

Planning and Environment Act 1987

Panel Report

**Greater Shepparton Planning Scheme Amendment C212
Townships Framework Plan Review**

23 August 2019

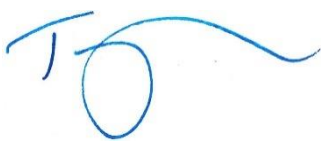
Planning and Environment Act 1987

Panel Report pursuant to section 25 of the Act

Greater Shepparton Planning Scheme Amendment C212

Townships Framework Plan Review

23 August 2019



Trevor McCullough, Chair

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Glossary and abbreviations

The Act	<i>Planning and Environment Act 1987</i>
APA Group	APA VTS Australia
CFA	Country Fire Authority
Council	Greater Shepparton City Council
DELWP	Department of Environment, Land, Water and Planning
EPA	Environment Protection Authority
LDRZ	Low Density Residential Zone
MSS	Municipal Strategic Statement
PAO	Public Acquisition Overlay
PPF	Planning Policy Framework

Overview

Amendment summary

The Amendment	Greater Shepparton Planning Scheme Amendment C212
Common name	Townships Framework Plan Review
Brief description	Implement the recommendations of the Greater Shepparton Townships Framework Plan Review 2018 by revising the Framework Plans in the Municipal Strategic Statement
Subject land	The Townships Framework Plan Review included the townships of Congupna, Dookie, Katandra West, Merrigum, Murchison, Tallygaroopna, Tatura, Toolamba/Old Toolamba and Undera.
The Proponent	Greater Shepparton City Council
Planning Authority	Greater Shepparton City Council
Exhibition	7 March to 8 April 2019
Submissions	Number of Submissions: 14 Of these 6 were from referral authorities, 2 supported or partly supported, and 6 objected or requested changes. A list of submitters is provided at Appendix A.

Panel process

The Panel	Trevor McCullough
Directions Hearing	Shepparton, 17 June 2019
Panel Hearing	Shepparton, 25 July 2019
Further information	Council Part C submission, 2 August 2019
Site inspections	Unaccompanied, 26 July 2019
Appearances	Greater Shepparton City Council represented by Michael MacDonagh CFA represented by Darren Viney Greenfields Property Developers represented by Gary Steigenberger of Chris Smith and Assoc. and Brendon Boyd Kapari Pty Ltd and Ray Rokahr represented by Jane Macey of Spiire Stuart Rea and Herdstown Pty Ltd represented by Gary Steigenberger of Chris Smith and Assoc. Rod Luscombe and others represented by Jane Macey of Spiire
Citation	Greater Shepparton PSA C212 [2019] PPV
Date of this Report	23 August 2019

Executive summary

Greater Shepparton Planning Scheme Amendment C212 (the Amendment) seeks to implement the recommendations of the *Greater Shepparton Townships Framework Plan Review 2018* (the Review) by revising the Framework Plans in the Municipal Strategic Statement of the 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
- Amend Clause 21.09 Reference Documents to include the *Greater Shepparton Townships Framework Plan Review, 2018*.

The Amendment applies to land in the townships of Congupna, Dookie, Katandra West, Merrigum, Murchison, Tallygaroopna, Tatura, Toolamba/Old Toolamba and Undera.

The Amendment proposes no changes to the Framework Plans for Dookie, Merrigum, Murchison and Tallygaroopna and very minor changes to the framework plans for Congupna, Katandra West and Undera. No submissions were received in relation to these towns.

The Amendment proposes several changes to the Tatura and Toolamba structure plans to reflect the findings of the Review. The key issues raised by submitters in relation to Tatura and Toolamba were:

- Request for additional land to be included within town settlement boundaries
- Requests to change the future land use designation on specific land parcels
- Request to bring forward development of specific parcels from long term to more immediate development.

After reviewing the submissions and Amendment documentation, the Panel concludes that the Tatura Framework Plan should be adopted as exhibited subject to one change to show all of the land at 110 Ferguson Road as 'Urban Growth Area'.

The Panel concludes that the Toolamba Framework Plan should be adopted as exhibited subject to the settlement boundary being amended on the southern edge of 215 Rutherford Road to align with the Goulburn Valley Highway Public Acquisition Overlay boundary.

Several minor drafting changes to the Framework Plans are also recommended.

Council officers sought direction from the Panel regarding whether it is appropriate to remove Toolamba Framework Plan from Amendment C212 pending the finalisation of the Toolamba Townships Growth Plan. The Panel determined that changes to the Toolamba Framework Plan as part of this Amendment should proceed in the short term and will likely add value to future Growth Plan work.

The Country Fire Authority (CFA), Regional Roads Victoria and Transport for Victoria requested changes to the Explanatory Report, Clause 21.04 *Settlement* and the *Greater Shepparton Township Framework Plan Review 2018*.

CFA made a substantial submission raising concerns about the lack of bushfire risk assessment and more broadly how the Amendment complies with Clause 13.02 *Bushfire* proposing post-exhibition changes.

Changes to the Explanatory Report, Clause 21.04 *Settlement* and the *Greater Shepparton Township Framework Plan Review 2018* have been proposed by Council to resolve the issues raised by the CFA and other agencies and the Panel supports those changes.

The Panel reviewed the strategic basis for the Amendment and concludes that the Amendment is well founded and strategically justified, and the Amendment should proceed subject to recommendations addressing specific issues raised in submissions.

The Panel has distinguished below between recommendations in relation to the Amendment and recommendations for Council to consider for further work as a consequence of matters relating to the Amendment.

Recommendations

Based on the reasons set out in this Report, the Panel recommends that Greater Shepparton Planning Scheme Amendment C212 be adopted as exhibited subject to the following:

- 1. Adopt the changes to Clause 21.04 *Settlement* as shown in Appendix B of this report, subject to further changes to Township Structure Plans identified in the Panel's recommendations.**
- 2. Adopt the changes to the Explanatory Report as shown in Appendix B of this report.**
- 3. Amend the Tatura Framework Plan to show the entire area of 110 Ferguson Road, Tatura as 'Urban Growth Area'.**
- 4. Amend the Toolamba Framework Plan to show the southern boundary of the settlement boundary at 215 Rutherford Road to align with the boundary of the Goulburn Valley Highway Public Acquisition Overlay rather than Bridge Road.**
- 5. Change the designation of 'Urban Growth Area' on the Framework Plans for the Dookie, Merrigum, Tatura (including 110 Ferguson Road) and Toolamba to 'Standard Density Residential' or similar.**
- 6. Change the colour used to designate the Bushfire Management Overlay areas on the Murchison and Toolamba Framework Plans to avoid confusion with the legend colours on other framework plans.**

Further recommendations

The Panel makes the following further recommendations for further work by Council on matters relating to the Amendment:

Prior to forwarding the Amendment to the Minister for consideration, Council should consider the changes to the proposed reference document *Greater Shepparton Township Framework Plan Review 2018* as set out in Council's Part C submission to the Hearing.

Work on the Toolamba Growth Plan should examine the following issues in relation to 155 Rutherford Road:

- The most appropriate residential zone and density for the site.**
- The most appropriate timing of any development on the site.**

- **Whether it is feasible and desirable to connect reticulated sewerage to the site.**

Work on the Toolamba Growth Plan should examine appropriate future land use for the southern portion of 215 Rutherford Road south of Bridge Road and north of the Goulburn Valley Highway Public Acquisition Overlay.

Subsequent changes may be required to the Toolamba Structure Plan as result of the recommendations of the Toolamba Growth Plan. Any changes should be implemented as part of the any amendment to introduce the findings of the Toolamba Growth Plan into the planning scheme.

1 Introduction

1.1 The Amendment

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

The Review focused on nine of the ten townships that the *Greater Shepparton Housing Strategy 2011* provides Framework Plans for. i.e. excluding Shepparton East, and the urban areas of Shepparton, Mooroopna and Kialla.

The Amendment applies to land in the townships of Congupna, Dookie, Katandra West, Merrigum, Murchison, Tallygaroopna, Tatura, Toolamba/Old Toolamba and Undera.

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
- Amend Clause 21.09 Reference Documents to include the *Greater Shepparton Townships Framework Plan Review, 2018*.

The Review proposed no changes to the framework plans for Dookie, Merrigum, Murchison and Tallygaroopna. No changes are proposed for these towns as part of the Amendment. No submissions were received in relation to these towns.

The Review proposed very minor changes to the framework plans for Congupna, Katandra West and Undera. The Amendment proposes corresponding minor changes. No submissions were received in relation to these towns.

The Review identified areas of Tatura and Toolamba suitable for short term or longer term residential development. The Amendment proposes several changes to both the Tatura and Toolamba structure plans to reflect the findings of the Review. The proposed changes for Tatura and Toolamba are shown in Chapters 4 and 5 respectively. Submissions were received in relation to Tatura and Toolamba.

Note that the Framework Plan for Toolamba is referred to as Toolamba/Old Toolamba, but no changes are proposed to Old Toolamba. The Panel refers throughout the report to the plan as the Toolamba Framework Plan.

1.2 Background

The *Greater Shepparton Housing Strategy 2011*, implemented into the Planning Scheme through Amendment C93, forms the strategic foundation for Amendment C212.

Council prepared a Draft *Greater Shepparton Township Framework Plan Review* in 2018. This included revision of the nine township Framework Plans in the Planning Scheme. After consultation though 2018, Council adopted the final *Greater Shepparton Township Framework Plan Review* (the Review) in September 2018.

1.3 Summary of issues raised in submissions

(i) Planning Authority

Council officers prepared a report to Council in May 2019 responding to submissions. Several changes are proposed to the Amendment documents in response to agency submissions as discussed below.

(ii) Relevant agencies

Submissions received from Powercor, Goulburn Broken Catchment Management Authority, Environment Protection Authority, Goulburn-Murray Water, Department of Environment, Land, Water and Planning and APA VTS Australia (APA Group) raised no objections nor requested any changes to the Amendment. The following agencies provided comment and requested changes:

Regional Roads Victoria

Regional Roads Victoria requested greater clarity on the future planning processes associated with rezoning land for future residential growth and greater detail regarding the proposed Public Acquisition Overlay for the Goulburn Valley Highway Shepparton Bypass. Council responded by proposing post-exhibition changes to the Amendment documentation clarifying the issues raised. Regional Roads Victoria responded that this resolved their concerns. The changes to clause 18.1 *Integrated transport* are included in the post-exhibition version attached as Appendix B to this report.

Transport for Victoria

Transport for Victoria requested changes to Clause 21.04-1, strengthening reference to integrated transport and connectivity of transport modes. Council has included the requested changes in the post-exhibition version attached as Appendix B to this report.

Country Fire Authority (CFA)

CFA made a written submission raising concerns about the lack of bushfire risk assessment and more broadly how the Amendment complies with Clause 13.02 *Bushfire*. Darren Viney of the CFA attended the Hearing to elaborate of the CFA's issues. He made submissions about:

- the importance of bushfire in planning for settlement growth
- the need for bushfire assessments
- element of bushfire risk mitigation.

The CFA highlighted the importance of the next stages of settlement planning complying with clause 13.02S.

At the Hearing, Council officers offered to continue to work with the CFA to agree appropriate changes to the Amendment documentation. This occurred immediately after the Hearing and the Panel received a Part C submission from Council on 2 August 2019. Council has proposed minor changes to the: Explanatory Report; Clause 21.04 Settlement and the Review to enhance the need to consider the risk of bushfire in the next stages of development planning. The changes are discussed briefly in Chapter 3 and shown in Appendix B of this report.

(iii) Individual submitters or groups of submitters

No submissions were received in relation to Dookie, Merrigum, Murchison, Tallygaroopna, Congupna, Katandra West, Undera or Old Toolamba.

The key issues raised by submitters in relation to Tatura and Toolamba were:

- Request for additional land to be included within town settlement boundaries
- Requests to change the future land use designation on specific land parcels
- Request to bring forward development of specific parcels from long term to more immediate development.

These issues were not resolved and were the subject of submissions to the Hearing. Tatura and Toolamba Structure Plans are dealt with in Chapters 4 and 5 respectively.

1.4 Procedural issues

Council's Part C submission, which included proposed changes to the Explanatory Report; Clause 21.04 *Settlement*; and the Review in response to issues raised by the CFA, Transport for Victoria and Regional Road Victoria, was circulated to all parties to the Hearing on 2 August 2019 for comment. No responses were received. The Panel is comfortable that the changes proposed are minor clarifying changes, do not disadvantage any parties and can be incorporated in the Amendment without the need for further exhibition.

1.5 The Panel's approach

The Panel has assessed the Amendment against the principles of net community benefit and sustainable development, as set out in Clause 71.02-3 (Integrated decision making) of the Planning Scheme.

The Panel considered all written submissions made in response to the exhibition of the Amendment, observations from site visits, and submissions, evidence and other material presented to it during the Hearing. It has reviewed a large volume of material and has had to be selective in referring to the more relevant or determinative material in the Report. All submissions and materials have been considered by the Panel in reaching its conclusions, regardless of whether they are specifically mentioned in the Report.

As no submissions were received in relation to Dookie, Merrigum, Murchison, Tallygaroopna, Congupna, Katandra West, Undera or Old Toolamba, the Panel has not considered these framework plans in any detail. The Panel makes no comments in relation to the framework plans these towns except that they need to be made consistent with any broader terminology changes or changes to the legends as discussed in Chapter 6 of this report.

This Report deals with the issues under the following headings:

- Planning context
- Changes in response to agency submissions
- Tatura
- Toolamba
- Drafting issues.

2 Planning context

2.1 Planning policy framework

Victorian planning objectives

Council submitted that the Amendment is supported by various clauses in the Planning Policy Framework (PPF) and provided the useful summary shown in Table 1.

The Amendment will assist in implementing State policy objectives set out in section 4 of the Act by providing guidance for appropriate land use and development that addresses environmental, social and economic factors.

Table 1 Response to PPF State policy

Clause	Implementation
Clause 11.02-1S <i>Supply of urban land</i>	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 accommodate it.
Clause 11.02-2S <i>Structure planning</i>	The Amendment will provide clear direction on the appropriate location for future residential land use in the townships and identify land capable of accommodating higher residential densities in the Framework Plans.
Clause 12.01 <i>Biodiversity</i>	No land identified for future residential or rural residential development has been assessed as having high biodiversity or ecological value. As part of a future planning scheme amendment to rezone land for a sensitive use, all land will be subject to the preparation and consideration of specialist reports, including flora and fauna assessments. The Amendment will not be of detriment to any environmentally significant areas.
Clause 13.02 <i>Bushfire</i>	The Amendment supports the objectives and strategies of Clause 13.02 <i>Bushfire</i> . All future planning scheme amendments seeking to rezone land for a sensitive use will be subject to the preparation of bushfire risk assessments, where relevant, undertaken to the satisfaction of the CFA. The Bushfire Management Overlay (BMO) has been included on the revised Framework Plans to ensure this development constraint is noted.
Clause 13.03 <i>Floodplain Management</i>	The Amendment supports strategies to Clause 13.03 <i>Floodplain management</i> by ensuring that urban sprawl and urban densification are minimised on flood-affected land. Preparation of the Review recognises the municipality's flat nature in the identification of land for future residential or rural residential development. A stormwater management plan and drainage strategy will be required to be prepared to the satisfaction of the relevant floodplain manager before any future rezoning of land can occur.
Clause 16.01-2S <i>Location of Residential Development</i>	The Framework Plans specify the settlement boundary for the townships and a direction for future growth. The Review recommends updates to the Framework Plans to reflect current growth trends and to identify possible future residential growth on land adjacent to existing urban development.

Clause 18.01-1S <i>Integrated Transport</i>	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 transport requirements.
Clause 18.01-2S <i>Transport system</i>	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 network. This would need to be undertaken before any land is rezoned.

