction projects for new social housing projects located in nine LGAs in regional Victoria: Greater Shepparton is one of these.

Council recently received a request from Beyond Housing and Wintringham to construct Social Housing on Council-owned land at 5 Edward Street, 115-121 Maude Street and 92 Nixon Street, Shepparton. The land measures 2,500m², is currently used as a car park for approximately 60 vehicles, and is known as the Maude and Nixon Street Car Park.

Both organisations are Registered Housing Associations with long histories of supporting vulnerable members of the Greater Shepparton community and the wider Goulburn Valley through a range of innovative housing and support services.

The proposal seeks to realise approximately 30 one- and two-bedroom units that would cater for those in need of social housing as outlined in Figures One and Two. The conceptual design prepared by James Seymour Architects Pty Ltd envisages a four-storey building comprising public car parking at ground level, resident parking on the second level and two levels of apartments.

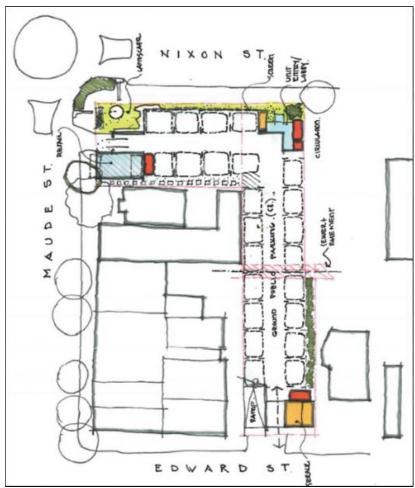


Figure One: Conceptual Design: Ground Floor.



Figure Two: Conceptual Design: Example of Upper Floors.

The land is zoned Activity Centre Zone (ACZ) and, although the project is being scoped, it meets the objectives of the ACZ to attract more people to live in the CBD, and greatly increase the vibrancy and foot traffic throughout the area. The project also meets the ACZ's built form guidelines of higher-scaled built form making a more efficient use of the land in close proximity to the Maude Street Mall. The proposal, although only at conceptual design level, seeks to also meet the zone's objective of encouraging innovative and sustainable contemporary design that will promote the principle of environmentally sustainable design.

On completion of the development, Beyond Housing and Wintringham would assume ownership of the units. Beyond Housing and Wintringham would bring significant local and regional development experience, including design, project management, implementation and management of large- and small-scale construction projects, and have noted willingness to deliver the project from construction to long-term asset management.

Both organisations have requested in-principle support from Council for the proposal. Council's contribution to realising the project is gifting the land to facilitate the project.

Council engaged Opteon (Goulburn North East Vic) Pty Ltd to prepare a valuation. The valuation determined that this contribution is estimated to be valued at \$450,000.



The valuation report notes that:

Transactions of airspace in regional localities such as Shepparton occur very infrequently. We are unaware of any airspace transactions within Regional Victoria, and any sales of note are within capital city locations, generally within high value commercial CBD locations and unsuitable as comparisons to the subject [sic]. As a result, our analysis and interpretation of the commercial aspects of the market has been somewhat subjective.

Airspace tenure while a defined market segment is thinly traded and with few benchmarks as each has unique features, attributes and outcomes for individual purchasers. Ultimately the unit value of airspaces has been demonstrated to be less than the value of an equivalent unit of site area inclusive of a land component.

Our valuation has been prepared on the basis that the maximum number of apartments that would gain planning approval is 30, acting as a determinant for the highest and best use of the site.

The benefits of the project, by addressing the worsening housing affordability issues evident across Greater Shepparton, greatly outweigh this contribution. In addition, Council officers consider this project to be an effective way of realising Affordable Housing outcomes in a central location within the Shepparton CBD. It will ensure excellent amenity for future residents, enabling them to be securely and appropriately housed, and also thrive in the community with access to all of the services and support that they require.

Council has also engaged Ethos Urban Pty Ltd to undertake an Economic Benefit Analysis of the project (the Report). Primarily, the Report seeks to quantify in financial terms the community benefits of the proposal to the Greater Shepparton community.

The Report found that, amongst other things, the development will result in significant short and long term economic and social benefits. Specifically, it quantified that the development would result in direct benefit of \$2.4million (\$31.5million over the 30 year life of the building) to the local economy and create 30 construction-related jobs (assuming a 12 month construction phase). Further the development will indirectly result in an output of \$38million, 110 fulltime jobs (assuming a 12 month construction phase), and a total direct value-add to the economy of \$14.6million. A copy of the Report has been included in Attachment 1.

A draft MoU (see Attachment 2 to this Report) has also been prepared which sets out the basis and most of the essential elements or terms upon which the parties will proceed to negotiate the actual and final terms upon which the Council will agree to proceed to sell the land.

However, before this proposal can be fully considered, Section 114 of the *Local Government Act 2020* requires Council, before selling or exchanging land, to publish notice of its intention to sell the land, undertake a community engagement process in accordance with its community engagement policy and obtain a recent valuation. This report recommends that Council begin this process and further consider this item following the completion of the consultation process.

Council Plan/Key Strategic Activity

LEADERSHIP AND GOVERNANCE

Provide strong civic leadership, advocacy and good governance in the operation of Greater Shepparton City Council.

1.1 Council demonstrates strong regional and local partnerships to improve health and wellbeing access and inequity.



- 1.3 Council demonstrates strong leadership and sound decision making in the best interests of the community.
- 1.7 Council advocates on issues, priorities and needs that matter to our community in partnership with key stakeholders.

