



TOOLAMBA AND OLD TOOLAMBA

STRUCTURE PLAN

FEBRUARY 2026



We, Greater Shepparton City Council, acknowledge the Yorta Yorta People of the land which now comprises Greater Shepparton. We pay our respect to their tribal elders, we celebrate their continuing culture and we acknowledge the memory of their ancestors.



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1. INTRODUCTION

The tranquil towns of Toolamba and Old Toolamba are located on the edge of the Goulburn River (Kaiela) in the City of Greater Shepparton approximately 180 kilometres (km) north of Melbourne and approximately 65 km south of the New South Wales and Victoria border (as the crow flies). The regional centre of Shepparton is located 13 km to the north east. The settlements of Kialla West, Arcadia and Toolamba West are all located within 5 kilometres north east, south and west of the towns respectively.

The towns are located on the land of the Yorta Yorta who historically inhabited the forest-wetlands of the central Murray-Goulburn region. Pastoralists established the towns and a post office was established in 1873. Today, the district is home to 822 people.

The towns consist of Toolamba in the east and Old Toolamba in the west, bisected by the Public Acquisition Overlay, designating the location of the potential Shepparton Bypass. They are situated on the west bank of the Goulburn River (Kaiela), an area of dense vegetation and unique biodiversity as well as a vital irrigation source, supporting local agriculture. The topography is relatively flat, sloping slightly to the east, towards the Goulburn River (Kaiela), reflecting the large amount of agricultural land surrounding the township.

Views towards the Goulburn River (Kaiela) and surrounding dense vegetation exist throughout both Toolamba and Old Toolamba, particularly from the eastern boundaries and in streets and other public spaces, particularly along Toolamba Road, which skirts around the river.

Toolamba operates as a small service town, containing facilities such as the Toolamba Primary School and Preschool, Toolamba Community Centre, the Junction Hotel and the Toolamba CFA. The Toolamba Reserve serves as the primary active recreational area, featuring a

small oval, tennis courts, and an associated tennis club. Passive recreational spaces include the Colaura Reserve and sections of the Toolamba Recreation Reserve. Old Toolamba contains no services relying on Toolamba. Residents rely on nearby Shepparton/Mooroopna and other neighbouring towns for medical services, secondary and tertiary education, larger retail options like supermarkets, as well as community and cultural amenities such as libraries, galleries, and sports facilities and teams.

Residential areas comprise mainly suburban and ranch style single storey single dwellings from the mid 20th Century to the present day. There are a small number of heritage places in Toolamba, including some Victorian era dwellings and homesteads and two commercial buildings located along Wren Street. St Johns Anglican Church can also be found just north of Toolamba.

Old Toolamba is serviced primarily by Toolamba Road, connecting the township to Mooroopna. Toolamba is serviced by Bridge Road which connects the town to the Goulburn Valley Freeway and then north to Shepparton and south indirectly to Melbourne via Seymour and then the Hume Highway. Residents rely on walking, cycling and private vehicles to travel and access local goods and services. Several trails pass nearby the towns including Fitts Track, Lils Track and Steves Track, meandering along the Goulburn River (Kaiela).

While Old Toolamba is not identified to grow, Toolamba has been identified as a location to be investigated for future growth. There are opportunities to improve the role of both towns, building on their unique qualities and strengths over the coming decades facilitated by the provision of new sewerage infrastructure.

The key components of the two towns and their regional context is shown in **Figure 1**.



Figure 1: Toolamba and Old Toolamba Town Context



2. THE STRUCTURE PLAN

2.1. ROLE AND FUNCTION OF THE PLAN

The Toolamba and Old Toolamba Structure Plan aims to establish revised town boundaries and a preferred direction for future changes in land use, infrastructure, transport, development, the physical environment, and town amenities, detailing how these changes will be managed.

This long-term plan, developed in collaboration with the community, stakeholders, and government agencies, provides a framework for the future of the two towns. Improved guidance in relation to identified investigation areas in the Greater Shepparton Planning Scheme (GSPS) is also provided.

2.2. STRATEGIC CONTEXT

State policy outlines a housing target to deliver an additional 15,250 houses in Greater Shepparton by 2051. The Greater Shepparton Municipal Planning Strategy at Clause 02.03-1, outlines the potential for future residential development in Toolamba particularly to the south-west. The density of residential development is dependent on the outcome of investigations for sewerage provision. Old Toolamba is not identified for future growth beyond existing residential zoned land. The GSPS, through Clause 11.01-1L seeks to direct residential expansion into designated settlement boundaries basing growth on infrastructure availability and supply-demand assessments. Clause 11.02-1L seeks to ensure thorough planning is undertaken before new development occurs. The structure plan addresses these requirements.

It has also been prepared to be consistent with State and regional planning strategies, policy and guidelines including Plan for Victoria and the Urban Design Guidelines for Victoria. Relevant Council strategies considered are listed and described below. A short history of the planning undertaken for Toolamba is provided in **Appendix 1**.

Relevant Council Strategy	Strategic Purpose
Greater Shepparton Housing Strategy (GSHS), 2011	Provides the municipality's vision and direction for improving housing outcomes establishing a settlement boundary for the towns based on the Shepparton Bypass.
Greater Shepparton Townships Framework Plan Review 2018	Builds on the GSHS and updates the framework plan for Toolamba to exclude land south of the Bypass and identify long term future growth areas.
Greater Shepparton and Mooroopna 2050 – Regional Growth Plan, 2021	Provides a long term plan to guide development in the region to 2050 recognising towns such as Toolamba provide an alternative and affordable housing option.
Toolamba & District Community Plan 2023-2027	Provides important insights into the values and priorities of the community outlining a range of projects important to the community of both towns and their strong ties.

The Structure Plan builds on work from 2018 to 2020, which formed the Toolamba Growth Plan and Toolamba PSP. This work did not result in the adoption of an amendment to the GSPS. To build on this work and to prepare this structure plan the following assessments were prepared:

- Residential Land Supply and Demand Assessment Old Toolamba/Toolamba, 2023.
- Bushfire Assessment to provide advice on suitability of land around the town for any growth, 2025.
- Biodiversity Assessment to provide advice on biodiversity values around the town for any growth, 2024.
- Toolamba and Old Toolamba Wastewater Disposal Feasibility Assessment, 2023.
- Community Infrastructure Assessment to support the growth of the PSP.

The existing planning controls over the towns include the:

- Township Zone (TZ) over most of Toolamba.
- Low Density Residential Zone (LDRZ) on a residential area to the east of Toolamba and across most of Old Toolamba.
- Public Use Zone (PUZ) applied to Toolamba Cemetery and the Transport Zone (TRZ1 and TRZ2) applied to main transport corridors.

Existing planning controls surrounding the township include the:

- Public Conservation and Resource Zone (PCRZ) applied along the Goulburn River.
- Rural Living Zone (RLZ) applied to a small parcel of land south of Old Toolamba.
- Farming Zone (FZ) applied to agricultural land to the north, east, south and west of the township.

The existing overlay controls over the towns include the:

- Bushfire Management Overlay (BMO) applied to PCRZ land and surrounding land to the south and east of both towns.
- Floodway Overlay (FO) and Land Subject to Inundation Overlay (LSIO) applied on the areas along and surrounding the Goulburn River.
- Some properties within and just outside the towns are affected by the Heritage Overlay (HO).
- Public Acquisition Overlay (PAO) applied to the land between Toolamba and Old Toolamba for the potential Shepparton Bypass.
- Specific Controls Overlay 3 (SCO3) which encompasses the entire town, while SCO14 affects the former rail corridor.

Figure 2 outlines the process in the development of the Toolamba and Old Toolamba Structure Plan.

Current planning scheme controls are shown in **Figure 3**.

The settlement boundary for Toolamba is currently defined in the GSPS but there is no similar designation for Old Toolamba. The settlement boundary for Old Toolamba is currently defined by the extent of zoned residential and public land.

An assessment of the boundary for both towns has been undertaken in the Toolamba and Old Toolamba Structure Plan Background Report, November 2024 (Background Report). Those boundaries have been used as the boundaries of the towns in this structure plan.

