

10. SUSTAINABLE DEVELOPMENT DIRECTORATE

10.2 Adoption of Greater Shepparton Townships Framework Plan Review 2018

Disclosures of conflicts of interest in relation to advice provided in this report

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

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

Council Officers involved in producing this report

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Other: Graduate Strategic Planner Amendments

Executive Summary

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, 2018* (the Review) focuses on the nine townships that the GSHS provided framework plans for (see *Attachment 1 - Greater Shepparton Townships Framework Plan Review, 2018*). The purpose of the 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.

Preliminary consultation was undertaken with internal Council departments and external relevant authorities. At the Ordinary Council Meeting held on 20 March 2018, Council resolved to endorse the *Draft Greater Shepparton Townships Framework Plan Review, 2018* (the Draft) and release it for public comment from 26 March to 27 April 2018.

Council officers attended community planning meetings at Congupna, Dookie, Katandra West, Murchison, Tallygaroopna, Tatura and Toolamba during April 2018 to undertake additional targeted consultation.

During the community plan consultation sessions, it became apparent that there was a high level of interest in the project. To ensure that sufficient time was available for all stakeholders to make a submission on the Draft, Council extended the submission period by an additional four weeks to end on Friday, 25 May 2018.

Council has received thirteen submissions to the Draft from community members in Congupna, Dookie, Katandra West, Murchison, Tatura and Toolamba. These submissions were considered by Council officers and a number of changes are being recommended to the Framework Plans as a result. The major changes recommended are summarised below:

- Identification of land north east of the Tatura Township for 'Long Term Future Growth';
- Changes to the designation of three areas in the Tatura Township from 'Potential Low Density' to 'Urban Growth Area';

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- Changes to the designation of one area in the Tatura Township from 'Potential Rural Living' to 'Potential Low Density';
- Identification of land to the south of Toolamba Primary School for 'Long Term Future Growth';
- Removal of the 'Long Term Future Growth' designation from Investigation Area 6 and adjustment of the settlement boundary to better align with the Public Acquisition Overlay for the Goulburn Valley Highway – Shepparton Bypass;
- Inclusion of one area within the settlement boundary for Katandra West and identification of this area for 'Potential Rural Living' and 'Potential Low Density';
- Update all Framework Plans to remove any zoned land from 'Urban Growth Area', 'Potential Low Density' and 'Potential Rural Living';
- Revise all Framework Plans to acknowledge recent rezonings to remove the 'Potential' designation on land that is now zoned/developed;
- Amend all Framework Plans to ensure any anomalous mapping errors are revised to present accurate and clear intentions for future growth; and
- 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.

The outcome of this work will be the revised framework plans for the townships, to be implemented through a planning scheme amendment. Recommended revised Framework Plans are included in the Review (see *Attachment 1 - Greater Shepparton Townships Framework Plan Review, 2018*).

It is recommended that Council adopt the Review, and prepare and exhibit a planning scheme amendment to implement the findings.

Moved by Cr Summer
Seconded by Cr Patterson

That the Council:

1. adopt the Greater Shepparton Townships Framework Plan Review 2018; and
2. prepare and exhibit a planning scheme amendment to implement the findings.

CARRIED UNOPPOSED.

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.

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The *Greater Shepparton Townships Framework Plan Review, 2018* (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, recognises 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.