SOCIAL

Develop resilient, inclusive, healthy communities that make Greater Shepparton a safe and harmonious place to live, work, learn, and play.

- 2.1 Greater Shepparton is a welcoming, inclusive and safe place for all.
- 2.2 Our community is supported to achieve and sustain physical, emotional and spiritual health and wellbeing.
- 2.10 Council demonstrates strong regional and local partnership efforts across health and wellbeing.

BUILT

Provide and support appealing relevant infrastructure that makes Greater Shepparton an attractive, liveable regional city.

4.1 Growth is well planned and managed for the future.

Risk Management

The recommendation will not result in any unacceptable risk to Council. However, failure to undertake the consultation on the gifting of the land to facilitate this proposal and to further consider the proposal in early 2022 may undermine the implementation of the actions in the *Greater Shepparton Affordable Housing Strategy: Houses for People 2020* and the delivery of appropriate housing to members of the community in need.

Policy Considerations

There are no conflicts with Council policies. The project follows the objectives and goals of the *Greater Shepparton Affordable Housing Strategy 2020: Houses for People* to increase Affordable Housing. The project aligns with the objectives of the *Shepparton CBD Strategy 2008* and *Commercial Activity Centres Strategy 2015*, which both seek a more efficient use of land, higher densification of Shepparton's CBD, and to maintain the CBD as the more vibrant and active city centre to serve the region.

Financial Implications

Council officers have provided in-principle support for a co-contribution to a maximum of \$18,000 to help fund the background reports that will inform any future application. This will assist in preparing the concept sketches (\$9,000 excl GST), the valuation (\$3,000 excl GST), the quantitative assessment (\$9,000 excl GST) of the benefits of the project and all legal agreements required (\$ 15,000 excl GST). These costs are budgeted for within the Building, Planning and Compliance Department's Strategic Planning Work Program.

Council's contribution of gifting the land would help leverage the realisation of funding for the project.

In addition, the proposal would continue to accommodate the continued use of the ground floor as a public car park, albeit with the loss of a small number of spaces. All off-street car parking spaces are free but timed.

The various transactional documents contemplated by the arrangements under the MoU will safeguard the Council's interests. In particular, any development proposal for the land must provide ground-level public car parking (subject to detailed designs) for public use and to be delivered by a sunset date to be agreed. In addition, the MoU will outline the provision of certain minimum percentages of social housing, thereby providing certainty to the Council in regard to the community benefit. By partnering with Beyond Housing and



Wintringham, officers are also satisfied that these organisations with their track record of community involvement are well-positioned to deliver the project requirements and outcomes that are sought. The proposed section 173 agreement will ensure that the obligation to use the newly constructed dwellings for the purposes of social housing will continue in perpetuity. The arrangements also contemplate entry into a ground lease, whereby the Council grants a lease of its land to the purchaser so that from that date the purchaser can commence development of the land in accordance with the development agreement. Title to the land under the contract of sale is proposed to pass to the purchaser when all of the car parking is completed and delivered to the Council, amongst other things. The development agreement addresses matters that include design aspects, risk allocation, defects, timing, milestones and termination and step in rights.

Legal/Statutory Implications

There are no conflicts with any Council policies arising from the recommendation.

The *Local Government Act 2020* requires Council, before selling or exchanging land, to publish notice of its intention to sell the land, undertake a community engagement process in accordance with its community engagement policy and obtain a recent valuation.

This community engagement process is provided for in Section 114(2) of the *Local Government Act 2020.*

This report recommends that Council begin this process and further consider this item after the completion of the consultation process. It is intended that council will further consider this item following the consultation process. The following flow chart sets out the process:





Environmental/Sustainability Impacts

The recommendation will not result in any environmental/sustainability impacts.

Social Implications

While there are no direct social implications arising from the recommendation, the proposal will accommodate for Greater Shepparton's most at risk individuals and households through the relation of much-needed Social Housing, and be an efficient use of land within the centre of the Shepparton CBD.

However, before considering the proposal, Council will engage with all stakeholders to ensure that residents, business owners and visitors will be given detailed information about the proposal and facilitate a range of opportunities to make a submission about the gifting of the land to facilitate this proposal.

The proposal will be further considered by Council in early 2022.

Economic Impacts

The recommendation may result in positive economic impacts.

Consultation

Council has engaged with Beyond Housing and Wintringham to better understand the request for in-principle support for this proposal, and Homes Victoria.



The Local Government Act 2020 requires Council, before selling or exchanging land, to publish notice of its intention to sell the land, undertake a community engagement process in accordance with its community engagement policy and obtain a recent valuation.

This community engagement process is provided for in Section 114(2) of the *Local Government Act 2020* and requires that:

Before selling or exchanging the land, the Council must:

- (a) at least 4 weeks prior to selling or exchanging the land, publish notice of intention to do so—
 - (i) on the Council's Internet site; and
- (ii) in any other manner prescribed by the regulations for the purposes of this subsection: and
- (b) undertake a community engagement process in accordance with its community engagement policy; and
- (c) obtain from a person who holds the qualifications or experience specified under section 13DA(2) of the **Valuation of Land Act 1960** a valuation of the land which is made not more than 6 months prior to the sale or exchange.

