

*Planning and Environment Act 1987*

**Panel Report**

**Greater Shepparton Planning Scheme Amendment C195  
Investigation Area 3**

Front page

**7 April 2017**

*Planning and Environment Act 1987*

Panel Report pursuant to section 25 of the Act

Greater Shepparton Planning Scheme Amendment C195

Investigation Area 3

7 April 2017



Brett Davis, Chair

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## List of Abbreviations

DCP	Development Contributions Plan
DELWP	Department of Environment, Land, Water and Planning
GBCMA	Goulburn Broken Catchment Management Authority
GRZ	General Residential Zone
GS2030	Greater Shepparton 2030 Strategy Plan 2006
GSHS	Greater Shepparton Housing Strategy
FZ	Farming Zone
LSIO	Land Subject to Inundation Overlay
MSS	Municipal Strategic Statement
PSP	Precinct Structure Plan
SPPF	State Planning Policy Framework
UFZ	Urban Floodway Zone
UGZ	Urban Growth Zone
VPA	Victorian Planning Authority
VPP	Victoria Planning Provisions

## Overview

### Amendment Summary

<b>The Amendment</b>	Greater Shepparton Planning Scheme Amendment C195
<b>Common name</b>	Investigation Area 3
<b>Brief description</b>	The Amendment proposes to rezone all land in Investigation Area 3 in the Rural Living Zone (RLZ) to the Urban Growth Zone (UGZ) to safeguard the area for future development as a strategic residential growth corridor.
<b>Subject site</b>	Approximately 474 hectares of land at Kialla , generally bounded by Archer Road to the west, River Road to the south, Doyles Road to the east and the Broken River to the north.
<b>Planning Authority</b>	Greater Shepparton City Council
<b>Exhibition</b>	3 November to 5 December 2016.
<b>Submissions</b>	<p>Number of Submissions: 11, including 5 late submissions</p> <p>Submissions from referral authorities that did not object to or request changes to the Amendment: 4</p> <p>Submissions from referral authorities that requested changes to the Amendment: 2</p> <p>Submissions that requested that the Amendment be abandoned: 1</p> <p>Late submissions from landowners within the Investigation Area that queried the existing flood controls on the land and objected to the proposed Amendment: 4.</p>

### Panel Process

<b>The Panel</b>	Brett Davis (Chair), appointed 23 December 2016
<b>Directions Hearing</b>	Greater Shepparton City Council Offices, 30 January 2017
<b>Panel Hearing</b>	Greater Shepparton City Council Offices, 16 March 2017
<b>Site Inspections</b>	Unaccompanied, 15 March 2017
<b>Appearances</b>	<p>Michael MacDonagh, Greater Shepparton City Council</p> <p>Kyle O'Brien, Clement-Stone Town Planners on behalf of Grahamvale Development Group</p>
<b>Date of this Report</b>	7 April 2017

## Executive summary

### (i) Summary

Greater Shepparton Planning Scheme Amendment C195 (the Amendment) seeks to rezone land in 'Investigation Area 3' from the Rural Living Zone (RLZ) to the Urban Growth Zone (UGZ), Part A. The land is located at Kialla, which is approximately seven kilometres south of the Shepparton Central Business District and is shown in Figure 1 of this report. It comprises approximately 474 hectares of land and contains no significant vegetation.

The Amendment proposes to amend the Municipal Strategic Statement (MSS) to provide interim guidance for planning permit applications until a Precinct Structure Plan (PSP) is prepared and implemented. This includes local policy guidance at Clause 21.04 that allows for house excisions, where appropriate, to a maximum lot size of two hectares. Under the current RLZ, the minimum lot size is 8 hectares.

Council submitted that the Amendment will allow existing houses in the Investigation Area to be excised and the remainder of the lands to be sold. This will encourage developers or individual landowners to amalgamate land holdings and assist in the development of this land. The preparation of a PSP and Development Contributions Plan (DCP) to fund future development would follow.

Council submitted it has commenced a longer term approach to implementing a PSP on the land, and to do so requires a UGZ to be implemented. Objecting submitters argued that it was premature, not strategically justified and other investigation areas, more suited to development, should be considered first.

Key issues raised in submissions included:

- flooding issues associated with the area
- the staging and timing of the Amendment
- the proposed zoning is not appropriate.

The Goulburn Broken Catchment Management Authority (GBCMA) advised that it would not support any development proposals within this area before flooding concerns were addressed.

Council submitted it had undertaken a broad *Model of Flood Behaviour Study* that outlines the quantum of flood mitigation infrastructure required to support the future residential development of the corridor. This has allowed Council to prepare a 'Conceptual Masterplan' for the area. The application of the UGZ is considered necessary to safeguard the area until detailed planning occurs. The GBCMA supported the Amendment on this basis.

The issue of flooding and the need to interrogate the *Model of Flood Behaviour Study* and background reports was raised. The Panel agrees with Council that, as these reports are preliminary and no changes to the current flood overlays are proposed, the specific flooding issues are not pertinent to this first step.

Once the UGZ is in place, arguments pertaining to flooding and extent will still have the ability to be tested and peer reviewed at the PSP stage, and through a separate amendment.

Arguments that the Amendment is premature are not supported. The Panel concludes that the application of the UGZ is appropriate and should be supported.

The Panel concludes that the Amendment is the first step in a targeted strategic planning exercise for an identified growth area of Shepparton. Retaining the land in the RLZ is not supported, as the purpose of the UGZ is better suited to future plans for the corridor.