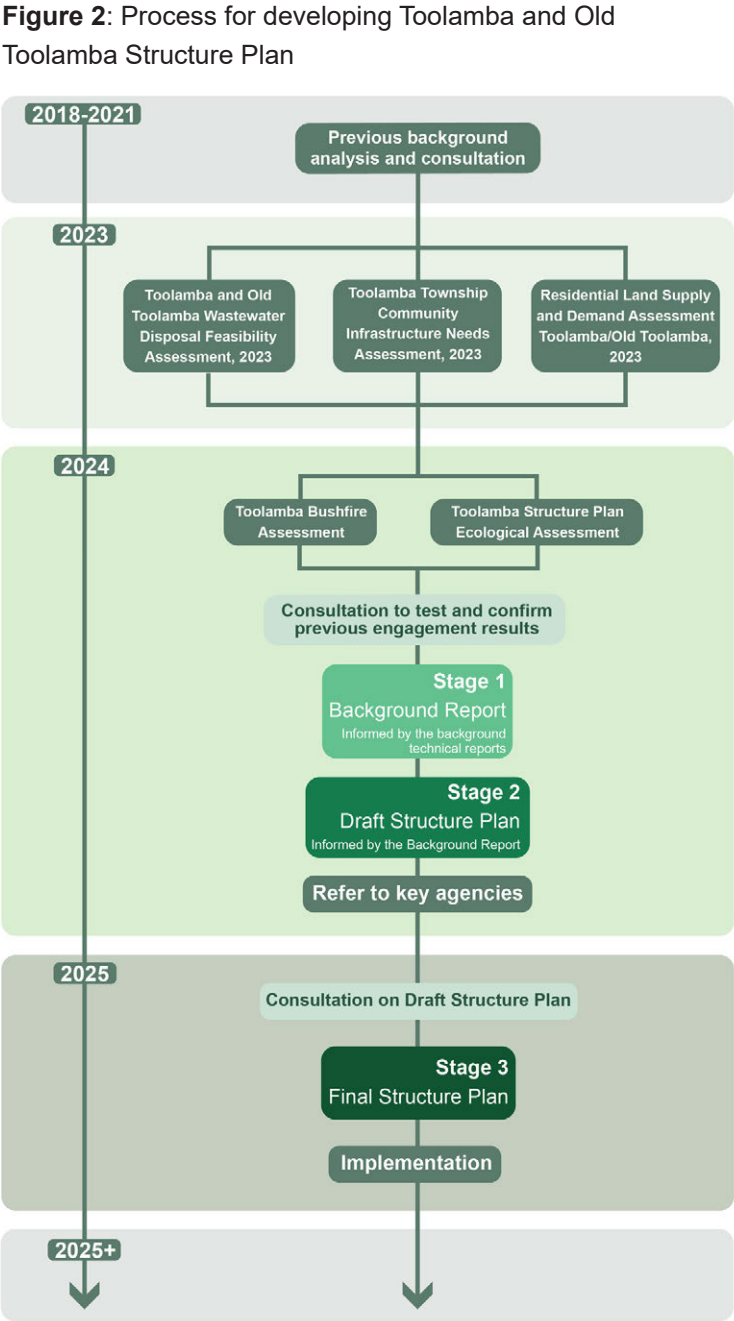
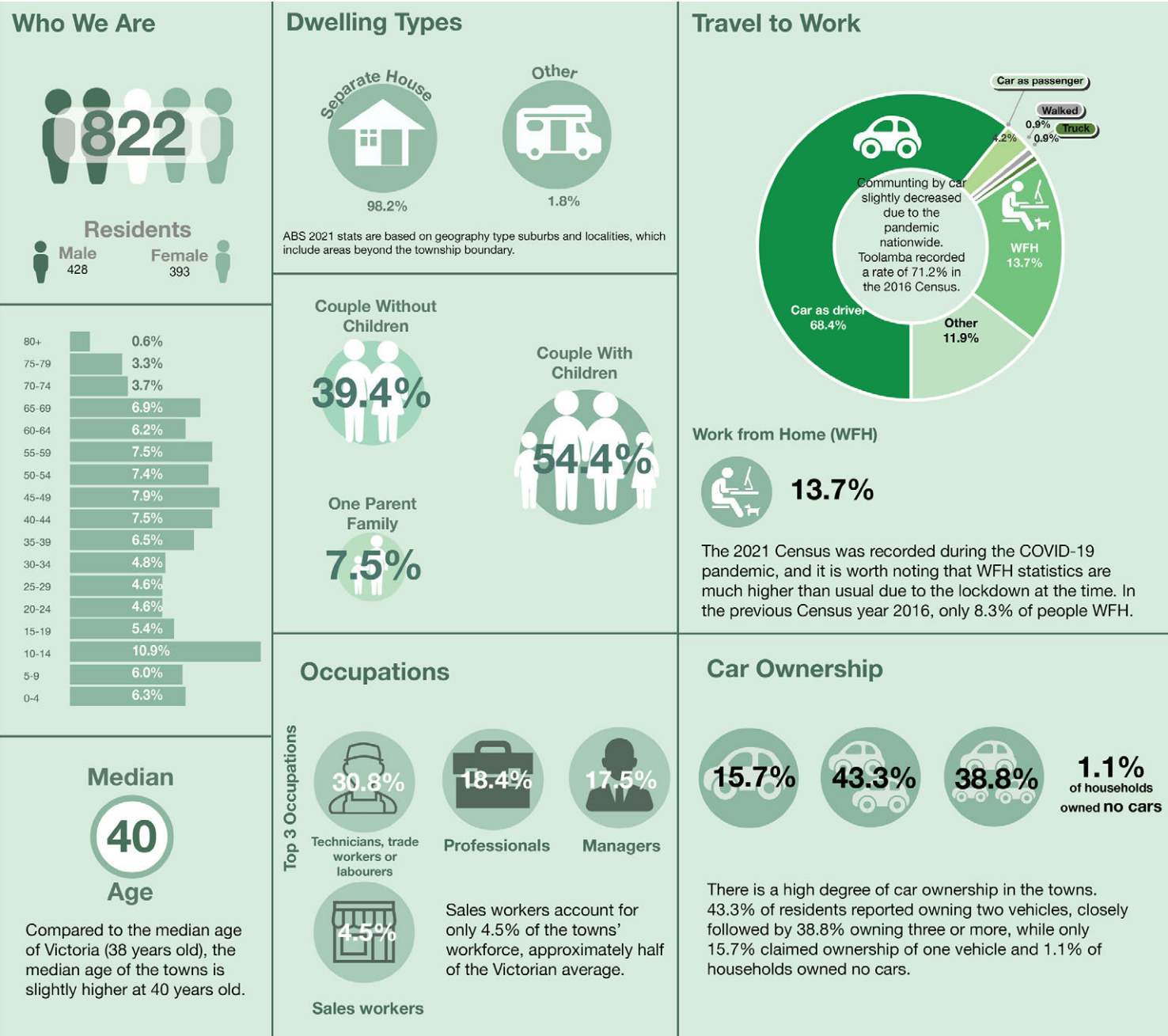


Figure 3: Current Planning Scheme Controls in Toolamba and Old Toolamba



2.3. POPULATION AND COMMUNITY PROFILE



2.5. ISSUES AND OPPORTUNITIES

The Issues and Opportunities facing the towns were explored in the Background Report. This highlighted the market demand for additional housing in Toolamba, the significant bushfire, flooding and biodiversity constraints and the challenge of growing the towns without sewerage infrastructure. A summary of the issues and opportunities impacting both towns is shown in **Figure 4**. **Figures 5** and **6** illustrate the individual town issues and opportunities. These are also discussed further in **Chapter 5**.

