

**GREATER SHEPPARTON
PLANNING SCHEME
AMENDMENT C69**

PANEL REPORT

AUGUST 2006

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MARGARET PITT, CHAIR

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PETER McEWAN, MEMBER

AUGUST 2006

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1 WHAT IS PROPOSED?

1.1 THE AMENDMENT

The Greater Shepparton Planning Scheme was gazetted on 29 July 1999. The planning scheme was based on the *City of Greater Shepparton Strategy Plan 1996*.

In 2002 the City of Greater Shepparton undertook a review of its Municipal Strategic Statement (MSS) and Local Planning Policies (LPPs) as required under s.12B of the *Planning and Environment Act 1987*. The review was undertaken in compliance with the General Practice Note *The MSS and Three-Year Review* issued by the Department of Infrastructure in October 2001. On 20 March 2003 Council was advised that the Minister for Planning accepted the Review Report as satisfying the requirements of s.12B of the Act.

The Review Report recommended that Council commission a review of the *City of Greater Shepparton Strategy Plan 1996* to update data, confirm trends and 'reality check' some assumptions made. Coomes Consulting was engaged to undertake the review, which resulted in the preparation, exhibition and adoption by Council of the *Greater Shepparton 2030 Strategy Plan*.

Amendment C69 implements the outcomes of the review and the planning strategies embodied in *Greater Shepparton 2030*. It introduces a new MSS and LPPs. Because of its strategic focus, there are no changes to zones or overlays as part of this amendment.

2 STRATEGIC CONTEXT

2.1 STRATEGIC PLANNING FRAMEWORK

This section identifies the existing strategic context within which issues associated with Amendment C69 must be considered.

The relevant documents that provide the context for considering Amendment C69 are as follows:

- The State Planning Policy Framework (SPPF); and
- Greater Shepparton 2030.

The relevant **SPPF** clauses are:

- Clause 12 Metropolitan development;
- Clause 14 (Settlement);
- Clause 15 (Environment);
- Clause 16 (Housing);
- Clause 17 (Economic Development);
- Clause 17.05 (Agriculture);
- Clause 18 (Infrastructure); and
- Clause 17.05 (Agriculture).

An assessment of Amendment C69 against the above SPPF clauses and Shepparton 2030 is provided in Chapter 4 of this report.

3 ISSUES

3.1 NATURE OF SUBMISSIONS

Amendment C69 was exhibited for a period of two months between October and November 2005. A total of 32 submissions were received.

Referral authorities were either supportive of, or offered no objection to, the amendment, in some cases requesting wording changes to better reflect current policies or practices. These changes have largely been adopted by Council and were proposed at the hearing as further amendments.

Key community organisations were also generally supportive of C69. Some sought wording changes that have been assessed by Council as either appropriate or not appropriate to incorporate in the amendment.

A number of individual submissions supported the amendment, while others sought site-specific zoning changes. Council's position is that C69 is purely strategic in nature and that individual rezoning requests would not be addressed as part of this amendment. Some of the submissions requested variations to the 'town boundaries' shown in the strategic framework plans for individual towns included in the MSS.

Three submissions relate to the specific issue of whether a 'preferred' site for a future neighbourhood centre to serve the southern growth corridor of Shepparton should be identified in the MSS and accompanying strategic plans. Council requested that this issue be addressed separately from the remainder of the amendment.

The Panel agreed to split the hearing into two parts: Part 1 considered the amendment as whole, and Part 2 addressed the specific issue of identification of the neighbourhood centre site.

The key issues arising from submissions were:

- wording changes requested by referral authorities and other organisations;
- variations to town boundaries; and
- identification of a preferred site for a neighbourhood centre.

3.2 ISSUES IDENTIFIED BY THE PANEL

The Panel fully supports the position of Council in relation to submissions seeking rezonings, and has not considered such requests as part of its consideration of C69.

The Panel also supports Council's proposals to incorporate wording changes requested by referral authorities, but believes these changes need to be assessed to ensure the strategies are clearly expressed and do not result in duplication or inconsistencies.

Therefore, having evaluated all the submissions and the matters raised and evidence presented at the hearing, the Panel considers that the key issues it needs to consider in assessing the elements of Amendment C69 addressed in Part 1 of the hearing are as follows:

- Is Amendment C69 consistent with, and implement, the SPPF?;
- Is Amendment C69 consistent with, and implement, the *Greater Shepparton 2030 Strategy Plan*?;
- Do the proposed town boundaries have adequate strategic justification for inclusion in the MSS framework plans?;
- Is the adoption of all wording changes requested by referral authorities and other organisations appropriate?;
- Is Amendment C69 consistent with the General Practice Note *Format of Municipal Strategic Statements (February 1999)*?;
- Is Amendment C69 consistent with the General Practice Note *Writing a Local Planning Policy (December 1999)*?; and
- Is Amendment C69 consistent with the General Practice Note *Incorporated and Reference Documents (August 2000)*?

The Panel considers that the key issue it needs to consider in assessing Part 2 of the hearing is as follows:

- Is it appropriate for the MSS to identify a preferred site for a neighbourhood centre to service the southern growth corridor of Shepparton?

4 ISSUES - PART 1 OF HEARING

This section of the report addresses the key issues raised at Part 1 of the hearing, as identified in the Chapter 3.2 of this report. The issues are discussed under the following headings:

Consistency with SPPF

- Is Amendment C69 consistent with, and implement, the SPPF?

Consistency with Greater Shepparton 2030

- Is Amendment C69 consistent with, and implement, the *Greater Shepparton 2030 Strategy Plan*?

Town boundaries

- Do the proposed town boundaries have adequate strategic justification for inclusion in the MSS Town Framework plans?

Changes proposed by Council

- Is the adoption of all wording changes requested by referral authorities is appropriate?

Consistency with Planning Practice Notes

- Is Amendment C69 consistent with the General Practice Note *Format of Municipal Strategic Statements (February 1999)*?
- Is Amendment C69 consistent with the General Practice Note *Writing a Local Planning Policy (December 1999)*?; and
- Is Amendment C69 consistent with the General Practice Note *Incorporated and Reference Documents (August 2000)*?

Recommendations are made in relation to each of these issues under the relevant heading. The Panel has not provided an assessment of the amendment's consistency with the current MSS given that it proposes to replace it.

The Panel considered *Post Exhibition Redraft - Version 1* of the MSS and LPP's tabled by Council at the Directions Hearing. This version incorporates changes proposed by Council in response to submissions by individuals, statutory authorities and changes proposed by Council in order to correct topographical errors or to improve the clarity of the clauses. Following the panel hearing Council submitted a revised copy of Clauses 21 and 22 on 4 August ('*Post Panel Edit – 4 August 2006*'). This version incorporates a number of minor changes and corrections recommended by the Panel at the hearings.

4.1 CONSISTENCY WITH SPPF

Is Amendment C69 consistent with, and implement, the SPPF?

While many elements of the SPPF have varying degrees of relevance to the amendment, the panel has focused on those that are of particular relevance.

4.1.1 STRATEGIC ISSUES

Clause 12 (Metropolitan development)

Melbourne 2030 essentially applies to the Melbourne metropolitan area but as Council noted, it does extend beyond the urban area of metropolitan Melbourne and its immediate surrounds because of the growing interdependence of metropolitan Melbourne and regional cities and rural areas in the wider region.

The amendment does not compromise the implementation of Clause 12.

Clause 14 (Settlement)

Establishes that planning authorities should plan to accommodate projected population growth over at least a 10 year period, taking account of opportunities for redevelopment and intensification of existing urban areas as well as the limits of land capability and natural hazards, environmental quality and the costs of providing infrastructure.

The amendment identifies four major growth corridors around Shepparton and Mooroopna to maintain a supply of residential and industrial land over the next 15 years. Nine Town Framework Plans are proposed as a first step in managing growth for other urban areas.

Clause 15 (Environment)

A primary feature of Greater Shepparton is the flood plains and river systems that support the agricultural base of the municipality. The amendment explicitly supports the implementation of the Goulburn Broken Regional Catchment Strategy and other environment strategies. The MSS has a specific focus on the preservation and management of areas of remnant vegetation and natural floodplains.

Clause 16 (Housing)

The amendment identifies appropriate areas for future residential growth for Shepparton and Mooroopna. Areas for potential higher density housing have been identified in the central area of Shepparton. The Panel notes and strongly supports Council's intention to undertake a comprehensive and integrated residential land supply and housing strategy as a high priority.

Clause 16.03 (Rural living and rural residential development) includes a number of relevant references under 'general implementation'. Minister's Direction No. 6, referred to in Clause 16.03 seeks to ensure that an amendment which has the effect of allowing rural residential development is prepared only after having regard to appropriate strategic considerations and the suitability of land for that development.

Although Amendment C69 does not explicitly propose rezoning of land for rural residential purposes, it identifies significant areas for such development in the *2030 Residential Framework Plan* and Town Framework plans. The revised MSS provides strengthened direction for the consideration of any proposals for rural residential development.

Clause 17 (Economic Development)

Greater Shepparton is largely dependent on the strong rural sector and associated value-adding industries. The strategic location of Shepparton and Mooroopna at the junction of the Midland and Goulburn Valley Highways makes it an important freight collection and distribution centre. The amendment implements industrial and commercial elements of *Shepparton 2030*.

The revised MSS provides more clear direction on the hierarchy of roles and function of the commercial centres across the municipality.

Shepparton 2030 identified a hierarchy of commercial / activity centres. The hierarchy of centres is shown on the *2030 Business Framework Plan* proposed to be incorporated into Clause 21.07. In response to submissions the Panel makes a number of conclusions about future and potential neighbourhood centres in section Five of this report.

Clause 17.05 (Agriculture)

Highlights the need to protect the State's agricultural base from unplanned loss of high quality agricultural land due to permanent changes of land use. It also establishes the need to protect productive farm land which is of high quality and strategic significance in the local or regional context. The proposed MSS is generally consistent with the agricultural elements of the SPPF. References to the importance of agriculture to the state and local economy have been retained in the revised MSS.

It is notable that the *2030 Residential Framework Plan* and Town Framework Plans provide 'Urban Growth Boundaries' and 'Existing town boundaries' respectively to 'ensure the sustainability for the urban community and the well being of productive agricultural land'. The Panel's detailed response to the amendment's proposed township boundaries is provided later in this report.

Clause 18 (Infrastructure)

The proposed MSS makes reference to the importance of the drainage and irrigation infrastructure for the first time. The development of strong transport linkages is a primary objective in *Shepparton 2030* given expression in the revised MSS.

4.1.2 STRUCTURAL ISSUES

The 3 year review identified that a thorough editing was required to improve the clarity and usability of the Scheme. In particular, the 3 year review noted that the Scheme could be improved by condensing the existing themes into the SPPF themes to provide a more transparent link between the MSS and the SPPF. The report noted that the major strategic themes of the existing MSS, which provide local context of the relevant SPPF headings, could then be rationalised.

Following a peer review of the draft LPPF the land use planning and development strategic directions of *Shepparton 2030* were adopted by council as the structure for the new MSS. These directions were:

- Settlement;
- Community Life;
- Environment;
- Economic Development; and
- Infrastructure.

The Panel concludes that the revised MSS is closely aligned to the thematic structure of the SPPF and provides a much more transparent link between the SPPF and the LPPF.

The Panel noted that the proposed MSS and LPP's had benefited from an external peer review prior to exhibition. This review was most helpful in providing a more clear and user-friendly version. Amendment C69 provides a greatly improved structure to the MSS, including a more useful clustering of like strategies for implementation.

Following the panel hearing Council submitted a revised copy of Clauses 21 and 22 on 4 August (*'Post Panel Edit – 4 August 2006'*). This version incorporates a number of minor changes and corrections recommended by the Panel at the hearings. This version is attached to the Panel report.

4.2 CONSISTENCY WITH GREATER SHEPPARTON 2030

Is Amendment C69 consistent with, and implement, the Greater Shepparton 2030 Strategy Plan (Shepparton 2030)?

Amendment C69 involves a completely new and restructured MSS to reflect the recommendations of the Three Year MSS review and *Shepparton 2030*. The whole of the MSS is proposed to be replaced by new clauses 21.01 to 21.10. Some policies have been removed.

Council and DSE appointed Coomes in 2003 to prepare a strategy plan for Greater Shepparton to carry the municipality forward for the next 20 to 30 years. Following an extensive process of information gathering and consultation Council adopted *Shepparton 2030* on 11 July 2005.

Shepparton 2030 updated the previous City of Greater Shepparton Strategy Plan 1996 which formed the basis for the current MSS. It was used as the basis for the

drafting of the new MSS and LPP's and Town Framework plans and is a reference document in Amendment C69.

The issues arising from the preparation of *Shepparton 2030* determined that the current local issues are:

- more older people and the consequent need for more health and community services and provision of specific housing responses;
- uncertainty about future residential land supply;
- need to contain urban sprawl;
- unsustainable use and management of water;
- role and functions of the CBD; and
- focus on higher education to retain young people.

Shepparton 2030 also raised a new focus on the broader environment and biodiversity for the long term benefits of future generations. It includes new strategies for sustainable land management practices, regeneration to improve biodiversity of flora and fauna and water conservation.

Shepparton 2030 contains broad strategic plans covering the whole municipality and the main city centre of Shepparton, Mooroopna and Kialla. The revised MSS contains an overall growth strategy for urban areas including towns. The Town Framework Plans are based on information generated by *Shepparton 2030* and are intended to meet the demand for land for urban settlement and economic development until 2030.

It is noted that the Greater Shepparton City Council Plan is integrated with the *Shepparton 2030* Strategy and the MSS. It is a whole of Council plan intended to drive the implementation of programs and initiatives of Council.

The Panel concludes that the revised MSS and LPP's are closely aligned to *Shepparton 2030* and give appropriate expression to its objectives and recommended actions. The MSS provides a more focussed and realistic work program for Shepparton for the next three years.

4.3 TOWN BOUNDARIES

Do the proposed town boundaries have adequate strategic justification for inclusion in the MSS Town Framework plans?

Shepparton 2030 proposed a strategic development framework covering the whole municipality and the main city centre of Shepparton, Mooroopna and Kialla. The revised MSS (21.04) contains an overall growth strategy for this main city centre and also for each town in the municipality. The intention is to articulate the broader concept of urban growth and 'provide long term defensible boundaries for urban use and growth'.

A good level of analysis is provided in *Shepparton 2030* for Shepparton / Mooroopna / Kialla. This primary urban area has over 75% of residents in the municipality and is expected to increase this share to 82% by 2030. The urban boundaries shown on

the overall Framework Plan for these centres is considered by the Panel to be appropriate.

Town Framework plans are proposed in 21.04 for the following towns:

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

The intent was to provide 'an indication of growth rates for each town as a guide to the area of land which may be required for residential growth on a per annum basis'. It was not evident to the Panel where this indication is provided. *Shepparton 2030* details growth rates and demographics only for Tatura, Murchison, Merrigum and Dookie.

The intent was then to indicate areas for future residential development 'depending on the demand for residential land in each town, take up rates and provision of infrastructure to service the land'. Areas for long term residential development could also be identified. In addition current and future recreation areas are shown to encourage their consolidation in or near township locations. Industrial areas are designated for some towns.

Such plans are often relied upon as precursor to rezoning applications, and in that context panels and other parties generally attribute them significant weight. Therefore the Panel believes that these plans should have an unambiguous strategic justification. This is not the case for the nine Town Framework plans. There was much discussion on this issue at the panel hearing.

Following exhibition of the Amendment C69 Council officers met with each of the submitters to discuss their concerns and determine if a resolution could be reached. In response to concerns that the town boundary cut across title boundaries or did not include particular parcels of land, council officers deleted the Town Boundaries in the post-exhibition version (9 June 2006). The Panel noted that Council had not formally requested such a change. The revised copy of Clauses 21 and 22 submitted by Council on 4 August ('*Post Panel Edit – 4 August 2006*') has reinstated the town boundaries.

The Panel heard from several submitters seeking to have additional areas of land recognised in Town Framework plans for the purpose of future or long-term township expansion.

It could be argued that removal of the strategic town boundaries as shown on the exhibited plans may create uncertainty. It may be more appropriate to retain such boundaries, which in themselves are desirable, subject to a review following completion of a comprehensive and integrated residential land supply and housing

strategy, a piece of strategic work which is being proposed by council. Such work should be commenced as a high priority.

A settlement boundary is a mechanism to guide the extent of use and development in a settlement. It is a fixed outer boundary for urban development and represents the future growth expectations for a settlement. It enables landowners and authorities to make investment decisions about land use and development both inside and outside the settlement boundary with greater certainty. Because it is a fixed boundary in the planning scheme, good practice suggests that it should satisfy the supply/demand of land within a 10 year planning horizon along with opportunities outside that boundary for future growth beyond that period.

Following the completion of *Shepparton 2030*, which analysed land opportunities and constraints (background and analysis Report No. 2), it is understandable that settlement boundaries should be proposed by Council for inclusion in the MSS.

However, application of the settlement boundary is not consistent. The settlement boundary follows the current boundary of residentially-zoned land for five of the nine towns. For Dookie, which has the highest growth rate of the nine towns (1.2% per annum) the small extension of the settlement boundary beyond the current Township-zoned land is strategically justified by *Shepparton 2030*.

Similarly Clause 24.04-1 provides a justification for small extensions to the east and the west at Toolamba. Council propose to provide greater direction in relation to the role of Toolamba if and when the Shepparton by-pass is constructed. This proposed amendment to Clause 21.04-1 is supported by the Panel.

The proposed settlement boundary for Tatura does not follow existing zone boundaries. It includes large areas of land zoned FZ, particularly in the north-east and north west but does not include an area currently zoned LDRZ adjacent to R1 zoned land in the south east. The Panel notes that Tatura with its high levels of population growth and diversity of land uses has been nominated as a high priority for the preparation of a land use strategy. The Panel recommends that the town / settlement boundary should be determined by this forthcoming strategic work and that in the meantime the settlement boundary should accord with the boundaries of urban zoning. The coloured directional arrows provide strategic guidance on the direction of future growth in the meantime.

At Congupna the township area has been increased in the township plan. In the exhibited amendment the township area was shown as doubled. One submittor requested that the boundary be altered to follow the property boundary, thereby increasing the township area even further. Council's initial response was to delete the town boundary altogether and rely on the coloured directional arrows to provide strategic guidance on the direction for future growth of the towns. In response to the submission at the panel hearing Council proposed to amend the Town Framework plan to include land beyond the area shown on the exhibited plan by way of a coloured directional arrow. This change (as shown in the '*post panel edit – 4 August 2006*') is supported by the Panel.

Council proposes to amend the first dot point under Clause 21.04-4 *Implementation – Undertaking further strategic work to prepare a Residential Land Supply and Housing Strategy as a high priority. Given the uncertainties which have been*

expressed in relation to the Township Framework Plans, this change is strongly supported by the Panel.

Council propose to amend the following Objectives under Clause 21.04-2 as follows:

- *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 provide land for small townships expansion, without impacting on the long-term growth potential of urban centres or productive agricultural land efficiently in terms of location, supply of services and infrastructure and in accordance with land capability.*
- *To release land for small townships' expansion efficiently in terms of location, supply of services and infrastructure and in accordance with land capability.*
- *To recognise and make provision for the potential conflicts at the urban/rural interface.*

The Panel agrees that the addition of these revised objectives and strategies as articulated in Clause 21.04 will assist in providing guidance in the use of the new Town Framework plans in decision-making.