While the intention is to carry-out community engagement in accordance with all legislative requirements in early 2022, Council officers will have strong regard to the *Greater Shepparton City Council Community Engagement Policy 2021* in ensuring that residents, business owners and visitors will be given detailed information about the proposal and facilitate a range of opportunities to make a submission.

This report recommends that Council begin this process and further consider this item after the completion of the consultation process.

Council officers believe that appropriate consultation has occurred to understand the requirements of any application for funding and the matter is now ready for Council consideration.

Strategic Links

- Greater Shepparton 2030 Strategy 2006
- Shepparton CBD Strategy 2008
- Commercial Activity Centres Strategy 2015
- Greater Shepparton Affordable Housing Strategy: Houses for People 2020
- Shepparton & Mooroopna 2050: Regional City Growth Plan 2021

Conclusion

In June 2018, the *Planning and Environment Act 1987* was amended to include the objective "to facilitate the provision of Affordable Housing in Victoria", requiring Council, in its role as Planning Authority, to consider the need and opportunity to implement Affordable Housing outcomes.

Council received a request from Beyond Housing and Wintringham to construct Social Housing on Council-owned land at 5 Edward Street, 115-121 Maude Street and 92 Nixon Street, Shepparton. The land is currently used as a car park and is known as the Maude and Nixon Street Car Park. Both organisations are Registered Housing Associations. The proposal seeks to realise approximately 30 one- and two-bedroom units that would cater for those in need of social housing. Council's contribution is gifting the land to facilitate the project (with a subsequent transfer back to the Council of ground level like for like (to the extent practicable) public car parking following construction of the project). The Council's contribution is estimated to be valued at \$450,000.



Council officers consider this to be an effective way of realising Affordable Housing outcomes. The site's ideal location within the Shepparton CBD will ensure excellent amenity for future residents, enabling them to be securely and appropriately housed, and also thrive in the community with access to all of the services and support that they require.

Attachments

- 1. Attachment 1 Economic Benefits Assessment Ethos Urban [12.8.1 12 pages]
- 2. Attachment 2 Draft Memorandum of Understanding Sale and Council Carpark Maude and Nixon Streets [12.8.2 8 pages]

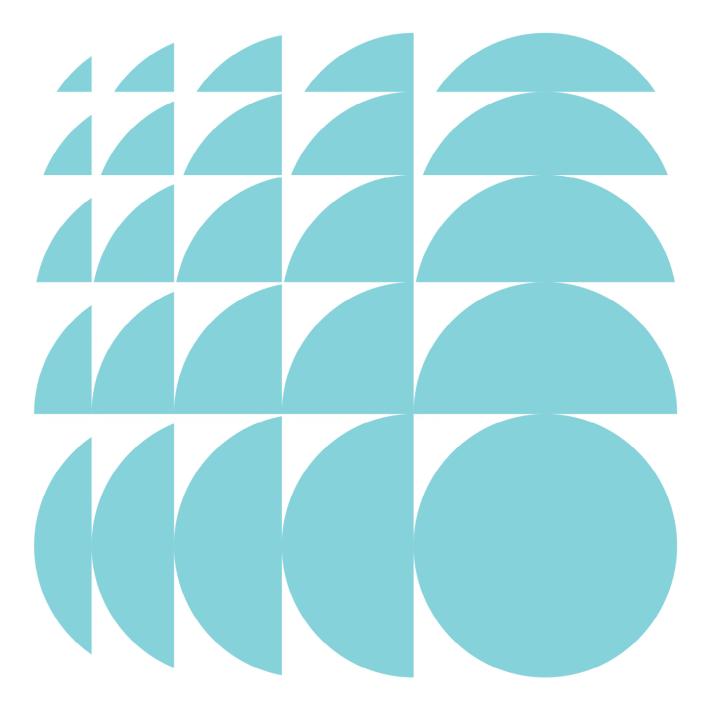
ETHOS URBAN

Greater Shepparton Social Housing Economic Benefits Assessment

DRAFT

Prepared for Greater Shepparton City Council

December 2021 | 3210326



Authorship

Report stage	Author	Date	Review	Date
Draft report	Rajiv Mahendran	02 December 2021	Chris McNeill	03 December 2021
Final report	-	-	-	-

Disclaimer

Every effort has been made to ensure the accuracy of the material and the integrity of the analysis presented in this report. However, Ethos Urban Pty Ltd accepts no liability for any actions taken on the basis of report contents.

