

MINUTES

Greater Shepparton City Council

COUNCIL MEETING

5.30pm, Tuesday 21 July 2020

VIRTUALLY VIA ZOOM

COUNCILLORS

Cr Seema Abdullah (Mayor)
Cr Dinny Adem (Deputy Mayor)
Cr Bruce Giovanetti
Cr Chris Hazelman OAM
Cr Kim O'Keeffe
Cr Les Oroszvary
Cr Dennis Patterson
Cr Fern Summer
Cr Shelley Sutton

VISION

GREATER SHEPPARTON, GREATER FUTURE

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

10.5 Adoption of Toolamba Growth Plan 2020

Author	Graduate Strategic Planner Projects
Approved by	Director Sustainable Development
Purpose	For Decision by Council

Disclosures of Conflict of Interest in Relation to this Report

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

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

Moved by Cr Giovanetti
Seconded by Cr Patterson

That the Council:

1. **adopt the *Toolamba Growth Plan 2020*, and the *Toolamba Streetscape and Housing Typologies 2020*;**
2. **receive and note the *Draft Toolamba Growth Plan Conversation Report 2020*; and**
3. **authorise the preparation and exhibition of a planning scheme amendment to implement the *Toolamba Growth Plan 2020*, and the *Toolamba Streetscape and Housing Typologies 2020* into the Greater Shepparton Planning Scheme.**

CARRIED UNOPPOSED

Executive Summary

In February 2019, Council appointed Ethos Urban Pty Ltd to prepare the *Toolamba Growth Plan 2020* (the Plan) to guide future development in Toolamba and Old Toolamba.

The preparation of a growth plan was a condition of the authorisation of Amendment C168 to the Greater Shepparton Planning Scheme (Planning Scheme) by the Department of Environment, Land, Water and Planning (DELWP). Amendment C168 seeks to rezone approximately 44 ha of land at 355 Rutherford Road, Toolamba to the Urban Growth Zone, and incorporate the *Toolamba Precinct Structure Plan 2018* into the Planning Scheme.

Further, Toolamba is the only small town that will have its own interchange as part of the Goulburn Valley Highway Shepparton Bypass, to be constructed during Stage 3. While a timeframe for construction of this section of the Bypass has not been confirmed, Council wishes to ensure that growth in both townships is strategically planned and managed to accommodate future changes.

Pre-draft consultation was held in May and June 2019, followed by draft consultation held between December 2019 and March 2020. During both phases, a variety of activities were conducted with both the community and relevant referral agencies, including DELWP,

Goulburn Valley Water (GVW), Goulburn Broken Catchment Management Authority (GBCMA), VicTrack and the Environmental Protection Authority (EPA). A total of eight formal written submissions and 182 informal responses, providing more than 400 comments and suggestions, informed the initial development of the Plan, while a further 41 written submissions were considered in shaping the final plan. The pre-draft consultation responses were summarised in the *Pre-draft Toolamba Growth Plan Conversation Report 2019*, which was received by Council in December 2019, and draft consultation responses have been summarised in the *Draft Toolamba Growth Plan Conversation Report 2020* (attached).

In response to concerns raised by residents, in March 2020, Council commissioned Mesh Planning Pty Ltd to undertake preparation of the *Toolamba Streetscapes and Housing Typologies 2020* (attached), to provide a visual representation of Toolamba to guide future development to retain the existing rural feel and character of the township.

Building on the feedback received, the *Toolamba Growth Plan 2020* provides a framework for the growth of the township over the next three decades to ensure that adequate land is appropriately rezoned and released to accommodate changing needs, and to provide surety to residents and developers.

Report Detail

In February 2019, Council appointed Ethos Urban Pty Ltd to prepare the *Toolamba Growth Plan* (the Plan) to guide future development in Toolamba and Old Toolamba.

The preparation of a plan was a condition of the authorisation of Amendment C168 to the Greater Shepparton Planning Scheme (Planning Scheme) by the Department of Environment, Land, Water and Planning (DELWP). Amendment C168 seeks to rezone approximately 44 ha of land at 355 Rutherford Road, Toolamba to the Urban Growth Zone. The subject land had been identified as Investigation Area 6 in the *Greater Shepparton Housing Strategy 2011*. The Amendment also aims to implement the *Toolamba Precinct Structure Plan 2018* as an Incorporated Document in the Planning Scheme, including provision of reticulated services to Toolamba.