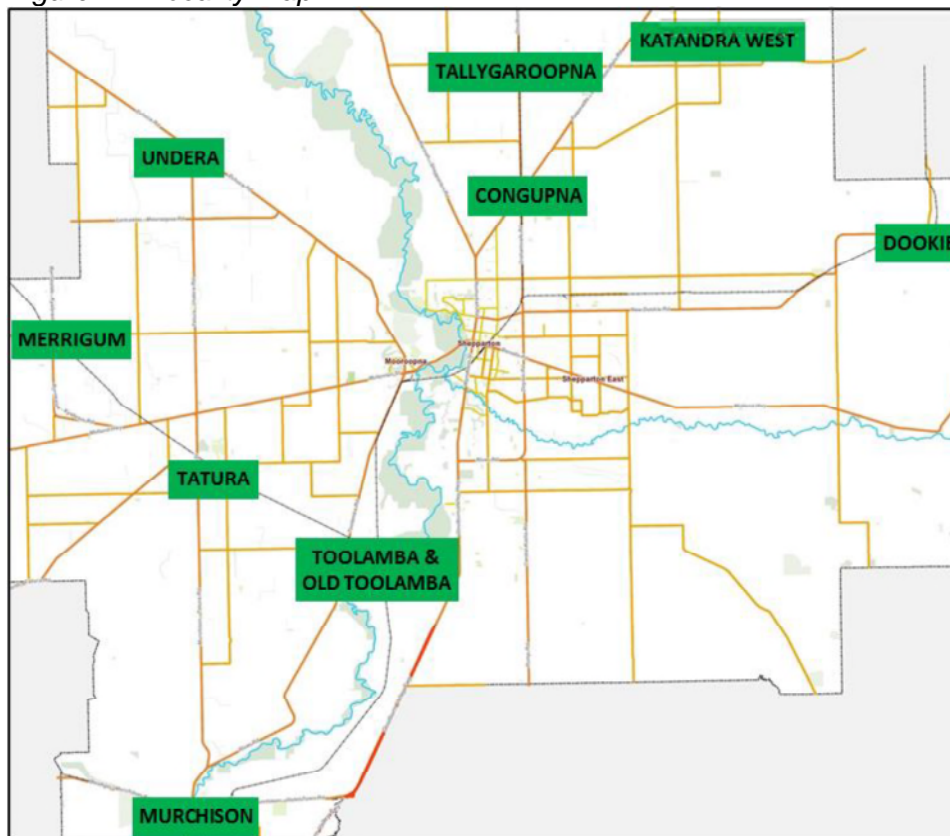
Following a Council resolution to endorse a draft document and release it for public comment, extensive public consultation was undertaken in collaboration with the community plan committees for the townships.

A summary of the consultation undertaken and the feedback received is included as an Appendix to this review (see *Attachment 2 – Appendix Conversation Report*).

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Figure 1 – Locality Map



Consultation

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

This invitation was issued to the following external authorities:

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

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At the Ordinary Council Meeting held on 20 March 2018, Council resolved to endorse the Draft and release it for public comment from 26 March to 27 April 2018 (see *Attachment 3 – Minutes extract from the Ordinary Council Meeting held on 20 March 2018*). The Draft was made available for viewing in the Council offices and on the Council website. A media release was prepared and a public notice 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 various 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.

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

A total of 14 submissions were received by Council following the public consultation process.

The feedback received and changes made following consultation are included in *Attachment 2 – Appendix Conversation Report*.

Overall Recommendations

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 GSHS 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 into 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, etc. 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.

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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.

Individual Township Recommendations

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.

Dookie

No changes required.

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'.

Merrigum

No changes required.

Murchison

No changes required.

Tallygaroopna

No changes required.

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.

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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.

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.

Council Plan/Key Strategic Activity

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

Objective 4.1: Growth is well planned and managed for the future.

Objective 4.2: Urban and rural development is sustainable and prosperous.

Risk Management

The Review seeks to ensure risks such as an undersupply of residential land in the townships, which may lead to housing affordability issues, can be addressed. It also seeks to identify and consider the opportunities and constraints within each township to ensure appropriate development is facilitated. It is recommended that Council adopts the Review and prepares a planning scheme amendment to implement its findings.

Policy Considerations

The Review builds on the work undertaken through the GSHS, which is an adopted Council strategy. The Review does not conflict with any existing Council policy.

Financial Implications

There are no financial implications associated with adoption of the Review.