In response to submissions seeking to have land designated as future rural residential Council propose to include in a number of places in the MSS a more strategic approach to the analysis of supply and demand for rural residential land as part of a comprehensive and integrated Residential Land Supply and Housing Strategy for the municipality.

In Clause 21.04 reference is made to 'Urban Growth boundaries'. The Panel consider that use of this term could be confusing given that it has a specific meaning in the *Planning and Environment Act 1987*. There should be a consistent use of one term, such as 'town' or 'settlement', when referring to the strategic boundary shown on a plan incorporated in the planning scheme.

Conclusions

Given that no information on the growth rate or demographics is provided in *Shepparton 2030* or by Council at the panel hearing for several of the townships, it is the view of the Panel that the Town / Settlement boundary should follow the current Township / urban-zoned land for the following towns:

- Congupna;
- Katandra;
- Tallygaroopna;
- Tatura;
- Merrigum;
- Murchison; and
- Undera.

The Panel strongly supports the consideration of potential rural residential uses in the context of an integrated strategy rather than on a site by site basis.

For smaller townships where there are no Town Framework plans Council propose to provide greater direction on the consideration of rural residential amendments in the MSS:

Council also recognises the important function of other smaller townships for which there are no framework plans. These townships such as Kialla Central, Kialla West and Shepparton East feature community facilities and infrastructure such as schools and halls, and provide opportunities for some future residential expansion. However, it is important that they retain their own sense of identity and not be absorbed by Shepparton-Mooroopna urban expansion.

The strategic future of these townships will also be considered by a proposed Residential Land Supply and Housing Strategy. These changes are supported by the Panel.

Recommendations

- **In Clause 21.04 (pages 2/8, 5/8) and wherever else occurring, change reference from 'Urban Growth' boundaries to 'settlement' or 'town' boundaries;**
- **The town / settlement boundary shown on the Town Framework plans should be retained;**
- **These boundaries should generally follow the boundaries of residential or other urban-zoned land for Congupna, Katandra, Tallygaroopna, Tatura, Merrigum, Murchison and Undera;**
- **The town /settlement boundary for the townships of Dookie and Toolamba should be as shown on the version *post panel edit – 4 August 2006*; and**
- **These strategic boundaries should be reviewed following completion of a Residential Land Supply and Housing Strategy to be undertaken by Council.**

4.4 CHANGES PROPOSED BY COUNCIL

Is the adoption of all wording changes requested by referral authorities appropriate?

As a result of the exhibition of Amendment C69 a total of 32 submissions were lodged with Council.

In most cases Council agreed to amend the LPPF to take into account the various comments made by the parties. Few of Council's proposed modifications to the MSS are likely to have a significant impact on the content of the planning scheme.

The Panel considered *Post Exhibition Redraft - Version 1* of the MSS and LPP's tabled by Council at the Directions Hearing. This version incorporates changes proposed by Council in response to submissions by individuals, statutory authorities and changes proposed by council in order correct topographical errors or to improve the clarity of the clauses.

The Panel concurs with proposed changes to the MSS in relation to land in McLennan Street, Mooroopna to provide sufficient flexibility to council to give consideration to a request to rezone the site to an appropriate zone.

In response to submitters Council proposes to amend the MSS to give greater recognition to the strategic needs of existing industry in Shepparton, Mooroopna and Tatura. The MSS will provide direction on the need for a development plan for Tatura Milk Industries. The Panel supports this approach and the recognition of industries such as TMI as significant contributors to the economy of Greater Shepparton.

In response to a submission by the Shepparton Chamber of Industry and Commerce seeking strengthened support in the MSS for the need for additional parking in the CBD and specific reference to the Maude Street Mall, Council propose a number of changes to the MSS. The Panel supports these additions and amendments to the MSS.

In response to a submission in relation to land in the Lemnos industrial area, on New Dookie Road, Council acknowledged the need to update the Economic Development Strategy to incorporate an Industrial land and Supply Analysis. Council also propose to make specific reference to the Lemnos Industrial area in Clause 21.07-3 - Manufacturing and Freight. The Panel supports inclusion of this reference.

Council provided to the panel on 4 August 2006 a full copy of the documentation for Amendment C69, being proposed Clauses 21 MSS) and 22 (Local Policies). This version referred to in the footer as 'Post Panel Edit – 4 August 2006', incorporates the changes made by council following exhibition of Amendment C69 along with further recommended changes discussed on Day 2 of the panel hearing. Under Clause 21.04.3 – Strategies, Council has added a number of sub headings to break up the lengthy list of strategies. The Panel supports this change to make the MSS more accessible and clear.

Under Clause 21.04-3 the dot point relating to the provision of buffers has been clarified so that residential developments as the 'agent of change' would be responsible for the provision of buffers to existing agricultural uses. The Panel supports this clarification. Recognition of the need to require buffers to protect the amenity of residents and also protect the continued agricultural operations on adjoining land is important in an area of intensive agriculture.

The Panel noted inconsistency in figures relating to land supply in the proposed Clause 21.04. In response the Council provided on 16 August 2006 a further revision to Clause 21.04 for the information of the Panel. The Panel accepts these corrected figures on residential land supply as being more accurate.

Conclusions

The changes proposed in the *Post Panel Edit – 4 August 2006* version of Clauses 21 and 22 are accepted by the Panel, since they merely clarify or correct minor matters in the exhibited version of Amendment C69.

The Panel accepts the corrected figures on residential land supply (Clause 21.04) provided by Council on 16 August 2006.

Recommendations

- **In Clause 21.02 (page 1/2, National – 4th dot point) insert 'increased' before the words 'frequency and severity'.**
- **In Clause 21.02 (page 1/2, State – 5th dot point) replace the word 'widen' with 'widening'.**
- **In Clause 21.02 (page 2/2, Local – 6th dot point) delete reference to Waterwatch Program.**
- **In Clause 21.04 (page 3/8) insert 'for a land-use strategy' after the words 'Tatura with its continued residential growth and diversity of land uses has been identified as a high priority'. (For consistency with reference on page 7/8.)**
- **In Clause 21.04 (pages 5/8, 7/8), Clause 21.07-1 and wherever else occurring replace 'Housing Strategy' with 'Residential Land Supply and Housing Strategy' or similar description, to better describe this high priority strategic work.**
- **In Clause 21.04-4 (page 7/8) replace Rural Residential Strategy' 'Residential Land Supply and Housing Strategy' or similar, to better describe this high priority strategic work.**

4.4.1 COMMENTS OF REFERRAL AUTHORITIES

Goulburn Murray Water (GMW) requested a number of changes to the MSS and LPP's as exhibited in regard to the interests of rural water supply and management. These changes relate to planning for development on urban fringes, sustainability of domestic effluent disposal systems, additions to the list of reference documents, process for referring applications to GMW and Policies 22.01; 22.02; 22.04; 22.06 and 22.08.

Council proposes to amend the MSS in response to GMW's concerns.

The Panel concurs with the position of council and recommends that changes as proposed by council in the 'post Panel edit – 4 August 2006' of the MSS and LPP's be incorporated into Amendment C69.

Goulburn Valley Region Water Authority (GVW) is the servicing authority for potable water Shepparton and a number of townships in the municipality. The GVW submission requested changes to the exhibited MSS and LPP's with regard to water quality; future residential land; Shepparton tertiary education precinct; monitoring and review reference documents; house lot excisions and small lots in rural areas; building lines policy and buffer zones around waste water management facilities.

Council proposes to amend the MSS to strengthen and support GVW's concerns. Changes have been suggested to Clauses 21.02; 21.04-2; 21.04-3; 21.08-2; 21.08-3; 21.09; 21.10 and 22.01. The Panel supports these changes.

Council indicated that some of GVW's requests for change need further discussion and potentially can be resolved through other means, such as further strategic work. These include changes to the Dookie Framework Plan and the proposed

Environmental Significance Overlay policy in regard to buffer zones around waste management facilities.

Council proposes to amend the MSS and LPP's in response to submissions from the Goulburn Broken Catchment Management Authority and the Shepparton Irrigation Region Implementation Committee. The Panel supports these amendments. The CMA also makes some relevant suggestions on floodplain protection which deserve attention in the planning scheme.

Recommendations

- **Unless otherwise specified, changes as proposed by council in the 'post Panel edit – 4 August 2006' of the MSS and LPPF be incorporated into Amendment C69.**
- **Discussions continue between Council and Goulburn Valley Region Water Authority in regard to concerns that should more appropriately be resolved through mechanisms other than Amendment C69.**

4.5 CONSISTENCY WITH PLANNING PRACTICE NOTES

4.5.1 FORMAT OF MSS

Is Amendment C69 consistent with the General Practice Note Format of Municipal Strategic Statements (February 1999)?

Amendment C69 introduces a revised MSS format that is more closely aligned with the recommended format in the Practice Note than the current MSS. The Three Year MSS review report highlighted the need to do this, so that the MSS is presented in a more transparent and user-friendly format.

Council resolved to review the 1996 Strategy Plan rather than to undertake a policy-neutral translation of the MSS into the format recommended by the review report. The land use planning and development strategic directions of *Shepparton 2030* are:

- settlement, housing and urban design;
- community life;
- environment;
- economic development; and
- infrastructure.

At the suggestion of the Panel sub-headings have been included in Clause 21.04 Settlement, Housing and Urban Design, to cluster like elements and improve legibility.

The revised MSS has been structurally simplified and is more transparent. The Panel believes that it provides much improved direction for decision-making by Council.

The Panel supports the minor additions to clause 21.09 (Monitoring and Review) to monitor settlement boundaries and to examine the need for further Township Framework Plans.

4.5.2 CONTENT OF LPPS

Is Amendment C69 consistent with the General Practice Note Writing a Local Planning Policy (December 1999)?

The panel noted that the Three Year review in 2002/2003 recommended an edit and review of existing policies as to their effectiveness. *Shepparton 2030* has provided the basis for drafting of the new LPPF. As a result a number of Local Policies have been deleted and the strategic policy intent given more appropriate expression in the MSS. Other policies have been retained and updated to give expression to *Shepparton 2030*.

Amendment C69 includes a modified suite of local planning policies:

22.01 Small Lot Subdivision in Rural Areas Policy

This is a new policy in Clause 22, although Council has informally road-tested it since 2002. It provides Council direction on dealing with applications for subdivision in the Farming Zone.

22.02 Housing in Rural Areas Policy

This new policy has also been road-tested by Council since 2002. It provides Council direction on applications for new dwellings in rural areas.

22.03 Goulburn Valley Highway Environs Policy

This existing policy has been retained in Clause 22. The Panel notes that Council is considering replacing this policy with a DDO. The Panel agrees that this would be a more appropriate tool for managing use and development within 100m of the Goulburn Valley Highway.

22.04 Building Lines Policy

This policy has been retained in Clause 22.

22.05 Advertising Signs Policy

This policy has been retained in Clause 22.

22.06 Heritage Policy

This policy has been retained in Clause 22.

22.07 Display Homes Policy

This is a new policy intending to address a specific problem being experienced in the municipality.

22.08 Commercial and Industrial Uses in Rural Areas Policy

This is a revision of an existing policy.

22.09 Non Residential Uses in Residential Areas Policy

This is a new policy to provide Council direction on a range of discretionary residential uses.

The Panel notes that the new LPPs are consistent with the General Practice Note *Writing a Local Planning Policy (December 1999)*

4.5.3 INCORPORATED AND REFERENCE DOCUMENTS

Is Amendment C69 consistent with the General Practice Note Incorporated and Reference Documents (August 2000)?

Amendment C69 includes a revised and consolidated list of Reference Documents at clause 21.10. The Panel notes that the list has been divided into the general themes of the MSS so as to have a more direct correlation to the Scheme and to provide context for the MSS.

One document, *Crown Land Standard Planning Permit Conditions, DSE 2003*, had been proposed by Council to list in Clause 81 as an Incorporated Document. It was agreed at the panel hearing that this document should more appropriately be listed as a reference document in Clause 21.10. The *post panel copy – 4 August 2006* makes this change.

The Panel notes that the new MSS is consistent with the General Practice Note *Incorporated and Reference Documents (August 2000)*.

5 PROPOSED NEIGHBOURHOOD CENTRE

This chapter addresses the issue raised in Part 2 of the hearing – i.e. whether it is appropriate for the MSS to identify a preferred site for a neighbourhood centre to service the southern growth corridor of Shepparton.

5.1 BACKGROUND

Amendment C69 and the Shepparton 2030 Strategy Plan both identify a site at the northern end of the southern growth corridor as the preferred site for a new neighbourhood centre. The vacant site is 4.8 ha in area and was formerly a drive-in theatre. It is referred to in this report as 'the drive-in site'.

The site is located on the western side of the Goulburn Valley Highway approximately 3 km south of the Shepparton central business area. The site is currently in a Business 4 Zone that extends along both sides of the highway. To the south and west is a developing residential area. To the south-east is the Shepparton Airport, with a further developing residential area (Kialla Lakes) east of the airport.

A submission was made by the Copulos Group (owners of the site) supporting designation of the site for a new neighbourhood centre in Amendment C69.

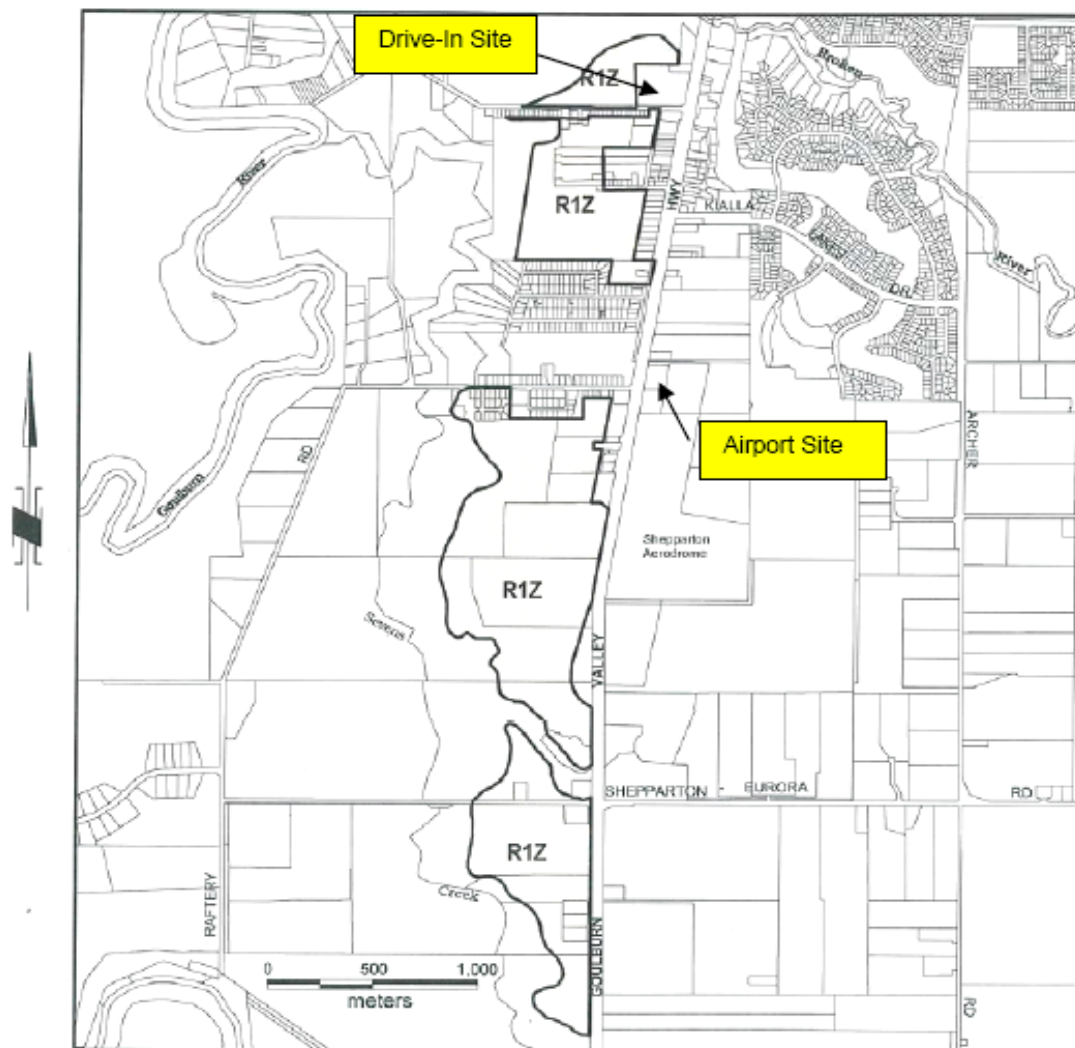
Two submissions were received objecting to the identification of the drive-in site as a 'preferred' location for a neighbourhood centre. One submission was from Mr Thomas Paras on behalf of J.S.T.C. P/L, owners of a 2.6 ha site on the other side of the highway approximately 1.5 km further south than the drive-in site. The other was from Allied Property Group (Investments) Pty Ltd, which has an option to purchase Mr Paras' site. Allied's submission was that it is premature to identify the drive-in site as there has been no investigation of whether alternative sites may be more appropriate, including the site owned by Mr Paras.

This site adjoins the existing Shepparton airport and is referred to in this report as 'the airport site'.

The key issues addressed by the Council, the above submitters and their expert witnesses in relation to the proposed neighbourhood centre were as follows:

- Future of airport;
- Activity centre policy; and
- Site comparison.

The following map shows the southern growth corridor, including the subject sites.



5.2 FUTURE OF AIRPORT

Submissions to the Panel highlighted the poor east-west connections across the southern growth corridor, mainly due to the location of the airport between the newly developing areas on either side of the highway. The relocation of the airport would open up opportunities road connections to be put in place.

The Panel was invited to consider what impact the potential relocation of the airport would have on the selection of an appropriate site for the new neighbourhood centre.

The Shepparton Airport is owned by Council and managed by the Greater Shepparton Aerodrome Committee.

This section of the report discusses the statements made about the future of the airport in the various strategic documents and submissions presented to the Panel.

5.2.1 EXISTING MSS

The existing MSS includes the following statement about the airport.

21.05-7 *Infrastructure*

Local context

Until recently, the Shepparton airport has accommodated the needs of the air ambulance, limited charter and air freight services, commercial, training and recreation aviation. Since August 1997, a regular public transport service has operated to/from Sydney. Planning is under way to use faster, larger and more modern aircraft from both the Air Ambulance and RPT services. The continued operation of the airport is supported and surrounding development that might impinge on its current level of operation will be discouraged. Due to some restrictions on aircraft operations with the present facilities, some minor upgrading within the present site will be permitted to allow use of quieter high performance modern aircraft, provided it does not significantly effect existing and planned future urban development. It is recognised that the relocation of the airport is not presently justifiable on the basis of the volume of air traffic or economically feasible based on the cost of replicating existing facilities at another site. An investigation into the re-development value of the airport land, and identification of a site for a new airport for Shepparton is required.

Key Issues

Need to protect the function and operation of Shepparton airport and the long term possible re-use of the site for residential purposes if and when the airport is relocated.