Further, Toolamba is the only small town that will have its own interchange as part of the Goulburn Valley Highway Shepparton Bypass, to be constructed during Stage 3, which may experience heightened residential demand as a consequence. A timeframe for construction of this section of the Bypass has not yet been confirmed, but Council wishes to ensure that growth in the both townships is strategically planned and managed to accommodate any future demand for change.

Pre-draft consultation was held in May and June 2019, comprising an online survey, a community drop-in session, individual meetings with land owners and their representatives, and a workshop with key referral agencies, including DELWP, GVW, GBCMA, VicTrack and the EPA.

Eight formal written submissions were received, as well as 182 informal responses during the drop-in session which provided more than 400 comments and suggestions. A pre-draft conversation report was prepared, which summarised the responses received and identified key points for consideration in development of the Plan.

The *Draft Toolamba Growth Plan 2019* was authorised for exhibition from 20 December 2019 to 17 February 2020. Council officers and staff from Ethos Urban Pty Ltd conducted a second community drop-in session in Toolamba, an online survey, individual meetings with land owners and their representatives, and discussions with key referral agencies, including GVW, VicTrack, the Victorian School Building Authority (VSBA) and the EPA. In addition,

Council officers also attended a meeting of the Toolamba and District Community Plan Steering Group to answer residents' questions regarding the Plan. Draft consultation responses have been summarised in the *Draft Toolamba Growth Plan Conversation Report 2020* (attached).

In response to concerns raised by residents, in March 2020, Council commissioned Mesh Planning Pty Ltd to undertake preparation of the *Toolamba Streetscapes and Housing Typologies 2020*, to provide a visual representation of Toolamba to guide future development to retain the existing rural feel and character of the township.

Building on the input provided, the *Toolamba Growth Plan 2020* provides a cohesive framework for the growth of the townships over the next three decades (see Framework Plan below), to ensure that adequate land is rezoned and released to accommodate changing needs, related infrastructure and service needs can be met in concert with growth, and to provide surety to residents and land owners.