Council sought advice from the Panel on the proposed changes to the MSS. The Panel generally supports the changes and has recommended wording changes where appropriate. These are contained in Appendix C to this report.

The Panel concludes:

- The Amendment is strategically justified and the application of the UGZ should be supported.
- Detailed future planning will allow for matters of design, detail and mitigation to be tested and finalised through a separate Amendment process.
- The proposed Amendment implements the objectives of planning in Victoria by providing the appropriate planning tools to allow for the orderly planning of the Investigation Area to occur.

**(ii) Recommendations**

**Based on the reasons set out in this report, the Panel recommends that Greater Shepparton Planning Scheme Amendment C195 be adopted as exhibited subject to the following:**

- 1. Include the post-exhibition changes to Clause 21.04 contained in Appendix C to this report.**
- 2. Amend the Kialla and Shepparton South Framework Plan at Clause 21.04 to remove the designation 'Investigation Area 3' and replace this with 'Urban Growth Zone.'**

# 1 Introduction

## 1.1 The Amendment

### (i) Amendment description

The Amendment proposes to rezone all land in the Rural Living Zone (RLZ) to the Urban Growth Zone (UGZ) to safeguard the area for future development as a strategic residential growth corridor. The Amendment seeks to reduce the minimum lot size for subdivision from eight hectares to a maximum of two hectares, where appropriate. The Amendment also proposes to amend the Municipal Strategic Statement (MSS) to provide interim guidance for planning permit applications until a Precinct Structure Plan (PSP) is prepared and implemented. Specifically, the Amendment proposes to make the following changes to the Greater Shepparton Planning Scheme:

- *Rezone land to the Urban Growth Zone*
- *Amend Planning Scheme Map Nos 11 and 27*
- *Amend Clause 21.04 (Settlement) to provide policy support to safeguard the land for future urban development*
- *Insert Clause 37.07 Urban Growth Zone; and*
- *Amend the Table of Contents to include Clause 37.07 (Urban Growth Zone).*

### (ii) Purpose of the Amendment

The Amendment is required to:

- acknowledge the strategic vision for the subject land as identified in the GSHS and the planning scheme, and to implement the findings of the *Model of Flood Behaviour* and Conceptual Masterplan
- identify the subject land for future urban development by rezoning it to the UGZ.

The current minimum lot size for subdivision in this area (included in the schedule to the RLZ) is eight hectares. The Amendment seeks to allow subdivision by providing local policy guidance at Clause 21.04 for the excision of an existing dwelling, with a maximum lot size of two hectares.

### (iii) Background to the Amendment

The Greater Shepparton Housing Strategy 2011 (GSHS) identified the 'Adams Road' area, Kialla as Investigation Area 3, stating that *"further work is required on land conditions, servicing and development potential before future zoning options can be fully assessed and determined"*.

The Planning Scheme at Clause 21.04 (Settlement) notes that the Adams Road area, significantly impacted by flooding, has potential for development to a more intensive residential use, dependent on the flooding issue being resolved. Clause 21.04 states that:

*... Council should 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.*

The Goulburn Broken Catchment Management Authority (GBCMA) advised that it would not support any development proposals within this area before flooding concerns were addressed.

The minimum subdivision size within the RLZ for Investigation Area 3 is eight hectares, which limits the development potential of this land. Council elected to investigate the flood impacts of developing this land having been approached by landowners seeking to subdivide or rezone their land.

Council explained Amendment C195 is the first of two amendments that identify the subject land for future urban development by rezoning it to UGZ. (Step 1). Council stated that, once Amendment C195 has been completed, a budget bid will be made to prepare a PSP and DCP for the Investigation Area (Step 2).

**(iv) The subject site**

The Amendment applies to land shown in Figure 1.

The subject land is located at Kialla, approximately seven kilometres south of the Shepparton Central Business District. Council described the land to be rezoned as follows:

- *Comprises land at Kialla, generally bound by Archer Road to the west (Road Zone Category 2), River Road to the south (Road Zone Category 1), Doyles Road to the east (Road Zone Category 1) and the Broken River to the north;*
- *Is located within the RLZ and the Urban Floodway Zone (UFZ) and is affected by the Floodway Overlay (FO) and the Land Subject to Inundation Overlay (LSIO);*
- *Generally bounded by land in the General Residential Zone (GRZ) to the west, land in the Farming Zone (FZ) to the south, land in the RLZ to the east and land in the UFZ to the north;*
- *Comprises approximately 474 hectares of land and contains no significant native vegetation;*
- *Is currently being used for rural residential and agricultural purposes; and*
- *Is adjacent to the Kialla Lakes Estate to the west.*

Council noted that two portions of land in Investigation Area 3 are within the UFZ, however this land is not proposed to be included in the rezoning.