Clause 21 the Municipal Strategic Statement (MSS)

The Amendment supports the following clauses of the MSS as shown in Table 2:

Table 2 **Response to MSS**

Clause	Implementation
Clause 21.04 Settlement - provides strategic direction for residential growth in the municipality.	<p>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.</p> <p>In order to respond to the current levels of growth experienced 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.</p> <p>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 rural and residential development that will be the subject of future planning scheme amendments which will improve housing choice within the municipality.</p>
Clause 21.05 Environment –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.

2.2 Other relevant planning strategies and policies

(i) Hume Regional Growth Plan

The Hume Regional Growth Plan provides broad direction for land use and development across the region, as well as a more detailed planning framework for Shepparton as a

Regional City and a major growth location. Tatura is identified as a key sub-regional settlement.

Council submitted that Amendment is in accordance with the residential growth objectives of the Regional Growth Plan by supporting growth and development in existing urban settlements and fostering the sustainability of small rural settlements.

(ii) Greater Shepparton Housing Strategy

The *Greater Shepparton Housing Strategy* 2011 identifies land to meet the future residential growth of the municipality until 2031. The Strategy establishes a development framework in the Shepparton, Mooroopna and Kialla urban areas, as well as the townships within the municipality. Certain townships have experienced higher levels of growth than originally anticipated, resulting in a shortage of residential land, thus requiring the need for review.

The *Greater Shepparton Housing Strategy* 2011 supports the growth of Greater Shepparton in a consolidated and sustainable fashion. 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 revised Framework Plans within the Review, and implemented as part of this Amendment, supercede those included in the *Greater Shepparton Housing Strategy* 2011 for the townships.

Settlement boundaries provide guidance to the potential type, location and amount of residential land required. The framework 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.

Investigation Areas represent land that has potential to be rezoned to a higher density residential use due to the proximity to services and/or growth areas. The areas generally have significant issues or constraints such as environmental, flooding, infrastructure and/or land use conflicts. Prior to any rezoning / subdivision of land within the Investigation Area, relevant issues affecting the land will need to be resolved.

2.3 Planning scheme provisions

No changes to existing zones or overlays are proposed as part of the Amendment.

2.4 Ministerial Directions

The Amendment complies with the following relevant Ministerial Directions:

Ministerial Direction 1 Potentially Contaminated Land

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.

Ministerial Direction 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 that it seeks to produce. Council provided a strategic assessment in the Explanatory Report for the Amendment. The strategic justification for the Amendment was not challenged by any submitters.

Ministerial Direction 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 reviewing a planning scheme or preparing a planning scheme amendment 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 and during the exhibition of the Amendment. As part of any future planning scheme amendment seeking to rezone land identified on the Framework Plans, the EPA will be notified, and its feedback sought. Any environmental site assessment prepared by a suitably qualified consultant that seeks to rezone land to a sensitive land use will be subject to the satisfaction of the EPA.

Ministerial Direction: The Form and Content of Planning Schemes

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

2.5 Discussion and conclusion

The Panel concludes that the Amendment is supported by, and implements, the relevant sections of the PPF, and is consistent with the relevant Ministerial Directions and Practice Notes. The Amendment is well founded and strategically justified, and the Amendment should proceed subject to addressing the more specific issues raised in submissions as discussed in the following chapters.

3 Changes in response to agency submissions

3.1 Discussion

As discussed in section 1.3, Council submitted a Part C submission on 2 August 2019 proposing post-exhibition changes to the Explanatory Report, Clause 21.04 *Settlement* and the *Greater Shepparton Township Framework Plan Review 2018* (the Review) in response to issues raised by Regional Roads Victoria, Transport for Victoria and the CFA.

The changes to the Explanatory report are minor clarifying modifications.

The proposed post-panel changes to Clause 21.04 *Settlement* include the following changes to respond to the issues raised by the 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
- 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.

The Panel notes these changes and accepts that they improve the form of the Amendment documents and recommends the adoption of the changes as shown in Appendix B.

The Panel supports the changes proposed to the Review. In particular, the addition of the new section 12.2 *Township landscape hazard assessments* will provide important guidance for the next stages of planning for development of each town. As the Review itself is a reference document and technically does not form part of the planning scheme, changes are a matter for Council to consider before forwarding the Amendment to the Minister for his consideration. It will be important for the reference document to be consistent with the content of Clause 21.04.

3.2 Recommendation

The Panel recommends:

1. **Adopt the changes to Clause 21.04 *Settlement* as shown in Appendix B of this report, subject to further changes to Township Structure Plans identified in the Panel's recommendations.**
2. **Adopt the changes to the Explanatory Report as shown in Appendix B of this report.**

Further recommendation

Prior to forwarding the Amendment to the Minister for consideration, Council should consider the changes to the proposed reference document *Greater Shepparton Township Framework Plan Review 2018* as set out in Council's Part C submission to the Hearing.

4 Tatura

4.1 Background

Tatura is identified as a key sub-regional settlement in the Hume Regional Growth Plan.

Tatura Township is located approximately 20 kilometres 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.

The existing Framework Plan includes a moderately sized area to the north of the town identified for 'Urban Growth Area', and areas further north and west identified for 'Potential Low Density'. Areas on the western side of the township have been identified for 'Potential Rural Living'.

Large re-zonings 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. There are limited opportunities for infill development in the Town.

The Review identified that there has been a strong demand for General Residential Zone land in Tatura in recent years.

The *Draft Residential Land Supply and Demand Assessment*¹, July 2019 provided by Council estimates that there is sufficient zoned broadhectare residential land stocks to satisfy between 4 and 8 years of demand and sufficient unzoned broadhectare residential land stocks to satisfy over 25 years demand.

The report's author noted, however, that it considers *"the stock of 'available' broadacre land with clear short to medium term development intentions is largely depleted in Tatura. There are a number of broadhectare sites in Tatura with development capacity but located in a low demand/density area and with no clear development intention"*.

The author goes on to recommend that the stock of broadhectare land for Tatura should be increased in the short term.

The Review recommended the following changes to the Tatura Framework Plan:

- Change the designation of land rezoned already to reflect the new zones.
- identify three sites totalling 64 hectares in Dhurringile Road, Gowrie Park Road and Ferguson Road for 'Urban Growth Area'.
- Identify 42 hectares between Ferguson Road and Pyke Road be identified for 'Potential Low Density'.
- Add an arrow to denote the direction of 'Long Term Future Growth' towards land to the north east of Tatura, east of Dhurringile Road between Pyke Road and the Midland Highway.

These changes were adopted by Council in the proposed Amendment. See Figure 1.

¹ This report is unpublished and the Panel understands it is yet to be considered by Council. It nevertheless provides the most recent update of residential supply and demand for Shepparton.

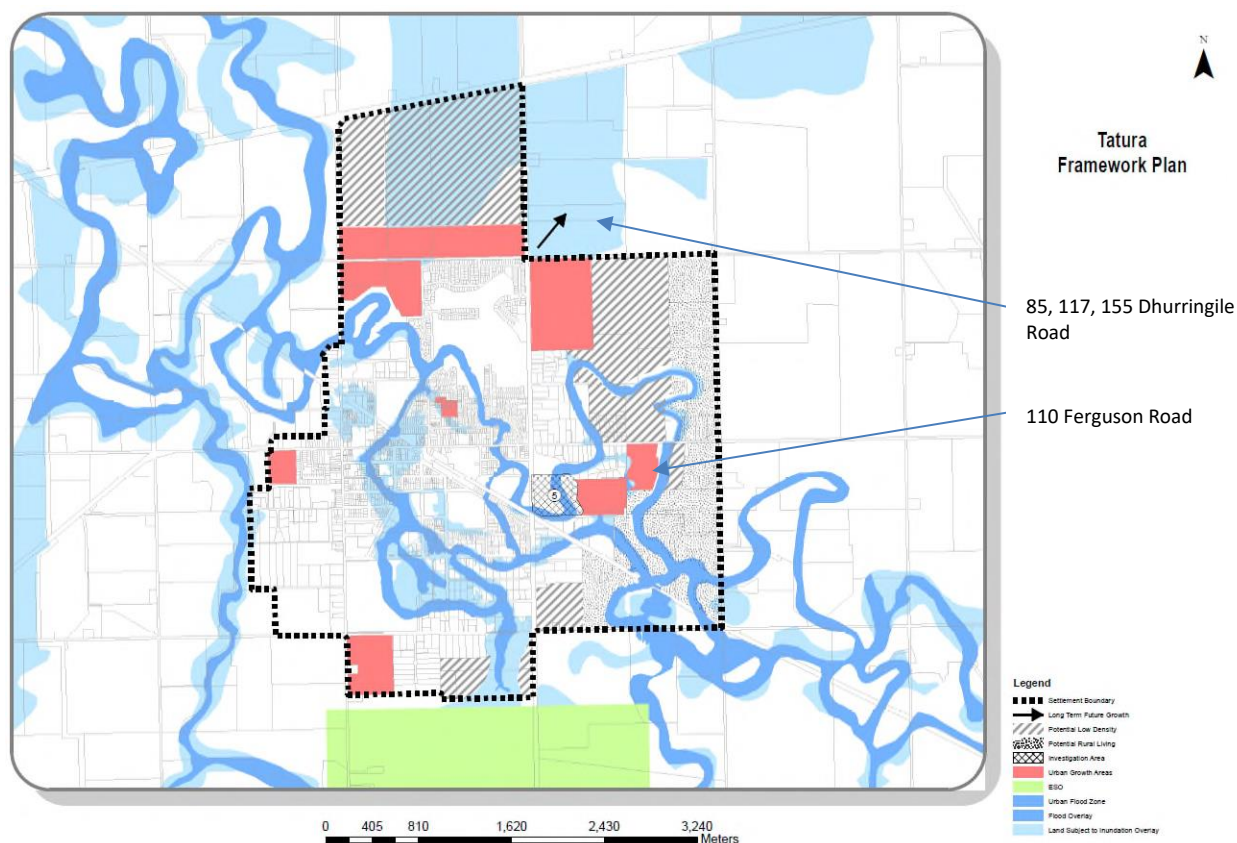
4.2 Proposed changes

The Amendment proposes the changes as shown in Table 3 and Figure 1.

Table 3 Tatura proposed changes to structure plan as exhibited

Address	Current designation	Proposed designation
95 Dhurringile Road, Tatura	Outside settlement boundary – no residential growth proposed	Outside settlement boundary with arrow denoting Future Long Term Growth
117 Dhurringile Road, Tatura	Outside settlement boundary – no residential growth proposed	Outside settlement boundary with arrow denoting Future Long Term Growth
155 Dhurringile Road, Tatura	Outside settlement boundary – no residential growth proposed	Outside settlement boundary with arrow denoting Future Long Term Growth
195 Dhurringile Road, Tatura	Potential Low Density	Urban Growth Area
28 Ferguson Road, Tatura	Potential Low Density	Urban Growth Area
85 Ferguson Road, Tatura	Potential Rural Living	Part Potential Low Density and part Potential Rural Living
110 Ferguson Road, Tatura	Potential Low Density	Part Urban Growth Area and part Potential Rural Living
895 Pyke Road, Tatura	Part Potential Rural Living and part Potential Low Density	Potential Low Density

Figure 1 Tatura proposed changes to framework plan as exhibited



4.3 The issues

Submissions were received in relation to the following land in Tatura:

110 Ferguson Road – Spiire on behalf of Kapari Pty Ltd

- A low density designation is sought over the whole of 110 Ferguson Road rather than just part.

85, 117 and 155 Dhurringile Road, Tatura - Chris Smith & Associates Pty Ltd on behalf of Greenfields Property Developers

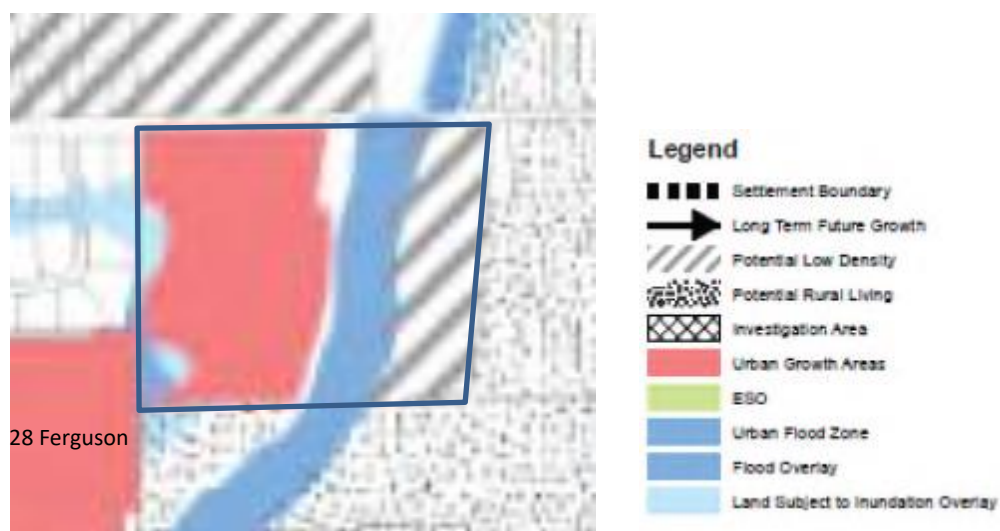
- Requests that three parcels of land be included within the Tatura Framework Plan Settlement Boundary and submit that they be designated as 'Urban Growth Area'.

4.4 110 Ferguson Road, Tatura (Submissions 3a and 3b)

(i) Evidence and submissions

Ms Macey of Spiire made a submission on behalf of Kapari Pty Ltd and Mr Ray Rokahr in relation to 110 Ferguson Road.

The site is identified in the Review as 'Urban Growth Area' in the western portion and 'Potential Low Density' in the eastern portion. See Figure 2.

Figure 2 Extract of Tatura Framework Plan showing 110 Ferguson Road

Ms Macey submitted that the entire site should be identified as 'Urban Growth Area' for the following reasons:

- There is high demand for standard density residential land in Tatura and a shortage of supply.
- Based on a detailed feasibility analysis undertaken by the developer, it is not economically viable to develop the land unless the entire site can be developed.
- Access to land at 28 Ferguson Road (newly designated as 'Urban Growth' in the revised Framework Plan) (to the bottom left in Figure 2) is dependent on access via 110 Ferguson Road, and development of 110 Ferguson Road would facilitate this.
- The land is readily developable with good access to services and being located on a main road. The owner is ready and willing to develop.
- The low-lying area through the middle of the site does not necessarily act as a logical boundary to higher density. The area can be fully integrated into a good urban design outcome for the site.

Ms Macey offered a strategic assessment² of the site in the context of the Review and against the relevant sections of the planning scheme. Her analysis concluded that development of the whole site for standard density residential is consistent with state and local policy and would support more compact and orderly growth of Tatura within the existing settlement boundary.

The Spiire submission noted the flood constraints through the centre of the site and submitted that this was not a barrier to development but rather an opportunity for an innovative urban design response.

Council submitted that it did not support amending the Tatura Framework Plan further without strategic justification. It submitted that the density of development should be guided by the findings of appropriate background reports including a drainage strategy.

² Detailed in the submission to the Panel Hearing

(ii) Discussion

The Panel is sympathetic to the arguments put forward by Spiire to designate the whole of this site as an 'Urban Growth Area'. The Panel believes that to do so would be entirely consistent with the desired strategic direction for Tatura. It would facilitate development close to town inside the settlement boundary and in the desired easterly direction.

