

Greater Shepparton City Council

# **Amendment C212 to the Greater Shepparton Planning Scheme**

Part C Submission

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## 1.0 Introduction

This Part C Submission is made on behalf of Greater Shepparton City Council (Council), which is the Planning Authority for Amendment C212 (the Amendment) to the Greater Shepparton Planning Scheme (Planning Scheme).

This submission sets out the proposed post-panel changes to the Amendment based on the outstanding concerns of Submitter 12 (Country Fire Authority (CFA)). These post-panel changes are proposed to the:

1. Explanatory Report;
2. Clause 21.04 *Settlement*; and
3. *Greater Shepparton Township Framework Plan Review 2018* (the Review).

All outstanding concerns from other submitters to the Amendment will be addressed through the recommendations of the Planning Panel Report.

## 2.0 Proposed Changes to the Explanatory Report

To reflect the changes now proposed to Clause 21.04 *Settlement*, Council officers are proposing post-panel changes to the Explanatory Report, see Appendix 1 *Proposed Post-Panel Changes to the Explanatory Report* (proposed post-panel changes are highlighted in yellow).

## 3.0 Proposed Changes to Clause 21.04 *Settlement*

The following post-panel changes to the amendment documentation are proposed to Clause 21.04 *Settlement* to address the concerns raised by Submitter 12 (CFA):

- introduces a new objective in Clause 21.04-1 *Urban Consolidation and Growth* to ensure development responds to bushfire risk;
- introduces a new strategy in Clause 21.04-1 *Urban Consolidation and Growth* to encourage growth in lower bushfire risk areas;
- revises a policy guideline in Clause 21.04-3 *Rural Residential* to ensure that the risk from grassfire is considered in future rezoning requests or subdivision applications;
- introduces a new strategy in Clause 21.04-4 *Urban Design* to ensure future subdivisions help to avoid bushfires or grassfires from penetrating into developed areas by providing an appropriate interface treatment; and
- introduces a new strategy in Clause 21.04-4 *Urban Design* to ensure proposals for landscaping consider the impacts on bushfire, and where an area may be affected by bushfire, ensure landscaping considers ways to minimise the spread and intensity of bushfire.

It is considered that these proposed changes will ensure that residential growth appropriately considers bushfire risk. A copy of the proposed post-panel changes to Clause 21.04

*Settlement* is attached at Appendix 2 *Proposed Post-Panel Changes to Clause 21.04 Settlement* (proposed post-panel changes are highlighted in yellow).

#### **4.0 Proposed Changes to the Greater Shepparton Township Framework Plan Review 2018**

Based on the concerns of the CFA, Council officers have proposed to include a new Section 12.2 Township Landscape Hazard Assessments in the Review. These proposed changes to the Review include an assessment of each of the townships against the landscape typology classifications in the *Bushfire Management Overlay Technical Guide, September 2017*. A link to the Bushfire Management Overlay Technical Guide, September 2017 can be found online here: [https://www.planning.vic.gov.au/\\_data/assets/pdf\\_file/0029/107669/Technical-Guide-Planning-Permit-Applications-Bushfire-Management-Overlay.pdf](https://www.planning.vic.gov.au/_data/assets/pdf_file/0029/107669/Technical-Guide-Planning-Permit-Applications-Bushfire-Management-Overlay.pdf). A copy of the proposed post-panel changes to the Review is attached as Appendix 3 *Proposed Post-Panel Changes to the Greater Shepparton Townships Framework Plan Review* (proposed post-panel changes are highlighted in yellow).

If the post-panel changes to the Review are considered appropriate by the Panel, Council officers will recommend that Council adopt the revised Review when Council considers the Panel Report and the Amendment.



# Appendices

## **Appendix 1: Proposed Post-Panel Changes to the Explanatory Report**

# **GREATER SHEPPARTON PLANNING SCHEME**

## **AMENDMENT C212**

### **EXPLANATORY REPORT**

#### **Who is the planning authority?**

This Amendment has been prepared by Greater Shepparton City Council, which is the planning authority for this Amendment.

The Amendment has been made at the request of Greater Shepparton City Council.

#### **Land affected by the Amendment**

The Amendment applies to land in the townships within the City of Greater Shepparton.

Specifically, the table below describes land directly affected by the Amendment.

<b>ADDRESS</b>	<b>CURRENT DESIGNATION IN FRAMEWORK PLAN</b>	<b>PROPOSED DESIGNATION IN FRAMEWORK PLAN</b>
<b>Congupna</b>		
<b>Part of 226 Old Grahamvale Road, Congupna (existing Public Acquisition Overlay)</b>	Potential Low Density	Public Acquisition Overlay – no residential growth proposed
<b>Dookie</b>		
<b>N/A</b>	No changes proposed	No changes proposed
<b>Katandra West</b>		
<b>236 Hickey Road, Katandra West</b>	Outside settlement boundary – no residential growth proposed	Include within settlement boundary as Potential Low Density
<b>Merrigum</b>		
<b>N/A</b>	No changes proposed	No changes proposed
<b>Murchison</b>		
<b>N/A</b>	No changes proposed	No changes proposed
<b>Tallygaroopna</b>		
<b>N/A</b>	No changes proposed	No changes proposed
<b>Tatura</b>		
<b>95 Dhurringile Road, Tatura</b>	Outside settlement boundary – no residential growth proposed	Outside settlement boundary with arrow denoting Future Long Term Growth
<b>117 Dhurringile Road, Tatura</b>	Outside settlement boundary – no residential growth proposed	Outside settlement boundary with arrow denoting Future Long Term Growth

<b>155 Dhurringile Road, Tatura</b>	Outside settlement boundary – no residential growth proposed	Outside settlement boundary with arrow denoting Future Long Term Growth
<b>195 Dhurringile Road, Tatura</b>	Potential Low Density	Urban Growth Area
<b>28 Ferguson Road, Tatura</b>	Potential Low Density	Urban Growth Area
<b>85 Ferguson Road, Tatura</b>	Potential Rural Living	Part Potential Low Density and part Potential Rural Living
<b>110 Ferguson Road, Tatura</b>	Potential Low Density	Part Urban Growth Area and part Potential Rural Living
<b>895 Pyke Road, Tatura</b>	Part Potential Rural Living and part Potential Low Density	Potential Low Density
<b>Toolamba &amp; Old Toolamba</b>		
<b>85 Bridge Road, Toolamba</b>	Outside settlement boundary – no residential growth proposed	Outside settlement boundary with arrow denoting 'Future Long Term Growth'
<b>91 Bridge Road, Toolamba</b>	Outside settlement boundary – no residential growth proposed	Outside settlement boundary with arrow denoting 'Future Long Term Growth'
<b>Part of 335 Rutherford Road, Toolamba</b>	Investigation Area 6 and arrow denoting 'Future Long Term Growth'	Part Investigation Area without arrow denoting 'Future Long Term Growth', revision of settlement boundary to north of the Public Acquisition Overlay (PAO) – part PAO and part no residential growth proposed
<b>Undera</b>		
<b>1915 Echuca Road, Undera</b>	Potential Rural Living	No residential growth proposed

### What the amendment does

The Amendment seeks to implement the recommendations of the *Greater Shepparton Townships Framework Plan Review, 2018* by revising the Framework Plans in the Municipal Strategic Statement of the Greater Shepparton Planning Scheme (Planning Scheme).

Specifically, the Amendment proposes the following changes to the Planning Scheme:

- Amend Clause 21.04 *Settlement* to implement the updated Framework Plans for the townships and revise relevant policy; and
- Amend Clause 21.09 *Reference Documents* to include the *Greater Shepparton Townships Framework Plan Review, 2018*.

### Strategic assessment of the Amendment

#### Why is the Amendment required?

The *Greater Shepparton Housing Strategy, 2011* (GSHS) was prepared to guide the long term identification and provision of residential land within the municipality. The GSHS was implemented into the Planning Scheme in 2012 via Amendment C93.

Since the gazettal of Amendment C93, several parcels of land displayed in the Framework Plans have been rezoned. The Framework Plans must be updated to reflect these rezonings as requested by the Department of Environment, Land, Water and Planning.

The *Greater Shepparton Townships Framework Plan Review, 2018* (the Review) was prepared to complement and build upon the work undertaken through the GSHS.

The Amendment is required to implement the key recommendations of the Review. By implementing the Review, the Amendment will:

- assist in maintaining a supply of land to accommodate projected population growth over at least a 15 year period;
- give general guidance about land suitable for residential growth beyond 2031;
- provide guidance for a diversity of dwelling types and sizes in townships; and
- update existing Framework Plans in Clause 21.04 *Settlement* to revise anomalous mapping errors to present accurate and clear intentions for future growth.

The Review supports the growth of Greater Shepparton's townships in a consolidated and sustainable manner, and protects sensitive land uses in accordance with the objectives of Planning in Victoria. In addition, the Amendment implements the Victoria Planning Provisions and the *Hume Regional Growth Plan 2014*.

### **How does the Amendment implement the objectives of planning in Victoria?**

The Amendment implements the following objectives for planning in Victoria as outlined in Section 4 of the *Planning and Environment Act 1987*:

- 4(1)(a) – *to provide for the fair, orderly, economic and sustainable use and development of land;*
- 4(1)(b) – *to provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity;*
- 4(1)(f) – *to facilitate development in accordance with the objectives set out in paragraphs (a), (b) and (f); and*
- 4(1)(g) – *to balance the present and future interests of all Victorians.*

The Amendment implements the objectives of planning in Victoria by facilitating the sustainable use and development of land in Greater Shepparton's townships in accordance with adopted Framework Plans.

The Framework Plans seek to balance environmental, social and economic impacts, including supply and demand, provision of services, flooding and bushfire hazards, and provide a clear and orderly framework to guide residential development over a 20 year time horizon.

### **How does the Amendment address any environmental, social and economic effects?**

#### *Environmental effects*

The Amendment has no negative impacts on the environment. The Review seeks to encourage development in specific areas of low ecological value subject to significant investigation and preparation of background studies.

The *Planning and Environment Act 1987* “seeks to *provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity*”. The Amendment meets this objective by ensuring the settlement boundary recognises and protects sensitive areas of high ecological significance from inappropriate urban development.

#### *Social effects*

The Amendment will result in a net community benefit. Rigorous assessment of population trends are continuously being undertaken by Council. Currently there is a demand for residential land in several townships in Greater Shepparton. In addition to this, several townships are currently experiencing moderate levels of population growth. The Amendment will seek to facilitate this growth in an appropriate manner.

Land directly affected by the Amendment is in close proximity to existing community facilities and social infrastructure.

As part of the preparation of the Review, consultation was undertaken with internal Council Departments, relevant referral authorities and agencies, and affected land owners. The draft Review was released for public comment from 26 March to 27 April 2018 and a final Review was adopted by Council at the Ordinary Council Meeting held on 18 September 2018. It is considered that an appropriate level of consultation has occurred and the requirements requested by all key stakeholders have been met.

There are no significant adverse social implications that will arise as a result of the Amendment.

#### *Economic effects*

There are no adverse economic effects associated with the Amendment. The Amendment balances the interests of the community and ensures that appropriate land can be made available for residential growth. This will achieve positive benefits for housing affordability, create a mix of housing types and generate local construction employment opportunities.

#### **Does the Amendment address relevant bushfire risk?**

The Objective of Clause 13.02 *Bushfire* is to prioritise the protection of human life over all other policy considerations. In response to this, the Amendment will strengthen the resilience of future settlements and communities by revising or introducing objectives and strategies in Clause 21.04 Settlement to ensure directing population growth in the townships is cognisant of to low bushfire risk areas.

Land directly affected by the Amendment is located away from areas of vegetation that potentially pose a significant bushfire hazard to future residents. As part of any future development proposal, bushfire risk will be assessed and mitigated, where necessary.

The inclusion of the Bushfire Management Overlay (BMO) within the Framework Plans provides greater clarity about land that is at risk of bushfire.

The Strategy of Clause 13.02 *Bushfire - Settlement Planning – Ensuring the bushfire risk to existing and future residents, property and community infrastructure will not increase as a result of future land use development.*

The Amendment does not exacerbate bushfire risk to existing and future residents as no land is being rezoned to accommodate a sensitive land use as part of this Amendment.

The Amendment is consistent with the Local Planning Policy Framework objectives and strategies that apply to the risk of bushfire.

The CFA was consulted as part of the Draft Review and provided advice to Council.

#### **Does the Amendment comply with the requirements of any Minister's Direction applicable to the amendment?**

The Amendment is consistent with the following Ministerial Directions under sections 7 and 12 of the Act.

The Amendment is consistent with the Ministerial Direction on the Form and Content of Planning Schemes under section 7(5) of the Act.

The following Ministerial Directions are applicable to the consideration of the Amendment:

- Ministerial Direction No. 1 *Potentially Contaminated Land*

The purpose of this Direction is to ensure that potentially contaminated land is suitable for a use which is proposed to be allowed under an amendment to a planning scheme and which could be significantly adversely affected by any contamination.

Most of the land associated with the Amendment has been historically used for various agricultural uses. As part of a future planning scheme amendment to rezone land for a sensitive land use, an environmental site assessment will need to be undertaken by a suitably qualified consultant. This will include investigation, specific site assessment and recommendations for remediation, if necessary. Prior to the approval of any future planning scheme amendment seeking to rezone land, the planning authority will satisfy itself that the environmental conditions of the land are or will be suitable for a sensitive use.

- Ministerial Direction No. 11 *Strategic Assessment of Amendments*

The purpose of this Direction is to ensure a comprehensive strategic evaluation of a planning scheme amendment and the outcomes it produces. An amendment to a planning scheme requires an explanatory report to address all relevant strategic planning considerations. The preparation of this explanatory report complies with this Direction.

- Ministerial Direction No. 19 *Part A: Ministerial Direction on the Preparation and Content of Amendments that may Significantly Impact the Environment, Amenity and Human Health*

The purpose of this Direction is to require planning authorities to seek the views of the Environment Protection Authority (EPA) in the preparation of planning scheme reviews and amendments that could result in use or development of land that may result in significant impacts on the environment, amenity and human health due to pollution and waste.

The views of the EPA were sought in February 2018. During public exhibition of this Amendment, feedback from the EPA will be sought a second time. As part of any future planning scheme amendment seeking rezoning of land, the EPA will be notified and their feedback sought. Any environmental site assessment prepared by a suitably qualified consultant seeking rezoning of land to a sensitive land use will be subject of the satisfaction of the EPA.

### **How does the Amendment support or implement the Planning Policy Framework and any adopted State policy?**

The Amendment is supported by the following State Planning Policies:

- The Strategies to Clause 11.02-1S *Supply of urban land* – *Ensure the ongoing provision of land and supporting infrastructure to support sustainable urban development and - ensure that sufficient land is available to meet forecast demand.*

The Amendment sets out the orderly structure and delivery of land for a residential purpose for the townships in the municipality. The Amendment will also reflect current growth patterns and appropriately guide sensitive land uses to establish in areas suitable to host it.

- The Strategies to Clause 11.02-2S *Structure planning* – *Ensure effective planning and management of the land use and development of an area through the preparation of relevant plans.*

The Amendment will provide clear direction on the appropriate location for future residential land use in the townships and identify land capable of hosting higher residential densities in the Framework Plans.

- Clause 12.01 *Biodiversity* – *Strategically Plan for the protection and conservation of Victoria's important areas of biodiversity.*

All land directly affected by the Amendment is considered to be of low ecological value having been historically used for intensive horticultural and agricultural practices. As part of a future planning scheme amendment, all land that is directly affected by the Amendment will be subject to an environmental site assessment prior to a rezoning for a sensitive land use. The Amendment will not be of detriment to any environmentally significant areas.

- The Strategy to Clause 13.02 *Bushfire* – Directing population growth and development to low risk locations and ensuring the availability of, and safe access to, areas where human life can be better protected from the effects of bushfire.

The land directly affected by the Amendment is not impacted upon by the BMO. The CFA was contacted in February 2017. Further, the Amendment will be referred directly to the CFA inviting them to make further comments as part of the Amendment's formal exhibition process. Any future planning scheme amendment proposing to rezone land to accommodate a sensitive use will be subject to the discretion of the CFA.

The Amendment supports the strategy of Clause 13.02 *Bushfire* by ensuring that all future planning scheme amendments seeking to rezone land to cater for a sensitive use are subject to bushfire risk assessments undertaken to the satisfaction of the CFA, if deemed necessary.

- The Strategy to Clause 13.03 *Floodplain Management* - Avoid intensifying the impact of flooding through inappropriately located use and development.

The Amendment supports this strategy by ensuring that urban sprawl and urban densification is minimised in flood-affected land. Preparation of the Review has taken the municipality's flat nature into account and designated flood-free land suitable for a sensitive land use.

A future planning scheme amendment to change the identified use of specific parcels of directly affected land by this Amendment will be required before any future works can commence. A stormwater management plan and drainage strategy will be required by the relevant floodplain manager before any future rezoning of land can occur.

- The Strategy to Clause 16.01-2S *Location of Residential Development* – Ensure an adequate supply of redevelopment opportunities within established urban areas to reduce the pressure for fringe development.

The Framework Plans specify the settlement boundary for the townships and a direction for future growth. The Strategy updates the Framework Plans to reflect current growth trends and identifies future residential growth in specific land adjacent to existing urban development.

- The Strategy to Clause 18.01-1S *Integrated Transport* – to create a safe and sustainable transport system by integrating land use and transport.

Land directly affected by the Amendment is not proposed to be rezoned as part of Amendment C212. Upon receipt of a rezoning request for any land identified in the framework plans, all relevant authorities would be consulted with to better understand their requirements. Amongst other things, a traffic impact assessment would need to be undertaken to support the rezoning request to ensure that any future development is served by an appropriate transport network and that there are no negative impacts on the existing transport network.

- The Strategy to Clause 18.01-2S *Transport system* – Coordinate development of all transport modes to provide a comprehensive transport system.

The Amendment identifies land that may accommodate some residential or rural residential development, subject to the completion of appropriate background reports. These reports will ensure that any future development is served by an appropriate transport network and that there are no negative impacts on the existing transport network. This would need to be undertaken before any land is rezoned.

**How does the Amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?**

The Amendment strengthens and supports the Municipal Strategic Statement (MSS) and Local Planning Policy Framework (LPPF) as follows:



Clause 21.04 Settlement - This policy provides strategic direction for residential growth in the municipality. This policy includes Framework Plans to guide development in areas across Greater Shepparton, including the townships. The Framework Plans direct urban growth and densification to specific growth corridors capable of accommodating a sensitive land use.

In order to respond to the current levels of growth in the townships, the Framework Plans have been reviewed. The Amendment aims to meet the residential growth objectives outlined in Clause 21.04 *Settlement* by implementing current and robust Framework Plans for future sensitive land uses that will create a variety of future housing types. The Amendment guides and supports infill housing to be further developed in established residential areas whilst being responsive to the established character of the townships.

The Amendment further supports the objectives of Clause 21.04 *Settlement* by facilitating high quality living environments which balance the needs of residents for housing and employment opportunities with agricultural and ecological assets. The Amendment facilitates a variety of sensitive land use options that will be the subject of future planning scheme amendments which will improve housing choice within the municipality.

The Amendment proposes to revise and introduce objectives and strategies into Clause 21.04 Settlement to better ensure future residential development in the townships is cognisant of bushfire risk.

Clause 21.05 Environment – The policy aims to protect flora and fauna in the municipality as well as the protection and management of natural landscape features.

The Amendment protects areas of high ecological significance whilst facilitating residential growth. Expansion of the townships will be guided in accordance with the Framework Plans encouraging all future residential land uses within the settlement boundary away from areas of ecological significance.

### **Does the Amendment make proper use of the Victoria Planning Provisions?**

The Amendment is in accordance and makes proper use of the Victoria Planning Provisions.

The Amendment is in accordance with the residential growth objectives of the *Hume Regional Growth Plan 2014* and Clause 11.01-1R *Settlement – Hume* by supporting growth and development in existing urban settlements and fostering the sustainability of small rural settlements.

The most appropriate planning tool to give effect to the Victoria Planning Provisions is to include the updated framework plans for the townships into the Planning Scheme in Clause 21.04 *Settlement* and include the Review as a reference document in Clause 21.09 *Reference Documents* in the Local Planning Policy Framework.

### **How does the Amendment address the views of any relevant agency?**

Preliminary consultation on the draft Review was undertaken in February 2018. Various referral agencies provided comments regarding the locations of their assets, and highlighted referral requirements for building and planning permit applications. Their views, where possible, were incorporated into the final document.

The views of all relevant referral agencies will be further sought during formal exhibition period of the Amendment.

### **Does the Amendment address relevant requirements of the Transport Integration Act 2010?**

The purpose of the *Transport Integration Act 2010* is to create a new framework for the provision of an integrated and sustainable transport system in Victoria. The Amendment complies with the requirements of the *Transport Integration Act 2010*.

It is expected that the Amendment will have an impact on the local transport system in the townships in terms of an average increase in private vehicles using the existing road network. However it is anticipated that the existing transport network can comfortably accommodate an increase in private vehicles.

Land directly affected by the Amendment is considered to be within walking distance of existing community facilities. By identifying growth areas within a close proximity to existing public transport facilities and commercial centres in the townships, the Amendment will promote effective integration of public transport and land use.

Greater Shepparton acts as a vital logistical hub for North Victoria, with strong connections to Metropolitan Melbourne for employment, educational and recreational services.

The Minister has not prepared any statements of policy principles under Section 22 of the *Transport Integration Act 2010*; therefore, no such statements are applicable to this Amendment.

### **Resource and administrative costs**

- **What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?**

The Amendment facilitates future planning scheme amendments that will seek to rezone land identified in the Review to accommodate residential uses. The fees for such planning scheme amendments and, if necessary, Independent Planning Panel fees will be borne by the proponent of such an amendment. Council is sufficiently resourced to accommodate these future planning scheme amendments within the strategic work program.

### **Where you may inspect this Amendment**

The Amendment is available for public inspection, free of charge, during office hours at the following places:

- Greater Shepparton City Council, 90 Welsford Street, Shepparton or online at the Greater Shepparton City Council website at [www.greatershepparton.com.au](http://www.greatershepparton.com.au); and
- The Amendment can also be inspected free of charge at the Department of Environment, Land, Water and Planning website at [www.planning.vic.gov.au/public-inspection](http://www.planning.vic.gov.au/public-inspection).

### **Submissions**

Any person who may be affected by the Amendment may make a submission to the planning authority. Submissions about the Amendment must be received by **Monday, 8 April 2019**.

A submission must be written and lodged:

- via email to: [council@shepparton.vic.gov.au](mailto:council@shepparton.vic.gov.au)
- or via mail to:

Greater Shepparton City Council  
Locked Bag 1000  
**SHEPPARTON VIC 3632**

### **Panel hearing dates**

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

- directions hearing: **Week commencing Monday, 17 June 2019**
- panel hearing: **Week commencing Monday, 22 July 2019**



## **Appendix 2: Proposed Post-Panel Changes to Clause 21.04 Settlement**

**21.04**

07/06/2018

C197

[Proposed C212](#)**SETTLEMENT****21.04-1**

15/03/2018

C199

[Proposed C212](#)**Urban Consolidation and Growth**

Population forecasts predict that the population of the City of Greater Shepparton will grow from 59,202 persons in 2006 to 71,509 by 2026. It is expected that to accommodate this additional population, there will need to be a corresponding growth in the number of dwellings (a separate estimate suggests a further 9,100 dwellings will be required by 2031). At the same time, changing demographic trends such as an increase of persons aged 65 and over, smaller household sizes and an increase in non-Australian born persons will create demand for a broad range of housing types within the municipality.

In facilitating the future growth and development of the municipality's towns, the Council is concerned to achieve urban consolidation thereby promoting walking, the use of bicycles and reducing the dependence on car use. In proximity to the Shepparton CBD and other key activity centres, people will be encouraged to live at higher densities in environments that offer individual, lifestyle and community benefits. The *Shepparton CBD Strategy October 2008* establishes key priorities including creating residential opportunities and expanding housing choice within the CBD. The strategy encourages the provision of additional medium density and apartment style accommodation including shop-top housing.

The *Greater Shepparton Housing Strategy 2011* (GSHS) and the *Greater Shepparton Townships Framework Plan Review, 2018 (the Townships Review)* outlines Council's approach to housing delivery and growth in the municipality and provides the basis for the objectives, strategies and policy guidelines outlined below. It provides for sufficient land supply to accommodate housing demand within a consolidated and sustainable development framework. In doing so, it defines settlement boundaries for the extent of urban expansion to ensure the sustainability of the urban community and the well being of productive agricultural land.

A significant portion of residential growth in the short-medium term will be met by the four main growth corridors identified in the *Greater Shepparton 2030 Strategy*:

- The southern corridor to the south of the Broken River at Kialla.
- The south eastern corridor, along Poplar Avenue, Shepparton.
- The northern corridor, between Verney Road and the Goulburn Valley Highway, Shepparton.
- The western corridor, to the west of Mooroopna.

It is expected that the urban areas of Shepparton and Mooroopna along with the four major growth areas will accommodate the majority of new residential development, with remaining growth distributed throughout Tatura, Murchison, Merrigum, Dookie, Congupna, Katandra West, Tallygaroopna, Toolamba, and Undera. The location and timing of new development will be reviewed annually in accordance with the monitoring and evaluation framework contained in the GSHS.

The Council recognises that Toolamba is in a unique position as it is the only small town in the municipality which will have a dedicated freeway interchange as part of the proposed Goulburn Valley Highway Bypass. This, together with the development of the Goulburn Valley Freight Logistics Centre at Mooroopna, will present a very attractive opportunity for future residential development of the town. Connection to a reticulated sewerage system will enable Toolamba to develop at a higher residential density. However, Development Plan Overlays should be used in conjunction with any future township expansion. In the absence of sewer, all future residential development in Toolamba will be subject to a Land Capability Assessment.

It is important that growth is maintained on a number of fronts, providing choice and variety in the housing market and accommodating projected population growth over at least a 15 year period.

Future growth corridors are vital to ensure that residential development can continue once other estates and corridors are completed. The growth plans identify a number of longer

term residential growth corridors in Shepparton North and Kialla to the east of Kialla Lakes once existing areas are nearing full development.

[The ~~Greater Shepparton Townships Framework Plan Review, 2018~~ the Townships Review, builds upon the work undertaken as part of the GSHS and updates the strategic direction for residential growth in the townships across the municipality.](#)

### **Framework Plans**

The GSHS supports the growth of Greater Shepparton in a consolidated and sustainable fashion. This includes providing land for living opportunities in a variety of residential settings and locations. To provide guidance as to how and where Greater Shepparton will grow, a series of Growth Management Plans was developed.

Key elements of the Growth Management Plans from the GSHS have been incorporated into a series of *Framework Plans* which form part of the Municipal Strategic Statement (MSS). The *Framework Plans* specify the settlement boundary for each area, the direction for future growth, the types of potential zoning for each area and where applicable indicate Investigation Areas.

The Growth Management Plans within the GSHS indicate a sequencing of development over a 15-year period. While development will be encouraged in accordance with these plans, this detail has not been included in the *Framework Plans* to allow some flexibility following the ongoing monitoring of supply and demand.

[The revised \*Framework Plans\* within the Townships Review supercede those included in the GSHS for the townships.](#)

### **Settlement Boundaries**

The *Framework Plans* include a 'settlement boundary' for each urban area and town based on the Growth Management Plans within the GSHS. The settlement boundaries provide guidance to the potential type, location and amount of residential land required. The plans project the outward limit of growth to the year 2031 as well as in some instances providing the broad direction of longer-term growth of Greater Shepparton beyond 2031 as indicated by arrows on the *Framework Plans*.

Residential growth outside the nominated settlement boundaries will generally not be supported. As a result the *Framework Plans* do not indicate any future growth outside the nominated settlement boundary. The exception to this is the land contained within Investigation Areas which upon further investigation may support additional land for residential development.

### **Growth Areas**

Adams Road area, Kialla. The Urban Growth Zone has been applied to this land to identify the land for future residential development, subject to a Precinct Structure Plan being prepared. This area is directly adjacent to the Kialla Lakes Estate and impacted by flooding.

### **Investigation Areas**

Several Investigation Areas have been identified within the *Framework Plans*. These areas represent land which has potential to be rezoned to a higher density residential use due to the proximity to services and/or growth areas. The areas however presently have significant issues or constraints such as environmental, flooding, infrastructure and/or land use conflicts. The relevant issues will need to be resolved on a site-by-site basis through a more detailed analysis to determine the potential for higher density development and any subsequent changes to the *Framework Plans*.

These areas (which are nominated with the corresponding number on the *Framework Plans*) are:

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

Zone. Higher density development is dependent on issues relating to servicing, flooding and the environmental assets of the two river corridors being resolved.

- Investigation Area 4 – (Investigation Area 10 in Clause 21.06-4 Industry) east of Doyles Road, Grahamvale. There are a number of land use interface issues to be addressed in this area. There is a mix of agriculture, residential estates such as Dobsons Estate and the Shepparton East and Lemnos industrial areas. Further investigation is required in this area following finalisation of the Industrial Strategy. Investigations will include issues associated with present industry, potential for expansion of industrial and / or residential uses and developments, future servicing requirements and agricultural impacts.
- Investigation Area 5 – Dhurringile Road, Tatura. The land is opposite the Tatura Milk Industries. The future role of this land is dependent on the identification of measures to ensure possible conflicts between the potential residential uses on this land and industry in the immediate area are effectively managed.
- Investigation Area 6 – Toolamba. The area is located to the south west of the existing township. The density of residential development will be dependent on the outcome of current investigations into the provision of sewerage to the land. In the absence of sewerage, the density of future residential development will be dependent on Land Capability Assessment.

#### **Investigation Area Studies Completed**

Referred to on the *Framework Plans* as 'Investigation Area Studies Complete'.

- Investigation Area 1 – Kialla Paceway and Shepparton Greyhound Racing environs. The Study of this Investigation Area is now complete. *Investigation Area 1: Feasibility Study and Master Plan, Greater Shepparton City Council, October 2017* (included as a reference document at Clause 21.09 *Reference Documents*) has been prepared to generally consider and address the amenity issues in this area.
- Schedule 4 to the Special Use Zone has been revised to support the ongoing use and development of the Goulburn Valley Harness and Greyhound Racing Facility. The approved Master Plan provides broad guidance and supports rezoning of the remaining land within Investigation Area 1.

#### **Objectives - Urban Consolidation and Growth**

To contain urban growth to identified growth areas in order to protect higher quality and intact agricultural areas and achieve a more compact built up area.

To encourage a variety of housing types, particularly in terms of tenure and price, to contribute to housing diversity and affordability.

To provide a greater range of housing choices to attract more people to live in the Shepparton CBD which will support the vibrancy and economy of the CBD.

To make better use of available land by allowing higher scale built form in appropriate locations within the CBD.

To minimise the impacts of housing on the natural environment.

To release land efficiently in terms of location, supply of services and infrastructure and in accordance with land capability.

To support increased residential densities, such as 15 dwellings per hectare, in established areas and the conventional living growth areas.

To increase the supply of medium density housing in appropriate locations.

To ensure development responds to bushfire risk.

To provide land for small township expansion, subject to a supply and demand analysis.

To coordinate the assessment, planning, development and servicing of identified investigation areas in an integrated manner.

To ensure any small township expansion occurs without impacting on the long-term growth potential of urban centres or productive agricultural land.



To ensure any small township expansion is dependent on land capability where no reticulated sewer is available.

To balance the need to achieve urban consolidation with the need to respect and retain the valued characteristics of existing neighbourhoods.

To ensure that land proposed for residential purposes is not contaminated.

To ensure protection of ground water and natural systems.

To ensure that provision is made for community infrastructure.

To ensure that a Precinct Structure Plan and, where relevant, a Development Contributions Plan are prepared for land in the Urban Growth Zone.

To provide for the appropriate development of Investigation Areas generally where the Investigation Area Study has been completed.

### Strategies - Urban Consolidation and Growth

- Maintain residential development targets outlined in the GSHS based on the type, amount and proportion of existing residential zones; the existing average lot sizes in each residential zone type; a qualitative assessment of dwelling demand and housing market conditions; sustainable development principles and the need to conserve land and energy; and the need to achieve the strategic directions and objectives of the GSHS. These targets are:
  - *Infill Development* – accommodate at least 10 percent of the 9,100 dwellings (910 dwellings) in existing areas through infill and redevelopment at higher densities. New dwelling construction in these areas is highly encouraged by the GSHS and this target should be exceeded where possible.
  - *Greenfield Development* – accommodate the remaining 8,190 dwellings in Greenfield locations with:
    - 60% as conventional living (450 – 800 square metres).
    - 20% as medium density housing (less than 450 square metres).
    - 15% as low density living (2,000 – 8,000 square metres).
    - 5% as rural living (2 – 8 hectares).
- Promote development in accordance with the attached Framework Plans.
- Maintain a supply of land to accommodate projected population growth over at least a 15 year period.
- Encourage the consolidation of existing residential areas in the municipality in accordance with the change areas identified in the Housing Change Area plans.
- Ensure the rezoning of future residential land is informed by the 'Growth Management Plans' and development principles identified in the ~~Greater Shepparton Housing Strategy 2014~~ [GSHS, and the revised 'Framework Plans' in the Townships Review](#).
- Ensure that township growth is determined by infrastructure provision (including water supply) and a supply and demand analysis, with developers funding the extension of water and sewerage services.
- [Encourage growth to low bushfire risk locations, being those locations assessed as having a radiant heat flux of less than 12.5 kilowatts/square metre.](#)
- Support applications to rezone land for residential purposes where the land has previously been used for orchard or other agricultural uses only where the application is accompanied by a soil report which confirms that the land is suitable for residential use (as required by Ministerial Direction No. 1).
- Support increased densities, such as 15 dwellings per hectare, where reticulated sewer and urban services are provided in the existing residential areas, while maintaining and protecting existing sewerage reticulation assets.

- Encourage medium density housing in preferred locations including within existing residential areas; near public transport; within major redevelopment sites; and adjacent to activity centres and open space areas.
- Encourage medium density, apartment style and shop-top housing, and including student accommodation, as part of the redevelopment of Shepparton CBD commercial sites.
- Encourage the provision of smaller lots to meet the changing demographics structure.
- Discourage multi dwelling developments within areas affected by the Floodway Overlay.
- Provide a settlement boundary beyond which additional urban growth and rezoning should not be supported.
- Encourage new subdivision and developments to promote walking and cycling between homes and schools, open spaces and shops.
- Ensure appropriate design, location and density for expanding residential areas in Shepparton North to maintain amenity protection between residential and other uses such as industry, agriculture and the Goulburn Valley Freeway.
- Link the parks, open spaces and bicycle paths to create connectivity between the three urban areas of Shepparton, Mooroopna and Kialla, with the floodplain becoming a recreation asset.
- Avoid incremental approvals and development in identified investigation areas until an integrated investigation has been completed to assess and resolve future land opportunities and constraints, land use, development opportunities, subdivisional layout and servicing for the area.
- Apply the Development Plan Overlay (DPO) to the growth areas to ensure coordinated development.
- Require development plans to be accompanied by an approved Development Contributions Plan (DCP) or an alternative such as a negotiated Pre-Development Agreement.
- Consider the effect that use or development may have on nearby existing or proposed residential development in the Urban Growth Zone.
- Consider the effect that use or development in an Investigation Area may have on nearby existing or proposed development.

### Policy Guidelines - Urban Growth and Consolidation

When considering an application, the Council will be guided by the following provisions:

- Whether new development leap-frogs existing non-residential development.
- The protection of strategic riparian areas and the provision of public access.
- Flexibility in lot sizes based on, diversity of lot sizes, the proximity of services and the character of the area.
- Provision for community services (DCP or Pre-Development Agreement).
- Residential development should generally be in accordance with the sequencing indicated on the Growth Management Plans in the GSHS, [and the revised 'Framework Plans' in the Townships Review](#). Growth occurring out of sequence may be considered provided that a development proposal satisfies the following conditions:
  - It can be demonstrated that the land supply for the proposed type of development is being constricted elsewhere and that it is unlikely to become available within the designated sequencing.
  - The proposed development does not impact on the achievement of the objectives and strategies of the GSHS.
  - [The development can be serviced and connected to sewer and drainage infrastructure in a timely and efficient manner to the satisfaction of the relevant service provider.](#)
  - The full cost of extending infrastructure out of sequence is paid for by the developer.



- The proposed development represents an exemplary development incorporating best practice standard and satisfying the objectives and strategies of the GSHS to a high degree.

When assessing applications for the subdivision of land within the Urban Growth Zone, where a Precinct Structure Plan has not yet been prepared, it is policy to:

- Consider the granting of a permit, only if the house lot is a maximum of two hectares, unless a larger lot is required to accommodate existing infrastructure.

When assessing applications for use and development in an Investigation Area, where the Investigation Area Study has been completed, it is policy to:

- Have regard to the broad guidance provided by the completed Investigation Area Study in relation to minimising any detrimental impacts on:
  - existing and future road networks, including the comments of the relevant authorities;
  - amenity of future residential development; and
  - sequencing of future residential development.

## 21.04-2 Housing Change Areas

10/12/2015  
C92

### Objective - Housing Change Areas

To manage the impacts of change in the established neighbourhoods and ensure that residential development contributes to the character of residential areas rather than undermining them.

The residential areas have been divided into three areas indicated in the attached *Framework Plans*:

#### Minimal Change Areas:

**Minimal Change Areas** are established residential areas that for a number of reasons have limited capacity to accommodate future residential development. Minimal Change Areas do not prohibit all residential development, but seek to allow limited residential development that is generally consistent with the type, scale and character of the area.

Minimal Change Areas are generally in locations that:

- Have a strong neighbourhood character, largely evidenced by a significant presence of historical buildings and places.
- Are affected by environmental factors such as flooding which limit development capacity.
- Have a low density or rural living character.
- Are in close proximity to uses which cause significant off-site impacts.
- Have a widespread application of restrictive covenants which limit housing diversity.
- Have valued landscape features and / or views and vistas.

The Council may also consider smaller Minimal Change Areas in locations immediately adjacent to a sensitive use or affected by a particular environmental factor that has the potential to create significant risk to development or a valued feature of the landscape or detrimentally affect character that is desirable to retain.

#### Strategies - Minimal Change Areas

The strategies for managing residential development in Minimal Change Areas seek to:

- Ensure development respects existing scale and character.
- Ensure development respects heritage buildings and their curtilage.
- Ensure development does not considerably impact on significant natural features or views and vistas.
- Ensure extensions to existing dwellings do not cause significant new overlooking; overshadowing, visual bulk or neighbourhood character impacts.

- Support and encourage environmentally friendly technologies for new development and major renovations.

### **Policy Guidelines - Minimal Change Areas**

When considering an application for a dwelling in a **minimal change area**, Council will be guided by the following provisions:

- New dwellings will respect the existing scale and character of the existing area to a high degree.
- New dwellings will respect any heritage buildings and their curtilages.
- New dwellings will not unreasonably impact on significant natural features or view and vistas.
- Extensions to existing dwellings will not cause unreasonable new overlooking, overshadowing, visual bulk or neighbourhood character impacts.
- Environmentally friendly features will be supported for new dwelling and major renovations.

### **Incremental Change Areas:**

**Incremental Change Areas** are established residential areas or areas identified as Urban Growth Areas in *Framework Plans* that over time have the capacity to accommodate a moderate level of residential development. This development will mostly include extensions to existing dwellings, new single or double storey dwellings on existing lots, and low rise medium density housing. It is expected that the general character of Incremental Change Areas will evolve over time as new types and more intense development is accommodated.