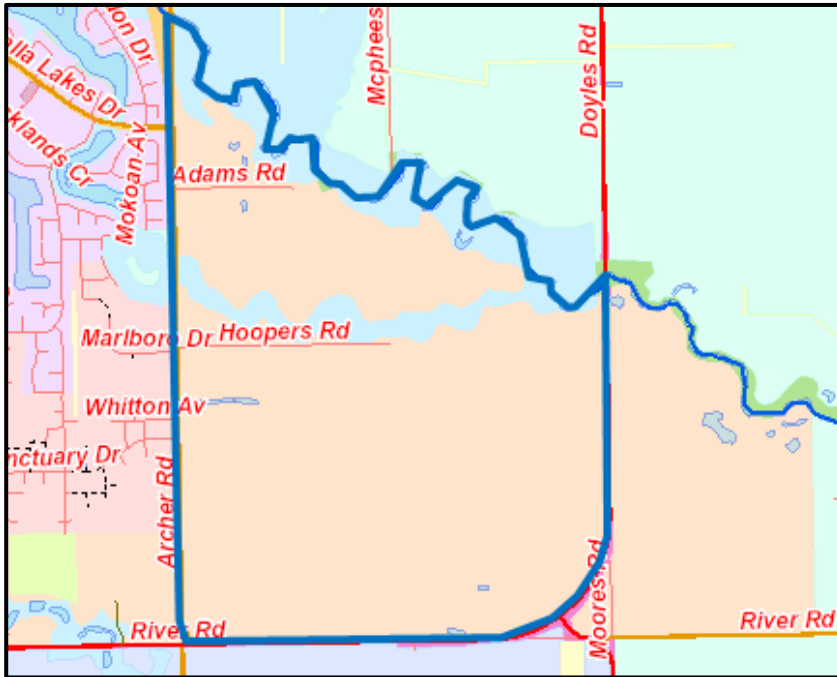


Figure 1 Current Zoning Mapping<sup>1</sup>

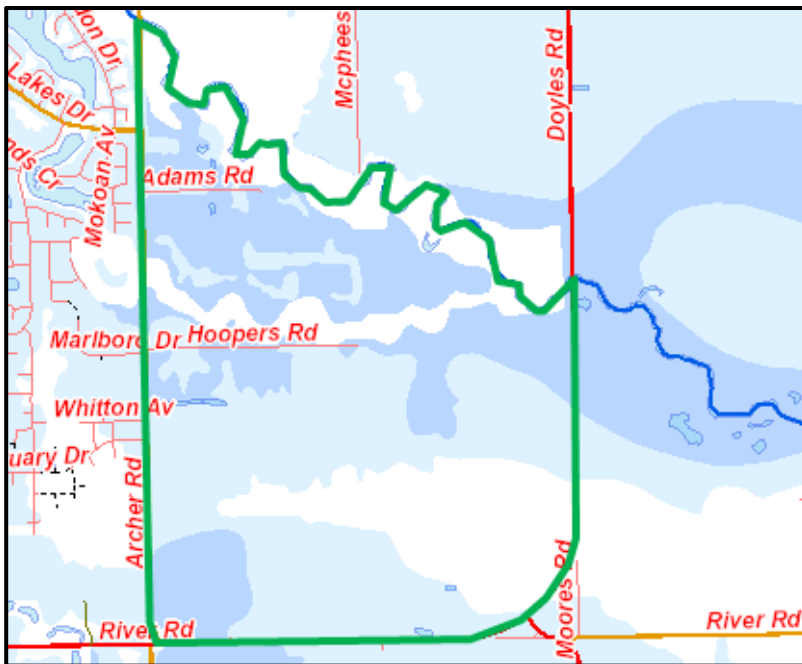


Figure 2 Current Overlay Mapping<sup>2</sup>

<sup>1</sup> Land generally affected by the proposed Amendment is outlined in blue. Land in the Rural Living Zone is shown in orange and land in the Urban Floodway Zone is shown in pale blue.

<sup>2</sup> Land generally affected by the proposed Amendment is outlined in green. The Floodway Overlay is shown in darker blue and the Land Subject to Inundation Overlay is shown in pale blue.

## 1.2 Procedural issues

At the Directions Hearing held on 30 January 2017, the Better Local Government Association, representing submitters (7, 8, 9 and 10) discussed the significance and relevance of various flood studies. They sought more time to prepare for this Amendment and engage a hydrologist to review all relevant studies, both public and not released.

Council advised that the studies were not relevant to this Amendment and were part of the *Shepparton-Mooroopna Intelligence Project*, a specific amendment planned for the second half of 2017.

The same submitters (7, 8, 9 and 10) argued they had not been correctly notified of the process. Council advised it did not originally assess these submissions as relevant to this Amendment. As a result, the Panel granted additional time to prepare for the Hearing. The Hearing was originally set for early February, and was moved to 15 March 2017.

The submitters were adamant that flooding was a relevant matter to them and this Amendment, tabling submissions outlining a detailed history of flooding in the region. The Panel clarified with Council whether any changes to existing floodway overlays are proposed, and Council confirmed there would be no changes existing flooding controls as this would be subject to more detailed analysis and design later in the year.

At the Directions Hearing and in its letter dated 7 February, the Panel ruled:

*Information relating to the release of background studies is not of assistance to the Panel for this Amendment.*

*Parties should be aware that as no changes are proposed to existing Floodway Overlays, submissions on this matter may be relevant considerations as part of any future permit application or amendment, where members of the community will have an opportunity to express their views.*

In its Part A submission Council submitted that the intention of the Amendment is to identify the subject land as a future residential growth corridor, and to safeguard the investigation area for future PSP work to be undertaken. It noted that a PSP must be prepared and implemented through a second planning scheme amendment before any future residential development can occur.

On 8 March 2017, Maree McKenna, (submitter 7), now representing submitters 7, 8, 9 and 10, stated they were seeking to be represented by a legal practitioner and, given the amount of material to review, they requested the hearing be adjourned for 45 days. Ms McKenna had not at this stage named the hydrologist or any legal representative in the matter.

The Panel advised that the opportunity to submit would come during a separate amendment to follow later this year, as the Council had outlined. The Panel informed Ms McKenna that the Hearing would proceed as planned, and reiterated its earlier directions.

On 9 March 2017 Ms McKenna sent an email objecting to this position stating that it was unfair, as they were trying to get a report from an independent hydrologist. On 10 March 2017, Ms McKenna confirmed that she and the other submitters would not be attending the Panel Hearing and requested she be removed from the timetable.