The Panel notes Council's call for strategic justification, but the Panel is satisfied on that score for two reasons:

- Firstly, the Panel can see no strategic reason why the Flood Overlay was taken as the boundary of the 'Urban Growth Area' in the Review. There is no discussion in the Review about why this would be the case as opposed to the property boundary. The Panel concludes that the choice of boundary was somewhat arbitrary rather than strategic.
- Secondly, the submission provided by Spiire does provide a strategic analysis that provides support for the entire site to be included in the 'Urban Growth Area'. Ms Macey has analysed the proposition against all relevant sections of the state and local policy and fairly acknowledged the constraints of the site. Council did not provide any reasons why this strategic analysis was not valid.

The Panel is influenced by several other points:

- Development in smaller rural towns is often inherently hard to make 'stack up' financially. It is not helpful to restrict or prevent development on one half of a site in one ownership. Inclusion of the whole site in the 'Urban Growth Area' assists viability and encourages development in an area with an identified shortage of standard density residential land.
- Development on both sides of a low-lying flood area is not unusual, and in fact can provide opportunities for attractive development facing on to open space areas. If the eastern side were to be subdivided as a 'low density' area the opportunities to achieve this would be reduced.
- Development of the 110 Ferguson Road will provide the opportunity to construct an access road to 28 Ferguson Road, opening up approximately 10 hectares of land identified in the Review as suitable for urban growth. The Panel understands that reasonable access to 28 Ferguson Road is not possible via other means and hence the site is unlikely to be developed unless 110 Ferguson Road is developed.

(iii) Conclusions and recommendations

The Panel concludes that the Tatura Framework Plan should be amended to show all of the land at 110 Ferguson Road as 'Urban Growth Area'.

The Panel recommends:

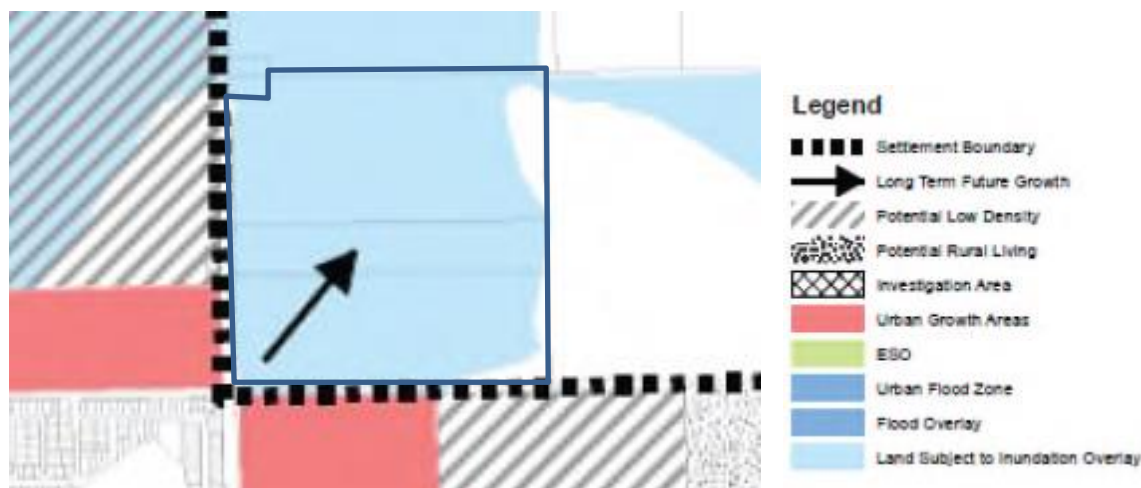
- 3. Amend the Tatura Framework Plan to show the entire area of 110 Ferguson Road, Tatura as 'Urban Growth Area'.**

4.5 85, 117 and 155 Dhurringile Road, Tatura (Submission 7)

(i) Evidence and submissions

Mr Steigenberger of Chris Smith and Associates made submissions on behalf of Greenfields Property Developers in relation to 95, 117 and 155 Dhurringile Road, Tatura. See Figure 3.

Figure 3 Extract of the Tatura Framework Plan showing 95, 117 and 155 Dhurringile Road, Tatura



The submission sought the inclusion of the land (70 hectares) within the settlement boundary with a designation for 'Future Growth'.

Mr Steigenberger submitted that the land had reduced value for farming due to fragmentation, changes in farming practices and modernisation of the irrigation network. He submitted that the land has many attributes that make it suitable for development and landowners who are willing to proceed. He submitted:

The site's physical attributes and location – in proximity to the existing township and other existing and planned residential development – make it a logical inclusion for Tatura's future expansion. This is evidenced by Council's support of our submission to recognise the land with an arrow that denotes future residential growth.

Mr Steigenberger noted that the Shepparton – Kyabram Pipeline crosses 117 Dhurringile Road. The pipeline is a 200mm diameter buried gas pipeline within an easement. The APA Group noted that development could occur on the land subject to no sensitive land uses being located within the measurement length of the gas pipeline and a number of other conditions.

Mr Steigenberger referred to local land sales advice he had received that indicated that demand for available residential lots in Tatura is high. He referred to a shortage of suitable standard sized lots, difficulties achieving infill development and the lack of willingness of some landowners to develop land that has been earmarked for broadhectare residential growth. The issues identified are consistent with those identified in the *Draft Residential Land Supply and Demand Assessment*, July 2019 mentioned in section 4.1 above. Mr Steigenberger agreed with the recommendation of Assessment that the stock of broadhectare land for Tatura should be increased in the short term.

He concluded that the *"Tatura Framework Plan must include expansion of the settlement boundary to include the land at 95, 117 & 155 Dhurringile Road so as to provide a continuous*

competitive residential supply for Tatura and to provide guidance and surety to land suitable for residential growth beyond immediate demand, which is a key objective of the Townships Review and the Amendment”.

Council submitted that it did not support the proposal to include the land inside settlement boundary and significant further strategic justification would be required to change the designation of the land. It submitted that there is sufficient unzoned land earmarked for residential development without this land being included.

Council noted that the exhibited Tatura Framework Plan includes an arrow directing “Long Term Future Growth” towards the subject land. This arrow was recommended to be included in the Tatura Framework Plan as a result of the submission received by the landowners in the preparation of the Review.

(ii) Discussion

The Panel agrees with Council that there is insufficient justification at this time to amend the settlement boundary to include this site. It seems likely that the land will be developed for residential use at some time in the future but there is insufficient information before the Panel to support shorter term development.

It may be that the work on the *Residential Land Supply and Demand Assessment* will flag a greater urgency for standard density residential land. If that is the case, this site should be considered along with others on the edge of the settlement boundary as candidates for inclusion inside the boundary. The Panel was not presented with sufficient information to advise on whether this site should have priority over any others.

In the meantime, the proposed designation for the site for ‘Long Term Future Growth’ is appropriate.

(iii) Conclusions

The Panel concludes that:

- The proposed designation for land at 95, 117 and 155 Dhurringile Road, Tatura of ‘Long Term Future Growth’ in the Tatura Framework Plan is appropriate.
- The site should be considered, along with others, as a candidate for development in the shorter-term if it is warranted based on the work of the Residential Land Supply and Demand Assessment currently being prepared.

5 Toolamba

5.1 Background

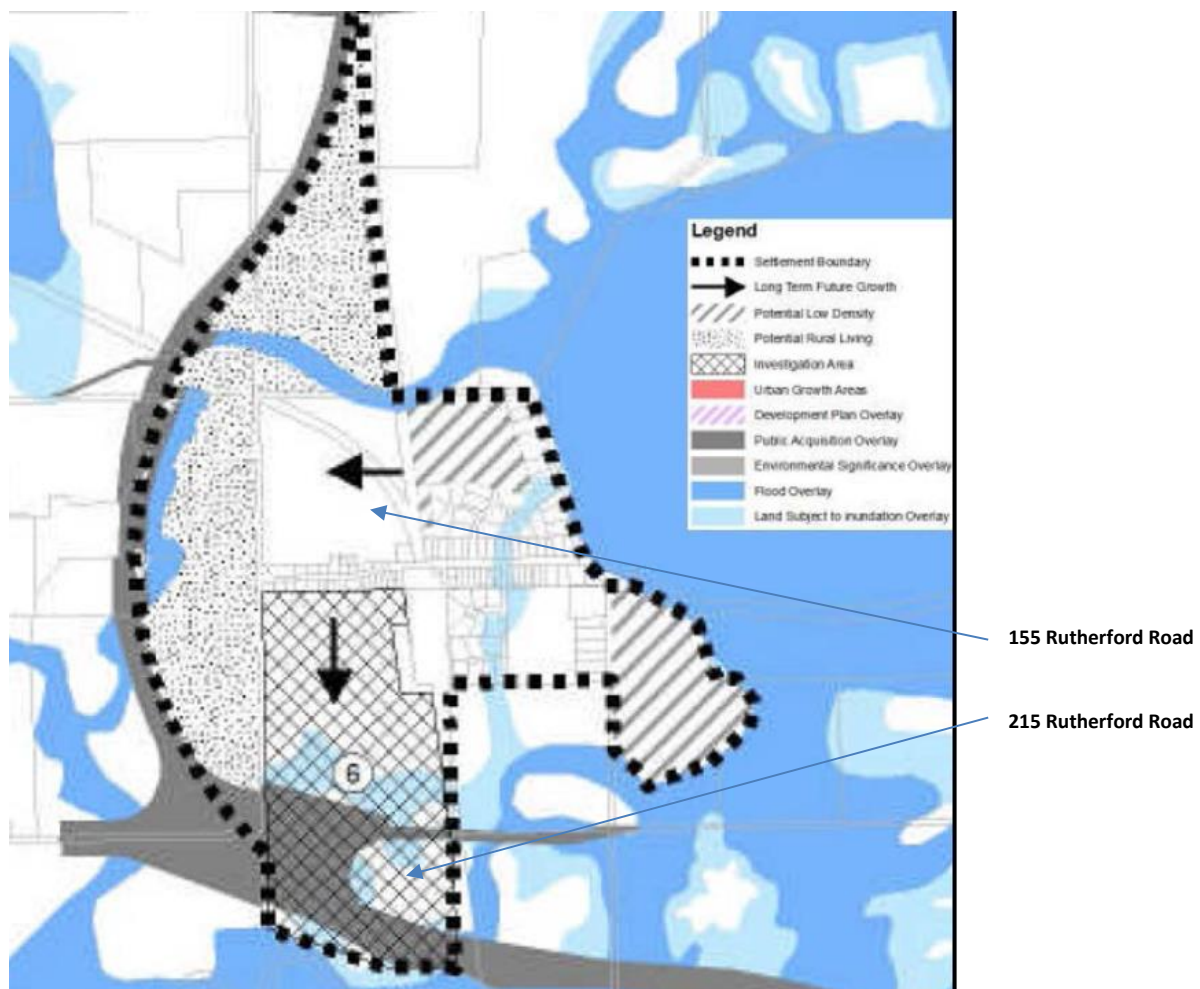
Context

Toolamba township is located approximately 20 kilometres southwest 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.

Council noted in its Part A Submission that Toolamba was identified as an area of future growth in the *Greater Shepparton Housing Strategy 2011*. The projected construction of an interchange for the Goulburn Valley Highway Shepparton Bypass at Bridge Road, Toolamba adds to the importance of ensuring that growth in the Toolamba Township is appropriate and sustainable, to protect the unique identities of the townships and the rural lifestyle they offer. Toolamba is only small town in the municipality which will have a dedicated freeway interchange as part of the proposed Goulburn Valley Highway Bypass.

Figure 4 shows the existing Toolamba Framework Plan.

Figure 4 Existing Toolamba Framework Plan



Investigation Area 6 was identified in 2011 as an area of potential future residential growth in the *Greater Shepparton Housing Strategy* 2011. The area is located to the southwest of the existing Toolamba Township (215 Rutherford Road, Toolamba) and is the subject of Submission 4 to the Amendment.

Amendment C168 to the Planning Scheme was prepared in late 2018 and Council resolved to:

- note the completion of the investigation for Investigation Area 6 in Toolamba; and
- prepare and exhibit a Planning Scheme Amendment (Amendment C168) to rezone land within Investigation Area 6 to the Urban Growth Zone.

Council advised that is currently preparing a Toolamba Townships Growth Plan and plans to exhibit an amendment to implement the Growth Plan concurrently with Amendment C168 in 2020. Following that process, Council intends to implement a revised framework plan for Toolamba/Old Toolamba via a separate amendment.

Panel direction

Council officers sought direction from the Panel regarding whether it is appropriate to remove Toolamba Framework Plan from Amendment C212 as a post-exhibition change.

Council officers submitted that amending the Toolamba and Old Toolamba Framework Plan (through Amendment C212) may be premature pending the finalisation of the Toolamba Townships Growth Plan.

The Panel determined that it would hear submissions and make recommendations in relation to the Toolamba Framework Plan for the following reasons:

- The Amendment was exhibited proposing changes to the Toolamba Framework Plan.
- The Amendment invited submissions in relation to Toolamba, and submissions were made in good faith.
- Work on the Toolamba Growth Plan is not sufficiently advanced to be a ‘seriously entertained’ proposal.
- There are no guarantees as to the timeframe of any future amendment/s on the Toolamba Growth Plan.
- There is no resolution of Council or direction of DELWP to remove the Toolamba Framework Plan from the Amendment.

The current Amendment process provides an opportunity for the issues raised in submissions to be aired and the Panel’s advice on those matters can be considered in future work on the Growth Plan. It is not clear to the Panel whether the Growth Plan will consider the same broad strategic issues as the Framework Plan does. In the Panel’s mind, a framework plan is a higher-level strategic document than a growth plan for a single locality. The opportunity for submitters to raise their issues in the broader context of a Framework Plan should not be lost.

In short, the Panel determined that changes to the Toolamba Framework Plan as part of this Amendment should proceed in the short term and will likely add value to future work. In any case, if any further changes to the Framework Plan arise out of the Growth Plan or

Amendment C168, changes to the Toolamba Framework Plan can be implemented as part of the Toolamba Townships Growth Plan amendment.

Reticulated sewerage

Council advised that reticulated sewerage is currently not available in the Toolamba Township and all existing development utilises septic tank type on-site effluent disposal. An agreement has been prepared (under Section 173 of the Act) stating Herdstown Pty Ltd's intention to provide reticulated sewer to the Toolamba PSP area (Investigation Area 6) via a rising main to the Tatura treatment plant. The implementation of reticulated sewer to the Toolamba PSP provides opportunities for existing landowners in Toolamba to connect to this piece of infrastructure.

Clause 21.04 states that *"In the absence of sewer, all future residential development in Toolamba will be subject to a Land Capability Assessment."*

Review findings

The Review noted that there is no opportunity for infill development due to the existing small lot sizes and lack of reticulated sewerage.

The Review made the following recommendations in relation to the Toolamba Framework Plan:

- 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 (PAO) 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.