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Our Reference: 3210326



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Executive Summary

- Council owns land at 115-121 Maude Street, 92 Nixon Street and 5 Edward Street on the northern edge of the Shepparton CBD. A potential development scheme that includes a social housing component is being contemplated for the site. This assessment quantifies the economic and social benefits associated with the provision of social housing and the project as a whole.
- The subject site is 2,500m² in area, and of sufficient size to support the proposed development. The locational characteristics of the site support a residential development, including being within walking distance of the Shepparton CBD which includes access to significant retail facilities, and employment opportunities.
- The proposed development scheme for the subject site includes retention of the existing atgrade car parking for public use, a second level of parking for public and resident parking, and approximately 30 social housing dwellings over two-levels above the parking structure.
- 4 Lack of access to safe, stable and appropriate housing (homelessness) is a growing problem in Victoria, with approximately 35,000 people on the waiting list to enter social housing in Victoria and 200,000 persons across Australia.
- Homelessness presents significant economic and social costs to the community and with homelessness expected to increase in the future, the provision of social housing is a priority for all levels of government.
- Available evidence indicates the provision of social housing delivers significant benefits to both individuals and the broader community in the form of health sector savings, individual health and lost income benefits, justice sector savings, and employment and income benefits.
- In total, approximately \$24,810 per person per year in benefits is estimated to be generated by the provision of social housing. Applying this to future tenants in the proposed development, indicates the project will generate an annual benefit of \$1.4 million or \$42.4 million over the 30-year life of the building.
- At a discount rate of 4.0% the development will deliver a net benefit of \$8.7 million, based on a construction cost estimate of \$11.3 million and annual operating cost of \$10,060 per dwelling. This represents a benefit cost ratio of 1.52; that is, for every dollar invested, a \$1.52 return is realised.
- Construction of the proposed development will deliver additional benefits to the local economy. Including direct and indirect impacts, the development is expected to generate \$38.0 million in output, \$14.6 million in value added and support 110 job years (assuming a one-year construction period).
- Overall, the benefits associated with both the provision and construction of the proposed social housing development will generate substantial benefits for the broader community and represents a positive investment proposition.

Introduction

Background

Council owns land at 115-121 Maude Street, 92 Nixon Street and 5 Edward Street on the northern edge of the Shepparton CBD (the subject site). The land, which comprises an area of approximately 2,500m², is presently used as an at-grade car park, accommodating approximately 60 vehicles.

The subject site is considered to offer a unique opportunity to provide urgently needed housing options in a disadvantaged area, while also promoting employment and economic growth for the wider community. It is also noted that promoting residential development outcomes in and adjacent to the Shepparton CBD represents a strategic objective of activity centre policy.

To that end, a potential development scheme for the subject site has been developed that includes the following key elements:

- A two-level parking structure with retention of existing public car parking on levels one and two, and provision of additional parking for the residential component on level two;
- Approximately 30 apartments on levels three and four, sitting above the parking structure; and
- A shop at ground level, facing Maude Street.

As part of its assessment as to the merits of the project, Council has engaged Ethos Urban to undertake an analysis of the economic benefits associated with the project and, in particular, the economic benefits associated with the provision of social housing.

Objective

This assessment quantifies the economic and social benefits associated with the proposed development.

This Report

This report contains the following chapters:

Chapter 1: Locational Context and Proposed Development

Chapter 2: Economic and Social Benefits Associated with the Provision of Social Housing

Chapter 3: Economic and Social Benefits Associated with the Construction of the Proposed

Development

1 Locational Context and Proposed Development

This Chapter provides an overview of the subject site and its surrounding context, as well as the proposed development scheme.

1.1 Context

Located on the northern edge of the Shepparton CBD, the subject site is in the Activity Centre Zone and is within easy walking distance of the Shepparton CBD which includes significant retail and hospitality facilities, as well as employment opportunities.

Access to the site, which is L-shaped in configuration, is currently provided from Maude Street at the north-west of the site, and Edward Street at the south of the site. Surrounding uses include offices, medical facilities, retailers and restaurants. On the north side of Nixon Street, uses are primarily residential.

Approximately 200m south is Shepparton's core retail precinct, including anchor tenants such as Coles, Kmart, ALDI, Target and JB Hi-Fi.

Overall, the locational characteristics of the site are well suited to residential development. The site's proximity to retail, commercial and cultural facilities, along with employment opportunities makes it an ideal location for social housing.

Legend Shepparton Library Shepparton Lister House Subject Site Medical Centre Activity Centre Zone Victorian Aboriginal Legal Service NIXON ST **Greater Shepparton** Council Office EDWARD ST **Edward Street** Chiropractic Clinic Maude St Mall Target HIGH ST Kmart ETHOS 250 •JB Hi-Fi URBAN meters

Figure 1.1 Local Context

Source: Ethos Urban

1.2 Proposed Development

Redevelopment of the subject site is proposed to include:

- A two-level parking structure with retention of existing public car parking on levels one and two, and provision of additional parking for the residential component on level two;
- Approximately 30 apartments on levels three and four, sitting above the parking structure; and
- A shop at ground level, facing Maude Street.

It is understood that ownership of the land, at-grade parking and a number of parks on level two will remain with Council and continue to be available for public use, while ownership of air-rights incorporating the dwellings along with specified parking on level two will vest in BeyondHousing and Wintringham through a strata style sub-division.

Assuming an average 1.9 persons per apartment (the national average for apartments in 2016) it is estimated the proposed development would support approximately 60 persons.



2 Economic and Social Benefits Associated with the Provision of Social Housing

This Chapter provides estimates of the economic and social benefits associated with the provision of social housing, based on a review of relevant studies and academic research.

2.1 The Need for Social Housing

Homelessness is defined by the Australian Bureau of Statistics (ABS), as a lack of access to safe, stable and appropriate housing. That includes both people living on the street as well as those in unstable or inappropriate circumstances such as 'couch surfing' at friends and family. Approximately 35,000 people are on the waiting list to enter social housing in Victoria and 200,000 persons across Australia. Note: the actual scale of homelessness could be higher as, given the size of the waiting list, not all people experiencing homelessness will have registered.

Social Housing is defined as housing provided for people on low incomes or with particular needs by government agencies or non-profit organisations. Social housing is owned by the State, Council, or non-profit organisations and leased to eligible households with rental payments based on a share (typically up to a <u>maximum</u> of 25%) of their income.