Objectives and Strategies

Airport

- *Facilitate the provision of aviation services suitable for the health of the community and to encourage and consolidate business, commercial and private movements by air commensurate with the needs of a growing regional centre.*
- *Investigate and identify a site for a new airport for the municipality.*
- *Develop aviation infrastructure reflecting the needs of the Shepparton regional center and fulfilling the business, commercial and human needs of the municipality.*
- *Encourage the most appropriate land uses in the vicinity of the aerodrome to ensure its continued operation at an effective level.*

5.2.2 SHEPPARTON 2030

The Shepparton 2030 Strategy Plan proposes the following direction be adopted for the Shepparton airport:

A commitment to move the Shepparton Aerodrome (subject to economic viability) and use the land for residential purposes. The identification of a new site, proximate to Shepparton, should have the following attributes:

- *No or minimal impact on the future residential areas of Shepparton and the outlying townships due to the primary flight paths.*
- *Good access to the city and the by-pass.*
- *Not subject to flooding.*
- *Preferable located on land with poorer soils.*
- *Not constrained by overhead infrastructure.*

In terms of future strategic work, the report recommends that Council undertake a feasibility study into the relocation of the airport (medium to high priority) and undertake a detailed study to establish the need and demand for air services to and from Shepparton (medium to high priority).

The strategy also recommends continuing support and protection for the existing airport and the provision of new infrastructure if required to address emerging user requirements.

5.2.3 COUNCIL PLAN 2006-2010

The Council Plan and Strategic Resource Plan include the following objective:

Plan the long term future for aerodrome facilities to serve Greater Shepparton

The strategy under this heading is to:

Undertake a planning study to identify and cost the options available - by July 2007.

Council officers advised the Panel that the study has not been funded in the 2006-07 financial year budget.

Council officers also advised the Panel that the Greater Shepparton Aerodrome Committee has made a preliminary estimate of the cost of moving the airport of \$20M.

5.2.4 PROPOSED MSS

The proposed MSS includes the following statements about the airport:

21.08-1 Infrastructure

Traffic and transport systems

Key initiatives requiring implementation include:

- *The potential relocation of Shepparton airport but only following detail(ed) feasibility investigations on the demand for air services, the capacity of the existing facility and potential locations for a new facility. This issue becomes more critical as the southern growth corridor develops, with implications for adjacent land use.*

Strategies:

- *Investigate the feasibility of relocating the airport*
- *If feasible, identify a possible new site outside the urban growth boundary for the Shepparton Aerodrome with the following attributes:*
 - *Flight paths not to impact on the future residential areas*
 - *Access to the city and the by-pass*
 - *flood free*
 - *on land with poorer soils,*
 - *not constrained by overhead infrastructure*
- *Provide for continued operation of the airport facility while the feasibility of the relocation to a new site is identified*
- *Recognise that residential growth towards the current airfield may be constrained by the current location of the Aerodrome*
- *Support the preferred uses of residential/commercial at the Aerodrome site, in the event of its relocation.*

Undertaking further strategic work

- *Investigate the feasibility of the site and location requirements for a relocated regional airfield.*

5.2.5 AMENDMENT C73

Council has received approval to exhibit Amendment C73, which will amend planning controls on land adjacent to the existing airport as follows:

- Extend the area affected by DDO2 (Airport environs) to include areas to the east of the highway. The DDO controls matters such as building height, vegetation height and the use of reflective materials.
- Replace the existing Airport Environs Overlay as a result of a review of noise contours by Marshall Day Acoustics.

The draft explanatory report for Amendment C73 states that the amendment is required to 'ensure that future development of the land does not impede the continued operation of the airport'. It includes the following statement setting out the background of the amendment:

A report prepared by Coomes Consulting for the North-South Growth Corridor Outline Development Plan indicates that the Shepparton Airport will be required to remain operational for twenty years and should expect increased usage including freight and passenger planes.

Council advised the Panel that exhibition of Amendment C73 has been deferred pending approval of Amendment C69.

Conclusions on future of airport

Notwithstanding Council's expressed desire to relocate the airport in the future and the intention of undertaking a feasibility study, it does not appear that Council is pursuing this matter with any urgency. The estimated \$20M cost of relocation would require a very significant commitment of Council resources.

The various strategies also envisage some upgrading of the existing airport to cater for emerging demand, while Amendment 73 proposes to extend protection for the airport in its current location.

It appears therefore that relocation would only occur in the medium to long term (10-20 years), and only if a study was able to demonstrate need, economic viability and net community benefit, and subject to identification of a suitable site.

On this basis, the Panel believes that its consideration of the proposed new neighbourhood centre should be based on the assumption that the airport will remain in its current location for the foreseeable future.

5.3 ACTIVITY CENTRE POLICY

5.3.1 EXISTING MSS

The existing MSS contains the following general policies and strategies relating to the development of future neighbourhood centres in growth areas.

21.05-2 Commercial development

New freestanding activity centres will not be permitted to establish in the municipality, except for:

- *Small neighbourhood or local shopping centres designed to serve the convenience needs of new or expanding residential areas.*
- *Ensure that sufficient land is allocated within new and expanding residential areas for local small-scale convenience shopping facilities during the preparation of Overall Development Plans.*

Further commercial development

... There is also a need to ensure that all residential growth areas are provided with adequate shops to serve local convenience needs. This need is most marked in the main proposed growth areas to the south of Shepparton and to the west of Mooroopna, but the smaller towns of the municipality will also need a better level of services over time as growth occurs.

The 'implementation' clause refers directly to the southern growth corridor.

Implementation

These strategies will be implemented by use of the planning scheme policies, overlays, and through undertaking the following actions:

- *Work with existing landowners, service agencies and potential developers in preparing a plan to establish an appropriately designed activity centre to cater for the needs of the Shepparton southern growth corridor.*

The existing MSS clearly recognises the need for a neighbourhood centre to service the southern growth corridor.

5.3.2 SHEPPARTON 2030

As stated earlier in this report, Council and DSE appointed Coomes in 2003 to prepare a strategy plan for Greater Shepparton to carry the municipality forward for the next 20 to 30 years. Following an extensive process of information gathering and consultation, Council adopted Shepparton 2030 on 11 July 2005.

The strategy reinforces the retail hierarchy as the principle tool to guide the location and expansion of retail development. A centre to service the southern growth corridor would have the status of a neighbourhood centre within the hierarchy.

In relation to the location of future retail services in the southern growth corridor, the study states that:

...the existing drive-in site is well located to serve the retail needs of the southern growth corridor as this locality develops with residential activity.

This statement is modified by the requirement that the use of the site for a neighbourhood centre is:

...subject to a retail floor space economic impact study and rezoning of part/all of the land.

The strategy also includes the following actions:

Use the schedule to the Business 1 Zone to identify floor space limits for existing and future neighbourhood centres.

Any application for new or expanded neighbourhood shopping centres must demonstrate a net community benefit in an economic impact assessment, and include justification for additional floor space.

It should be noted that the strategy also identifies a potential site for a neighbourhood centre to service the northern growth corridor.

The Business Framework Plan identifies the drive-in site as the preferred site in the southern corridor, a potential site in the northern growth corridor, and a potential location for a local centre on the site of the existing airport, in the event of re-location of the airport.

5.3.3 PROPOSED MSS

The proposed MSS exhibited as C69 contains the following references to a proposed neighbourhood centre to service the southern growth corridor:

21.07-3 Economic development

Overview

Council is committed to limiting the development of free standing centres to specified locations in the municipality's urban growth corridors and in a number of limited locations which also meet the requirements of the dynamic retail sector (such as bulky goods retailing). A further neighbourhood shopping centre may be needed to serve the residents in the southern corridor and an additional convenience local shopping centre or mixed use precinct may be suitable for development on the airfield site, if the airport is relocated and this location is redeveloped for residential purposes.

Strategies

- *Establish a new neighbourhood centre at the former drive –in site to service the southern growth corridor subject to an Economic Impact Assessment.*
- *In the event of the re-location of the airport within the next 20 years, and subject to an economic impact assessment, identify a potential (local) centre in the southern growth corridors on the site of the existing airport.*

Implementation

Use the schedule to the Business 1 Zone to identify floor space limits for the expansion of the Shepparton Marketplace shopping centres and future neighbourhood (centres).

In this respect the MSS implements the outcomes of the Shepparton 2030 study, and identifies the drive-in site as the location of a new neighbourhood centre to service the southern growth corridor, subject to an Economic Impact Assessment.

5.3.4 PREVIOUS APPLICATION FOR DRIVE-IN SITE

In 1998 an application was made for a neighbourhood centre on the drive-in site. The application was refused by the former Administrative Appeals Tribunal on the grounds that the level of retail development proposed was excessive in the context of a 'neighbourhood centre' and would have an adverse impact on the existing Shepparton retail core.

The Tribunal determination concluded, however, that the site was suitable for a neighbourhood centre.

It should be noted that substantial residential development has occurred in the southern growth corridor since 1998. There was no dispute at the hearing about the need for a neighbourhood centre to service residents of this area.

5.3.5 CURRENT APPLICATION FOR DRIVE-IN SITE

In April 2006 an application was lodged with Council for a new neighbourhood centre on the drive-in site. The application envisages a combined amendment and permit process.

In May 2006 Council advised the Panel that the application has been put on hold until the outcome of C69 is known.

The Allied submission was critical of the application in terms of the extent of the proposed development, site layout, vehicle access and other details. However, this part of the submission was not relevant to this Panel, which has been appointed to considering Amendment C69 only. The application will be evaluated by Council in a separate amendment and permit application process.

Conclusions on activity centre policy

It is clear that there is a need for a new neighbourhood centre to service the southern growth corridor, and that the provision of such a centre is very well supported by the existing planning scheme.

Shepparton 2030 takes the matter further by identifying a site for the centre. The preparation of Shepparton 2030 involved an extensive consultation process, and the Panel has been advised that there was no opposition to identification of the drive-in site as the preferred location for the neighbourhood centre.

It should be noted that the site had already been assessed as suitable for a neighbourhood centre in an Administrative Appeals Tribunal determination in 1998.

Amendment C69 adopts the recommendations of Shepparton 2030 by identifying the site as a preferred location for the new neighbourhood centre.

The Allied submission relied heavily on the statement in the existing MSS that Council would:

Work with existing landowners, service agencies and potential developers in preparing a plan to establish an appropriately designed activity centre to cater for the needs of the Shepparton southern growth corridor.

Allied contended that this action had not been undertaken and that because there had been no examination of options for a suitable site, there was no strategic justification for identification of the drive-in site.

In response, Council submitted that the preparation of Shepparton 2030, a major strategic study involving extensive community consultation, represented adequate implementation of this clause.

It is the Panel's view that, given the location, size and availability of the site, and its identification in the course of a major review of planning for the Shepparton urban area, there is sufficient strategic justification for the site to be identified in the MSS as the preferred site for a new neighbourhood centre for the southern growth corridor.

Any challenge to the identification of the drive-in site would therefore need to demonstrate the clear superiority of another site for the purpose.

5.4 SITE COMPARISON

Both Allied Investments and the Copulos Group identified the major strategic advantages of the relevant sites. The main topics covered were:

- Distance from Shepparton CBD;
- Position within the growth corridor;
- Relationship to adjoining uses;
- Site size; and
- Vehicular access.

5.4.1 DISTANCE FROM SHEPPARTON CBD

The drive-in site is about 3 km from the Shepparton CBD, and the airport site approximately 1.5 km further south. Both sites are south of the Broken River, which provides an effective visual and functional break between central Shepparton and the southern growth corridor.

In terms of potential economic impact on the businesses in central Shepparton, both sites are sufficiently separated from the CBD in distance and function, provided the scale of the development does not exceed the accepted definition of 'neighbourhood centre'.

5.4.2 POSITION WITHIN THE GROWTH CORRIDOR

The drive-in site at the northern end of the growth corridor, while the airport site is more central geographically.

However, the airport site's more central position has little advantage because:

- the airport is a significant barrier between the site and the residential development to the east; and
- the Goulburn Valley Highway is a barrier between the site and the residential development to the west.

Should the airport be relocated at some time in the future, the airport site could be considered as functionally more central within the growth corridor. However, this is not relevant to an assessment of existing conditions.

5.4.3 RELATIONSHIP WITH ADJOINING USES

The drive-in site abuts a Residential 1 Zone on its western and northern boundaries, a Road 1 Zone (Goulburn Valley Highway) to the west, and part Business 4 Zone and part Residential 1 Zone to the south. Land opposite the site on the western side of the Goulburn Valley Highway is a Business 4 Zone.

The airport site abuts the Public Use Zone 4 (Airport) to the east and south, a Business 4 Zone to the north and a Road Zone 1 (Goulburn Valley Highway) to the east. Land on the opposite side of the Goulburn Valley Highway is part Residential 1 Zone and part Public Park and Recreation Zone (Kialla Park).

The objective of clause 17.01 (Activity centres) of the SPPF promotes activity centres that are 'highly accessible to the community'. With residential zoned land abutting more than half of its boundaries, the drive-in site has potential for direct pedestrian, bicycle and car access. The airport site does not abut any residential zones and would not be as easily accessed by pedestrians or cyclists.

The Allied submission suggested that an existing childcare facility opposite the airport site is a vocational advantage. (There is a planned childcare facility adjacent to the drive-in site). However, in the Panel's view, the provision of childcare is not a key requirement for a neighbourhood centre, which serves the weekly convenience shopping needs of the local community.

Allied also suggested that its location opposite Kialla Park is a locational advantage. Again, proximity to recreation areas is not a key requirement for a neighbourhood centres.

The Panel notes that access from the airport site to both the childcare centre and Kialla Park is across a busy dual carriage highway.

5.4.4 SITE SIZE

The drive-in site is 4.8 ha, the airport site 2.6 ha. Allied submitted that the larger site provided an opportunity for development to significantly exceed the definition of neighbourhood centre.

There are a number of mechanisms available to limit the scale of development. Partial zoning and floor space limits are two of them, and both are envisaged within the planning scheme. Furthermore, development of the site will be subject to an Economic Impact Assessment.

The Panel believes that there is sufficient strategic and statutory support to ensure the scale of the centre is appropriate for its position within the retail hierarchy.

The Panel also considers that the larger site provides for considerable flexibility in planning the layout of the centre to achieve high quality urban design.

5.4.5 VEHICULAR ACCESS

Both parties called expert witnesses to give evidence on vehicular access issues.

Briefly, the points of similarity between the two sites in terms of access are:

- Direct access to Goulburn Valley Highway; and
- Equal distance from Kialla Lakes Drive, which provides direct access to Goulburn Valley Highway from the developing Kialla Lakes subdivision east of the airport.

Points of difference between the two sites in terms of access are:

- Need for further duplication of the Goulburn Valley Highway to provide signalised intersection at access point to the airport site (to be funded by developer); and
- A signalised intersection is already planned and funded for intersection adjoining the drive-in site, and the highway is already duplicated in this area.

In the Panel's view, the drive-in site has the advantage of allowing use of existing road infrastructure.

Conclusions on site comparison

In summary, the Panel considers that where there are differences in the above assessment of the two sites, the drive-in site is more suitable for a neighbourhood centre on the grounds that:

- It is located within part of the residential area it will serve;
- Its size will allow for greater flexibility in site layout and a good urban design outcome; and
- It will utilise existing or planned road infrastructure.

On the basis of the comparisons outlined above, the Panel does not consider that Allied has demonstrated the clear superiority of the airport site for the purpose of a neighbourhood centre to serve the southern growth corridor.

5.5 CONCLUSIONS - PART 2

In relation to issues discussed in this Chapter of the report, the Panel concludes that:

- The airport is unlikely to be relocated within the foreseeable future;
- The airport site is therefore effectively isolated between the airport and the Goulburn Valley Highway, and has no direct functional connection with the community it is supposed to serve;
- Given the location, size and availability of the site, and its identification in the course of a major review of planning for the Shepparton urban area, there is sufficient strategic justification for the site to be identified in the MSS as the preferred site for a new neighbourhood centre for the southern growth corridor; and
- There has been no demonstration of the superiority of an alternative site for the purpose.

The Panel therefore recommends that the references to the drive-in site as the preferred or designated location for a new neighbourhood centre to service the southern growth corridor be retained in the MSS and associated Business Framework Plan.

6 CONCLUSIONS & RECOMMENDATIONS

6.1 CONCLUSIONS

The Panel has considered all the submissions referred to it and all the material presented at the hearings and has reached the following conclusions.

Amendment C69 is the principal outcome of the first major review of the planning scheme.

The amendment proposes to replace the Municipal Strategic Statement in Clause 21 and the local policies in Clause 22 of the Greater Shepparton Planning Scheme to implement the recommendations of the Greater Shepparton 2030 Strategy Plan (*Shepparton 2030*).

Amendment C69 was an outcome of Council's comprehensive Three Year MSS Review completed in 2002. This review recommended that the 1996 Strategy Plan be reviewed.

Amendment C69 implements the land use planning elements of *Shepparton 2030*. The amendment focuses only on the strategic elements of the planning scheme; no changes to any zones or overlays are proposed.

The Panel is of the view that Amendment C69 represents a significant improvement to the Local Planning Policy Framework of the Greater Shepparton Planning Scheme. It provides a simpler and clear policy framework to guide Council decision-making and future priorities for strategic work.

Council is to be congratulated for undertaking such a comprehensive review of the 1996 Strategy Plan. Preparation of *Shepparton 2030* was informed by a thorough process of community and stakeholder consultation.

Shepparton 2030 identifies and addresses the key issues facing the municipality and provides strategies to assist in achieving sustainable economic, social and environmental development in Greater Shepparton. Priority projects and actions have been identified to guide the strategic work program into the future.

The Panel was greatly assisted in its considerations by the excellent material and presentations provided by Council officers and Council's consultant team.

The panel report makes a number of recommendations on the mechanisms proposed by Council to manage and respond to the demand for rural residential allotments. C69 provides a valuable further step in guiding decision-making in response to urban growth pressures. *Shepparton 2030* provides clear objectives to provide direction on the location of future urban growth. The use of a mechanism such as a strategic settlement boundary is endorsed. The Panel notes that this mechanism has been adopted by the State Government recently to assist with the management of urban

growth pressures along the Victorian coast. The same mechanism could be used for a range of towns and townships in Greater Shepparton where there are also growth pressures.

However, at this stage of iteration *Shepparton 2030* provides insufficient data to justify the strategic use of settlement boundaries. The gathering of more detailed data on demographic changes and supply and demand for allotments for specific towns and townships will greatly assist. This work should be done in the context of a comprehensive residential land supply and housing strategy, which could be undertaken either as an integrated exercise or as two discreet elements. Such a strategy should be undertaken by Council as a high priority.

In relation to Part 2 of the hearing, the Panel has concluded that there is sufficient strategic justification for the identification of the drive-in site as the preferred or designated location for a new neighbourhood centre to service the southern growth corridor.