5.2 Proposed changes

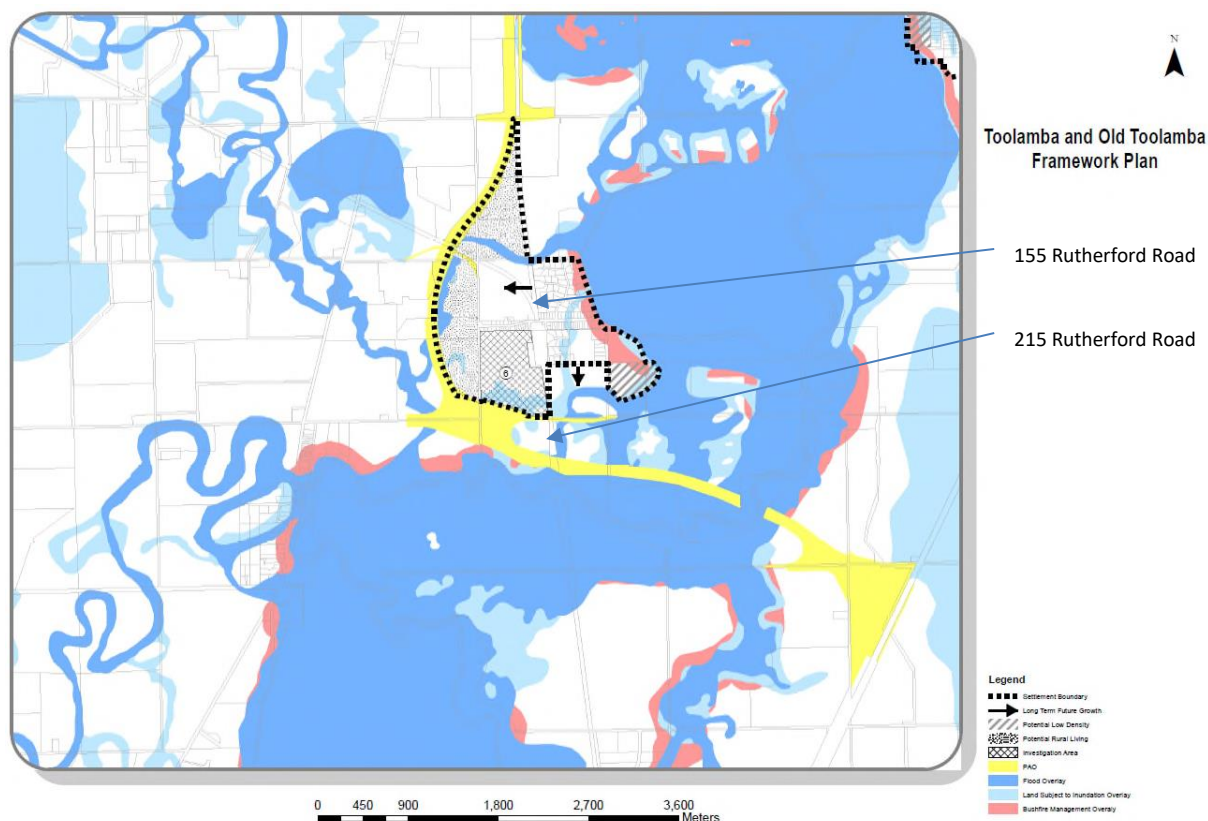
The Amendment proposes the changes as shown in Table 4 and Figure 5.

Table 4 Toolamba proposed changes to structure plan as exhibited

Address	Current designation	Proposed designation
85 Bridge Road, Toolamba	Outside settlement boundary – no residential growth proposed	Outside settlement boundary with arrow denoting 'Future Long Term Growth'
91 Bridge Road, Toolamba	Outside settlement boundary – no residential growth proposed	Outside settlement boundary with arrow denoting 'Future

		Long Term Growth'
Part of 335 Rutherford Road, Toolamba	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 PAO – part PAO and part no residential growth proposed

Figure 5 Toolamba proposed changes to framework plan as exhibited



5.3 The issues

Submissions were received in relation to the following land in Tatura:

155 Rutherford Road, Toolamba - Spiire Australia Pty Ltd on behalf of Rod Luscombe and others

- Submits that the designation of land at 155 Rutherford Road, Toolamba be amended from 'Long Term Future Growth' to 'Potential Low Density' in the Toolamba Township Framework Plan.

215 Rutherford Road, Toolamba – Chris Smith and Associates Pty Ltd on behalf of Herdstown Pty Ltd and Stuart Rea

- Requests the Toolamba Township Settlement Boundary be further adjusted to retain land at 215 Rutherford Road, Toolamba that is currently within the settlement boundary (Investigation Area 6) that is not affected by the PAO for the Goulburn Valley Highway – Shepparton Bypass.

5.4 155 Rutherford Road, Toolamba (Submission 8)

(i) Evidence and submissions

Ms Macey of Spiire made submissions on behalf of Mr Rod Luscombe in relation to 155 Rutherford Road, Toolamba.

The land is shown in the exhibited Framework Plan as 'Long Term Future Growth' and the submission seeks to change this to 'Potential Low Density' for the following reasons:

- The site is within the settlement boundary.
- The site is suitable for low density residential development in the short term.
- There is clear demand for low density residential lots in Toolamba, evidenced by the rapid take up of recent subdivisions.
- Low density lots will provide diversity in lot sizes, particularly considering that Investigation Area 6 will be mainly standard density residential.
- The site is well located in close proximity to local services.
- Land capability, ecological and contamination assessments have been undertaken and there are no impediments to residential development.
- Services with the exception of reticulated sewerage is available with in close proximity.

Ms Macey noted that the land is constrained by the fact that the Melbourne - Shepparton railway line runs along the eastern boundary of the site. She provided an assessment of the proposal against relevant state and local policy, concluding that the Framework Plan should be amended to show the site as 'Potential Low Density'.

Council received a rezoning enquiry for the land in March 2019. The enquiry sought to rezone the land from the Farming Zone – Schedule 1 to the Low Density Residential Zone (LDRZ).

Council submitted that the Toolamba Township Framework Plan should not be altered until the Toolamba Townships Growth Plan is prepared and implemented into the Greater Shepparton Planning Scheme via a planning scheme amendment. It submitted that any alteration to the Toolamba Township settlement boundary is premature at this stage and rezoning requests can be considered following the preparation and inclusion of the Growth Plan in the Planning Scheme.

(ii) Discussion

The Panel accepts that the submitter has done a considerable amount of work on assessing the suitability of the site and assessing the market for low density development. The site appears well located and well suited for residential development of some form.

The Panel agrees with Council that any change to the designation of the site from the current 'Long Term Future Growth' is premature until the Toolamba Growth Plan has been prepared. For this site the work on the Growth Plan will be directly relevant to the most appropriate form of development on the site. Issues that should be examined include:

- The preferred timing of development of the site in relation to other areas of Toolamba.

- Whether the site should be connected to the reticulated sewerage system. (This would be possible with the connection proposed to Investigation Area 6.)
- What is an appropriate residential density for the site?

It may well be that the Low Density Residential Zone is an appropriate outcome for the site but the connection of reticulated sewerage to Investigation Area 6 provides an opportunity to connect sewerage to all or part of the site at 155 Rutherford Road, reduce all or some lot sizes from 0.4 hectares to 0.2 hectares (increasing the lot yield) whilst still preserving the low density character.

The Panel questioned whether the use of an arrow on the site indicating 'Long Term Future Growth' is the best way to flag future intentions for the site. Council acknowledged that it may not be appropriate to show arrows inside the settlement boundary in this case and suggested a shaded area showing 'Potential low density' may be more appropriate for this site. The Panel agrees that the use of an arrow is not clear, and that shading of the area that it applies to would be more appropriate. This, however, is a change that should be made after the Growth Plan is prepared and the preferred future density (and timing) of the site is confirmed. In the meantime, the arrow designating 'Long Term Future Growth' should remain.

(iii) Conclusion

The Panel concludes that the designation of 155 Rutherford Road, Toolamba in the Toolamba Framework Plan should remain as 'Long Term Future Growth', as exhibited.

(iv) Recommendation

The Panel makes the following recommendation for further work:

Work on the Toolamba Growth Plan should examine the following issues in relation to 155 Rutherford Road:

- **The most appropriate residential zone and density for the site.**
- **The most appropriate timing of any development on the site.**
- **Whether it is feasible and desirable to connect reticulated sewerage to the site.**

Subsequent changes may be required to the Toolamba Structure Plan as result of the recommendations of the Toolamba Growth Plan. Any changes should be implemented as part of the any amendment to introduce the findings of the Toolamba Growth Plan into the planning scheme.

5.5 215 Rutherford Road, Toolamba (Submission 4)

(i) Introduction

The existing Toolamba Framework Plan includes all of Investigation Area 6 (215 Rutherford Road) inside the settlement boundary (See Figure 4). The Amendment changes the settlement boundary as shown in Figure 6 to exclude the southern portion (approximately 9.5 hectares) of 215 Rutherford Road i.e. the portion south of Bridge Road.



Figure 7 **Toolamba PSP version 2 September 2018**



(ii) Submissions

Mr Steigenberger of Chris Smith and Associates made submissions on behalf of Mr Stuart Rea and Herdstown Pty Ltd in relation to 215 Rutherford Road, Toolamba.

The submission sought to have the southern portion of the land retained inside the settlement boundary for the following reasons:

- To remove the land is inconsistent with the findings of the Review which recommended *“adjustment of the settlement boundary to align with the Public Acquisition Overlay for the Goulburn Valley Highway – Shepparton Bypass in the south”*. The Amendment puts the settlement boundary on Rutherford Road – Bridge Road not the Goulburn Valley Highway PAO.
- The southern portion of the land is bounded to the east by the railway line and to the south and west by the future Goulburn Valley Highway alignment. No access to the site is possible except via Bridge Road. If the land were to remain in the Farming Zone it would be completely cut off from the balance of Mr Rea’s farm, rendering it effectively unusable as farming land.

Council submitted that its broader position is not to alter the Toolamba Township Framework Plan until the Toolamba Townships Growth Plan is prepared and implemented into the Greater Shepparton Planning Scheme via a planning scheme amendment.

In closing submissions, Council said that it would not object to the southern portion of 215 Rutherford Road being retained inside the settlement boundary at this time. Council acknowledged that area would be isolated if it was to remain in the Farming Zone and that this is not a good outcome. Council suggested the area may have potential as rural living or other low density residential use.

(iii) Discussion

The Panel agrees with the submission that the southern portion of 215 Rutherford Road should remain inside the settlement boundary. The Review recommended that the boundary coincide with the Goulburn Valley Highway PAO boundary and the Panel agrees that this is a more logical boundary.

Further work will be required to determine an appropriate use for the southern portion of the land, but the Panel agrees that rural living or large lot low density residential could be appropriate. Access from Bridge Road is possible, and the site otherwise seems suitable for some form of development. The Panel agrees that it would not be a good outcome for it to remain in the Farming Zone in the long term due to its isolation and small size. The issue of an appropriate use for this land could be further examined in work on the Toolamba Growth Plan.

(iv) Conclusions and recommendations

The Panel concludes that the Framework Plan as exhibited should be amended to align with the Goulburn Valley Highway PAO boundary.

The Panel recommends:

- 4. Amend the Toolamba Framework Plan to show the southern boundary of the settlement boundary at 215 Rutherford Road to align with the boundary of the Goulburn Valley Highway Public Acquisition Overlay rather than Bridge Road.**

The Panel makes the following recommendations for further work:

Work on the Toolamba Growth Plan should examine appropriate future land use for the southern portion of 215 Rutherford Road south of Bridge Road and north of the Goulburn Valley Highway Public Acquisition Overlay.

Subsequent changes may be required to the Toolamba Structure Plan as result of the recommendations of the Toolamba Growth Plan. Any changes should be implemented as part of the any amendment to introduce the findings of the Toolamba Growth Plan into the planning scheme.

5.6 Other issues

The Panel questioned why an arrow pointing south of the settlement boundary (South of Toolamba Primary School) had been added. Council responded that it was in response to submissions made during consultation on the draft Framework Plan. No submissions were made to the Panel on this point and the Panel sees no problem with this addition.

6 Drafting issues

(i) Discussion

There are several minor drafting issues that came up during the Panel process or have been identified by the Panel that the Panel wishes to comment on.

The Panel supports the following changes to Township Framework Plans that have been made in the revised Plans as exhibited:

- Identify and remove the designation of land already zoned. The purpose of the Framework Plans is to identify future development intent.
- Remove redundant text from legends e.g. Congupna has no land identified for 'Long Term Future Growth' or Urban Growth Areas but had those designations in the legend.

The Panel raised concerns with Council at the Hearing about the use of the designation 'Urban Growth Area' in small towns. 'Urban Growth Area' could, in the Panel's view, imply the intended use of the Urban Growth Zone. The Panel suggests 'Standard density residential' is more appropriate. The Panel notes that on the Kialla and Shepparton South Framework Plan, for example, the areas for Urban Growth Zone and Urban Growth Areas are designated. In those locations, the designation may be appropriate as an Urban Growth Zone may be applied (along with a precinct structure plan) as an interim zone to facilitate development. That is not likely to be the case in smaller towns. The Panel does not think that the use of the Urban Growth Zone is appropriate for smaller regional towns. The Panel does not believe Council intended that to be the case. To avoid any potential confusion, the Panel suggests that 'Standard residential density' or 'Conventional residential density' or 'General residential area' are better terms to use and better reflect the likely future zoning. This is also better aligned with other designations used for 'Potential Low Density' and 'Potential Rural Living' which seem to align with likely future zones.

The use of pink to designate the Bushfire Management Overlay on the Murchison and Toolamba Framework Plans is confusing because it is a very similar colour to that used to designate 'Future Growth Area' on other framework plans. The Panel suggests using a different colour.

The Panel notes that further changes will be required to Clause 21.04 in the future, for example as Investigation Areas are completed or land is rezoned.

(ii) Recommendations

5. **Change the designation of 'Urban Growth Area' on the Framework Plans for the Dookie, Merrigum, Tatura (including 110 Ferguson Road) and Toolamba to 'Standard Density Residential' or similar.**
6. **Change the colour used to designate the Bushfire Management Overlay areas on the Murchison and Toolamba Framework Plans to avoid confusion with the legend colours on other framework plans.**

Appendix A Submitters to the Amendment

No.	Submitter
1	Powercor
2	Goulburn Broken Catchment Management Authority
3a	Spiire for Kapari Pty Ltd
3b	Spiire for Kapari Pty Ltd
4	Chris Smith & Associates for Stuart Rea and Herdstown Pty Ltd
5	Environment Protection Authority Victoria
6	Department of Environment, Land, Water and Planning
7	Chris Smith & Associates for Greenfields Property Developers
8	Spiire for Rod Luscombe and others
9	Regional Roads Victoria
10	RE and VL Rokahr
11	Transport for Victoria
12	Country Fire Authority
13	APA Group
14	Goulburn Murray Water

Appendix B Post-exhibition changes to the Explanatory Report and Clause 21.04

The attached track changes versions of the Explanatory Report and Clause 21.04 are as tabled by Council in its Part C submission.

The Panel endorsed these changes subject to the changes to Township Framework Plans set out in the Panel recommendations.

Planning and Environment Act 1987

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.

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

155 Dhurringile Road, Tatura	Outside settlement boundary – no residential growth proposed	Outside settlement boundary with arrow denoting Future Long Term Growth
195 Dhurringile Road, Tatura	Potential Low Density	Urban Growth Area
28 Ferguson Road, Tatura	Potential Low Density	Urban Growth Area
85 Ferguson Road, Tatura	Potential Rural Living	Part Potential Low Density and part Potential Rural Living
110 Ferguson Road, Tatura	Potential Low Density	Part Urban Growth Area and part Potential Rural Living
895 Pyke Road, Tatura	Part Potential Rural Living and part Potential Low Density	Potential Low Density
Toolamba & Old Toolamba		
85 Bridge Road, Toolamba	Outside settlement boundary – no residential growth proposed	Outside settlement boundary with arrow denoting 'Future Long Term Growth'
91 Bridge Road, Toolamba	Outside settlement boundary – no residential growth proposed	Outside settlement boundary with arrow denoting 'Future Long Term Growth'
Part of 335 Rutherford Road, Toolamba	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
Undera		
1915 Echuca Road, Undera	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 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; 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.

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
- 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**

GREATER SHEPPARTON PLANNING SCHEME

21.04

07/06/2018

C497Proposed C212**SETTLEMENT****21.04-1**

15/03/2018

C199Proposed 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

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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

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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 Doyleys 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.

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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 2011](#) 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.

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- 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.

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- 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.

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- 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.

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- 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.

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- 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.

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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.

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- 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 Design10/12/2015
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.

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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.

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- 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.

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21.04-5 Community Life07/06/2018
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.