Incremental Change Areas are generally in locations that:

- Are unaffected by significant development constraints.
- Have lot layouts which may potentially constrain substantial development.
- Have reasonable access to a range of local shops, facilities, services and amenities.
- Provide residential uses in conjunction with other uses in small town settings.
- Greenfield residential development sites.

### **Strategies - Incremental Change Areas**

The strategies for managing residential development in Incremental Change Areas seek to:

- Support the retention and renovation of existing dwellings that front the street and contribute positively to surrounding neighbourhood character.
- Encourage low scale medium density housing development that respects existing neighbourhood character, particularly in areas that are in close proximity to significant shops, facilities, services and amenities.
- Support development which increases residential densities while respecting the character of the neighbourhood.
- Ensure that new development does not cause significant new overlooking, overshadowing, and excess visual bulk impacts on adjacent housing.
- Encourage a high standard of design for new development and major renovations.
- Encourage additional dwellings to the rear of existing dwellings.
- Support and encourage environmentally friendly technologies for new development and major renovations.
- Ensure that traffic caused by additional development can be accommodated by the existing transport network.

- Discourage increased development intensity in areas where there is a significant environmental risk such as flooding and wildfire, unless an appropriate design response can be provided to the satisfaction of the Council.
- Ensure that development at the edges of the Incremental Change Area is sensitive to any adjoining Minimal Change Areas.
- Ensure that any new development close to a rural interface or other sensitive use is addressed.

### **Policy Guidelines - Incremental Change Areas**

When considering an application for a dwelling in an **incremental change area**, Council will be guided by the following provisions:

- Low-scale, medium density dwellings that respect existing neighbourhood character, particularly in areas that are in close proximity to shops, facilities, services and amenities shall be encouraged.
- New development that increases residential densities and is sensitively designed to respond to the existing neighbourhood character shall be supported.
- Encourage a high standard of design for new development and major renovations;
- Encourage additional dwellings to the rear of existing dwellings.
- Environmentally-friendly technologies for new development and major renovations shall be supported.
- Traffic impacts caused by additional development shall be accommodated within the existing transport network.
- Increased residential densities in areas where there is a significant environmental risk such as flooding and wildfire shall be discouraged unless an appropriate design response can be provided to the satisfaction of Council.
- Development at the edges of incremental change areas shall be sensitively designed to respond to any adjoining minimal change areas.
- New development close to rural interface or any other sensitive use shall be appropriately designed to mitigate any potential impacts.

### **Substantial Change Areas:**

**Substantial Change Areas** are locations that have significant capacity to accommodate substantial residential development. These areas will support increased housing diversity by encouraging a variety of housing types, styles and configurations in areas that are close to activity centres, public transport, employment opportunities and open space. Substantial Change Areas will support increased residential densities to maximise the amount of people who can take advantage of these desirable locations. It is expected that the character of these areas will change significantly in the future.

Substantial Change Areas are generally in locations that:

- Are in walking distance (800m) of a range of commercial, retail, employment, entertainment, and recreation opportunities.
- Are within walking distance of public transport.
- Have servicing capacity to support additional development.
- Provide good opportunities to support increased housing diversity.
- Are generally free of major development constraints.

### **Strategies - Substantial Change Areas**

The strategies for managing residential development in Substantial Change Areas seek to:

- Support a diversity of housing types, sizes, styles and designs; support (re)development at higher overall densities to maximise development opportunities.

- Encourage lot consolidation to allow for larger scale development.
- Encourage mixed-use developments which incorporate residential uses above commercial or retail uses.
- Focus higher density development within or immediately adjacent to significant commercial areas.
- Support the recommendations and strategies of the *Shepparton CBD Strategy October 2008*.
- Encourage a high standard of design for new development and major renovations.
- Support housing for people with special needs.
- Discourage increased development intensity in areas where there is a significant environmental risk such as flooding and wildfire, unless an appropriate design response can be provided to the satisfaction of the Council.
- Ensure that development at the edges of the Substantial Change Area is sensitive to any adjoining Minimal or Incremental Change Areas.

### Policy Guidelines - Substantial Change Areas

When considering an application for a dwelling in a **substantial change area**, Council will be guided by the following provisions:

- New development that contributes to a diversity of housing types, sizes, styles and designs shall be supported.
- New development that contributes to higher residential densities shall be encouraged.
- The consolidation of available lots shall be encouraged to allow for larger scale development.
- Mixed-use developments which incorporate residential uses above commercial or retail uses shall be encouraged.
- Higher density residential development within or immediately adjacent to significant commercial areas shall be supported.
- Appropriate, well designed housing for people with special needs shall be encouraged.
- Increased residential densities in areas where there is a significant environmental risk such as flooding and wildfire shall be discouraged unless an appropriate design response can be provided to the satisfaction of Council.
- Development at the edges of substantial change areas shall be sensitively designed to respond to any adjoining minimal change areas or incremental change areas.

#### 21.04-3 Rural Residential

19/09/2013  
C121

One of the outcomes of the Regional Rural Land Use Strategy (2008) was a shared vision to provide for (among other things) 'hobby farming'. Rural living is provided for as part of the *Greater Shepparton Housing Strategy, 2011* and around some existing towns such as Tatura and Kialla.

The Council is keen to ensure that the demand for low density residential development and rural living opportunities can be met through the supply of land in appropriate locations. The *Framework Plans* identify land for these uses where environmental constraints such as flooding and land use conflicts are minimal and where it will not impede or inhibit the future growth of the urban area and encourage land banking or leapfrogging.

Locations for potential low density and rural living in the *Framework Plans* include areas outside of the main residential growth corridors of Shepparton and Kialla such as Kialla Central as well as land around other urban areas and townships. On the other hand, areas of existing Rural Living Zone are being considered for more intensive development due to their proximity to existing growth areas. For example, the area to the east of Archer Road Kialla for instance has been identified for longer term residential growth and therefore cannot be counted as part of the rural living supply.

The Council is committed to rigorously applying this strategy and will not compromise it by approval of ad hoc rezoning requests for low density or rural living land outside of the identified settlement boundaries. Proposals which do not comply with the *Framework Plans* will not be supported unless justification can be provided to review the boundary. In areas where reticulated services are not available, a Land Capability Assessment is to be provided to confirm the site's suitability for land based effluent treatment and disposal.

The Council recognises that urban expansion into agricultural areas can result in conflict at the urban/rural interface and will require development plans for new residential development to include 'buffers' to protect the amenity of residents and also protect the continued agricultural operations on adjoining land.

For potential rural living land, diversity and flexibility of lot sizes is important to minimise sprawl and variations to the 8 hectare minimum lot size should be encouraged where appropriate. Factors influencing desirable lot size should include the existing character and density and Land Capability.

### **Objectives - Rural Residential**

To provide land for rural residential purposes, without impacting on the long-term growth potential of urban centres or productive agricultural land, subject to a supply and demand analysis.

To recognise and make provisions for the potential conflicts at the urban/rural interface.

### **Strategies - Rural Residential**

- Investigate the potential to provide for rural residential use at the locations shown on the *Framework Plans*.
- Prevent rural residential subdivision in areas that would result in a loss of productive agricultural land or create expectation of subdivision of adjoining rural land, or encircle townships so as to prejudice their future urban growth opportunities.
- Approve land for rural residential development or small town expansion only where it is supported by a supply and demand analysis, a Land Capability Assessment and Practice Note No. 37.
- Protect the amenity of rural residential land by discouraging uses with the potential to create a nuisance.
- Discourage rural residential subdivision which is reliant on irrigation water supply.
- Prevent rural residential development in areas suitable for smaller residential lots.
- Protect productive agricultural land from encroachment of urban growth except in designated growth areas.
- Maintain a distinctive urban-rural interface, and a green belt between Shepparton and Mooroopna.
- Ensure that residential developments provide a buffer to existing agricultural uses, particularly orchards.
- Resolve future land use and zoning options for the Raftery Road Corridor through further investigation of servicing capacity, land capability and options for potential rural living or low density residential development and zoning.
- Apply the Development Plan Overlay to the rural residential areas to ensure coordinated development.

### **Policy guidelines - Rural Residential**

When considering an application for a rural living rezoning or subdivision, Council will be guided by the following provisions:

- Compliance with Ministerial Direction No. 6 (or equivalent).
- An assessment of land capability and the risk from grassfire.

- Safe access for pedestrians/cyclists between allotments and local infrastructure, such as schools.
- The protection of strategic riparian areas and the provision of public access.
- Water supply for stock and domestic.
- A suitable depth to frontage ratio for allotments created based on the proposed density and intended uses.
- Flexibility in lot sizes should be provided based on supply and demand analysis, land capability, walkability and proximity of services and the character of the area.

#### 21.04-4 Urban Design

10/12/2015  
C92

The Council wishes to ensure that sustainability principles will strongly influence the design, siting and servicing of dwellings. Sustainability will also be pursued by Council through the encouragement of adapting and reusing of existing buildings and materials, retention and reuse of storm water, and the promotion of solar and energy efficient designs and materials. Council also wishes to ensure high quality architectural, urban design and landscape outcomes for built form and open spaces are achieved throughout the municipality. The appearance of rural, industrial, retail and residential areas and main road approaches to urban centres is important in maintaining a strong level of civic pride. This appearance is also important for a quality pedestrian and shopping environment in the municipality.

The *Shepparton CBD Strategy October 2008* aims to promote Shepparton's image and identity as a regional centre by improving architectural and urban design quality in its built environment. Streetscape definition and a sense of activity and vitality will be achieved by more consistency in building form, with multi-storey buildings having ground floor facades with active frontages.

Proposals for redevelopment or improvement of existing buildings are opportunities to strengthen the appearance of the CBD through the quality of new design. Design and development of built form in the eight precincts of the CBD and surrounds will be guided by the objectives and requirements of Schedule 1 to the Activity Centre Zone to achieve the desired built form outcomes.

The Council is dedicated to a well-designed urban environment that enhances the image and the aesthetics in the five designated precincts in the "Urban Design Framework – Shepparton North and South Business Areas", namely Shepparton Town Entry-North Precinct, Shepparton Civic North Precinct, Lakeside Precinct, Shepparton South Village Precinct, and Kialla Park Boulevard Precinct. The Urban Design Framework aims to achieve a distinctive urban design and appearance for the major gateways, entrances, main boulevards, central area, lake and riverside environs. It is envisaged that this could have a positive impact on most aspects of living and investing in the municipality as well as complementing tourism. In addition, it is also encouraged that development in the precincts enhance energy efficient and sustainable designs particularly through:

- Energy efficient building designs.
- Use of energy efficient appliances.
- Rainwater harvesting.
- Water wise landscaping.
- Protection of existing natural resources.

Advertising signage is a key and often highly visible component of the physical environment of the municipality and the inappropriate design or placement of advertising signs can have a significant effect on the appearance and visual amenity of an area. Council wants to guide the location and display of signage within the municipality to ensure signage is compatible with the character and architecture of local streetscapes. The design, form, size and placement of advertising signs should be controlled so as to protect and enhance the appearance of rural and urban areas and to avoid signs that are excessive, confusing or incompatible with the character of the surrounding area.

## Objectives - Urban design

To achieve a high standard of sustainability in the design and development of new buildings and subdivision.

To promote a high standard of architectural, landscaping and urban design for built form and public spaces throughout the municipality.

To ensure development implements the “Urban Design Framework- Shepparton North and South Business Areas”.

To improve the amenity and image of the Shepparton CBD through the quality of its streetscape design, thereby creating an attractive CBD in which to work, study and live.

To develop an image for Shepparton as a municipality that fosters innovative and sustainable contemporary design, particularly within the Shepparton CBD.

To support public art in the Shepparton CBD that projects the character and uniqueness of Shepparton, enlivens public spaces and raises awareness of the indigenous and post-settlement history.

To promote the principles of environmentally sustainable design.

To control the number of signs and ensure that the appearance, size, illumination or location of signs does not adversely affect the visual amenity of the natural environment or the built form in the municipality.

## Strategies - Urban Design

- Promote the highest design standards of residential development.
- Ensure the design of new development contributes to local character and enhances the public realm while minimising impacts on neighbouring properties.
- Promote energy efficient and sustainable designs for subdivision, new development and redevelopment of existing buildings and spaces.
- Encourage Water Sensitive Urban Design features in new and existing residential areas.
- Ensure development within the five designated precincts in the “Urban Design Framework- Shepparton North and South Business Areas” implements the directions of the framework.
- To ensure development implements the Shepparton CBD Strategy October 2008 and the Design and Development objectives and requirements of Schedule 1 to the ACZ.
- Promote architectural and urban design excellence throughout the CBD to improve its image as a regional centre.
- Facilitate landmark architecture on gateway sites and key sites in the CBD.
- Define gateways to the CBD through urban design and architecture, signage, complementary landscaping and public art.
- Ensure that buildings in the vicinity of the river are oriented towards the riverside environment.
- Design building frontages in the core retail areas and along main pedestrian streets to have 75 per cent ‘active’ frontages to add to the activity and vitality of the streets. This can be achieved through clear glazing, locating entrances off principal street spaces and providing balconies or terraces at the upper levels.
- On larger sites, avoid expanses of blank walls. Provide visual interest through a range of colours or textures, installing displays or through variations in the form of the building.
- Ensure the scale, mass and height of new commercial developments respects the prevailing neighbourhood character.
- Ensure building frontages avoid long expanses of solid walls and incorporate design elements and a variety of materials that create articulation and visual interest.
- Protect vistas to historic or significant buildings forming part of the streetscape.

- Ensure the creation of 'walkable neighbourhoods' that afford priority to pedestrians and provide safe and sheltered pedestrian routes within and through residential neighbourhoods and commercial centres.
- Ensure a high degree of connectivity and access within and between neighbourhoods for all modes of transport.
- Ensure subdivision design incorporates a variety of high-quality and useable open spaces that are well integrated with surrounding development.
- Ensure subdivision design provides a bushfire and grassfire-ready interface that includes adequate separation from vegetation and fuel management and grasslands.
- Ensure proposals for landscaping consider and minimise the spread and intensity of grassfire and bushfire.
- Ensure the design of new development contributes to the safety of its surroundings.
- Ensure new subdivisions respect and respond to valued local ecological qualities.
- Encourage landscaping of sites to retain existing vegetation where practical.
- Encourage the use of indigenous and low maintenance plant species.
- Ensure that the location, form and size of signs complement the dominant character of any urban or rural landscape, building, site or area on which they are erected.
- Control the location, size and scale of advertising signage, especially in key precincts of the Shepparton CBD and town centres.

### Policy Guidelines - Advertising Signs

When considering an application for an advertising sign, Council will be guided by the following provisions:

- Fewer signs displaying a simple clear message are encouraged.
- Advertising signage is encouraged to be primarily for business identification providing basic identification information of the business.
- Suspended under-verandah signs should be limited to one per shopfront, except on large premises where the limit should be one per ten metres of shop front.
- Above-verandah signs should be attached to the upper facade or parapet, parallel/horizontal to the road with minimal projection.
- Sky signs, high wall signs, projecting off-wall signs on upper facades and signs that project above parapets, wall, verandahs, roof lines or building fascias are discouraged in all areas.
- Freestanding signs should be limited to one sign per premises with multiple occupancies encouraged to share sign space.
- 'V' board signs are discouraged in all areas.
- Where a building is set back from the street, signs are encouraged to be located within the boundary and should be orientated to be parallel or at right angles to the street.
- Where possible signs should be located on the building.
- Pole signs should be limited to one per frontage and should be no higher than the surrounding buildings.
- Internally illuminated promotional signs are discouraged.
- Permanent bunting, streamers, banner, balloons, animated, reflective signs or similar devices, are strongly discouraged in all zones due to the detriment to the amenity of the area and the high level of visual clutter and dominance. These signs may be considered for temporary (3 month maximum) promotions only.
- Major Promotional signs are discouraged, but if approved are to be confined to Regional & Sub-regional Centres attached to a building wall and should not be more than 3 metres above the ground or be internally or externally illuminated.



**21.04-5 Community Life**07/06/2018  
C197

A key community development project of Council has been the identification of “Community Hubs” which are considered to be an ideal physical and social focal point for communities. Community Hubs have been established in Mooroopna and North Shepparton and these facilities are attracting a range of new support services for residents. A new multipurpose community centre has been developed in Dookie and a community facility has been integrated with a shopping precinct in South Shepparton.

Multipurpose community infrastructure potentially allows for community, recreational and business services in one location, making it more accessible to users and allowing providers to work together. This also provides the ability to change the mix of services to respond to changing needs. In relation to South Shepparton, the South Shepparton Community Infrastructure Needs Assessment (CINA) nominated activity nodes at a number of key locations to help meet the needs of the local community. The CINA will guide the development of the public land associated with these activity nodes, as well as providing strategic support for the development of new public or privately run community uses in close proximity of these nodes. These uses include schools, child care centres, residential aged care facilities, recreation areas and community centres. Connectivity between these nodes will also be supported through the provision of integrated public transport and shared pathways. Council will seek monetary contributions from relevant new uses or subdivisions in south Shepparton to assist in the development of these activity nodes.

Shepparton has a growing role in providing educational facilities and services within the region. Establishing the “Shepparton Tertiary Education Precinct” (STEP) through the development of greater post secondary education opportunities has been identified as a key action within the Council plan. The ‘Best Start’ and ‘Community Building’ projects have also instigated a number of joint projects which have supported children and their families and promoted the importance and value of early years education, school retention, the transition between educational levels and the potential for schools to be a resource and focus in the community.

Council recognises the importance of the creation of an integrated park network, with linear parks along floodways as essential to providing additional opportunities for walking, cycling and children’s play. This issue is interlinked with the protection and enhancement of the river environs and native vegetation. The Council has, in the past, allowed drainage basins to be developed and used as open space. However, it is important that new development also be provided with flood free open space which can be developed for playgrounds.

**Objectives - Community Life**

To provide an equitable and efficient distribution of community facilities and services.

To ensure the costs of development are equitably distributed.

To develop a regional centre of education facilities for a variety of education requirements, including the Shepparton Tertiary Education Precinct.

To strengthen the image of Shepparton CBD as a regional community and cultural hub.

To protect and enhance the network of public open space that contributes to the amenity of the municipality and advances the image of the community.

To address community safety in the planning and management of the urban environment.

To provide dignified and equitable access to and within public spaces and new developments.

To promote integrated local planning that considers the social, physical, environmental and economic domains.

To strengthen links with the indigenous and cultural communities in Shepparton through expanding cultural-related activity in the Shepparton CBD and working with the River Connect project.

To encourage the innovative use of land for community use.

## Strategies - Community Life

- Encourage “supported living” (nursing homes, hostels) in proximity to community and commercial services and activities.
- Locate facilities and service centres where they can be accessed by public transport and/or walking/cycle paths.
- Encourage flexible design to meet all user groups’ needs over the lifecycle and changing demographic structures.
- Identify a medical service precinct around the existing Goulburn Valley Base Hospital.
- Promote clustering of facilities to enable multi use and sharing of community facilities.
- Link the provision of facilities with the release of new subdivisions, through the approval of Structure Plans and a Development Contributions Plan.
- Provide for student accommodation in the redevelopment areas within the Shepparton CBD, including shop top housing.
- Encourage plans for new university and educational campuses to display contemporary and innovative architectural styles.
- Establish a preferred precinct for the development of post-secondary and tertiary educational facilities to the north east of the Shepparton CBD (the “Shepparton Tertiary Education Precinct”).
- Encourage development on only one side of the road where land is adjacent to public open space.
- Provide for passive surveillance of open space and limit the ‘privatisation’ of public open space.
- Ensure that subdivisions include flood free areas of public open space where possible.
- Encourage the provision of linear links between existing and proposed open space areas and between urban areas.
- Encourage links to the Goulburn and Broken Rivers shared path network to promote environmental assets.
- Integrate the Shepparton CBD and river spaces with adjacent areas through improved visual connections and linkages to attract pedestrians, cyclists and tourists to the riverine areas.
- Refocus the Shepparton CBD as a place for pedestrians or local traffic.
- Improve access to and within the Shepparton CBD by encouraging sustainable transport modes including foot, bicycle and public transport.
- Promote public art as part of the urban design process.
- Promote outdoor life in the city through providing quality open spaces.
- Encourage spaces for local food production such as community gardens in existing and new neighbourhoods.
- Ensure the rezoning and/or development of land is linked to the approval of a legal agreement, such as a pre-development agreement, for the funding of necessary physical infrastructure and community services as identified in Structure Plans.

### 21.04-6

### Non Residential Uses

07/06/2018  
C197

Council acknowledges that there is a need to protect the amenity of existing and future residential areas. While a range of non-residential uses in residential areas provide services to the local community, (including places of worship, schools, medical centres, display homes, child care centres, cafes, restaurants, and the like), it is important to ensure that these uses do not have a negative impact on residential amenity through inappropriate location, unsympathetic design, and traffic impacts. Petrol stations and car washes in particular are discouraged in residential zones.

## Objectives – Non-Residential Uses

To ensure that non residential uses are appropriately located.

To allow complementary non-residential uses to be integrated into residential areas.

To ensure that non residential uses are appropriately located having regard to:

- The intensity and hours of operation of the proposed activity.
- The siting and design of proposed buildings and works, including car parking areas and advertising signs and telecommunications facilities.
- The location of access points.

To ensure that the appearance and scale of non residential development in residential zones is consistent with nearby housing.

## Strategies – Non-Residential Uses

- Ensure non residential uses are located in areas that are appropriate to the intensity and scale of the proposed use and that will have minimal impact on the amenity of nearby residential properties.
- Ensure major facilities serving catchments beyond the local level are located in commercial areas or sited on roads which avoid the generation of additional through traffic on residential streets.
- Discourage service stations and car washes in residential areas.
- Ensure the siting and design of buildings and works (including car parking areas) responds to the surrounding housing and streetscape and includes features to reduce the noise, loss of privacy and to enhance the appearance of the development, including landscaping, screening, acoustic fencing.

## Policy Guidelines – Non-Residential Uses

When considering an application for any of the uses listed below, Council will be guided by the following provisions:

### Child Care Centres

- Larger child minding centres in excess of 40 children should be located along major roads.
- Car parking for child minding centres should be provided at the rate of one space per staff member with a drive through drop-off bay for at least three vehicles and one space per 10 children.
- A 2 metre wide landscape strip along the street frontage should be provided.

### Medical Centres/Veterinary Clinics

- The location of the centre should be on a through road and adjacent to other community based uses.
- Car parking should be provided at the rate of five spaces per practitioner operating from the premises at any one time.
- The hours of operation should be 8.00am to 9.00pm Monday to Saturday and 9.00am to 1.00pm Sunday.
- A 2 metre wide landscape strip along the street frontage should be provided.

### Display Homes

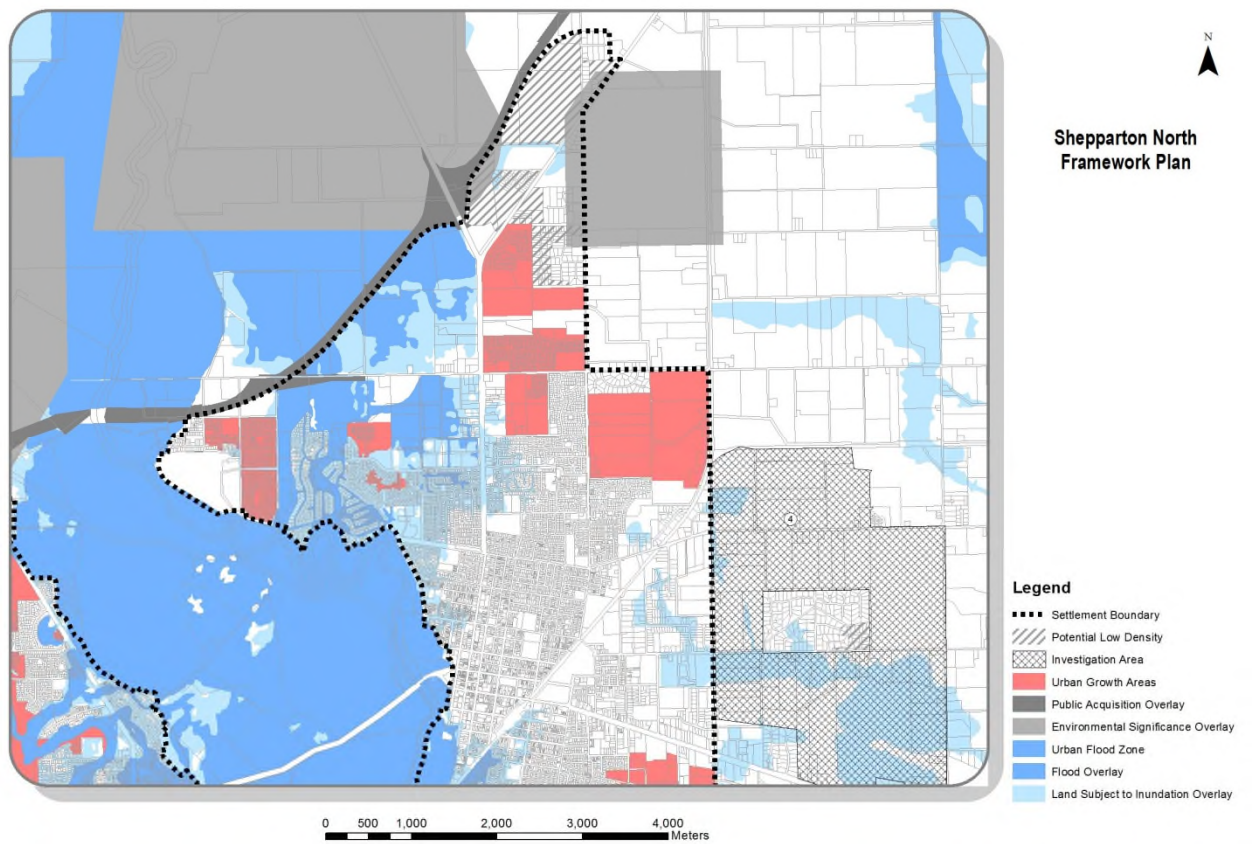
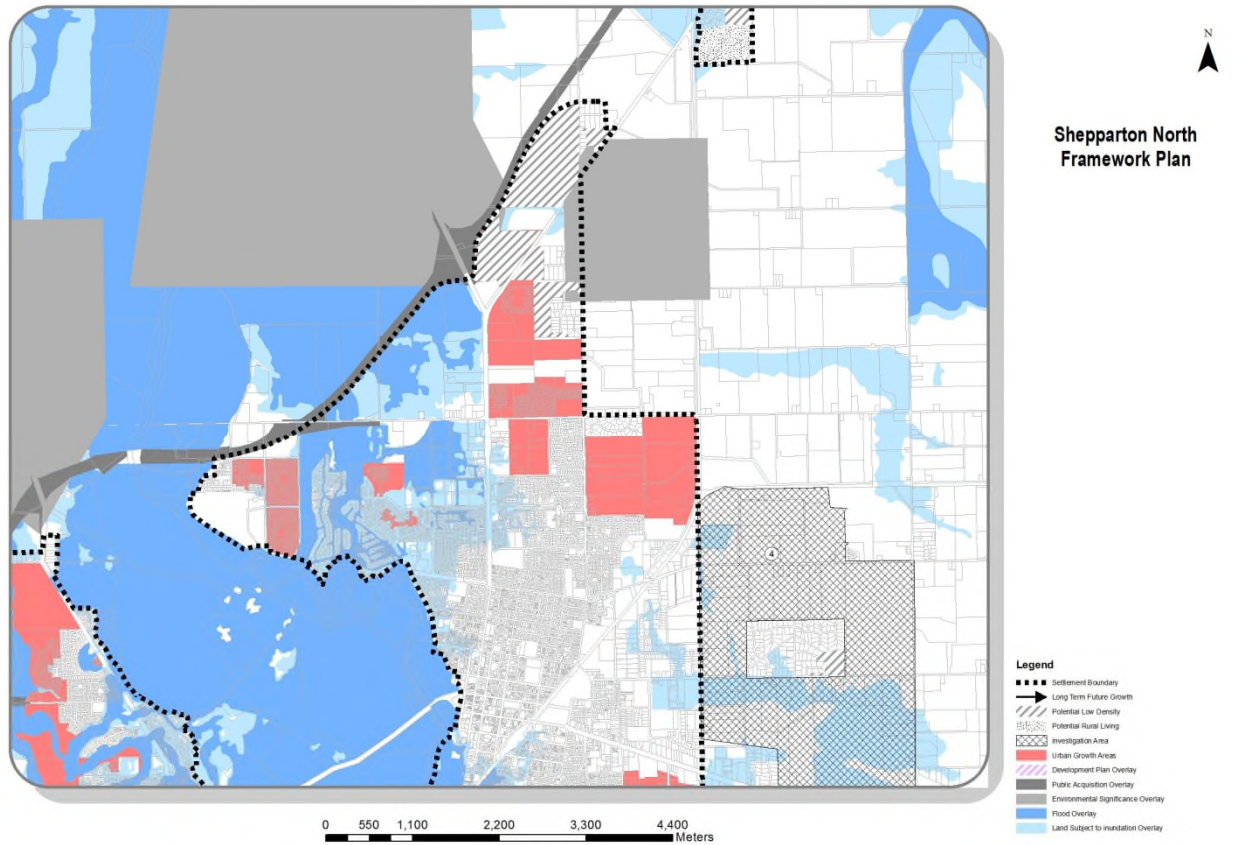
- Display homes should primarily be located in areas experiencing new residential and building activity.
- Display homes in established residential areas are discouraged.
- Display homes are encouraged to locate together in residential estates forming a display home centre.

- Display homes should be located on main or collector roads with corner locations preferred.
- The establishment of individual display homes should not isolate private residential dwellings.
- The site on which a display home is located should be of sufficient size to provide adequate car parking, pedestrian access, and landscaping.
- Display homes should be adequately landscaped so that they do not detract from the surrounding residential environment and streetscape.
- Traffic generated by display homes should not be detrimental to the existing or proposed road network and traffic movements in the area.
- A variety in housing type and style, including dual occupancy and multi unit developments, is encouraged.
- Display homes that adopt energy efficiency principles are encouraged.
- Consistency of signage is encouraged within display home centres.
- Signage is encouraged to be sympathetic to the surrounding area.

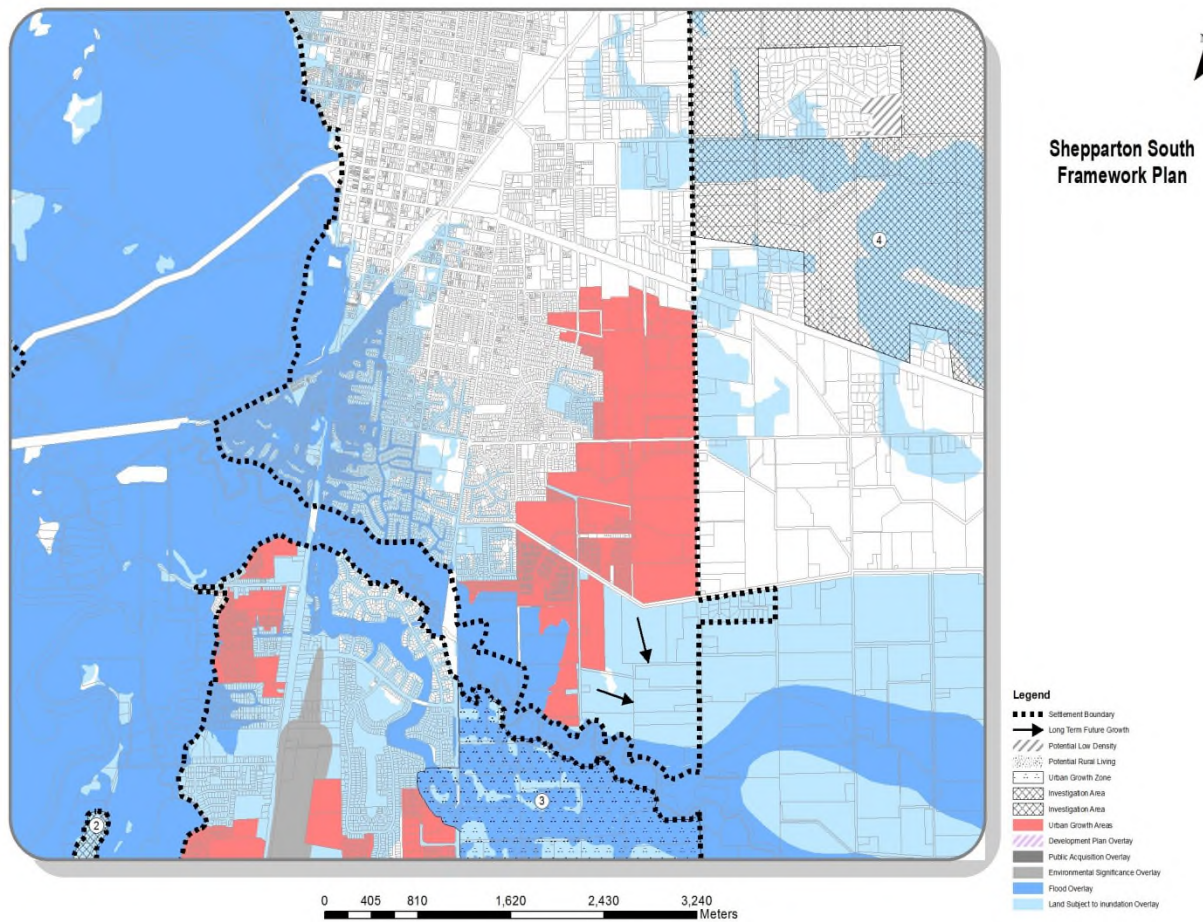
**21.04-7**17/08/2017  
C195**Strategic Work Program****Undertaking further strategic work - Settlement**

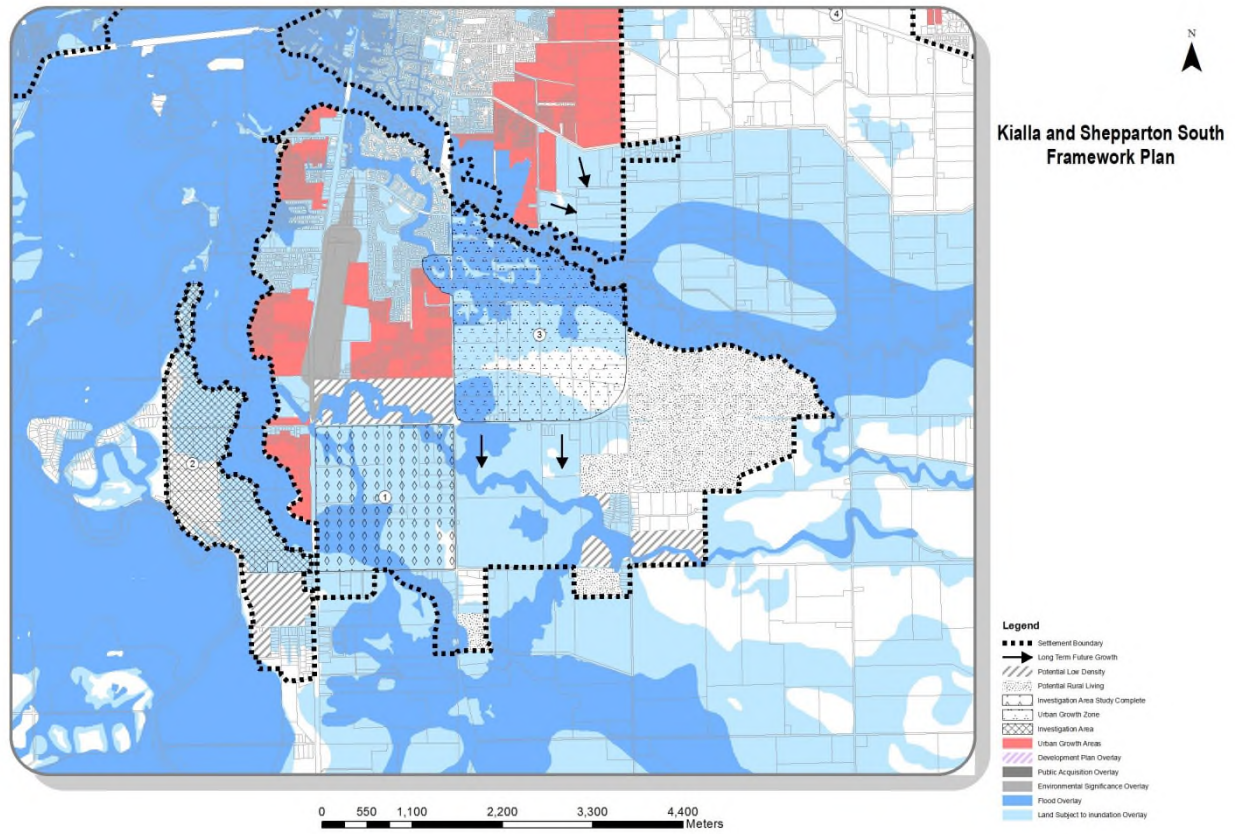
- Monitor housing trends.
- Monitor 'supply triggers' for development based on land take-up rates that indicate when the identification and planning of new land should commence.
- Investigate variations to Clauses 54 and 55 of the Planning Scheme to reflect Housing Change Areas.
- Investigate opportunities for the continued improvement of the residential development assessment process.
- Investigate different zone options for implementation in growth areas.
- Further assess the Raftery Road Corridor for potential for more intensive rural living or low density residential development and zoning.
- Develop policy guidelines to restrict inappropriate development within and immediately surrounding areas which are liable to flooding.
- Develop and integrate into the planning process a connectivity assessment tool such as a Connectivity Index to require a minimum level of connectivity in all residential neighbourhoods.
- Identify opportunities for (re)development at increased densities to create a diversity of housing options.
- Identify development opportunities for special housing types such as aged care in appropriate locations.
- Review the Recreation and Open Space Strategy to identify open space requirements and develop strategies for creating an open space network. This should include design guidelines to ensure open space is attractive, accessible and safe.
- Prepare Development Contributions Plans incorporating community infrastructure in growth corridors.
- Prepare a land use strategy for Tatura.
- [Prepare Growth Plans for each of the townships, as recommended in the \*Greater Shepparton Townships Framework Plan Review, 2018\*.](#)
- Prepare Structure Plans for the residential corridors for Shepparton/Mooroopna, and proposed development areas at Tatura.
- Devise landscaping themes throughout the municipality to create a unified identity whilst retaining individual township character.

- Review the Shepparton Urban Design Framework to prepare urban design guidelines and directions for other areas that are not included in the “Urban Design Framework – Shepparton North and South Business Areas”.
- Prepare design guidelines for residential development.
- Develop a tool for ensuring adequate connectivity within and between residential developments.
- Develop a policy that restricts inappropriate development within and surrounding areas which are liable to flooding.
- Prepare a Precinct Structure Plan and, where relevant, a Development Contributions Plan to facilitate development in areas within the Urban Growth Zone.