6.2 RECOMMENDATIONS

Based on the reasons set out in this report, the Panel makes the following recommendation to the planning authority:

Amendment C69 to the Greater Shepparton Planning Scheme (August 4 version) should be adopted subject to the following changes:

- **In Clause 21.04 (pages 2/8, 5/8) and wherever else occurring, change reference from 'Urban Growth' boundaries to 'settlement' or 'town' boundaries.**
- **The town / settlement boundaries shown on the Town Framework plans should be retained.**
- **These boundaries should generally follow the boundaries of residential or other urban-zoned land for Congupna, Katandra, Tallygaroopna, Tatura, Merrigum, Murchison and Undera.**
- **The town /settlement boundary for the townships of Dookie and Toolamba should be as shown on the version *post panel edit – 4 August 2006*.**
- **In Clause 21.02 (page 1/2, National – 4th dot point) insert 'increased' before the words 'frequency and severity'.**
- **In Clause 21.02 (page 1/2, State – 5th dot point) replace the word 'widen' with 'widening'.**
- **In Clause 21.02 (page 2/2, Local – 6th dot point) delete reference to Waterwatch Program.**
- **In Clause 21.04 (page 3/8) insert 'for a land-use strategy' after the words 'Tatura with its continued residential growth and diversity of land uses has been identified as a high priority'. (For consistency with reference on page 7/8.).**
- **In Clause 21.04 (pages 5/8, 7/8), Clause 21.07-1 and wherever else occurring replace 'Housing Strategy' with 'Residential Land Supply and Housing Strategy' or similar description, to better describe this high priority strategic work.**

- **In Clause 21.04-4 (page 7/8) replace Rural Residential Strategy' with 'Residential Land Supply and Housing Strategy' or similar, to better describe this high priority strategic work.**
- **Unless otherwise specified, changes as proposed by council in the '*post Panel edit – 4 August 2006*' of the MSS and LPPs be incorporated into Amendment C69.**

The Panel also recommends that:

- **The strategic town or settlement boundaries should be reviewed following completion of a Residential Land Supply and Housing Strategy to be undertaken by Council as a high priority.**
- **Discussions continue between Council and Goulburn Valley Region Water Authority in regard to concerns that should more appropriately be resolved through mechanisms other than Amendment C69.**

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A. THE PANEL PROCESS

THE PANEL

This Panel was appointed under delegation on 12 June 2006 pursuant to Sections 153 and 155 of the *Planning and Environment Act 1987* to hear and consider submissions in respect of Amendment C69 to the Greater Shepparton Planning Scheme.

This amendment replaces the current Municipal Strategic Statement and Local Planning Policies, and is the outcome of a review of the current planning scheme and the preparation of a new strategic plan for the municipality, *Shepparton 2030*.

The planning authority is the City of Greater Shepparton.

The Panel consisted of:

- Chairperson: Margaret Pitt
- Member: Peter McEwan

HEARINGS, DIRECTIONS AND INSPECTIONS

A Directions Hearing was held on 4 July 2006 at the Shepparton Business Centre, New Dookie Road, Shepparton. A number of directions were made, which provided guidance for the conduct of the hearing. All were complied with and to this extent their function has been discharged. They are not reiterated here.

At the Directions Hearing it was decided that the hearing would be divided into two parts as follows:

- Part 1: To address the outcomes of the review and the proposed new MSS and Local Planning Policies.
- Part 2: To address submissions arising from the MSS's identification of a specific site as the preferred location of a new neighbourhood centre to service the southern growth corridor of Shepparton.

The Panel Hearing in relation to Part 1 was held on 19 and 20 July 2006 at the Shepparton Business Centre, New Dookie Road, Shepparton.

The Panel hearing in relation to Part 2 was held on 24 and 25 July 2006 at Planning Panels Victoria, 8 Nicholson Street east Melbourne.

The Panel members inspected the areas affected by the amendment site and surrounding areas on 20 July 2006. The Panel was accompanied by representatives of the City of Greater Shepparton, and in some locations by a representative of a number of submitters.

SUBMISSIONS

A list of all written submissions to Amendment C69 is included in Table A.1 below.

The Panel has considered all written and oral submissions and all material presented to it in connection with this matter.

Table A.1

No	Submitter	Organisation (if any)
1	Nejat Mackali	
2	Woorak and Elaura Properties	
3	Tatura Milk Industries	
4	Guy Tierney	Goulburn Broken Catchment Management Authority
5	M Smith	
6	D F and L M Drum	
7	A and A Taylor and F O'Keefe	
8	Norville Nominees	
9	S and S Rea	
10	Alan Robison	
11	Peter Gibson	Shepparton Irrigation Region Implementation Committee
12	Alan Opray	
13	V and D Crifo	
14	A D and D M Perry (1)	
15	A D and D M Perry (2)	
16	K B Storage P/L	
17	PNG Developments	
18	Patricia Moran	
19	Dawn Taylor	Shepparton Chamber of Commerce and Industry
20	Thomas Paras	J.S.T.C. P/L
21	Tom Sloan	Department of Sustainability and Environment
22	Julie Hyde	Department of Education and Training
23	Fergal Grahame	EPA Victoria
24	Trevor Verlin	Dookie and District Development Forum
25	Maurice Silverstein	

No	Submitter	Organisation (if any)
26	Erin Simpson	Goulburn Murray Water
27	Les Goudie	Goulburn Valley Water
28	Joseph Closter	Closter Excavations P/L
29	Allied Partners Group Investment P/L	
30	A and Y Hahnel, J and L Montagner	
31	Malcolm Erskine	
32	Citywest Corp P/L (Copolos Group)	

The Panel heard the parties listed in Table A.2 below.

Table A.2

Submitter (Submission No.)	Represented By
City of Greater Shepparton	Astrid di Carlo and Andrew Sherman of the firm Russell Kennedy, Solicitors and John Keaney (Keaney Planning and Research P/L). The following witnesses were called: <ul style="list-style-type: none"> ▪ Jane Macey (Planner, Coomes Consulting) ▪ Trevor Ludeman (Town Planner, Project Planning and Development)
Nejat Mackali (1) Taylor and O'Keefe (7) Woorak and Elaura properties (2) Tatura Milk Industries (3) Closter Excavations P/L (28)	Frank Dawson (Town Planner, Dawson Planning Services)
Malcolm Erskine (31) D F and L M Drum (6) Norville Nominees (8) S and SW Rea (9)	Gary Steigenberger (Earth Tech Engineering)
Copolos Group (20)	Paul Chiappi of Counsel The following witnesses were called: <ul style="list-style-type: none"> ▪ Peter Baker (Economist, Applied Development Research) ▪ Stuart McGurn (Town Planner, Fulcrum Town Planners) ▪ Bob Citroen (Traffic Engineer, John Piper Traffic)

Submitter (Submission No.)	Represented By
Allied Property Group P/L (29)	Philip Bisset (Minter Ellison) The following witnesses were called: <ul style="list-style-type: none"><li data-bbox="847 315 1331 383">▪ Graeme Dickson (Town Planner, Graeme Dickson Partners)<li data-bbox="847 389 1302 459">▪ Jason Walsh (Traffic Engineer, Grogan Richards)

B. STRATEGIC ASSESSMENT GUIDELINES

The Panel has considered the response to the Strategic Assessment Guidelines included in the exhibited Explanatory Report for the amendment, together with submissions on the guidelines from the planning authority. It endorses the planning authority's response and considers that the amendment complies with the guidelines.

C. FINAL VERSION OF MSS

21 MUNICIPAL STRATEGIC STATEMENT

21.01 MUNICIPAL PROFILE

Settlement, Housing and Urban Design

The City of Greater Shepparton, with a population of approximately 60,000, is located in the North Goulburn region of Victoria. It is the fourth largest provincial centre in Victoria. Shepparton is located about 180 kilometres to the north of Melbourne at the junction of the Goulburn Valley Highway and the Midland Highway.

The municipality's largest urban centre is Shepparton which has a vibrant central business district and extensive commercial, administrative and industrial base. The regional economic catchment of Shepparton extends from Seymour to Deniliquin. Shepparton also provides a wide range of higher order community services and facilities for a regional population of approximately 160,000 persons.

The municipality is growing rapidly and makes a significant contribution to Victoria's agricultural productivity. The expansive urban area is endowed with facilities offering regional services and a vibrant business area. A strong sense of community and diverse ethnicity exists together with a choice of living environments and lifestyles ranging from that of a regional city to rural townships.

Community Life

Greater Shepparton is home to a diverse number of ethnic groups, including indigenous Aborigines, second and third generations of European migrants, and newer first generation migrants from Europe, Asia and the Middle East, some of who initially arrived in Australia as refugees. The number and diversity of ethnicities presents challenges for Council in terms of social inclusion, tolerance of other cultures, and access and integration into essential support services, community facilities, employment, education, community facilities and the like. Yet this unique indigenous and multi-cultural population mix also presents opportunities for celebrating the unique characteristics of national and other cultures, a new labour force for existing and planned businesses, and an understanding of the broader world.

A "liveable" community is one where residents feel they live in a secure environment with access to facilities. Such security and accessibility enables social interactions, and creates opportunities for mixing of varying age groups and cultures. The retention of a proportion of the local youth for postsecondary study and a career in the region can only be attained if relevant training opportunities and careers are available. In this context, the Shepparton Tertiary Education Precinct has the support of Council. In addition, there must be a corollary investment in lifestyle attractors for this age group such as housing, transport, entertainment and sports facilities. The improvement of education facilities cannot be narrowly viewed as a competition for institutions from other regional cities. Health and fitness are also important indicators of a well-balanced community. The moderate climate and short commuting distances create opportunities for a range of passive and active recreational facilities, and this must be promoted to all residents.

Environment

The Goulburn River and its surrounding environs, including floodplains and wetland systems supporting habitat, are a significant environmental and recreational asset in the municipality.

The confluence of the Goulburn and Broken Rivers at Shepparton forms an extensive riverine forest as the major environmental feature of the municipality. The greatest environmental threat facing the region is salinity and the subsequent loss of remaining areas of natural vegetation and habitat. Ninety-seven percent (97%) of native vegetation has been lost through a long history of clearing for agriculture and other purposes, rising watertables and general environmental degradation. Most remnant native vegetation is in

poor condition. The most significant stands of remnant vegetation and wildlife corridors are now along rivers, streams and on road reserves.

The loss of agricultural land due to salinity, rising ground water and urban encroachment, is also a significant threat to the future of the area along with drainage problems, flooding and declining water quality. Water trading is increasingly becoming an important issue and this has implications for long term water availability to irrigated land. Pest plants and animals also affect parts of the municipality.

Economic Development

The region has a strong and vigorous rural economy based on irrigated and dry land agriculture. A driving strength of the economy is in the value-adding manufacturing and processing of agricultural produce. It has a supporting service industrial base, notably Shepparton's role as a transport hub with a high level of freight movements and volume. A commitment to construct the Shepparton bypass, and the implementation of the freight logistics centre (inland port) at Mooroopna, are key projects supporting this advantage. The region is often described as the "food bowl" of Australia providing 25% of horticultural produce in the state.

Infrastructure

The Shepparton aerodrome is located immediately to the south of the Kialla Lakes residential development on the southern side of the Shepparton urban area. Subject to a detailed feasibility analysis, the future relocation of the aerodrome could provide an option for additional urban expansion in the southern growth corridor. Rail access is available to Shepparton and benefits local industries exporting through the Port of Melbourne.

Major physical services exist, including the urban water supply for Mooroopna and Shepparton which is taken directly from the Goulburn River system and natural gas supply coming from the main Hume Freeway line at Euroa.

Non-agricultural development in rural areas can impact on irrigation and drainage infrastructure and needs to be addressed as part of any new development.



GREATER SHEPPARTON **2030** FRAMEWORK PLAN



21.02 KEY INFLUENCES AND ISSUES**National**

- The continued globalisation of the Australian economy, with the phased introduction of free trade agreements will change access to export markets and open the domestic market to more competition. Australia's relative isolation from agricultural diseases will have a significant influence.
- Immigration policy and attracting skilled labour to meet current and future demands will be important, as will the need for greater acceptance of cultural differences in the community.
- The ageing population and decreasing fertility rates will present challenges, with pressure on maintaining an acceptable standard of living in the nation. A corresponding focus on wellness and health will grow, as health services are stretched.
- The environmental consequences of global warming and climate change, could lead to the frequency and severity of drought and flood conditions.
- Concern for biodiversity, global environment management and federal legislation relating to water and environment, and management of primary land and production will result in macro changes to the operating environment for rural areas.

State

- State legislation and policies relating to health, education, water and the environment will have a major influence on the region.
- Certainties of water rights and inter-regional distribution of the water resources in the state for urban, agriculture and environmental uses.
- Population growth and decline in cities and regional centres will be influenced by population shifts, both inter and intra state. Lifestyle opportunities for retirees and providing diversity of landscapes and the "sea change" and "tree change" influences will have the biggest impact on regional communities as will be the location of jobs for a skilled labour force.
- Competition between regional centres for community health and education services and facilities, and regional infrastructure investment in cities will be significant and success will be with those communities able to overcome infrastructure barriers.
- The Melbourne 2030 policies of containment will result in the land price differential between metropolitan and regional areas widen to the advantage of regional centres.

Regional

- Coordinated management of catchments by catchment management authorities, river and wetland systems and irrigated agricultural systems will provide for greater care and responsibility toward the natural environment and sustainability of agricultural practises.
- The retention of youth in the area and ageing population of farmers not being replaced is seeing a loss of farming knowledge and skills.
- The expansion and amalgamation of major primary producers, high tech farming practices and the declining number of small family farms and businesses are symptomatic of the challenge.
- The promotion of the environmental assets of the Goulburn River and its environs for recreation and tourism.

Local

- Retaining local history, a sense of belonging, access to regional services and facilities while acknowledging rural township values, will be a challenge to a growing regional centre.
- As immigration plays an important part of filling skilled labour shortages, increasing cultural diversity will provide a challenge of becoming a more accepting community.

- The influence of our indigenous population will continue to be important to acknowledge and plan with for the improvement of opportunities for the indigenous community.
- Higher education opportunities for youth and shift to life long education needs will provide opportunities and challenges for this service sector.
- Initiative and leadership by the City of Greater Shepparton for community projects and assistance will be a pivotal factor to success.
- The availability and management of water is among the highest priorities and challenges facing the Greater Shepparton community. The Council should continue to support the Goulburn Valley Water Waterwatch Program to educate the community.
- The establishment and maintenance of Greater Shepparton as a “learning community” has many dimensions. The low number of local tertiary and post secondary education places available, not only draws young adults out of the community to Melbourne and other regional cities for education, but also makes it harder to subsequently attract them back.
- There is a high local dependence and reliance upon the agricultural sector as a source of local employment and wealth. This regional strength can also be the region’s vulnerability, particularly in the face of climate change and local environmental constraints.
- The challenge in Greater Shepparton is to diversify and broaden its economic base in a manner that builds onto the inherent strength in primary production and processing, in a way that reduces wide spread vulnerability.
- The application of technology and advanced materials to the local economy should be pursued as the vehicle to build the city’s changing industrial future.
- Public transport and access to outlying communities.
- A need to restructure and invest in infrastructure to support Greater Shepparton’s primary role as a transport and freight hub.
- Shortcomings with the range of health services, particularly those focused on the needs of an aging population.
- Land use strategies that provide for growth, whilst also protecting the quality of agricultural land and encouraging the sustainable use of natural resources such as land, water, air and biodiversity.
- The need to build upon the level of local academic based research and development, with an alignment to local agriculture and food industries.
- The characteristics of a broad ethnic community and a relatively high level of international migration creates a special educational challenge in enabling these individuals and groups to be integrated within the local community. This together with an aging population, creates a special need to provide learning and challenges that are relevant to diverse older age groups.
- Significant initiatives to establish Greater Shepparton as a “university city”.
- Locally based knowledge and skills can sustain a stable local labour force that drives innovation to the benefit of local based industries.
- There is a sense in the community that Greater Shepparton has not yet reached its potential as a premier Australian regional city.
- Additional investment and attention is seen as desirable in the range and quality of health services, tertiary and post secondary education, the quality of transport services, the range and diversity of industries and visitation and tourism.
- The municipality has a capacity to be a national leader and internationally recognised in matters of food science and production.
- Recognising and addressing the social and economic impacts on the community which may be encountered as Shepparton continues to develop as a major regional city.

21.03 VISION, SUSTAINABILITY PRINCIPLES AND STRATEGIC DIRECTIONS**21.03-1 Vision****Council Plan**

In June 2005 Council adopted its Council plan for the period 2004 – 2008. The plan contains the following Vision:

***Greater Shepparton**
As the Food Bowl of Australia,
A sustainable, Innovative
And Diverse Community.
Greater Future.*

In support of its Vision, Council has adopted 7 Strategic Objectives as follows:

- 1. Community Pride**
 - Engaging with our community to build pride in the present and the future
- 2. Partnerships for Sustainability**
 - Working with others to ensure continued sustainable development
- 3. Infrastructure**
 - Ensuring our infrastructure meets community needs and growth potential
- 4. Quality of Life**
 - Making Greater Shepparton the place to live, work, play and visit
- 5. Lifelong Learning**
 - Making education and learning a vital component of our community's future
- 6. Vibrant Recreation and Culture**
 - Celebrating and participating in cultural and recreational activity
- 7. Council Organisation and Management**
 - Ensuring we are ready to respond to and meet our community's needs

Each of the above Objectives is supported by Guiding Principles and Strategic Indicators to Monitoring Achievement of the Objectives. It is also noted that the Greater Shepparton City Council Plan is integrated with the *Shepparton 2030 Strategy* and the Municipal Strategic Statement. It is a whole-of-council plan driving the implementation of the programs and initiatives of Council. It is developed on a four year cycle, and reviewed annually.

21.03-2 Sustainability Principles

Greater Shepparton 2030 provides continued sustainable development. The principles of sustainable development underpin planning for the municipality. Achieving a sustainable economy, society and environment is inherent to achieving the vision. The following attributes and principles apply:

- **Inter-generational equity**
The ability for both present and future generations to utilise the natural resources to meet their needs.
- **Intra-generational equity**
The sharing of resources and opportunities amongst present generations.
- **Precautionary**
Taking the cautionary approach if an environmental impact may result.
- **Conservation of biodiversity**
Allowing native species to survive and thrive.
- **Internalisation of environmental costs**
Identifying the true costs of products or services.

Supporting principles for the above include the planning and implementation of actions through an “integrated planning” process.

21.03-3 Strategic Directions

The following strategic directions will be pursued at Clauses 21.04 to 21.08 to achieve the Council’s Land Use Planning and Development priorities.

- **SETTLEMENT, HOUSING & URBAN DESIGN**
Commitment to growth within a consolidated and sustainable development framework.
- **COMMUNITY LIFE**
Enhance social connectedness, physical and mental health and well being, education and participatory opportunities in order to improve liveability and provide a greater range of community services.
- **ENVIRONMENT**
Conservation and enhancement of significant natural environments and cultural heritage.
- **ECONOMIC DEVELOPMENT**
Promote economic growth, business development and diversification, with a focus on strengthening the agricultural industry.
- **INFRASTRUCTURE**
The provision and re-structure of urban and rural infrastructure to enhance the performance of the municipality and facilitate growth.

21.04 SETTLEMENT, HOUSING AND URBAN DESIGN

21.04-1 Overview

Settlement and Housing

The official population forecasts produced by the Department of Sustainability and Environment (DSE) predict that the population of the City of Greater Shepparton will increase 60,403 persons in 2004 to 80,718 persons in 2030.

A key challenge for the Council is the facilitation of appropriate and timely release of residential land to meet this projected growth. In this regard Council acknowledges that the proportion of persons aged 60 and over in the municipality is projected to increase from the current 15.7% of the population to 28% by 2030. This represents a significant shift in the demographic of the municipality and brings with it associated challenges with household structures becoming more diverse and complex. The provision of greater variation in house types, to meet the needs of a population base which will have broad range of socio-economic characteristics, will be required. In this regard Council anticipates the need for greater provision of the following housing types in future subdivision and residential development provision:

- Medium density housing in proximity to services;
- Independent living units;
- Retirement villages, which may be co-located with supported living dwellings;
- Serviced apartments;
- Supported residential units; and
- Residential aged care.