Figure 4: Issues and Opportunities Facing the Towns

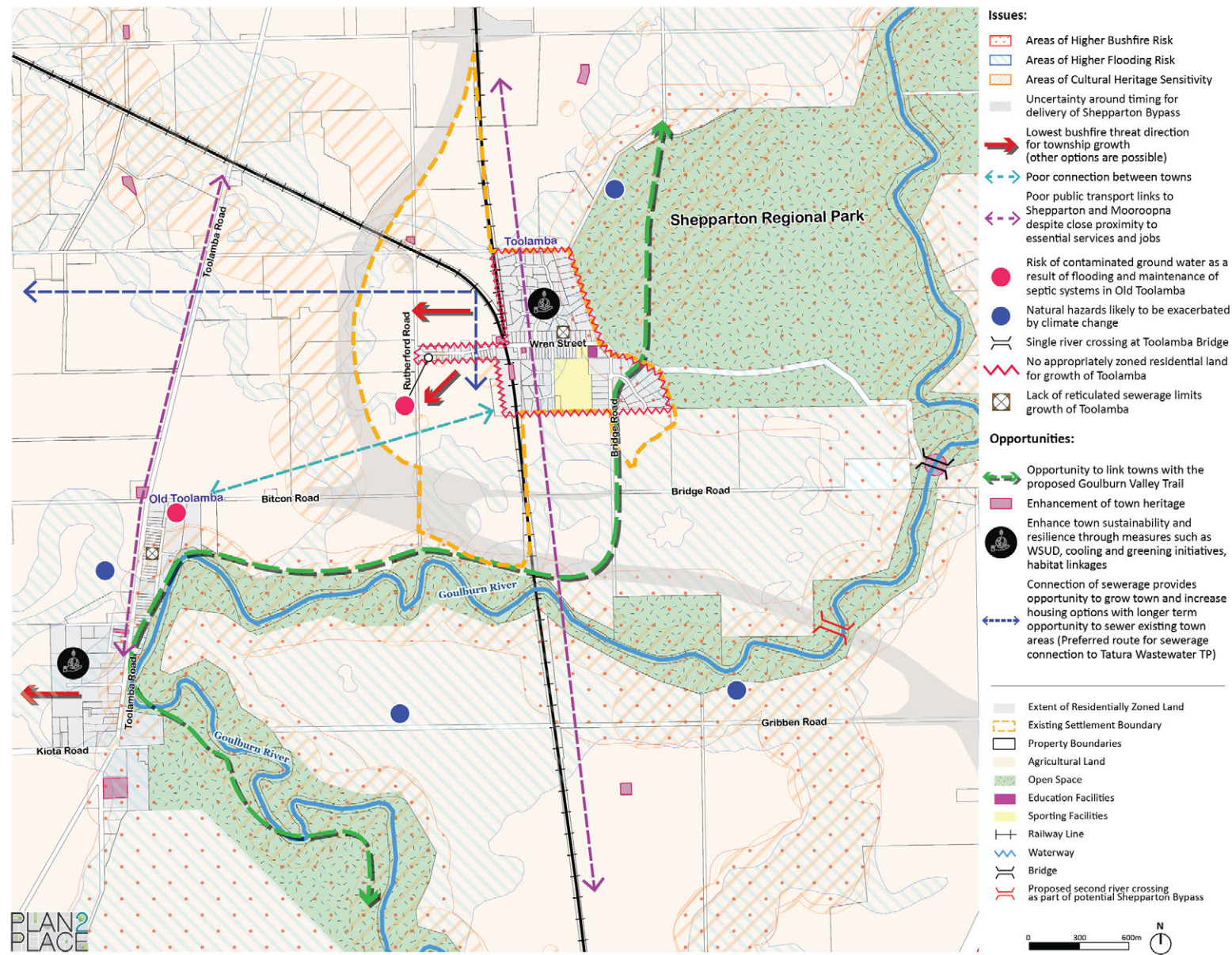


Figure 5: Issues and Opportunities in Toolamba

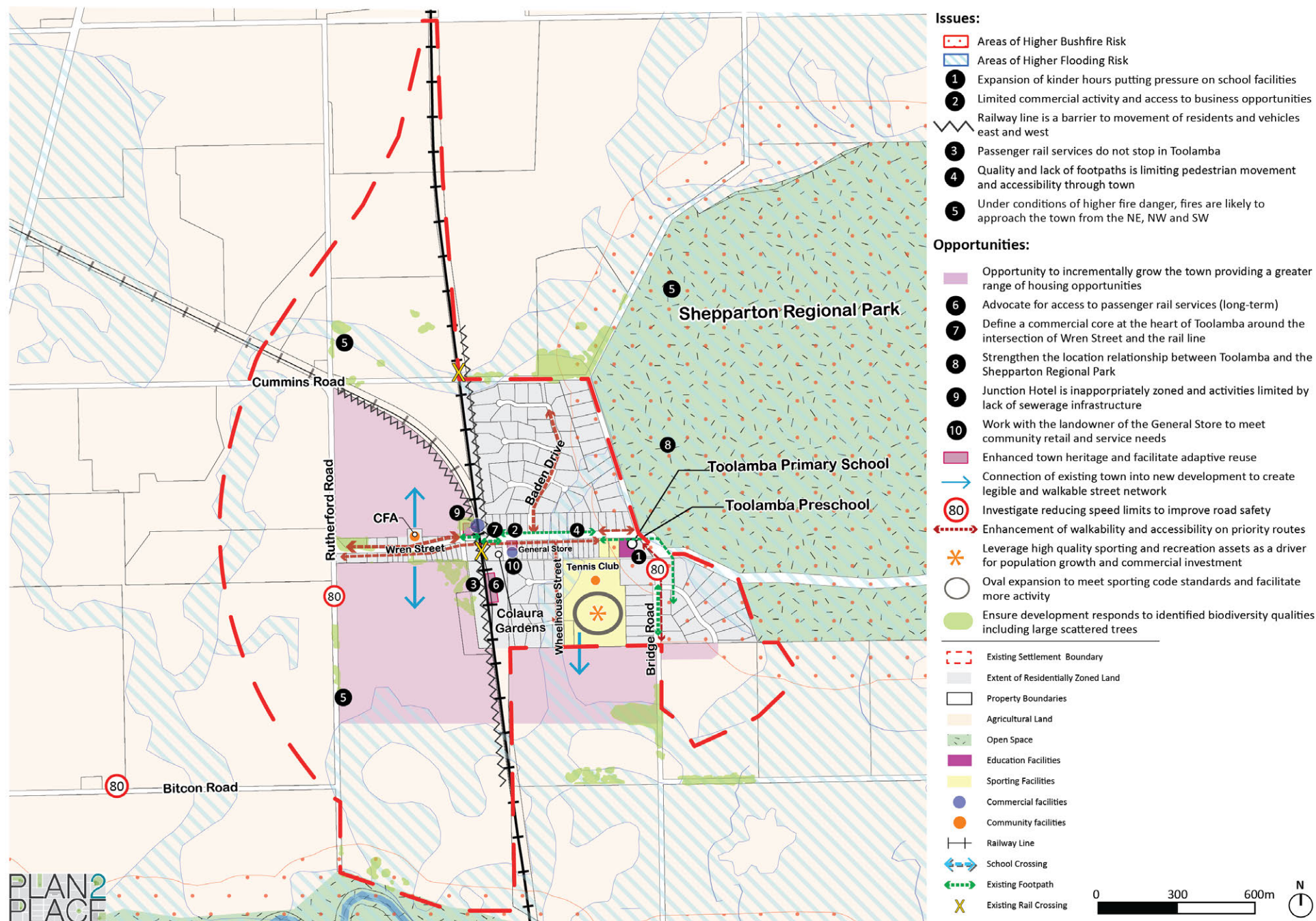
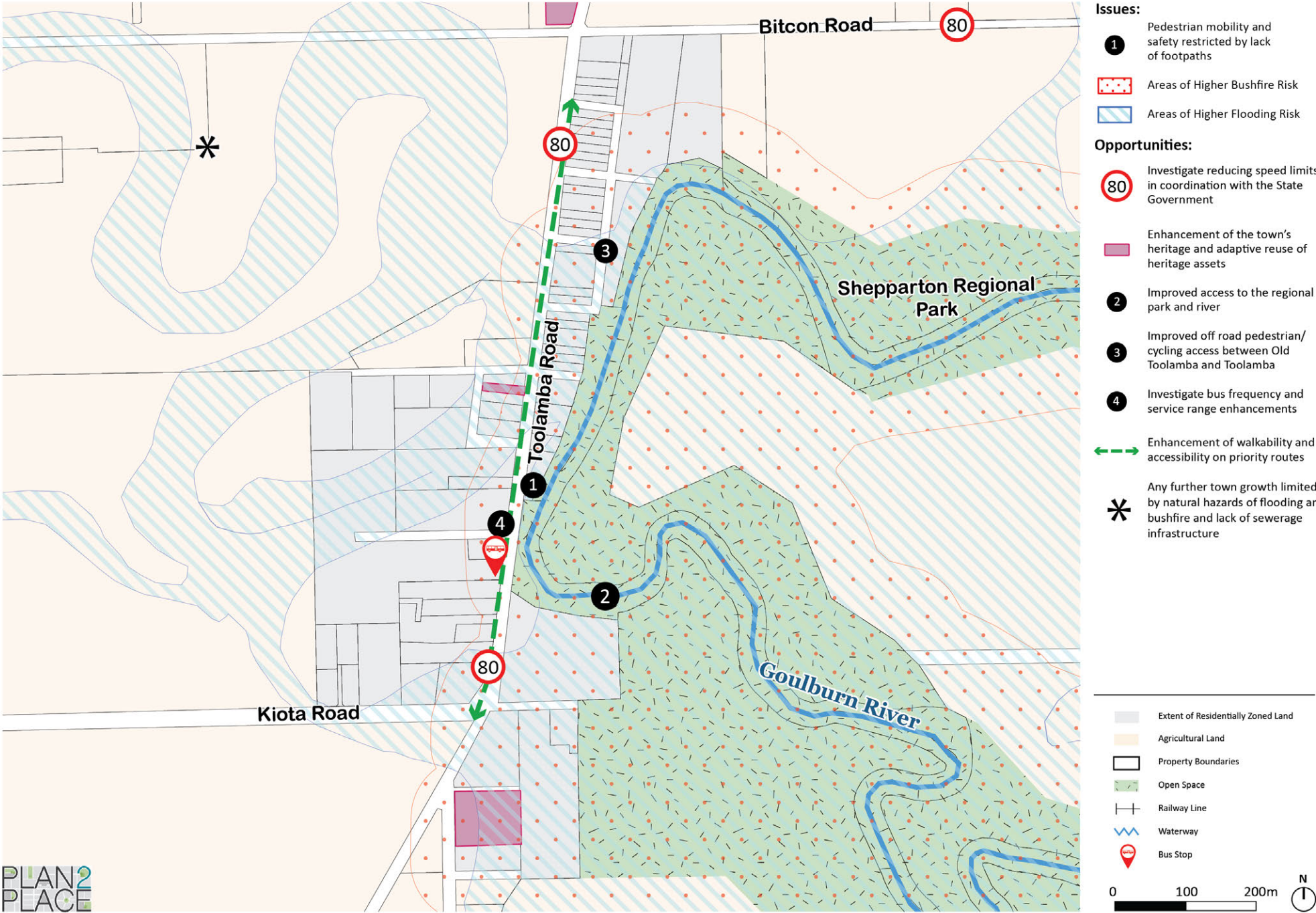


Figure 6: Issues and Opportunities in Old Toolamba



3. THE VISION

Toolamba and Old Toolamba are linked towns offering a relaxed rural lifestyle in a quiet and spacious landscaped setting, supporting the community to be connected, healthy, active and resilient.

4. OBJECTIVES AND STRATEGIES

The structure plan specifies a vision to guide the future of Toolamba and Old Toolamba over the next 15-to-20 years and establishes the objectives and strategies with supporting actions that will realise that vision. Objectives, strategies and actions are detailed under each theme.

The objectives are:

- To facilitate increased housing choices and additional housing that are affordable, well designed and responsive to existing and future community needs.
- To provide a mix of land uses and activities to support the role and function of the towns.
- To identify, protect and enhance the environmental and landscape features of the towns that reflects their rural and river settings and improves biodiversity conservation.
- To maintain and enhance the open, spacious, low-density residential character of Toolamba and Old Toolamba.
- To develop connected towns with an improved variety of movement options for residents that are equitable, safe and accessible.

- To ensure community facilities and infrastructure support a healthy, resilient and cohesive community.
- To provide the physical infrastructure and services necessary to meet the current needs of the two towns and for the future growth of Toolamba.



4.1. HOUSING

There are 207 dwellings (as of May 2022) in the towns, with 66 dwellings in Old Toolamba and 141 in Toolamba. The housing stock of the towns has increased by 33 percent (%) since 2009. Housing diversity in Toolamba is currently limited, consisting of exclusively detached dwellings and predominantly three and four-bedroom homes. Only 7.9% are one or two-bedroom homes, despite 14.8% of households being single-person. Only 12% of dwellings are rented, with 49.1% under mortgage and 32.4% owned outright.

There is a mismatch between housing stock and life stages with over 20% of Toolamba residents over 60 years of age. A lack of diversity restricts the ability of residents to age in place and limits options for those unable to manage larger homes. The proportion of rental dwellings has decreased from 14.6% to 12% between the 2016 and 2021 Census, impacting housing affordability.

Ensuring a range of housing for all life stages is important to the community as well as being able to age in place. Increasing housing diversity and affordability should be a key consideration in future planning to support a range of housing needs and promote a more inclusive community. This will only be possible if the new development is sewered to enable smaller lot sizes to be delivered.

Residential lot construction has been sporadic due to limited appropriately zoned land supply rather than a lack of demand, with 44 lots constructed between 2009 and 2022. There are nearly no opportunities for further growth within existing zoning due to the requirement for lots to be able to manage their own on-site waste water. The majority of lot supply has come from greenfield sources with new extensions added to the town in a piecemeal fashion.

Future housing demand in Toolamba is expected to capture a portion of the regional demand for larger lots, driven by consumer preferences for lot sizes greater than those being provided in Shepparton's greenfield areas. The municipal demand for larger lots is projected to be around 230 lots per annum over the next 15 years, and Toolamba's proximity to Shepparton positions it well to attract a share of this demand.

The existing settlement boundary for Toolamba in the GSPS extends to the edge of the potential Shepparton Bypass. This results in a boundary that is larger than currently required risking unsequenced and uncoordinated development and infrastructure provision. To provide better managed, sequenced and coordinated growth, the boundary should be reduced to provide for a residential land supply of 10-20 years. Beyond this timeframe, a future structure plan could consider the town's housing needs and any additional land supply required.

Land to the west and south of Toolamba (north and south of Wren Street and south of the Recreation Reserve) directly adjacent to existing residential areas, provides the most logical opportunity for town growth. These areas can more readily enable compact expansion adjacent to the existing town. Development led provision of sewerage infrastructure for new growth areas in the longer term will be able to be expanded to service the rest of the town and Old Toolamba.

New sewer residential areas at a range of densities would be facilitated through a specific residential zone such as the Neighbourhood Residential Zone which facilitates development up to two storeys. This zone is more directive about residential development and limits discretionary uses not compatible with residential uses.

An additional three lots of low density housing on the south western boundary of Meadow Drive will facilitate a connection from this area through to Bridge Road as

originally envisaged before bushfire requirements were strengthened. This would form a perimeter road improving bushfire resilience for existing residents along with improvements for emergency and council services such as rubbish collection.