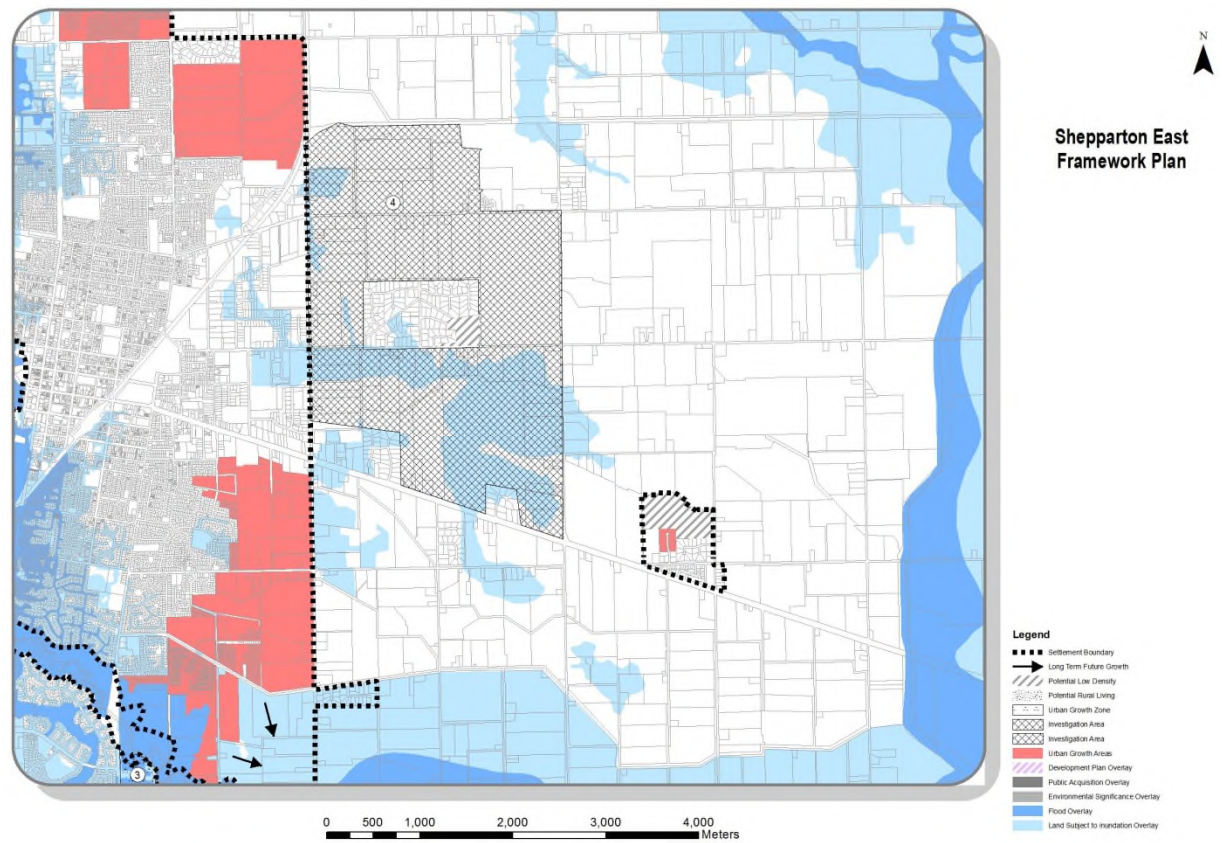


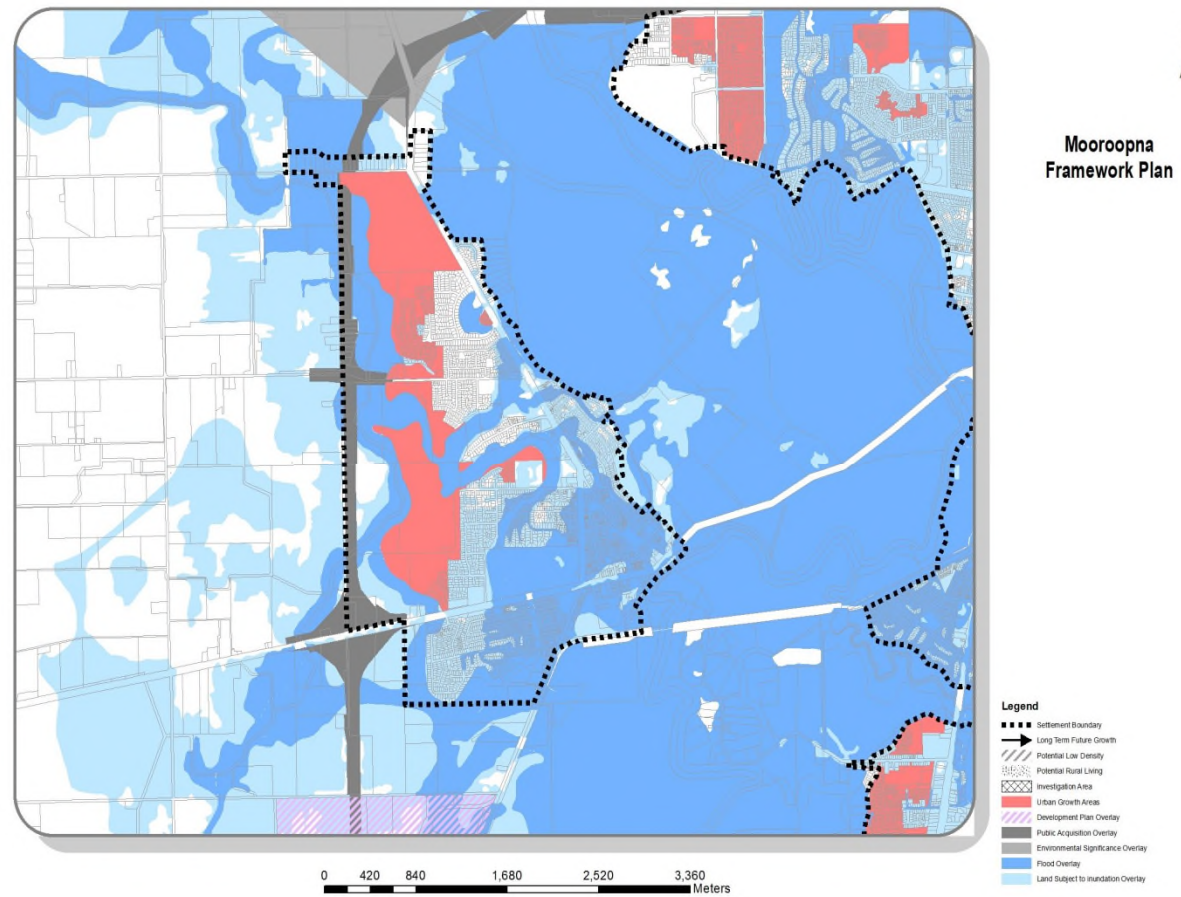


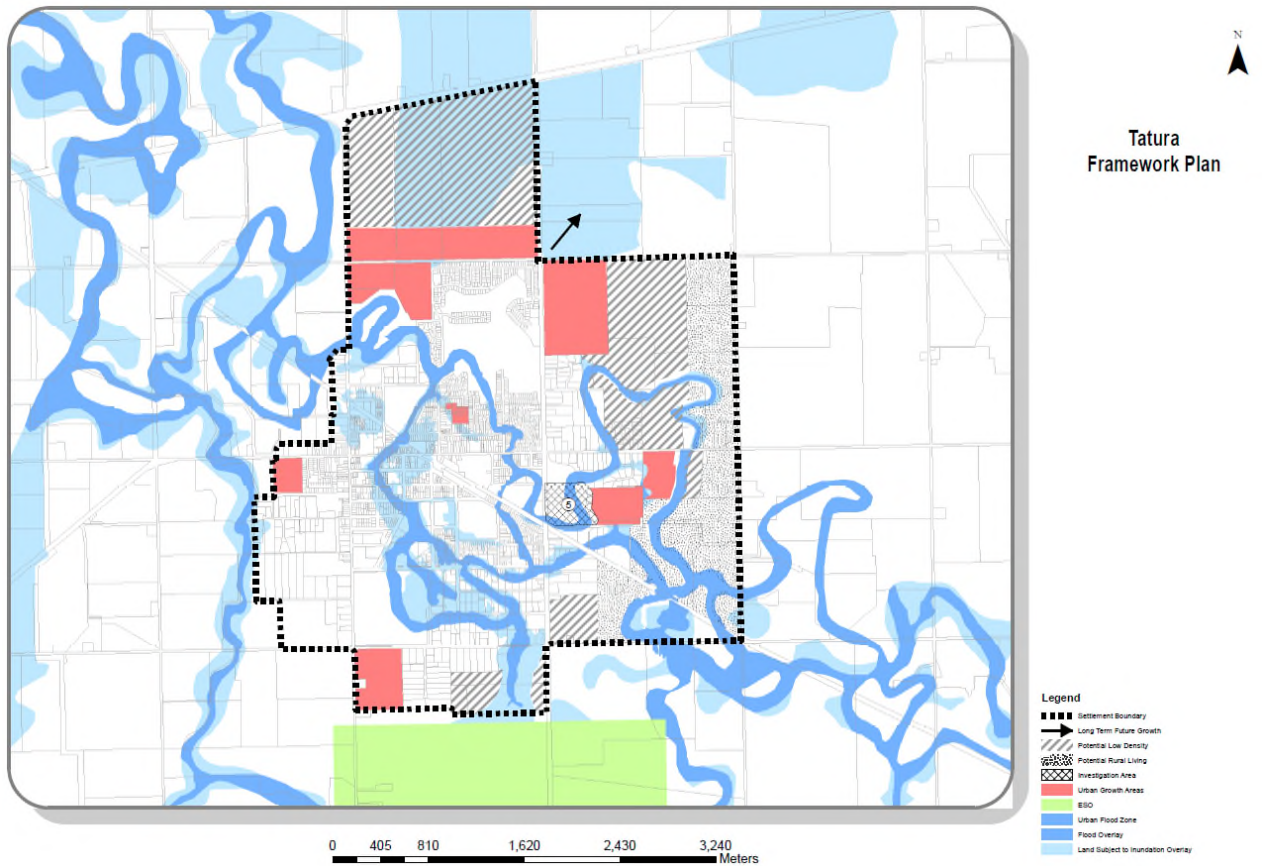
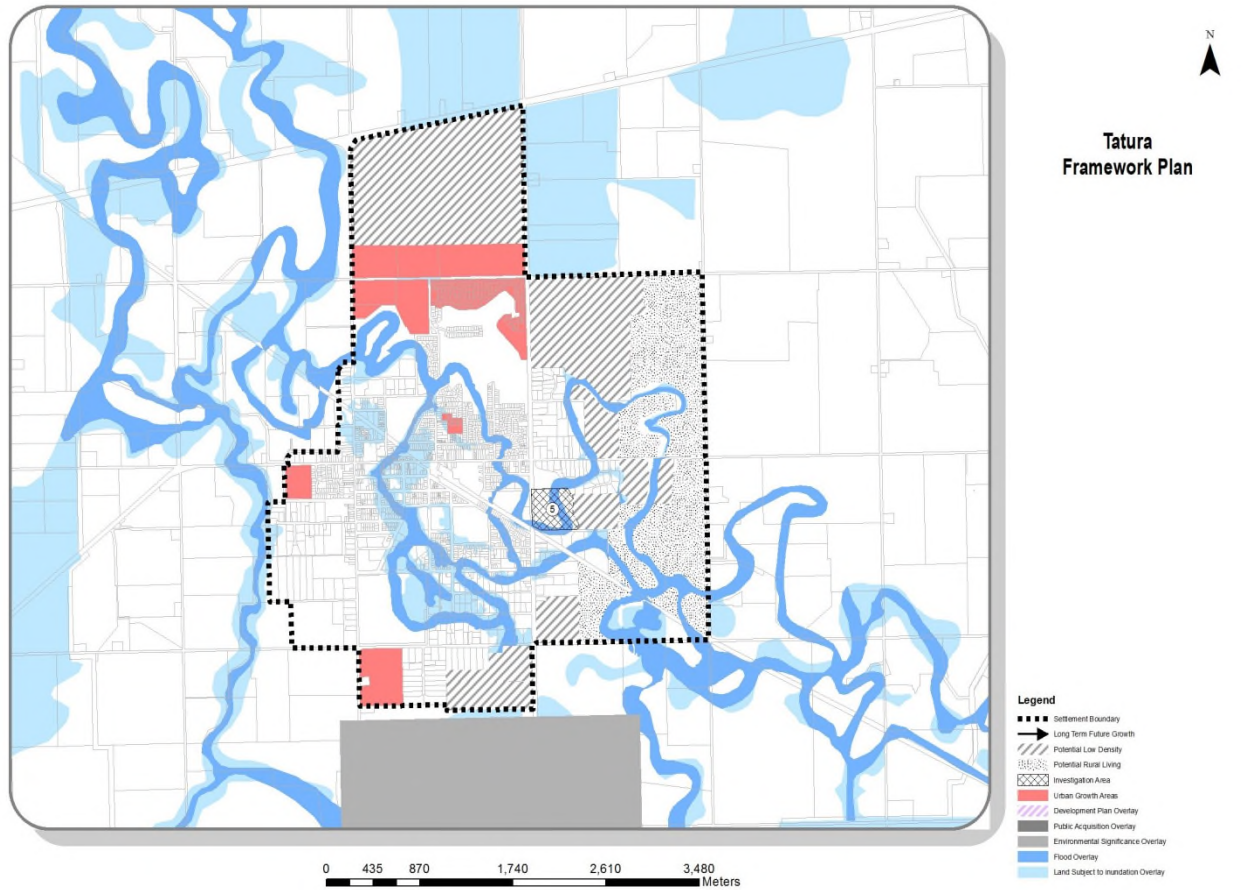




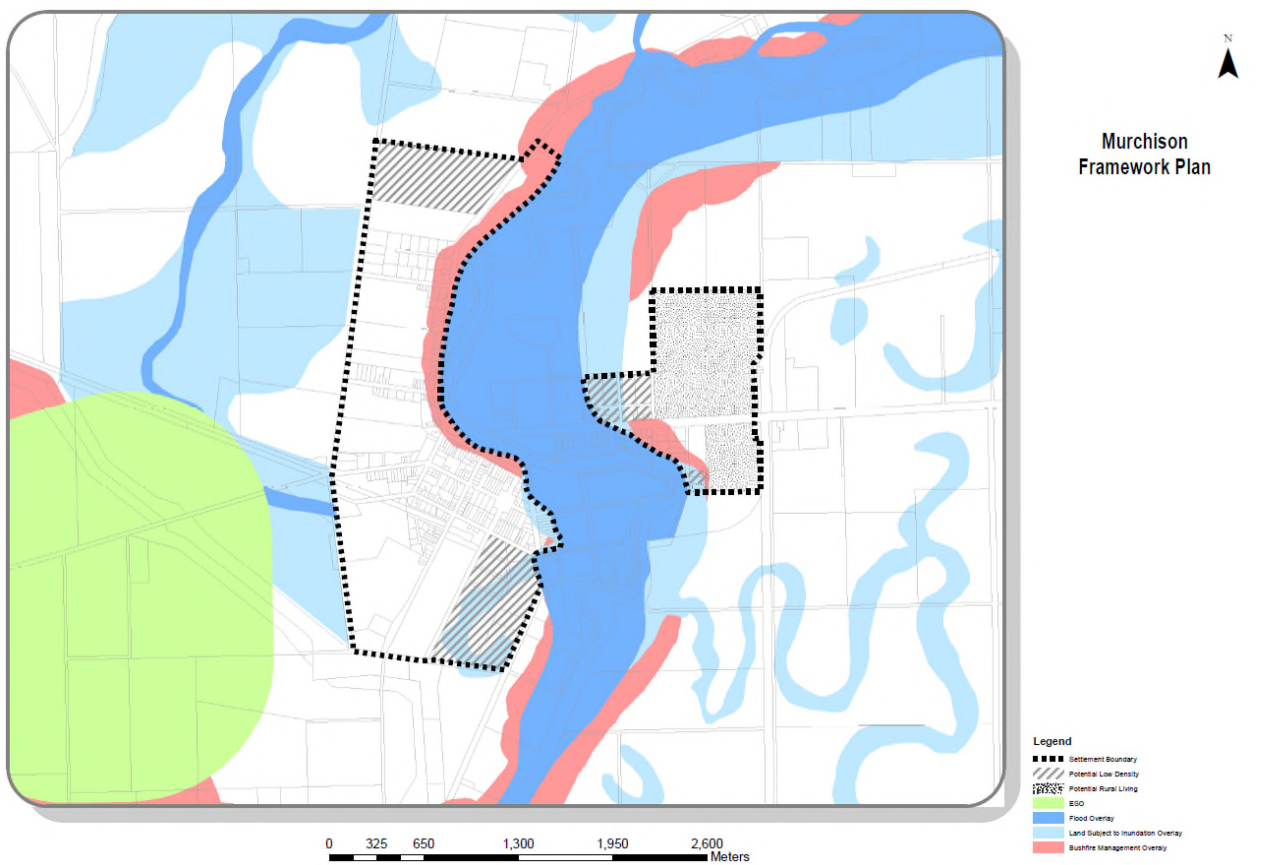
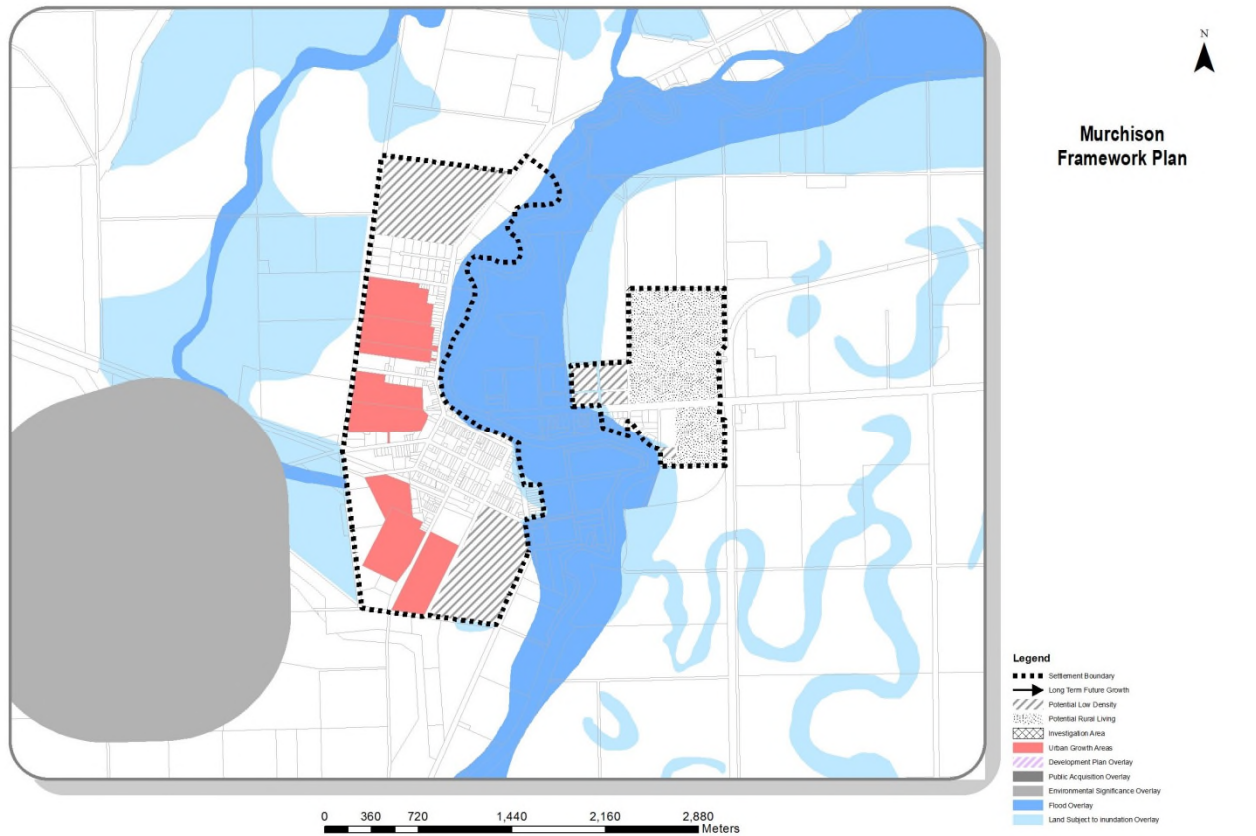


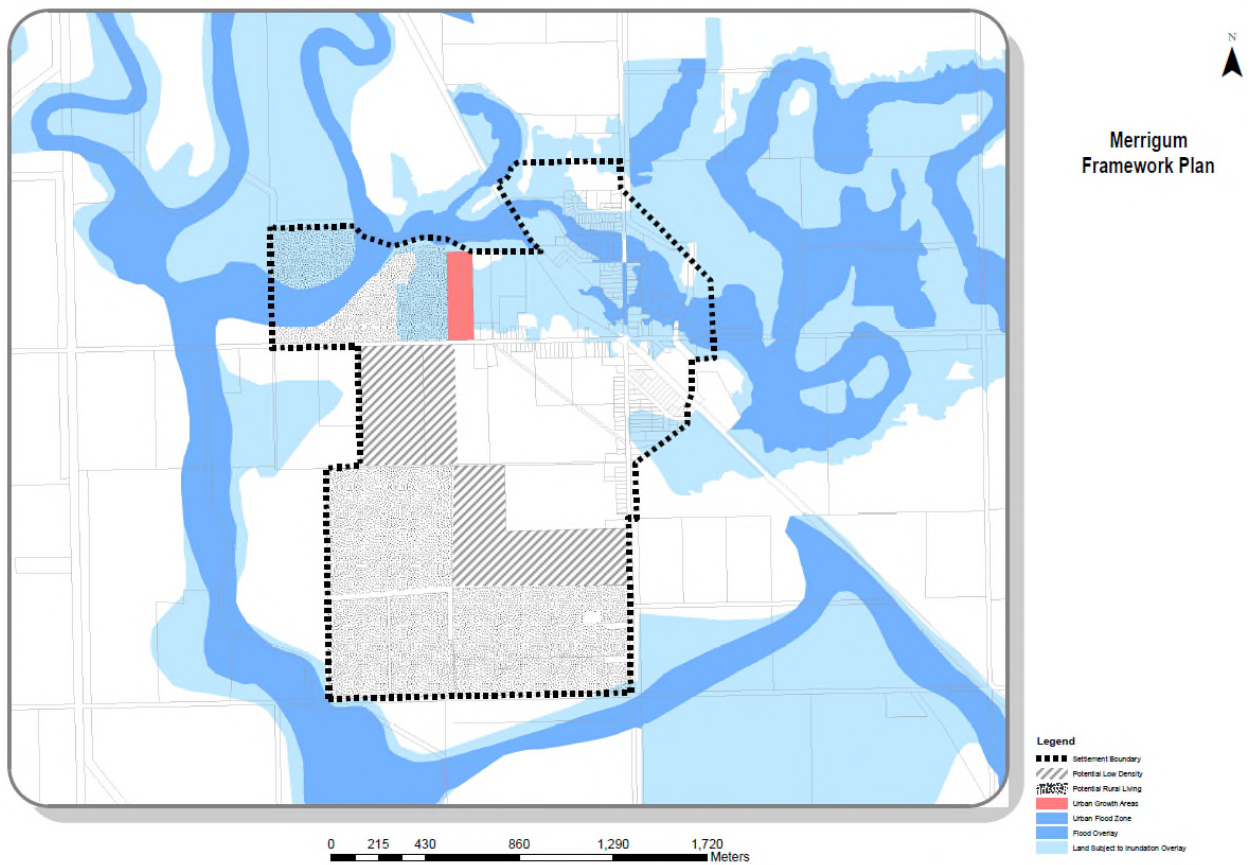
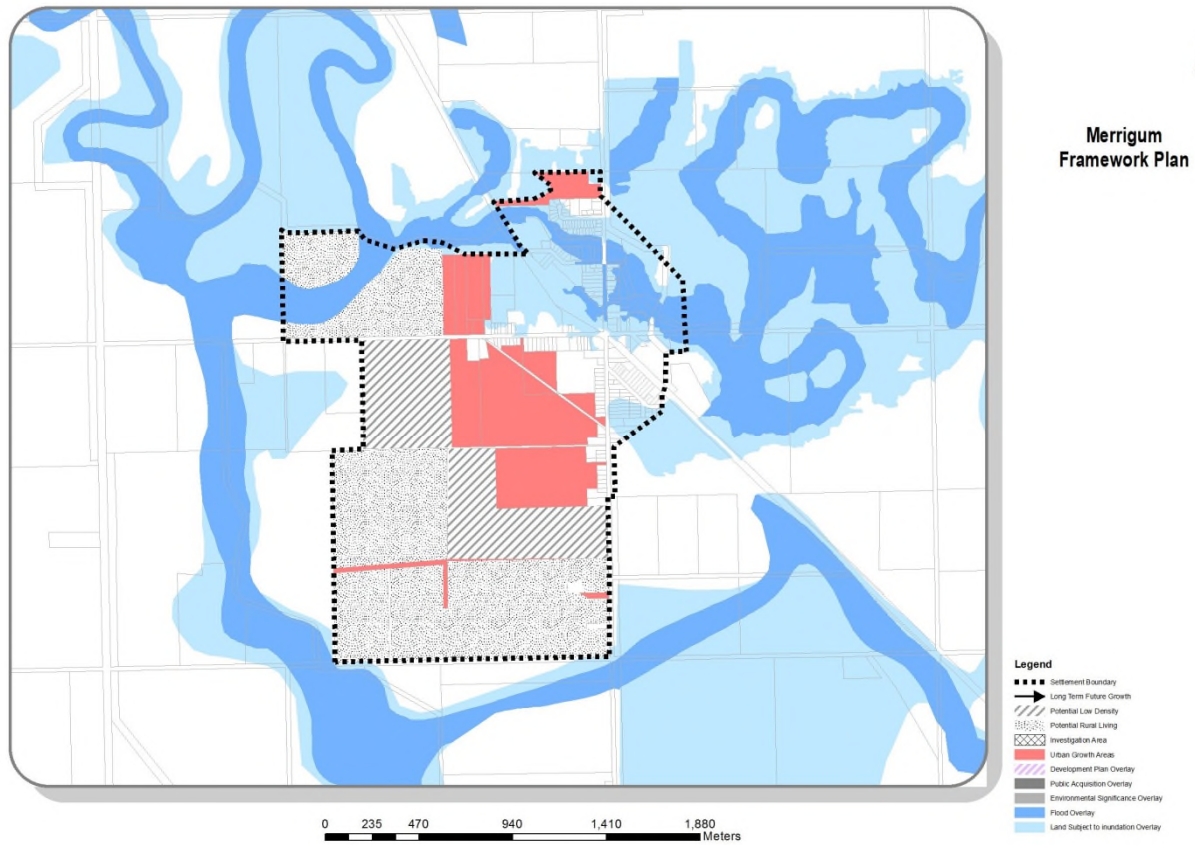




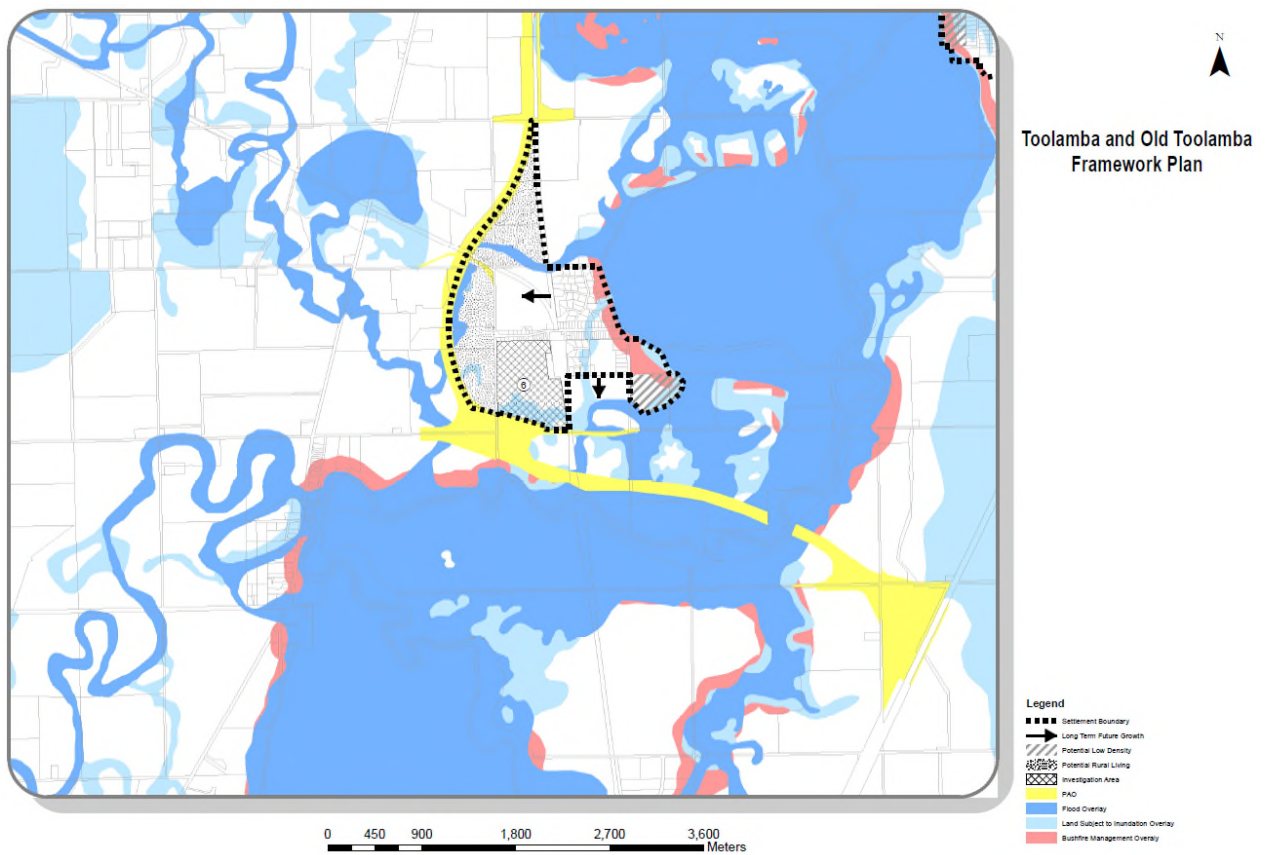
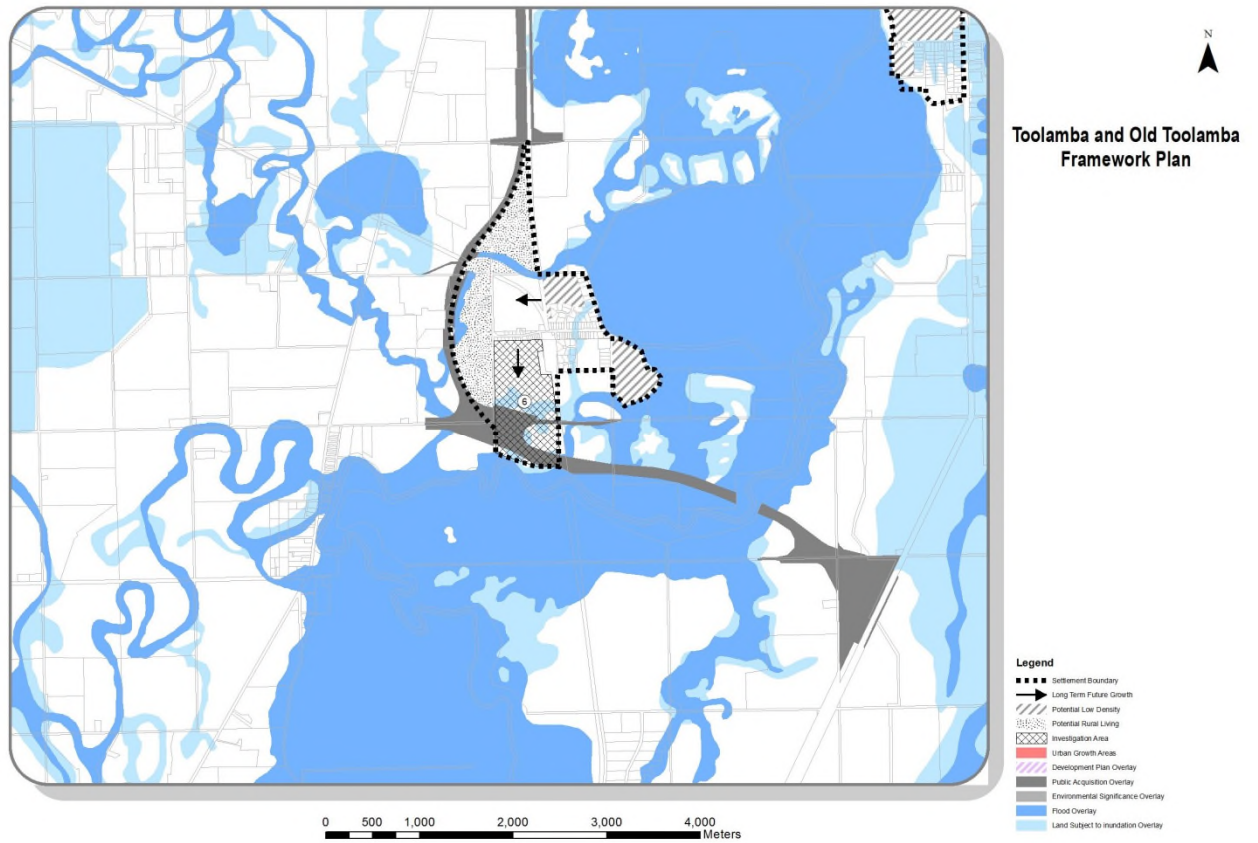


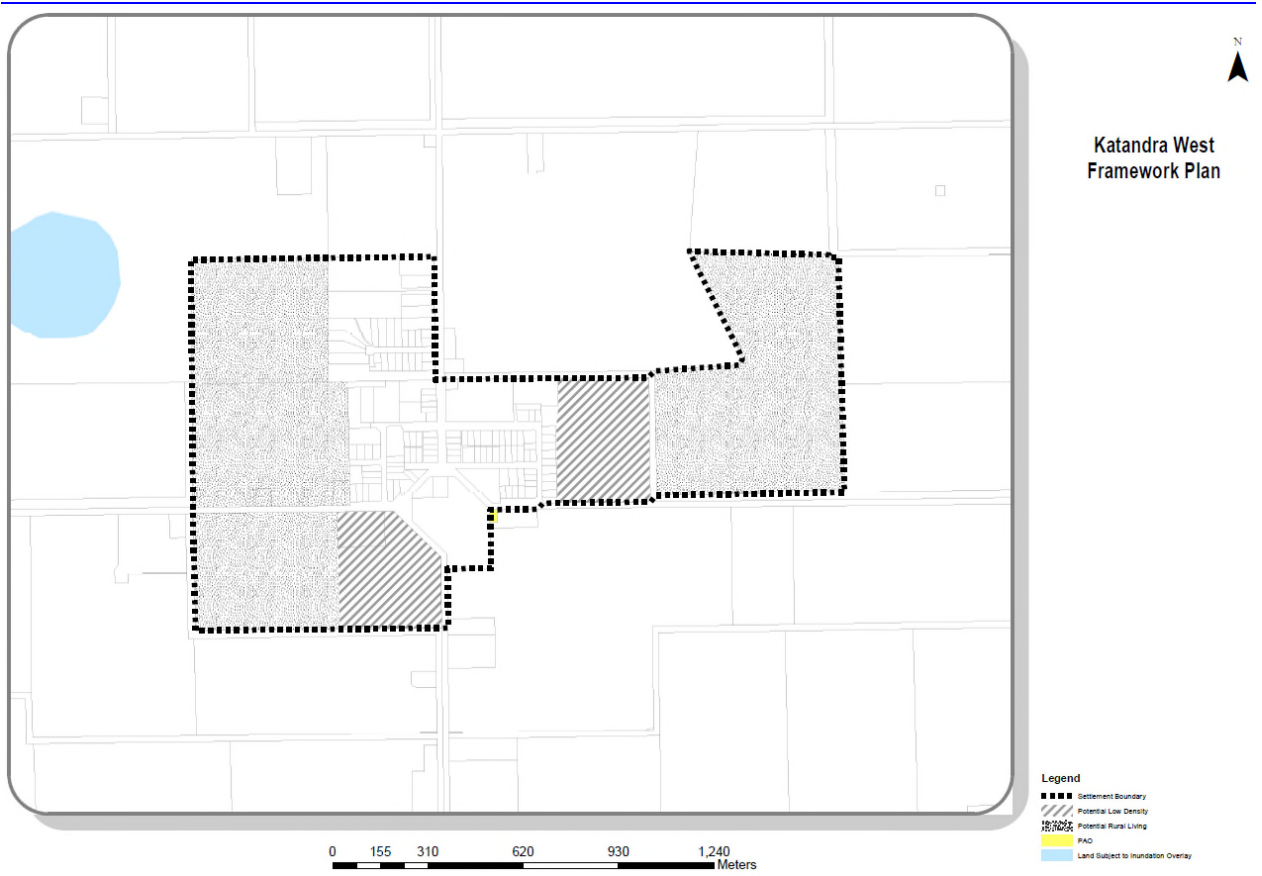
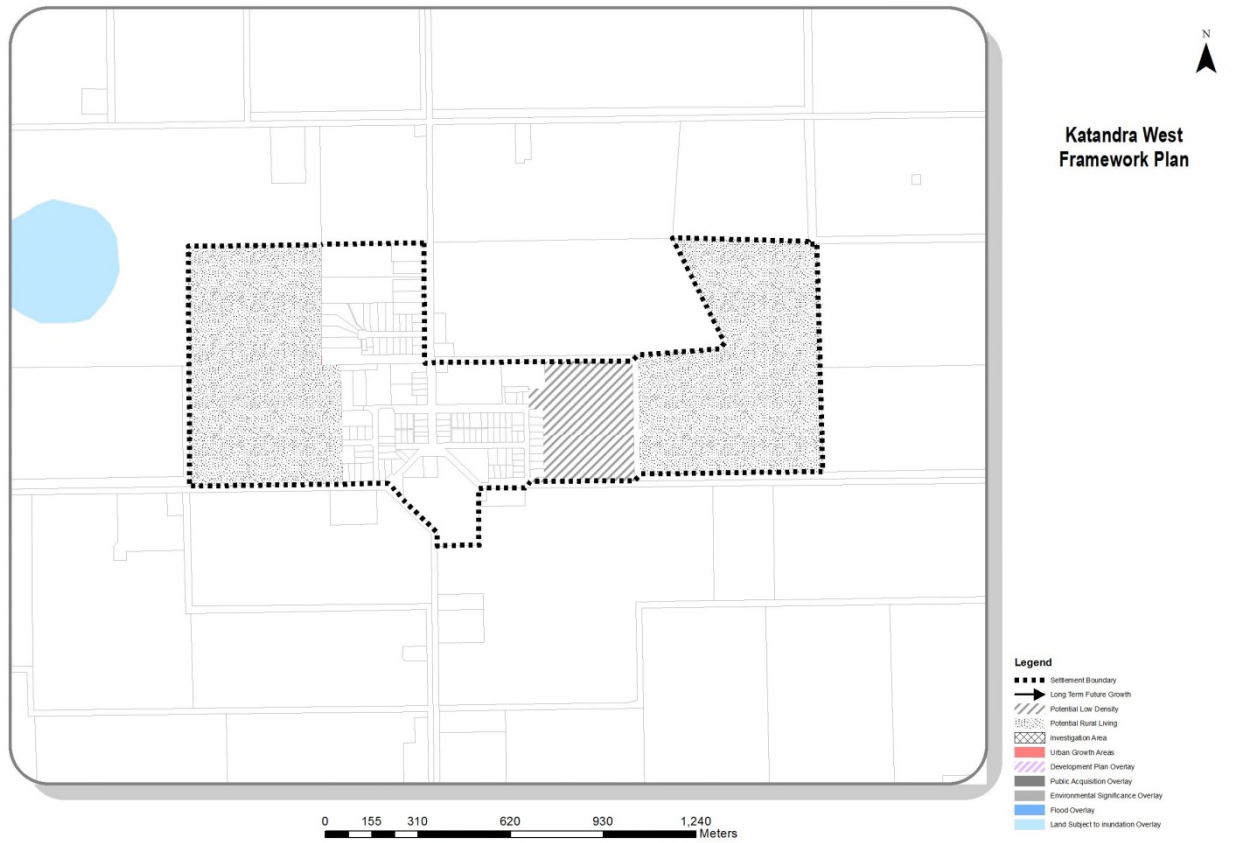