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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 Uses07/06/2018
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.

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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.

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- 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.

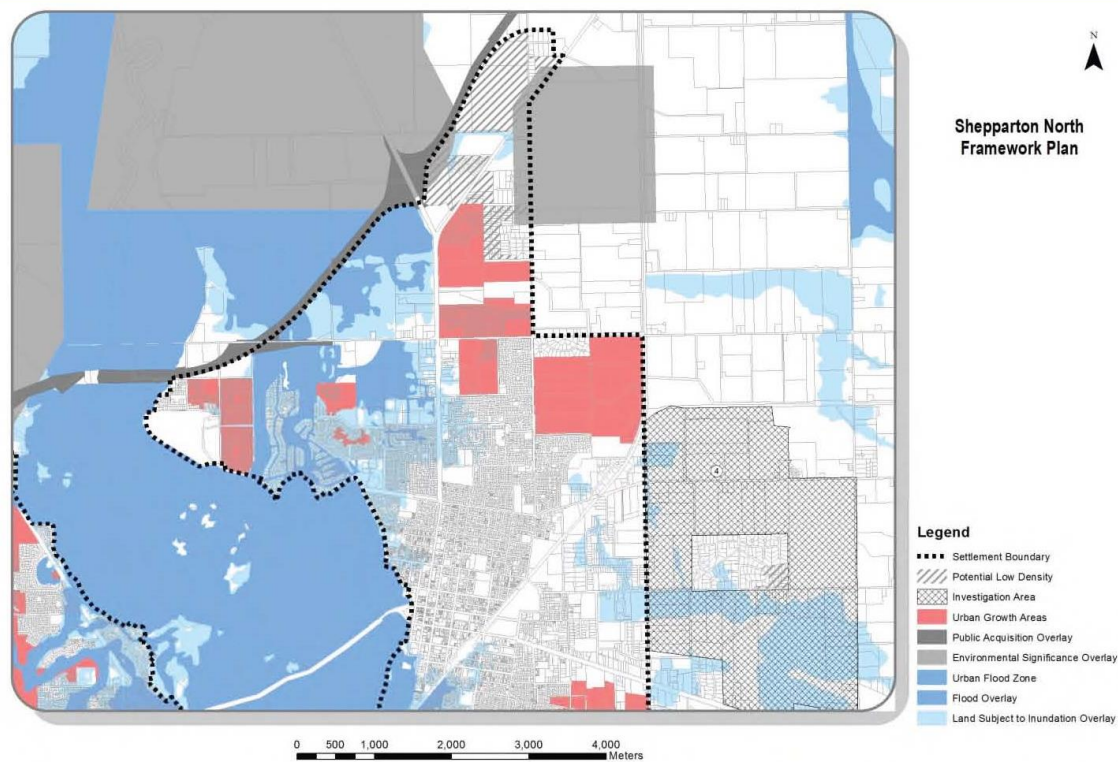
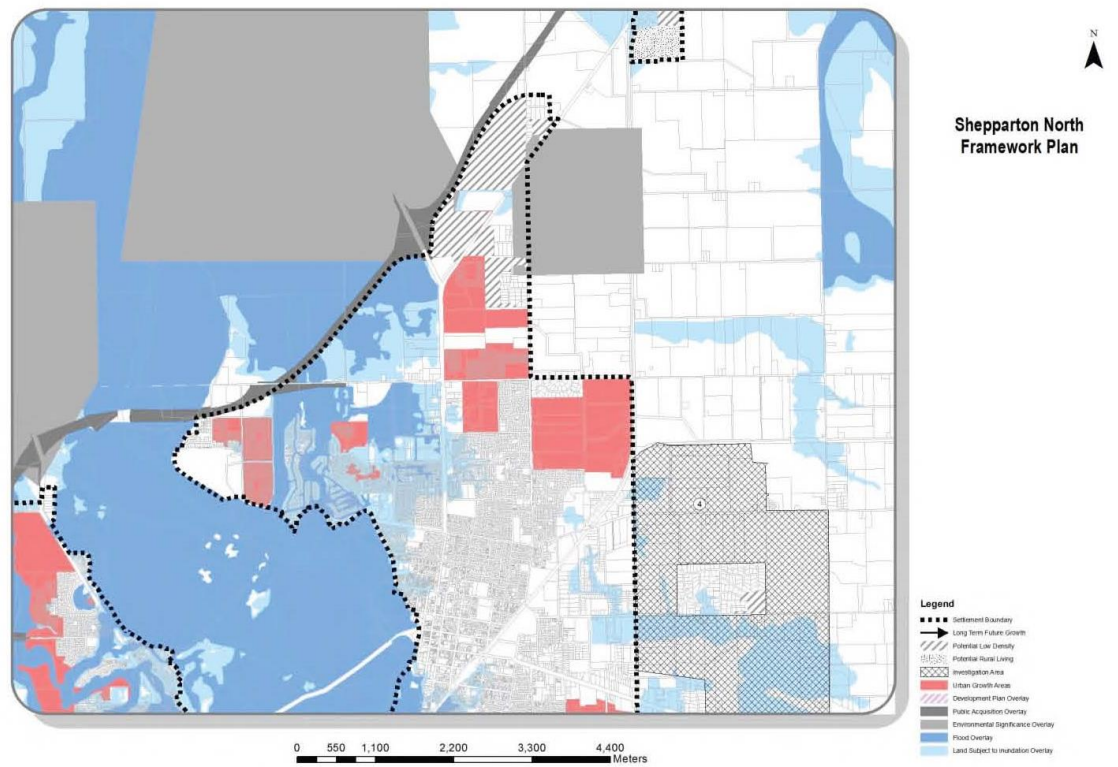
21.04-717/08/2017
C195**Strategic Work Program****Undertaking further strategic work - Settlement**

- 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.

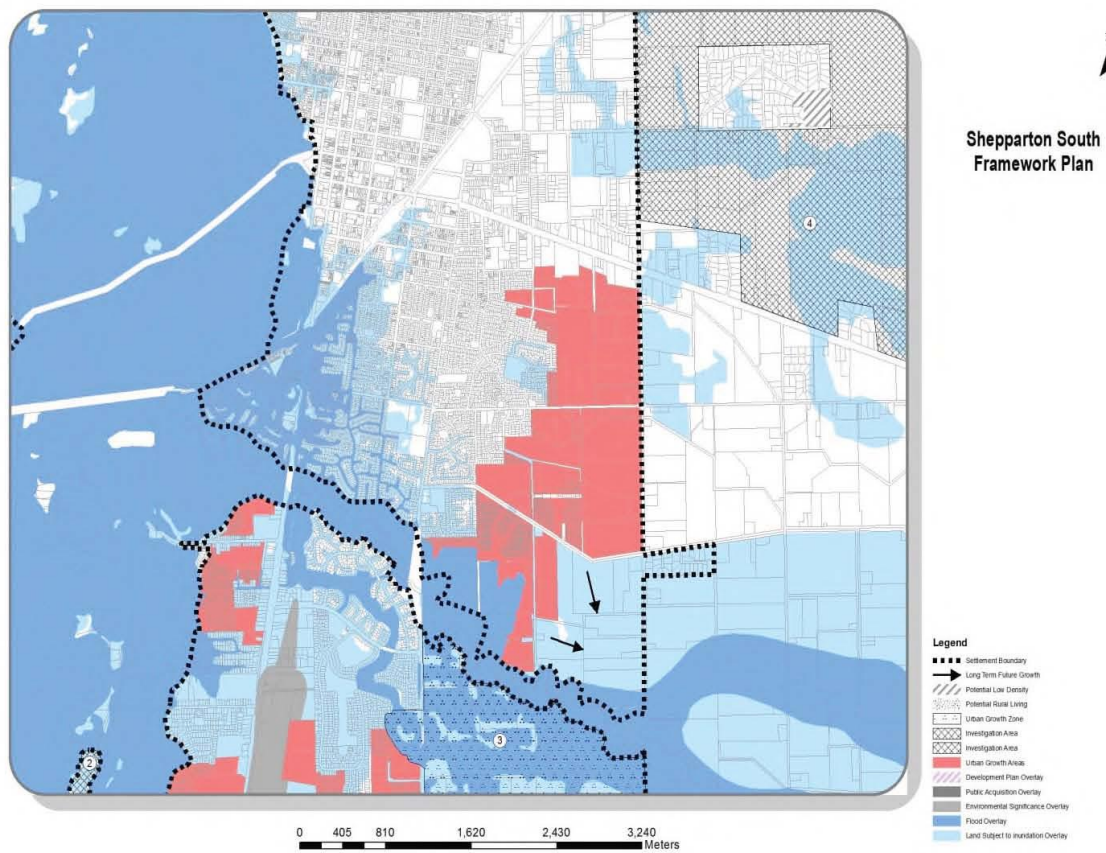
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- Review the Shepparton Urban Design Framework to prepare urban design guidelines and directions for other areas that are not included in the “Urban Design Framework – Shepparton North and South Business Areas”.
- Prepare design guidelines for residential 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.