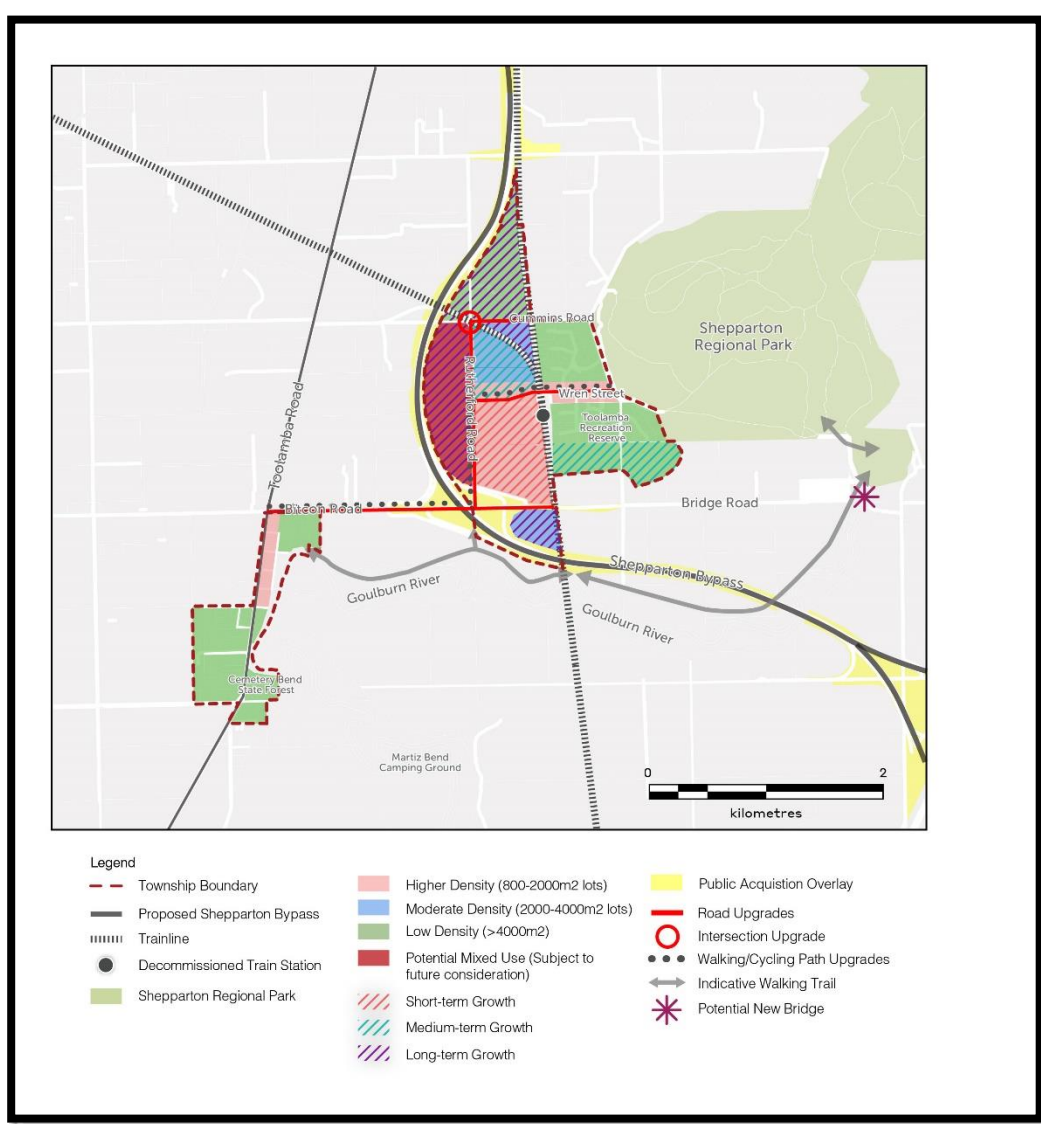


Figure 1: Toolamba Framework Plan

It assesses requirements for housing, open space, access and transport, education, services, and employment, and includes actions to support timely provision of infrastructure and community facilities in response to the townships' growth.

Council Plan/Key Strategic Activity

LEADERSHIP AND GOVERNANCE

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

1.3 Council demonstrates strong leadership and sound decision making in the best interests of the community.

SOCIAL

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

2.2 Our community is supported to achieve and sustain physical, emotional and spiritual health and wellbeing.

BUILT

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

4.1 Growth is well planned and managed for the future.

4.2 Urban and rural development is sustainable and prosperous.

4.8 Active transport (cycling, walking) is encouraged through safe, connected and improved linkages.

Risk Management

The *Toolamba Growth Plan 2020* seeks to identify and consider the opportunities and constraints within each township to ensure appropriate and orderly development is facilitated. It seeks to ensure mitigation of risks such as an under- or oversupply of residential land in the township, and inconsistent and unsustainable residential development.

The Toolamba community has demonstrated a high degree of interest in the *Toolamba Growth Plan 2020*, and a wide range of opinions and preferences were expressed in consultation.

There is a low-moderate risk that community members may express dissatisfaction with the Plan in public or to Councillors. However, residents have been advised that they will have the opportunity to lodge a submission and may have their concerns resolved by an Independent Planning Panel, as part of the planning scheme amendment process that will incorporate the *Toolamba Growth Plan 2020* and the *Toolamba Streetscape and Housing Typologies 2020* into the Greater Shepparton Planning Scheme.

Policy Considerations

All consultation associated with the *Toolamba Growth Plan 2020* were undertaken in accordance with Council's *Community Engagement Policy 2020*, and the *Community Engagement Strategy 2009*.

The *Toolamba Growth Plan 2020*, and the *Toolamba Streetscape and Housing Typologies 2020* support existing Council policies.

Financial Implications

The recommendation to adopt the *Toolamba Growth Plan 2020*, and the *Toolamba Streetscape and Housing Typologies 2020* does not have any direct financial or budgetary implications for Council.

Actions arising from the strategy will be subject to annual budgetary processes. External funding opportunities will also be explored to implement projects.

Legal/Statutory Implications

The preparation of the *Toolamba Growth Plan 2020*, and the *Toolamba Streetscape and Housing Typologies 2020* is considered to accord with the Victorian Charter of Human Rights and Responsibilities Act 2006 (the Charter). No human rights have been negatively impacted upon throughout the process.

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

Environmental/Sustainability Impacts

Environmental and sustainability influences were a key consideration in the preparation of the *Toolamba Growth Plan 2020*, and the *Toolamba Streetscape and Housing Typologies 2020*. This includes consideration of environmental assets and constraints such as vegetation and river corridors.

The recommendation to adopt the *Toolamba Growth Plan 2020*, and the *Toolamba Streetscape and Housing Typologies 2020* is expected to have positive indirect environmental or sustainability impacts, by promoting efficient use and development of land and retention of native vegetation.

Social Implications

It is not expected that the recommendation to adopt the *Toolamba Growth Plan 2020*, and the *Toolamba Streetscape and Housing Typologies 2020* will have any adverse social impacts.

Economic Impacts

The recommendation to adopt the *Toolamba Growth Plan 2020*, and the *Toolamba Streetscape and Housing Typologies 2020* will not result in any adverse economic impacts.