In relation to the future distribution of persons / housing throughout the municipality, it is estimated that the urban areas of Shepparton and Mooroopna will accommodate the majority of additional growth by 2030 (approximately 19,733 persons). Therefore by the year 2030, it is estimated that approximately 82% of the City of Greater Shepparton residents (some 66,039 persons) will be residing in these two urban areas. It is anticipated that the remaining additional persons projected to be residing in the municipality by 2030 will be distributed throughout Greater Shepparton's other town centres such as Tatura, Murchison, Merrigum, Dookie, Congupna, Katandra West, Tallygaroopna, Toolamba, and Undera.

Based on the above population projections, the major pressures associated with future growth will be within the urban areas of Shepparton and Mooroopna. Within the urban areas of Shepparton and Mooroopna, it is estimated that there are approximately 151 hectares of undeveloped residential zoned land. Based on the current take up rate of 400 dwellings per annum, this represents approximately 3.5 years land supply based on the current mix of housing provision as follows:

- Medium Density Dwellings (400 m² per lot) – 5% of dwelling stock
- Conventional Dwellings (typically 800 m² per lot) – 70% of dwelling stock
- Low density Dwellings (2000 m² per lot) – 25% of dwelling stock.

Based on DSE's projected population forecasts (2004) a need for an additional 13,154 dwellings by 2031 in the urban areas of Shepparton and Mooroopna has been identified. In order to accommodate DSE's population forecast 1,057 ha (approximately) of residentially zoned land will be required in these areas (including the available 151 hectares). These estimates assume a shift in the mix of dwelling type occurs to accommodate the changing demographic composition of the municipality as follows:

- Medium Density Dwellings – 20% of dwelling stock (up from 5%)
- Conventional Dwellings – 60% of dwelling stock (down from 70%)
- Low density Dwelling – 20% of dwelling stock (down from 25%)

Should a greater percentage of new housing be accommodated in medium density developments the land area projections will not be as great, with a residentially zoned land requirement of 632 ha to 2031 (including the available 151 hectares).

Having highlighted the above residential land area requirements, Council is concerned to ensure that the demand for low density and rural living environments is tempered by greater concern to protect natural features, the productive capacity of soils, areas of native vegetation, provide services efficiently and reduce dependence on fossil fuels to access facilities. In this regard Council is keen to ensure that the demand for low density residential development and rural living opportunities is satisfied by the existing supply of zoned land and when this is developed, by the systematic and sequential release of additional land in accordance with the *Township Framework Plans* contained within this Clause. Council is committed to rigorously applying this strategy and will not compromise it by approval of ad hoc rezoning requests. Proposals to create additional rural residential land or expand existing small township boundaries will not be supported unless justification has been provided through a supply and demand analysis. 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 where reticulated services are not available.

In facilitating the future growth and development of the municipality's towns, 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.

Council also acknowledges the need to provide Urban Growth Boundaries for the extent of urban expansion to ensure the sustainability of the urban community and the well being of productive agricultural land. In this regard, Council has identified four major growth corridors around Shepparton and Mooroopna where residential densities will be maximised. Short and long term growth areas identified in these corridors with short term (next fifteen years) to be included in residential zones, and long term (in excess of fifteen years) retained in rural zones until required. These include:

- 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.

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

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, subject to provision of sewer. 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 as well as a supply and demand analysis.

Framework plans have been prepared for the major smaller towns in the municipality, which will act to guide planning decisions for future growth. Council acknowledges that further strategic work is required for these townships in the form of more detailed

township structure plans. Tatura with its continued residential growth and diversity of land uses has been identified as a high priority, with the help of current information taken from the Tatura Flood Study and population growth statistics.

Council also recognises the important function of other smaller townships for which there are no framework plans. These townships such as Kialla Central, Kialla West and Shepparton East feature community facilities and infrastructure such as schools and halls, and provide opportunities for some future residential expansion. However, it is important that they retain their own sense of identity and not be absorbed by Shepparton-Mooroopna urban expansion.

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, 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.

Council also acknowledges that display homes are an important feature of newly developing residential areas and provide a service to the community. Given the extent of residential development occurring within the municipality at present and the level of growth predicted, it is important to ensure that display homes also do not have a negative impact on residential amenity through inappropriate location, unsympathetic design, and traffic impacts.

Urban Design

Council is keen 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 and urban design outcomes for built form and open spaces 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.

High quality and consistent landscaping treatment of private land and road reserves can have a significant effect on the appearance and visual amenity of an area. The siting of buildings can have a critical impact on visual appearance within both urban streetscapes and rural landscapes as a consequence of this prior pattern of development. The adequate separation of different uses is also required to maintain amenity and provide attenuation for off-site effects.

In this same context, 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. Advertising signage is a key and often highly visible component of the physical environment of the municipality. The inappropriate design or placement of advertising signs can have a significant effect on the appearance and visual amenity of an area. 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.

Most urban settlement and much of the rural road pattern within the municipality is set out on a traditional grid pattern with little regard for variations in the local topography. The siting of buildings can have a critical impact on visual appearance within both urban streetscapes and rural landscapes as a consequence of this prior pattern of development.

21.04-2 Objectives

- To provide for sufficient additional land for urban growth until 2030.
- To provide for a broader range of dwelling densities and types of housing to meet projected community needs and differing lifestyles.
- To increase the supply of medium density housing in appropriate locations.
- To provide a restricted amount of 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 release land efficiently in terms of location, supply of services and infrastructure and in accordance with land capability.
- To provide a restricted amount of land for small townships expansion, without impacting on the long-term growth potential of urban centres or productive agricultural land, subject to a supply and demand analysis.
- To release land for small townships expansion efficiently in terms of location, supply of services and infrastructure and in accordance with land capability.
- To recognise and make provisions for the potential conflicts at the urban/rural interface.
- 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 develop and enhance a distinctive character for Greater Shepparton.
- 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 achieve orderly design and development by maintaining consistent standards for buildings in relation to siting, height and landscaping.
- To ensure that non residential uses are appropriately located.
- To allow complementary non-residential uses to be integrated into residential areas.

21.04-3 Strategies***Settlement and Housing***

- Encourage the consolidation of existing residential areas in the municipality.
- Ensure the density and types of new residential developments are consistent with the role and function of each town.
- Encourage choice and variety in housing in terms of type, affordability and tenure.
- Support increased densities, such as 15 dwellings per hectares, where reticulated sewer and urban services are provided in the existing residential areas, whilst maintaining and protecting existing sewerage reticulation assets.
- Encourage medium density housing in preferred locations with the following attributes:
 - Within existing residential areas.
 - Within 400-500m of public transport routes.
 - Adjacent to open space corridors and parklands.
 - In and around the Shepparton CBD (where Council may consider even higher densities subject to design and amenity considerations).
 - Around Victoria Park Lake (where Council may consider even higher densities subject to design and amenity considerations).
 - At major “brownfield” redevelopment sites within existing residential areas.
 - Around neighbourhood centres.
- Encourage medium density, apartment style and shop-top housing as part of the redevelopment of Shepparton CBD commercial sites.
- Encourage the provision of smaller lots to meet the changing demographics structure.
- Discourage medium density housing and multi unit development within areas affected by the Floodway Overlay.

- Provide for limited rural residential opportunities as shown on the Strategic Framework Plan to:
 - the south east of the Broken River;
 - between the Goulburn River and Seven Creeks;
 - in the northern growth corridor area of Shepparton, and
 - in townships as shown on the township framework plans.
- Investigate further opportunities for rural residential opportunities adjoining smaller townships, through a comprehensive Rural Residential Strategy.
- Approve land for rural residential development or small town expansion (CoGS) only where it is supported by:
 - a supply and demand analysis;
 - a Land Capability Assessment which supports the site's suitability for land based effluent treatment and disposal, provides detailed design and management recommendations and also evaluates alternative options where conventional systems will not work.
 - an analysis under Ministerial Direction No. 6.
- Ensure land is released through sequential rezoning to prevent new development leap frogging non residential land, commensurating with the availability of utility services, access to convenience services and public transport, and the choice, supply and availability of other developable land.
- Allow rural residential development only where environmental constraints prevent smaller lots, and on land that is not considered to be high quality agricultural land.
- 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.
- Protect the amenity of rural residential land by discouraging uses with the potential to create a nuisance.
- Protect productive agricultural land from encroachment of urban growth except in designated growth areas.
- Require any land previously used for orchards or other intensive agricultural use to provide a full assessment to determine potential for pesticide and other chemical contamination, prior to approval for residential development.
- Rural residential subdivision should not be reliant on irrigation water supply.
- 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.
- Provide an Urban Growth Boundary beyond which additional urban growth and rezoning should not be supported except in the context of comprehensive review of this strategy.
- Maintain a distinctive urban-rural interface, and a green belt between Shepparton and Mooroopna.
- Residential developments are to provide buffer to existing agricultural uses, particularly orchards.
- Identify areas for short term residential development which can be serviced.
- Discourage new development which leap-frogs existing non-residential development.
- Encourage new subdivision and developments to promote walking and cycling between facilities, such as between homes and schools, open spaces and shops.
- Protect the environmental assets on the floodplains and environs of the Goulburn and Broken Rivers, Seven Creeks and other designated waterways.
- Identify areas marked for long term residential growth which are currently zoned rural and may have current productive capacity.
- Promote development in accordance with the attached Framework Plans.

Urban Design

- Encourage proposals that demonstrate a positive response to community needs for housing and incorporate good design principles.
- Promote design excellence and architectural style.
- Promote landscaping themes throughout the municipality to create a unified identity yet retaining individual township character.

- Support the use of urban design frameworks to identify where and how built form can be used to enhance the impact and perception of the municipality.
- Enhance the gateways, boulevards and focal points in the municipality with urban design and landscape master plans.
- Promote the heritage features of the municipality as contributors to its character.
- Control the location, size and scale of advertising signage, especially in key precincts of the Shepparton CBD and town centres.
- Promote energy efficient and sustainable designs for subdivision, new development and redevelopment of existing buildings and spaces.
- Ensure the design of new development positively contributes to local urban character and enhances the public realm while minimising detrimental impact on neighbouring properties.
- Ensure the scale, mass and height of new commercial developments respects the prevailing neighbourhood character. Development of prominent or isolated sites must have regard for the amenity of the surrounding properties.
- 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.
- Provide safe and sheltered pedestrian routes through residential neighbourhoods and commercial centres, including access through buildings, arcades and plaza areas, the Maude Street Mall, pedestrian links to car parks, sheltered rest areas and the lighting of public areas and car parks.
- Ensure development along main traffic routes incorporates design elements that add visual interest to the front and rear of the buildings.
- Ensure signage is subtle and dominant signage is avoided.
- Encourage landscaping of sites to retain existing vegetation where practical, particularly existing mature trees and other plants.
- Encourage the use of indigenous and low maintenance plant species and integration with the Council's (CoGS) adopted urban design themes.
- Encourage screen planting of developments to reduce the visual impact on the amenity of surrounding areas.
- Ensure new development maximises the energy efficiency of buildings by:
 - Solar orientation.
 - Wall and ceiling insulation.
 - The orientation of open spaces and appropriate landscaping.

21.04-4 Implementation

Applying Zones and Overlays

- Apply the Residential 1 Zone to established residential areas.
- Apply the Residential 1 Zone to residential land in growth corridors.
- Apply the Low Density Residential Zone and the Rural Living zone to rural residential areas as nominated on the structure plans or identified in a comprehensive Rural Residential Strategy (CoGS).
- Apply the Farming Zone to proposed long term urban growth areas.
- Apply the Development Plan Overlay to the growth areas to ensure co-ordinated development.
- Apply the Environmental Audit Overlay to guide the transformation of former intensive agricultural land to residential.

Using Policy and the exercise of discretion

- Apply the local policy at 22.04 *Building Lines*
- Apply the local policy at 22.05 *Advertising Signs*
- Apply the local policy at 22.06 *Heritage*
- Apply the local policy at 22.07 *Display Home*
- Apply the local policy at 22.09 *Non residential uses in residential areas*
- Apply the Greater Shepparton 2030 Framework Plans

Undertaking further strategic work

- Prepare a Housing Strategy as a high priority to identify future housing needs, residential land supply and demand and an urban character analysis having regard to population growth and profile, household formation, dwelling densities and size, and preferred locations.
- As part of the housing strategy, investigate the application of the Residential 2 Zone over large redevelopment sites within and around the Shepparton CBD, which have no impacts on residential amenity.
- Prepare Township Structure Plans.
- Prepare a land use strategy for Tatura, incorporating findings of the Tatura Flood Study and population growth statistics as a high priority.
- Prepare Development Contributions Plans for all growth areas.
- Prepare Development Plans (DPs) for the residential corridors for Shepparton/Mooroopna, and proposed development areas at Tatura.
- Refine the floodway mapping which will necessitate the designation of land suitable for residential development and which can be incorporated into the requirements for outline development plans.
- Undertake a Rural Land Strategy.
- Undertake a comprehensive Rural Residential Strategy to determine the potential for further rural residential development opportunities.
- Identify and manage land supply for residential, industrial and commercial developments.
- Review the Shepparton Urban Design Framework.
- Undertake an Urban Design Framework for the land opposite Victoria Park Lake.
- Undertake an Urban Design Framework for the land bounded by Rowe, Maude and Sobraon Streets.
- Undertake an Urban Design Framework for the land on Wyndham Street between Guthrie and Longstaff Streets.
- Undertake an Urban Design Framework for land zoned Business 4 (B4Z) on Melbourne Road including the former Drive-in site.
- Undertake an Urban Design Framework for the land on Wyndham Street between Knight Street and Balaclava Road.

Other actions

- Provide for the establishment of tertiary education and the “Shepparton Tertiary Education Precinct” role adjacent to the Shepparton CBD.
- 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 linking the three urban areas.
- Where appropriate, measures be included in development proposals to slow down through traffic in the Shepparton CBD, in the residential and industrial areas, by the introduction of roundabouts, reducing the extent of road pavement, and increasing the extent of pedestrian pavement.

21.05 COMMUNITY LIFE

21.05-1 Overview

The main community issues for Greater Shepparton are:

- integration of multi-cultural community;
- access to life long education;
- an increased aged population;
- planning and providing a range of quality community, health and education services for all including minority groups;
- community participation, consultation and communication;
- safety and security; and
- funding, maintenance and planning of recreational and open space facilities.

It is anticipated that the quality, scope and availability of sophisticated health and education services in regional areas will be markedly improved particularly with the emergence of the “university city” role of Shepparton. There will also be greater interest and commitment to the pursuit of the arts and the provision for sports and recreation facilities. The effective engagement of the community in securing their participation will remain a priority for Council. The focus on working with the indigenous community in a partnership approach will assist their needs and expectations.

Health and Community Services

Council acknowledges that a functioning community requires the provision of basic health and social services. These services are usually subsidised by State or Federal Government, and many are also directly supported through Council funding. Their distribution and form of provision to regional and rural locations has changed over time. The challenge for service providers is to clearly identify user’s needs and develop responses to these within budgetary constraints, by pursuing creative delivery methods. The Council supports this approach and is actively pursuing this objective through a number of integrated planning and community strengthening initiatives which focus on working with communities to identify and respond to the actual needs of communities, rather than the provision of standard services for those residents who have the ability and capacity to access them.

This approach has been undertaken by Council through its work with communities and other partners on the following key community development projects:

- The State Government funded Community Building Demonstration Project which focused on providing greater opportunities for young people to have input into matters which directly affect them, while at the same time, making a positive contribution to their communities i.e. strengthening our future community capacity through an investment in our young people.
- The Best Start Project which aims to improve the health, development, learning and well-being of all Victorian children from pregnancy through transition to school. It does this by supporting communities, parents and service providers to improve the responsiveness of universal early years’ services to local need.
- The Rural community and township development processes which has involved supporting communities and building community resilience through the Drought Recovery Project and planning for rural communities futures through the development of local community plans.
- The Municipal Public Health Plan which promotes work in partnership with stakeholders and the initiation of projects which promote the following four key health goals:
 - sense of Belonging and Connectedness
 - Safe and Healthy Environment
 - Physical Activity and Nutritional Wellbeing
 - Minimisation of Drug and Alcohol Misuse.

All the above projects aim to revitalise the involvement of residents in their community and assist communities to develop new networks, partnerships, structures and frameworks to support ongoing improvement to overall community wellbeing.

One key outcome of these projects is the development of “Community Hubs” which are considered to be an ideal physical and social focal point for communities. A Hub has been established in Mooroopna and this facility is now attracting a range of new support services for residents. A new multipurpose community centre is also planned for Dookie. Plans have been also developed for future Community Hubs in North Shepparton and 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.

The majority of specialist health care facilities in the municipality are concentrated in Shepparton, and it is an important health care centre for residents of central and northern Victoria. There are two hospitals; Shepparton Private and Goulburn Valley Health, with the latter being the largest referral hospital in north-east Victoria. There are also medical specialists and a growing range of support facilities for community health initiatives provided by the government, private, community based and voluntary services.

Population forecasts indicate a continuing gain in population in all age groups, however the most significant is the increased number of aged persons which is likely to create a significant increase in demand for health and community services over the coming 20 years. There is a need to ensure that the infrastructure and systems are in place to support the additional demand. Particular issues that have been identified include:

- A lack of affordable health services for residents, especially GPs offering bulk billing services;
- Insufficient post acute care / rehabilitation care, specialists and allied health services for older people;
- A need for new services to cater for older people including housing, education and community outreach for isolated older people; and
- The need for services to be appropriately located so that they are accessible to users.

Families, youth and children are serviced by 5 community houses, 4 youth centres (3 bodies oversee the co ordination and provision of youth services across the municipality), 29 Pre-schools 15 Childcare Centres and Maternal and Child Health Services spread across the municipality. It is essential that the location of any new or redeveloped family and children’s services enhances a spread of services which respond to demonstrated community needs and maximises community access.

While in the past a large proportion of existing aged and family and children’s services have been developed and provided by local community based organisations or the Council there is an increasing number of private and State or National wide organisations developing services in the municipality. This trend requires the need for quality planning data to be available and co-operation between the Council and other providers to ensure the best range and spread of services are developed to meet community need. This is particularly important in growth or newly developed areas via the planning of community infrastructure in development plans and also important for areas where the demographics are changing.

Education

Shepparton has a growing role in providing educational facilities and services within the region. Establishing the “Shepparton Tertiary Education Precinct” 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.

There are numerous primary and secondary schools in the municipality and a range of tertiary opportunities operating through Goulburn Ovens TAFE, LaTrobe University, Melbourne University, Australian Catholic College and Open Learning Australia. Council has embarked on a strategy to develop a unique “University City” based on flexible degrees across existing campuses and links to other external campuses, rather than investing all efforts in retaining one major provider. This concept extends to education of all sectors, including skills and agricultural business training to local farmers.

Council has adopted the “Encouraging Arts in the Community” policy which outlines its role in facilitating and developing community involvement in arts. The policy was prepared with the assistance of an Arts Coordinating Group and is based on the premise that the Council's role is to support arts in the community, and to encourage and facilitate participation in and support for arts by as many people as possible. The construction of the Eastbank Centre, and the implementation of the Riverlinks management system for Eastbank and the WestSide Performing Arts Centre, provide new opportunities for the development of arts in Greater Shepparton.