Developable land potential within an enlarged Toolamba township boundary could include an indicative net developable area of just over 400,000 square metres (sqm). A range of lot sizes of between 800 and 2,000 sqm would be optimal and could result in an additional 378 lots, taking account of required setbacks from higher bushfire risks and flooding. A detailed breakdown and calculation of lot sizes and areas is provided in the background report.

A Development Plan Overlay (DPO) should be used to coordinate infrastructure provision, design and siting requirements particularly in response to remnant vegetation and bushfire risks, range of lot sizes, and staging. This should also include a native vegetation precinct plan and other environmental requirements.



OBJECTIVE:

To facilitate increased housing choices and additional housing that are affordable, well designed and responsive to existing and future community needs.

STRATEGIES:

- Facilitate additional housing in Toolamba.
- Provide housing options to accommodate residents over all life stages.

- Provide more affordable housing options by facilitating a range of smaller lots.
- Manage housing growth and land supply within an established settlement boundary.

	Actions	Priority	Partners
A1	Update the town boundaries in local policy to reflect the boundaries as shown in Figures 7 and 8.	High	DTP, Land Owners, Council
A2	Support future rezoning of additional land for housing to the west (north and south of Wren Street), and south of the Toolamba Recreation Reserve to the Neighbourhood Residential Zone subject to provision of the sewer.	High	DTP, Land Owners, Council
A3	Facilitate a range of lot sizes to meet a diverse range of needs including smaller homes and lifestyle blocks.	Medium	Land Owners
A4	Provide a range of smaller lot sizes in central Toolamba and consider different housing models such as cluster housing and small second dwellings.	Medium	Land Owners
A5	Introduce the Development Plan Overlay over new development areas to ensure the orderly provision of infrastructure, a range of lot sizes, appropriate protection of remnant vegetation, management of bushfire risks and appropriate design and development outcomes are achieved.	High	DTP, Land Owners
A6	Support rezoning of land adjacent to the south west edge of Meadow Drive from Farming Zone to the Low Density Residential Zone in conjunction with provision of a perimeter road.	Medium	Land Owners, DTP, Council

4.2. LOCAL ECONOMY AND LAND USE

The population of the Toolamba district has a higher socio-economic profile than the average for Shepparton with higher incomes. Nearly 70% of residents are in the labour force and 23.5% are not. Of those working, 60.6% have full-time jobs, 29.2% work part-time, 6.8% are temporarily away from work, and 2.7% are unemployed. The workforce mainly consists of technicians, trade workers, and labourers (30.8%), professionals (18.4%), and managers (17.5%), with fewer sales workers compared to the Victorian average.

Median weekly incomes are slightly above the state average, with personal income at \$885, family income at \$2,172, and household income at \$1,960.

In terms of education, 8.3% of children are in preschool, 35.1% in primary school, 24.2% in secondary school, and 14% in tertiary education.

The district's economy is primarily agricultural, including fruit and vegetable growing, dairy farming, cropping, wool growing, and cattle and sheep grazing. The Toolamba Primary School and Kindergarten are the largest employers. Many residents work in nearby towns such as Shepparton, Mooroopna, Kialla, and Tatura.

Residents are heavily reliant on nearby towns for access to services and retailing. Up until 2022, Toolamba had a general store on Wren Street, but the General Store closed (impacted by the Covid-19 pandemic) leaving residents without local retail options. The community is in discussions with the landowner and Australia Post to restore services and is considering a community store. The Junction Hotel serves as a local meeting place and operates on selected days. The ability of the hotel to offer more services such as accommodation is limited by the lack of sewerage infrastructure and hampered by its current zoning in the FZ. Bringing this into the TZ would recognise its existing operation. When sewer

infrastructure is provided to the town, zoning of the hotel could be further considered for a Commercial 1 Zone (C1Z).

A limited range of commercial facilities are supported in Toolamba. Old Toolamba's commercial activities will be restricted to home based business and tourism accommodation. Development will need to support the small town character of the towns.

The proximity of the townships to the Goulburn River (Kaiela) and Shepparton Regional Park are key locational strengths and points of difference for the towns. This includes supporting tourism opportunities through the development of cycling and walking trails in the area. Elevating the importance of the Goulburn River (Kaiela) by improving connectivity to the river from Toolamba and Old Toolamba could also be explored.

There are no medical facilities in the towns with residents travelling to Mooroopna or Shepparton for healthcare services. Ensuring residents have public and community transport opportunities to access these facilities and services will be an important outcome of the structure plan.

More
Info 

See Chapter 6 of the
Background Report



OBJECTIVE:

To provide a mix of land uses and activities to support the role and function of the towns.

STRATEGIES:

- Support the development of small business enterprises in central Toolamba that service local community needs.
- Encourage development that capitalises on the tourism opportunities and economic benefits for the town from nearby rail trails and other recreational opportunities.
- Encourage development that grows employment opportunities while maintaining the character of the town.

	Actions	Priority	Partners
A7	Work with the land owner of the Toolamba General Store to reopen it as a valuable asset providing community access to local goods and services including a post office.	High	Land Owners, Toolamba and District Community Steering Committee
A8	Work with the land owner of the Junction Hotel to support business development and capitalise on opportunities created by the rail trails.	Medium	Land Owner
A9	Support the temporary use of the community centre or pop up food and beverage trucks to support community events and local businesses, enhance social interaction, and provide local employment and training opportunities.	Ongoing	Toolamba and District Community Steering Committee
A10	Rezone the Junction Hotel from Farming Zone to the Township Zone to recognise its existing land use.	High	DTP, Council

4.3. LANDSCAPE AND ENVIRONMENT

The towns are on located on the traditional lands of the Yorta Yorta Peoples, who relied on the forest-wetlands for hunting, fishing, and gathering adjacent to the Goulburn River (Kaiela). The landscape setting of the towns is shaped by the Goulburn River (Kaiela) featuring mature large remnant trees and vegetation. Today agricultural activities surround the towns. Views towards the river and surrounding dense vegetation contribute to the character of the town. Minimising conflicts between residential development in the towns and encroachment into the surrounding agricultural and river areas requires careful consideration.

This landscape poses some significant challenges, particularly high bushfire risk from nearby woodlands. Flooding risks from both the river itself and surrounding depressions in the landscape are also significant. The most recent flood in October 2022 caused substantial damage, including the loss of homes and isolation of the community. Current flood risk data is provided by the FO in the GSPS. Ongoing studies by the Catchment Management Authority and Council will update this information to reflect recent flooding and future climate change impacts and are likely to expand the extent of flood risk areas. The structure plan should therefore adopt a precautionary approach to account for potential increases in flood-prone areas. This will include ensuring safe access to evacuation points during floods and by discouraging further development or intensification in flood-prone areas.

Growth is recommended towards the south and west (north and south) of Wren Street and south of the Recreation Reserve in Toolamba, where bushfire risks are lower, and flood-prone hazards are absent. Combined with perimeter roads that also connect existing roads, this would allow for a more compact settlement shape, reducing the number of houses on

the hazard interface with requirements being included in a Development Plan Overlay (DPO). Careful planning for the settlement interface is critical using open spaces, sporting facilities, irrigated agriculture, and essential infrastructure such as perimeter roads as strategic buffers against fire hazards with a minimum setback of 78 metres to woodland vegetation. Larger lots between 1,200 and 2,000 sqm should also be located along the edge of the towns and in areas where scattered trees are found.

A number of high-value ecological areas have been identified around Toolamba to guide future growth of the town. Key areas identified are remnant and planted indigenous vegetation along fence lines, road reserves and railway lines, as well as specific high-quality patches at 246 McNamara Road and Wren Street. These areas of indigenous vegetation, large canopy trees, and scattered trees, are vital for wildlife and biodiversity and should be retained and enhanced. Additionally, water bodies with emergent vegetation and large scattered trees should be protected to maintain habitat connectivity and support local fauna. Where these are located within growth areas, they should be placed into open space areas or larger lots and planning controls to protect these features.

Environmental protection and bushfire risk management are not necessarily incompatible. Bushfire risk in vegetated corridors can be minimised sensitively with a focus on weed control and understorey management, utilising “Firewise” species (CFA 2011) or keeping patches small.

The Shepparton Regional Park offers residents a network of walking tracks that lead to Daunts Bend in the east and access to the Goulburn River (Kaiela) to the south from Rutherford Road. These natural amenities, especially the diverse birds and wildlife are highly valued by the community. Future developments should focus

on preserving these ecological features and improving connectivity between vegetation patches, the Goulburn River (Kaiela) and the regional park.

Climate change also poses significant risks, with more frequent extreme weather events predicted, including heatwaves, floods, and harsher fire seasons. The structure plan for Toolamba must address both mitigation and adaptation strategies from design of urban structure through to design and development of new buildings and infrastructure.

More
Info 

See Chapter 7 of the
Background Report



*Flooding in Old Toolamba in 2022
Credit: Toolamba local resident*

OBJECTIVE:

To identify, protect and enhance the environmental and landscape features of the towns that reflects their rural and river settings and improves biodiversity conservation.

STRATEGIES:

- Ensure growth of the towns is directed to where bushfire risk is lowest and biodiversity and flood constraints are minimal.
- Ensure trees and vegetation are protected and enhanced for their biodiversity and other ecosystem services.

	Actions	Priority	Partners
A11	Introduce planning controls to protect biodiversity values identified in patches of indigenous vegetation, large canopy trees and scattered trees in the Farming Zone around Toolamba.	High	DTP, Land owners, Council
A12	Design and manage road side and vegetation corridors to sensitively minimise fuel hazards and prioritise weed control and understorey management.	Ongoing	CFA, Council
A13	Direct development to the north and south of Wren Street and south of the Recreation Reserve, Toolamba creating a more compact settlement shape and reducing the number of houses at the hazard interface.	Medium	Land owners, Council

	Actions	Priority	Partners
A14	Conserve biodiversity values in new development areas by creating new open spaces/corridors, designing subdivisions to provide a range of lot sizes to minimise impacts on biodiversity and require the preparation Native Vegetation Precinct Plan prior to any rezoning of the land.	Ongoing	Land owners, Council
A15	Utilise the settlement interface for open spaces, sporting facilities, irrigated agriculture and essential infrastructure (such as perimeter roads), providing strategic buffers against bushfire hazards.	Ongoing	Land owners, Council
A16	Increase the street tree canopy cover in the towns by planting large Firewise canopy trees in road verges and reserves to improve climate resilience and biodiversity.	Ongoing	Council
A17	Rezone land at 2-6 Wren Street from Township Zone to the Public Conservation and Recreation Zone to protect identified biodiversity values.	Low	DEECA, DTP, Council
A18	Work with the local community to explore opportunities for climate change adaptation and mitigation strategies and reduce emissions.	Ongoing	Toolamba and District Community Steering Committee



Credit: Plan2Place Consulting

4.4. URBAN DESIGN, BUILT FORM AND HERITAGE

The towns have a spacious, open and low density character complemented by significant remnant trees in public reserves and surrounded by agricultural land. The Goulburn River (Kaiela) and its scenic landscape serve as a picturesque backdrop and are valued for their Aboriginal cultural heritage.