The construction of new housing and related infrastructure is expected to provide long-term economic benefit to the municipality.

Consultation

All consultation undertaken during the development of the *Toolamba Growth Plan 2020* has been conducted in accordance with Council's *Community Engagement Policy 2020* and the *Community Engagement Strategy 2009*.

Council held pre-draft consultation in May and June 2019, comprising an online survey, a community drop-in session, individual meetings with land owners and their representatives, and a workshop with key referral agencies, including DELWP, GVW, GBCMA, VicTrack and the EPA.

Approximately 70 people attended the drop-in session, providing 182 informal responses yielding more than 400 comments and suggestions. Eight formal written submissions were also received. A pre-draft conversation report was prepared, which summarised the responses received and identified key points for consideration in development of the Plan. The *Draft Toolamba Growth Plan Conversation Report Pre-Draft Engagement May 2019* was received by Council in December 2019 and subsequently released to the public alongside the *Draft Toolamba Growth Plan 2019*.

The *Draft Toolamba Growth Plan 2019* was authorised for exhibition from 20 December 2019 to 17 February 2020. Council officers and staff from Ethos Urban Pty Ltd conducted a second community drop-in session in Toolamba, an online survey, individual meetings with land owners and their representatives, and discussions with key referral agencies, including GVW, VicTrack, the VSBA and the EPA. The consultation period was extended by one month to accommodate requests for additional time to formulate responses.

Approximately 30 people attended the drop-in session, and 41 written submissions were received. The *Draft Toolamba Growth Plan Conversation Report 2020* (attached) summarises the responses received.

In addition, Council officers also attended a meeting of the Toolamba and District Community Plan Steering Group to answer residents' questions regarding the Plan.

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

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

Strategic Links

a) Greater Shepparton 2030 Strategy

Topic: Settlement & Housing – Commitment to growth within a consolidated and sustainable development framework

Objectives:

- To provide for sufficient suitable additional land for urban growth until 2030.
- To release land efficiently in terms of location, supply of services and infrastructure.
- 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 provide for a broader range of dwelling densities and types of housing to meet current and future community needs and differing lifestyles.
- To increase the supply of medium density housing in appropriate locations.

Topic: Community Life – Enhance social connectedness, physical and mental health and well-being, education and participatory opportunities to improve liveability and provide a greater range of community services.

Objectives:

- To provide an equitable and efficient distribution of community facilities and services.
- To ensure that facilities, services and policies are accessible and inclusive, and appropriate to the sporting and recreation needs of the community.

Topic: Infrastructure – the provision and restructure of urban and rural infrastructure to enhance the performance of the municipality and facilitate growth.

Objective:

- To develop Walking/Bicycle and Public Transport networks that provides transport and accessibility options to segments of the community who have not or prefer not to use a motor car.

b) Other strategic links

- Greater Shepparton Housing Strategy 2011
- Greater Shepparton Townships Framework Plan Review 2019

Conclusion

Toolamba has experienced substantial latent housing demand but growth has been limited in recent years due to the absence of reticulated services.

As a condition of authorisation of Amendment C168, DELWP required the preparation of a growth plan for Toolamba. Amendment C168 seeks to rezone approximately 44 ha of land at 355 Rutherford Road, Toolamba to the Urban Growth Zone, and incorporate the *Toolamba Precinct Structure Plan 2018* into the Greater Shepparton Planning Scheme. It envisages the provision reticulated services to Toolamba and the development of approximately 270 dwellings.

Council has received more than 200 submissions and conducted extensive discussions with residents and relevant referral agencies throughout the preparation of the *Toolamba Growth Plan 2020*. All of these have been considered by Council officers and have informed the final plan.

The *Toolamba Growth Plan 2020* and *Toolamba Streetscape and Housing Typologies 2020* will provide guidance to ensure orderly and equitable development in Toolamba in the coming decades, and assist in managing implications arising from the future delivery of the Goulburn Valley Highway Shepparton Bypass.

It is recommended that Council adopt the *Toolamba Growth Plan 2020* and *Toolamba Streetscape and Housing Typologies 2020*, and authorise their implementation through the preparation and exhibition of a planning scheme amendment.

Attachments

1. Toolamba Growth Plan 2020 [**10.5.1** - 66 pages]
2. Toolamba Streetscapes and Housing Typologies 2020 [**10.5.2** - 20 pages]
3. Draft Toolamba Growth Plan Conversation Report 2020 [**10.5.3** - 14 pages]