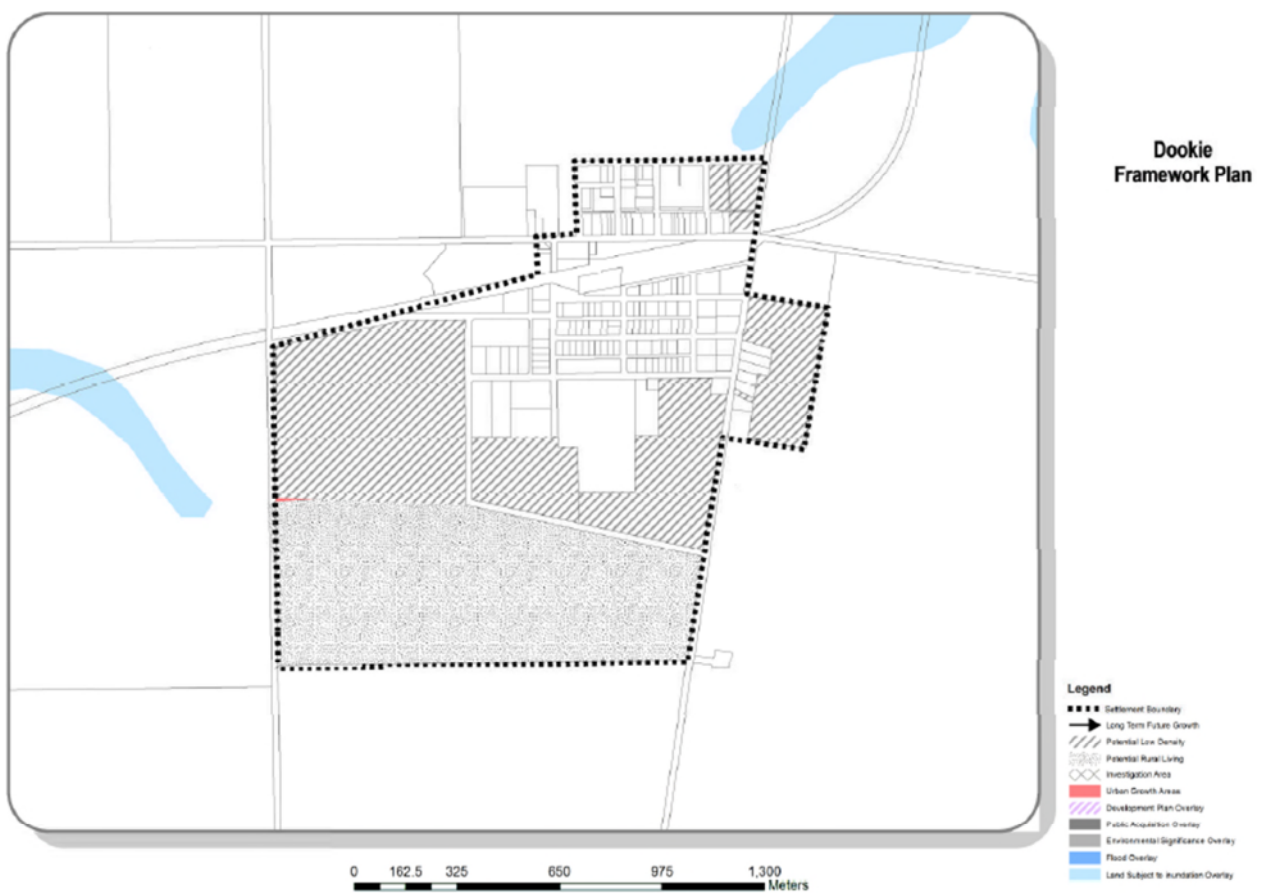
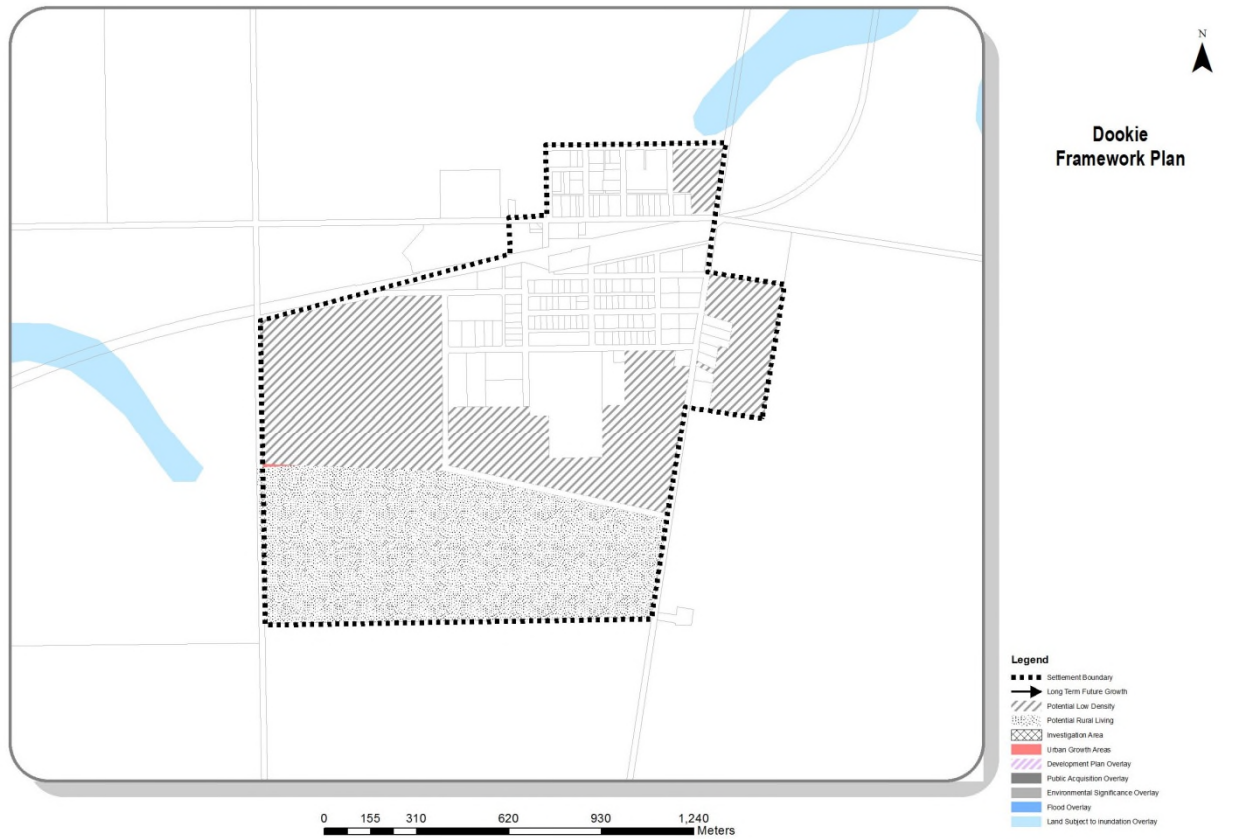




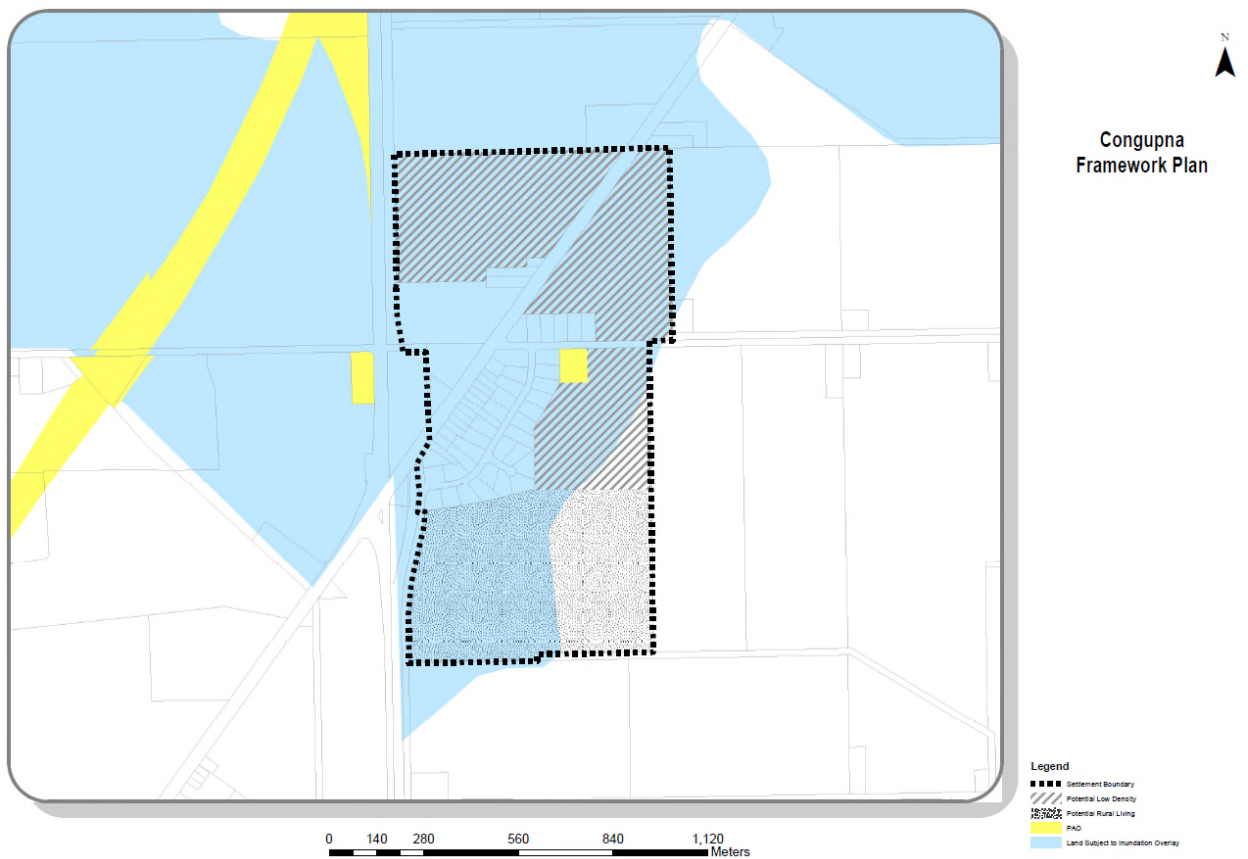
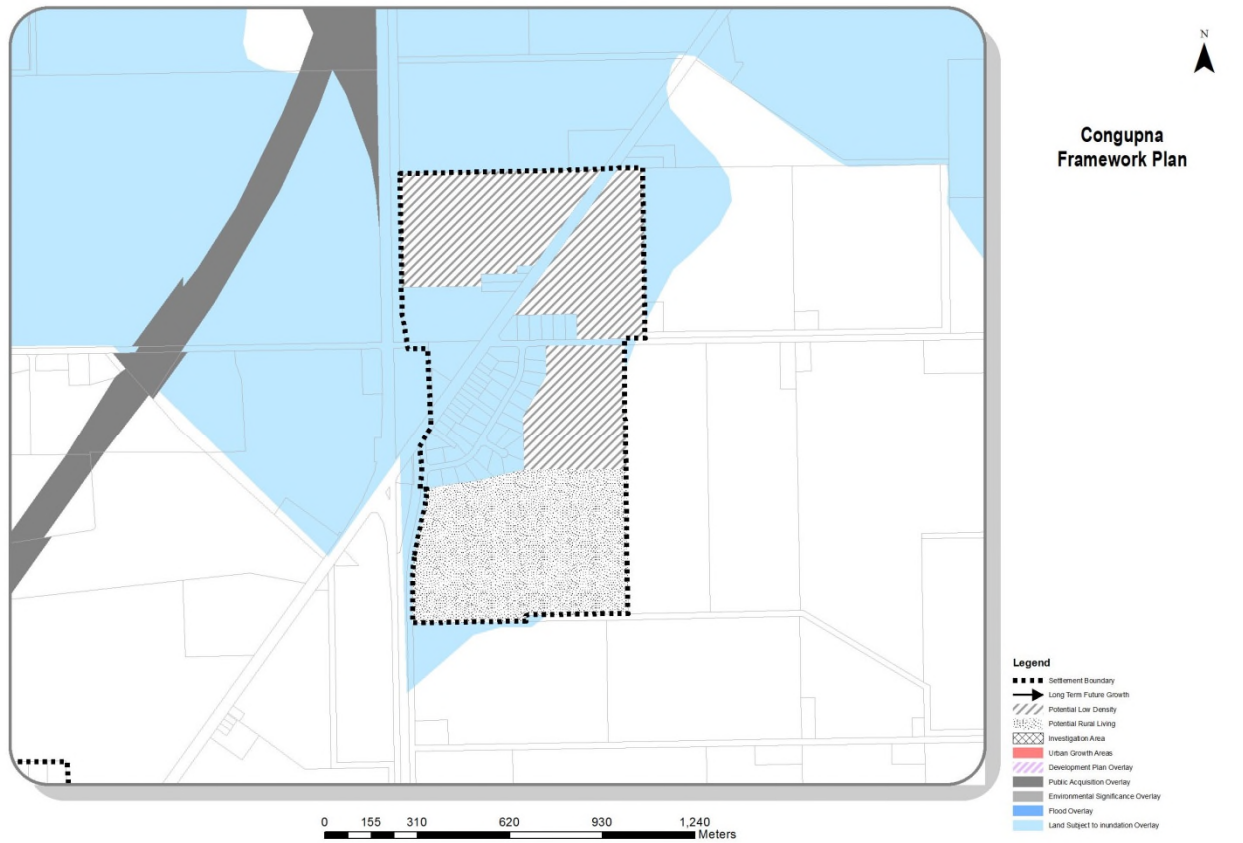


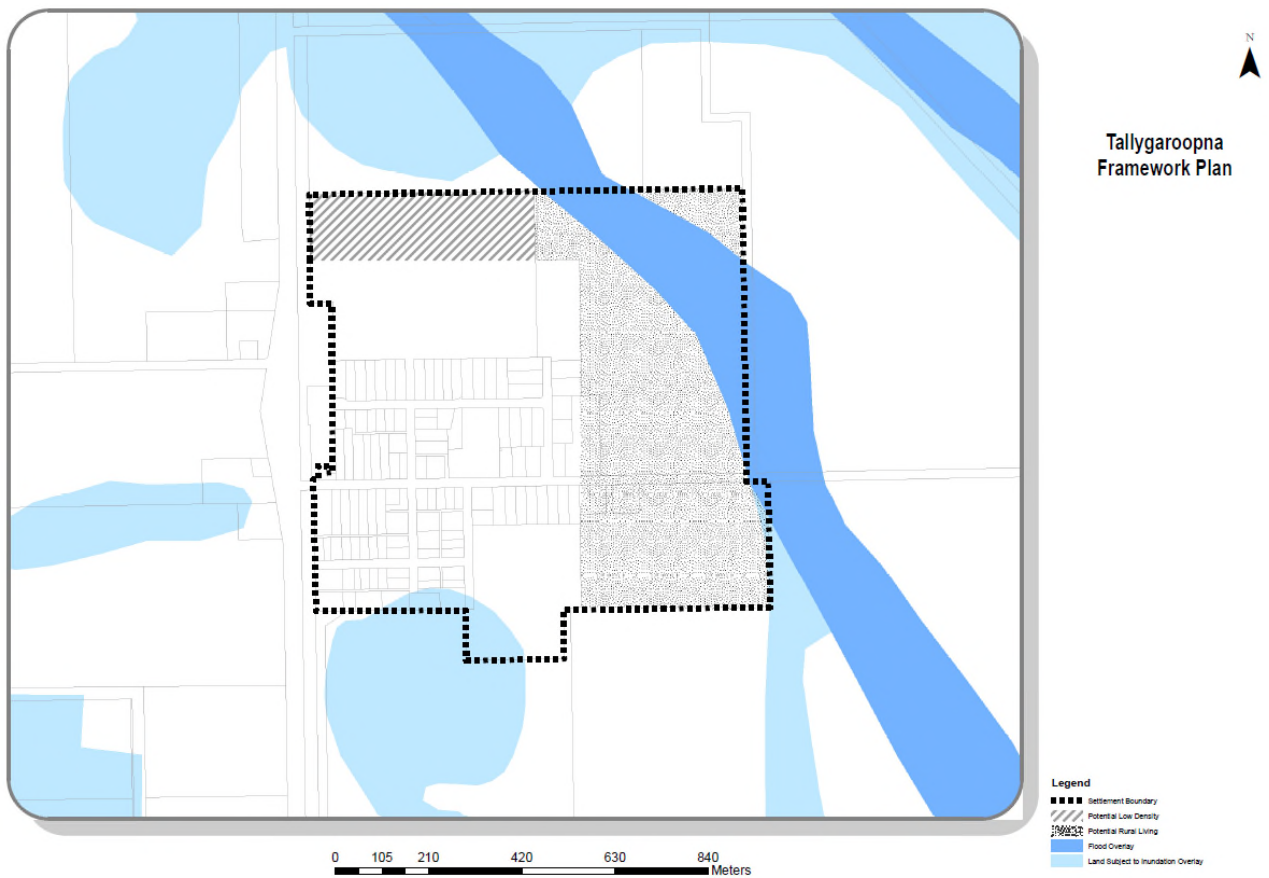
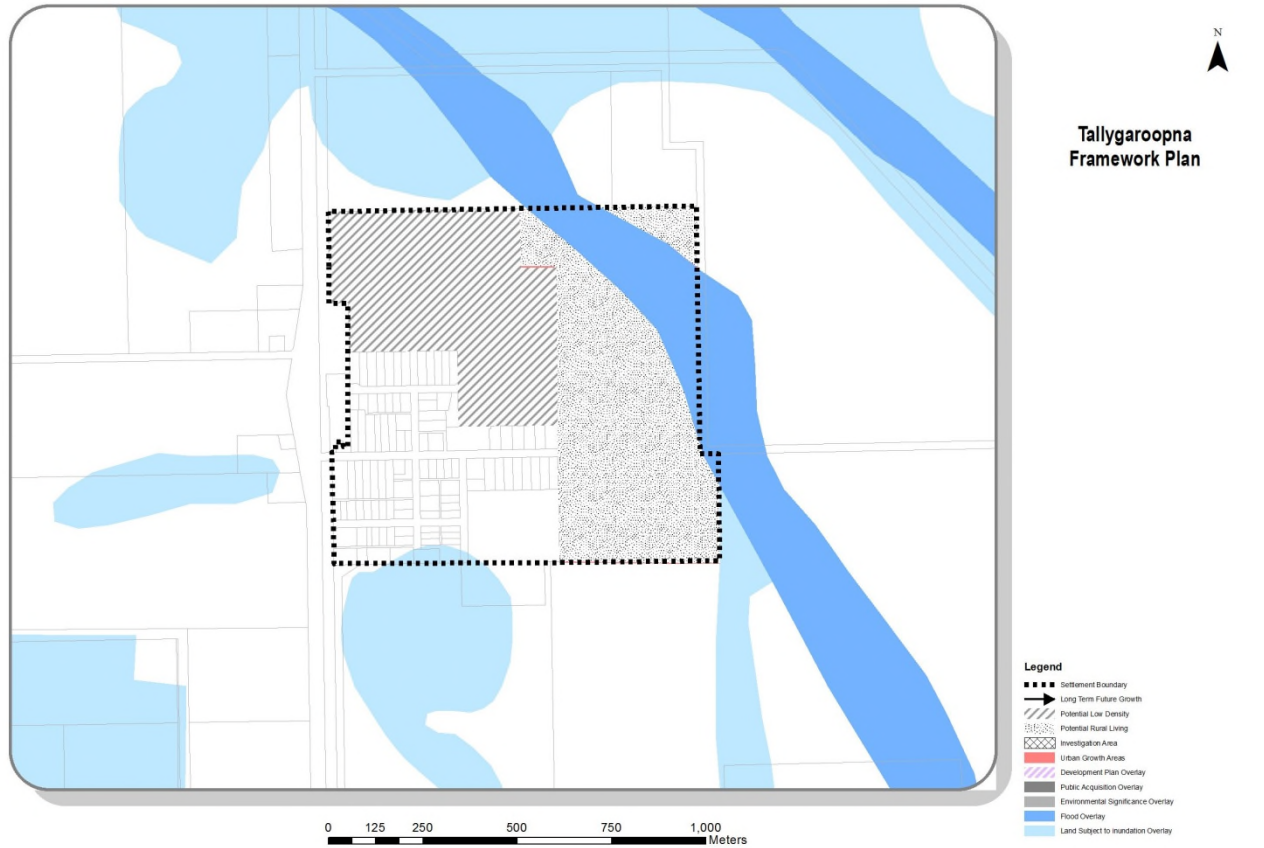


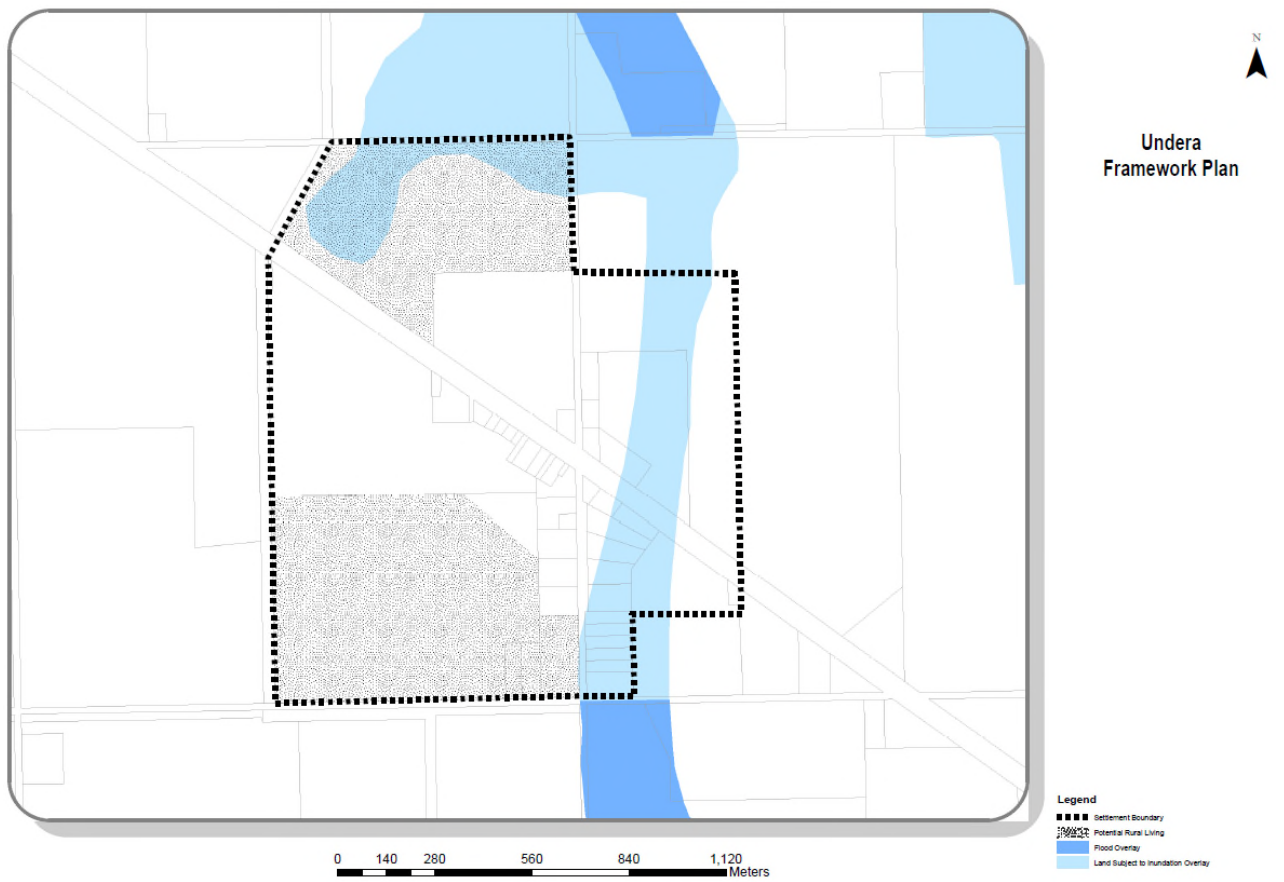
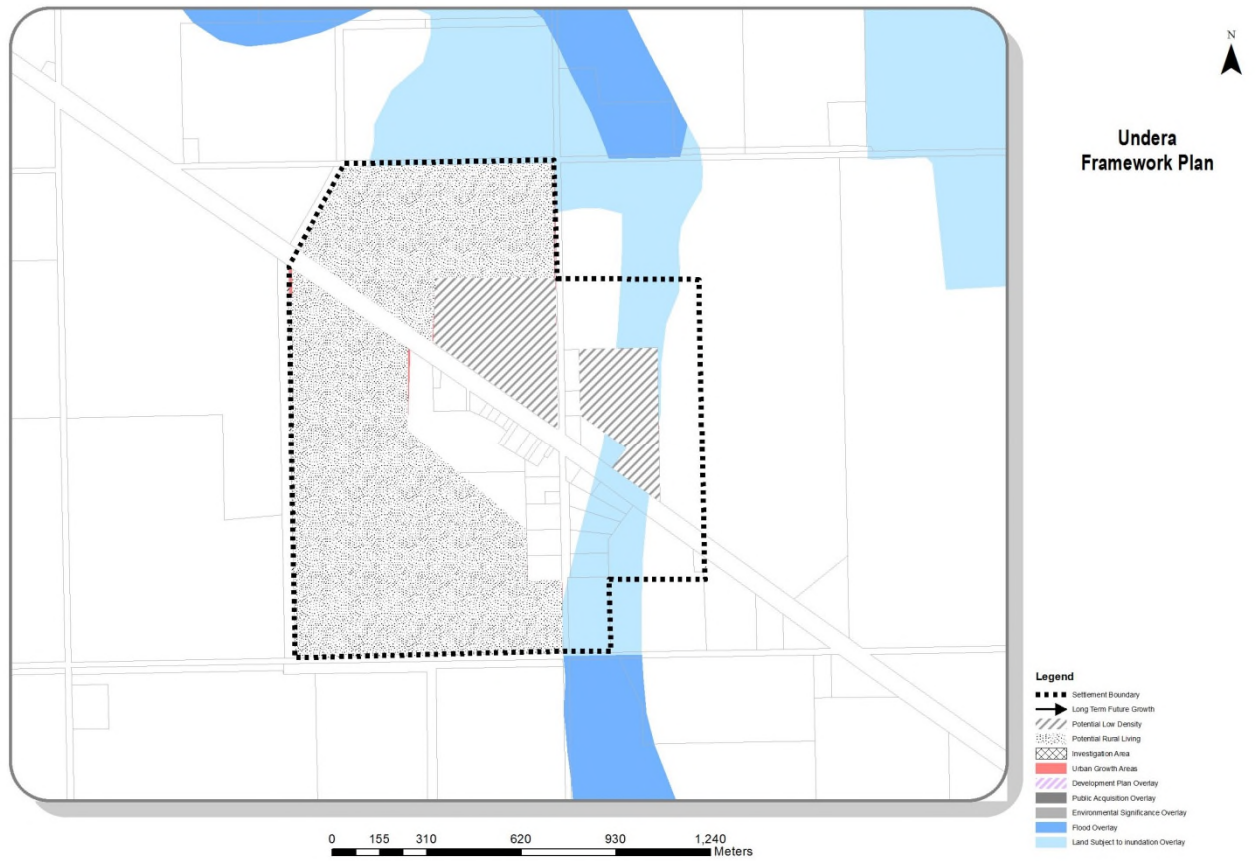


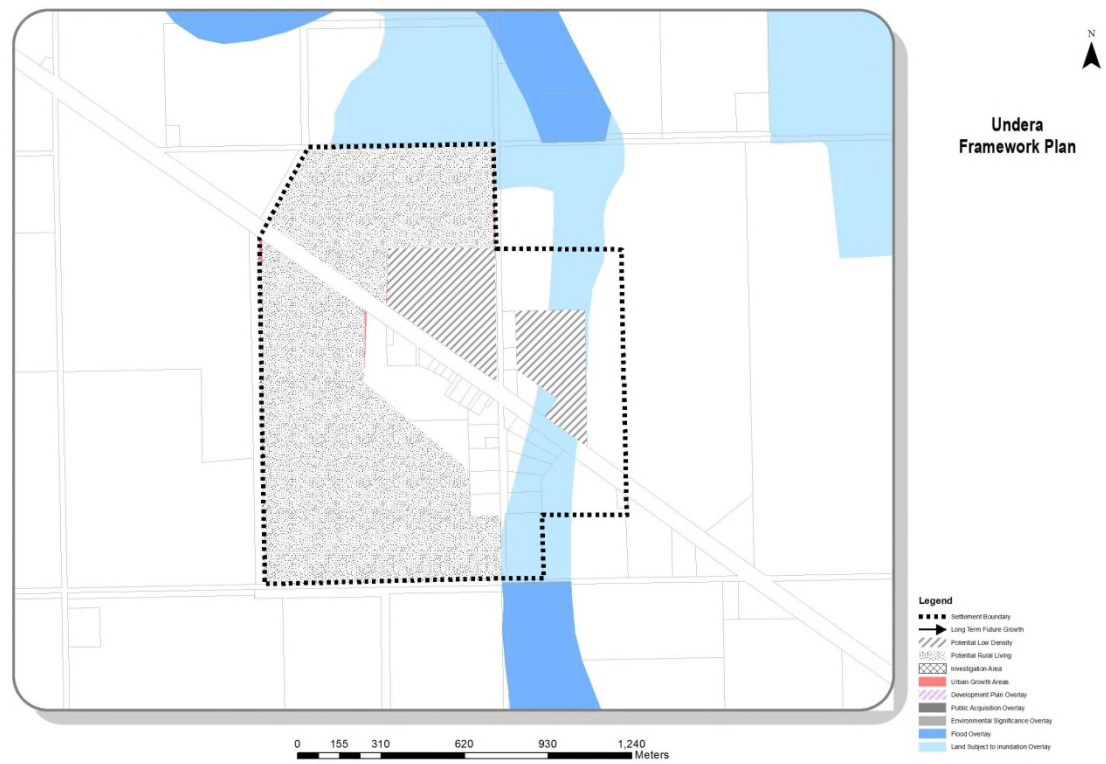














### **Appendix 3: Proposed Post-Panel Changes to the Greater Shepparton Townships Framework Plan Review**



GREATER SHEPPARTON TOWNSHIPS

# FRAMEWORK PLAN REVIEW 2018



MAKING  
**GREAT  
THINGS**  
HAPPEN



## 1.0 INTRODUCTION

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The *Greater Shepparton Housing Strategy 2011* (the GSHS) was prepared by David Lock Associates Pty Ltd on behalf of Council to guide the future long term identification and provision of residential land within Greater Shepparton.

The GSHS establishes a development framework in the Shepparton and Mooroopna urban areas, as well as the smaller townships within the municipality.

The *Greater Shepparton Townships Framework Plan Review* (the Review) focuses on only the nine townships that the GSHS provided framework plans for, and excludes the Shepparton and Mooroopna urban areas. The purpose of this review is to complement and build upon the work undertaken through the GSHS to 2011, and to update the framework plans for each of the small townships within the municipality.

The Review assesses each township against a number of criteria but, importantly, recognizes that each township is different and a “one size fits all approach” is not always appropriate. The townships have been assessed against the following criteria:

- Current status and history;
- Infrastructure and servicing availability;
- Environmental influences; and
- Population trends / supply and demand.

The townships that are included in the Review are:

- Congupna;
- Dookie;
- Katandra West;
- Merrigum;
- Murchison;
- Tallygaroopna;
- Tatura;
- Toolamba and Old Toolamba; and
- Undera.

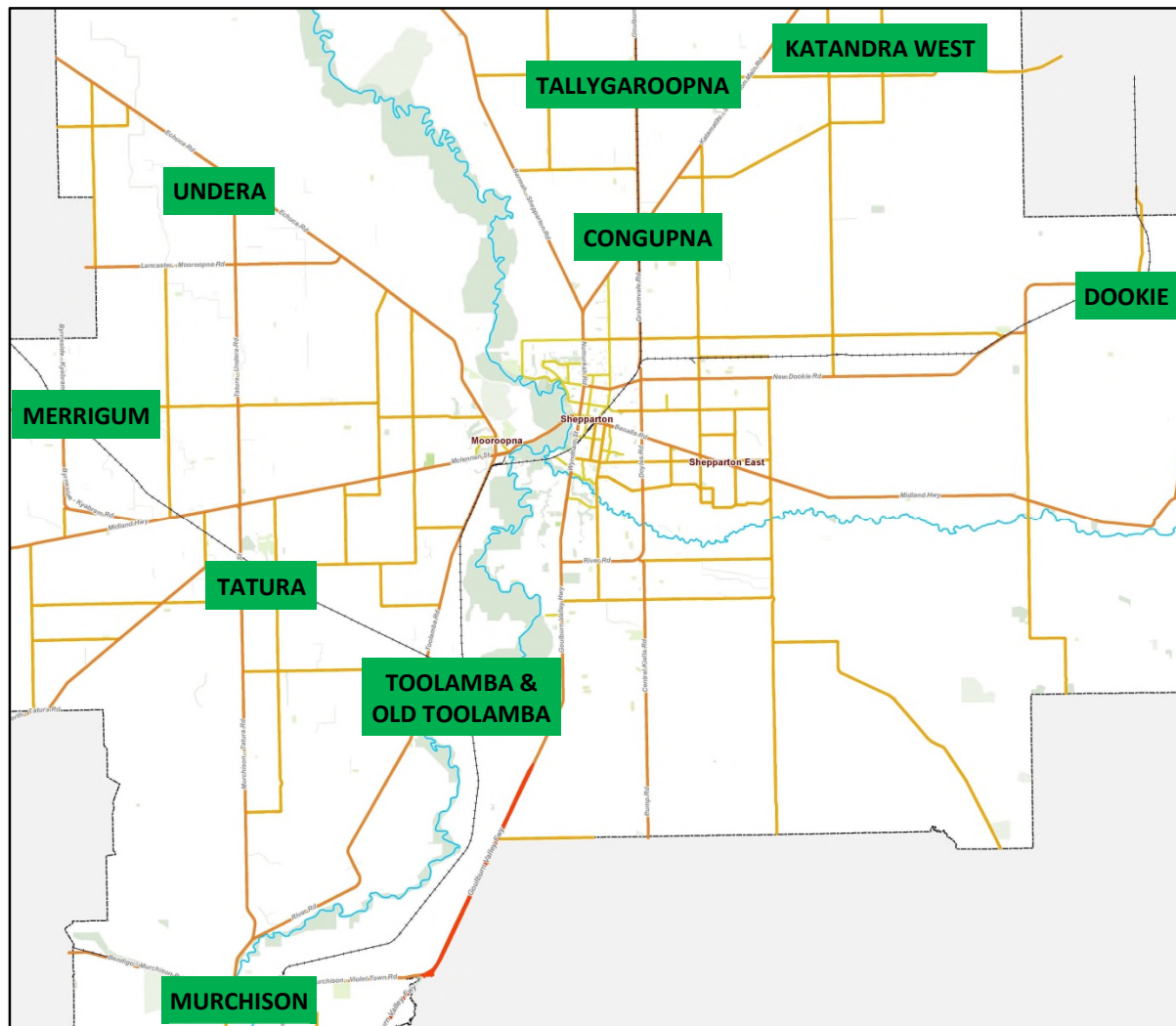
The location of these townships is shown in *Figure 1 – Locality Map*.

Community, agency and stakeholder consultation has been an integral part of the Review. Preliminary feedback was sought from all relevant referral agencies and authorities as well as internal Council departments prior to the Review being released for public comment.

Following a Council resolution to endorse a draft document and release it for public comment, extensive public consultation was undertaken in collaboration with the community plan committees for the townships.

A summary of the consultation undertaken and the feedback received is included as an Appendix to this review (see *12.2 Conversation Report – Townships Framework Plan Review*).

Figure 1 – Locality Map





## 2.0 RECOMMENDATIONS

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### 2.1 Overall

All Framework Plans should be updated to remove any zoned land from 'Urban Growth Area', 'Potential Low Density' and 'Potential Rural Living'.

The Framework Plans for any townships that have been subject to change since the *Greater Shepparton Housing Strategy, 2011* was implemented should be revised to acknowledge recent rezonings to remove the 'Potential' designation on land that is now zoned/developed.

All Framework Plans should be amended to ensure any anomalous mapping errors are revised to present accurate and clear intentions for future growth.

Growth Plans should be prepared for each township and implemented in to the planning scheme. Growth Plans will consider the opportunities and constraints of each township and utilise a holistic approach for future growth. These Growth Plans should ultimately replace the Framework Plans and should provide for residential growth (as shown in this document), industrial and commercial growth, recreational and community facilities, open spaces and should also identify any constraints to growth and development.

These Growth Plans should be prepared in the following priority order:

1. Tatura; and  
Toolamba.
2. Murchison;  
Merrigum; and  
Dookie.
3. Congupna;  
Katandra West;  
Tallygaroopna; and  
Undera.

Monitoring and review should continue to be undertaken every five years to ensure sufficient supply of zoned residential land.

### 2.2 Individual Townships

#### 2.2.1 Congupna

It is recommended that the approximately eight hectares of land within a Public Acquisition Overlay for construction of a future drainage/retardation basin should be excluded from the identified 'Potential Low Density' land.

#### 2.2.2 Dookie

No changes required.

#### 2.2.3 Katandra West

It is recommended that land immediately to the south west of the existing township be included in the settlement boundary. This will provide an additional approximately 11 hectares of unzoned land identified for 'Potential Low Density' and approximately 18 hectares of unzoned land identified for 'Potential Rural Living'.

#### *2.2.4 Merrigum*

No changes required.

#### *2.2.5 Murchison*

No changes required.

#### *2.2.6 Tallygaroopna*

No changes required.

#### *2.2.7 Tatura*

It is recommended that the following areas of land be identified for 'Urban Growth Area':

- Approximately 43 hectares of land immediately east of Dhurringile Road and south of Pyke Road;
- Approximately 11 hectares of land at the north eastern end of Gowrie Park Road (it should be noted that access to this land relies upon connections through other allotments and/or infrastructure upgrades, to be addressed by the land owner/developer); and
- Approximately 10 hectares of land south of Ferguson Road to the east of Dollar Court.

It is recommended that approximately 42 hectares of land between Ferguson Road and Pyke Road be identified for 'Potential Low Density'.

It is recommended that an arrow to denote the direction of 'Long Term Future Growth' be included on the Tatura Framework Plan. This arrow should identify future direction towards land to the north east of Tatura, east of Dhurringile Road between Pyke Road and the Midland Highway.