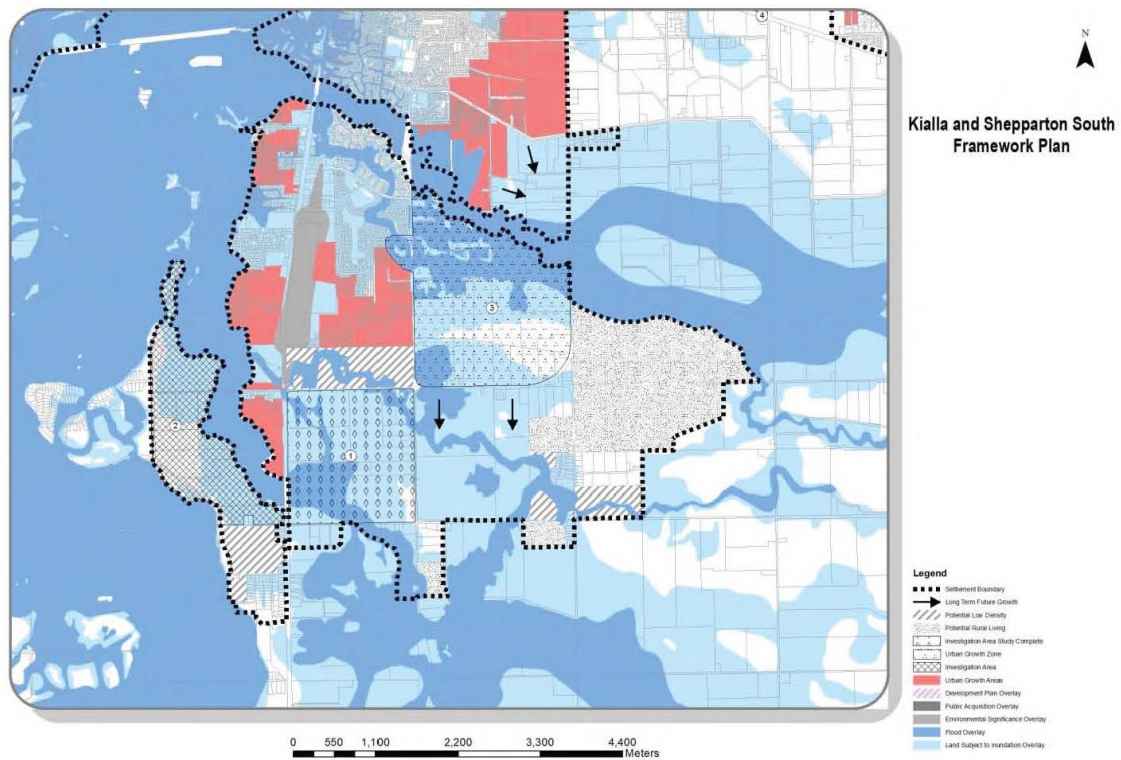
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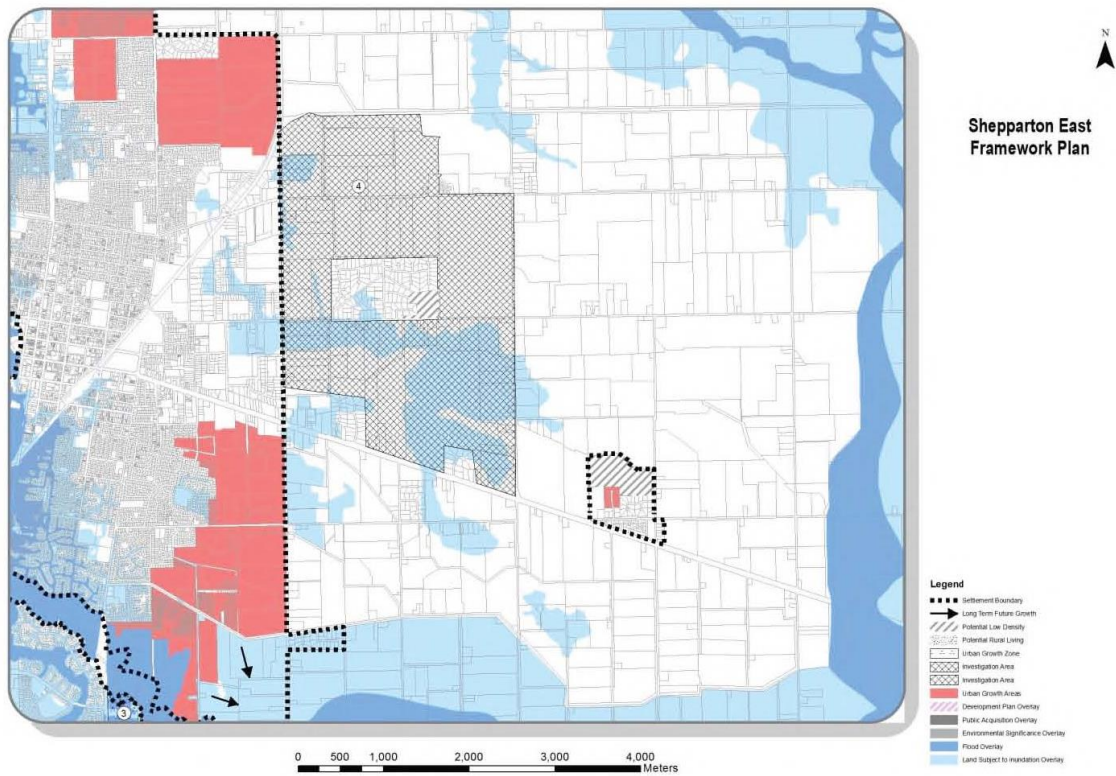
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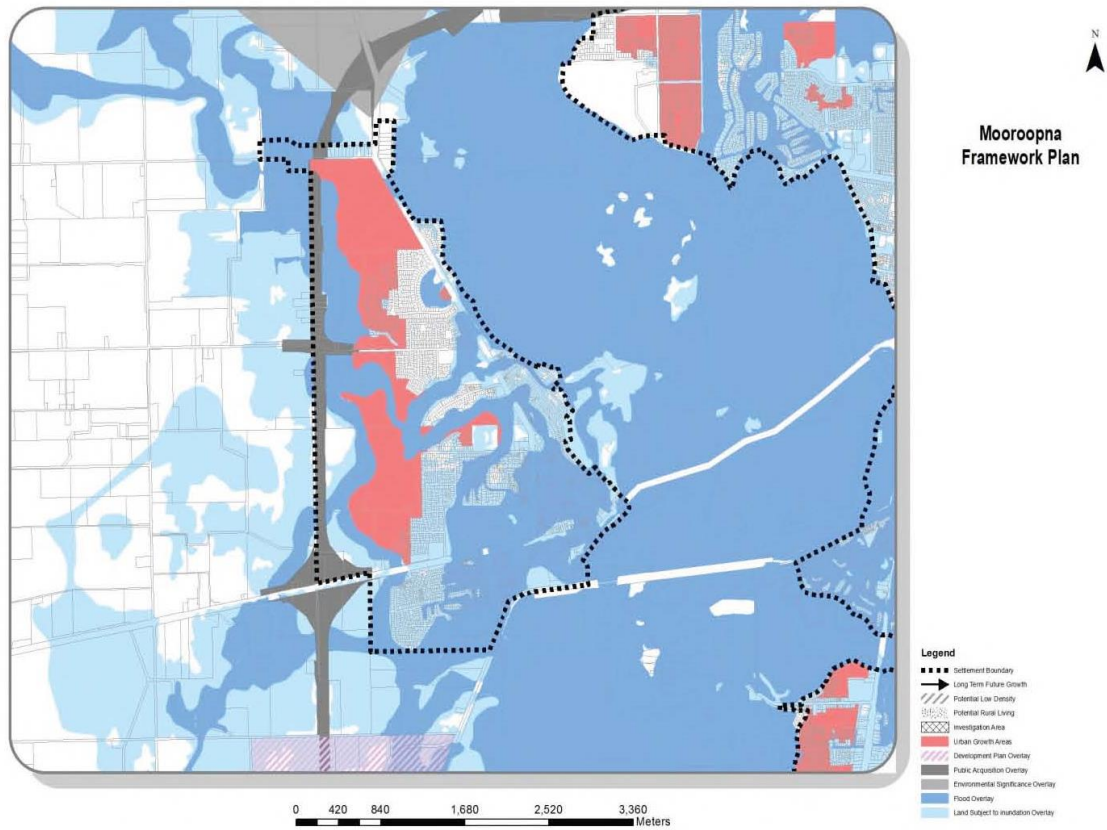
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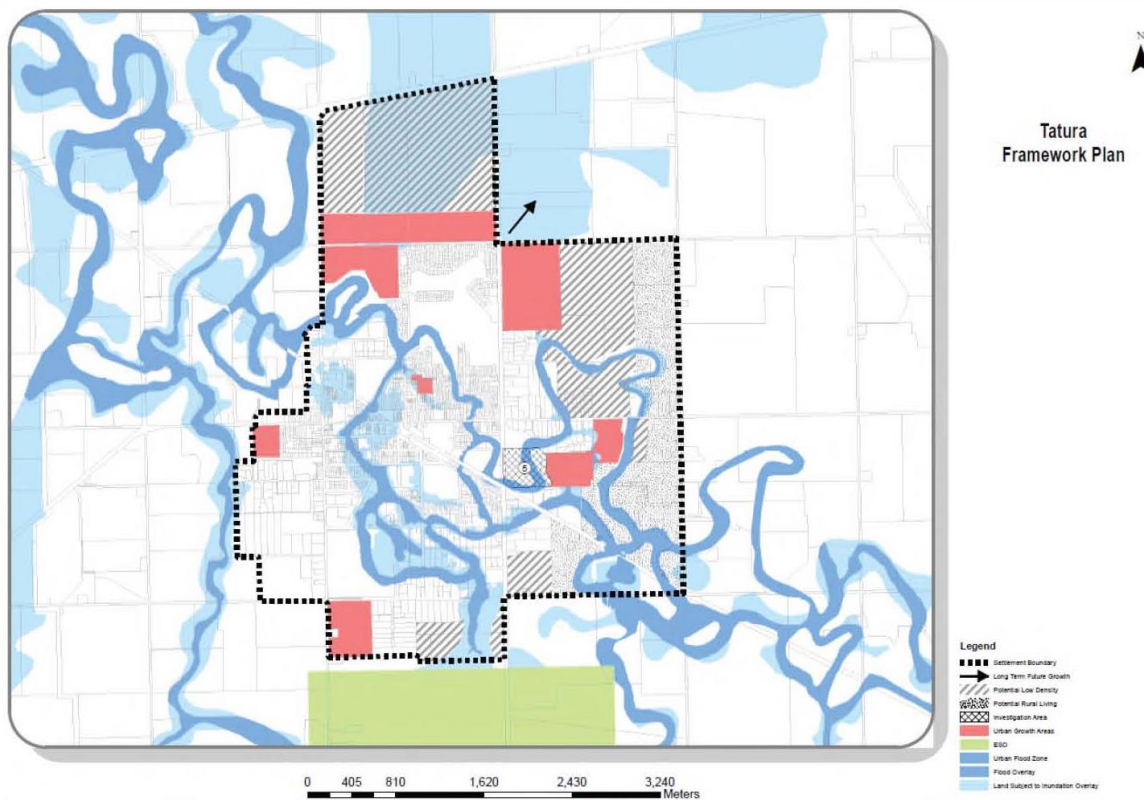
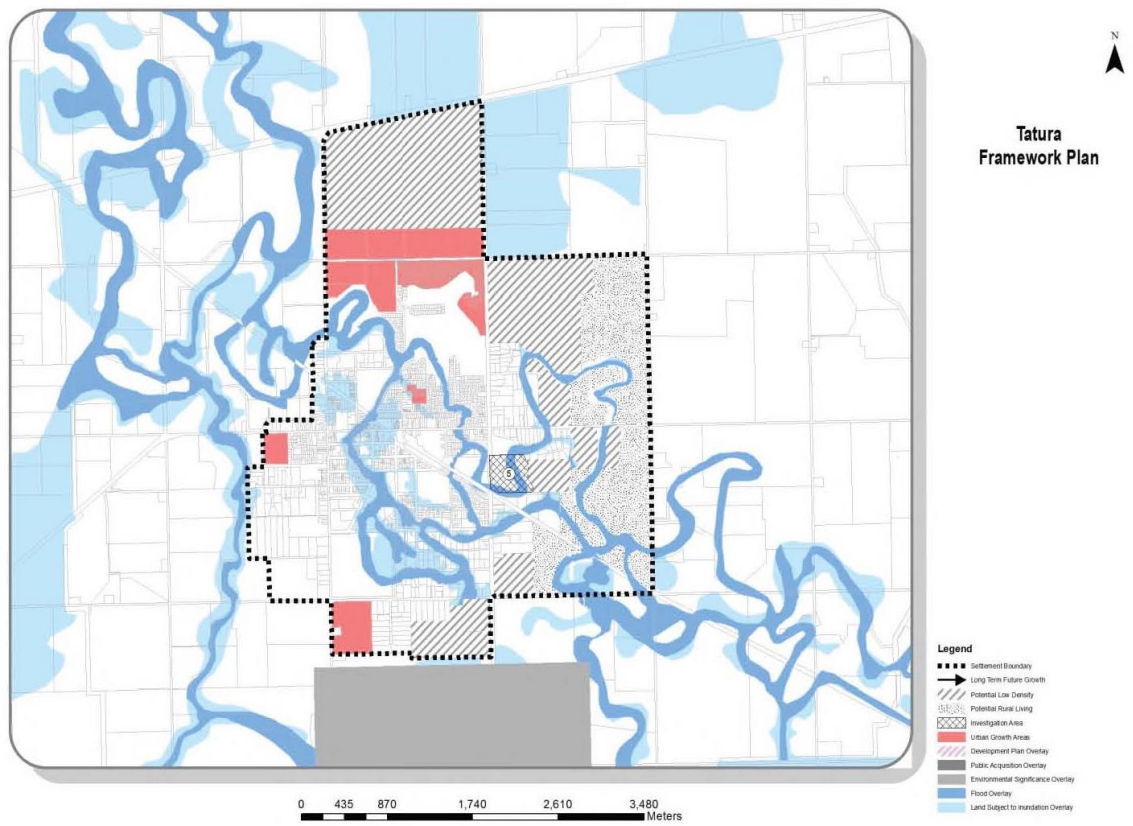
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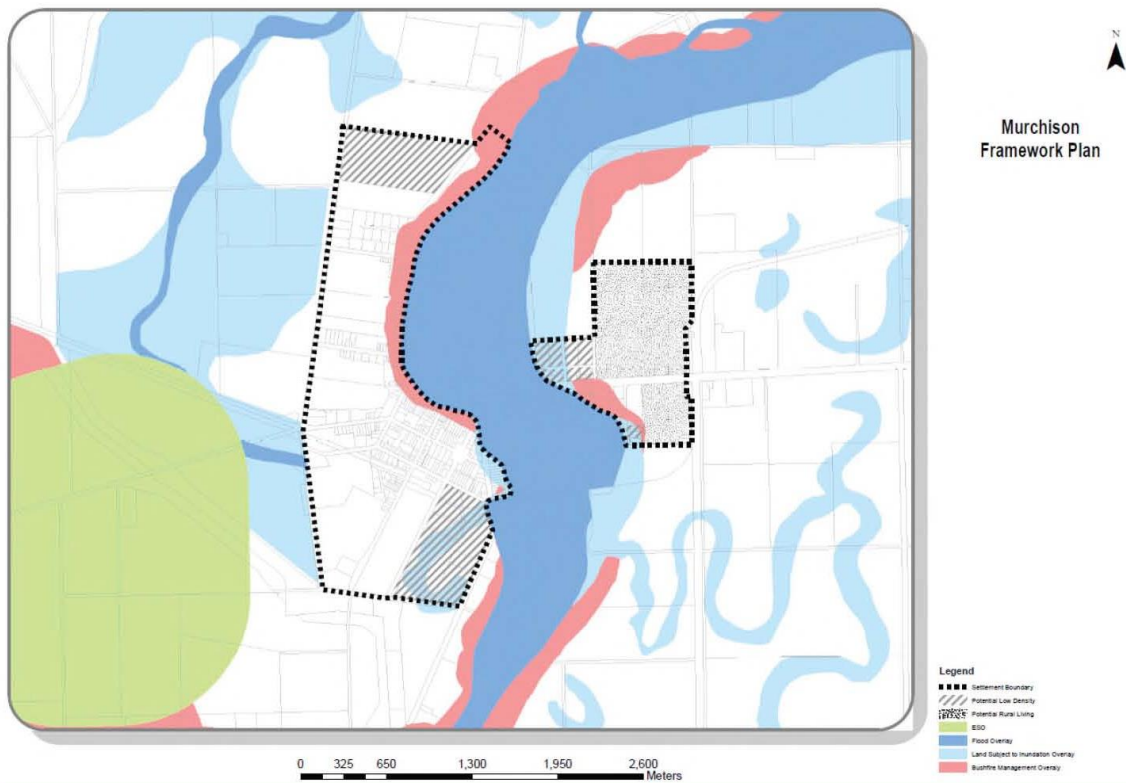
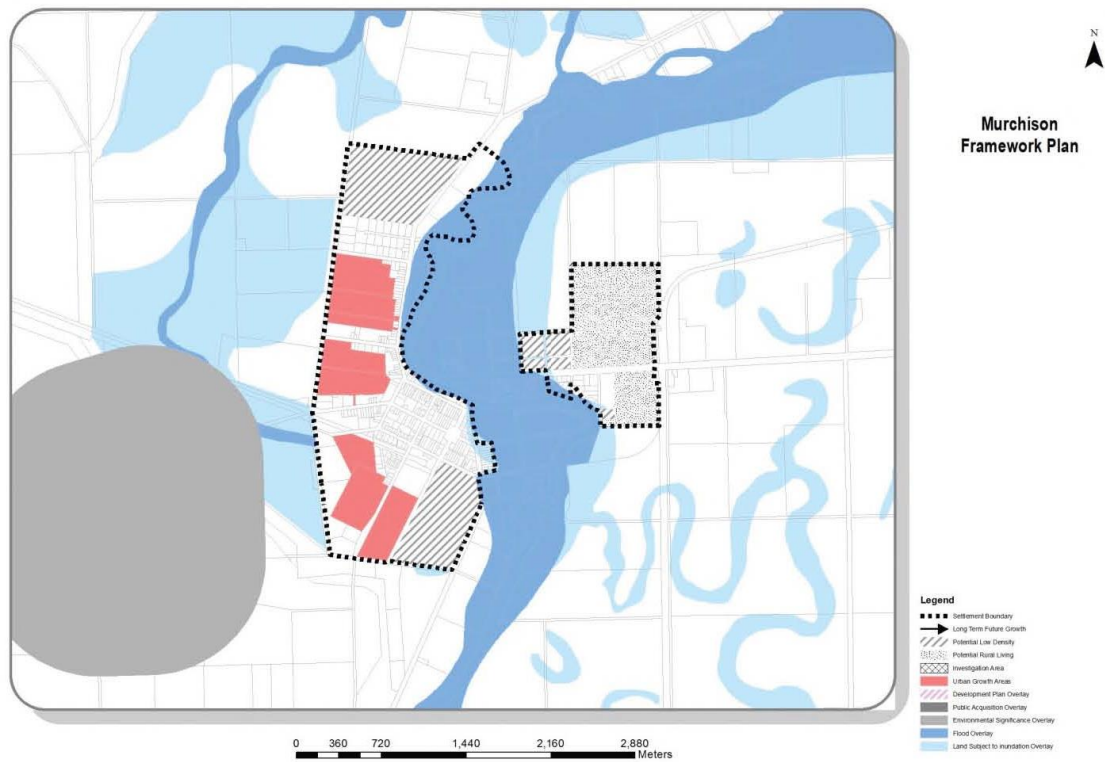
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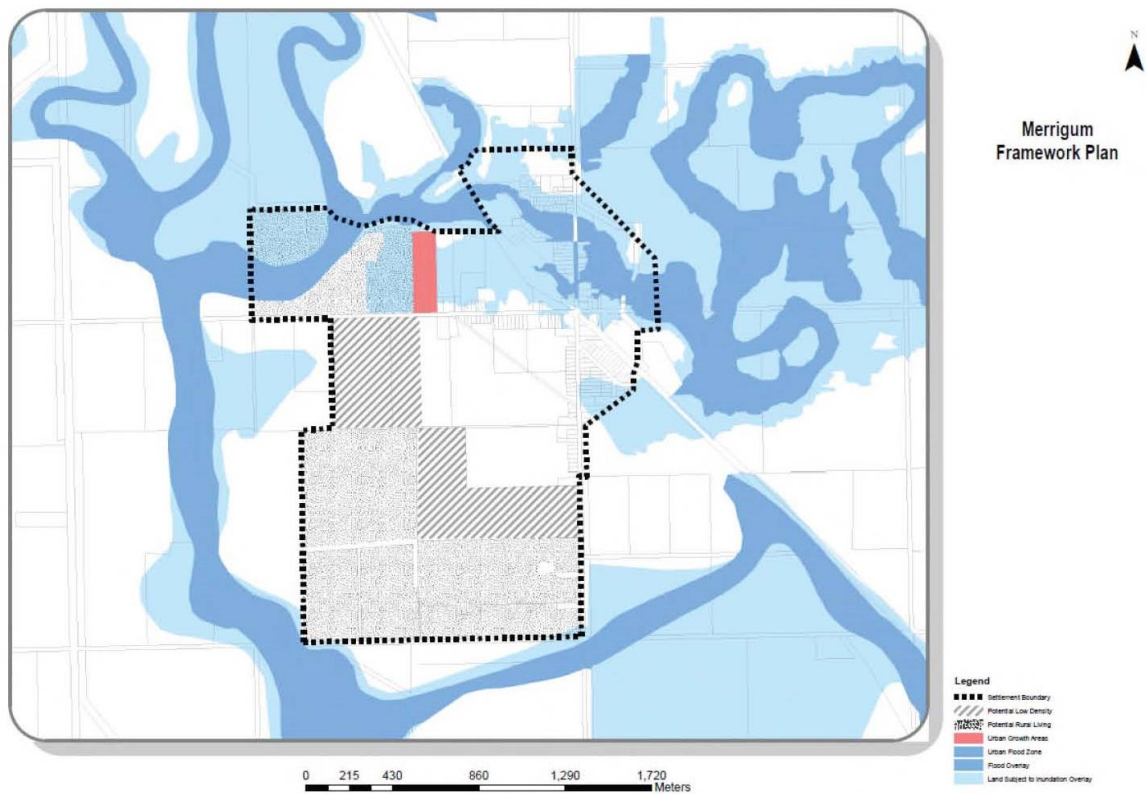
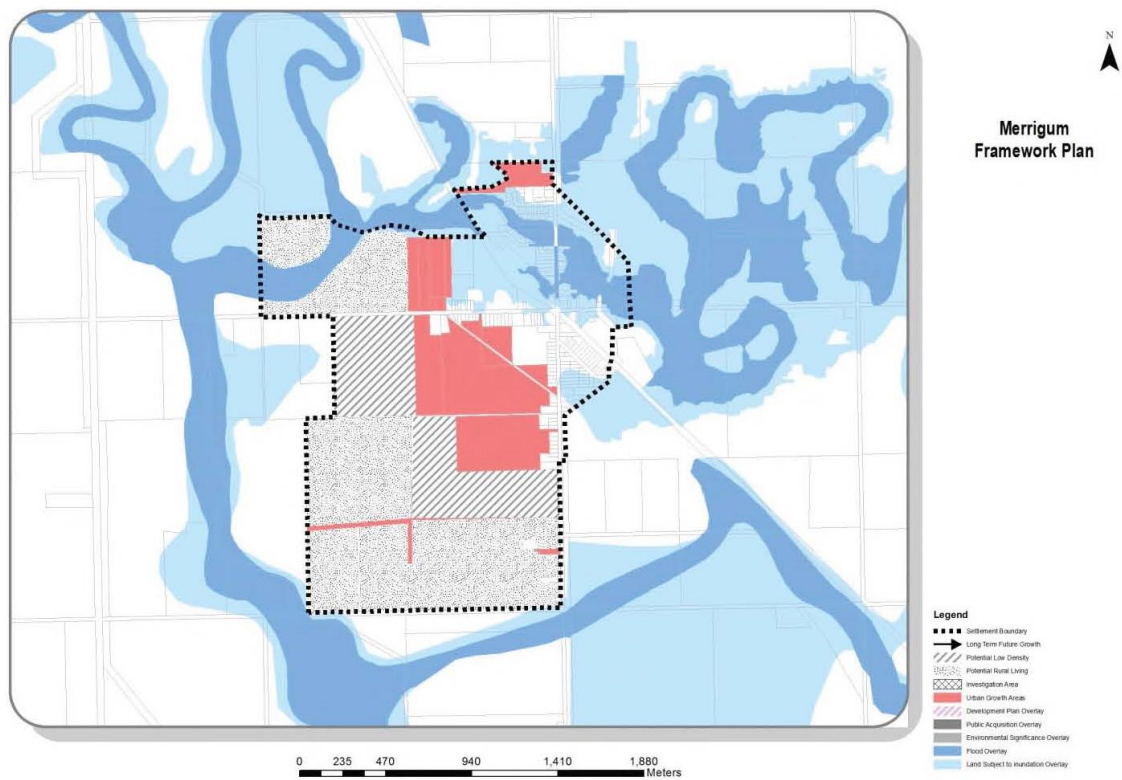
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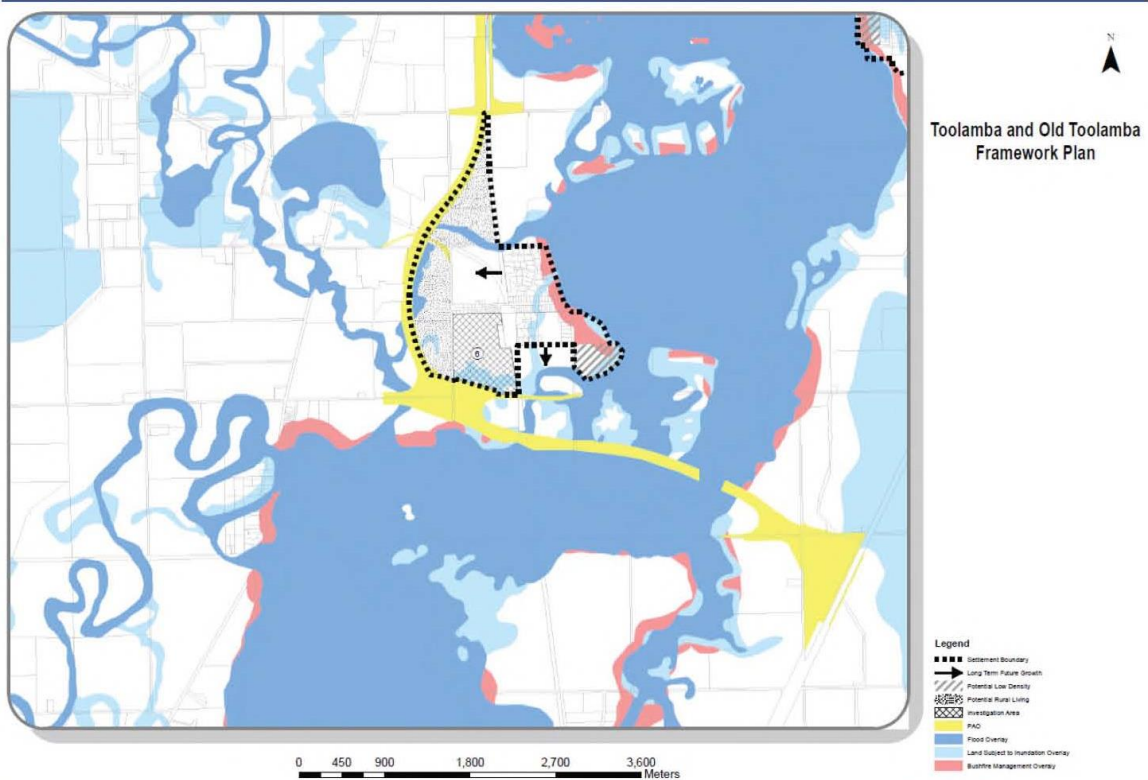
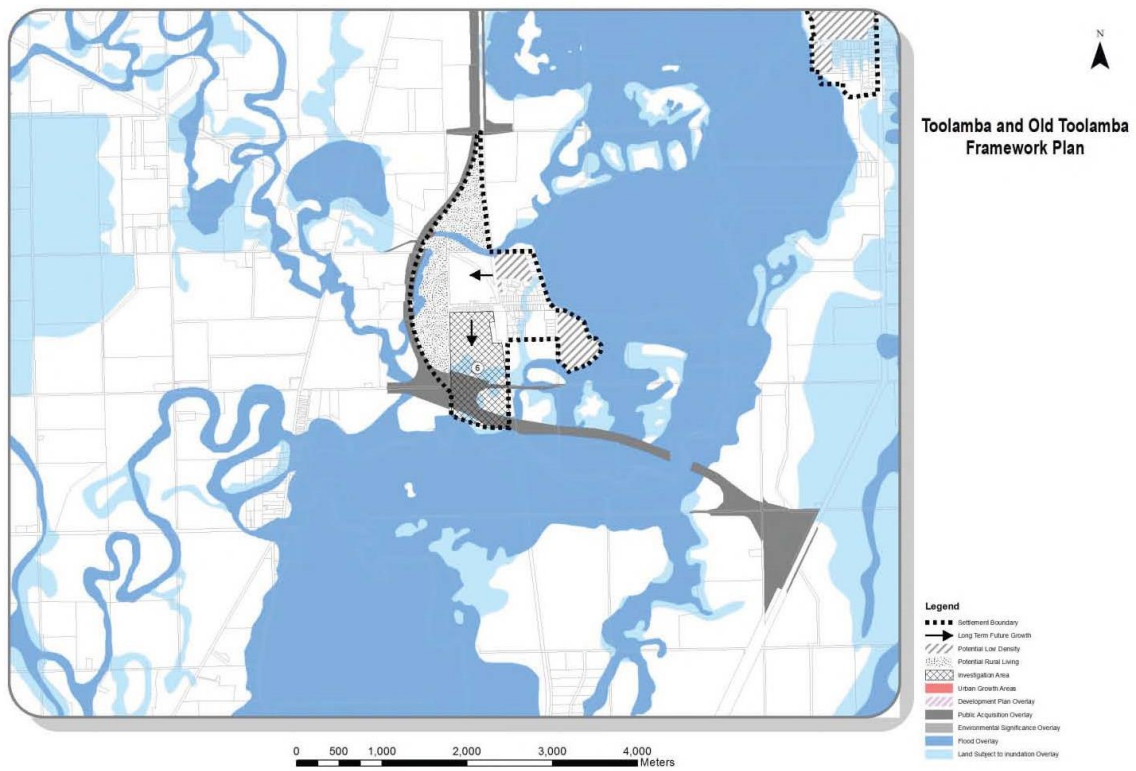
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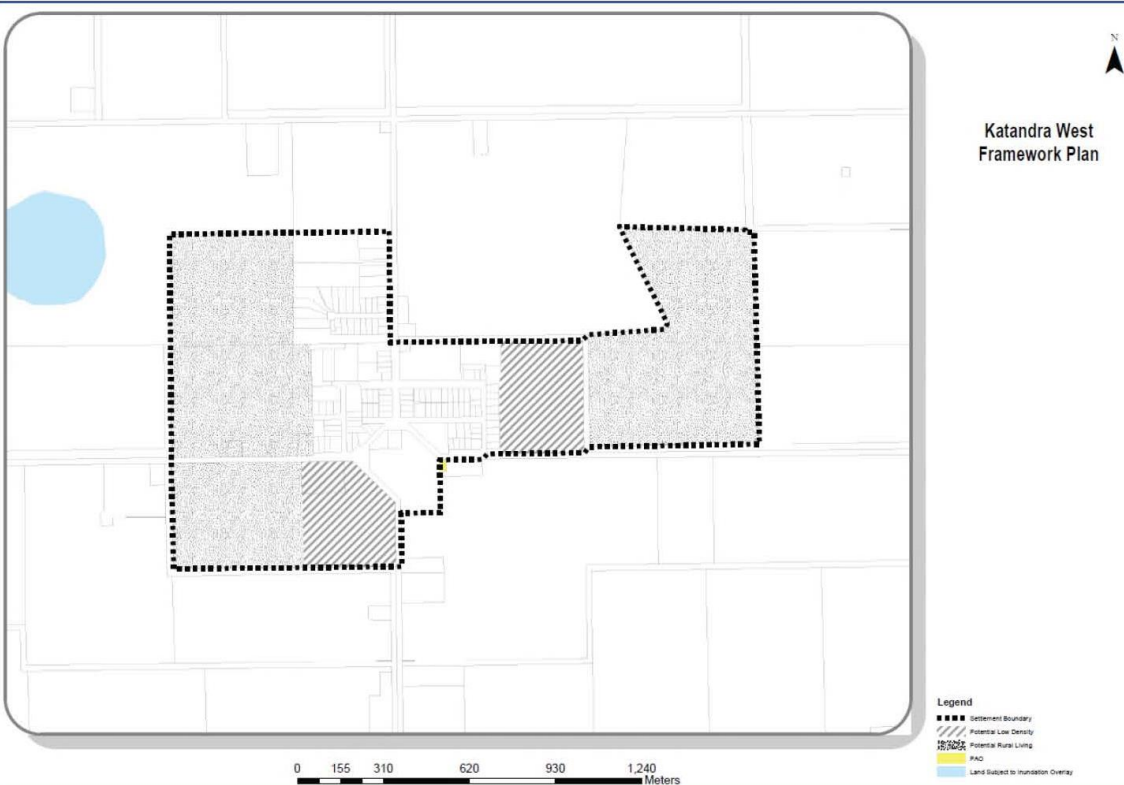
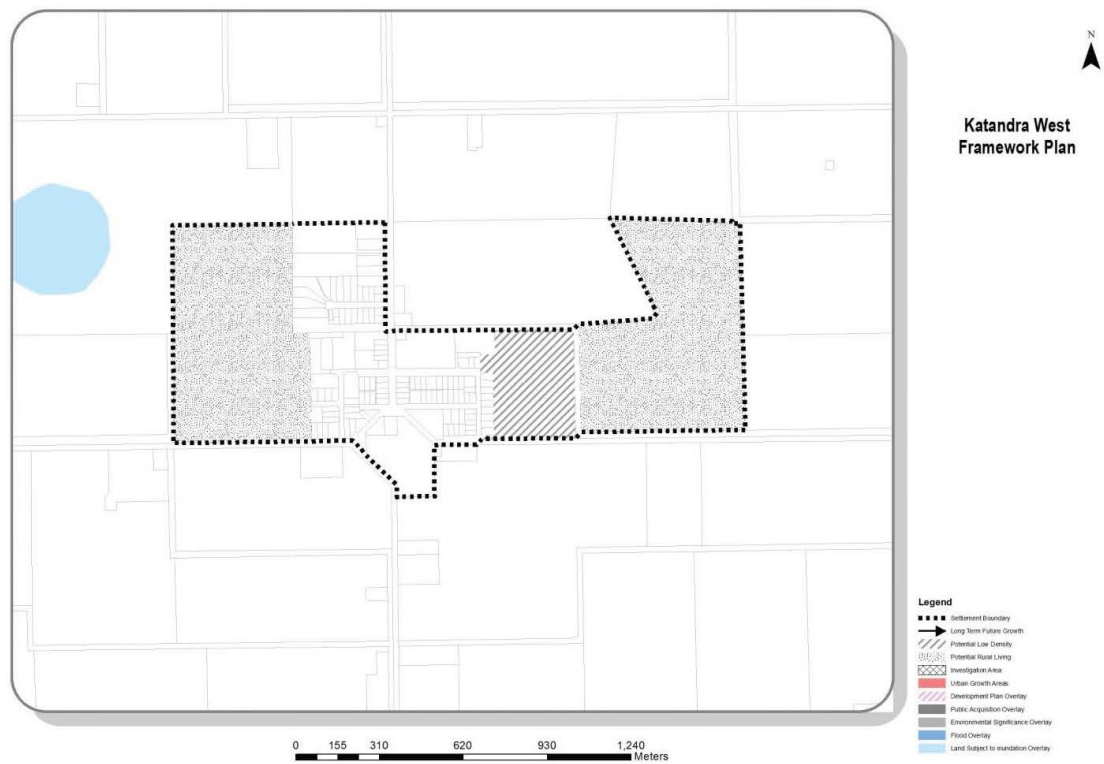
GREATER SHEPPARTON PLANNING SCHEME