Both towns are characterised by low-scale residential development. Housing in Wren Street varies from 19th-century weatherboard to modern brick homes. Newer subdivisions, built post-2000, consist of large houses on landscaped grounds. Lot sizes range from 800-2000 sqm for higher density lots to over 4000 sqm for new low-density subdivisions. Buildings are typically set back 10 metres (m) or more, with minimal front fencing contributing to the spacious open character of the towns.

The informal road edges and scattered street trees contribute to the town character, complemented by significant remnant trees in public reserves and long views to surrounding agricultural land and the river environs.

Most streets have either no kerb or swales and channels in newer low-density development. The use of straight barrier kerbs such as on the south side of Wren Street has introduced a suburban style element, and continued

use of approaches such as this risks the character of the towns. Any areas of new development should take design cues from existing areas of Toolamba and Old Toolamba to ensure that the character of the towns is maintained. These design cues include minimal or no kerbs, minimal front fencing and permeable side fences, generous set backs, multiple large trees on lots and extensive landscaping.

Vegetation forms a significant background to the towns. Street trees are scattered throughout the towns with Wren Street and Toolamba Road having the most consistent plantings. In much of the remainder of Toolamba there are no street trees with a reliance on screen planting on property boundaries. Planting of fire resistant street trees will improve amenity and assist in mitigating impacts of climate change by cooling the landscape.

Future development should seek to preserve the character of the towns while delivering a range of lot sizes. Careful attention to landscaping, materials and fencing will assist. A well designed urban structure would ensure smaller lot sizes around the centre of Toolamba closer to facilities. Development should also be sequenced to build on existing residential areas enhancing connections and permeability through Toolamba.

Land within the environs of the Goulburn River area are identified as an area of high cultural heritage sensitivity and under the Aboriginal Heritage Act 2006 require management plans for high-impact activities. Previous Cultural Heritage Management Plans (CHMPs) have identified a number of sites of significance including several scarred trees. These are not identified in Council's HO and should be recommended for inclusion in the HO pending confirmation of their current condition. New development will need to be guided by the outcomes of new CHMPs and will influence the layout of new development.

The Toolamba District has a number of heritage sites, which contribute to the local character and necessitate careful consideration in future development. Two sites are listed on the Victorian Heritage Inventory. Currently, six sites are listed in the GSPS: the Junction Hotel, the General Store, Scotch Kiln, Herdstown Villa Homestead, Toolamba Cemetery Reserve and the former Toolamba Railway Station (including the Water Tower and other remnants of railway archaeology). Additional people living in the towns could assist in ensuring heritage places such as the hotel and store can continue to function as they were designed to. Additionally, new development should be thoughtfully designed to minimise its impact on these heritage sites and the exact location of the mapping of the existing HO for the former Toolamba Railway Station should be re-examined and reconfirmed.

Publicly owned land in the towns, could provide opportunities for urban design improvements such as new open spaces and enhanced links.



Wren Street Toolamba
Credit: Plan2Place Consulting



See Chapter 8 of the
Background Report

OBJECTIVE:

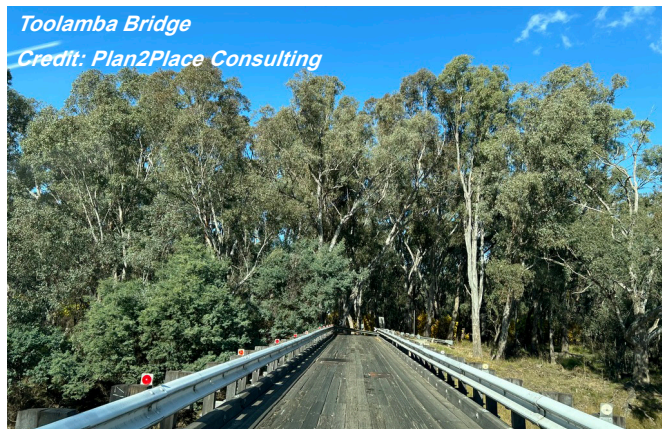
To maintain and enhance the open, spacious, low-density residential character of Toolamba and Old Toolamba.

STRATEGIES:

- Ensure new development is designed to enhance the setting of the towns within a treed landscape and contribute to the open, spacious, low density character of residential areas.
- Ensure new development areas are integrated and enhance the existing town structure.
- Support well designed buildings that strengthen the identity and appearance of the towns.
- Ensure new open spaces areas are designed as a part of a quality open space network and provide for, and adapt to, differing needs and uses.
- Protect and maintain the towns' First Nations and post-contact heritage places.

	Actions	Priority	Partners
A19	Ensure new development reflects the valued character elements of the towns.	Ongoing	Land owners, Council
A20	Apply the heritage overlay to scarred trees on land at 215 Rutherford Road subject to further detailed assessments.	High	Land owners, RAP, DTP, Council
A21	Maintain and adapt heritage listed places to ensure they remain productive and contribute to the sense of place of the towns.	Ongoing	Land owners
A22	Ensure new development includes Firewise street trees and generous landscaping.	Ongoing	Land owners

	Actions	Priority	Partners
A23	Ensure new development is delivered consistent with the subdivision and neighbourhood character guidelines in Appendix 2 through improved guidance in the GSPS.	Ongoing	Council
A24	Develop new high quality open space areas to complement existing spaces in new development areas.	Ongoing	Land owners, Council
A25	Ensure the design of infrastructure such as new footpaths and kerbs complements its setting.	Ongoing	Council, Land owners
A26	Link new development areas to the existing road network and footpath network.	Ongoing	Council, Land owners
A27	Where a CHMP is required in areas of new development, have them prepared by the proponent and incorporated into the DPO requirements.	Ongoing	Council, Land owners
A28	Explore opportunities to support Yorta Yorta cultural heritage values through place names, signage, interpretation of the landscape including the Goulburn River (Kaiela) and wetlands and employment of local indigenous people within the towns.	Ongoing	Council and Yorta Yorta



4.5. MOVEMENT AND TRANSPORT

Toolamba residents primarily rely on private vehicles due to limited public transport. According to the 2021 Census, 68.4% of residents drive to work, 4.2% are car passengers, and only 0.9% each use trucks or walk. No one reported using public transport. As a result, vehicle ownership is higher than the stage average, with 43.3% of residents owning two vehicles, 38.8% owning three or more, and only 16.8% owning one or fewer.

Public transport options serving the towns are limited to infrequent bus services that only stop in Old Toolamba following the closure and removal of the Toolamba Railway Station. School pupils depend on several bus routes to access schools in Shepparton. Despite community interest in reinstating a railway station, the Victorian Government has no plans for reinstatement of services, resulting in residents being dependent on private vehicles for transportation. Improving public transport services will be important to supporting the community particularly as the population ages and for young people to access services and facilities in surrounding towns. The rail line through Toolamba creates a significant barrier to east/west movement.

The development of GV Link Enterprise Park as a regional employment precinct in Mooropna will impact the arterial road network adjacent to the towns. Further work is underway by Council to understand the impacts and any necessary upgrades to the network.

Promoting and encouraging sustainable modes of transport and improving regional public transport options are critical to the future of Toolamba. Securing these outcomes will assist in supporting local businesses, fostering local community networks and improving equity of access to services and economic and social opportunities.

There is a strong community desire for safer and separated cycling and walking trails particularly between the towns. This would encourage active transport through shared trails. Current cycling infrastructure consists primarily of on-road routes and wide verges. Scenic cycling trails are found along the Goulburn River (Kaiela), providing recreational opportunities. The proposed Goulburn River Trail, a 46 km multi-use recreational trail, aims to connect Shepparton, Murchison, Toolamba, and Old Toolamba. This trail is expected to benefit local residents and visitors by providing safe fitness and commuting routes, fostering social connections, serving as a recreational facility and tourist attraction. In the interim, safety improvements to the key road links between Old Toolamba and Toolamba are needed which should include reduced speed limits.

The community has raised concerns about safety around bus stops and the lack of walking and cycling paths. The compact and flat layout of the towns encourages walkability, but they lack a network of footpaths. This poses accessibility and safety issues, especially for residents with limited mobility. The addition of formalised footpaths will enhance the walkability of both towns.

The historic Toolamba Bridge, essential for access from the east, has undergone structural upgrades that has limited some vehicle access due to a weight limit. Despite these limitations, the bridge remains a vital connection for the town, with an estimated lifespan of 20 years. The potential Shepparton Bypass would provide another river crossing enhancing the accessibility to and resilience of the towns. Until funding is announced, incorporating this factor into movement and transport planning for Toolamba is premature.

New residential areas should be designed to connect into existing roads where possible and deliver a network of high quality and safe pedestrian and cycling networks. This could form a requirement of a future DPO.



See Chapter 9 of the Background Report

OBJECTIVE:

To develop connected towns with an improved variety of movement options for residents that are equitable, safe and accessible.

STRATEGIES:

- Ensure all members of the community have transport access to their education, retail, health, service and recreation needs in the region.
- Create a movement network that provides a high level of legibility, amenity and safety for pedestrians and bicycle users .
- Recognise the alignment for the potential Shepparton Bypass in future settlement boundaries of the towns.
- Protect the opportunity for future passenger rail services.