#### *2.2.8 Toolamba and Old Toolamba*

It is recommended that the arrow denoting 'Long Term Future Growth' within Investigation Area 6 be removed.

It is recommended that an arrow denoting 'Long Term Future Growth' is added to the Framework Plan for the land south of the Toolamba Primary School.

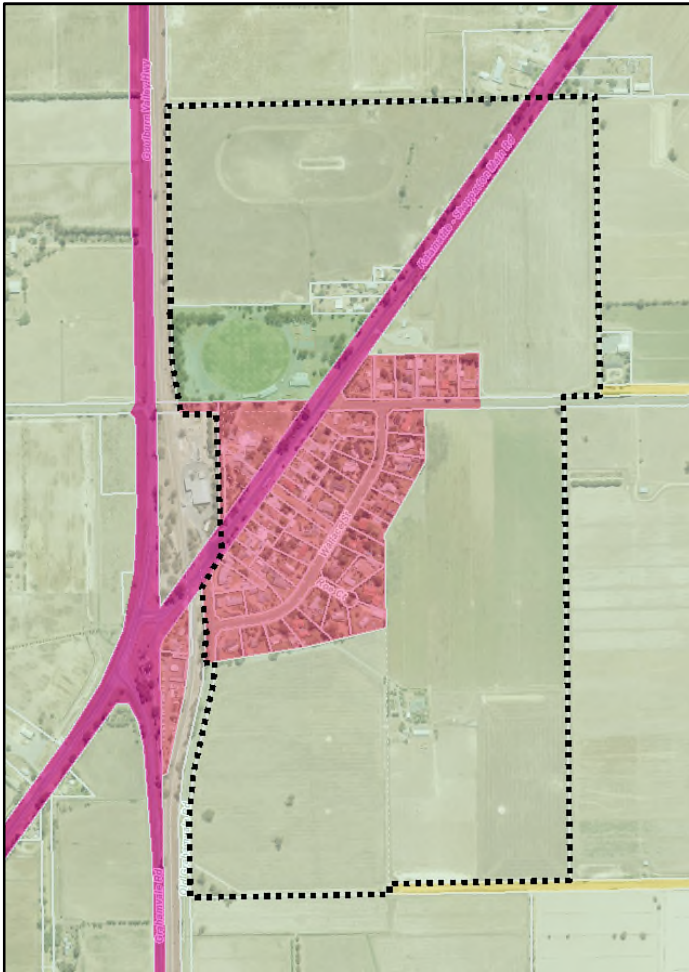
The settlement boundary at the southern extent of Investigation Area 6 should be amended to remove land south of the Public Acquisition Overlay for the Goulburn Valley Highway – Shepparton Bypass from the investigation area.

#### *2.2.9 Undera*

The approximately 14 hectares of land for the Undera Recreation Reserve and Undera Park Motorcycle Track should be excluded from the identified 'Potential Rural Living' land.

### 3.0 CONGUPNA

Figure 2 – Congupna Map



#### 3.1 Township Overview

The township of Congupna is located approximately 10 kilometres north of Shepparton and has a population of 616 (2016 Census). The township is almost entirely surrounded by land utilised for agriculture, including grazing, cropping and dairying. The township is centred along the Goulburn Valley Highway and Katamatite-Shepparton Main Road. Some of the main facilities include a primary school, football/cricket oval, and tennis courts (see *Figure 2 – Congupna Map*).

#### 3.2 Environmental Profile

There is minimal native vegetation left around the township area as most of the land has been cleared for farming. However, there are small-moderate amounts of street tree planting and some vegetation around the recreation reserve. Most of the township is heavily flood prone and is identified as a

Bushfire Prone Area. Congupna has a flat landscape and no waterways, rivers or creeks flowing through the township area. The main source of flooding in a flood event is over land run-off from nearby waterways.

#### 3.3 Infrastructure Availability

The town is not connected to reticulated sewerage. A railway runs to the west of the township, however, there is no passenger rail service and no immediate plans to include the town in the passenger rail network. Road infrastructure is generally good and the township is serviced by limited public bus services.

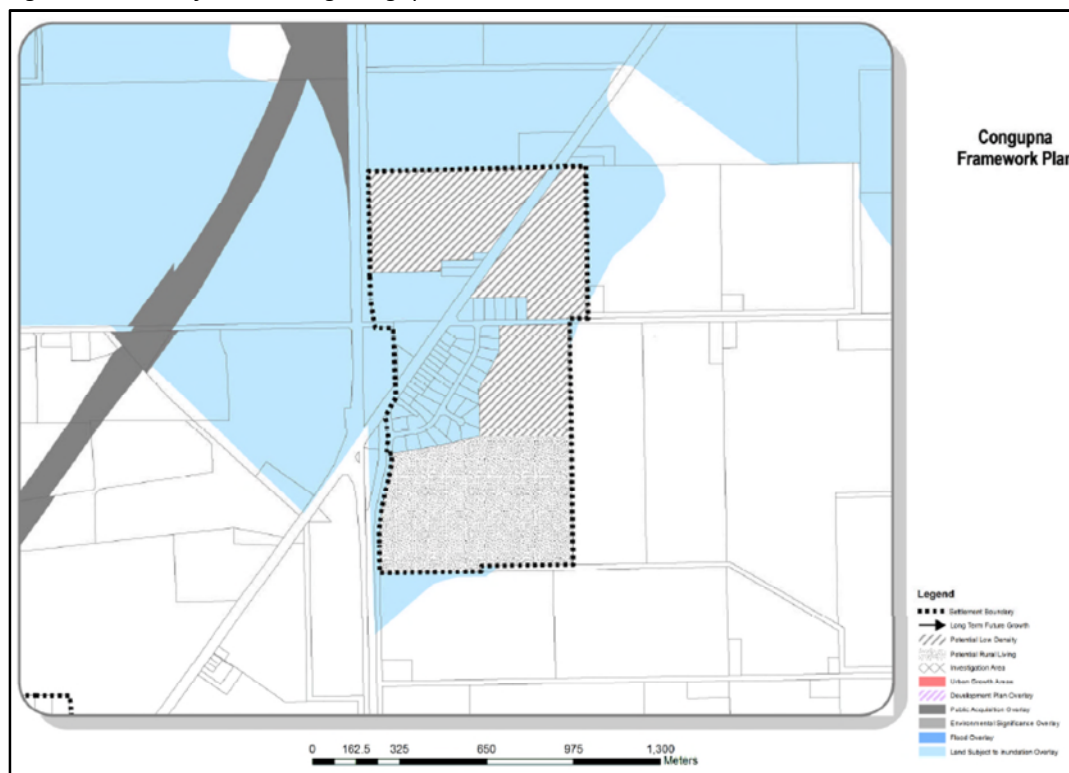
#### 3.4 Current Zones and Overlays

Land within the settlement boundary is primarily within the Farming Zone, with only a small portion being within the Township Zone and the recreation reserve to the north of the existing township within the Public Parks and Recreation Zone (see *Figure 2 – Congupna Map*). Many of the existing houses are within the land subject to inundation overlay and a large amount of land is also a designated Bushfire Prone Area. The predominant surrounding land use is agriculture, including cropping, grazing and dairying. The surrounding land is within the Farming Zone.

### 3.5 Existing Framework Plan from Clause 21.04 (Settlement)

Most of the land surrounding the existing residential area has been identified for potential Low Density Residential, while the southern section of the township has been identified as potential Rural Living (see *Figure 3 – Extract from existing Congupna Framework Plan*).

*Figure 3 - Extract from existing Congupna Framework Plan*



### 3.6 Recent Changes (2011 – 2018)

There have been two rezoning requests in Congupna since the implementation of the Housing Strategy. These are both in the preliminary assessment stage.

### 3.7 Findings from 2016 Residential Land Supply Assessment

Congupna was erroneously excluded from the 2016 Residential Land Supply Assessment. No updated data is available.

### 3.8 Current Residential Zoned Land Supply

All land within the Township Zone in Congupna has been subdivided and developed for residential purposes. Because Congupna is unsewered, small vacant residential lots are often unable to accommodate residential development. There is no vacant supply of residential land within the Congupna Township.

### 3.9 Identified Future Residential Land Supply (unzoned)

The existing Congupna Framework Plan identifies three areas within the Farming Zone for 'Potential Low Density', totalling approximately 55 hectares of land altogether. This includes approximately eight hectares of land within a Public Acquisition Overlay for construction of a future drainage/retardation basin. There is approximately 47 hectares of identified future low density residential land (unzoned).

The existing Congupna Framework Plan identifies one area within the Farming Zone for 'Potential Rural Living' of approximately 34 hectares.

### 3.10 Recommendations

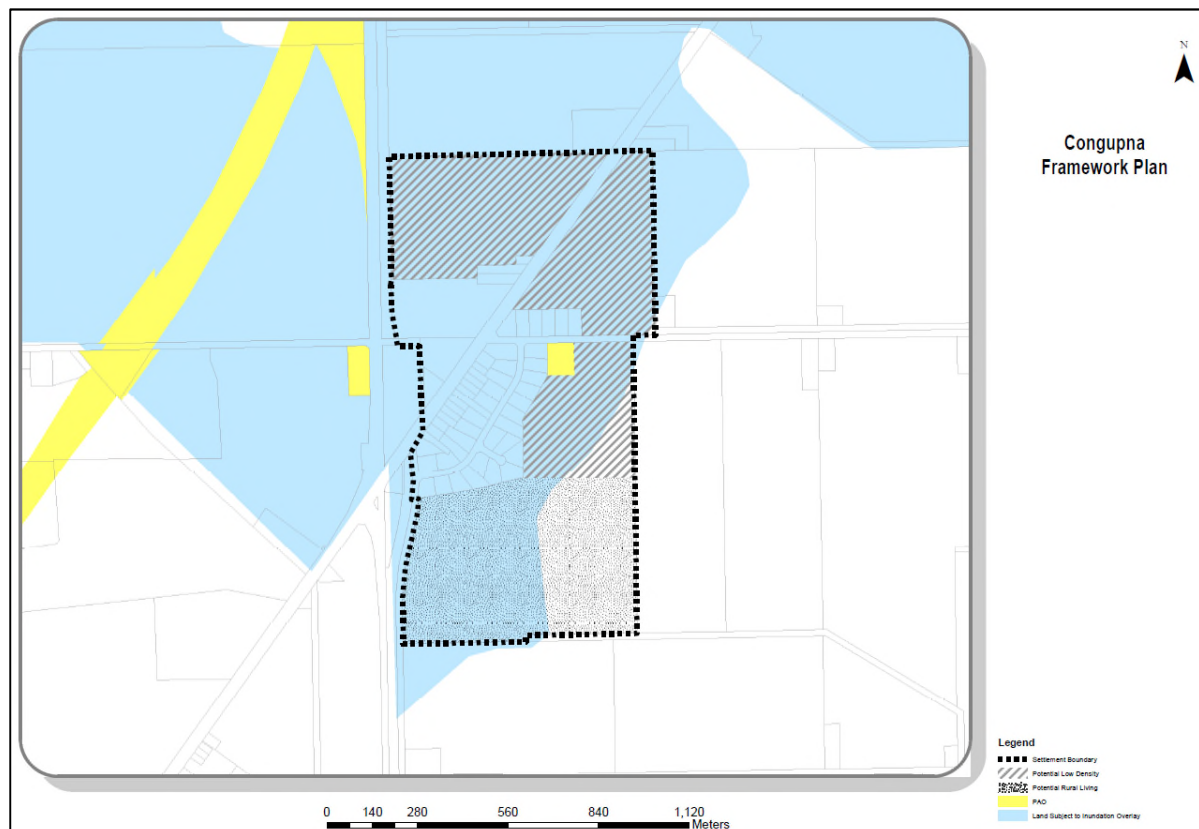
The approximately eight hectares of land within a Public Acquisition Overlay at 226 Old Grahamvale Road for construction of a future drainage/retardation basin should be excluded from the identified 'Potential Low Density' land.

The *Greater Shepparton Sport 2050 Strategic Plan* included the following Strategic Direction (Page 43 of *Greater Shepparton Sport 2050 Strategic Plan: Volume 2*): "Continue to develop Congupna Recreation Reserve to service the Congupna and district community and future expected northern corridor residential growth. Provide land area to accommodate a post 2050 replacement for Deakin Reserve." However, this direction has no current budget allocation and, as such, the timeframe is uncertain. Notwithstanding this, any proposed development for land to the north of the existing Congupna Recreation Reserve will be required to have regard to the aspirations of any adopted Council strategies and studies.

The identification of land for open space, community, recreation and sporting facilities is not within the scope of the Review. No changes to the Framework Plan are recommended to identify land for these purposes.

The settlement boundary for Congupna does not require extension as part of this review.

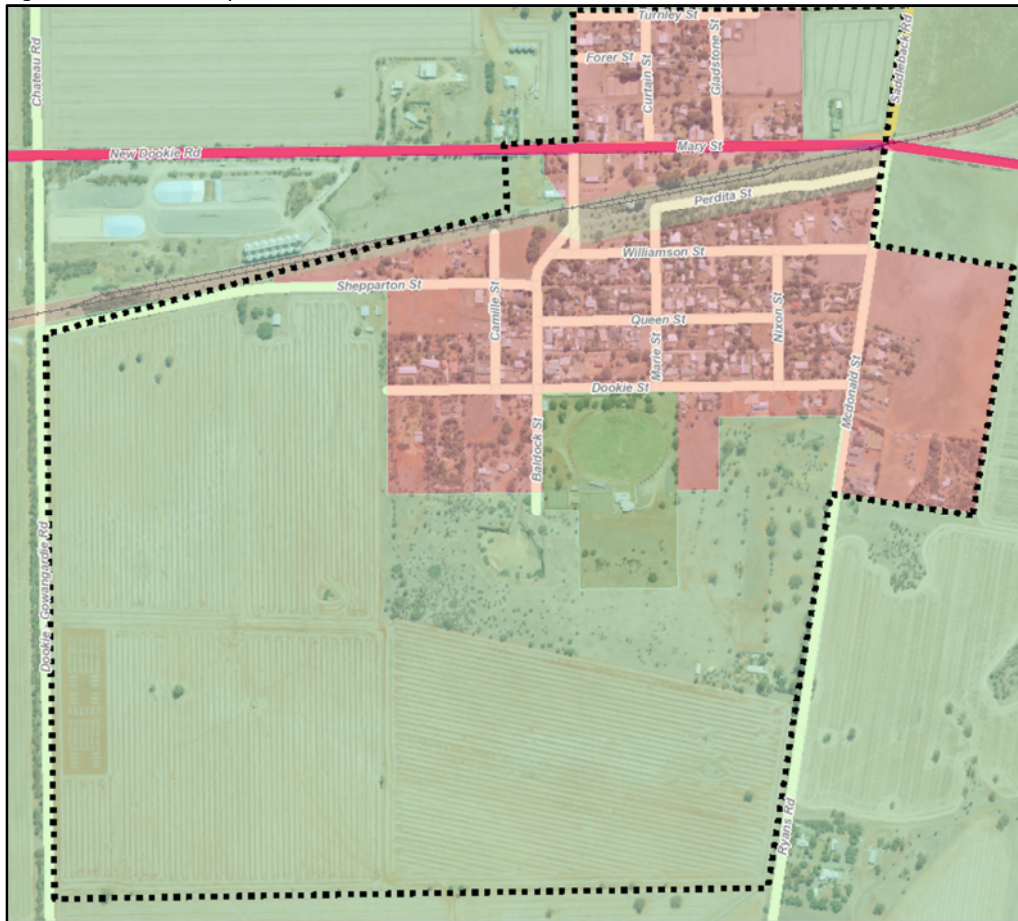
Figure 4 – Recommended Congupna Framework Plan





## 4.0 DOOKIE

Figure 4 - Dookie Map



### 4.1 Township Overview

The township of Dookie is located approximately 30km east of Shepparton and has a population of 328 (2016 Census). The settlement boundary is completely surrounded by farmland, largely utilised for cropping and grazing. Existing facilities within the township include a football oval, tennis and basketball courts, a primary school and several shops (see *Figure 4 – Dookie Map*). A short rail trail has been constructed with plans to extend this in the future. Situated in the Dookie area is the Dookie College, which is managed by the University of Melbourne and the Goulburn Ovens Institute of TAFE.

### 4.2 Environmental Profile

There is minimal remnant vegetation existing in Dookie as most has been cleared for farmland. Some areas of native grassland have been identified. Dookie Township is largely flood free and is unique in that it is the only township within the municipality with undulating topography. All of the land within the settlement boundary is affected by the Salinity Management Overlay and is also an identified Bushfire Prone Area.

### 4.3 Infrastructure Availability

The town is not connected to reticulated sewerage, though the community continue to express an interest in the provision of reticulation to the township. A railway traverses the centre of the town, however, there is no passenger rail service and no immediate plans to include the town in the

passenger rail network. Road infrastructure is generally good and the township is serviced by limited public bus services.

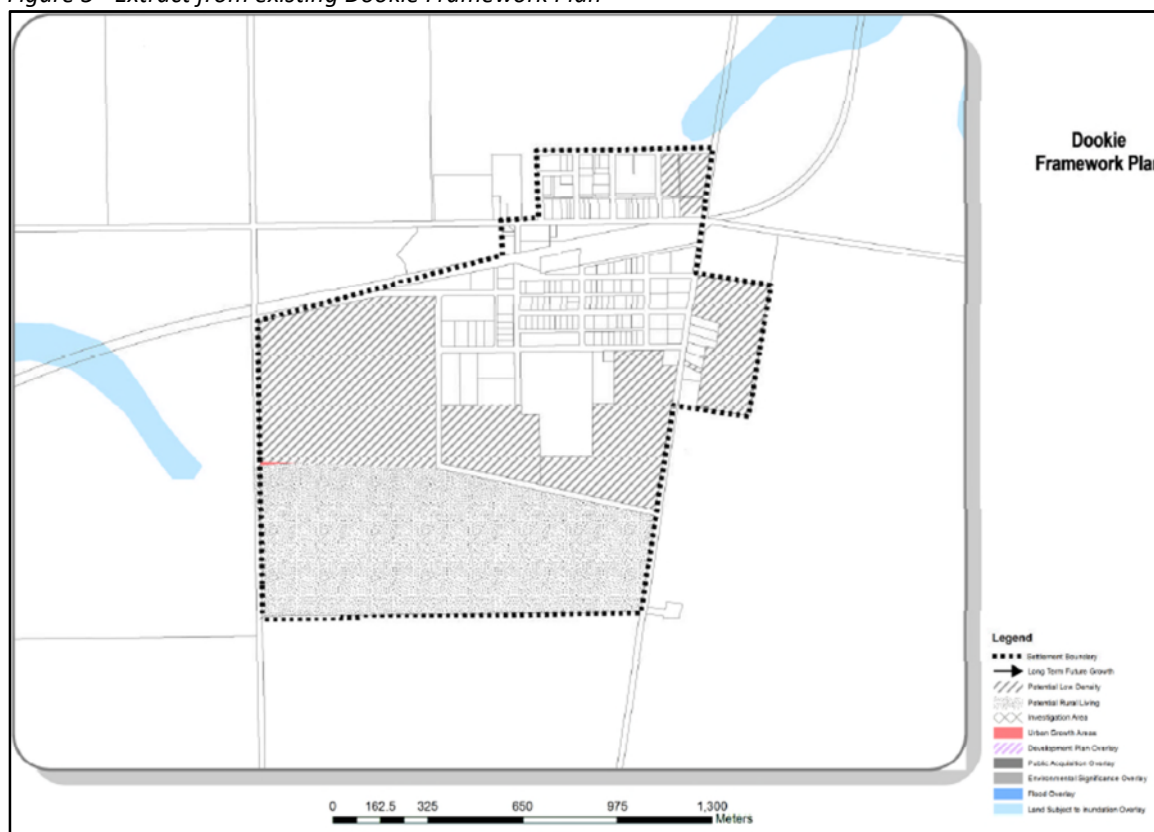
#### 4.4 Current Zones and Overlays

The central township is within the Township Zone. Areas outside of the settlement boundary consist solely of Farming Zone, as well as almost half of all the land within the settlement boundary. A small section covering the sporting facilities is within the Public Park and Recreation Zone (see *Figure 4 – Dookie Map*). Some places within Dookie and surrounds are affected by the Heritage Overlay. The entire township is also affected by the Salinity Management Overlay.

#### 4.5 Existing Framework Plan from Clause 21.04 (Settlement)

Large areas of land to the south of the existing residential area are identified for Potential Rural Living and Potential Low Density. Small parcels near the north-east corner of the settlement boundary, and along the eastern side of Ryans Road, have also been identified for potential Low Density (see *Figure 5 - Extract from existing Dookie Framework Plan*).

Figure 5 - Extract from existing Dookie Framework Plan



#### 4.6 Recent changes (2011 – 2018)

There has been one rezoning request in Dookie, which is still in the preliminary assessment stage.

#### 4.7 Findings from 2016 Residential Land Supply Assessment

In 2016, Dookie had a vacant residential lot supply of nine lots. Estimated lot capacity for future rural residential (unzoned) land supply was 173 total lots, including 25 Potential Rural Living and 148 Potential Low Density Residential (see *Figure 28 – Dookie extract from Residential Supply Assessment*).

#### 4.8 Current Residential Zoned Land Supply

The majority of land within the Township Zone in Dookie has been subdivided and developed for residential purposes. There may be some smaller allotments that could accommodate some minor infill development, subject to the relevant subdivision and planning process. There is one area of land of approximately nine hectares within the Township Zone to the east of Ryans Road that could accommodate a low density subdivision.

#### 4.9 Identified Future Residential Land Supply (unzoned)

The existing Dookie Framework Plan identifies three areas within the Farming Zone for 'Potential Low Density', totalling approximately 57 hectares of land altogether.

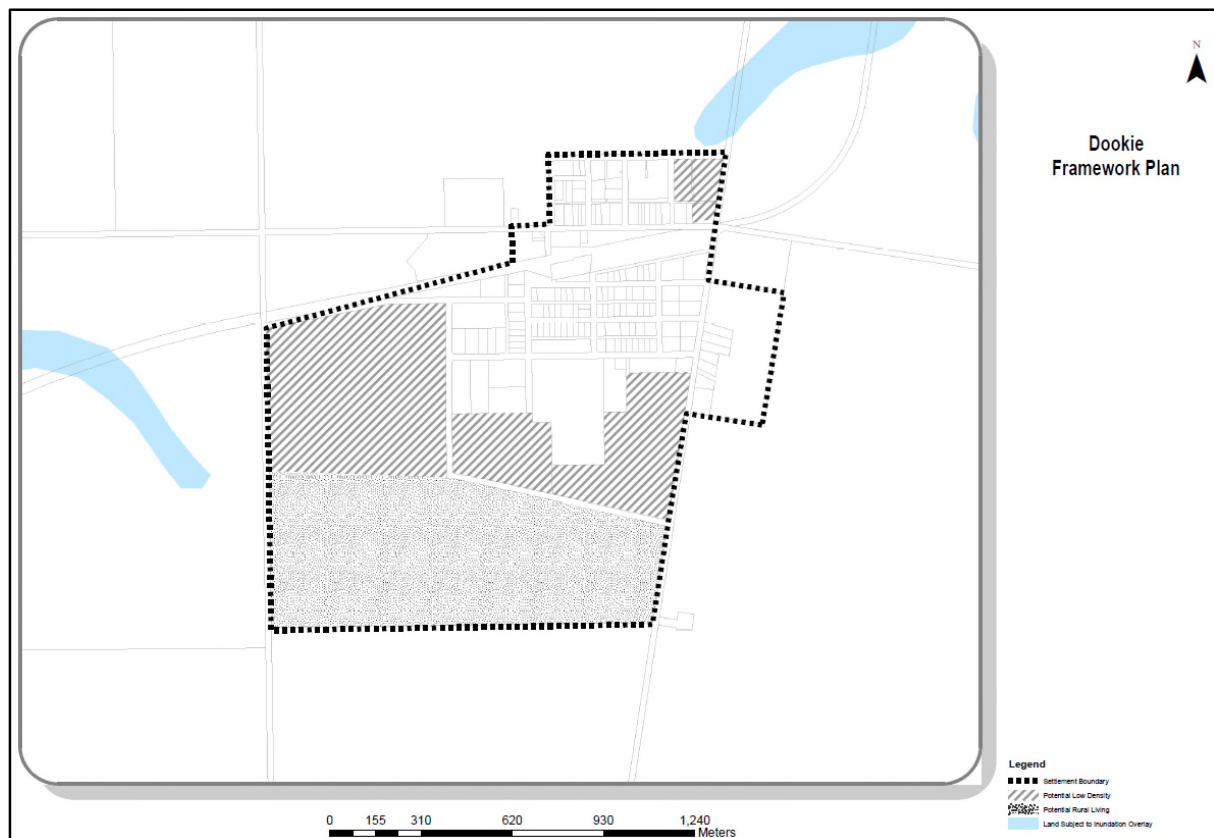
The existing Dookie Framework Plan identifies one area within the Farming Zone for 'Potential Rural Living' of approximately 62 hectares.

#### 4.10 Recommendations

Land within the Township Zone at 41 McDonald Street, 56 Dookie Street and the access to 100 Ryans Road from Dookie Street should be removed from 'Potential Low Density' and changed to no designation.

The settlement boundary for Dookie does not require extension as part of this review.

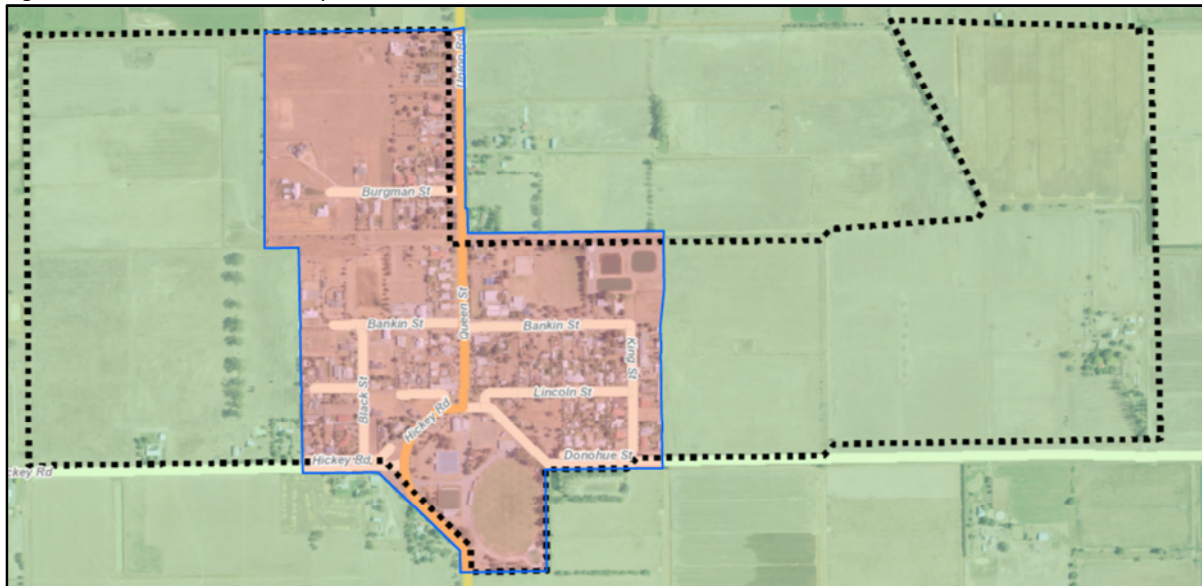
Figure 6 – Recommended Dookie Framework Plan





## 5.0 KATANDRA WEST

Figure 7 – Katandra West Map



### 5.1 Township Overview

The township of Katandra West is located approximately 30km north-west of Shepparton and has a population of 476 (2016 Census). The land surrounding the township is within the Farming Zone, used largely for cropping and grazing. Queen Street is the main north-south corridor in the township. The major facilities of the town include a primary school, football and cricket oval, tennis courts, and a bowls club (see *Figure 7 – Katandra West Map*).

### 5.2 Environmental Profile

The township is not highly impacted by flooding and is largely made up of former cleared farmland. There is minimal native vegetation or other environmental constraints.

### 5.3 Infrastructure Availability

The town is not connected to any reticulated sewerage. The road infrastructure generally good, however, public transport connections and availability are minimal.

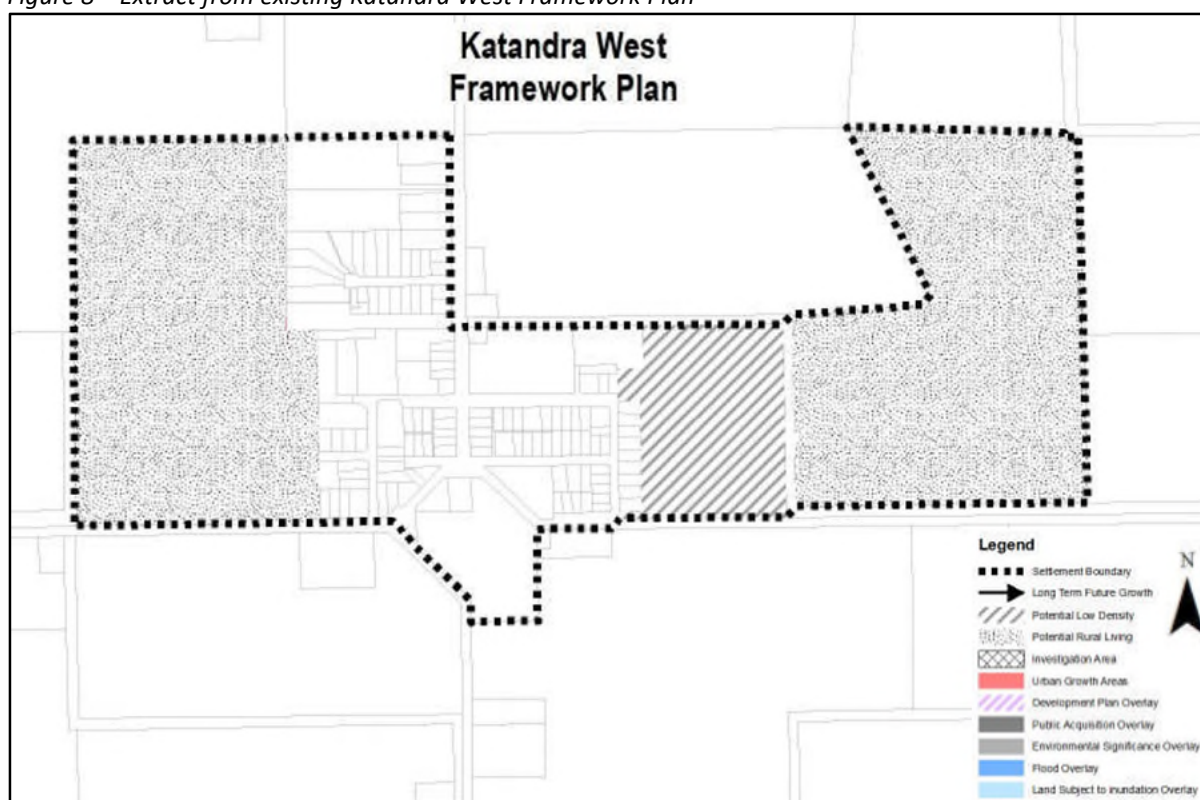
### 5.4 Current Zones and Overlays

The Township Zone applies to the central township area, including sports and recreation facilities. The township is also entirely designated as a Bushfire Prone Area. All of the land surrounding Katandra West is within the Farming Zone (see *Figure 7 – Katandra West Map*).

### 5.5 Existing Framework Plan from Clause 21.04 (Settlement)

A small area of land on the eastern side of the Katandra West township is identified for Potential Low Density, and large areas to the west and further to the east have been identified for Potential Rural Living (see *Figure 8 – Extract from existing Katandra West Framework Plan*).

Figure 8 – Extract from existing Katandra West Framework Plan



### 5.6 Recent Changes (2011 – 2018)

One rezoning application has been received, however, has not progressed at this stage and appears unlikely to progress in the immediate future.

### 5.7 Findings from 2016 Residential Land Supply Assessment

Katandra West, as of the 2016 study, had a vacant residential lot supply of 46 lots. From July 2008 to March 2016 there were 20 new residential lots created in Katandra West.

Estimated lot capacity for future rural residential (unzoned) land supply was 62 total lots, including 32 potential Rural Living and 30 potential Low Density Residential (see *Figure 29 – Katandra West extract from Residential Supply Assessment*).

### 5.8 Current Residential Zoned Land Supply

The majority of land within the Township Zone in Katandra West has been subdivided and developed for residential purposes. There are few vacant lots suitable for residential development. There may be some allotments that could accommodate minor infill development, subject to the relevant subdivision and planning process. There is one area of land of approximately five hectares within the Township Zone to the north of the existing township that could accommodate a small low density subdivision.

### 5.9 Identified Future Residential Land Supply (unzoned)

The existing Katandra West Framework Plan identifies one area within the Farming Zone for 'Potential Low Density' of approximately 13 hectares of land.

The existing Katandra West Framework Plan identifies two areas within the Farming Zone for 'Potential Rural Living', totalling approximately 78 hectares altogether.

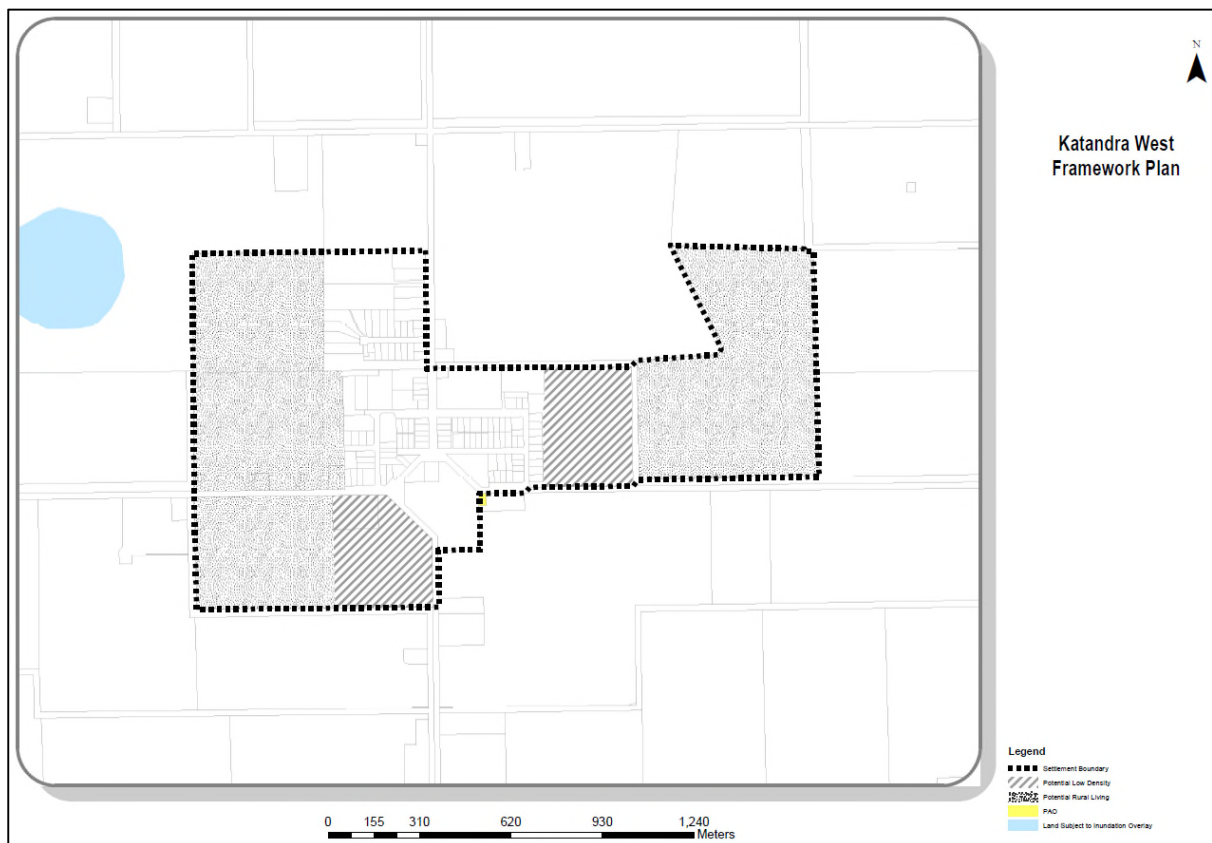
### 5.10 Recommendations

Land within the Township Zone at 325 Hickey Road should be removed from 'Potential Low Density' and changed to no designation.

The most recent residential subdivision in Katandra West had a relatively strong uptake. Given the lack of interest from land owners/developers in rezoning land in Katandra West, it recommended that a different growth front is identified to provide additional land for future low density and rural residential development.

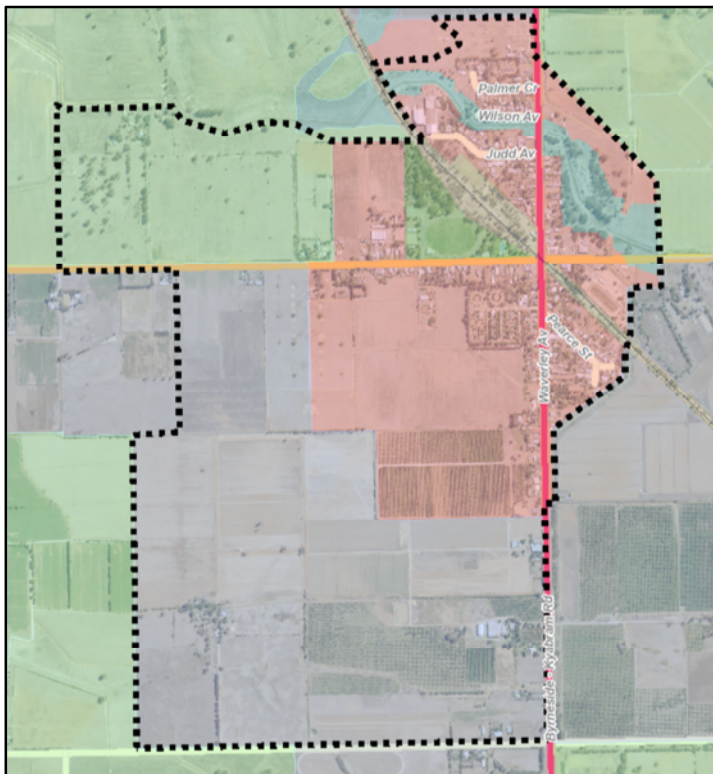
It is recommended that land immediately to the south west of the existing township is included in the settlement boundary. This will provide an additional approximately 11 hectares of unzoned land identified for 'Potential Low Density' and approximately 18 hectares of unzoned land identified for 'Potential Rural Living'.

Figure 9 – Recommended Katandra West Framework Plan



## 6.0 MERRIGUM

Figure 10 – Merrigum Map



### 6.1 Township Overview

The township of Merrigum is located approximately 30km west of Shepparton and has a population of 679 (2016 Census). The areas surrounding Merrigum are primarily utilised for farming, including cropping, grazing and dairying. The town is largely centred along Waverly Avenue and Morrissey Street (see *Figure 10 – Merrigum Map*) and a railway line traverses the centre of the town.

### 6.2 Environmental Profile

There is currently some native vegetation existing within the township area, which is located largely on private land. The northern

portion of the township is heavily affected by flooding. The only parts of the township and surrounds that are not affected by flooding are located to the south and south west.