Available evidence shows that social housing provides significant economic and social benefits for individuals and the community. Benefits largely revolve around reducing the costs associated with homelessness such as pressure on the health care system, justice agencies including the police, as well as the output improvements of higher employment and productivity outcomes, and individual benefits such as better mental health, social connections and overall participation in society.

2.2 Economic and Social Benefits of Providing Social Housing

Health Sector Savings

Significant cost savings in health care and emergency services have been estimated in the provision of social housing and reducing homelessness. More specifically, savings are derived from fewer emergency room presentations, a reduction in the number of general hospitalisation days, and lower levels of stress, depression and anxiety.

The cost of <u>youth</u> homelessness is estimated at \$8,500 in health services per year, in *The Cost of Youth Homelessness in Australia* (2016). The study observed a group of young people that were either homeless or at a very high risk of homelessness and a group of disadvantaged young jobseekers. Although both groups reported experiencing difficult circumstances, the study found difficulties faced by young homeless people were significantly higher than those in housing.

However, the proposed social housing development will likely support a range of people of different ages, and since young people typically have lower rates of health service utilisation it can be reasonably assumed actual health cost savings from the proposed development would be higher.

According to the ABS (2018), 9% of people aged 15 to 34 years of age were admitted to hospital compared to 13% of people aged 35 and older; indicating older people are approximately 40% more likely to be admitted to hospital. Having regard for the higher propensity of older people to utilise health care services, the health savings estimate of \$8,500 has been adjusted to \$12,070 per year incorporating an allowance of 20% to account for young people and CPI adjustment to 2021 dollars to better reflect the age diverse range of future residents in the proposed development.

Individual Health and Lost Income Benefits

Mental health issues represent both causes and impacts of homelessness and represent costs to both the individual and broader community. The transition out of homelessness therefore, leads to

cost savings. While the previous sub-section already discusses the benefits to the health care sector, this sub-section outlines the benefits to the individual as a result of transitioning out of homelessness.

A study of 4,290 homeless people, *Are the Homeless Mentally III?* (2009) found 31% of people experiencing homelessness suffered from mental health issues, with 53% of these people developing a mental health issue following homelessness.

Mental health issues frequently found in homeless people include depression, anxiety, and substance-abuse. Research from Deakin University (2017) estimates these mental health issues cost the Australian economy approximately \$12.8 billion per year.

A 2009 study (*The Excess Cost of Depression in South Australia: A Population-Based Study*) estimated the personal cost of major depression at \$9,950 per year and \$3,150 for other depression. Personal costs include pharmaceuticals and specialist services but the majority of costs are attributed to days unable to work and days of reduced work.

Research into employment rates among disadvantage Australians (*The Effect of Homelessness on Employment Entry and Exists: Evidence from the Journeys Home Survey* 2018) found 19% of homeless people were employed.

Transitioning out of homelessness would provide relief for mental health issues associated with homelessness such as stress, however, recovery from mental issues likely also requires access to other support services. For the purposes of this assessment, 50% of the cost of mental illness per person per year is estimated to be attributed to access to social housing.

Allowing for 31% of homeless people experiencing mental health issues, 19% of future residents at the proposed development having previously been employed, 50% of the cost savings attributed to provision of social housing, and CPI adjustments to 2021 dollars; the average individual benefit of moving into social housing per person per year is estimated at \$1,600.

In adjusting for the employment rate of homeless people this estimate excludes the stress relief and other mental health benefits realised by unemployed homeless people; therefore this estimate is considered conservative.

Justice Sector Costs

Homeless people are significantly more likely to be involved in a crime, either as a victim due to their vulnerability as a result of their lack of safe and private accommodation, or as an offender as a result of mental health issues, substance abuse, food insecurity, and lack of private accommodation leading to enforcement of 'nuisance' crimes such as 'move-on' directions, on-the-spot-fines, etc.

Research from a 2016 study in the UK ("It's No Life at All" Rough sleepers' experiences of violence and abuse on the streets of England and Wales) found that homeless people were 17 times more likely to be the victim of assault compared to the general population. Another study (The State of Homelessness, 2018) found 45% of homeless people had been to prison in their lifetime between 2010 and 2017. Part of the reason for this are laws that indirectly criminalise homelessness, such as begging, banning squeegeeing at traffic lights, camping in public spaces, drinking in public, etc.

Beyond the individual costs associated with being a victim or offender of these crimes, there is a cost associated with policing and the justice system. Providing more social housing and bringing people off the street will have an immediate and direct impact on these costs.

For the purposes of this assessment, the justice related benefits associated with the provision of social housing are based on findings from *The Cost of Youth Homelessness in Australia* (2015) which estimates youth-justice issues cost an average \$890 per person per year from victimisation and \$8,470 per person per year from offending. These estimates have been revised down having

regard for the higher likelihood of young people (15–19-year-olds) to be victims/offenders compared to other age groups.

Analysis of crime victimisation statistics from the ABS (2019/20) shows people aged 15 to 24 years of age have a victimisation rate of 2.9% compared to 1.6% for people aged 25 and above, a factor of 0.8. Therefore, the \$890 per person per year cost estimate for 15 to 19-year-old victims has been revised down by 0.4 and adjusted for CPI to 2021 dollars bringing the estimate to \$390 per person per year.