On 15 March 2017, Mr Tierney from the GBCMA informed the Panel that they could not attend on 16 March. They advised they had spoken with Council supported the Council's presentation.

At the beginning of the Hearing this chronology was restated to people present at the Hearing.

### **1.3 Issues dealt with in this report**

The Panel considered all written submissions made in response to the exhibition of the Amendment; as well as further submissions, evidence and other material presented to it during the Hearing, and observations from site visits.

The Panel has reviewed a large volume of material. The Panel 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.

This report deals with the issues under the following headings:

- Planning context
- Amendment timing and application of the UGZ
- Flooding
- Devaluation of property
- Post-exhibition changes.

### **1.4 Limitations**

The Amendment does not propose any changes to the existing suite of zones relating to flooding. As the Panel has determined the Hearing was not based on flooding issues, issues relating to flooding are not addressed in detail in this report.

## 2 Planning context

Council provided a response to the Strategic Assessment Guidelines as part of the Explanatory Report.

The Panel has reviewed Council's response and the policy context of the Amendment, and has made a brief appraisal of the relevant zone and overlay controls and other relevant planning strategies.

### 2.1 Policy framework

#### (i) State Planning Policy Framework

Council submitted that the Amendment is supported by the following clauses in the SPPF:<sup>3</sup>

Clause 11 (Settlement) –the proposed Amendment will provide zoned and serviceable land for future communities through the application of the UGZ. A PSP will also be prepared through a future planning scheme amendment to allocate land appropriately.

Clause 11.02 (Urban growth) – the use of the UGZ will ensure that the land is identified for future residential purposes.

Clause 11.05-1 (Regional settlement networks) – the Amendment supports this clause and the planning to be undertaken through preparing a future PSP.

Clause 11.10 (Hume regional growth) – the proposed Amendment is consistent with the Hume Regional Growth Plan 2014 (HRGP) which seeks to direct future urban growth to areas with existing infrastructure and services.

Clause 16 (Housing) – the use of the UGZ will ensure land supply is sufficient to meet demand and assist with increasing housing choice.

Clause 19 (Infrastructure) – at the PSP planning stage, land will be allocated for a range of transport, sewerage and infrastructure services.

#### (ii) Local Planning Policy Framework

Council submitted that the Amendment is supported by the following local planning objectives:

Clause 21.04-1 (Urban consolidation and growth) –the proposed Amendment is consistent with the following objectives of clause 21.04-1 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;*

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<sup>3</sup> Amendment VC134 to the Victoria Planning Provisions (VPP) and all planning schemes in Victoria was introduced on 31 March 2017. It also restructures Clause 11, includes policy-neutral updates and administrative changes and introduces new and updated incorporated and reference documents.

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

Clause 21.4-5 (Community life) – Council stated that the proposed Amendment is consistent with this clause because prior to the development of the land, a DCP will be prepared to assess the quantum of infrastructure required to support the future development of the land.

### **(iii) Other planning strategies or policies used in formulating the Amendment**

#### **Shepparton Mooroopna Flood Mapping and Intelligence Project (2012)**

In 2012, Council resolved to engage Water Technology Pty Ltd to undertake this Project to review the flood modelling for the Shepparton and Mooroopna area. This project is expected to be completed late in 2017 and a planning scheme amendment will be initiated in 2018 to implement its findings.

#### **Shepparton East Overland Flow Urban Flood Study**

This study was commissioned by the GBCMA in association with Council. The aim is to investigate overland flooding in the Shepparton East area, including the issues that caused flooding in 1993 and 2012. This study is also reliant on the hydraulic model calibration data of the *Shepparton Mooroopna Intelligence Project*.

## **2.2 Planning scheme provisions**

### **(i) Zones**

The land proposed to be rezoned is located within the RLZ and the Urban Floodway Zone. The Amendment proposes to implement the UGZ, which Council considers is the most appropriate zone to protect land in a growth area for future development.

Clause 37.07 - Urban Growth Zone states that the purpose of the UGZ (Part A), where a PSP has not been prepared, is to:

- *provide for the continued non-urban use of the land until urban development in accordance with a precinct structure plan occurs; and*
- *ensure that, before a precinct structure plan is applied, the use and development of land does not prejudice the future use and development of the land.*

The intention of the proposed Amendment is to identify the subject land as a future residential growth corridor, and to safeguard the Investigation Area from use and development that may hinder the future development potential of the land. The excision of existing dwellings will facilitate the amalgamation of land holdings.

A PSP must be prepared and implemented through a second planning scheme amendment before any future residential development can occur within Investigation Area 3. As a result, the UGZ (Part A) is deemed to be the most appropriate planning tool to implement the findings of the *Model of Flood Behaviour and Conceptual Masterplan*.

The subject land is generally bounded by land in the General Residential Zone to the west, land in the Farming Zone to the south, land in the RLZ to the east and land in the Urban Floodway Zone (UFZ) to the north (Figure 2).

**(ii) Overlays**

The land proposed to be rezoned is affected by the Floodway Overlay (FO) and the Land Subject to Inundation Overlay (LSIO). No changes to the overlays are proposed.

## **2.3 Ministerial Directions and Practice Notes**

**(i) Ministerial Directions**

Council submitted that the Amendment meets the relevant requirements of the following Ministerial Directions:

**Ministerial Direction No 11 - Metropolitan Planning Strategy<sup>4</sup>**

Council submitted that the Amendment is consistent with this direction as the amendment has regard to the Metropolitan Planning Strategy.