### 6.3 Infrastructure Availability

The town is connected to reticulated sewerage. A railway traverses the centre of the town, however, there is no passenger rail service and no immediate plans to include the town in the passenger rail network. Road infrastructure is generally good and the township is serviced by limited public bus services.

### 6.4 Current Zones and Overlays

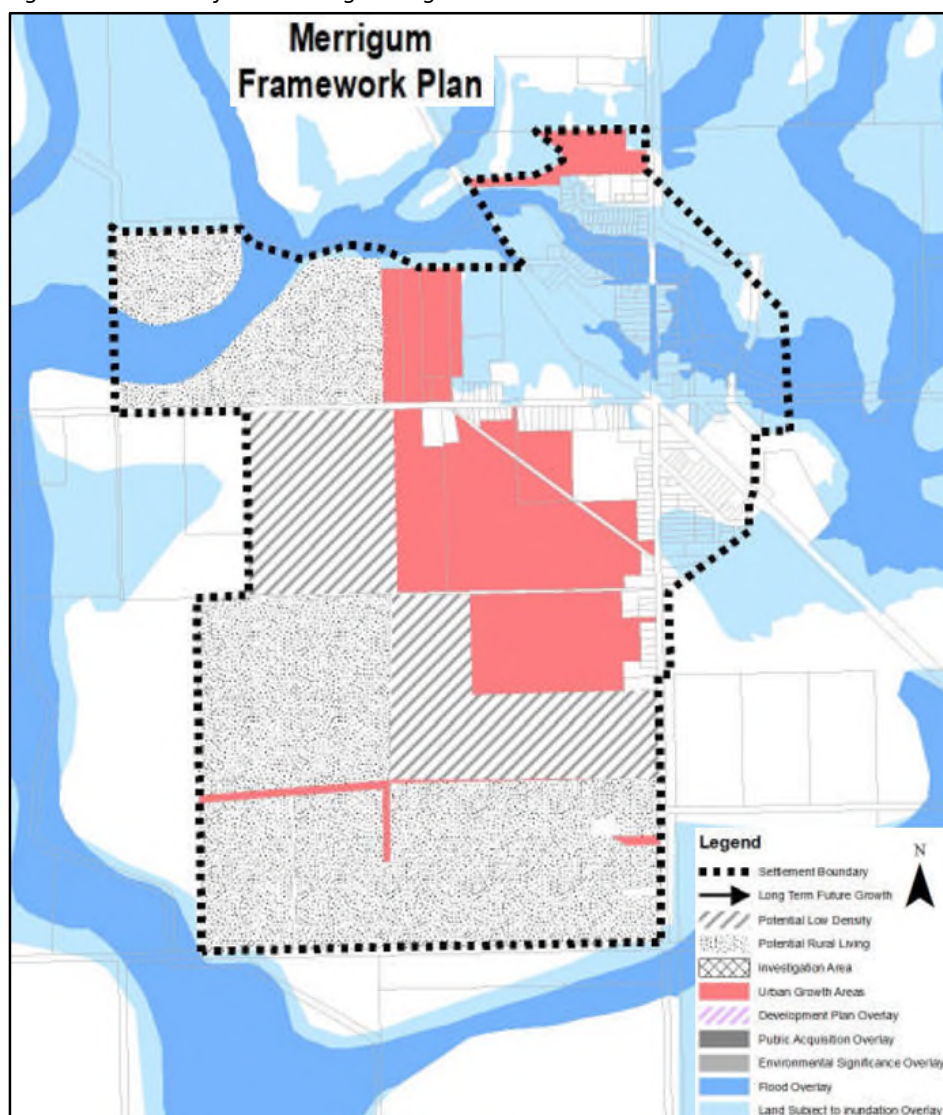
The central township area is within the Township Zone. The Urban Floodway Zone traverses the north eastern portion of the town (see *Figure 10 – Merrigum Map*). Most of the land north of Morrissey Street and Andrews Road is affected by the Land Subject to Inundation and Floodway Overlays. Land surrounding the town primarily consists of Farming Zone. Large sections of the Township Zone currently remain vacant as land identified for future residential development. Some places of cultural heritage significance have been identified within the township and the Heritage Overlay has been applied.

### 6.5 Existing Framework Plan from Clause 21.04 (Settlement)

Large areas of land towards the south of the existing township have been identified for potential Urban Growth Areas, as well as smaller areas to the north. Areas further south have been designated for Potential Low Density and Potential Rural Living (see *Figure 11 – Extract from existing Merrigum Framework Plan*).



Figure 11 – Extract from existing Merrigum Framework Plan



### 6.6 Recent Changes (2011 – 2018)

No rezoning applications have been received.

### 6.7 Findings from 2016 Residential Land Supply Assessment

Within the township of Merrigum there is 60 hectares of identified land that is suitable for future residential development.

Estimated lot capacity for future rural residential (unzoned) land supply is 149 total lots, including 56 potential Rural Living and 93 potential Low Density Residential (see *Figure 30 – Merrigum extract from Residential Supply Assessment*).

### 6.8 Current Residential Zoned Land Supply

There are large areas of land within the Township Zone that are currently undeveloped and continue to be used for farming. In particular, there is approximately 47 hectares of vacant land within the Township Zone to the south of Morrissey Street and west of Waverley Avenue that could accommodate residential subdivision.

There is an additional area of approximately six hectares of vacant land within the Township Zone between Morrissey Street and the railway line, and an area on the northern edge of the township of approximately either hectares that could accommodate residential subdivision.

### 6.9 Identified Future Residential Land Supply (unzoned)

The existing Merrigum Framework Plan identifies two areas within the Farming Zone for 'Potential Low Density', totalling approximately 52 hectares of land.

The existing Merrigum Framework Plan identifies one area within the Farming Zone for 'Potential Rural Living' of approximately 100 hectares.

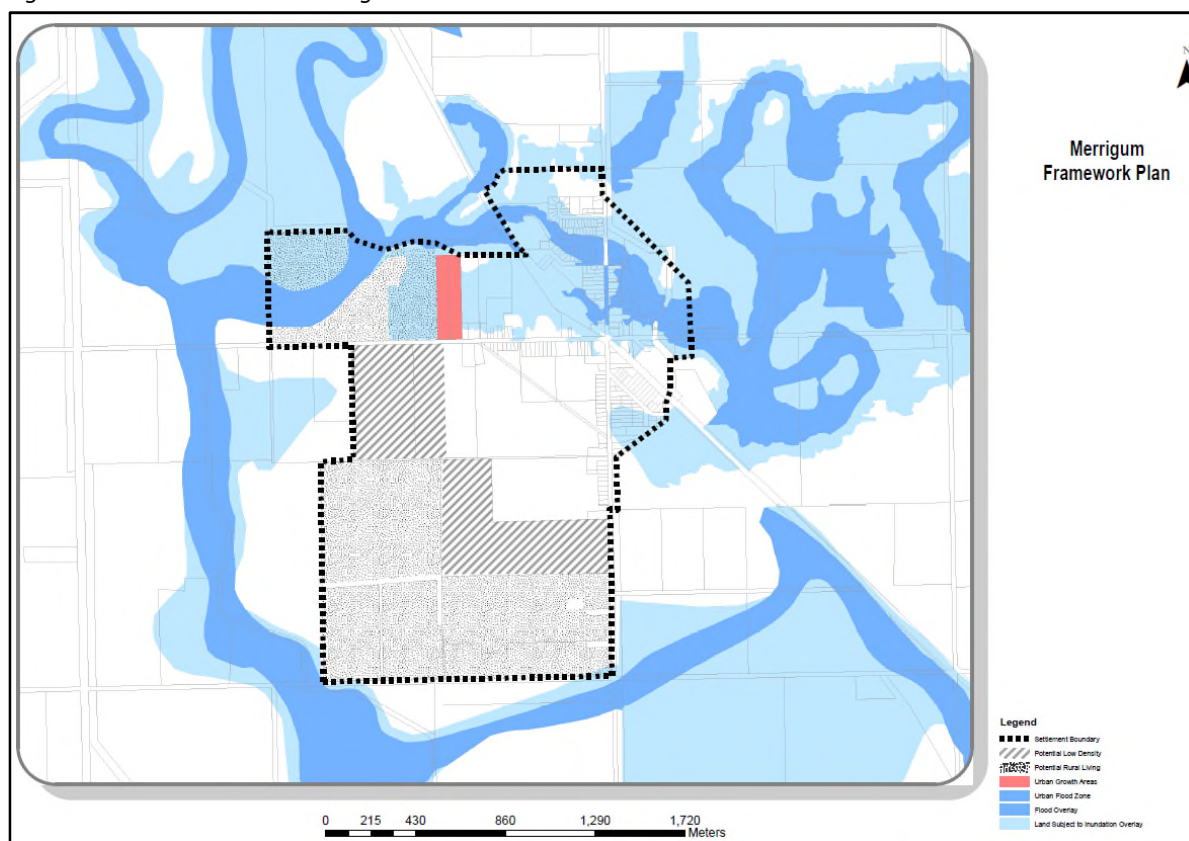
### 6.10 Recommendations

The settlement boundary for Merrigum does not require extension as part of this review.

All land within the Township Zone should be removed from 'Urban Growth Area' and changed to no designation.

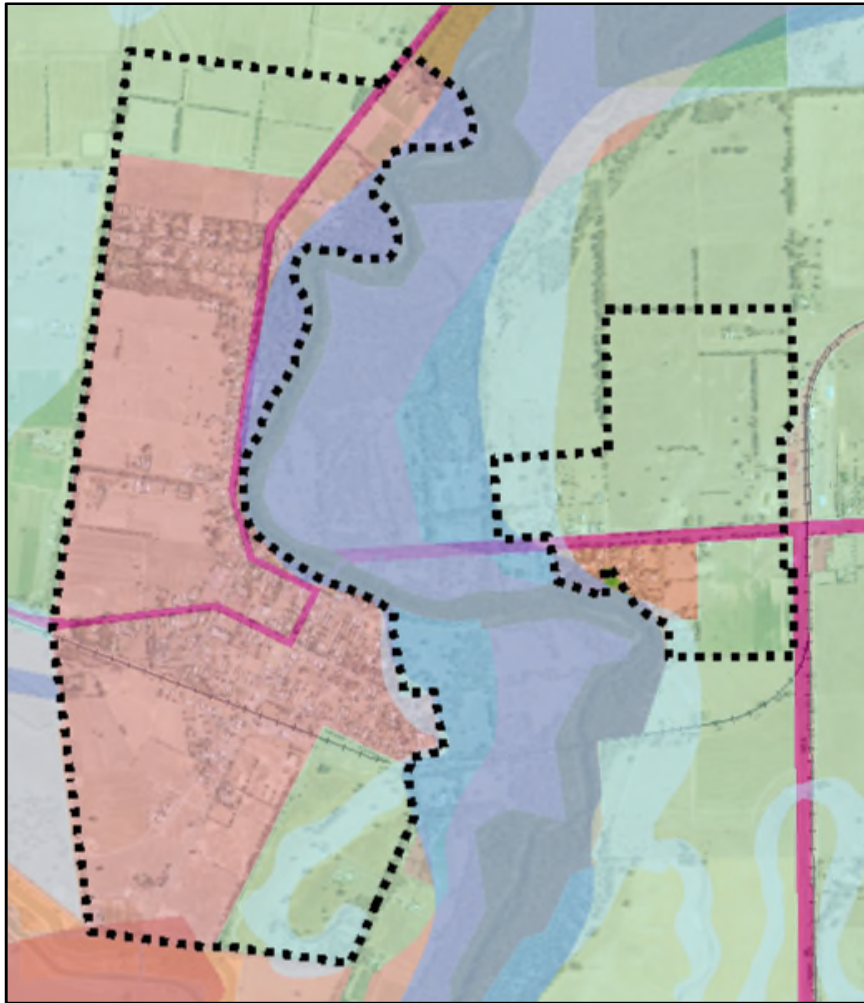
Minor changes should be made to address mapping anomalies. This should include the removal of the narrow strips of 'Urban Growth Area' land from the Framework Plan. It should also include the adjustment of the settlement boundary at the northern edge of the township to include land that is already within the Township Zone.

Figure 12 – Recommended Merrigum Framework Plan



## 7.0 MURCHISON

Figure 13 – Murchison Map



### 7.1 Township Overview

The Murchison township is located approximately 35km to the south-west of Shepparton, situated on the Goulburn River, with a population of 925 (2016 Census). The surrounding areas consist of orchards, vineyards, dairy farms, and historic Prisoner of War Camps.

The central township area is primarily comprised of residential development, with some commercial and industrial uses. The core part of the township runs along Stevenson Street, Robinson Street, and Watson Street (see *Figure 13 – Murchison Map*).

A short rail trail has been constructed with plans to extend this in the future. A small portion of the urban area has split across the river to become Murchison East, however, very limited development has occurred.

### 7.2 Environmental Profile

There is minimal remnant vegetation within the boundaries of the township, with the exception of the land along the Goulburn River. Large parts of the urban area and surrounding farmland have been cleared. The township flanks the Goulburn River to the east, which is located within the Public Conservation and Resource Zone, and provides a logical town boundary. Growth of the town to the west is limited by the location of the wastewater treatment plant. The town is also an identified Bushfire Prone Area and is partially affected by the Bushfire Management Overlay.

### 7.3 Infrastructure Availability

The township is connected to reticulated sewerage with a railway line traversing the southern part of town. The Murchison East Railway Station is a V/Line passenger station and freight station, however, the station building/platform was recently destroyed by fire. Road infrastructure is generally good and provides relatively easy access to the Goulburn Valley Highway. The township is

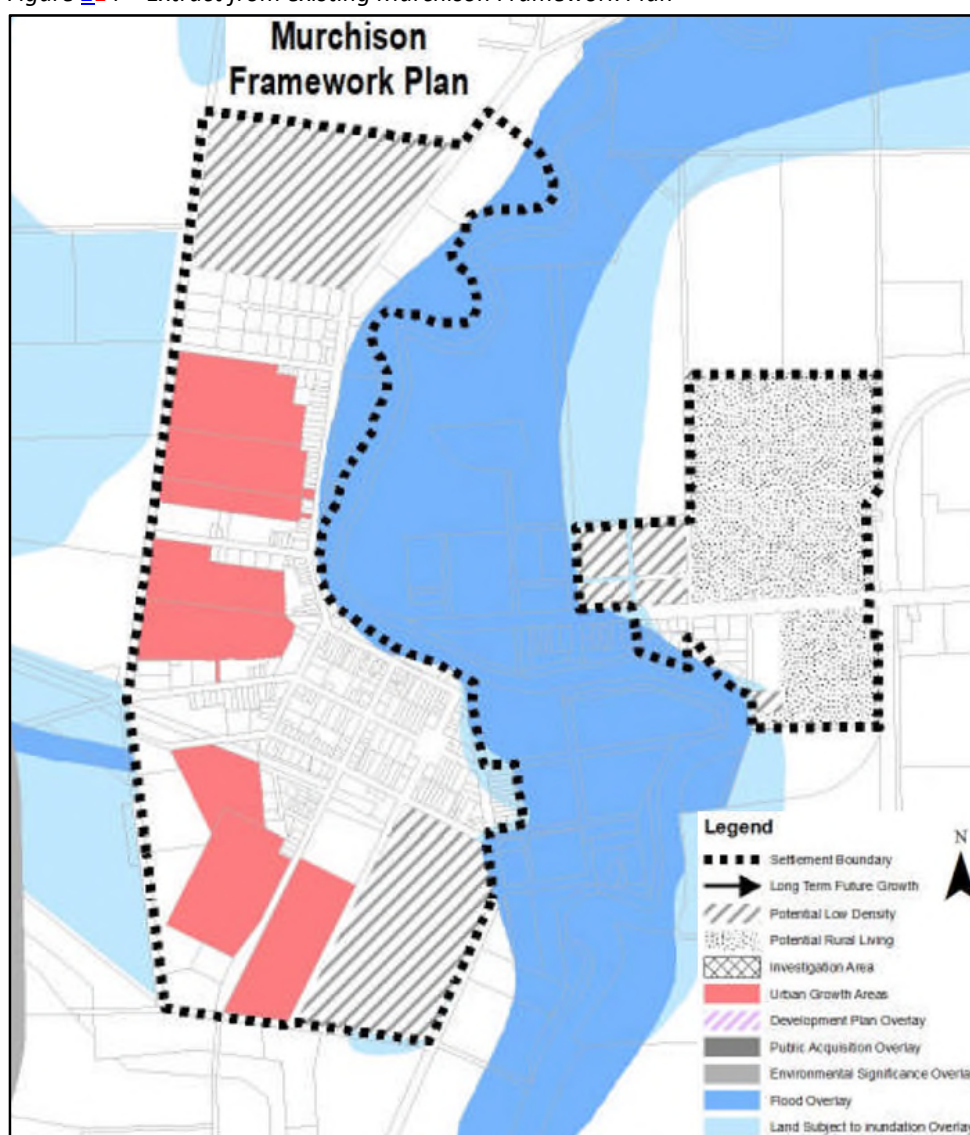


served by the public bus network. The bridge linking Murchison with Murchison East will require upgrades in the long term.

#### 7.4 Current Zones and Overlays

Murchison is entirely within the Township Zone and is largely surrounded by the Farming Zone. The Goulburn River, which runs immediately to the east of the central township area, is within the Public Conservation and Resource Zone. Aside from the river corridor, the township is not affected by flooding and only a small portion of Land Subject to Inundation Overlay applies to the southern corner of the township area (see *Figure 13 – Murchison Map*). Murchison East has had a small parcel of land that is within the Low Density Residential Zone while the balance remains in the Farming Zone.

Figure 2-4 – Extract from existing Murchison Framework Plan



#### 7.5 Existing Framework Plan from Clause 21.04 (Settlement)

There are areas of vacant land that are identified for 'Urban Growth Area' and are already within the Township Zone, both to the west and the south of the existing township. There are some areas to the north and south of the township that are identified for 'Potential Low Density'.



Most of Murchison East is identified for 'Potential Rural Living', which currently remains within the Farming Zone (see *Figure 14 – Extract from existing Murchison Framework Plan*).

#### **7.6 Recent Changes (2011 – 2018)**

One rezoning request was received following the implementation of the Housing Strategy but it was refused due to being outside of the settlement boundary.

#### **7.7 Findings from 2016 Residential Land Supply Assessment**

Murchison was identified as having a vacant residential lot supply of 14, however, there are large areas of zoned land available for subdivision. From July 2008 to March 2016 there were 7 lots subdivided within the township of Murchison.

Estimated lot capacity for future rural residential (unzoned) land supply is 462 total lots, including 33 potential Rural Living and 429 potential Low Density Residential (see *Figure 31 – Murchison extract from Residential Supply Assessment*).

#### **7.8 Current Residential Zoned Land Supply**

There are large areas of land within the Township Zone that are currently undeveloped and continue to be used for farming. There is approximately 160 hectares of vacant land within the Township that could accommodate residential subdivision, largely comprised of land to the west and south of the existing residential areas.

There may also be some allotments within the township could accommodate minor infill development, subject to the relevant subdivision and planning process.

#### **7.9 Identified Future Residential Land Supply (unzoned)**

The existing Murchison Framework Plan identifies, in Murchison, two areas within the Farming Zone for 'Potential Low Density', totalling approximately 76 hectares of land.

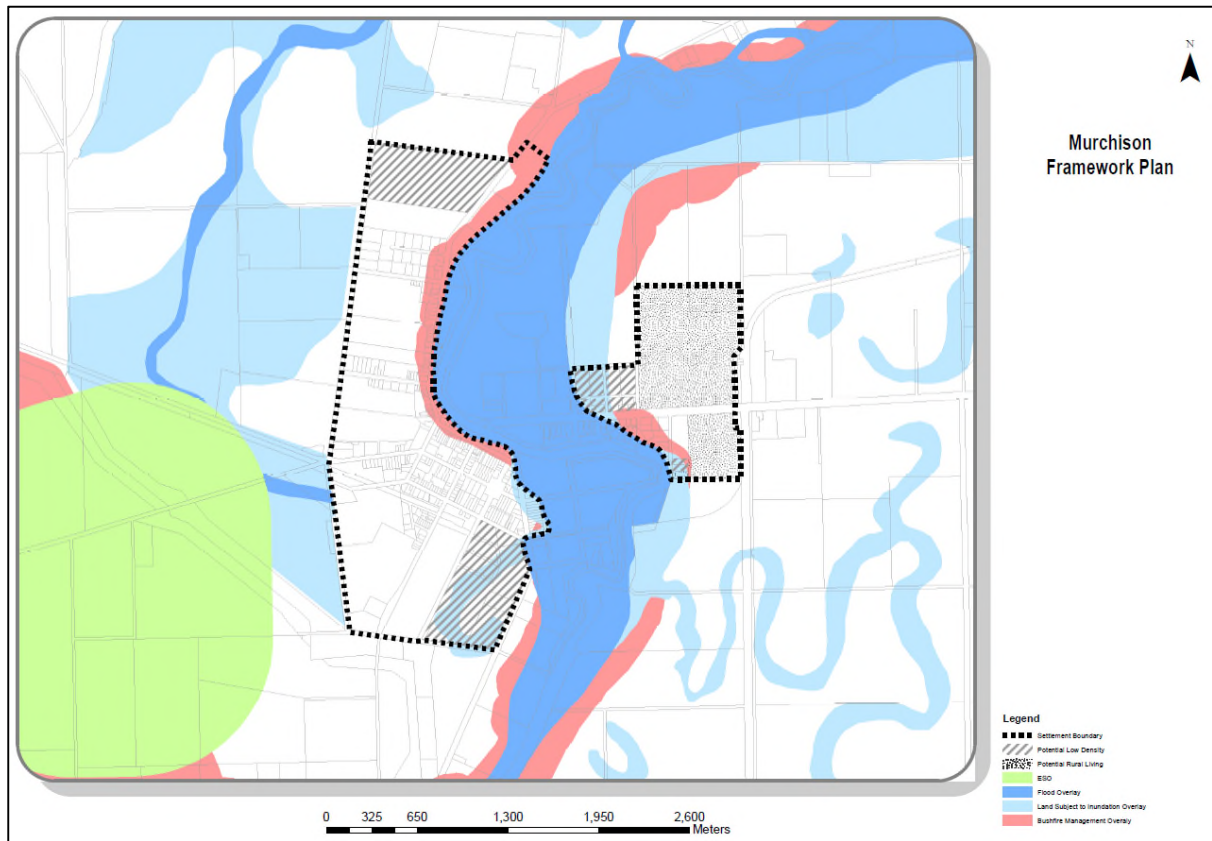
The existing Murchison Framework Plan also identifies, in Murchison East, two areas of land within the Farming Zone for 'Potential Low Density', totalling approximately 14 hectares, and two areas for 'Potential Rural Living', totalling approximately 80 hectares.

#### **7.10 Recommendations**

All land within the Township Zone should be removed from 'Urban Growth Area' and 'Potential Low Density' and changed to no designation.

The settlement boundary for Murchison does not require extension as part of this review.

Figure 15 – Recommended Murchison Framework Plan



## 8.0 TALLYGAROPNA

Figure 16 – Tallygaroopna Map



### 8.1 Township Overview

The township of Tallygaroopna is located approximately 15km from Shepparton and has a population of 579 (2016 Census). The main facilities within the township include a primary school, a kindergarten, and a football field. The township area is located parallel to the Goulburn Valley Highway, with Victoria Street being the main east-west road servicing the township (see *Figure 16 – Tallygaroopna Map*).

### 8.2 Environmental Profile

There is a moderate amount of street tree planting and existing vegetation on cleared land, however the overwhelming majority has been cleared for agricultural purposes. Small areas of land are at risk of inundation and flooding on the edges of the settlement boundary. The entirety of the township is also considered a designated Bushfire Prone Area.

There is a large area of native vegetation to the north of the existing township, within the settlement boundary. An assessment should be undertaken to ascertain the value of this vegetation and extent of it that should be retained. This area is partially within the Township Zone and partially within the Farming Zone. Consideration should be given to co-locating a park, reserve or drainage basin adjacent to this vegetated area. Smaller patches of native vegetation should also be assessed and their retention considered as part of any future development of the land.

### 8.3 Infrastructure Availability

Tallygaroopna is not connected to reticulated sewerage. The township is adjacent to an existing railway line that is used solely for freight movements. There is no passenger rail service to the township and no immediate plans to include the town in the passenger rail network. Tallygaroopna is well serviced by road infrastructure, however, has minimal public transport connections.

### 8.4 Zones and Overlays

The residential area of the township is within the Township Zone. Some of the land surrounding the township is affected by the Land Subject to Inundation Overlay and the Floodway Overlay. All of the land in the wider area is within the Farming Zone as well as some of the land within the settlement boundary (see *Figure 16 – Tallygaroopna Map*). The north-eastern extent of land within the settlement boundary is affected by the Floodway Overlay.

Figure 17 - Extract from existing Tallygaroopna Framework Plan



### 8.5 Existing Framework Plan from Clause 21.04 (Settlement)

The area directly north of the township has been identified for 'Potential Low Density', while the land to the east has been designated for 'Potential Rural Living' (see *Figure 17 – Extract from existing Tallygaroopna Framework Plan*).

### 8.6 Recent Changes (2011 – 2018)

No rezoning requests have been received following the implementation of the Housing Strategy.

### 8.7 Findings from 2016 Residential Land Supply Assessment

The 2016 study found that there is only 1 vacant residential lot within the township. However, there are large areas of land within the Township Zone available for subdivision. Estimated lot capacity for future rural residential (unzoned) land supply is 55 total lots, including 15 potential Rural Living and



40 potential Low Density Residential (see *Figure 32 – Tallygaroopna extract from Residential Supply Assessment*).

### 8.8 Current Residential Zoned Land Supply

There is approximately 16 hectares of land within the Township Zone that is currently undeveloped and continues to be used for farming.

### 8.9 Identified Future Residential Land Supply (unzoned)

The existing Tallygaroopna Framework Plan identifies area of land within the Farming Zone to the north of the existing township for 'Potential Low Density' of approximately 7 hectares.

The existing Tallygaroopna Framework Plan also identifies one area of land within the Farming Zone to the east of the existing township for 'Potential Rural Living' of approximately 37 hectares.

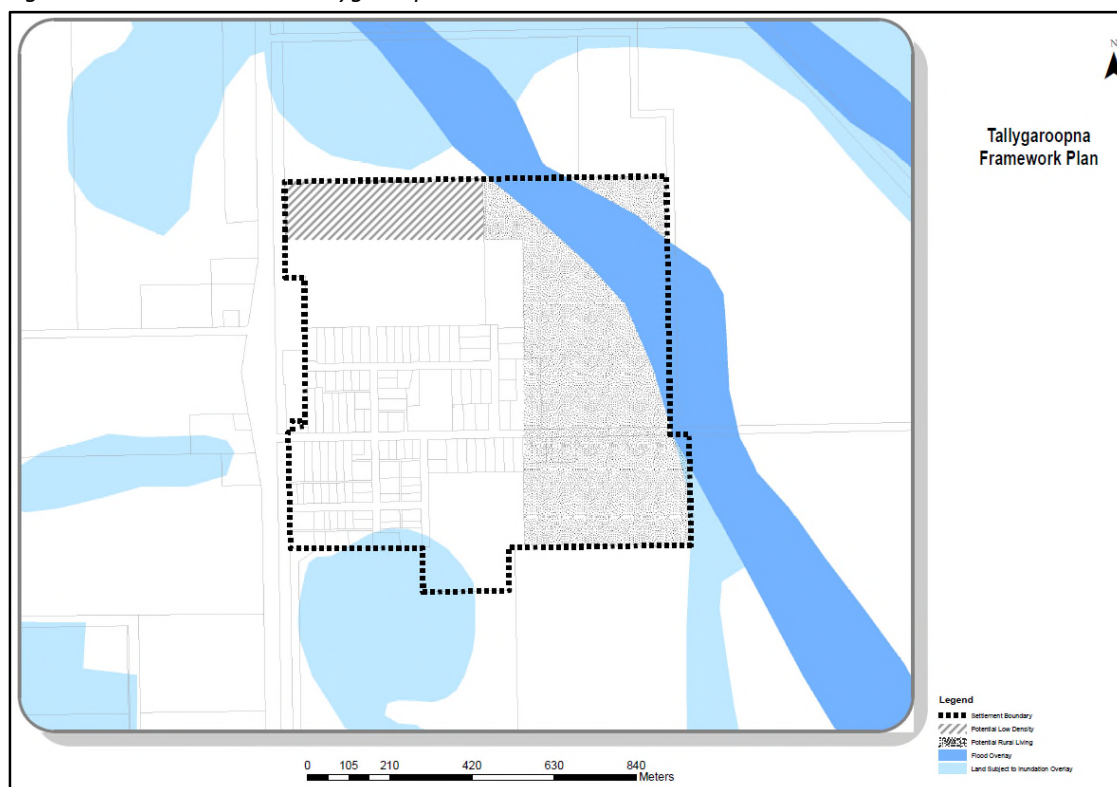
### 8.10 Recommendations

All land within the Township Zone should be removed from 'Urban Growth Area' and 'Potential Low Density' and changed to no designation.

Minor changes should be made to address mapping anomalies. This should include the removal of the narrow strips of 'Urban Growth Area' land from the Framework Plan. It should also include the adjustment of the settlement boundary at the southern edge of the township to include land that is part of the Tallygaroopna Recreation Reserve.

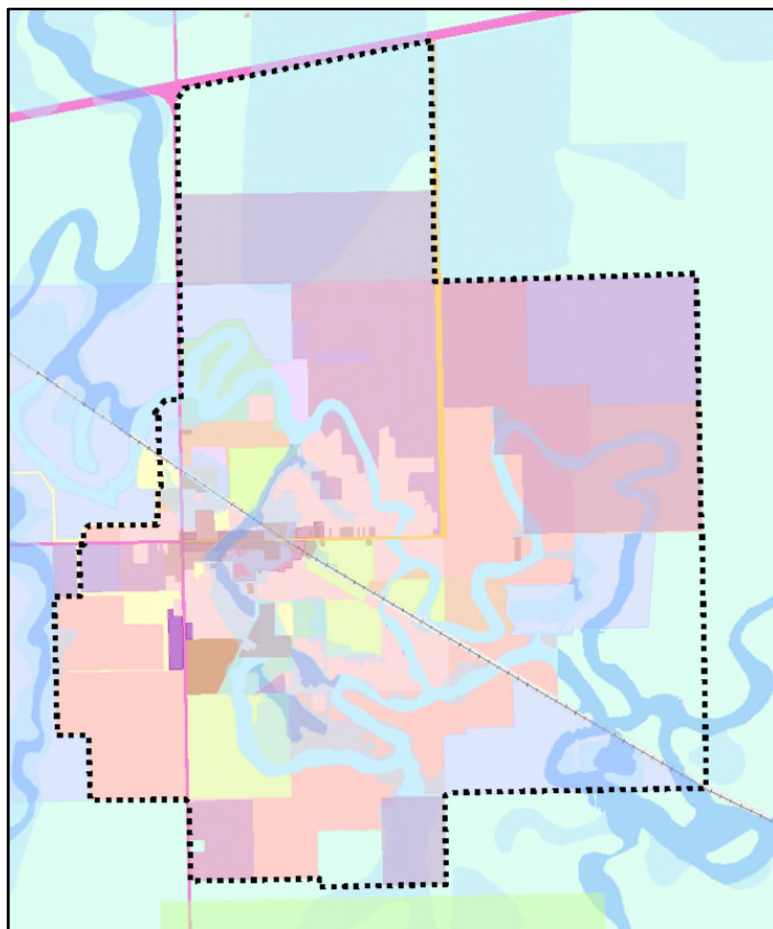
The settlement boundary for Tallygaroopna does not require extension as part of this review.

*Figure 18 – Recommended Tallygaroopna Framework Plan*



## 9.0 TATURA

Figure 19 – Tatura Map



### 9.1 Township Overview

The Tatura Township is located approximately 20km west of Shepparton with a population of 4,669 (2016 Census). The existing township is surrounded by farmland, largely used for dairying, cropping and grazing.

There is a large corporate and manufacturing presence within the town, which includes some major regional processing plants (see *Figure 19 – Tatura Map*). The centre of the township is located along Hogan Street. The township contains various sporting facilities, including football ovals, a racecourse, an equestrian sports centre and a golf club. Tourist attractions include the Cussen Park Wetlands and historic Prisoner of War Camps.

### 9.2 Environmental Profile

There is minimal remnant vegetation, as this has predominantly been cleared for farming. There is, however, moderate street tree planting within the existing township. There are some environmental constraints that impact the direction of future growth. Flooding may pose some issue to the west and south-east, the wastewater treatment plant is located to the south of the township, and there is a strong industrial presence throughout the township, particularly in the south and west. There is no Bushfire Management Overlay affecting the town.

### 9.3 Infrastructure Availability

The township is connected to reticulated sewerage. A railway traverses the centre of the town, however, there is no passenger rail service and no immediate plans to include the town in the passenger rail network. Road infrastructure is generally good and the township is serviced by the public bus network.

### 9.4 Current Zones and Overlays

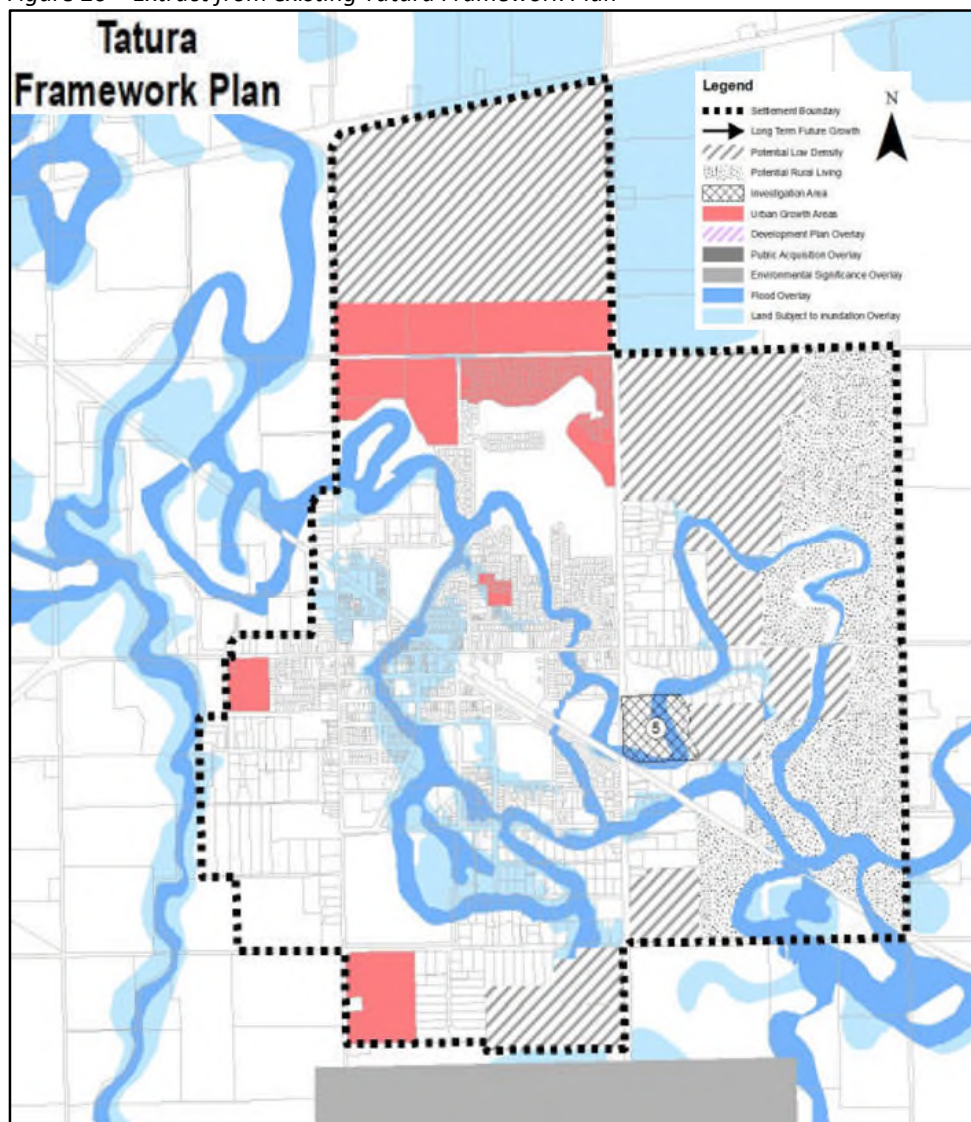
The central township area is made up largely of residential, commercial and special use zones (for industries such as Tatura Milk Industries Pty Ltd and Unilever Australia Pty Ltd). The town is flanked



by land within the Low Density Residential Zone to the south and east, and is entirely surrounded by the Farming Zone (see *Figure 19 – Tatura Map*).

A floodway, within the Urban Floodway Zone, traverses the township. The Floodway Overlay and Land Subject to Inundation Overlay apply to flood affected land further to the west and south-east. Much of the central township area is also affected by the Heritage Overlay.

*Figure 20 – Extract from existing Tatura Framework Plan*



#### **9.5 Existing Framework Plan from Clause 21.04 (Settlement)**

A moderately sized area to the north has been identified for 'Urban Growth Area', and areas further north and west has been identified for 'Potential Low Density' (see *Figure 20 – Extract from existing Tatura Framework Plan*). Areas on the western side of the township have been identified for 'Potential Rural Living'.

#### **9.6 Recent Changes (2011 – 2018)**

A number of rezoning requests have been received since the Housing Strategy was implemented. Large rezonings in the north-eastern area of the township from the Farming Zone to the Low Density Residential Zone and the Rural Living Zone have occurred in recent years.

### **9.7 Findings of 2016 Residential Land Supply Assessment**

Tatura has been identified as having a vacant residential lot supply of 46. From July 2008 to March 2016 there were 173 residential lots constructed in Tatura.

Estimated lot capacity for future rural residential (unzoned) land supply (page 35 of Spatial Economics Land Supply Assessment) is 750 total lots, including 119 potential Rural Living and 631 potential Low Density Residential (see *Figure 33 – Tatura extract from Residential Supply Assessment*).

### **9.8 Current Residential Zoned Land Supply**

The majority of land within the General Residential Zone in Tatura has been subdivided and developed for residential purposes. There are minimal vacant lots available for residential development. In particular, the Northlinks Estate is nearing completion with minimal allotments available. There may be some allotments that could accommodate minor infill development, subject to the relevant subdivision and planning process.

There is one area of land of approximately 20 hectares within the General Residential Zone to the south of the existing township that could accommodate a small residential density subdivision.

There are some areas of land within the Low Density Residential Zone that are vacant and could be developed. One area is located to the west of the Tatura Racecourse and another to the north east of the existing township, which was recently rezoned from the Farming Zone to the Low Density Residential Zone.

There is one area of land within the Rural Living Zone that is suitable for subdivision. This is located to the east of the existing township and was recently rezoned from the Farming Zone.

### **9.9 Identified Future Residential Land Supply (unzoned)**

The existing Tatura Framework Plan identifies two areas of land within the Farming Zone for 'Urban Growth Area', totalling approximately 80 hectares altogether.

The existing Tatura Framework Plan identifies several areas of land within the Farming Zone for 'Potential Low Density', totalling approximately 270 hectares altogether.

The existing Tatura Framework Plan identifies two areas of land within the Farming Zone for 'Potential Rural Living', totalling approximately 160 hectares altogether.

### **9.10 Recommendations**

All land within the General Residential Zone should be removed from 'Urban Growth Area' and changed to no designation.