Similarly, analysis of crime offender statistics from the ABS (2019/20) shows people aged 15 to 19 have an offender rate of 3.8% compared to 1.6% for people aged 20 and above, a factor of 1.4. The youth offender justice sector cost estimate of \$8,470 has been revised down by 0.7 and adjusted for CPI to 2021 dollars, bringing the estimate to \$6,490 per person per year.

In total, it is estimated that the provision of social housing will deliver approximately \$6,880 per person per year in cost savings for the justice sector.

Employment and Income Benefits

Employment rates among homeless people are very low at 19% compared to 62% for all Australians. Social housing allows previously homeless people better access to employment through stability and allowing tenants to start or continue education or training. SGS (2017) reports that approximately 8% to 10% of social housing tenants access employment following provision of social housing.

Assuming a median age of 35, an annual income based on half the Victorian social housing income limit for couples with no children (\$1,640 per week) and a future employment period of 30 years (retiring at 65); the estimated income benefit per person per year is estimated at \$42,610 over the employment period. This has been discounted by 90% to allow for only 10% of tenants going into employment, leaving \$4,260 per person per year in income benefits.

Note, the allowance for 10% of tenants entering into employment after attaining accommodation prevents any double counting with the lost income benefit described previously.

This benefit is considered as both an individual and community benefit, as it also increases the overall output of the economy.

Summary

Homelessness presents significant economic and social costs to the community and with homelessness expected to increase in the future, the provision of social housing is considered a priority by all levels of government.

Available evidence indicates the provision of social housing will deliver significant benefits to both individuals and the broader community in the form of health sector savings, individual health and lost income benefits, justice sector savings, and employment and income benefits.

Across all the identified benefits, the provision of social housing will deliver approximately \$24,810 per person per year. Applying this to the estimated 60 future residents in the social housing component of the proposed development, indicates the project will generate an annual benefit of \$1.4 million or \$31.5 million over the 30-year life of the building.

Table 2.1 Economic and Social Benefits Associated with the Provision of Social Housing

Economic/Social Benefit	Estimated Benefits per Person per Year (\$2021)
Health Sector Savings	\$12,070
Individual Health and Lost Income Benefits	\$1,600
Justice Sector Costs	\$6,880
Employment and Income Benefits	\$4,260
Total	\$24,810
Proposed dwellings	30
Average Household Size	1.9
Total Residents	60
Total Annual Benefit	\$1.4 million

Source Ethos Urban Research

Figures have been rounded.

Operating costs have been estimated at \$10,060 per dwelling and is sourced from the Productivity Commission's Review of Government Services (2018) and adjusted by CPI to 2021 dollars.

At a discount rate of 4.0%, the development will deliver a net benefit of \$8.7 million, based on a construction cost estimate of \$11.3 million (refer section 3.1). This represents a benefit cost ratio of 1.52, that is, for every dollar invested a \$1.52 return is realised.

It is also noted that Federal Government has recognised the need to change the baseline discount rate for benefit cost assessments. In 2018 the House of Representatives Standing Committee on Infrastructure, Transport and Cities recommended the adoption of a 4% discount rate for the appraisal of Commonwealth infrastructure projects. This recommendation was made noting that the discount rate of 7% was adopted as the default parameter at a time where the cost of borrowing, i.e. cash rate, was much higher than what it is currently. Given the nature of this project, the adoption of a 4% discount rate is regarded as appropriate.

A benefit cost ratio above 1.0 at discount rates of 7% and 10% demonstrates the proposed development presents a robust cost benefit result which delivers significant community benefits.

Table 2.2 Benefit Cost Assessment

	Discount Rate (4%)	Discount Rate (7%)	Discount Rate (10%)
NPV Benefits	\$25.4 million	\$18.8 million	\$14.7 million
NPV Costs	\$16.7 million	\$15.3 million	\$14.4 million
Total Benefit	\$8.7 million	\$3.5 million	\$0.2 million
Benefit Cost Ratio	1.52	1.23	1.02

Source Ethos Urban Research

3 Economic Benefits Associated with the Construction of the Proposed Development

Residential construction activity generated by the construction of social housing provides additional benefits not encompassed by the various benefits associated with transitioning people out of homelessness through provision of social housing. This Chapter provides high-level estimates of the economic benefits associated with the construction of the proposed development.

The economic benefits have been estimated according to the direct, or project specific outcomes. Further, indirect impacts are also assessed allowing for the effects of economic multipliers. These forecasts of economic impacts have been prepared with input-out modelling undertaken with reference and compliance to best-practice guidelines.

According to the analysis summarised in Table 3.1, the construction phase is expected to directly deliver:

- Direct output (spending) of \$11.3 million (Estimate undertaken with reference to published construction rates).
- Full-time equivalent (FTE) employment of 30 construction-related jobs supported, assuming a 12-month construction phase.
- A total direct value-add to the economy of \$2.4 million.

Table 3.1 Economic Impact of Construction Phase of Proposed Development

	Direct	Indirect	Total
Output (\$M)	\$11.3	\$26.7	\$38.0
Employment (FTE)	30	80	110
Value Added (\$M)	\$2.4	\$12.2	\$14.6

Source: Ethos Urban analysis utilising data and information from ABS, National Accounts; ABS, Census of Population and Housing 2016; ABS, Labour Force Statistics Detailed Quarterly.

Figures have been rounded.