Recreation and Open Space

Greater Shepparton contains a number of major sporting facilities and clubs, and the re-development of the showgrounds will create a major site for public recreational use and staging of formal community, sporting and business events. Shepparton’s principal recreational centre is its Sports Precinct (including McEwan Reserve) and the Stadium. In addition, the Aquamoves Aquatic and Leisure Centre provides a range of swimming and gym facilities in a lakeside environment by Victoria Park Lake. Deakin Reserve also provides a comprehensive range of sporting facilities. The municipality also has 5 major outlets for the promotion of the arts including a function room capable of accommodating 1000 people.

Council recognises the importance of the creation of an integrated park network, with linear parks along floodways and river frontage as it is essential to provide 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 be provided with flood free open space which can be developed for playgrounds.

21.05-2 Objectives

- To provide an equitable and efficient distribution of community facilities and services, and that appropriate service linkages are provided to facilitate user access.
- To ensure the costs of development are equitably distributed by applying development contributions.
- To develop a regional centre of education facilities for a variety of education requirements, including ongoing facilitation and support of the Shepparton tertiary Education precinct.
- To promote learning through arts and culture programs.
- To ensure that facilities, services and policies are appropriate to the sporting and recreation needs of the community.
- 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 accessibility in public spaces and new developments.
- To promote integrated local planning that incorporates consideration of the social, built physical, environmental and economic domains and interaction between the domains.

21.05-3 Strategies

Health and Community Services

- Optimise accessibility to services and facilities for people with disabilities, the elderly, families of young children, youth and diverse ethnic/cultural groups.
- Ensure reasonable access to community services with a program of transport integration to service these facilities.
- 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 user group needs over the lifecycle and changing demographic structures.
- Identify a medical service precinct around the existing Goulburn Valley Base Hospital.
- Prepare Development Contributions Plans for community infrastructure in growth corridors.
- 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 Development Plans and a Development Contributions Plan.
- Develop and maintain a quality planning data base to inform good planning.

Education

- 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 architecture styles.
- Encourage business to integrate with existing and planned campus facilities.
 - Establish a preferred precinct for the development of post secondary and tertiary educational facilities to the north east of the Shepparton CBD.
- Encourage educational facilities to retain and attract young people to Shepparton.
- Support the expansion of educational facilities for future populations.
- Promote Greater Shepparton, including the Dookie campus, as a unique university city with links to businesses in the agricultural production sector and allied services.
- Encourage new cultural development which provides a diverse visual and performing arts program for the community.

Recreation and Open Space

- Protect and enhance the network of public open space that contributes to the amenity of the municipality and advances the image of the community.
- Develop Walking/Bicycle and Public Transport networks that provide options to those who have not, or prefer not to use a motor car.
- Encourage development on only one side of the road where land is adjacent to public open space (and where appropriate).
- To provide for passive surveillance of open space and limit the ‘privatisation’ of public open space.
- To ensure that new subdivisions include flood free areas of public open space.
- Encourage new development and redevelopments of existing areas to include community gathering spaces, such as village greens and local public open spaces.
- 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 share path network to promote environmental assets.
- Provide quality areas of open space when new housing subdivisions are planned.
- Ensure recreation areas are designed with safety considerations.
- Integrate open space planning / landscape treatments with environmental improvements of the stormwater drainage system.
- Promote public art as part of the urban design process.
- 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 Development Plans.

21.05-4 Implementation

These strategies will be implemented by:

Applying Zones and Overlays

- Apply Development Plan Overlays for areas of new growth to guide road design and access and to guide preparation of Stormwater Management Plan.
- Apply the Development Contributions Plan Overlay to new growth areas to ensure infrastructure is adequately funded in a timely manner.
- Apply the Public Park and Recreation Zone to open space and recreation areas.
- Apply the Special Use Zone to private recreation and tourism facilities including golf courses, the Paceway and the Racecourse.
- Apply the Public Conservation and Resource Zone to areas of environmental significance in public ownership, and in particular along waterways and wetlands, and open space areas that contain natural features such as riparian, wetland and woodland to ensure protection and enhancement of biodiversity and the natural landscape values.

Using Policy and the exercise of discretion

- Apply the Greater Shepparton 2030 Framework Plans
- Apply the provisions of the Public Health Plan
- Apply the provisions of the Disability Action Plan
- Apply the schedule to Clause 52.01 on the Greater Shepparton Planning Scheme.
- Apply safety criteria in the development of guidelines for sustainable communities.
- Require public art as part of the development approvals process.

Undertaking further strategic work

- Prepare development contribution plans for new growth corridors and ensure they include sports facilities, public open spaces and community facilities.
- Develop a program for the provision of public art as part of the urban design approval process.
- Continue developing the shared path network through Shepparton and Mooroopna.
- Prepare a master plan for the Shepparton Tertiary Education Precinct and include a community / leisure precinct to be integrated with educational facilities in the Shepparton CBD.
- Prepare a Housing strategy including a report on student housing and affordable housing issues.
- Prepare a master plan for the provision of core aged and family and children's services.
- Review the Recreation and Open Space Strategy and investigate the potential for increased contributions for open space in nominated areas and to identify future land for linkages in the open space network.
- Review the Playgrounds Study.
- Prepare master plans of major parks and open space areas and recreation facilities including the potential expansion of Aquamoves.
- Prepare a disability access study to ensure facilities and open space areas are physically accessible for all users.
- Review the Recreation and Open Space Strategy to provide future links between shops, schools and residential areas to create interactions and casual surveillance.

Other actions

- Continue the implementation and facilitation of Community Hubs.
- Provide consideration to local community plans developed by communities in partnership with the Council.
- Prepare a community services map to identify the distribution and adequacy of facilities within existing and new communities located within the municipality including townships.
- Promote ancillary facilities to support the Shepparton Tertiary Education Precinct Strategy.
- Continue to promote and refine the Encouraging Arts in the Community Policy.
- Prepare a network of resource users and their location requirements for potential joint use and development of facilities.
- Examine options for developing existing linear tracts of land, including floodway and river frontage, to provide opportunities for walking, cycling, and playgrounds.
- Negotiate with developers for additional open space to retain environmental features and for the provision of community facilities.
- Ensure that special interest groups are included in community activities and the provision of services.
- Make Greater Shepparton a regional centre of education facilities for a variety of education requirements, including ongoing support of the Shepparton Tertiary Education Precinct concept.
- Promote Westside and Eastbank as the centres of arts in Greater Shepparton.
- Promote learning through arts and culture programs.
- Promote the national piano awards in the City.
- Promote Shepparton as a nationally significant ceramics display centre.
- Ensure that facilities, services and policies are appropriate to the sporting and recreation needs of the community.
- Address community safety in the planning and management of the urban environment.
- Provide accessibility in public spaces and new developments.
- Ensure that Disability Discrimination Act (DDA) compliance is achieved.
- Address accessibility throughout the municipality by promoting and encouraging additional public transport.
- Promote clustering of community facilities to enable multi use and sharing.
- Encourage the establishment of educational facilities to retain and attract young people to the municipality.
- Support the expansion of educational facilities for future populations.
- Encourage new cultural development which provide a diverse visual and performing arts program for the community.
- Promote provision and accessibility to public open spaces in new growth areas and in redevelopment of existing areas.
- Encourage parks and facilities to cater for a range of recreational activities.
- Ensure the maintenance, design and location of playgrounds in the municipality make them safer and more responsive to the needs of the community.
- Establish a hierarchy of parks in the municipality designed to cater for the leisure and sporting needs of residents. The hierarchy to be comprised of local parks without playgrounds, local parks with playgrounds, town parks, regional parks, bush reserves, sports reserves and land reserved for municipal purposes.
- Apply benchmarks to identify the number and location of parks to be provided within each category of open space in the hierarchy.
- Improve the image and appearance of public parks and spaces.
- Encourage the creation of safe streets, public parks and spaces, and integration with Victoria Police' community safety programs.
- Ensure reasonable access to community services with a program of transport integration to service these facilities.
- Encourage public facilities to be located on or near to a public transport route or bicycle/walking path.
- Ensure personal safety is addressed in the design of public areas to attract a range of users including families, youth, elderly, people with a disability, tourists and staff.

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- Continued support for programs that encourage the awareness and recreational use of the Goulburn and Broken Rivers such as the Goulburn Broken Catchment Management Authority's River Connect Initiative.
 - Ensure any new childcare and aged person's accommodation facilities are located so that they maximise safety and access for users and provide links with the broader community service system.

21.06 ENVIRONMENT

21.06-1 Overview

Natural Environment & Biodiversity

The natural landscape of the municipality and wider region has been modified significantly as a result of pastoral activities and more recently through extensive irrigation activities. As a result, areas of remnant native vegetation are now primarily limited to the confines of waterway and road reserves and corridors. The protection and enhancement, of these corridors (as well as native vegetation stands on private property) is considered important to provide habitat, and habitat links for flora and fauna and for the fostering of biodiversity.

In addition to the native vegetation corridors, key biodiversity issues in Greater Shepparton are associated with the myriad of river, floodplain and wetland systems that influence the majority of land, both rural and urban, in the municipality. The management of the floodplain and watercourses together with native vegetation is therefore considered of paramount importance by Council to achieve sustainable growth of the municipality.

The development of the vast areas of the municipality for irrigated agricultural activities has resulted in high water tables and salinity. These consequential impacts from past land use and development practices have effected the productivity of the land, local bio-systems and in some instances the ultimate viability of some agricultural enterprises. As a result, Council is concerned to ensure that the irrigation network, and associated irrigation farming, is effectively managed to achieve sustainable agricultural development and protection of ecosystems.

In November 2003 the *Goulburn Broken Catchment Management Strategy* was finalised along with accompanying action plans for Biodiversity and Landscape protection. These important strategic documents provide the blueprint for integrated natural resource management across the municipality (and the wider region) and in part form the regional component of the state's Biodiversity Strategy. In essence, the strategies seek to maintain and enhance biodiversity of native flora and fauna communities and protect the region's natural resource base through the management of key threats. Council endorses the tenor of these strategies and is keen to work with stakeholders throughout the region to realise their successful implementation. Council acknowledges the need to prepare a local biodiversity action plan to guide the implementation of a re-vegetation program, using as a base the objectives set out in the Goulburn-Broken Catchment Management Authority's Regional Catchment Strategy and its sub-strategies.

Floodplain and Drainage Management

The catchments of the various rivers and streams within the municipality include areas of flood prone land, where flooding has historically caused substantial damage to the natural and built environment. Floods are naturally occurring events and the inherent functions of the floodplains to convey and store floodwater should be recognised and preserved to minimise the deterioration of environmental values, the long term flood risk to floodplain production, assets and communities.

Flooding imposes substantial costs on individuals and the community. While significant costs are incurred by direct damage to public and private property, indirect costs to the community such as loss of productivity, displacement of residents, closure of roads, trauma and ill health are also significant. Notwithstanding these significant impacts, natural flooding of floodplains and their associated wetlands provide essential breeding habitats for bird and aquatic species, and promotes the health of rivers and floodplains.

It is evident that the impact of floods is increasing due to land use and vegetation changes. In particular:

- raised earthworks (including but not limited to roadworks, levees and farm channels) have reduced natural flood storage, obstructed and/or redistributed flood flows, and increased flow velocities and levels;
- urban expansion has occurred in floodplains, reducing flood storage, obstructing flood flows and increasing the risk to life, health and safety to occupants of the floodplain;
- irrigation and drainage infrastructure has extensively modified natural drainage patterns; and
- significant flood paths have been blocked off, leading to flow re-distributions.

Sound floodplain management in the municipality is the critical means by which the economic, social and environmental risks associated with floodplain use and development can be minimised. This level of management is to be provided by six “local floodplain development plans (LFDP)” which have been prepared to provide a performance-based approach for decision making that reflect local issues and best practice in floodplain management. These precincts are:

- precinct of Lower Goulburn (2003);
- precinct of Goulburn River (2003);
- precinct of Broken River (2003);
- precinct of Broken Creek (2003);
- precinct of Honeysuckle Creek and Seven Creeks (2003); and
- precinct of Mosquito Creek (2003).

These local floodplain development plans are incorporated into the scheme at Clause 81.

Decades of open pasture farming and irrigated agriculture has changed the natural hydrological balance. Consequently the soils in the Shepparton Irrigation Region have higher than average moisture content and higher rainfall run-off. In turn this run-off floods farms and conservation areas. Pondered rainfall can then cause soil salinisation. Drainage management attempts to reduce the direct costs in terms of loss of stock and damage to property, and the indirect costs of reduced productivity, road rebuilding, and inconvenience. The key issue relating to drainage management is therefore the provision of efficient drainage of land without causing other environmental impacts. Planning controls are used to designate areas prone to flooding and limiting developments that will impede natural surface water flows. It is equally important that controls do not move or create a surface water management problem to another area, either within or outside the municipality.

Best Practice Land Management

Council acknowledges that the achievement of sustainable development (being development that meets the needs of the present generation without compromising the ability of future generations to meet their needs), is critical and is therefore committed to giving consideration in planning decision making to economic, social and environmental matters. The application of sustainability principles will influence all facets of urban and rural living.

Council also recognises that land use and development controls and assessment must be compatible with the goals of the protection and enhancement of the natural environment in accordance with the objectives of the Goulburn Broken Regional Catchment Strategy and its associated sub-strategies. Land use and development should be based on land capability and suitability and be mindful of potential impact of external factors such as reconfiguration of irrigation delivery and drainage infrastructure arising from irrigation water reforms. As such Council encourages the preparation of whole farm plans to assist farming enterprises and authorities in their efforts to reduce downstream impacts of nutrients on water quality, protection of natural ecosystems, reduce waterlogging and salinity and sustain viable farming enterprises.

It is noted that Council joined the *Cities for Climate Protection Program* in 2000 and has committed to evaluate and set targets for greenhouse gas emissions for council and community activities, promote energy efficient subdivision and house design, promote municipal domestic wastewater management and provide corresponding incentives and programs.

Council is evaluating and planning for appropriate water saving measures relating to its own water use of approximately 500 mega litres per year for sporting grounds, public open space areas, playgrounds, median strips, and other landscape features. Conservation measures include planting of indigenous, drought-resistant varieties; reduced number of waterings; all watering takes place during early morning and evening; no planting of flowering annuals; use of couch and kikuyu only for public open spaces and recreation reserves; conversion of watering systems from manual to automatic; and increase knowledge of water requirements of various grasses.

Cultural Heritage

Council is also concerned to ensure that the pre settlement and post settlement cultural heritage of the municipality is preserved for future generations. Council acknowledges the traditional custodians of the land which now comprises Greater Shepparton, whose descendants have a long ancestral history in the area. A number of potential sites of cultural significance have been recognised throughout the municipality however a municipal wide archaeological and cultural study has not been undertaken. More detailed investigation is needed to ascertain the importance of sites and their consequential inclusion in the Planning Scheme. A heritage study focusing on post settlement buildings and sites has been undertaken and a number of sites have been recommended for planning scheme protection.

21.06-2 Objectives

- To maintain and enhance biodiversity of native flora and fauna communities.
- To protect and manage the natural resources of water, air and land.
- To recognise the constraints of the floodplain on the use and development of land.
- To minimise the future economic impacts of flooding.
- To provide a supply of high quality water for urban and agricultural use.
- To minimise the degree of salinity through an integrated regional surface water management program.
- To identify natural landscape features that are to be protected and managed.
- To manage irrigated and non irrigated land for long-term sustainable production purposes.
- To reduce greenhouse gas emissions by local actions in the interests of current and future generations.
- To identify, conserve and protect sites of cultural heritage significance.
- To direct development according to identified land capability and suitability.
- To recognise the threat posed to surface water and groundwater quality by non-reticulated domestic wastewater systems.

21.06-3 Strategies***Natural Environment & Biodiversity***

- Protect remnant areas of native vegetation, streamlines, wetlands and other environmentally sensitive features.
- Ensure appropriate identification of native vegetation on land to be developed or subdivided.

Best Practice Land Management

- Promote energy efficient and sustainable built forms and development proposals.
- Ensure that planning decisions and approval of development plans have regard to the goals and priorities of the Goulburn-Broken Catchment Management Strategy.
- Ensure all new developments have adequate reticulated services or effluent disposal systems to protect watercourses and water quality, and to maintain and enhance water quality for both urban and rural use.
- Support and promote approved innovative methods of effluent disposal such as composting.
- Encourage the development of surface water management systems with run-off into natural systems or into reuse storage for irrigation at a later date.
- Encourage the adoption of ecologically sustainable development principles and technologies in the future development of both urban and rural areas.
- Assist carbon emission reduction by encouraging development plans to include increased indigenous plantings on private and public land and reduced reliance on motorised transport.
- Require developers to provide a Land Capability assessment where sewer is not available to:
 - determine a site's capability for land based effluent treatment and disposal;
 - provide detailed design and management recommendations; and
 - evaluate alternative options where conventional systems will not work.

Floodplain Management

- Minimise the impacts of flooding to people and property by controlling development in flood prone areas.
- Discourage development and subdivision on land not subject to flooding.
- Protect wetlands of significance.
- Ensure that all new developments maintain the free passage and temporary storage of floodwater, minimise flood damage, are compatible with flood hazard and local drainage conditions, and minimise soil erosion, sedimentation and silting.
- Prevent tree removal to minimise loss of riparian vegetation as a result of development on the floodplain.
- Promote the use of appropriate water saving measures.

Cultural Heritage

- Identify places of Aboriginal cultural heritage prior to approving a development plan or exhibiting a rezoning.
- Protect heritage buildings and sites so that heritage significance is not diminished or irreversibly damaged through proposed use or development.
- Encourage the retention, adaptation and renovation of significant historic buildings and works, gardens and other areas as a viable alternative to demolition.
- Ensure that any alteration or addition to identified heritage buildings and areas, or redevelopment on adjacent land, is in keeping with an identified streetscape or neighbourhood character and appearance.
- Protect the heritage status of the Goulburn River through liaison with the Goulburn-Broken Catchment Management Authority and Department of Primary Industries.
- Encourage sensitive restoration of heritage sites to retain their significance.

Implementation

These strategies will be implemented by:

Applying Zones and Overlays

- Apply the Rural Conservation Zone to identified areas of environmental significance.
- Apply the Public Use Zone, PPRZ and PCRZ to public land and open space areas containing significant flora and fauna habitats.
- Apply the SLO to areas with significant landscapes.
- Apply the VPO over roadsides and lineal reserves containing significant vegetation.
- Apply the ESO over waterways, wetlands and other areas of identified significance including Ramsar wetlands.
- Apply the Heritage Overlay to sites and areas of cultural heritage significance.
- Use the Schedule to the Farming Zone to require the preparation of Whole Farm Plans.
- Apply the Urban Floodway Zone to active floodplain areas with high hazards and strictly control use.
- Apply the Floodway Overlay to land that has significant risk of flooding in active floodplain areas with high hazards.
- Apply the Land Subject to Inundation Overlay to both urban and rural land subject to 1 in 100 year flooding.
- Apply the Special Building Overlay to land in urban areas that are subject to flows from urban drainage systems.
- Apply the Salinity Management Overlay to recharge areas.