All land within the Low Density Residential Zone should be removed from 'Potential Low Density' and changed to no designation.

All land within the Rural Living Zone should be removed from 'Potential Rural Living' and changed to no designation.

Given the strong uptake for allotments within the General Residential Zone in Tatura, it would be prudent to identify additional land for 'Urban Growth Area'.

There has been a noticeably lower interest in land within the Low Density Residential Zone and the Rural Living Zone in recent years in Tatura.

It is recommended that the following areas of land be identified for 'Urban Growth Area' due to the proximity to services and the lack of environmental constraints:

- Approximately 43 hectares of land immediately east of Dhurringile Road and south of Pyke Road;
- Approximately 11 hectares of land at the north eastern end of Gowrie Park Road (it should be noted that access to this land relies upon connections through other allotments and/or infrastructure upgrades, to be addressed by the land owner/developer); and
- Approximately 10 hectares of land south of Ferguson Road to the east of Dollar Court.

This will provide an additional approximately 64 hectares of unzoned land identified for 'Urban Growth Area'.

It is recommended that approximately 42 hectares of land between Ferguson Road and Pyke Road be identified for 'Potential Low Density'.

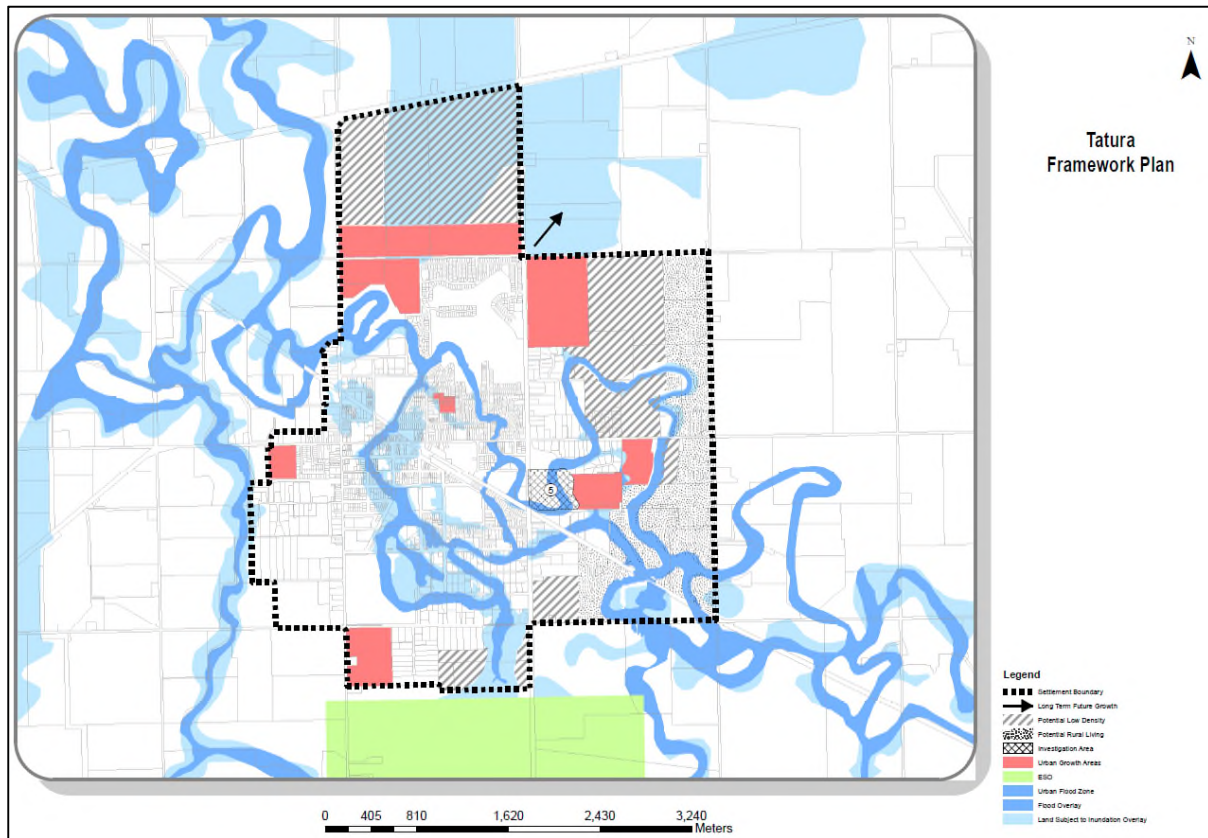
It is recommended that an arrow to denote the direction of 'Long Term Future Growth' be included on the Tatura Framework Plan. Due to a lack of environmental constraints and the location of services, transport connections and the Shepparton and Mooroopna Urban Areas, this arrow should identify future direction towards land to the north east of Tatura, east of Dhurringile Road between Pyke Road and the Midland Highway.

It should be noted that there is an APA High Pressure Gas Pipeline and an AusNet Transmission Group Pty Ltd easement to the north east of the township, which will require consideration as part of any future development proposal.

It is also recommended that minor changes are made to address mapping anomalies. This should include the addition of the flood controls for land south of Murton Road.

The settlement boundary for Tatura does not require extension as part of this review.

Figure 21 – Recommended Tatura Framework Plan





## 10.0 TOOLAMBA & OLD TOOLAMBA

Figure 22 – Toolamba Map



### 10.1 Township Overview

Toolamba township is located approximately 20km south-west of Shepparton and has a population of 769 (2016 Census).

Most of the land surrounding the town is used for agricultural, including dairying, cropping and grazing. The centre of the town is located along Wren Street. Buildings of significance include the town hall, the historic hotel, and historic post office and railway station (see Figure 22 – Toolamba Map).

### 10.2 Environmental Profile

There are small amounts of vegetation scattered around the township, but most of the vacant land has been cleared. Land at the eastern boundary of the township is close to the Goulburn River corridor, which is heavily vegetated. A small section of the centre of town is affected by the Land Subject to Inundation

Overlay, and a large portion is also within the Bushfire Management Overlay.

### 10.3 Infrastructure Availability

The town is not connected to reticulated sewerage. A railway traverses the centre of the town, however, there is no passenger rail service and no plans to include the town in the passenger rail network. Road infrastructure is generally good and the township is serviced by limited public bus services.

### 10.4 Current Zones and Overlays

Toolamba is within the Township Zone with some areas affected by the Land Subject to Inundation Overlay. Land to the east along the Goulburn River is within the Public Conservation and Resource Zone (see Figure 22 – Toolamba Map). The settlement boundary follows the Public Acquisition Overlay to the west, which identifies the alignment of the Goulburn Valley Highway – Shepparton Bypass. The eastern areas of the township are affected by the Bushfire Management Overlay.

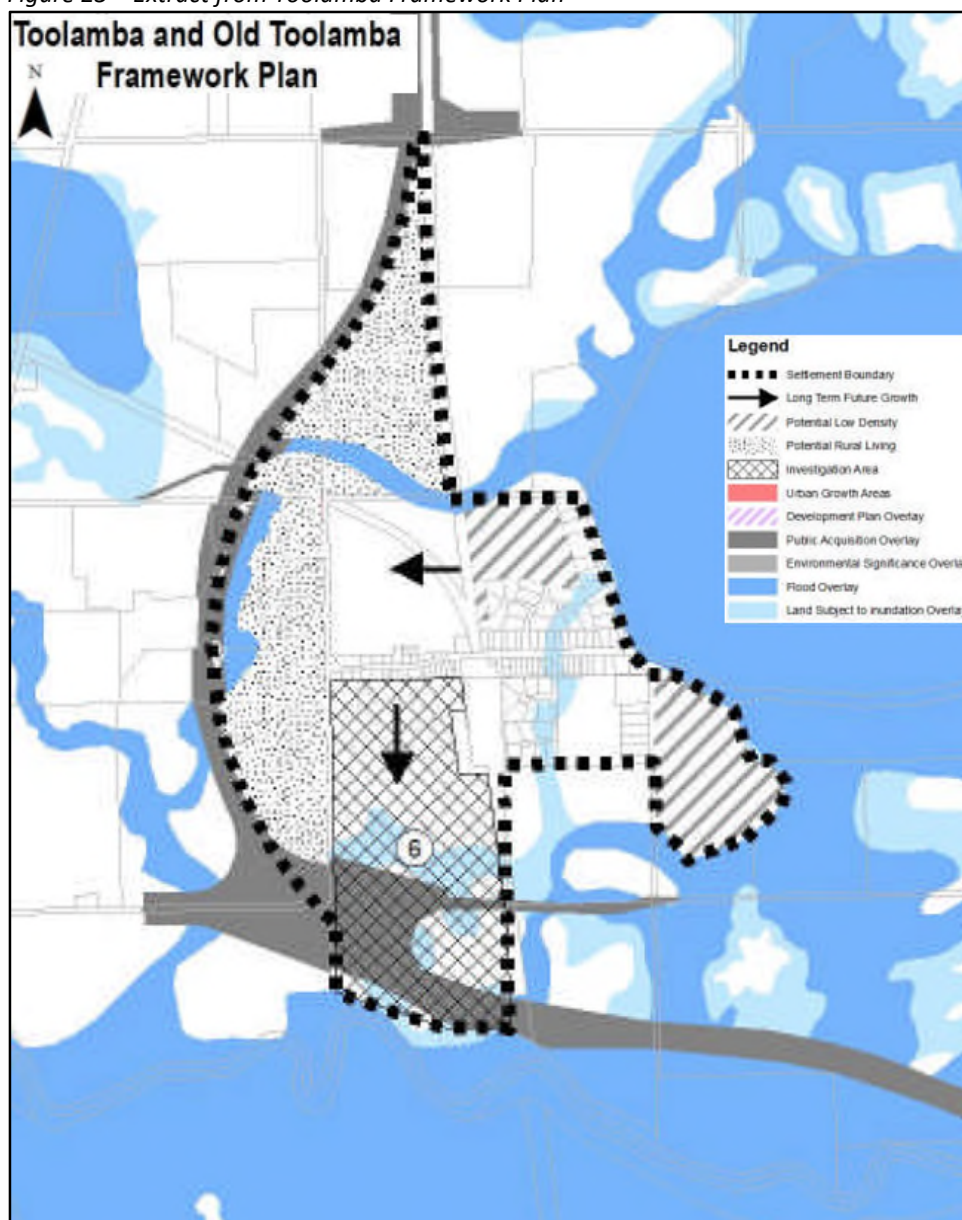
### 10.5 Existing Framework Plan from Clause 21.04 (Settlement)

A large area on the southern side of Wren Street has been designated as a residential investigation area. This may provide land for residential development subject to investigations being completed



and a planning scheme amendment to rezone the land. Large areas of land within the Farming Zone have also been identified for 'Potential Low Density' and 'Potential Rural Living' to the east and south of the existing township (see Figure 23 – Extract from existing Toolamba Framework Plan).

Figure 23 – Extract from Toolamba Framework Plan



### 10.6 Recent Changes (2011 – 2018)

Two rezoning requests have been received since the implementation of the Housing Strategy. One of these has been approved, which rezoned land to the east of the township (along Bridge Road) from the Farming Zone to the Low Density Residential Zone. The other rezoning request affects land in Investigation Area 6 and is currently in preliminary stages.

### 10.7 Findings from 2016 Residential Land Supply Assessment

As of 2016, Toolamba has 21 vacant residential lots identified, 24 lots have been constructed between July 2008 and March 2016.

Estimated lot capacity for future rural residential (unzoned) land supply is 75 total lots, including 40 potential Rural Living and 35 potential Low Density Residential (see *Figure 34 – Toolamba extract from Residential Supply Assessment*).

### **10.8 Current Residential Zoned Land Supply**

The majority of land within the Township Zone in Toolamba has been subdivided and developed for residential purposes. There are minimal vacant lots available for residential development. There is no opportunity for infill development due to the existing small lot sizes and lack of reticulated sewerage.

There is one area of land within the Low Density Residential Zone located to the east of Bridge Road that is vacant and can be developed. This area was recently rezoned from the Farming Zone and a subdivision for the land was approved.

### **10.9 Identified Future Residential Land Supply (unzoned)**

The existing Toolamba and Old Toolamba Framework Plan identifies one area of land within the Farming Zone for 'Potential Low Density' of approximately 13 hectares.

The existing Toolamba and Old Toolamba Framework Plan identifies an area of land within the Farming Zone for 'Potential Rural Living', totalling approximately 100 hectares altogether.

The existing Toolamba and Old Toolamba also identifies approximately 30 hectares of land within the Farming Zone for 'Long Term Future Growth' and an additional 80 hectares within the Farming Zone for 'Investigation Area 6'. The development potential of these areas is currently unknown.

### **10.10 Recommendations**

The Toolamba and Old Toolamba Framework Plan should be revised to acknowledge recent changes to remove the 'Potential' designation on land that is already zoned/developed.

Following the completion of the investigation for Investigation Area 6, it is recommended that the designation of this land is amended as a priority.

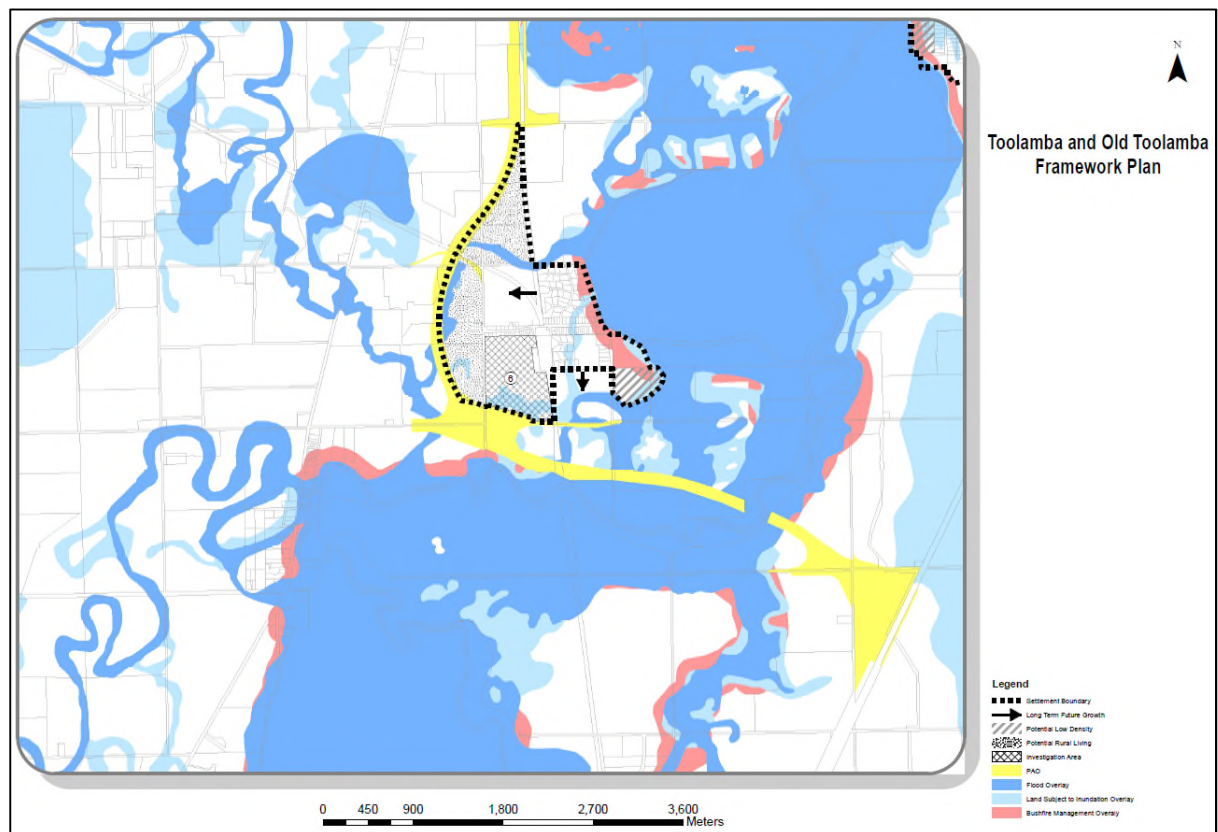
It is recommended that the arrow denoting 'Long Term Future Growth' within Investigation Area 6 is removed. The development potential and timing for this land is unknown, however, it should no longer be restricted to 'Long Term', given the lack of zoned residential land supply.

It is recommended that an arrow denoting 'Long Term Future Growth' is added to the Framework Plan for the land south of the Toolamba Primary School.

It is also recommended that minor changes are made to address mapping anomalies. This should include the adjustment of the settlement boundary to align with the Public Acquisition Overlay for the Goulburn Valley Highway – Shepparton Bypass in the south.

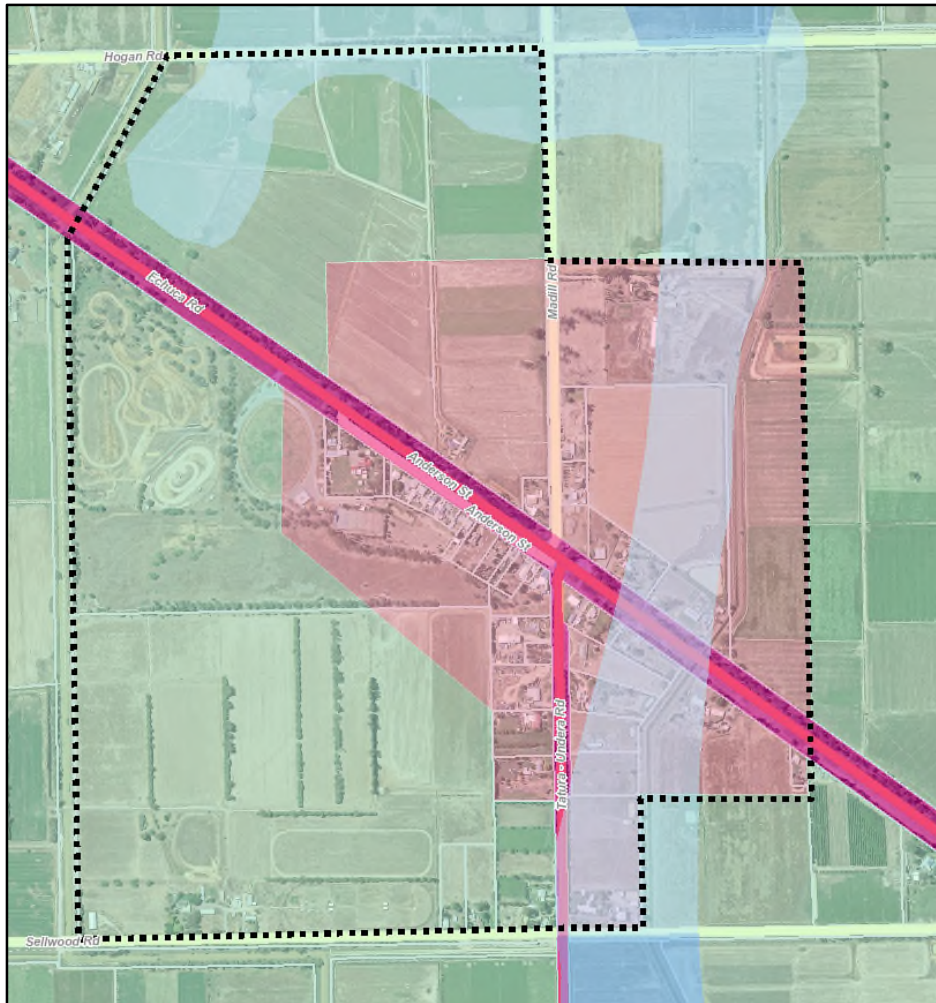
The settlement boundary for Toolamba and Old Toolamba does not require extension as part of this review.

Figure 24 – Recommended Toolamba and Old Toolamba Framework Plan



## 11.0 UNDERA

Figure 25 – Undera Map



### 11.1 Township Overview

The Undera township is located approximately 25km north-west of Shepparton, with a population of 442 (2016 census). The area is generally flat and is surrounded by farmland, used largely for dairying, cropping and grazing. The central township area is located along Echuca Road with some social, educational and commercial facilities including a post office, general store, hotel, primary school, kindergarten/pre-school, recreation reserve and associated sporting facilities, and a speedway track (see Figure 25 – Undera Map).

### 11.2 Environmental Profile

With the exclusion of some native vegetation present along the Echuca Road corridor, the township and surrounding area does not contain significant native vegetation. The wider area largely comprises cleared, irrigated agricultural land used for dairying, cropping and grazing. There are minimal constraints in terms of natural resources – the area is not heavily flood affected and not affected by the Bushfire Management Overlay or a designated Bushfire Prone Area.

### 11.3 Infrastructure Availability

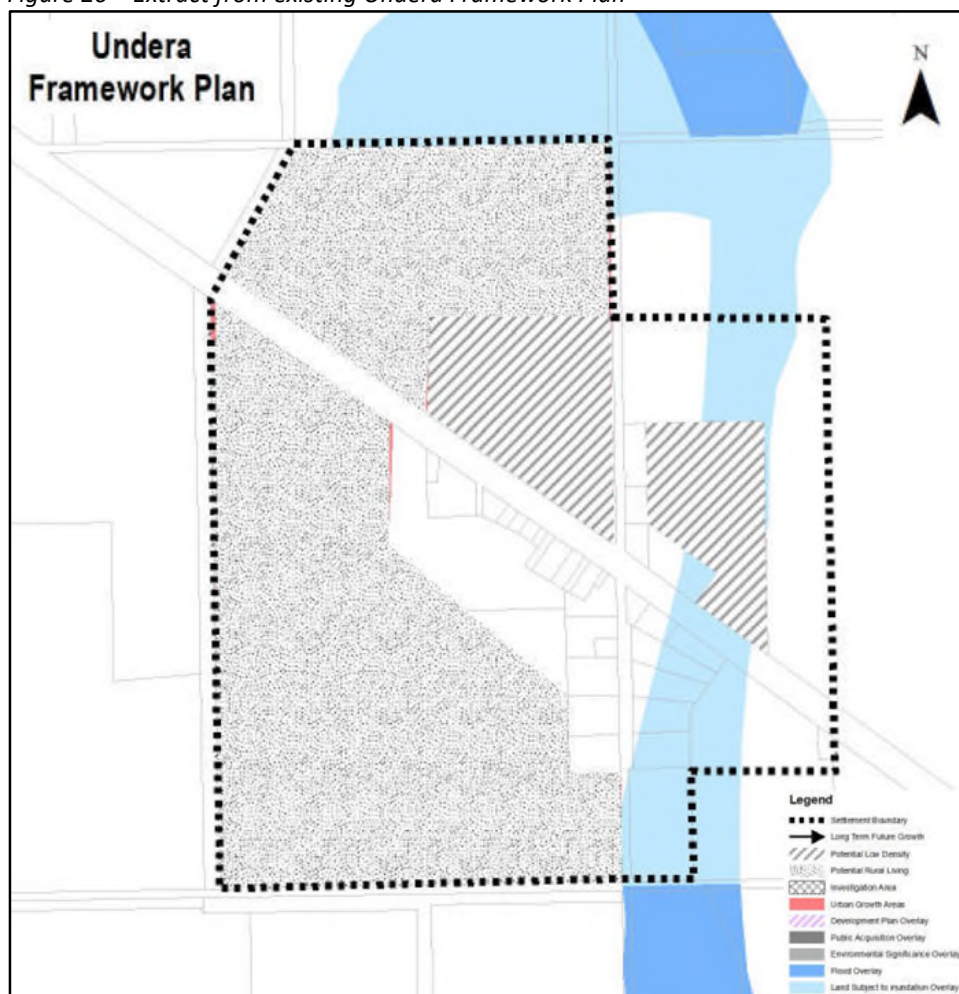
The Undera Township is not connected to reticulated sewerage. The road infrastructure is in good condition; however, public transport connections and availability are minimal.



### 11.4 Current Zones and Overlays

The central township area is within the Township Zone, with a small area of Land Subject to Inundation Overlay at the eastern edge of the township (see *Figure 25 – Undera Map*). The Township Zone is entirely surrounded by Farming Zone. There are large areas of vacant land within the Township Zone to the north of Echuca Road. These areas do not appear to have any major land use conflicts or environmental constraints. There is currently no land within the Low Density Residential Zone or the Rural Living Zone.

Figure 26 – Extract from existing Undera Framework Plan



### 11.5 Existing Framework Plan from Clause 21.04 (Settlement)

Large areas of land to the west of the township are identified for 'Potential Rural Living'. Some areas north of Echuca Road (already within the Township Zone) are identified for 'Potential Low Density' (see *Figure 26 – Extract from existing Undera Framework Plan*).

### 11.6 Recent Changes (2011 – 2018)

No rezoning requests have been received for Undera since the Housing Strategy was implemented.

### 11.7 Findings of 2016 Residential Land Supply Assessment

Estimated lot capacity for future rural residential (unzoned) land supply (page 35 of Spatial Economics Land Supply Assessment) is 82 total lots, including 41 potential Rural Living and 41



potential Low Density Residential (see *Figure 35 – Undera extract from Residential Supply Assessment*).

### 11.8 Current Residential Zoned Land Supply

There are large areas of land within the Township Zone that are currently undeveloped and continue to be used for farming. In particular, there is approximately 40 hectares of vacant land within the Township Zone to the north of Echuca Road, and approximately 13 hectares of vacant land within the Township Zone to the south of Echuca Road that could accommodate residential subdivision.

### 11.9 Identified Future Residential Land Supply (unzoned)

The existing Undera Framework Plan identifies two areas within the Farming Zone for 'Potential Rural Living', one to the north of Echuca Road and one to the south of Echuca Road, totalling approximately 100 hectares altogether. Approximately 14 hectares of this is utilised for the Undera Recreation Reserve and Undera Park Motorcycle Track.

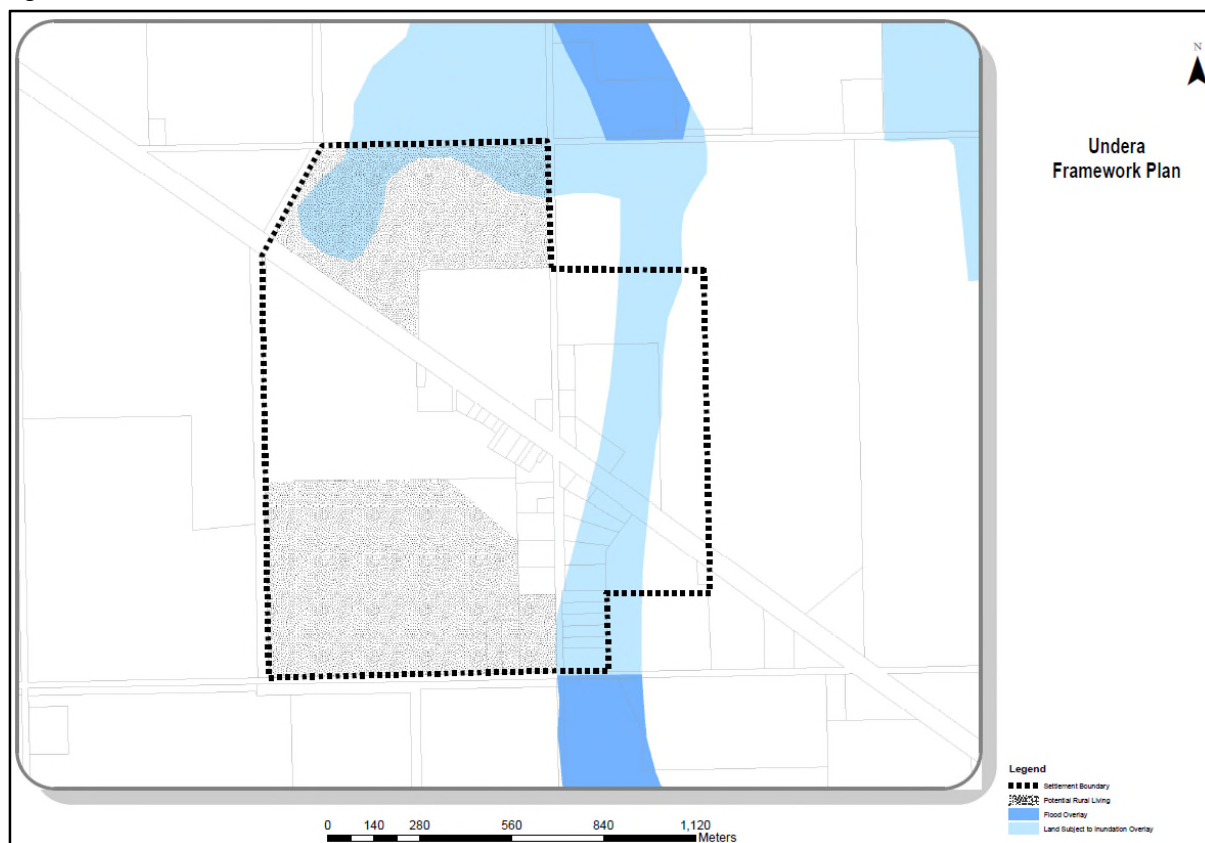
There is approximately 86 hectares of identified future rural living land (unzoned).

### 11.10 Recommendations

The settlement boundary for Undera does not require extension as part of this review..

The approximately 14 hectares of land for the Undera Recreation Reserve and Undera Park Motorcycle Track should be excluded from the identified 'Potential Rural Living' land.

*Figure 27 – Recommended Undera Framework Plan*



## 12.0 APPENDICES

### 12.1 Extracts from Residential Land Supply Assessment

Figure 238 - Dookie extract from Residential Land Supply Assessment



Figure 29 – Katandra West extract from Residential Land Supply Assessment



Figure 30 – Merrigum extract from Residential Land Supply Assessment

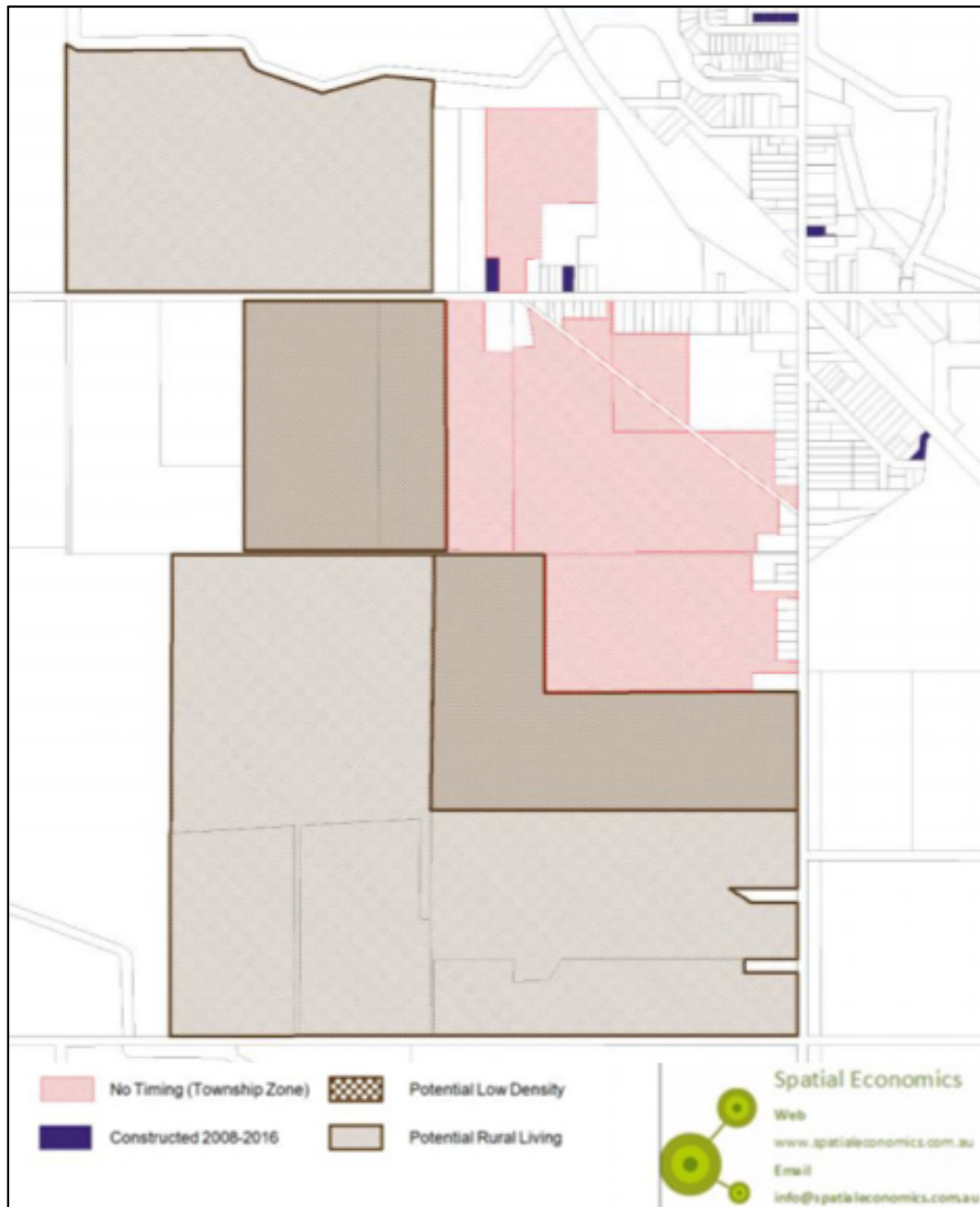




Figure 31 – Murchison extract from Residential Land Supply Assessment

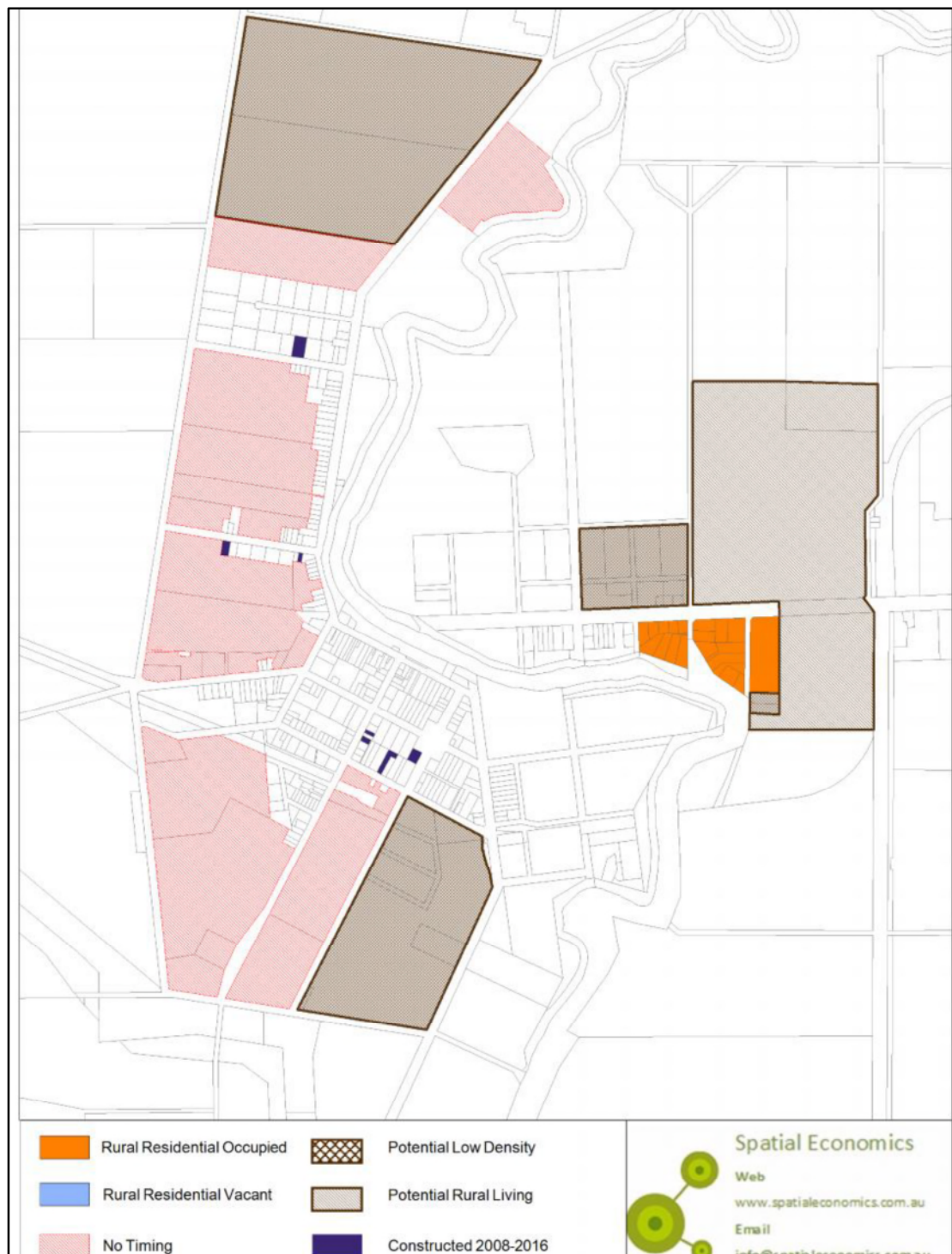




Figure 32 - Tallygaroopna extract from Residential Land Supply Assessment



Figure 33 – Tatura extract from Residential Land Supply Assessment

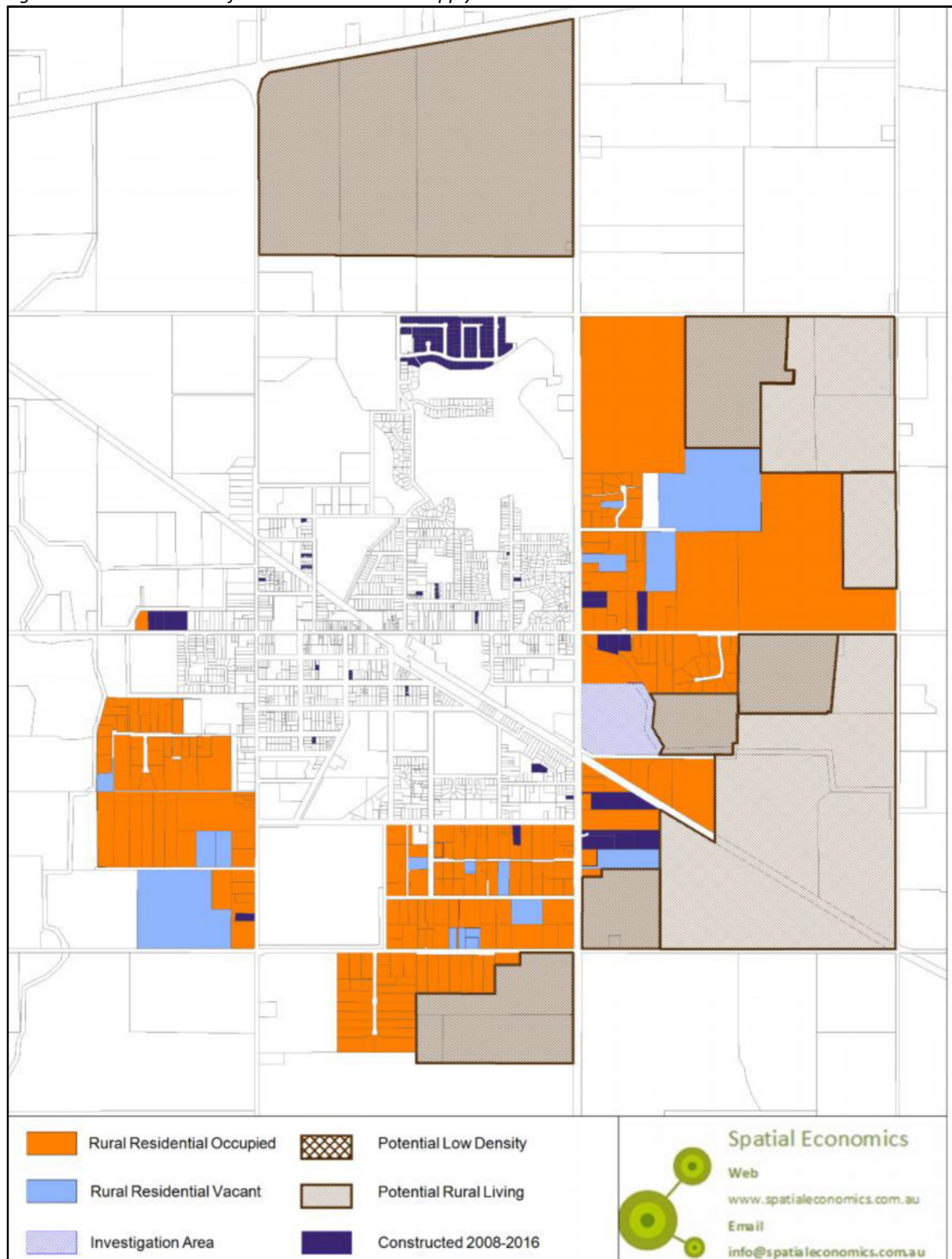


Figure 34 – Toolamba extract from Residential Land Supply Assessment

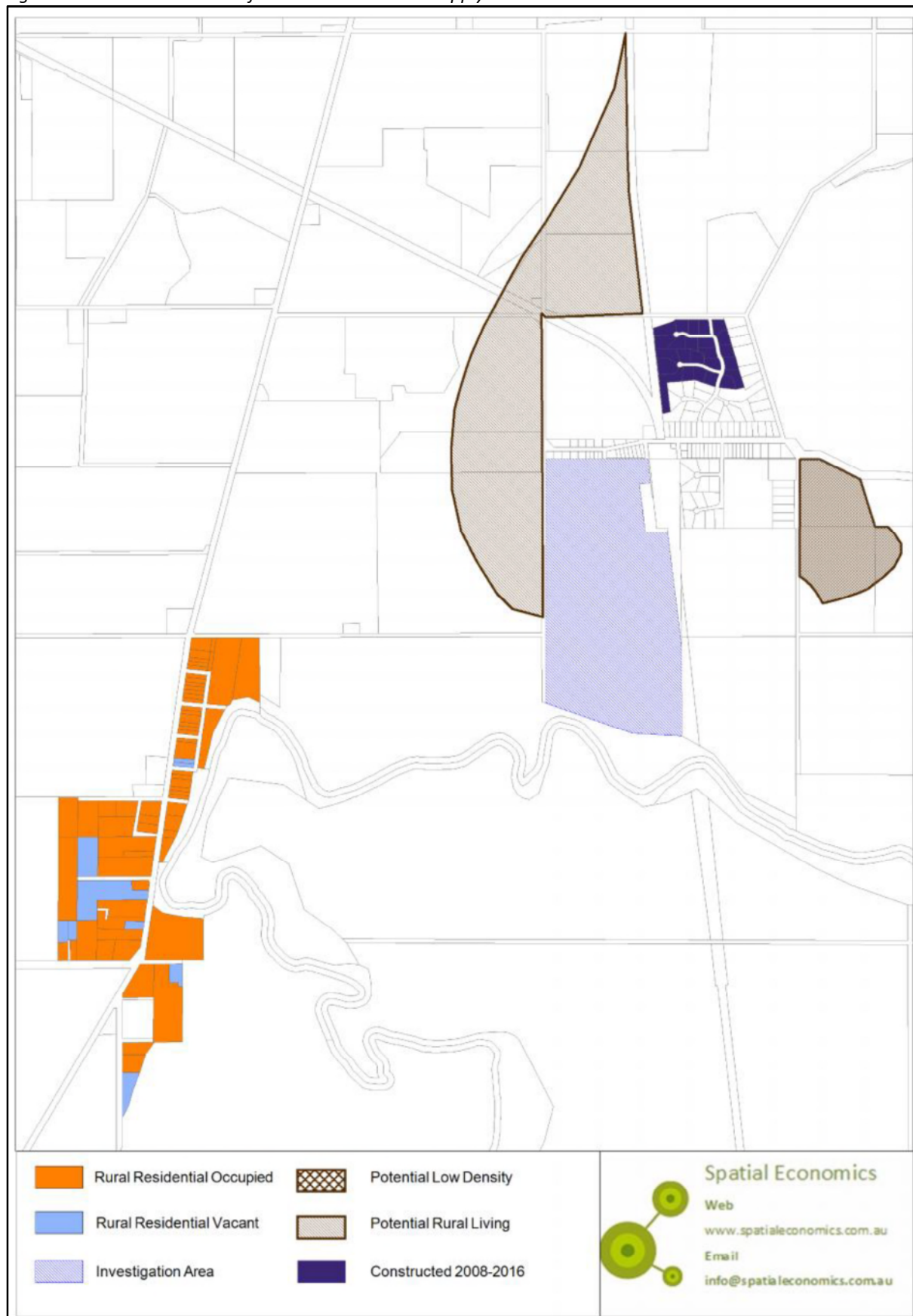


Figure 35 – Undera extract from Residential Supply Assessment





## **12.2 Township Landscape Hazard Assessments**

### **Congupna**

The Congupna township has generally flat topography and is surrounded by cleared irrigated and non-irrigated farmland with prevailing winds from the south and west.