When the multipliers are taken into account, total economy-wide effects over the construction program are forecast to be:

- Output (spending) of \$38.0 million.
- Full-time equivalent (FTE) employment of 110 jobs supported, assuming a 12-month construction phase.
- A total direct value-add to the economy of \$14.6 million.

The construction program will deliver a boost to building and trades sector in Greater Shepparton, with wider impacts across the broader economy.



Dated 2021

Memorandum of Understanding

Sale and Council Carpark Corner Maude and Nixon Streets - Social Housing Project

Memorandum of Understanding

Sale and Council Carpark Corner Maude and Nixon Streets

Parties:

Greater Shepparton City Council

(Council)

BeyondHousing

Wintringham

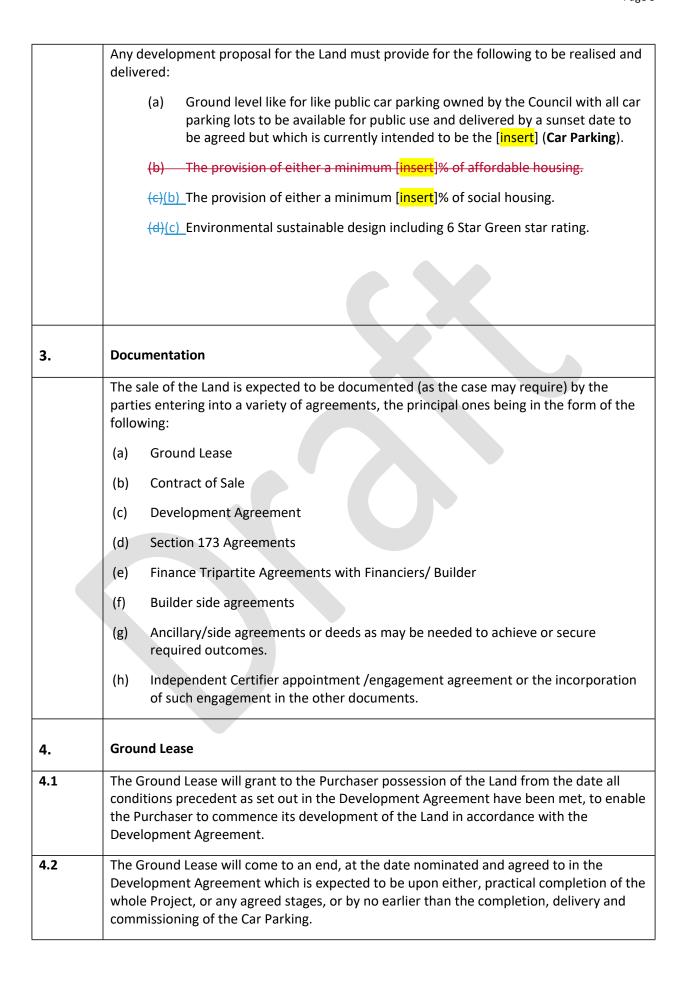
(Purchaser)

If Council does ultimately resolve to sell the Land, this Memorandum of Understanding (**MOU**) sets out the basis and most of the essential elements or terms upon which the parties will proceed to negotiate the actual and final terms upon which the Council will agree to proceed to sell the Land and enter into the required formal documents needed to document the sale and development of the site on the terms finally agreed between the parties.

Each party agrees to negotiate in good faith having regard to the terms and contents of this MOU, to use their best endeavours to reach an agreement based on this MOU.

The Council resolving to sell the Land is a condition precedent to this MOU coming into effect.

1.	Background / Introduction
	Council is the owner of the carpark at the corner of Maude and Nixon Streets (Land). In line with policy outcomes, the Council wishes to sell the Land to be used for social and affordable housing and car parking (Project).
2.	Project Requirements/outcomes



5.	Contract/s of Sale of Land		
5.1	The Contract of Sale will provide for the sale of Land at a price that will be agreed upon terms to be agreed but subject to the following clause 5.2.		
5.2	Title to the Land (excepting the Car Parking) will not and is not intended to pass to the purchaser unless and until:		
	(a) all Car Parking is completed and delivered to Council and transferred to the Council;		
	(b) all conditions precedent as will be detailed and set out in the Development Agreement have been satisfied and signed off by the appointed independent certifier; and		
	(c) the full purchase price has been paid.		
	Development Agreement		
6.			
6.1	The Development Agreement will define and detail all the essential aspects of the Project, including the number of social and affordable housing apartments within the Project, all design aspects, building and sustainability requirements, risk allocation, defects, timing, delivery and works timetable, milestones, development fee, settlement, the oversight and management responsibilities, step in rights, termination events, disputes, completion requirements as set out in more detail hereafter.		
6.2	Critical terms that the Development Agreement will be required to deal with and cover are as follows:		
	6.2.1 Condition Precedent		
	The Purchaser has secured Government Funding, or philanthropic funding, for the Project, to the satisfaction of the Council.		
	6.2.2 Risk Allocation		
	6.2.2 Risk Allocation The Purchaser will be required to accept all major risks of any nature associated with the Project.		
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	The Purchaser will be required to accept all major risks of any nature associated with the Project. The Purchaser will be required to rely on its own skill, expertise and judgement in the planning and delivery of the agreed Project. 6.2.3 Cost of Development The Purchaser bears all the costs of completing and delivering the Project including the Car Parking.		

The Council is to be a party to and agree to the nature and design of the Project and is to approve the final design of the Project before any development approval and construction commences.