	Actions	Priority	Partners
A29	Determine the feasibility of a new off road pedestrian and cycling path between Old Toolamba and Toolamba.	Medium	Goulburn River Trail Project
A30	Improve the pedestrian footpath network through the towns commencing with the priority roads identified in Figures 7 and 8 .	High	Council
A31	Upgrade Toolamba Road, Bitcon, Rutherford and Wren Streets to improve pedestrian and cycling safety between the towns.	High	Council, DTP

	Actions	Priority	Partners
A32	Advocate to the Department of Transport and Planning for long term passenger rail services to be reinstated in Toolamba and ensure this option is not built out.	Ongoing	DTP, Council
A33	Work with the Department of Transport and Planning to establish new and additional bus routes between the towns and adjacent towns including options for community transport.	Ongoing	DTP, Council
A34	Advocate to reduce speed limits through and between the towns.	Ongoing	Council, DTP
A35	Investigate improvements to existing pedestrian crossing points of the railway line to enhance safety on Wren Street and Cummins Road.	Medium	VLine, Victrack, DTP
A36	Ensure new development enhances logical extensions to the existing road network to increase the legibility and pedestrian and cycling network of the towns.	Ongoing	Land owners
A37	Work with Victrack to develop a new shared user path adjacent to land/rail land to improve connections between new development areas and Wren St.	Ongoing	Victrack
A38	Undertake a review of the structure plan if funding for the Shepparton Bypass is announced including any requirements for amenity mitigation.	Ongoing	Council
A39	Advocate for upgrades to the Toolamba Bridge in response to emergency management requirements and freight connectivity in the absence of the Bypass.	Ongoing	Council

4.6. COMMUNITY INFRASTRUCTURE

The Toolamba community is tightknit and actively engaged in their future. Through the Toolamba and District Community Plan, the community takes responsibility for their future in partnership with Council advocating for facilities, activities and community outcomes.

Community facilities and infrastructure are largely concentrated in Toolamba while Old Toolamba is primarily residential.

Toolamba Primary School is located on Wren Street and caters to roughly 200 students from Toolamba, Old Toolamba and the surrounding district. However, for secondary education, students must travel to Shepparton, as there are no secondary schools in the towns. These students rely on two bus services for transportation to high schools in the region. Higher education services are available in Shepparton through institutions including Go Tafe, La Trobe University, and Melbourne University.

Early years education services are provided by the Goulburn Region Preschool Association in a space rented from the primary school. With the introduction of 30 hours of funded four-year-old kindergarten, this facility is expected to face increased pressure and ongoing monitoring to ensure adequate space. Co-location of the facility with the primary school should be maintained. Additionally, the Maternal and Child Health Service provides services one day per fortnight from a dedicated space in the Toolamba Community Centre. However, there is no childcare centre available in either town.

Health services for residents are primarily met by facilities in Shepparton, including the Goulburn Valley Regional Hospital and other community and mental health care providers.

The Toolamba Community Centre is located in the Toolamba Recreation Reserve. It plays a pivotal role for the community providing a location for community groups and events.

Additional population in the towns will place pressure on local facilities and expansion in the future may be necessary. This should be continually monitored with education and community service providers. Health facilities, community support, secondary school, higher education, indoor recreation, and cultural services can continue to be met in Shepparton and surrounds enhanced by increased public and community public transport services.

Open spaces in the towns include a variety of passive and active recreational areas. Colaura Gardens, centrally located on Wren Street in Toolamba next to the General Store, is a significant community space featuring a memorial area, playground, open spaces, public toilets, BBQ facilities, a pavilion, a book exchange, a water fountain, shaded areas, and seating. It also provides directional and interpretive signage for the town. This is an important community node with the primary school and Toolamba Recreation Reserve forming the other. The reserve is currently zoned TZ and should be rezoned to PPRZ to reflect its use and ownership.

The Toolamba Recreation Reserve serves as the town's primary sports and recreation facility, featuring tennis courts, a sports oval, public toilets, and the Community Centre. The Toolamba Tennis Club is actively seeking funds to upgrade the court surface to enhance playing conditions. Although the reserve is not currently used for football, cricket or soccer, there is growing community interest in establishing junior sports activities.

Previous master planning efforts have identified several potential improvements to encourage greater use of the reserve, including enlarging the oval to meet minimum standards for various sports codes. An increase in population would also help ensure viable teams to utilise the upgraded facilities.



See Chapter 10 of the Background Report

OBJECTIVE:

To ensure community facilities and infrastructure support a healthy, resilient and cohesive community.

STRATEGIES:

- Provide and maintain community facilities and infrastructure that meet the needs of the local community.
- Encourage the ongoing development of shared community and recreational facilities.

	Actions	Priority	Partners
A40	Direct any population growth to Toolamba over Old Toolamba due to the proximity to community services.	Ongoing	Council
A41	Monitor and provide additional community services and facilities as the population grows.	Ongoing	Council
A42	Develop and implement a masterplan for the community centre at Toolamba.	Medium	Toolamba Recreation Reserve and Community Centre Steering Committee

	Actions	Priority	Partners
A43	Collaborate with the Department of Education (DOE), Victorian School Building Authority (VSBA) and the Goulburn Region Preschool Association (GRPA) to augment pre-school and primary school facilities commensurate to population growth and demand for education.	Ongoing	DoE, VSBA and GRPA, Council
A44	Support opportunities to provide training and education programs at the primary school and/or community centre as they arise.	Ongoing	DOE, Council
A45	Work with the Toolamba Tennis Club to upgrade the tennis court facilities.	High	Toolamba Tennis Club, Toolamba Recreation Reserve and Community Centre Steering Committee
A46	Investigate the long term future of the Toolamba Recreation Reserve and opportunities for reconfiguration and greater community usage.	Medium	Toolamba and District Community Steering Committee, community groups
A47	Ensure ongoing maintenance and consider future improvements for Colaura Gardens and other public amenities to meet community needs and expectations.	Ongoing	Toolamba and District Community Steering Committee, community groups

	Actions	Priority	Partners
A48	Enhance access to the natural amenities by improving signage, maintaining walking tracks, and protecting the natural environment.	Ongoing	Toolamba and District Community Steering Committee, community groups
A49	Rezone the Toolamba Recreation Reserve from the TZ to the PPRZ to reflect its use and ownership.	Medium	-

4.7. PHYSICAL INFRASTRUCTURE

While the towns are serviced by reticulated water, there is no access to reticulated gas or sewerage infrastructure. The lack of sewerage infrastructure is the key issue for the towns and any future development.

Currently, both towns rely on septic tank systems for sewerage disposal. Currently on-site wastewater treatment must meet land capability and Council requirements under the Environment Protection Regulations 2021 and be regularly maintained. During the recent floods in Old Toolamba, many systems failed while in older developments systems are reaching their end of life. The ageing tanks pose environmental risks, especially given the proximity to the Goulburn River (Kaiela) and the Regional Park. Council policy has identified Toolamba as a priority for reticulated sewerage in its Domestic Waste Water Management Plan.

To address public health and environmental concerns and support future development at a range of lot sizes, reticulated sewerage services will be required. Goulburn Valley Water has no plans to deliver reticulated sewerage in Toolamba in its current planning horizon however will work with developers to deliver a 'developer led' proposal. This would require all new development areas to be part of a scheme and the costs apportioned across all land owners to deliver the new infrastructure. This would require rezoning to a residential zone and the application of a DPO to facilitate this outcome. In future, this provides the opportunity for established areas of both towns to also be connected to the system at the time their current septic infrastructure systems are ready for replacement. This would have benefits for local business to expand and minimise maintenance costs for community facilities such as the school and community centre.

Feasibility work conducted by Council with Goulburn Valley Water has identified a preferred route for wastewater to be conveyed to the Tatura Waste Management Facility via a rising main on Toolamba-Rushworth Rd, with future connections for Old Toolamba although alternative alignments could be explored. Land owners will need to work collaboratively with Goulburn Valley Water and Council on further feasibility options.

Reticulated water is provided by Goulburn Murray Water using water sourced from the Goulburn River (Kaiela), treated at the Shepparton Water Treatment Plant and piped to the Toolamba ground-level storage tank located on Daunt Street. After a final treatment stage in an elevated tank, booster pumps transfer water to customers. Despite an infrastructure upgrade in 2020, Toolamba residents report significant reductions in water pressure during summer, impacting their use of water-using appliances. Reticulated water will be required to new residential areas in the town and large tanks

provided where reticulated water may be absent or in low pressure (often for fire fighting purposes).

Ensuring that new development and the physical infrastructure to support it will minimise environmental impacts would reflect community values to protect the environment. To increase the resilience of the towns, opportunities for resilient infrastructure to provide reliable power supply at all times should be considered over the longer term. New development will be required to deliver energy efficiency, water management and climate resilience through design and development.

More Info

See Chapter 11 of the Background Report

OBJECTIVE:

To provide the physical infrastructure and services necessary to meet the current needs of the two towns and for the future growth of Toolamba.

STRATEGIES:

- Facilitate the introduction of sewerage infrastructure commencing with new development areas.
- Ensure infrastructure is designed to be sustainable and resilient to all natural hazards and reduces impacts on the environment.

	Actions	Priority	Partners
A50	Work closely with developers and Goulburn Valley Water to introduce reticulated sewerage to new development areas of Toolamba through a "benefitting owners" scheme.	High	GVW, Land owners
A51	Improve the drainage along the north side of Wren Street.	High	Council
A52	Monitor the need for any servicing infrastructure upgrades as the population grows.	Ongoing	Service providers, Council
A53	Ensure new infrastructure is climate resilient and water sensitive.	Ongoing	Council
A54	Ensure the design of physical infrastructure such as new footpaths and kerbs complements its setting.	Ongoing	Council
A55	Work with Goulburn Valley Water to expand sewer infrastructure into Old Toolamba and the existing residential areas of Toolamba and enable residents to connect as their septic systems reach 'end of life', following the sewerage of new development areas.	Low	GVW
A56	Prepare a DPO to specific requirements for new development in Toolamba and consider appropriate fundings mechanism to deliver new infrastructure.	High	Council



Toolamba Primary School
Credit: Plan2Place Consulting

5. THE TOWN FRAMEWORK PLANS

The town framework plans at **Figures 7 and 8** establish the overarching framework plans for the two towns that includes key strategic directions and initiatives.

6. IMPLEMENTATION

Once finalised, Council will adopt the Toolamba and Old Toolamba Structure Plan. Implementing the Structure Plan will require a range of statutory and non-statutory measures to ensure that the vision is realised. Actions are detailed through the Structure Plan and included in the table in **Appendix 3**.

STATUTORY IMPLEMENTATION:

Once adopted by Council, the implementation of the Structure Plan will involve the preparation of a planning scheme amendment to deliver the statutory actions outlined into the GSPS. The proposed changes to zones include:

- Rezoning the Junction Hotel from FZ to the TZ to bring this unsewered land into a residential zone (noting that if sewerage it should be rezoned to C1Z).
- Rezoning TZ land at 2-6 Wren Street to the PCRZ to protect the biodiversity values identified on the land.
- Rezoning the Toolamba Recreation Reserve from TZ to the PPRZ to reflect the existing land uses.