It is noted that the Congupna Township is located within a type one landscape (Bushfire Management Overlay Technical Guide, September 2017) where extreme bushfire behaviour is not possible.

Like most of Greater Shepparton's non-urban areas, land around the existing township is designated as within a Bushfire Prone Area. No Bushfire Management Overlay applies to land at Congupna. The nearest unmanaged fuel location is approximately 5.5km to the west along the Goulburn River corridor. The Bushfire Management Overlay follows this corridor. Irrigated farmland and major freight roads and rail infrastructure create effective fire breaks between the township and the nearest locations of bushfire hazard.

There is some vegetation within the township, including street trees and lightly vegetated garden areas on residential lots. Congupna has the benefit of good road access to north and south via the Goulburn Valley Highway, and to the north east via the Katamatite-Shepparton Main Road. No townships in Greater Shepparton have a designated Neighbourhood Safer Place, however, Congupna township has an irrigated sports oval that would provide refuge as a place of last resort when all other bushfire plans have failed.

Given the above, Congupna is a low risk location for bushfire hazard. The highest risk location for Congupna is to the west of the existing township. This is the location nearest any unmanaged fuel sources and on the side of the township subject to prevailing winds. No land is identified for residential growth to the west of the existing township. All growth is directed to lower risk locations. Following the *Greater Shepparton Housing Strategy 2011* (and Amendment C93, which implemented its findings) no additional areas are designated for residential or rural residential growth.

### **Dookie**

The Dookie township has undulating topography that slopes gently upwards towards the Dookie Hills to the south of the existing township. The township is surrounded by non-irrigated farmland, as well as some vineyards and other cleared irrigated agricultural activities. The prevailing winds are from south and west.

It is noted that the Dookie Township is located within a type one landscape (Bushfire Management Overlay Technical Guide, September 2017) where extreme bushfire behaviour is not possible.

As the Dookie area is largely not irrigable due to undulation, the farmland has not been subject to as significant vegetation clearing as the rest of the municipality. There are numerous scattered paddock trees and lightly vegetated agricultural uses nearby, particularly to the south over the Dookie Hills. These are not major fuel sources, but could represent areas of increased bushfire risk in extreme weather conditions and/or bushfire events.

Like most of Greater Shepparton's non-urban areas, land around the existing township is designated as within a Bushfire Prone Area. No Bushfire Management Overlay applies to land at Dookie. The nearest unmanaged fuel location is a small patch approximately 5.5km to the north west for the Yabba South Nature Conservation Reserve, and another small patch approximately 7km to the south, on the southern side of the Dookie Hills, on land owned by the Dookie College. The Broken



River, which includes a corridor of vegetation, is located further to the south, approximately 12km away. The Bushfire Management Overlay aligns with these identified areas of vegetation. There is some vegetation within the township, including street trees, vegetation along the rail corridor and lightly vegetated garden areas on residential lots. Dookie has good road access to the west and east, and further to the south along the Midland Highway. No townships in Greater Shepparton have a designated Neighbourhood Safer Place, however, Dookie township has an irrigated sports oval that would provide refuge as a place of last resort when all other bushfire plans have failed.

Given the above, Dookie is a low risk location for bushfire hazard. The Framework Plan identifies land for potential low density and rural living development largely to the south of the existing township. Residential development in this area would assist in providing residential lots that can have managed garden areas along the southern edge of the township. This will create a safer outcome by forming a managed front rather than unmanaged farmland with scattered vegetation on the edge of a township.

Following the *Greater Shepparton Housing Strategy 2011* (and Amendment C93, which implemented its findings) no additional areas are designated for residential or rural residential growth.

#### **Katandra West**

The Katandra West township has generally flat topography is surrounded by cleared irrigated and non-irrigated farmland with prevailing winds from south and west.

It is noted that the Katandra West Township is located within a type one landscape (Bushfire Management Overlay Technical Guide, September 2017) where extreme bushfire behaviour is not possible.

Like most of Greater Shepparton's non-urban areas, land around the existing township is designated as within a Bushfire Prone Area. No Bushfire Management Overlay applies to land at Katandra West. The nearest unmanaged fuel location is a small patch approximately 9km to the south east of the township for the Yabba South Nature Conservation Reserve and the Nine Mile Creek corridor approximately 10km to the north and north west of the township. The Goulburn River corridor is located 20km to the west and south west. The Bushfire Management Overlay aligns with these identified areas of vegetation. Cleared, managed farmland and road infrastructure create effective fire breaks between the township and the nearest locations of bushfire hazard.

There is some vegetation within the township, including street trees and lightly vegetated garden areas on residential lots. Katandra West has good road access in all directions. No townships in Greater Shepparton have a designated Neighbourhood Safer Place, however, Katandra West township has an irrigated sports oval that would provide refuge as a place of last resort when all other bushfire plans have failed.

Given the above, Katandra West is a low risk location for bushfire hazard. Amendment C212 seeks to identify additional land to the south west of the existing township for potential low density and rural living development. This will not result in a net increase in risk.

#### **Merrigum**

The Merrigum township has generally flat topography and is surrounded by cleared irrigated and non-irrigated farmland with prevailing winds from south and west.

It is noted that the Merrigum Township is located within a type one landscape (Bushfire Management Overlay Technical Guide, September 2017) where extreme bushfire behaviour is not possible.

Like most of Greater Shepparton's non-urban areas, land around the existing township is designated as within a Bushfire Prone Area. No Bushfire Management Overlay applies to land at Merrigum. The nearest unmanaged fuel location is approximately 20km to the east along the Goulburn River corridor, which is within the Bushfire Management Overlay. Irrigated farmland, major freight road infrastructure and the Mooroopna urban area create effective fire breaks between the township and the nearest location of bushfire hazard.

There is some vegetation within the township, including street trees, lightly vegetated garden areas on residential lots, vegetation within the rail corridor and the lightly vegetated caravan park. The Merrigum Golf Club located 800m to the north east of the township, and is also irrigated and lightly vegetated. Merrigum has good road access in all directions. No townships in Greater Shepparton have a designated Neighbourhood Safer Place, however, Merrigum township has an irrigated sports oval that would provide refuge as a place of last resort when all other bushfire plans have failed. Given the above, Merrigum is a low risk location for bushfire hazard. Amendment C212 seeks to remove the "Urban Growth Area" designation from land in Merrigum, but does not seek to backzone land already within the Township Zone. Following the *Greater Shepparton Housing Strategy 2011* (and Amendment C93, which implemented its findings) no additional areas are designated for residential or rural residential growth.

### **Murchison**

The Murchison township has generally flat topography and is set within cleared irrigated and non-irrigated farmland with prevailing winds from south and west. The Goulburn River corridor traverses the township from north to south, separating Murchison from Murchison East.

It is noted that the Murchison Township is located within a type two landscape (Bushfire Management Overlay Technical Guide, September 2017) where residential growth can often encounter challenges in appropriately responding to bushfire hazards. Residential growth should be encouraged away from areas at high risk from grassfire and bushfire.

Like most of Greater Shepparton's non-urban areas, land around the existing township is designated as within a Bushfire Prone Area. The Bushfire Management Overlay follows the vegetated river corridor. The Bushfire Management Overlay also applies to patches of vegetation located approximately 1.8km to the west at Doctors Swamp, and 2.2km to the south west at Murchison Bushland Reserve. There is an additional area of vegetation on both sides of the Cattanach Canal and Stuart Murray Canal, approximately 500m to the west. These are the nearest fuel locations to the township.

There is some vegetation within the township, including street trees, lightly vegetated garden areas on residential lots, and some scattered vegetation at Roderick Square and in the Aboriginal Protectorate alongside the river corridor. Murchison has good road access to the north and north west, as well as access to the east via a bridge over the Goulburn River. Murchison East has good road access to the east and to the north and south via the Goulburn Valley Freeway. No townships in Greater Shepparton have a designated Neighbourhood Safer Place, however, Murchison township has an irrigated sports oval that would provide refuge as a place of last resort when all other bushfire plans have failed.

Amendment C212 seeks to remove the “Urban Growth Area” designation from land in Murchison and Murchison East, but does not seek to backzone land already within the Township Zone. Amendment C212 seeks to retract the Settlement Boundary on both sides of the Goulburn River and includes the Bushfire Management Overlay on the Framework Plan to provide greater clarity. The Framework Plan for Murchison identifies land at the far northern and far southern extents of the existing township for potential low density development. Residential development in these areas would assist in providing residential lots that can have managed garden areas along the edges of the township. This will create a safer outcome by forming a managed front rather than unmanaged farmland or bushland. The lowest risk location for Murchison East is further east away from the Goulburn River corridor. The majority of future growth for Murchison east is designated further to the east.

Following the *Greater Shepparton Housing Strategy 2011* (and Amendment C93, which implemented its findings) no additional areas are designated for residential or rural residential growth.

### **Tallygaroopna**

The Tallygaroopna township has generally flat topography and is surrounded by cleared irrigated and non-irrigated farmland with prevailing winds from south and west.

It is noted that the Tallygaroopna Township is located within a type one landscape (Bushfire Management Overlay Technical Guide, September 2017) where extreme bushfire behaviour is not possible.

Like most of Greater Shepparton’s non-urban areas, land around the existing township is designated as within a Bushfire Prone Area. No Bushfire Management Overlay applies to land at Tallygaroopna. The nearest unmanaged fuel location is approximately 7.5km to the north along the Nine Mile Creek and 10km to the west along the Goulburn River. The Bushfire Management Overlay follows these river corridors.

There are some patches of vegetation on farmland surrounding the township, including a five hectare patch immediately to the north east, a four hectare patch approximately 900m to the west, an eight hectare patch approximately 800m to the south, and a 15 hectare patch approximately 500m to the north. These patches are not major fuel sources, but could represent areas of increased bushfire risk in extreme weather conditions and/or bushfire events.

Tallygaroopna has the benefit of good road access to north and south via the Goulburn Valley Highway. No townships in Greater Shepparton have a designated Neighbourhood Safer Place, however, Tallygaroopna township has an irrigated sports oval that would provide refuge as a place of last resort when all other bushfire plans have failed.

Given the above, Tallygaroopna is a low risk location for bushfire hazard. The highest risk location for Tallygaroopna is to the west of the existing township. This is the location nearest any unmanaged fuel sources and on the side of the township subject to prevailing winds. No land is identified for residential growth to the west of the existing township. All growth is directed to lower risk locations. Following the *Greater Shepparton Housing Strategy 2011* (and Amendment C93, which implemented its findings) no additional areas are designated for residential or rural residential growth.

### **Tatura**

The Tatura township has generally flat topography and is surrounded by cleared irrigated and non-irrigated farmland with prevailing winds from south and west.

It is noted that the Tatura Township is located within a type one landscape (Bushfire Management Overlay Technical Guide, September 2017) where extreme bushfire behaviour is not possible.

Like most of Greater Shepparton's non-urban areas, land around the existing township is designated as within a Bushfire Prone Area. No Bushfire Management Overlay applies to land at Tatura. The nearest unmanaged fuel location is approximately 8.5km east of Tatura township along the Goulburn River corridor. The Bushfire Management Overlay follows this river corridor. Cleared, managed farmland creates an effective fire break between the township and the nearest location of bushfire hazard.

There is some vegetation within the township, including street trees and lightly vegetated garden areas on residential lots. Cussen Park and the irrigated Hilltop Golf Course are within the township area and contain some light vegetation. There is substantial residential development and road infrastructure between areas identified for future residential and rural residential growth and these vegetated locations.

Tatura has the benefit of good road access in all directions. No townships in Greater Shepparton have a designated Neighbourhood Safer Place, however, Tatura township has several irrigated sports ovals that would provide refuge as a place of last resort when all other bushfire plans have failed. Given the above, Tatura is a low risk location for bushfire hazard. Growth locations are designated to the north and east of the existing township, towards the Shepparton and Mooroopna urban areas and major roads, and away from prevailing winds. This will not result in a net increase in risk.

### **Toolamba and Old Toolamba**

The Toolamba townships have generally flat topography and are set within cleared irrigated and non-irrigated farmland with prevailing winds from south and west. The Goulburn River corridor flanks the townships to the east and south, where the land is slightly undulating.

It is noted that the Toolamba and Old Toolamba Townships are located within a type two landscape (Bushfire Management Overlay Technical Guide, September 2017) where residential growth can often encounter challenges in appropriately responding to bushfire hazards. Residential growth should be encouraged away from areas at high risk from grassfire and bushfire.

Like most of Greater Shepparton's non-urban areas, land around the existing township is designated as within a Bushfire Prone Area. The Bushfire Management Overlay follows the vegetated river corridor. There is some vegetation within the township, including street trees, lightly vegetated garden areas on residential lots, and scattered vegetation along the rail corridor and around the recreation reserve.

Toolamba has the benefit of good road access to the north, south and west, and road access to the east via a bridge over the Goulburn River. No townships in Greater Shepparton have a designated Neighbourhood Safer Place, however, Toolamba township has an irrigated sports oval that would provide refuge as a place of last resort when all other bushfire plans have failed.

Amendment C212 seeks to retract the Settlement Boundary on the southern side of the township near the Goulburn River and includes the Bushfire Management Overlay on the Framework Plan to provide greater clarity.

The Framework Plan identifies land for potential low density to the east of the existing township area. The development of this land would assist in providing managed residential lots, which create a safer outcome by forming a firm managed front rather than unmanaged bushland along the edge

of a township. Of particular importance is the Toolamba Primary School and Kindergarten between this identified potential low density land and the existing township. The management of this land would provide a safer outcome as a managed residential buffer than unmanaged farmland. Following the *Greater Shepparton Housing Strategy 2011* (and Amendment C93, which implemented its findings) no additional areas are designated for residential or rural residential growth.

### Undera

The Undera township has generally flat topography and is surrounded by cleared irrigated and non-irrigated farmland with prevailing winds from south and west.

It is noted that the Undera Township is located within a type one landscape (Bushfire Management Overlay Technical Guide, September 2017) where extreme bushfire behaviour is not possible.

Like most of Greater Shepparton's non-urban areas, land around the existing township is designated as within a Bushfire Prone Area. No Bushfire Management Overlay applies to land at Undera. The nearest unmanaged fuel locations are two patches located approximately 4.5km and 5km to the north east of Undera township, and the Goulburn River corridor approximately 5.5km to the north east. The Bushfire Management Overlay aligns with these identified areas of vegetation. Cleared, managed farmland creates an effective fire break between the township and the nearest locations of bushfire hazard.

There is some vegetation within the township, including street trees, lightly vegetated garden areas on residential lots, and some scattered vegetation around the recreation reserve and adjoining motorcycle track.

Undera has the benefit of good road access to the north west, south east and south. No townships in Greater Shepparton have a designated Neighbourhood Safer Place, however, Undera township has an irrigated sports oval that would provide refuge as a place of last resort when all other bushfire plans have failed.

Given the above, Undera is a low risk location for bushfire hazard. Amendment C212 seeks to remove land in Undera from potential low density, but does not seek to backzone land already within the Township Zone.

Following the *Greater Shepparton Housing Strategy 2011* (and Amendment C93, which implemented its findings) no additional areas are designated for residential or rural residential growth.





# **Conversation Report**

## **Draft Greater Shepparton Townships Framework Plan Review, 2018**

**Greater Shepparton City Council**

## Background

The Greater Shepparton Housing Strategy 2011 (the GSHS) was prepared by David Lock Associates Pty Ltd on behalf of Council to guide the future long term identification and provision of residential land within Greater Shepparton.

The GSHS establishes a development framework in the Shepparton and Mooroopna urban areas, as well as the smaller townships within the municipality.

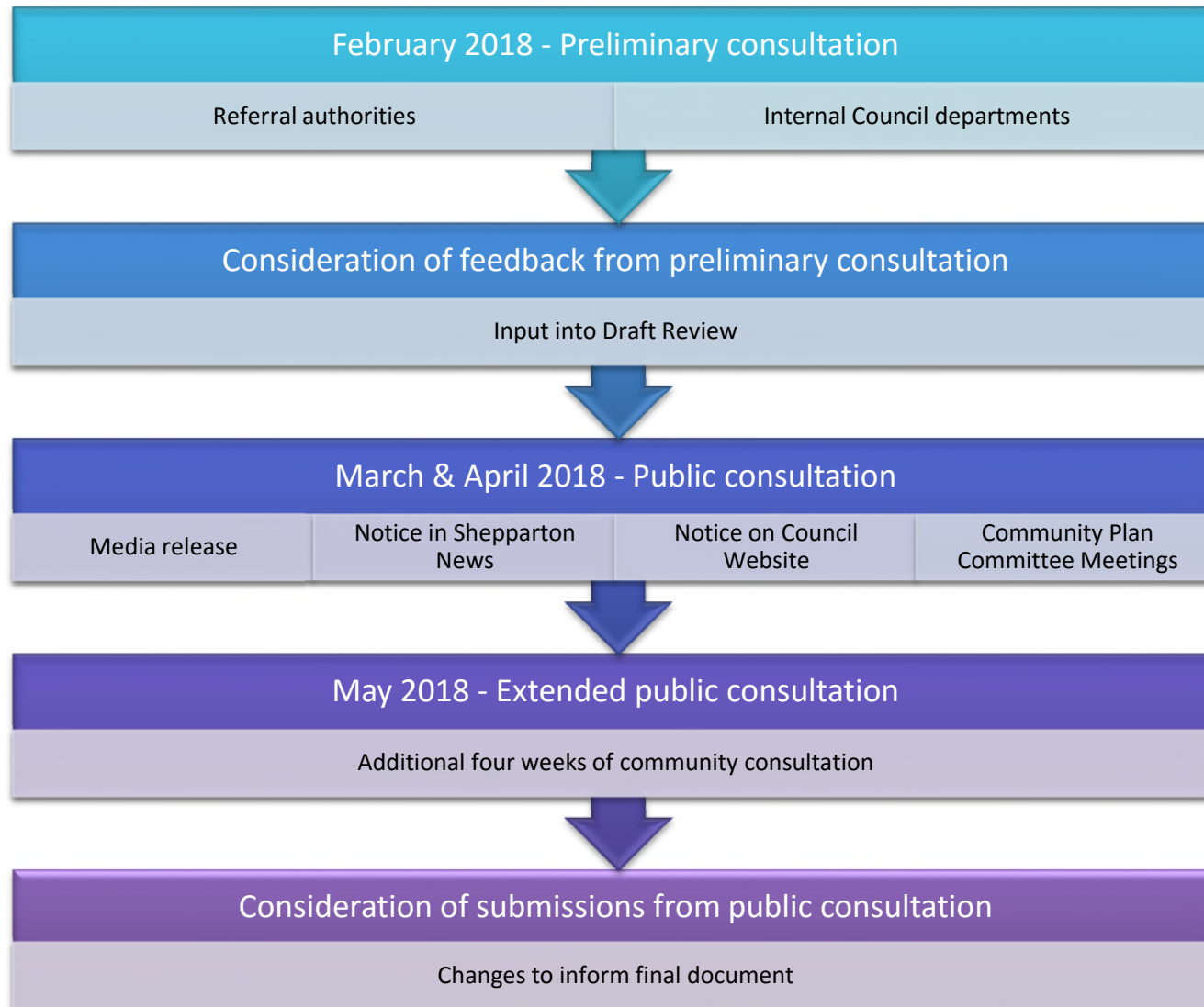
The *Draft Greater Shepparton Townships Framework Plan Review, 2018* (the Draft Review) focuses on the nine townships that the GSHS provided framework plans for. The purpose of the Draft Review is to complement and build upon the work undertaken through the GSHS to 2011, and to update the framework plans for each of the small townships within the municipality.

The Draft Review considers recent developments in the townships, population trends and changes in supply and demand of residential land. It also further considers environmental and infrastructure opportunities and constraints and ensures future potential developable land is cognisant of these factors.

The outcome of this work will be the preparation of revised framework plans for the townships, to be implemented through a future planning scheme amendment. The Draft Review does not recommend large-scale changes to the existing framework plans due to the limited growth that has occurred in the townships.



## Consultation process



## Preliminary consultation

On 6 February 2018, the Strategic Planning Team contacted all relevant referral authorities and agencies, inviting them to provide feedback on the Draft Review.

This invitation was issued to the following authorities:

- Department of Environment, Land, Water and Planning;
- APA Group;
- Broadcast Australia;
- Country Fire Authority;
- Environment Protection Authority;
- Goulburn Broken Catchment Management Authority;
- Goulburn Valley Water;
- Goulburn-Murray Water;
- Powercor;
- Transport for Victoria;
- Public Transport Victoria;
- SP Ausnet;
- VicRoads; and
- VicTrack.

On 6 February 2018, the Strategic Planning Team also contacted relevant internal Council departments to invite feedback on the Draft Review.

This invitation was issued to the following internal Council departments:

- Community Strengthening;
- Development Engineering
- Statutory Planning; and
- Sustainability & Environment

## Who did we hear from?

Development Engineering was the only internal Council department to provide formal feedback to the preliminary consultation. However, informal discussions were held with the other internal departments regarding the Draft Review.

The following five external referral authorities responded formally to the preliminary consultation.

- Country Fire Authority;
- Department of Environment, Land, Water and Planning
- Goulburn Valley Water
- SP Ausnet
- Goulburn Broken Catchment Management Authority

## What did we hear?

Below is a summary of the feedback received from referral authorities.

- Various referral authorities provided comments regards the location of their assets, including highlighting referral requirements for development applications.
- Some referral authorities highlighted changes to legislation or standards that may impact on the location and management of growth in the future.
- All referral authorities that responded highlighted their key concern being the protection of their assets and suggested a collaborative approach to ensure the interests of both Council and the authority could be appropriately managed.
- Feedback from the referral authorities was generally supportive of the process.



### Preliminary consultation feedback table

AGENCY/DEPARTMENT	SUMMARY OF FEEDBACK	CHANGES TO FRAMEWORK PLANS
AusNet Transmission Group	Highlighted location of an electricity transmission easement north of Tatura. Any proposed development or subdivision within 60 metres of the easement, or any proposed works such as roads, earthworks or landscaping within the easement, must be referred to AusNet Transmission Group for approval prior to the commencement of any works on site.	No changes required.  The easement and comments from AusNet Transmission Group must be considered as part of any future rezoning and development of land.
Goulburn Valley Water	Noted that Shepparton and Mooroopna are excluded from the current review and suggested a review of these areas would be beneficial.  Noted that the current settlement boundaries do not necessarily align with water/sewer boundaries.	No changes required.  The Framework Plans for the Shepparton, Mooroopna and Kialla Urban Areas will be reviewed through a separate Strategic Planning process.
Country Fire Authority	Highlighted current State Planning Policy for bushfire, including BAL exposure benchmarks in Clause 13.05 of the planning scheme.  Suggested policy at Clause 21.04 of the Greater Shepparton Planning Scheme is updated to give effect to Clause 13.05.  Encouraged Council to continue working with the CFA to undertake technical bushfire analysis.	Amendment the Framework Plans to include the Bushfire Management Overlay.  Ensure technical bushfire analyses are undertaken prior to rezoning land.  Continue working with the CFA to undertake technical bushfire analyses and strengthen Local Planning Policy as required.

<p>Department of Environment, Land, Water and Planning (Land and Built Environment Branch)</p>	<p>Suggested environmental assessments are undertaken in accordance with Clause 12 of the State Planning Policy Framework.</p> <p>Encouraged appropriate zones are applied to public land.</p> <p>Encouraged Council to adopt a “Development at the Forest-Urban Interface Policy” to ensure that future residential development protects adjoining environmental values within forested areas.</p>	<p>No changes required.</p> <p>Ensure environmental assessments are undertaken prior to rezoning land.</p> <p>Continue to work with DEWLP to ensure appropriate zones are applied to public land, and to ensure effective local policy is included in the Greater Shepparton Planning Scheme.</p>
<p>Goulburn Broken Catchment Management Authority</p>	<p>General comments regarding individual township.</p> <p>Specifically, the Murchison Flood Mapping Study by Water Technology (2014) requires implementation through a planning scheme amendment and highlights some additional areas that are heavily constrained.</p> <p>The flood overlay controls in Tallygaroopna should be amended to reflect the 2012 flood extents.</p>	<p>No changes required.</p> <p>Planning scheme amendments should be undertaken to implement recent flood studies. Any requires changes to the Framework Plans should be included at that time.</p>
<p>Development Engineering (Council)</p>	<p>Highlighted various mapping errors and anomalies in the existing Framework Plans.</p>	<p>All Framework Plans should be amended to ensure any anomalous mapping errors are revised to present accurate and clear intentions for future growth.</p>

## Public consultation

At the Ordinary Council Meeting held on 20 March 2018, Council resolved to endorse the Draft Review and release it for public comment from 26 March to 27 April 2018.

The Draft Review was made available for viewing in the Council offices and on the Council website. A media release was prepared and a public noticed was published in the Shepparton News.

The Community Strengthening team was also briefed on the project and supported in providing information to their contacts through the community plan committees. Council officers attended community plan meetings at Congupna, Dookie, Katandra West, Murchison, Tallygaroopna, Tatura and Toolamba throughout the month of April 2018.

During the community plan consultation sessions, it became apparent that there was a high level of interest in the Draft Review.

To ensure that sufficient time was available for all stakeholders to make a submission on the Draft Review, Council extended the submission period by an additional four weeks to end on Friday, 25 May 2018.



## Who did we hear from?

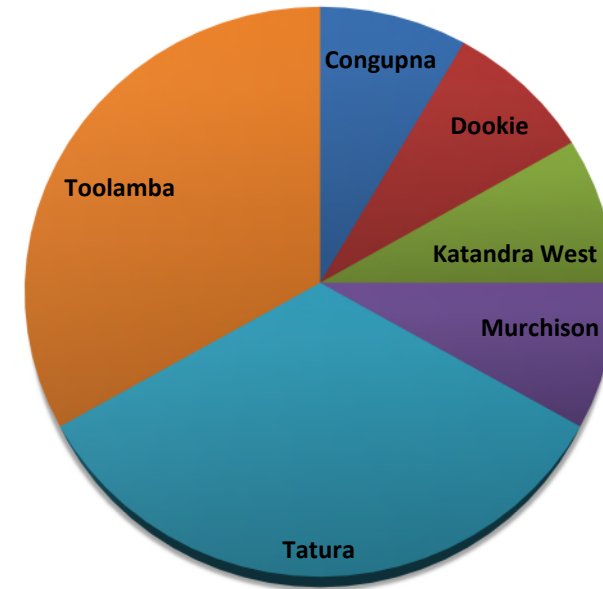
A total of 14 submissions were received by Council following the public consultation process. No submissions were received from Merrigum, Tallygaroopna or Undera.

TOWNSHIP	NUMBER OF SUBMISSIONS
Congupna	1
Dookie	1
Katandra West	1
Murchison	1
Tatura	4
Toolamba	4
<b>TOTAL</b>	<b>14</b>

## What did we hear?

Below is a summary of the key issues raised in submissions.

- There was general concern raised from various townships that there is a lack of community facilities to support envisaged growth, such as recreation spaces for youth, sporting facilities, schools and kindergartens.
- There was general concern raised from various townships that there is a lack of infrastructure and services to support envisaged growth, such as public transport connections, access to health and education facilities, sewerage and town water upgrades, safe roads and bridges, emergency services and drainage infrastructure.



- Submissions from the Tatura townships, in particular, raised concerns regarding a lack of available residential land for growth and highlighted various options for changes to the provision of identified residential land.
- A submission from Dookie township highlighted conflicts between rural residential uses and neighbouring agricultural uses, such as weed invasion.
- Two submissions from Toolamba township raised concerns regarding future residential development impacting on the character and lifestyle of the township, as well as the ability of the existing infrastructure to support such development.

## Meetings with submitters

Council officers contacted all submitters and invited them to attend one-to-one meetings regarding their submission. These meetings were an optional opportunity offered for submitters to talk through their submissions and provide any additional details to Council officers.

The following meetings were held:

TIME	DATE	SUBMITTER NUMBER
9:30am	22 June 2018	5
10:00am	22 June 2018	11
10:30am	22 June 2018	6, 9, 10a, 10b
1:30pm	22 June 2018	12
2:30pm	22 June 2018	3 teleconference
10:00am	25 June 2018	4
10:30am	25 June 2018	1
11:00am	25 June 2018	2
10:00am	26 June 2018	7

## Addressing submissions

Council officers consider all feedback received and make changes to the Draft Review as necessary. It is expected that a final document, including proposed changes to the framework plans, will be tabled at an Ordinary Council Meeting later this year. This final document will inform a future planning scheme amendment to introduce the revised framework plans into the Greater Shepparton Planning Scheme.

The following table outlines Council officers' response to individual submissions.



## Public consultation feedback table

SUBMISSION NUMBER	SUMMARY OF FEEDBACK	CHANGES TO FRAMEWORK PLANS
1	Expressed concern that no additional land in the <i>Greater Shepparton Housing Strategy 2011</i> has been identified for recreation space in Congupna, specifically the land immediately north of the existing Congupna Recreation Reserve (see 2050 Strategic Sport Plan).	<p>No changes required.</p> <p>The <i>Greater Shepparton Sport 2050 Strategic Plan</i> included the following Strategic Direction (Page 43 of <i>Greater Shepparton Sport 2050 Strategic Plan: Volume 2</i>): “Continue to develop Congupna Recreation Reserve to service the Congupna and district community and future expected northern corridor residential growth. Provide land area to accommodate a post 2050 replacement for Deakin Reserve.” However, this direction has no current budget allocation and, as such, the timeframe is uncertain. Notwithstanding this, any proposed development for land to the north of the existing Congupna Recreation Reserve will be required to have regard to the aspirations of any adopted Council strategies and studies.</p> <p>The identification of land for open space, community, recreation and sporting facilities is not within the scope of the Review. No changes to the Framework Plan are recommended to identify land for these purposes.</p>
2	Requested inclusion of 236 Hickey Road, Katandra West in the settlement boundary to facilitate a potential rezoning to Rural Living Zone in the future.	236 Hickey Road, Katandra West should be included in the settlement boundary. This will provide an additional approximately 11 hectares of land for ‘Potential Low Density’ and approximately 18 hectares of land for ‘Potential Rural Living’.
3	Opposes the plan for Murchison. Highlighted issues with the statement that there is no need for change from 2011 (i.e. 462 total lots within the settlement boundary), as there has been no recommendations regarding infrastructure and upgrades to it. Town water pressure is currently not sufficient, highlights need for upgrades to	<p>No changes required.</p> <p>The Review does not propose to develop land in Murchison for residential or rural residential purposes. Any future rezoning of land in Murchison will only occur if sought by a land owner and significant strategic justification would be required to support such a rezoning. As part of any residential or rural residential rezoning and subsequent subdivision, upgrades to infrastructure</p>

	police, roads, the bridge, medical services, transport and schools. Such a large increase to the local population would forever change the very fabric of the town and its historical charm.	and services would be undertaken to ensure the community can be appropriately supported. This may include, but is not limited to, road and intersection upgrades, provision of open space and community facilities, and upgrades to drainage, water and sewerage connections.
4	Requested change of designation of 195 Dhurringile Road, Tatura to 'Urban Growth Area'.	Given the strong uptake for allotments within the General Residential Zone in Tatura, 195 Dhurringile Road, Tatura should be changed to 'Urban Growth Area'.
5	Requested change of designation of land between Ferguson Road and Pyke Road, Tatura to 'Potential Low Density'.	Given the recommended changes to other areas of land from 'Potential Low Density' to 'Urban Growth Area', land identified in the submission between Ferguson Road and Pyke Road, Tatura should be changed to 'Potential Low Density'.
6	Requested inclusion of 95 Dhurringile Road, Tatura in the settlement boundary.	An arrow to denote the direction of 'Long Term Future Growth' should be included on the Tatura Framework Plan. Due to a lack of environmental constraints and the location of services, transport connections and the Shepparton and Mooroopna Urban Areas, this arrow should identify future direction towards land to the north east of Tatura, east of Dhurringile Road between Pyke Road and the Midland Highway.
7	Raised various concerns regarding the extent of the Salinity Mangement Overlay, lot sizes in the Township Zone and conflicts between residential and farming land at the township interface.	No changes required.
8	Raised concerns regarding the style and density of future residential development in Toolamba. Does not wish for higher density residential development proposals to be facilitated in Toolamba in the future.	No changes required.
9	Requested change of designation of 28 Ferguson Road, Tatura to 'Urban Growth Area'.	Given the strong uptake for allotments within the General Residential Zone in Tatura, 28 Ferguson Road, Tatura should be changed to 'Urban Growth

		Area'.
10a	Requested change of designation 215 Rutherford Road, Toolamba to 'Urban Growth Area'.	No changes required.  Given the uncertainty regarding the future density of development in Investigation Area 6, it is premature to increase the potential density of development on any land in Toolamba beyond that which was identified in the Housing Strategy.
10b	Requested inclusion of 85 Bridge Road, Toolamba in the settlement boundary.  Revised submission also requested inclusion of 91 Bridge Road, Toolamba in the settlement boundary.	An arrow to denote the direction of 'Long Term Future Growth' should be included on the Toolamba and Old Toolamba Framework Plan due to proximity to the existing township and community facilities.
11	Requested change of designation of 110 Ferguson Road, Tatura to 'Urban Growth Area'.	Given the strong uptake for allotments within the General Residential Zone in Tatura, part of 110 Ferguson Road, Tatura should be changed to 'Urban Growth Area'. The eastern part of this land should remain 'Potential :ow Density' to provide a gradual decrease in density.
12	Raised concerns regarding the style and density of future residential development in Toolamba. Does not wish for higher density residential development proposals to be facilitated in Toolamba in the future. Included concerns regarding the existing infrastructure and facilities at Toolamba to accommodate future growth.	No changes required.
13	Requested inclusion of 95, 117 and 155 Dhurringile Road, Tatura in the settlement boundary.	An arrow to denote the direction of 'Long Term Future Growth' should be included on the Tatura Framework Plan. Due to a lack of environmental constraints and the location of services, transport connections and the Shepparton and Mooroopna Urban Areas, this arrow should identify future direction towards land to the north east of Tatura, east of Dhurringile Road between Pyke Road and the Midland Highway.