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

The Amendment is consistent with Ministerial Direction 11 (Strategic Assessment of Amendments) and Planning Practice Note 46 (Strategic Assessment Guidelines).

**Ministerial Direction No 12 – Urban Growth Areas**

The Amendment is consistent with Ministerial Direction 12 (Urban Growth Areas) as it will facilitate orderly development of land within Investigation Area 3.

**The Form and Content of Planning Schemes (s7(5))**

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

**(ii) Planning Practice Notes**

**VPP Practice Note – Urban Growth Zone (June 2008)**

The Amendment is consistent with this practice note which states that the UGZ may be applied to land adjacent to regional cities and towns where a strategy has been prepared that identifies that the land is suitable for urban development.

## **2.4 Conclusion**

The Panel concludes that the Amendment is supported by, and implements, the relevant sections of the State and Local Planning Policy Framework, and is consistent with the relevant Ministerial Directions and Practice Notes.

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<sup>4</sup> VC134 was introduced on 31 March 2017. The Amendment changes the Victoria Planning Provisions and all planning schemes in Victoria by introducing the new Metropolitan Planning Strategy into all metropolitan planning schemes and making corresponding updates to the State Planning Policy Framework (SPPF).

## 3 The issues

The main issues included:

- flooding issues associated with the area
- the staging and timing of the amendment
- zoning.

### 3.1 Submissions

#### (i) Flooding

Council submitted that the Amendment is required to acknowledge the strategic vision for the subject land as identified in the GSHS and the Planning Scheme, and to implement the findings of the *Model of Flood Behaviour and Conceptual Masterplan*.

The GSHS identified the subject land as Investigation Area 3 – Adams Road area, Kialla. The Clause 21.04 Settlement of the Planning Scheme states:

*This area is directly adjacent to the Kialla Lakes Estate though is significantly impacted by flooding. The potential to develop this land to a more intensive residential use is dependent on this issue being resolved.*

The *Model of Flood Behaviour and Conceptual Masterplan*, noted by Council, provides a possible future development scenario for the Investigation Area that will not have detrimental impacts on surrounding land.

Council submitted:

*This Amendment is required to identify the subject land for future urban development by rezoning it to the UGZ. The proposed rezoning of the subject land to the UGZ will safeguard the land from development that could prejudice its long term urban development potential. This will provide certainty to land owners, developers, service authorities and relevant government agencies about the future role of this strategically important residential growth corridor.*

Submitters 7, 8, 9, 10 raised historical issues of flooding. These are discussed in Section 1.2. In addition these submitters raised concerns regarding compulsory acquisition and devaluation of land. Council submitted that the Amendment is not proposing to amend the flood controls on the land or for the compulsory acquisition of any land.

Clement-Stone Town Planners acted on behalf of the Grahamvale Development Group (Investigation Area 4) (submitter 3). Clement-Stone argued that the Amendment “*essentially hinges on the findings of Water Technology’s report in relation to Investigation Area 3*”, and the subsequent conceptual masterplan which was prepared in order to demonstrate the preferred development scenario for the land. It was Clement-Stone’s view that:

*... there are a number of issues in relation to the report, particularly having regard to the limitations of the findings and the level of future work which will be required should the land be developed ... At this stage, we say that flood risk is being treated as a “broad brush-stroke” engineering problem without*



*appropriate regard being had for the costs associated with solving that problem, and for implementing area wide responses to the problem.*

Council explained that the Amendment seeks to allow subdivision, only where the subdivision is for the excision of an existing dwelling.

Under the UGZ (Part A), Clause 37.07-3 applies. It states:

*A permit is required to subdivide land. Each lot must be at least 40 hectares.*

*A permit may be granted to create smaller lots if any of the following apply:*

- *The subdivision is to create a lot for an existing dwelling. The subdivision must be a two lot subdivision.*
- *The subdivision is the re-subdivision of existing lots and the number of lots is not increased.*
- *The subdivision is by a public authority or utility service provider to create a lot for a utility installation.*

The Amendment provides local policy guidance at Clause 21.04 that allows for house excisions, where appropriate, to a maximum lot size of two hectares. Under the current RLZ, the minimum lot size is 8 hectares. Council submitted that by allowing the excision of dwellings, the proposed Amendment seeks to assist in the amalgamation of land, or land assembly, which will facilitate the future residential development of the corridor.

Council submitted that once Amendment C195 has been completed, a budget bid will be made to prepare a PSP and DCP for the Investigation Area. The PSP will provide a more detailed framework for the future development of the entire Investigation Area, including guidance for the location of collector roads, stormwater drainage infrastructure and public open space. The DCP will also provide the cost of the infrastructure necessary to facilitate any future residential development.

Council submitted that this work is expected to cost in excess of \$400,000 based on previous similar projects undertaken elsewhere in the City of Greater Shepparton and regional Victoria. Ordinarily, the cost of this work may initially be borne by Council, or by developers. The costs will ultimately be included in the DCP and recovered over the lifespan of the DCP, which may be 20-30 years.

Once the PSP and DCP are complete, Council advised that a second planning scheme amendment would then be required to implement the PSP and DCP for subject land.