Using Policy and the exercise of discretion

- Apply the local policy at 22.01 *Small lot subdivision in Rural Areas*.
- Apply the local policy at 22.02 *Housing in Rural Areas*.
- Apply the local policy at 22.05 *Advertising Signs*.
- Apply the local policy at 22.06 *Heritage*.
- Utilise the Roadside Management Plan.
- Utilise the Roadside Conservation Values Assessment Map.
- Apply the Shepparton Mooroopna Floodplain Management Plan.
- Require all developments near waterways to be connected to reticulated sewer or septic systems complying with the Code of Practice for Septic tanks.
- Consider the Heritage Study when assessing proposals for redevelopment of heritage sites or infill development in areas of identified heritage significance.

Undertaking further strategic work

- Prepare an Environmental Strategy incorporating Local Bio-diversity Action Plans.
- Prepare an integrated strategy to address all aspects of the environment and to cooperate in the development of regional environmental plans.
- Apply the Wildfire Management Overlay after consultation with the CFA.
- Undertake Floodplain management studies for the smaller rural townships and villages.
- Prepare an integrated effluent disposal strategy in conjunction with relevant agencies.
- Prepare a Municipal Domestic Waste Water Management Strategy.
- Prepare a Rural Land Strategy incorporating a land capability study.
- Update the Economic Development strategy.
- Prepare heritage design guidelines for the assessment of development applications of significant buildings and sites.
- Continue further investigation of places identified in the Heritage Study

Other actions

- Publish a Sustainability Indicator Checklist for planning applications, and include in the assessment criteria.
- Identify the municipality's assets of environmental significance.
- Publish a guide for indigenous plants and their appropriate locations for planting.
- Publish an information sheet for developers to promote the use of energy efficient water and devices in new developments.
- Foster regional cooperation and resource sharing regarding best practice land management.
- Investigate the value of applying a performance based rate as an "Environmental Rate" at the local or state level or a rate rebate to encourage sustainable environmental practices.
- Endorse an urban design approach that includes an assessment of climate and energy costs.
- Support non-renewable energy use by fuel switching and the use of green energy.
- Support the goal of reducing Community greenhouse gas emissions from 1999 levels by 20% by 2010.
- Implement the CMA Floodplain Management Strategy for surface water management.
- Continue to provide a Whole Farm Plan program with associated incentives.
- Promote increased community awareness of floodplain management with the advance community flood warning system.
- Encourage landholders to carry out works that are compatible with existing and proposed drainage schemes, preferably as part of Whole Farm Plan certification.
- Promote regular water-wise messages to the community and encourage community wide use of drought resistant plantings.
- Prevent the detrimental impacts of saline water drainage by encouraging best practice water use.
- Assist in the rehabilitation of areas affected by salinity, as identified in the Rural Land Strategy.
- Promote community awareness of groundwater control, salinity management and water usage.
- Initiate a cultural heritage landscape assessment to identify the significance of important landscapes.
- Appoint a cultural coordination officer.
- Continue the appointment of a Heritage advisor to assist in development proposals for heritage places.
- Prepare a Heritage reward program, including access to a Heritage advisor and reduced application fees.
- Involve local indigenous communities in the collection, identification and promotion of places and items of cultural heritage significance.
- Promote community awareness of cultural heritage assets including recognition of the Aboriginal community.

21.07 ECONOMIC DEVELOPMENT

21.07-1 Overview

Agriculture

The economic performance of the City of Greater Shepparton is largely dependent on the strong rural sector (crops, fruits, milk, livestock) and the associated value adding industries, represented by the food processors and livestock feed manufacturers. It is the size and scope of this agricultural sector that makes the city a major contributor to the economic wealth of Victoria and Australia.

The farming sector is vigorous and strong, based on irrigated and dry land farming. Of particular note are the following statistics:

- There are approximately 7,300 irrigated farms in the municipality comprising dairy, horticultural and mixed farms;
- There are approximately 22 food processing businesses;
- Annual farm gate production value reached \$1 billion in 2000; and
- Processing value reached \$1.7 billion in 2000.

Due to the significance of the agricultural sector to the economic and social framework of the region, protection of the productive agricultural land resource of the municipality and the securing of water supply are of paramount importance. In relation to protection of the productive land resource, a Rural Land Strategy for the municipality is required as is detailed land capability mapping to justify any future rezoning of rural land for non-agricultural uses. A comprehensive housing strategy will need to be undertaken to identify any future areas for rural residential living as referred to in Clause 21.04.

Farm holdings in the area are becoming larger and the role of companies is expected to progressively replace the role of the family in ownership and management of farms. Rural house lot excisions continue to pose a threat to the long term viability of the agricultural sector by reducing the size of farms and by causing friction between the expectations of farmers and residents.

The Council acknowledges that there is provision within the rural zones to consider limited non-rural uses in rural areas. However, it is important that rural land, main roads and tourist routes are not seen as cheap alternatives to the existing township commercial areas or as opportunities to achieve high levels of commercial exposure. The cumulative impact of such development would seriously undermine the Greater Shepparton's strategic role and would be disproportionate to any community benefit. In this context land within the rural zones should not be used for non-rural activities that can be accommodated within the established townships. This includes activities such as takeaway food premises, convenience shops and service stations. It is however appropriate to encourage the provision of tourism facilities and services that generally support the ability to experience Greater Shepparton's natural and cultural recreational values, including the provision short term and home hosted accommodation, host farms and similar facilities.

In relation to securing water supply, it is noted that potential water demand exceeds the available supply and therefore careful management of this resource is critical. The diversification of the municipality's agricultural sector, the adoption of high technology infrastructure and the vertical integration of rural industries represent key economic challenges. Growing organic produce has also been acknowledged as a key economic opportunity.

The extension of non-agricultural development into rural areas can impact on irrigation and drainage infrastructure, resulting in the need for the rationalisation or reconfiguration

of infrastructure. Rural residential development which relies on irrigation water supply should be avoided.

Manufacturing and Freight

The manufacturing sector is also an important component of the local economy and is closely linked to the agricultural sector through many national and international food processing and packaging companies. The continued development of the municipality's manufacturing base will be dependant on a number of factors including the type and extent of farm resources which can be developed and processed locally, the availability of a suitably skilled and experienced workforce, the availability of serviced industrial land, the need for further industrial land at Shepparton and Tatura, the ability to transport produce to markets and the extent of supporting professional services.

A number of internationally recognised food processing companies are located within Greater Shepparton, with companies like SPC Ardmona and Tatura Milk Industries originating within Shepparton and Tatura respectively. During the past century, urban growth has surrounded these companies requiring special planning consideration to enable them to successfully co-exist in a built up environment, in particular the interface with existing residential development.

The strategic location of Shepparton and Mooroopna on the junction of the Midland Valley and Goulburn Valley Highways makes it an important freight collection and distribution centre, which contributes to the competitiveness of the agricultural and manufacturing base.

Commercial / Activity Centre Hierarchy

Shepparton is the fourth largest regional urban centre in Victoria and serves a key commercial, service and support centre for the surrounding region. The municipality's commercial and retailing centres fulfil both local shopping and discretionary shopping needs, and provide services at the regional level.

The Greater Shepparton 2030 Economic Development Report (No 4) identified that based on the requirement for the average provision of 2.1m² per capita, there will be demand for 20,660m² of additional retail floorspace by 2011, with another 40,570m² supported by the forecast population growth from 2011 to 2030. The report notes that no foreseeable demand exists in the long term for new major freestanding centres, other than in the north and south growth corridors, and for suitably accommodating bulky goods activities.

The Activity Centre Hierarchy identified in the report can be described as follows:

- The Shepparton CBD is nominated as the Regional Centre in the retail hierarchy and is the focus of speciality retail, tourist shops and venues, entertainment (cinemas, clubs, cafes and restaurants). Continued investment in the CBD is encouraged in order to enhance its appeal and function for residents and visitors alike. Increased emphasis on quality urban design and modern architecture is encouraged as is the re-development and re-use of key buildings and sites in the CBD. Mixed use developments incorporating retail and medium density residential uses are particularly encouraged.
- Shepparton Marketplace, Mooroopna CBD and Shepparton Plaza are designated Sub-Regional Centres. They provide important commercial areas, particularly for a range of convenience shopping and for non food and speciality retailing.
- Echuca Road, Shepparton south, Fairley's (Numurkah Rd), Tatura, BiLo (Mooroopna) are Neighbourhood / Townships Centres and are self-sustaining centres in terms of convenience shops for weekly shopping.
- Murchison, Merrigum, Dookie and local shops in Shepparton are Local / Town Centres providing everyday convenience goods.

- Benalla Road, Melbourne Road and Numurkah Rd have concentrations of Bulky Goods retailing which serve the retail needs for items such as homemaker goods, building supplies and hardware.

Council is committed to limiting the development of free standing centres to specified locations in the municipality's urban growth corridors and in a number of limited locations which also meet the requirements of the dynamic retail sector (such as bulky goods retailing). A further neighbourhood shopping centre may be needed to serve the residents in the southern corridor and an additional convenience local shopping centre or mixed use precinct may be suitable for development on the airfield site, if the airport is relocated and this location is redeveloped for residential purposes. Peripheral sales (bulky goods) uses are directed to existing highway locations. When the future population reaches critical mass, these peripheral sales outlets are likely to form thematic clusters, for example a homemakers centre, or trades supplies centre.

Tourism

Another important industry is tourism which contributes significantly to the region's economic output. The tourism industry is mainly focused on shopping for locally produced and manufactured products (particularly canned foodstuffs), the meetings and business events markets, and people visiting family and friends.

Continued investment in marketing and development of the tourism product is encouraged in order to facilitate an increase in visitation and visitor spending. The focus on the convention market and special events should be continued as these segments are year-round and able to capitalise on the region's attractive weather. Major events can be accommodated at the showgrounds site on the Midland Highway. There are also a number of key assets and experiences linked to the agricultural sector and the food industry that can be further developed as attractive components of the tourism sector. The future bypass will require the allocation of land for visitor services such as petrol filling station, toilets, take-away food and truck stop facilities. However, the total concept of tourism must not be limited to meeting the needs of those travellers who are merely 'travelling through' the city.

21.07-2 Objectives

- To protect the productive agricultural land base.
- To protect the valuable regional resource of irrigated land.
- To minimise conflicts at the urban fringe/agricultural land interface.
- To provide increased opportunities for local job creation.
- To have a hierarchy of viable activity centres.
- To sustain a growing and diverse industrial base.
- To protect the existing industrial base in the urban areas of Shepparton, Mooroopna and Tatura.
- To locate industrial uses effectively.
- To improve the urban design and architectural standards of industrial areas.
- To sustain tourism growth.
- To ensure that non-rural development in rural zones does not cause loss of amenity or adversely affect the natural or built environment.
- To provide convenient access to a range of activity centres and employment opportunities that can serve the expanded municipality.

21.07-3 Strategies*Agriculture*

- Protect the existing agricultural areas.
- Discourage the fragmentation of productive agricultural land.
- Discourage housing on old and inappropriate lots where amenity may be negatively impacted by farming activities, or where housing may inhibit rural activities.
- Encourage consolidation of rural land holdings to increase the viability & sustainability of agriculture.
- Discourage small lot subdivision, including subdivision for house excisions in rural areas.
- Support the growth and expansion of primary industries in irrigated and dry land farming.
- Support food related industries and value adding opportunities.
- Encourage new value adding industries to locate in existing serviced industrial areas.
- Provide for new opportunities for emerging farming practices.
- Encourage value adding and new enterprises for agricultural production.
- Encourage the preparation and certification of Whole Farm Plans to show sites for ancillary agricultural buildings and works, such as sheds and freight areas.
- Support an efficient water supply and distribution system throughout the rural areas in accordance with the Regional Catchment Strategy.
- Protect productive agricultural land from inappropriate agricultural practices.
- Protect productive agricultural land from soil pollution.
- Protect rural industries from encroaching non-agricultural uses.
- Prevent inappropriate non-agricultural uses on rural land.
- Encourage sustainable farming methods for increased production.
- Reduce the impacts of farm practices, including spray drift, on adjoining land particularly when the adjoining land contains a sensitive land use.
- Discourage rural residential development which relies on irrigation water supply.
- Cluster preferred uses in the farming zone with similar access requirements and off site impacts.

Commercial/Retail Centres

- Support a hierarchy of retail centres that promotes the primacy of the Shepparton CBD as a multi-functional centre, complemented by a range of local centres for convenience shopping and activities.
- Provide for the continued growth of the Shepparton CBD as a multi-purpose retail, business, commercial, community, entertainment and tourism centre.
- Encourage the integration of retail and tourist services, especially in respect to ease of access, security arrangements and opening hours.
- Encourage the on-going vibrance of the mall and the main commercial heart of the Shepparton CBD, whilst also maintaining and enhancing the level of safety and amenity for traders, shoppers and visitors.
- Encourage the redevelopment of peripheral areas of the Shepparton CBD including expansion to Sobraon Street.
- Encourage cafes and restaurants in a dining and entertainment precinct in Fryers Street.
- Revitalise the Shepparton CBD and improve the urban design and architectural standards of retail/commercial areas.
- Consider the expansion of the Shepparton Marketplace subject to an Economic Impact Assessment but only if such expansion would not adversely impact on the relative role of this centre and the Shepparton CBD.
- Provide for planned local centres in growth areas.
- Identify lower order neighbourhood retail and community centres to serve convenience needs of north Shepparton, Mooroopna and Kialla.
- Facilitate the expansion of the neighbourhood centre in the north at the Fairley's supermarket site subject to an Economic Impact Assessment.

- Establish a new neighbourhood centre at the former drive-in site to service the southern growth corridor subject to an Economic Impact Assessment.
- Encourage a suitable mix of businesses within each centre to ensure viability.
- Provide neighbourhood commercial and retail centres that are accessible to the local community, especially by public transport and bicycle, and that also have adequate car parking provisions.
- Encourage and promote the location of peripheral sales, bulky goods and restricted retail as shown on the Framework Plan.
- In the event of the re-location of the airport within the next 20 years, and subject to an economic impact assessment, identify a potential neighbourhood centre in the southern growth corridors on the site of the existing airport.
- Encourage shops to front the road, be built in line with other buildings, and where appropriate have regard to the provision of the location of car parking, landscaping and pedestrian areas. In the development of isolated sites, car parking should generally be located to the side and rear of the property.
- Ensure development contributes to pedestrian amenity and safety by maintaining a continuous retail frontage.
- Discourage uses such as display yards or service stations, which disrupt pedestrian connections in shopping streets.
- Ensure residential uses do not occupy ground floor retail street frontages in commercial core areas, to prevent disruption to commercial activity.
- Consider the potential for a rezoning land in McLennan Street, Mooroopna, adjacent to the former Mooroopna Hospital to provide for development/uses which complement the proposed retirement complex.

Manufacturing and freight

- Consolidate existing major industrial zones within the new urban growth boundaries.
- Identify industrial areas in logical areas adjacent to major transport routes, and separated from areas of environmental significance or high residential amenity.
- Provide as part of an Industrial Strategy for and support the expansion of the industrial base of Greater Shepparton in appropriate locations, such as:
 - Land to the north of Wanganui Road, bounded by the proposed Goulburn Valley Highway By-pass; and
 - Land north of Gemini Crescent as shown on the Industrial Framework Plan; together with
 - Land in Lemnos.
- Promote and develop the Goulburn Valley Freight Logistic Centre (inland port) to the south of Mooroopna at the confluence of the proposed alignment of the Shepparton Bypass and the Shepparton to Melbourne railway line.
- Protect existing industry and develop tools to facilitate their expansion.
- Support new industries in established industrial zones, with access to infrastructure and constructed roads.
- Protect the supply of future industrial land from encroachment of non industrial uses.
- Allow limited light industry in the townships zone if it relates to local agricultural production and subject to servicing and environmental constraints.
- Prevent the inappropriate use and development of rural land for industry, other than rural based industry.
- Encourage industrial developments that incorporate high quality architectural design elements, create visual interest and incorporate landscaping and/or urban art.
- Prepare landscaping plans for industrial and commercial developments for all applications.
- Ensure that within industrial areas, land within 10 metres of the frontage of a site, other than land required for car parking and access, is developed for landscaping and maintained to the satisfaction of the responsible authority.

Tourism

- Promote the unique tourism opportunities of the irrigated rural landscape and the food growing and processing industries.
- Facilitate the creation of a dynamic entertainment centre that is attractive to a mix of patrons.
- Encourage examples of landmark architecture for the Shepparton CBD.
- Encourage the integration of tourist and agricultural activities where there are no adverse impacts on the operation of rural industries.

21.07-4 Implementation

These strategies will be implemented by:

Applying Zones and Overlays

- Apply the Farming Zone.
- Apply the Rural Conservation Zone to rural land with identified environmental significance.
- Apply the Business 1 Zone to the primary retailing centres.
- Use the schedule to the Business 1 Zone to identify floor space limits for the expansion of the Shepparton Marketplace shopping centres and future neighbourhood.
- Apply the Businesses 2 Zone to the office and business areas around the central CBD of Shepparton.
- Apply an appropriate zone to areas within the Shepparton and Mooroopna CBDs to encourage a mix of urban activities.
- Apply the Special use Zone to the Goulburn Valley Freight Logistics centre (Inland Port).
- Apply the Industrial Zone to established industrial areas.
- Apply the Farming Zone on land designated for long term industrial use.
- Apply Design and Development Overlays to main roads and key precincts within the Shepparton/Mooroopna CBD's to improve urban design, landscaping and to control advertising.
- Implement the Development Plan Overlay or similar tool to provide for protection and future growth of existing large-scale industries in Tatura.

Using Policy and the exercise of discretion

- Apply the local policy at 22.01 *Small lot subdivision in Rural Areas*
- Apply the local policy at 22.02 *Housing in Rural Areas*
- Apply the local policy at 22.03 *Goulburn Valley Highway Environs*
- Apply the local policy at 22.07 *Display Homes*
- Apply the local policy at 22.08 *Commercial and Industrial uses in Rural Areas*
- Apply the Greater Shepparton 2030 Framework Plan.
- Use the hierarchy of activities centres in the MSS to guide the location and expansion of retail development.
- Implement the urban design framework for the CBD of Shepparton.

Undertaking further strategic work

- Prepare a Rural Land Strategy to investigate the application of the Rural Zones including the minimum lot sizes for rural housing.
- Update the Economic Development Strategy, incorporating an Industrial Land and supply analysis (including Tatura and Lemnos); a review of the Tourism Strategy; and trends in the agribusiness sector.
- Prepare Urban Design guidelines for development and signage of visitor services, particularly future highway service precincts at the access points to the Bypass.
- Investigate a future long term industrial area on the northern side of Wanganui Road bounded by the bypass to the north.
- Undertake an audit of Retail/Commercial Floorspace.

Other actions

- Provide a list of initiatives for the development of Whole Farm Plans.
- Promote Shepparton as a centre of food/primary industry research and development.
- Support developing and emerging agribusinesses and their increasing requirement for high technical infrastructure.
- Apply for state government funding under the Pride of Place urban design program.
- Ensure that the Economic Development Unit continues to provide business assistance to local industries and coordinates an industrial land monitor service.
- Facilitate opportunities for economic development to build the employment base.
- Support the small business sector and businesses operating from a flexible range of locations, including home offices.
- Provide for the improvement of employee skills in industry sectors.
- Support the location of buildings in industrial areas that provide convenient and safe access for staff.
- Provide tourist services which meet the needs of visitors to Greater Shepparton.
- Support new tourist based enterprises to achieve an increase in bed stays and visits to the municipality.
- Promote the natural features of Greater Shepparton.
- Encourage the integration of tourism with heritage, recreation and activity centres.
- Encourage tourist developments to adequately cater for the needs of tourists.
- Provide for tourist developments that are visually interesting and reflect the character of the municipality.