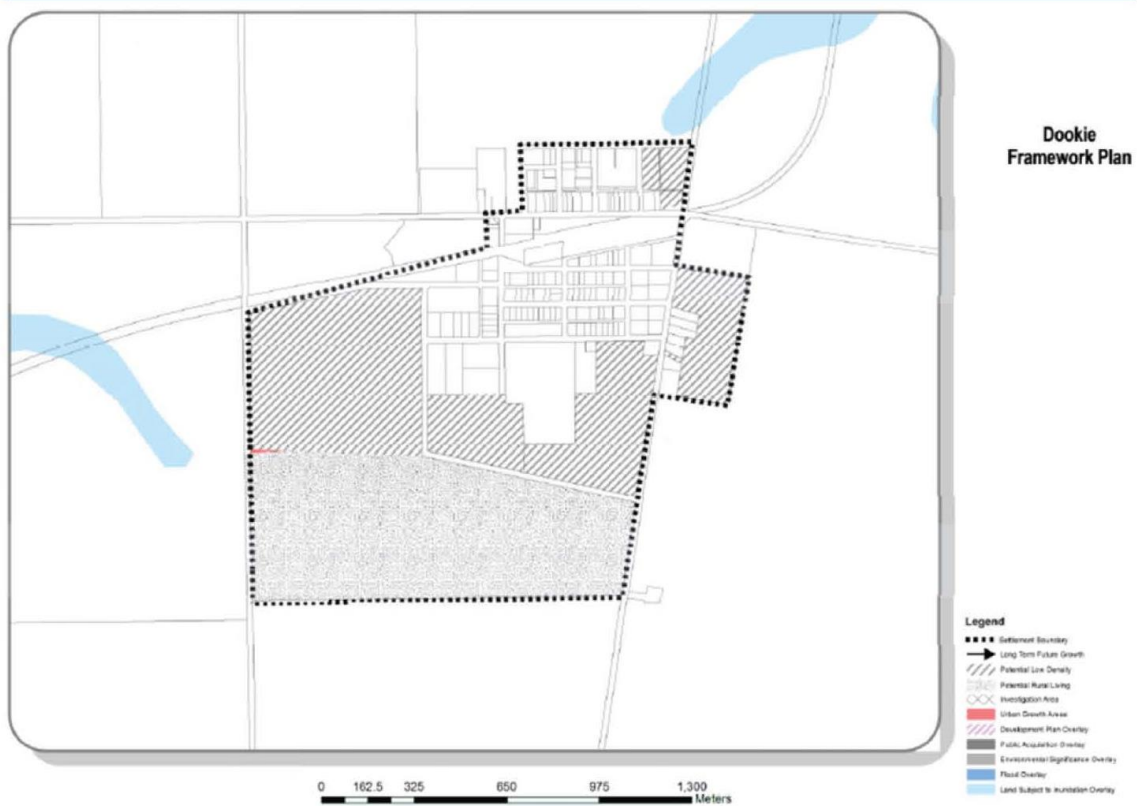
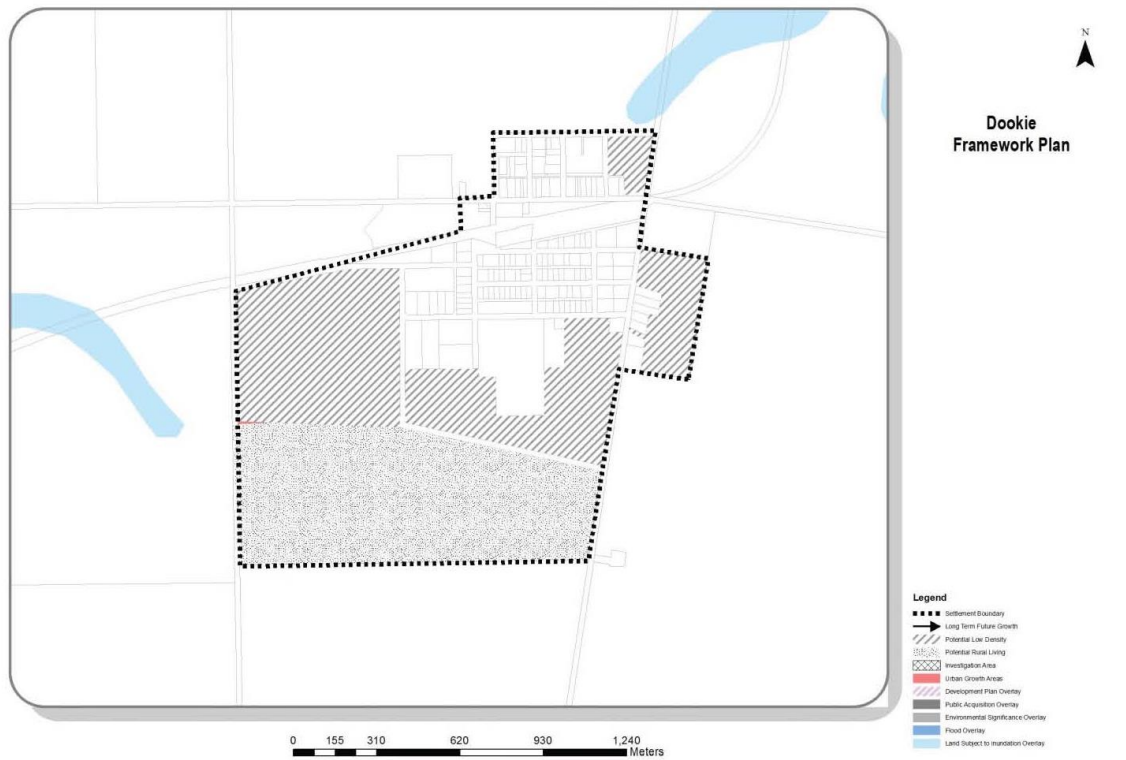
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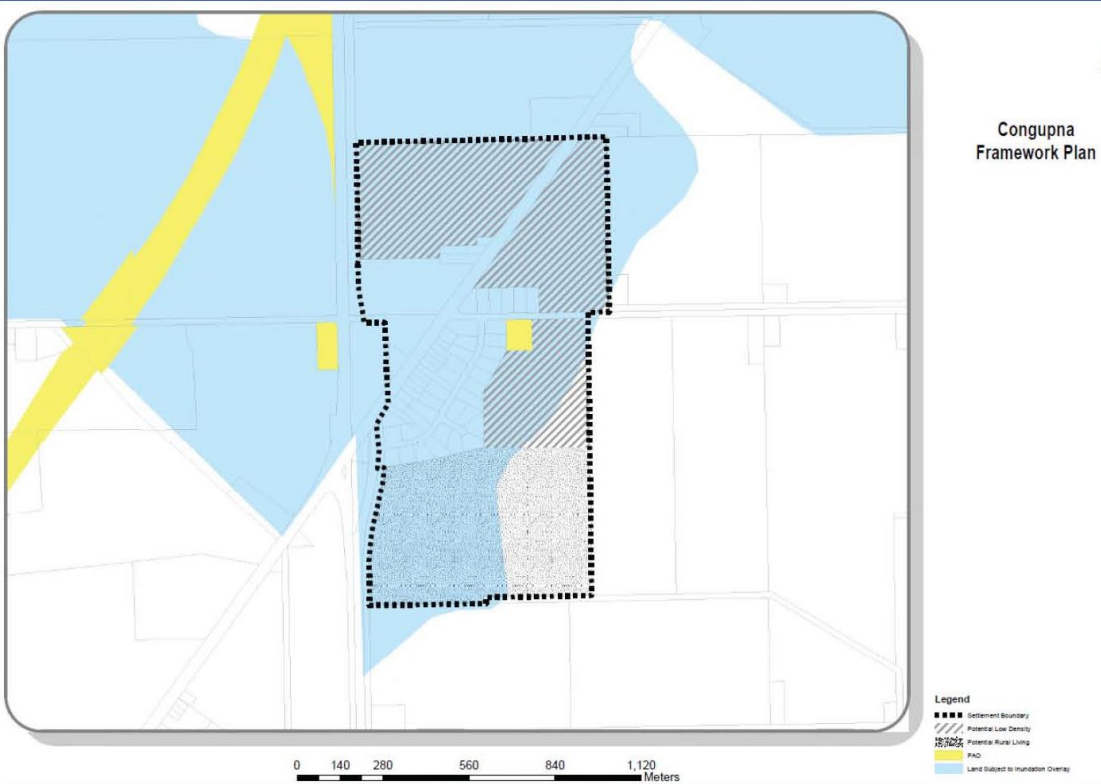
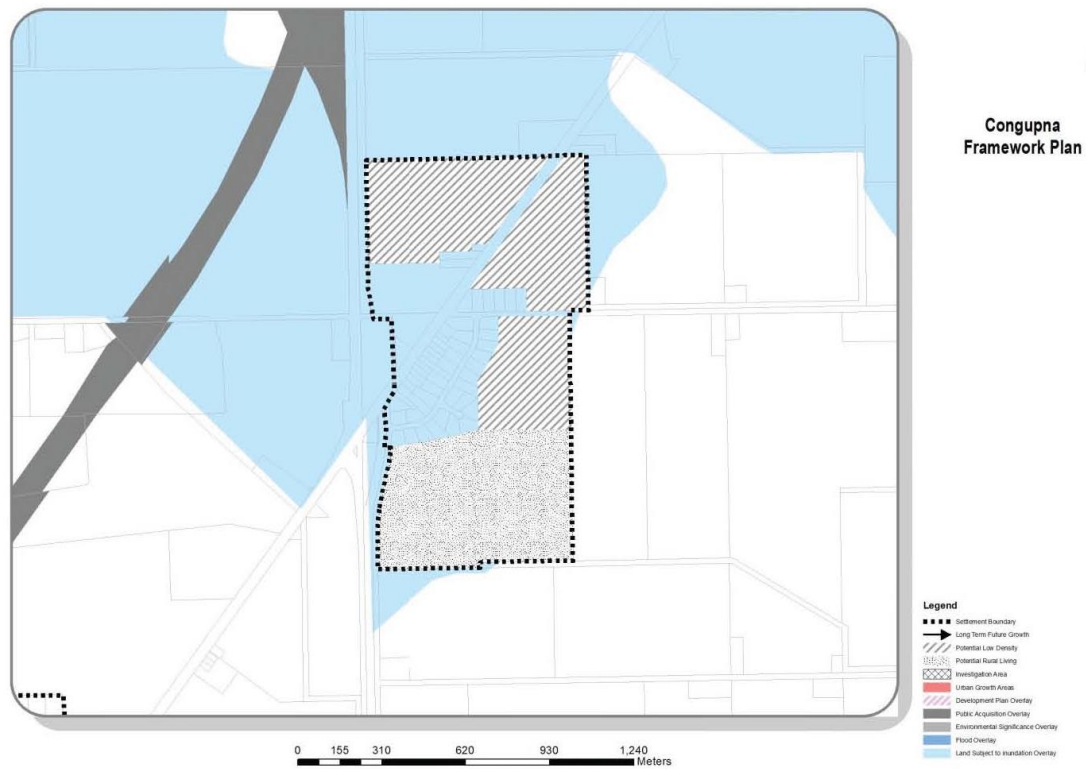
GREATER SHEPPARTON PLANNING SCHEME