## **(ii) Is the Amendment premature?**

The Clement-Stone submission requested that the proposed Amendment be abandoned for the following reasons:

- *The proposed rezoning is premature, given the lack of monitoring and review of the Greater Shepparton Housing Strategy, 2011;*
- *The proposed Amendment prepares the land for intensified residential uses, relying on an unprepared future PSP, rather than preparing this assessment now;*
- *Land capability factors have not been considered, including flooding and access;*

- *The proposed Amendment does not appropriately address or manage flood risk and does not adequately consider the costs associated with the extent of excavation and fill required to mitigate flooding; and*
- *Investigation Area 4, land that is relatively unencumbered and is also identified in Clause 21.04 – Settlement as an area for potential future residential development, has been unduly prejudiced by committing Council resources to complete studies for Investigation Area 3, while resources have not been committed to complete studies for Investigation Area 4.*
- *A precautionary approach to piecemeal rezoning should be adopted.*
- *No rezoning should occur until the completion of relevant flood studies, as is the case for other investigation areas.*

Clement-Stone referenced Greater Shepparton Amendment C93. The Panel concluded that the RLZ was an appropriate control that protected the land's designation as an investigation area within Policy. Council submitted that, at the time of Amendment C93, the UGZ was in its infancy and only being applied at a metropolitan level, whereas now it is rolled out in growth areas across the state.

Clement-Stone argued:

*While the Housing strategy does identify the land as having potential for future urban use, we do not believe Council have demonstrated that the land remaining zoned as Rural Living is prejudicial to its future urban development.*

They outlined that the Section 1 uses allowed within the zones (RLZ and UGZ) are similar, and any application for planning permit within either zone must anyway consider Clause 21.04 and the investigation area status of the land, as well as the Housing Strategy.

Clement-Stone submitted:

*Ultimately, should the Panel conclude that the flooding information provided in support of this amendment is insufficient, the Investigation status of the land would remain unchanged, and the use of the land for future residential development would not be compromised pending a more robust assessment of the issues associated with its intensification.*

Clement-Stone submitted that if Council proceed with this Amendment, it would effectively predetermine the land for a more intensive use. Council submitted that the Panel, if it was of a mind to support the Amendment, should also recommend the removal of the designation of Investigation Area 3 if the UGZ was applied.

Council submitted that it had previously prepared the *Urban Development Program 2011: Regional Residential Report City of Greater Shepparton (UDP)*. The UDP provides an analysis of the supply and demand of residential and industrial land across parts of regional Victoria.

Council has recently updated the UDP, and received and noted the *Urban Development Program 2016 – Residential and Industrial Land Supply Assessments (UDP Update)* at the Ordinary Council Meeting held on 16 August 2016. The UDP Update reviews the supply, demand, adequacy, and analyses of historical and current residential and industrial development in the municipality. The UDP Update states:

*For both the urban centres of Shepparton and Tatura, there will be a need in the short-term (over the next 2-3 years) to increase the stock of zoned broadhectare residential land to ensure ample zoned stocks are available to ensure a competitive land supply industry. There is ample identified unzoned (Urban Growth Area) stock in both urban centres to meet this need... There is an immediate need to progress strategically identified unzoned residential land stocks through the structure planning and rezoning process to maintain [and] ensure ongoing ample supply.*

Council submitted that rezoning the land to the UGZ and the timing of the Amendment is considered to be appropriate given these findings, and that there is sufficient strategic justification to rezone the subject land.

### **(iii) Post-exhibition changes**

In response to DELWP (submitter 5) and DEDJTR (submitter 6), Council is proposing a number of post-exhibition changes. At the Hearing, Council requested that the Panel consider whether or not the designation of the subject land as 'Investigation Area 3' be removed should the UGZ be applied.

## **3.2 Discussion**

### **Amendment timing and application of the UGZ**

On balance, the Panel agrees with Council's justification for this Amendment. It is predicated on the UDP update that suggests a high growth scenario for Shepparton is occurring and more land is required. Importantly, the Panel did not place the same weight on the UDP update as it would a reference document; however, in the absence of any other analysis presented, it has used the updated UDP to guide its thinking.

It concludes that the application of the UGZ is not premature and is akin to applying a more relevant 'holding zone' to allow more detailed planning to occur, whilst signalling the intent of future development. The Panel agrees with Clement-Stone that the UGZ and RLZ have similarities in their Section 1 uses allowed, however disagreed that the land should stay in the RLZ.

The Panel concludes that the purpose of the UGZ is clear and the most appropriate planning tool for what Council is trying to achieve. That is, to identify the subject land as a future residential growth corridor, and to safeguard the Investigation Area from use and development that may hinder the future development potential of the land.

The policy guidance provided for subdivision at Clause 21.04 is appropriate, however the Panel has made some deletions to avoid duplication with the head clause 37.07-3, relating to subdivision.

The Amendment will allow existing houses in the Investigation Area to be excised and the remainder of the lands to be sold. This will encourage developers or individual landowners to amalgamate land holdings and assist in the development of this land. The Panel concludes the Amendment is not premature and is proper and orderly planning. The Panel notes Council's intention of using the Victorian Planning Authority (VPA) to assist in the next phase of planning for this area.

A PSP must be prepared and implemented through a second planning scheme amendment before any future residential development can occur within Investigation Area 3. As a result, the UGZ (Part A) is the most appropriate planning tool to implement the findings of the *Model of Flood Behaviour and Conceptual Masterplan*.

Overall, the Panel encourages Council to adopt a similar approach sooner rather than later with regard to the other Investigation Areas by utilising the UGZ where appropriate. It understands that this may be with the assistance of the VPA and a broader framework planning exercise that is currently underway.

### **Flooding**

A PSP and DCP will be prepared with the assistance of the VPA and a second planning scheme amendment will be required to include documents regarding flooding and others in the Planning Scheme. This second Amendment will allow parties time to prepare, analyse and critically test any assumptions made in the flood modelling, PSP and other matters. The Panel notes no objections from Goulburn-Murray Water with this process.