Support proponent led amendments to rezone the following:

- New residential land to the NRZ to reflect the anticipated one and two storey development and the requirement for a range of lot sizes serviced by sewerage. This would include a schedule to the new NRZ or a local planning policy to implement the Design Guidelines at **Appendix 2**.

- Three additional low density lots adjacent to Meadow Drive from FZ to the LDRZ to enhance bushfire safety for existing residents and improve access for services.

The proposed changes to overlays include:

- Applying the DPO to new development areas to ensure high quality development outcomes and coordinated sequenced development.
- Applying the ESO to land identified with high biodiversity values.
- Applying the HO to protect scarred trees located on 215 Rutherford Street following further assessments.

Other proposed changes to the Municipal Planning Strategy (MPS), Planning Policy Framework (PPF) and other provisions are outlined in **Appendix 4**.

NON-STATUTORY IMPLEMENTATION:

The Structure Plan identifies a wide range of non-statutory implementation actions necessary to deliver the vision for the towns subject to Council budget cycles and priorities.

Council should advocate to the Victorian Government to improve public and community transport options. Public realm initiatives to improve the amenity of the town to improve pedestrian footpaths, minor streetscape works, and tree plantings can be staged.

Other capital works initiatives include improvements to the pedestrian and cycling environment to strengthen links between the two towns in the short term and longer term through the Goulburn Valley Region Trails Project. Upgrades to community facilities, infrastructure and the Toolamba Recreation Reserve can be facilitated by Council in partnership with the community.

7. MONITORING AND REVIEW

The Structure Plan has a 15-20 year timeframe however regular monitoring and review is required. A progress report on the implementation of the Structure Plan will be provided to Council every five years with an audit of the actions, commencing from when the Structure Plan is approved. Council can use the five yearly progress report to adjust the implementation program to ensure that the plan is achieving the vision. The review cycle will ensure the Structure Plan remains relevant and consistent with Council's strategic directions and policies, MPS and the Council Plan, and to identify any changes required to respond to new trends, policies, strategies or changing circumstances. A wholistic review of the Plan should commence in 10-15 years from the approval of the Plan by Council.