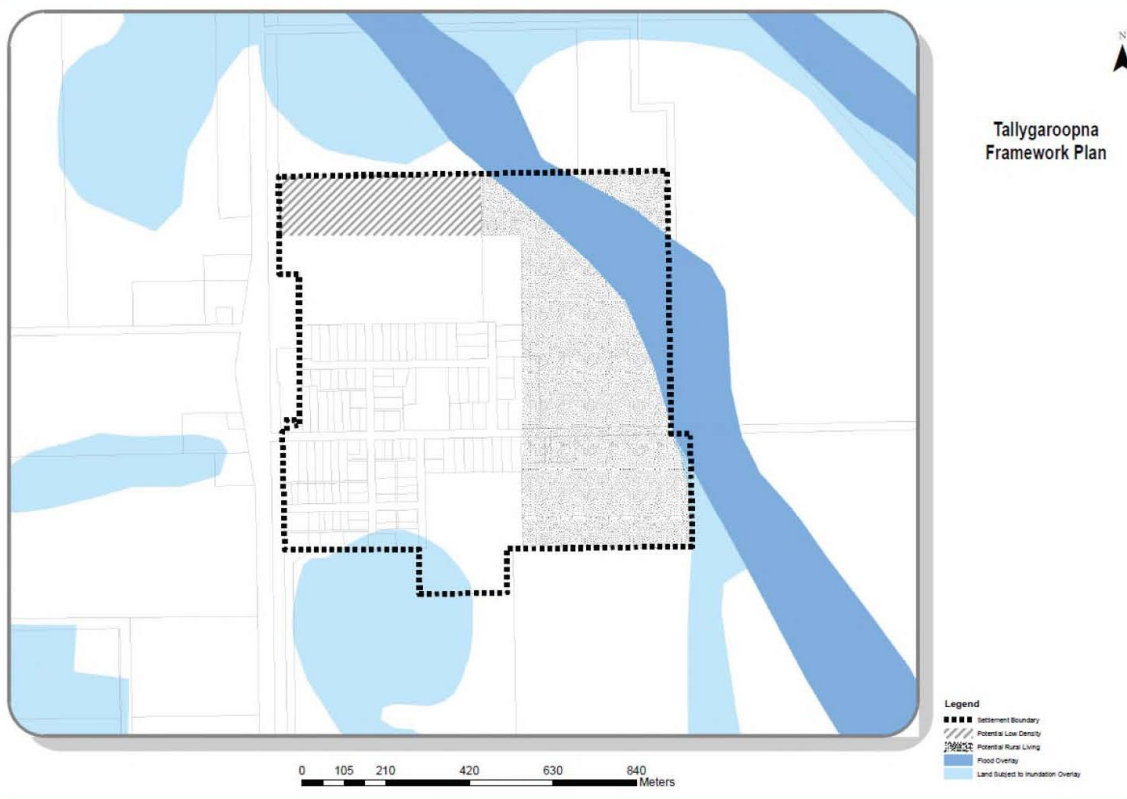
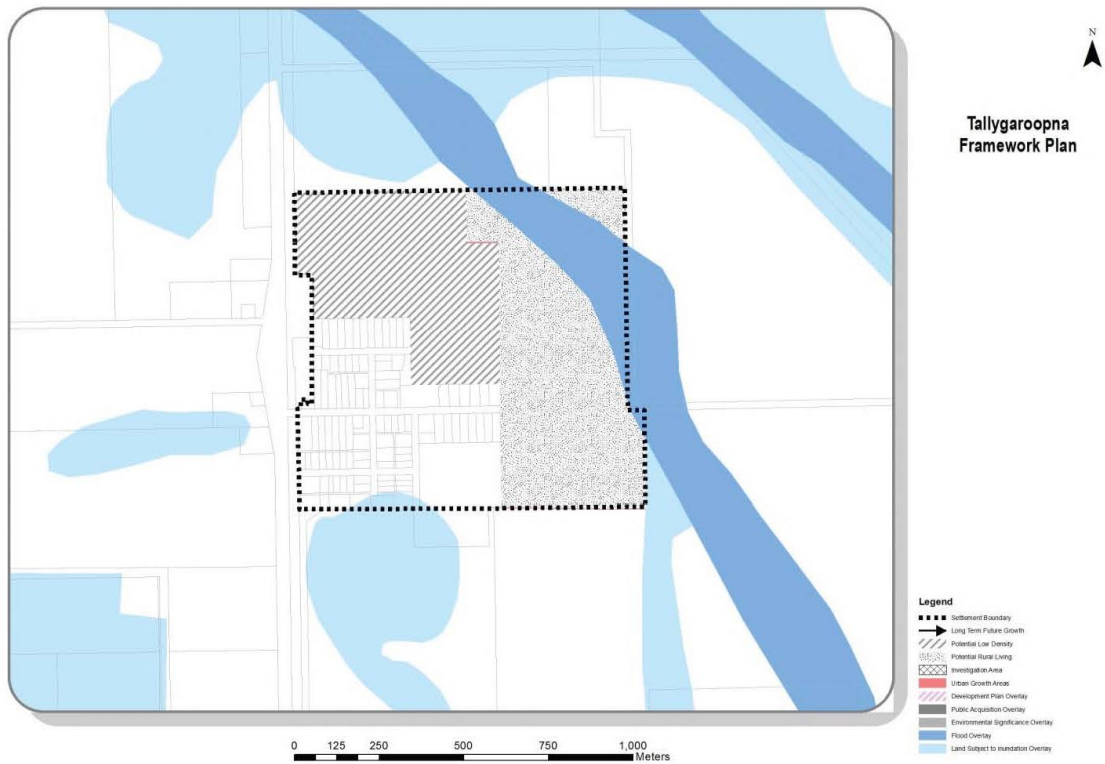
GREATER SHEPPARTON PLANNING SCHEME



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