The Panel empathises with the landowners trying to get a better understanding of the flooding situation. As stated at the Hearing, this opportunity will come at the next Amendment that deals with the PSP specifically. The Panel encourages the Council to work with the affected landowners prior to this Amendment so that all parties have a clear understanding of the future flooding scenarios that will inform the PSP for the area.

### **Devaluation of property**

The Panel notes the Amendment does not propose to alter any existing overlays, or impose any public acquisition overlays as part of this Amendment. Regarding the possible effect on property values, the Panel adopts the observations made by the Boroondara C153 Panel:

*The social and economic effects most likely to be relevant are those of a broad community nature rather than those of a personal kind. This has been the long standing approach taken to such issues in planning decision making by both planning panels and VCAT.*

The Panel makes no further comment on this matter.

### **Post-exhibition changes**

The Panel has reviewed Council's post-exhibition changes and provided its' preferred version at Appendix C. At Clause 21.04-1 the Panel did not agree with Council's changes to delete reference to Investigation Area 3 and its flooding potential. Whilst the Panel acknowledges the *Model of Flood Behaviour and Conceptual Masterplan*, it notes this has yet to be tested in a formal and detailed design forum. As such, it has proposed to keep some of the wording relating to flooding.

Council's insertion of wording under the 'Policy Guidelines – Urban Growth and Consolidation' is not supported as it duplicates wording contained within the head clause decision guidelines of Clause 37.01 to the UGZ. The Panel recommends these words be deleted and this is shown in its preferred version at Appendix C.

The Panel agrees with the Council request to change the designation of the land subject to this Amendment. The application of the UGZ means this land is no longer considered an 'investigation area.' Designating the land 'Urban Growth' is consistent with other areas within Clause 21.04. The Panel does not consider the change in designation is transformative, and notes that the designation merely indicates a preferred future that is subject to a detailed PSP process in the future. It has suggested new wording contained within its preferred version at Appendix C.

The Panel accepts the exhibited version of Clause 21.05.

### **3.3 Conclusions**

The Panel concludes:

- The Amendment is strategically justified and the application of the UGZ is appropriate.
- The application of the UGZ is not premature.
- The proposed Amendment implements the objectives of planning in Victoria by providing the appropriate planning tools to allow for the orderly planning of the Investigation Area to occur.
- Council should work with the VPA to progress its PSP process.
- Issues of flooding and other matters will be catered for during the detailed design process and subsequent PSP that will follow by way of a separate Amendment.
- Minor wording changes should be made to Clause 21.04 as shown in Appendix C to improve clarity and remove duplication.
- The Kialla and Shepparton South Framework Plan at Clause 21.04 should be amended to remove the designation 'Investigation Area 3' and replace this with 'Urban Growth Zone.'

### **3.4 Recommendations**

Based on the reasons set out in this report, the Panel recommends that Greater Shepparton Planning Scheme Amendment C195 be adopted as exhibited subject to the following:

- 1. Include the post-exhibition changes to Clause 21.04 contained in Appendix C.**
- 2. Amend the Kialla and Shepparton South Framework Plan at Clause 21.04 to remove the designation 'Investigation Area 3' and replace this with 'Urban Growth Zone.'**

## Appendix A Submitters to the Amendment

No.	Submitter
1	Goulburn Valley Water
2	Goulburn-Murray Water
3	Grahamvale Development Group
4	APA Group
5	Department of Environment, Land, Water and Planning
6	Department of Economic Development ,Jobs, Transport and Resources
7	Maree McKenna
8	Noel Pattison
9	Peter and Ernie Fantini
10	Jenny and Dom Montelone
11	Goulburn Broken Catchment Management Authority

## Appendix B Document list

No.	Date	Description	Tabled by
1	16/3/17	Council submission	Michael MacDonagh, Greater Shepparton City Council
2	16/3/17	Residential Land Supply Land Monitoring Project	Michael MacDonagh, Greater Shepparton City Council
3	16/3/17	Submission on behalf of Grahamvale Development Group	Kyle O'Brien, Clement Stone Town Planners
4	16/3/17	Clause 21.06 of the Greater Shepparton Planning Scheme	Michael MacDonagh, Greater Shepparton City Council
5	16/3/17	Council Minutes 16 August 2016	Michael MacDonagh, Greater Shepparton City Council
6	16/3/17	Greater Shepparton Amendment C93 Panel Report	Michael MacDonagh, Greater Shepparton City Council

## Appendix C Clause 21.04 - Panel preferred version

[Tracked Added](#)

~~Tracked Deleted~~

### 21.04 SETTLEMENT

03/03/2016  
Proposed C195

#### Urban Consolidation and Growth

03/03/2016  
Proposed C195

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) outlines Council's approach to housing delivery and growth in the municipality and provides the basis for the objectives, strategies and policy guidelines outlined below. It provides for sufficient land supply to accommodate housing demand within a consolidated and sustainable development framework. In doing so, it defines settlement boundaries for the extent of urban expansion to ensure the sustainability of the urban community and the well being of productive agricultural land.

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

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

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

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

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



Future growth corridors are vital to ensure that residential development can continue once other estates and corridors are completed. The growth plans identify a number of longer term residential growth corridors in Shepparton North and Kialla to the east of Kialla Lakes once existing areas are nearing full development.