6.2.6 Subdivision

The Purchaser is to be solely responsible for staging plans or Plans of Subdivision required for the delivery and completion of the Project and for the delivery of the Car Parking to the Council.

6.2.7 Planning - Development Approval

The Purchaser is to be responsible for obtaining all planning and development approvals from all relevant authorities.

The Purchaser is to be responsible for ground conditions.

6.2.8 Builder

The Purchaser is to engage a properly qualified builder capable of carrying out the construction and completion of the project. The Builder is to be approved by the Council before being engaged.

6.2.9 Independent Certifier

An Independent Certifier is to be appointed and agreed to by the Purchaser and Council and is to be engaged to independently certify and verify compliance and the quality and completion of agreed portions of the Project.

6.2.10 Access - Ground Lease

The Purchaser will be granted access and possession of the Land under the Ground Lease upon satisfying agreed preconditions and conditions precedent for such access to be provided and commence.

Council to be permitted to enter the Land during construction to inspect the works and status of the Project.

6.2.11 Car Parking

The Purchaser will be required to deliver the agreed Car Parking.

6.2.12 Environmental

The Purchaser takes the Land as is and will assume all environmental risks

6.2.13 Material Alterations

No material alterations to the Project will be permitted or are to be made without Council's prior consent.

6.2.14 OHS

The Purchaser to assume all OHS risks as principal contractor.

6.2.15 Variations by Council

The Council may at its cost seek variations to be made to any Car Parking.

6.2.16 Project Control Group (PCG)

A PCG will be established under the Development Agreement made up of an equal number of representatives from the Purchaser and Council.

The PCG will meet regularly (at least once a month) or at such times and in such manner as the parties are to agree.

6.2.17 Step in Rights

In the event of a serious default by the Purchaser/builder the Council is to have step in rights to take over the Project. Such step in rights are to be exercisable, arise and be carried out in a manner to be determined and agreed.

6.2.18 Extensions of Time

The Development Agreement is to provide for the possibility of works and the Project being delayed. The manner in which any requested or required extensions are to be dealt with is to be agreed.

6.2.19 Social and Affordable Housing

The Development Agreement must set out how, when and in what way the Social and Affordable Housing Component will be delivered to the Council to meet the required Social and Affordable Housing percentage or agreed number of Social and Affordable Housing apartments to be provided within the Project.

A Section 173 Agreement will be entered into to secure and ensure delivery of the required and agreed Social and Affordable Housing Component to the Council. This Agreement will come into effect following subdivision and transfer to the Purchaser of all parts of the Land except the Car Parking.

6.2.20 Land Sales Contract(s)

The Land Sales Contract will set out the price to be paid by the purchaser and the agreed terms of the sale of the Land to the Purchaser.

Settlement of the Land Contract will not occur and title to the Land will not pass until all the Car Parking has been completed and delivered and/or until the other agreed contract milestones have been met or satisfied.

6.2.21 Sustainability

The Development Agreement will set out required and agreed Environmental and Social Sustainability obligations and targets.

6.2.22 Insurance

The Purchaser will be required to take out and have in place various types of insurance policies with acceptable Insurers, for sums and of a nature and level of coverage that the Council will require, prior to any works or the Project commencing.

6.2.23 Defects Liability

The Purchaser will be required to attend to defects and provide a warranty as to the quality of works carried out in the delivery of the Car Parking and the Project.

6.2.24 Default

The Development Agreement will provide for what is to occur in the event of a default occurring which will include a right to terminate.

6.2.25 Dispute Resolution

A dispute resolution process to be agreed will form part of the Development Agreement.

6.2.26 Security

The Purchaser will be required to provide security in the form of a Bank Guarantee or Guarantees to secure the delivery of or to secure the Purchaser's obligations to deliver the Car Parking.

6.2.27 Purchaser not to assign

Without Council consent the Purchaser must not assign or transfer its rights or obligations under the Development Agreement to any party until after completion of the Project. Such prohibition of alienation is to include any changes of control of the developer entity.

6.2.28 Intellectual Rights (IP)

The IP rights to the Project must be vested in the Purchaser, and the Purchaser must be able to assign and must assign any IP or IP rights to the Council so as to enable the Council to own, use, transfer, maintain and enjoy its Car Parking and any IP or IP rights attached thereto, indefinitely without limitation.

7. Building Contract

The Council, although not being a party to the Building Contract, must be given the opportunity to approve the form of the Building Contract. The Council's step in rights will need to be recognised and provided for in any Building Contract. This applies to development of both the Land and the Land. Approval of the appointment of the Builder must be sought from the Council.

8. Side Deeds

It is further acknowledged that there may be a need to enter into further ancillary agreements or side deeds in order to deal with specific aspects or elements of the Project in order to achieve the successful completion and delivery of the Project.

Execution page

Executed for and on behalf of Greater Shepparton City Council by [Insert], who hereby declares that he has been duly authorised to do so, in the presence of:	
Signature of witness	Signature of authorised representative
Print Name	Print Name
Executed by Beyond Housing [Full legal name] (ACN[insert]) in accordance with section 127 of the Corporations Act:	
Signature of Director	Signature of Director/Secretary
Name of Director	Name of Director/Secretary
Signed by Wintringham [Full legal name] (ACN[insert]) in the presence of:	
Signature of Witness	Signature
Name of Witness	