21.08 INFRASTRUCTURE

21.08-1 Overview

Traffic and Transport Systems

The development and maintenance of safe and efficient traffic and transport systems throughout the municipality is a priority. Key initiatives requiring implementation include:

- Provision of demand orientated public transport to remote locations, especially for community services;
- Fast train link to Melbourne;
- The development of a second river crossing;
- The development of the freight logistics centre (inland port) and associated freeway access;
- The potential relocation of the Shepparton airport but only following detailed feasibility investigations in the demand for air services, the capacity of the existing facility, and potential locations for a new facility. This issue becomes more critical as the southern growth corridor develops, with implications for adjacent land use;
- The development of an integrated road network for general road users which seeks to minimise intrusion to the local road networks and the central Shepparton area;
- The development of the Goulburn Valley Highway-Shepparton Bypass;
- Linkages between the Goulburn Valley Highway-Shepparton Bypass and the surrounding arterial road network in order to reduce traffic intrusion to the central shopping areas; and
- An integrated transport network to better link road and rail freight which will work to reduce freight traffic intrusion to the central Shepparton and Mooroopna areas.
- The encouragement of bicycle facilities and infrastructure in accordance with the draft Greater Shepparton Bicycle Strategy.
- Road widenings where required, particularly in areas where traffic is likely to increase as a result of the Goulburn Valley Highway-Shepparton Bypass.

The planning of freeways and highways and the planning and control of land use and development in the areas through which they pass should be coordinated and integrated. Planning measures to control land use and development can materially assist the efficient performance of freeways and can protect the appearance of areas through which they pass. The Goulburn Valley Highway is a principal road linking State capital cities and is a designated National Highway under the Australian Land Transport Development Act 1988. Land use and development planning should take full account of this National Highway when development occurs in its vicinity.

The construction of the Goulburn Valley Highway-Shepparton Bypass will result in remnant parcels of land along its corridor. The Council will need to consider future options for the use of this land.

Car Parking

Planning for the design of car parking is important for the continuing development of Shepparton's business and retail sector. Council has provided parking facilities in the CBD for more than two decades through land acquisition and construction. Council also manages extensive public parking areas. In order to help facilitate public car parks, it is proposed to implement a cash-in-lieu contribution scheme whereby contributions for unmet parking requirements can be used to acquire land for car parking and to develop and improve car parks to support the consolidation and growth of the CBD. Council has prepared a parking precinct plan for the CBD to provide a strategic approach to guide future decisions in relation to parking in the town centre, particularly in making provision for cash-in-lieu contributions. The Shepparton Central Business District Parking Precinct Plan 2003 provides this strategic approach.

Urban and Rural Services

The following is an overview of the key urban and rural infrastructure provision issues for communities throughout Greater Shepparton.

- The impact of growth and subsequent augmentation requirements of water supply infrastructure have been determined, via Master Planning studies, for the majority of community's serviced by Goulburn Valley Water. The Master Plans identify necessary upgrades over a 20 year planning horizon for items such as water storage, treatment facilities, clear water storage and distribution. Ongoing monitoring of growth rates is required.
- Shepparton, Mooroopna, Tatura, Murchison and Merrigum all have reticulated sewerage services managed by Goulburn Valley Water. The authority has no proposals to provide this service to any other community within Greater Shepparton City Council within the next 10 years.
- Goulburn Valley Regional Waste Management anticipates that within the next 20 years technology may change the way we are currently treating and managing waste. Government regulations are expected to limit the amount of waste going to landfill, and household collection services many have greater emphasis on recycling and green waste reuse. Future planning of residential estates may need to include provision for adequate buffers for organic processing facilities, gasifiers and transfer stations.
- All new developments within the municipality must incorporate water sensitive urban design principles and regard must be had to the Council's Stormwater Management Plan. Developers must consider stormwater quality, include erosion and sediment control plans, and use appropriate treatments to minimise pollution, in accordance with the Best Practice Environmental Management Guidelines for Urban Stormwater.
- Shepparton, Mooroopna, Tatura and Merrigum have natural gas reticulation supply. The existing networks in these towns have the capacity to extend supply to projected development. There are no plans for natural gas extension to other townships in the municipality however supply will be provided subject to quantification of demand. It is noted that domestic loads by themselves are usually not sufficient to justify extension of reticulated supply.
- Goulburn Murray Water is responsible for the supply and distribution of irrigation water for rural use. In recent years Goulburn Murray Water has been rationalising their infrastructure and assets. The long term operational goal for the organisation is to continue to deliver water as efficiently as possible with the minimum amount of cost. Automation of channel structures has been introduced to the channel network system and these automatic controls to regulate the transfer of water will be ongoing. Replacement of open channels with pipelines will be ongoing.
- There is a need to ensure that new development provides physical and community infrastructure through development contributions plans or pre-development agreements as part of development plans.
- There is a need to implement the infrastructure and development contributions of the Greater Shepparton Bicycle Strategy.

Urban Stormwater Management

Council is committed to progressing principles of environmental sustainability within the municipality. Effective stormwater management forms a key component of this objective. The *Greater Shepparton Stormwater Management Plan (2003) (GSSMP)* identified the municipality's waterways as being valuable assets, providing important ecological habitats, attractive recreational areas and in some instances contain sites of cultural significance and serve to enhance property values. However, urban areas within the municipality can have an impact on water quality and the values of the waterways. The *GSSMP* is relevant to the urban areas within the municipality, which includes residential areas, industrial and commercial land use activities, and open space areas. In order to ensure the protection and effective management of the municipality's waterways, particularly those that receive stormwater from urban areas, an overall plan is required.

Utilising existing irrigation drainage infrastructure for urban development should be considered secondary to the implementation of dedicated urban stormwater drainage systems.

21.08-2 Objectives

- To promote linkages with other regional cities.
- To improve the efficiency and safety of regional based freight handling.
- To maintain air services to and from Shepparton, to meet the needs of the community.
- To ensure the safety and efficient functioning of the roads for a variety of users.
- To provide better connections between existing and improved cycle paths.
- To ensure new developments incorporate appropriate bicycle infrastructure.
- To provide bicycle paths between all major origins and destinations.
- To provide sustainable infrastructure to support the growth of the municipality.
- To ensure that waste management facilities are protected from the encroachment of unsuitable development.
- To ensure a continued supply of high quality water for urban and rural use.
- To protect irrigation infrastructure from urban development which rely on irrigation water supply.
- To provide telecommunications facilities available to all areas of the municipality.
- To ensure the costs of development are equitably distributed by applying development contributions.
- To maintain and enhance stormwater quality throughout the municipality.
- To discourage the use of the rural drainage network to facilitate urban or industrial expansion.
- To protect and improve the important environmental, amenity, economic, hydraulic and cultural values of the waterways in the municipality, including all watercourses and wetlands.
- To provide direction for the application of best practice stormwater management at the design, construction and operational phases of development.
- To encourage integration of on and off-site stormwater management improvements.
- To ensure that parking provided for different land uses meets the specific demand and supply requirements of the CBD.
- To ensure that adequate vehicle parking is provided for all new uses and developments and that the cost is shared on an equitable basis.
- To ensure that adequate land is available for the development of off-street car parking in the CBD through land acquisition.
- To ensure that the provision of adequate and accessible car parking is an integral part of land use and development proposals.
- To support local development and uses through the provision of adequate car parking.
- To ensure that land isolated by road construction is considered in a future strategy.

21.08-3 Strategies

Traffic and Transport Systems

- Encourage and promote the early development of the Goulburn Valley Highway-Shepparton Bypass in particular the northern river crossing as a first stage.
- Promote integrated road network connections with the Goulburn Valley Highway-Shepparton Bypass to reduce intrusion of traffic to the central Shepparton and Mooroopna areas.
- Identify remnant or isolated parcels of land created by the construction of the Goulburn Valley Highway-Shepparton Bypass.
- Promote the freight logistics centre (inland port) to provide for the efficient handling and distribution of local produce via the rail and arterial road network.
- Investigate the feasibility of relocating the airport.

- If feasible, identify a possible new site outside the urban growth boundary for the Shepparton Aerodrome with the following attributes:
 - flight paths not to impact upon the future residential areas,
 - access to Shepparton city and the by-pass, flood free and on land with poorer soils,
 - and not constrained by overhead infrastructure.
- Provide for the continued operation of the airport facility while the feasibility of relocating to a new site is identified.
- Recognise that residential growth toward the current airfield may be constrained by the current location of the Aerodrome.
- Support the preferred uses of residential/commercial at the Aerodrome site, in the event of its relocation.
- Ensure road reservation widths accommodate bicycle lanes on appropriate routes.
- Support new facilities such as community centres, neighbourhood centres, sporting facilities, entertainment, and health services to be located in proximity to public transport routes and/or bicycle paths.
- Provide for efficient and safe pedestrian and cycle movements within existing and new developments.
- Ensure bicycle facilities including bike racks are incorporated into new commercial developments in accordance with Clause 52.34.
- Encourage the accessibility and safety for pedestrian movements to be made within the Shepparton CBD area.
- Ensure areas of new growth within the municipality are appropriately guided in terms of road design and access.
- Encourage the development of a ring road around the Shepparton-Mooroopna area to reduce traffic intrusion linking the Shepparton Alternate Route, the Midland Highway and the Goulburn Valley Highway-Shepparton Bypass.
- Ensure development contributions for new developments address transport infrastructure needs.
- Control access to roads within the Road Zone and any necessary road improvements be provided. Proposals must have regard to maintaining efficient traffic circulation and the visual amenity of the neighbourhood.
- Apply the Public Acquisition Overlay over land in Old Dookie Road and Ford Road, which is required for road widening purposes.

Car Parking

- Consolidate proposed car parking areas with existing and proposed carparking areas on other land, access roads, driveways and landscaped areas.
- Ensure loading bays and waste collection areas are sited in unobtrusive locations.
- Develop a parking precinct plan for the CBD to establish a set of appropriate rates for the future provision of parking in the CBD, including cash-in-lieu contributions as part of major developments where there is an identified need.
- Purchase or acquire land, or redevelop existing Council car parks, to facilitate future car parking for the CBD when a need has been identified.
- Ensure that parking associated with non-business uses approved in or adjacent to the CBD does not impact upon on-street parking related to business or for CBD activities.

Urban and Rural Services

- Ensure new developments are connected to reticulated services or have provision for adequate on-site disposal with no advised impacts on nearby watercourses.
- Provide appropriate and cost efficient physical and social infrastructure to support the growth of the municipality.
- Protect and maintain wastewater facilities in an environmentally sensitive way, through the application of a Waste Water Management Strategy.
- Establish appropriate buffer distances around existing waste water facilities to protect them from encroachment of unsuitable uses.
- Protect the water supply catchment within the municipality.
- Protect landfill sites from encroachment by inappropriate development.
- Provide for the future expansions of the Cosgrove landfill site.

- Provide for a Murchison waste transfer station site north of Murchison.
- Ensure compliance with the recommendations of the Stormwater Management Plan, the Floodplain Management Plan, the Municipal Domestic Waste Water Management Strategy, the CSIRO Urban Stormwater Best Practice Environmental Management Guidelines and the Regional Catchment Strategy.
- Ensure that development contributions plans are prepared for all growth areas or that a 'pre-development' agreement for the provision of infrastructure and community services is in place.

Urban Stormwater management

- Incorporate stormwater management issues in decision making on future development within the municipality.
- Prepare stormwater management plans in accordance with the Greater Shepparton Stormwater Management Plan for all major subdivisions and building construction sites of greater than 1,000m².
- Incorporate best practice measures such as those contained in the Greater Shepparton Stormwater Management Plan and the Urban Stormwater Best Practice Management Guidelines into the design of new developments.
- Protect stormwater quality by minimising the potential for pollutants including sediments, litter, nutrients, toxicants, pathogens and other contaminants to enter the waterways.
- Minimise off site discharge of stormwater through the use of porous pavements, on-site collection, water conservation and re-use
- Manage stormwater on a catchment or sub-catchment basis with development design having regard to upstream and downstream requirements.
- Provide stormwater management infrastructure at the time of development by the developer.
- Include interpretive material for wetlands and drainage features as part of the development approvals process.

21.08-4 Implementation

These strategies will be implemented by:

Applying Zones and Overlays

- Apply the Road Zone Category 1 to the declared Main road network.
- Apply the Road Zone Category 2 to other locally significant arterial roads.
- Apply the Public Use Zone (Number 4) to the railway lines.
- Apply the Public Acquisition Overlay to land to be acquired for the bypass.
- Apply the Public Acquisition Overlay to land to be acquired for road widening purposes.
- Apply the Public Use Zone to the current site of the Shepparton Aerodrome.
- Apply Development Plan Overlays for areas of new growth to guide road design and access and to guide preparation of Stormwater Management Plan.
- Apply the Development Contributions Plan Overlay to new growth areas to ensure infrastructure is adequately funded in a timely manner.
- Apply the Environmental Significance Overlay to identify the required buffer distances around all the Goulburn Valley Water wastewater management facilities to ensure their protection from the encroachment of unsuitable uses.

Using Policy and the exercise of discretion

- Apply the local policy at 22.03 *Goulburn Valley Highway Environs*.
- Apply the local policy at 22.04 *Building Lines*.
- Apply the Greater Shepparton 2030 Framework Plans.
- Apply the schedule to Clause 52.01 on the Greater Shepparton Planning Scheme.
- Apply the local policy Stormwater Management.
- Apply Clause 52.34 Bicycle Facilities.
- Apply the Developer Contributions outlined in the *Greater Shepparton Bicycle Strategy Review (2006)*.

Undertaking further strategic work

- Implement stormwater management plans in conjunction with relevant agencies.
- Prepare developer contribution plans for new growth corridors.
- Develop a statutory plan for the Shepparton Alternate Route that includes:
 - Designated freight routes encouraging the bypass of the local urban areas;
 - Measures to direct traffic to the Goulburn Valley Highway-Shepparton Bypass and Midland Highway;
 - Designated cross section;
 - A plan for access to this road;
 - A plan to upgrade this road to provide for future traffic growth, particularly; prior to the completion of the Goulburn Valley Highway-Shepparton Bypass; and
 - A plan to address safety concerns along this road;
 - Investigate options/potential for applying the Public Acquisitions Overlay to the areas that may be required for road widening.
- Develop a strategy for the upgrading of arterial roads to cope with future traffic volumes prior to the completion of the Goulburn Valley Highway-Shepparton Bypass without creating intrusion to the local areas and to provide integrated connections with the Bypass Route.
- Prepare a strategy for future use of remnant parcels of land created by the construction of the Goulburn Valley Highway-Shepparton Bypass and undertake any necessary rezonings of identified land.
- Undertake a traffic study investigating the options for the development of a north-south arterial road network to comprise Archer Street, Lockwood Road, Andrew Fairly Avenue, Hawdon Street and Verney Road to complement the current north south arterial road network.
- Develop a Transport Strategy for the Shepparton CBD to allow safe and efficient movement for all users, including pedestrians.
- Implement the Development Planning Controls of the *Greater Shepparton Bicycle Strategy Review (2006)*.
- Investigate the feasibility of, and the site and location requirements for, a relocated regional airfield.
- Undertake a feasibility analysis of a rail link to the freight centre (inland port).
- Investigation of a rail bypass around the Shepparton town centre, along a similar route to the Goulburn Valley Highway-Shepparton Bypass.
- Support and encourage the investigation of a fast train link.

Other actions

- Promote the efficient use and re-use of water.
- Encourage best practice in engineering design work for new development in terms of water supply and use.
- Provide one or more public transport hubs within the Municipality to consolidate various public transport groups to allow integration of public transport modes.
- Prepare a works program for acquisition and construction.
- Support the safety of road linkages with other regional cities.
- Prevent traffic congestion that may be caused by rail movements across roads.
- Provide a hierarchy of roads to encourage the use of suitable roads and to reduce intrusion of through and freight traffic from entering local urban areas.
- Ensure the management of roads for vehicles, public transport, cycles, pedestrians, parking, scooters, motorised wheelchairs and for loading and unloading of goods.
- Use the *Greater Shepparton Bicycle Strategy Review (2006)* to identify priority works to improve existing cycle routes.
- Ensure proposed public car parks are designed to maximise safety of the users.
- That the Council undertakes regular surveys of Shepparton CBD traders, together with usage surveys to determine parking needs of the CBD.
- Further explore the purchase and/or acquisition of land in the Shepparton CBD and on its fringe, for the development of car parking.
- Investigation of car parks in the Shepparton CBD to determine whether more efficient utilisation of space can be achieved.

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- Consider partnership with other stakeholders to utilise existing car parks for multi-level facilities.
 - Promote the use and development of the rail links through the municipality.
 - Promote the upgrading of the rail line to Shepparton to a standard gauge line to allow domestic linkages across Australia.
 - Promote the development of a rail link to the freight logistics centre to combine with road freight movements.
 - Encourage an increased rate of recycling and re-use by establishing a materials recovery facility.
 - Improve the appearance of waste facilities through urban design controls and the Development manual guidelines.
 - Facilitate the extension of natural gas to remote townships, through continued liaison with power servicing authorities.
 - Support the development of leading-edge telecommunication facilities and services.
 - Ensure new developments cater for telecommunications infrastructure.

21.09 MONITORING AND REVIEW

Council aims to take a strategically based approach to ensure development fully considers regional strengths and recognises the constraints imposed by environmental factors. Council believes that it is essential to ensure complex social, economic, environmental and natural resource management aspects of planning decisions are considered and that authority input, and maximum community input is obtained to achieve ownership and acceptance.

Further actions relating to monitoring the implementation of the planning scheme will be undertaken in conjunction with the Department of Sustainability and Environment and neighbouring municipalities. This includes collecting and analysing the following data:

Policy Outcomes:

- Number and type of multi dwelling applications and their level of compliance with Clause 55.
- Residential factors that need to be monitored on an area basis include:
 - The amount of unsubdivided residentially zoned land.
 - The number of vacant residential lots in existing urban areas and subdivisions.
 - The number of residential building approvals.
 - The number of residential land sales.
 - Additional infrastructure demands created by planning approvals.
- Level of support and any additional key requirements of referral agencies such as VicRoads, Goulburn Murray Water, Goulburn Valley Water, Environment Protection Authority, Department of Sustainability and Environment, and Goulburn Broken Catchment Management Authority.
- Take up and creation of lots within the Residential, Low Density Residential and Rural Living zones.
- Tourism and urban development impacts on key agricultural land.
- Development impacts within the floodplain areas.
- Impacts on the Goulburn Broken Catchment Management Strategy and related floodplain management strategies.
- Population change compared to direction and level of development.
- Review the site specific provisions for the Goulburn Valley Freight Logistics Centre as part of the routine MSS review.
- Ongoing monitoring and review of urban growth boundaries on the township Framework Plans.
- Examine the need for Township Framework Plans for Kialla Central, Kialla West and Shepparton East.

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- *Goulburn Murray Waters Regional Tourism Plan*, Tourism Victoria, 1997
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