#### ***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.

#### ***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. This area is directly adjacent to the Kialla Lakes Estate and is impacted by flooding.](#)

#### ***Investigation Areas***

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

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

- Investigation Area 1 – Kialla Paceway and Shepparton Greyhound Racing environs. This area surrounds and includes the greyhound and trotting facilities and is directly adjacent to the Shepparton South Growth Corridor. There is potential to extend services to this land. However, future residential development within this area will be dependent on amenity issues such as lighting, noise, odour and dust being addressed to ensure that the long term interests of the racing facilities are protected.
- Investigation Area 2 – Raftery Road, Kialla. The land is adjacent to the Shepparton South Growth Corridor and is situated between the Seven Creeks and Goulburn River corridors. Development is currently restricted by the 8ha minimum lot size under the Rural Living Zone. Higher density development is dependent on issues relating to servicing, flooding and the environmental assets of the two river corridors being resolved.
- ~~▪ Investigation Area 3 – Adams Road area, Kialla. The investigation area study is complete. A model of flood behaviour and conceptual master plan was prepared to address flooding~~

~~concerns. The Urban Growth Zone has been applied to this land to identify the land for future residential development, subject to a Precinct Structure Plan. This area is directly adjacent to the Kialla Lakes Estate and is impacted by flooding. The potential to develop this land to a more intensive residential use is dependent on this issue being resolved.~~

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

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

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

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

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

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

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

To ensure protection of ground water and natural systems.

To ensure that provision is made for community infrastructure.

~~To ensure that any use or development in the Urban Growth Zone will not lead to unacceptable amenity impacts for future residential development.~~

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

### **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.
- 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.
- Support applications to rezone land for residential purposes where the land has previously been used for orchard or other agricultural uses only where the application is accompanied by a soil report which confirms that the land is suitable for residential use (as required by Ministerial Direction No. 1).
- Support increased densities, such as 15 dwellings per hectare, where reticulated sewer and urban services are provided in the existing residential areas, while maintaining and protecting existing sewerage reticulation assets.
- Encourage medium density housing in preferred locations including within existing residential areas; near public transport; within major redevelopment sites; and adjacent to activity centres and open space areas.
- Encourage medium density, apartment style and shop-top housing, and including student accommodation, as part of the redevelopment of Shepparton CBD commercial sites.
- Encourage the provision of smaller lots to meet the changing demographics structure.
- Discourage multi dwelling developments within areas affected by the Floodway Overlay.
- Provide a settlement boundary beyond which additional urban growth and rezoning should not be supported.
- Encourage new subdivision and developments to promote walking and cycling between homes and schools, open spaces and shops.

- Ensure appropriate design, location and density for expanding residential areas in Shepparton North to maintain amenity protection between residential and other uses such as industry, agriculture and the Goulburn Valley Freeway.
- Link the parks, open spaces and bicycle paths to create connectivity between the three urban areas of Shepparton, Mooroopna and Kialla, with the floodplain becoming a recreation asset.
- Avoid incremental approvals and development in identified investigation areas until an integrated investigation has been completed to assess and resolve future land opportunities and constraints, land use, development opportunities, subdivisional layout and servicing for the area.
- Apply the Development Plan Overlay (DPO) to the growth areas to ensure coordinated development.
- Require development plans to be accompanied by an approved Development Contributions Plan (DCP) or an alternative such as a negotiated Pre-Development Agreement.
- Consider the effect that use or development may have on nearby existing or proposed residential development in the Urban Growth Zone.

### **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. Growth occurring out of sequence may be considered provided that a development proposal satisfies the following conditions:
  - It can be demonstrated that the land supply for the proposed type of development is being constricted elsewhere and that it is unlikely to become available within the designated sequencing.
  - The proposed development does not impact on the achievement of the objectives and strategies of the GSHS.
  - The development can be serviced and connected to sewer and drainage infrastructure in a timely and efficient manner to the satisfaction of the relevant service provider.
  - The full cost of extending infrastructure out of sequence is paid for by the developer.
  - The proposed development represents an exemplary development incorporating best practice standard and satisfying the objectives and strategies of the GSHS to a high degree.

~~When assessing applications for the use and development of land within the Urban Growth Zone, where a Precinct Structure Plan has not yet been prepared, it is policy to consider the impact on the:~~

- ~~▪ Amenity of future residential development; and~~
- ~~▪ Sequencing of future residential development.~~

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:
  - ~~▪ It is for the excision of an existing dwelling;~~
  - ~~▪ It is for a two lot subdivision; and~~

- [The house lot is a maximum of two hectares, unless a larger lot is required to accommodate existing infrastructure.](#)

**21.04-2**  
10/12/2015  
C92

## **Housing Change Areas**

### **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.

**NO CHANGES UNTIL Clause 21.04-7**

**21.04-7**

## **Strategic Work Program**

03/03/2016  
Proposed C195

### ***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 Structure Plans for the residential corridors for Shepparton/Mooroopna, and proposed development areas at Tatura.
- Devise landscaping themes throughout the municipality to create a unified identity whilst retaining individual township character.
- Review the Shepparton Urban Design Framework to prepare urban design guidelines and directions for other areas that are not included in the “Urban Design Framework – Shepparton North and South Business Areas”.
- Prepare design guidelines for residential development.
- Develop a tool for ensuring adequate connectivity within and between residential developments.
- Develop a policy that restricts inappropriate development within and surrounding areas which are liable to flooding.
- [Prepare a Precinct Structure Plan and, where relevant, a Development Contributions Plan to facilitate development in areas within the Urban Growth Zone.](#)

**NOTE – PLANS NOT INCLUDED IN PANEL MARKED UP VERSION – refer to [recommendation regarding change to the Kialla and Shepparton South Framework Plan.](#)**