Implementation of the Review through the planning scheme amendment process may result in cost implications for Council if an Independent Planning Panel is required to consider submissions.

Legal/Statutory Implications

The preparation of the Review is considered to accord with the *Victorian Charter of Human Rights and Responsibilities Act 2006* (the Charter). No human rights have been negatively impacted upon throughout the process.

The Charter recognises that reasonable restrictions may be placed on the use and development of land, and that there may on occasion be reasonable and acceptable offsite impacts on others. Provided these issues are properly considered, it would be a rare and exceptional case where the exercise of a planning decision in accordance with the regulatory framework is not Charter compatible.

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Environmental/Sustainability Impacts

Environmental influences were a key consideration in the preparation of the Review. This includes environmental assets and constraints such as vegetation and river corridors, cultural heritage and wastewater treatment plants.

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

Social Implications

The preparation of the Review assessed population trends and changes in supply and demand in the townships.

The recommendation will not result in any negative social implications.

Economic Impacts

The revised township framework plans seek to balance the interests of the community and ensure appropriate land can be made available for residential growth. This will achieve positive economic outcomes in terms of housing types and housing affordability.

The recommendation will not result in any negative economic impacts.

Consultation

Council endorsed the Draft Review and released it for public comment from 26 March to 27 April 2018. The consultation period was extended by one month. Consultation was undertaken in accordance with Council's community engagement policies. The networks and links established through the Community Strengthening Team with the various community plan committees and groups were utilised as an important communication stream for consultation with the relevant townships.

Council has received 14 submissions to the Draft Review from community members in Congupna, Dookie, Katandra West, Murchison, Tatura and Toolamba. These submissions have been considered by Council officers and a number of changes are being recommended to the Framework Plans as a result.

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

Preparation of a planning scheme amendment to implement the findings of the Review will require a public exhibition and submission process, in accordance with the *Planning and Environment Act 1987*.

Strategic Links

a) Greater Shepparton 2030 Strategy, 2006

Settlement: Commitment to growth within a consolidated and sustainable development framework.

Theme: Growth

Objective 1: To provide for sufficient suitable additional land for urban growth until 2030
Strategy 1.1: Identify and manage land supply for residential, industrial and commercial developments.

Action: Review the supply of undeveloped residentially zoned land every five years to ensure that there is at least 10-15 years' supply within the urban growth boundary.

b) Other strategic links

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Greater Shepparton Housing Strategy, 2011

The Review builds on and complements the work undertaken through the GSHS.

Greater Shepparton Residential Land Supply Assessment, 2016

The Review utilises data from the Residential Land Supply Assessment in considering supply and demand.

Conclusion

The *Greater Shepparton Townships Framework Plan Review, 2018* (the Review) complements and builds upon the work undertaken through the *Greater Shepparton Housing Strategy, 2011*, and updates the framework plans for each of the small townships within the municipality.

Preliminary consultation was undertaken with internal Council Departments and external relevant authorities. At the Ordinary Council Meeting held on 20 March 2018, Council resolved to endorse the *Draft Greater Shepparton Townships Framework Plan Review, 2018* (the Draft) and release it for public comment from 26 March to 27 April 2018.

Council has received 14 submissions to the Draft from community members in Congupna, Dookie, Katandra West, Murchison, Tatura and Toolamba. These submissions have been considered by Council officers and a number of changes are being recommended to the Framework Plans as a result.

The outcome of this work will be the revised framework plans for the townships, to be implemented through a planning scheme amendment. Recommended revised Framework Plans are included in the Review.

It is recommended that Council adopt the Review, and prepare and exhibit a planning scheme amendment to implement the findings.

Attachments

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| 1. Greater Shepparton Townships Framework Plan Review 2018 | Page 388 |
| 2. Appendix Conversation Report | Page 433 |
| 3. Minutes extract from the Ordinary Council Meeting held on 20 March 2018 | Page 446 |