*Community consultation event in 2024
Credit: Plan2Place Consulting*

Figure 7: Toolamba Framework Plan

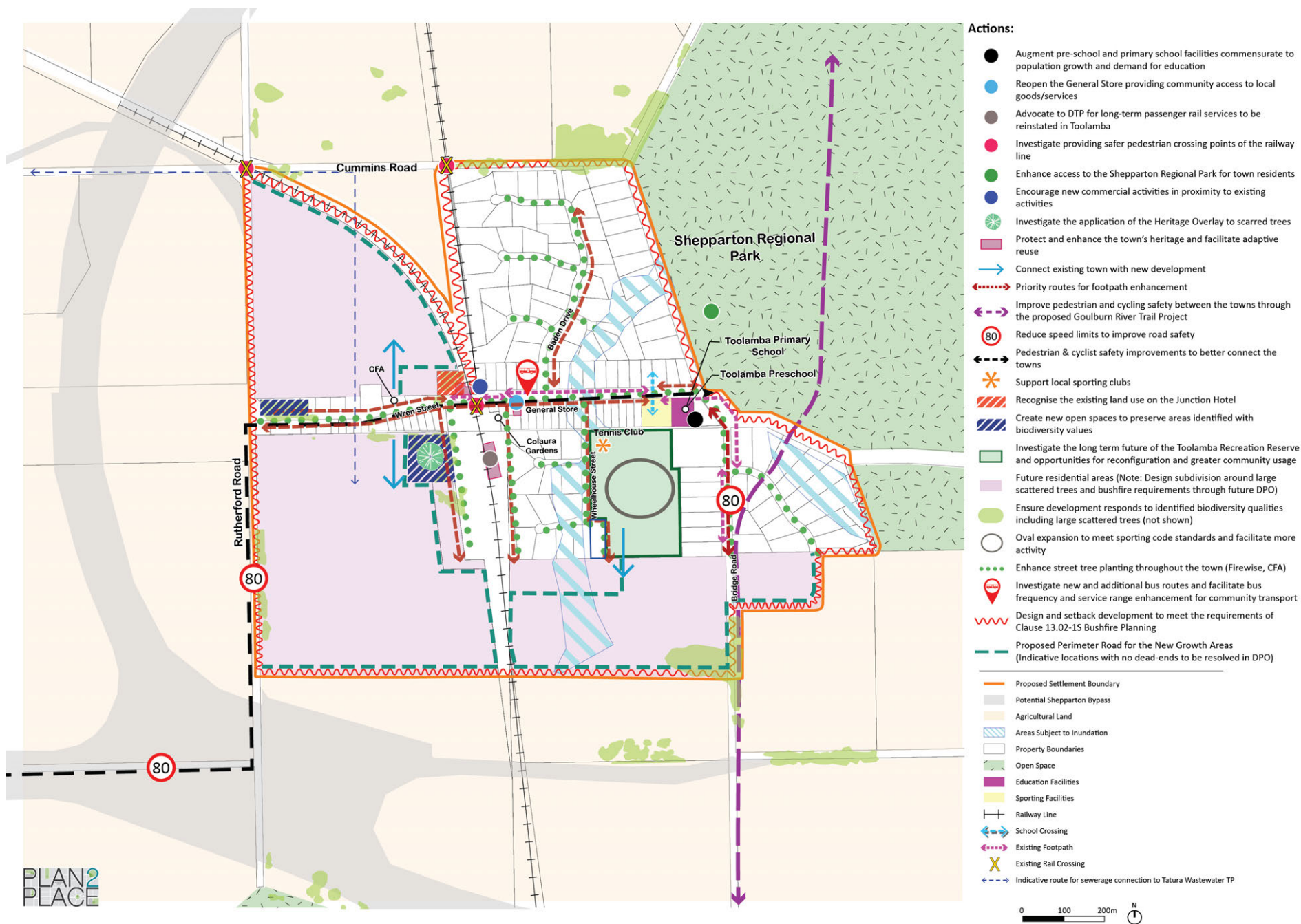


Figure 8: Old Toolamba Framework Plan

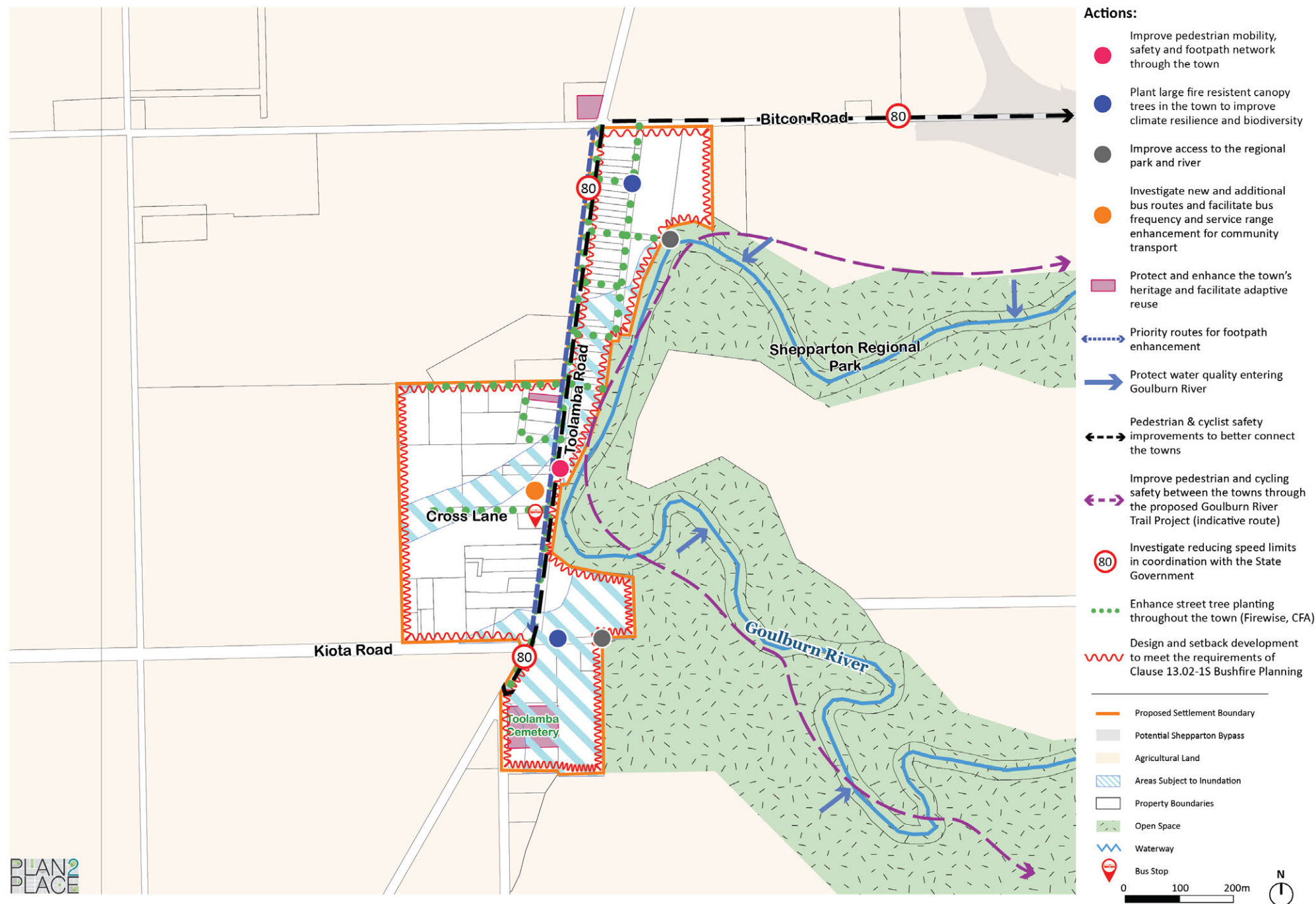


Figure 9: Proposed Zoning Changes

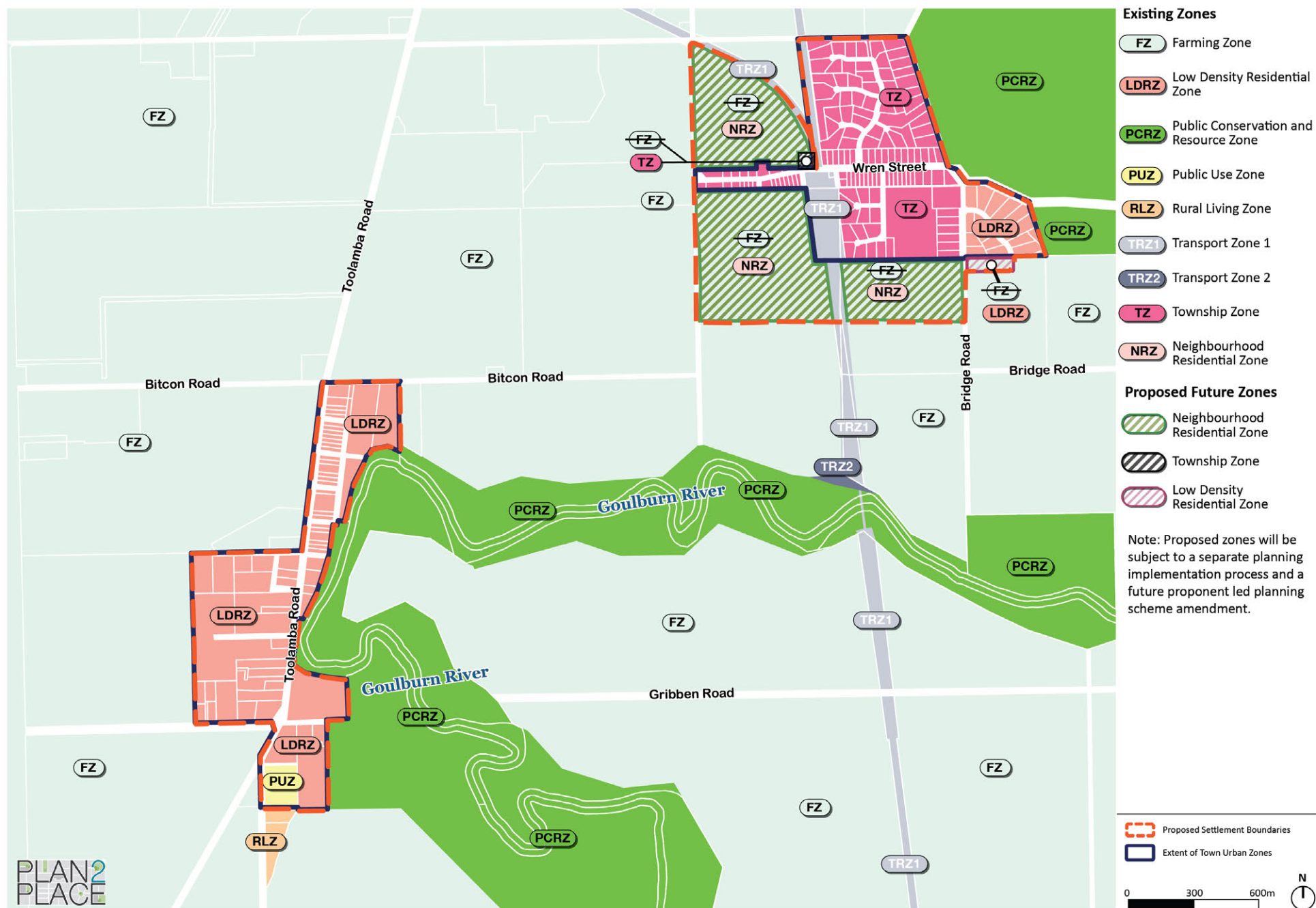


Figure 10: Proposed Overlays Changes

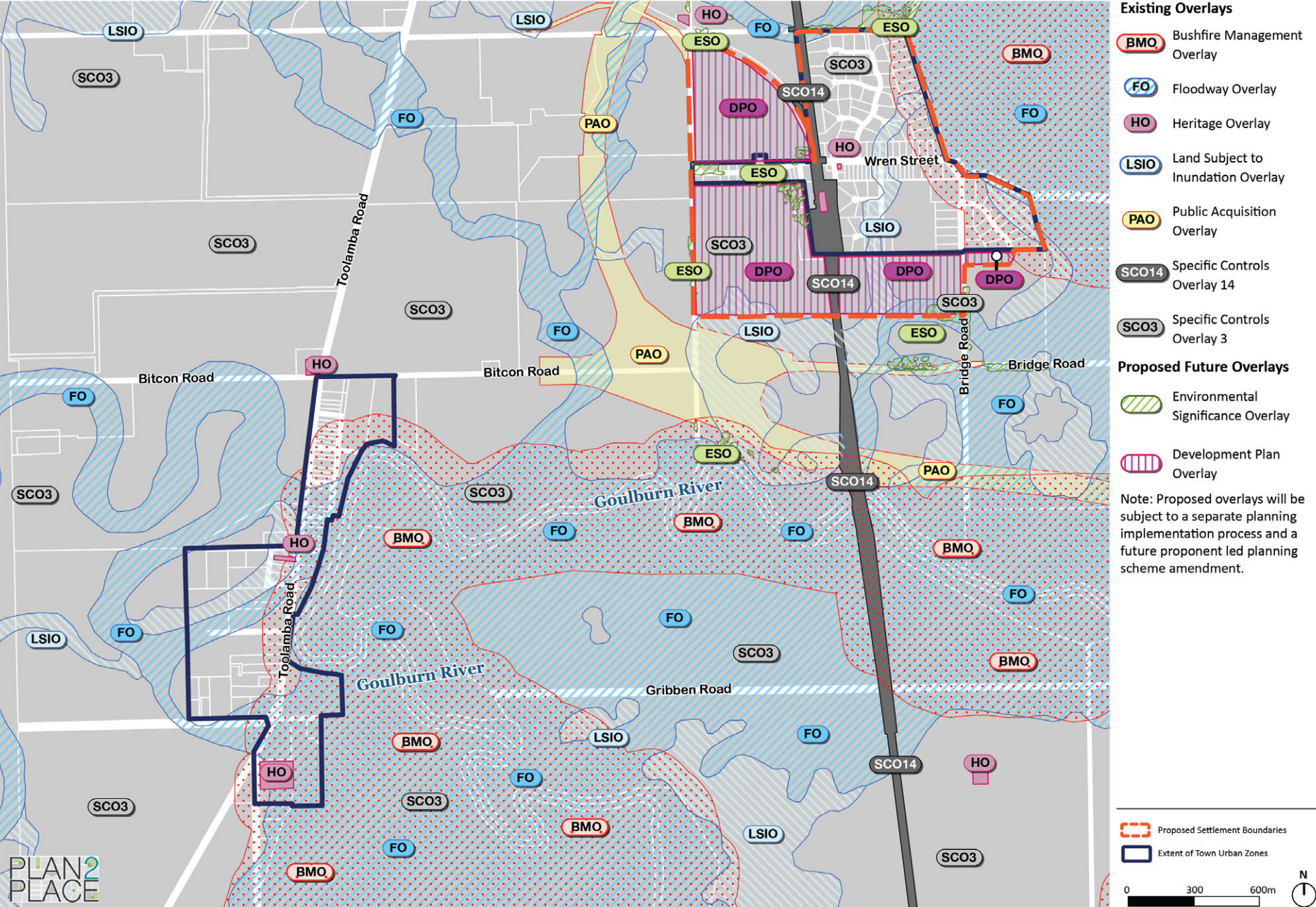


Figure 12: Planning Diagram



9. APPENDIX 2: DESIGN GUIDELINES

SUBDIVISION:

In addition to the Clause 56 provisions of the GSPS, the following also apply:

- Road layouts should provide through-roads with culdesacs to be avoided especially at the edges of development.
- A perimeter road should be established around the edge of the settlement boundary.
- A minimum of one canopy street tree per lot (or every 20 metres, whichever is lesser) should be planted at regular intervals in the verge. No less than 80% of street trees to be a mix of native and indigenous varieties and up to 20% exotic based on Firewise, CFA 2011.
- A sealed or unsealed footpath should be provided within the verge on at least one side of the road. Where sealed footpaths are used, these should be asphalt or coloured concrete.
- Rollover or no kerbs are to be used to retain the informal town character.
- Remnant trees should remain in the public realm where possible.
- Access driveways should be spaced a minimum of 6 metres apart.
- Subdivisions should be designed to ensure dwellings can be sited to overlook open spaces and be separated by a road. Mitigation measures from railway activities should also be considered.
- Locate driveways to allow for boundary planting between properties.

- Lots along the settlement boundary should setback a minimum of:
 - 78metres from woodland areas
 - 40 metres from grassland areas.

HOUSING:

- Front and side fences are encouraged to be low, open, post and wire, post and beam if required, and should not exceed 1.2 metres. Colorbond, metal or similar fencing material is discouraged.
- Garages are not to dominate the street frontage. They should be set back a minimum of 1 metre from the main facade and not occupy more than 50% of the facade width.
- Outbuildings and sheds should be located behind the front façade and not on the boundary.
- On sites less than 2000sqm, side setbacks should provide generous spacing between dwellings to enable access along the side of the dwelling and a sense of spaciousness between dwellings.
- On sites greater than 2000sqm and less than 4000sqm, buildings should be setback from the front boundary a minimum of 8 metres and a maximum of 15 metres to promote an open feel. Corner lots may reduce the setback to 5 metres.
- On sites greater than 4000sqm buildings should be setback from the front boundary 8 metres and a maximum of 20 metres to promote an open feel. Setbacks may be increased to 30 metres if a significant natural feature, such as remnant tree, dominates the front setback space. Corner lots may reduce the setback to 5 metres.
- Dwellings and other accommodation should be sited to meet BAL-LOW (10kw/m²) radiant heat requirements consistent with AS3959-2018.



10. APPENDIX 3 - STATUTORY AND NON-STATUTORY ACTIONS

	Action	Statutory	Timing/ Commenced	Duration	Council Role	Priority	Partners	Stakeholder Engagement
A1	Update the town boundaries in local policy to reflect the boundaries as shown in Figures 7 and 8 .	Statutory	Year 1	12-18 months	Implement	High	DTP, Land Owners, Council	Yes
A2	Support future rezoning of additional land for housing to the west (north and south of Wren Street), and south of the Toolamba Recreation Reserve to the Neighbourhood Residential Zone subject to provision of the sewer.	Statutory	As requested	-	Investigate and implement	High	DTP, Land Owners, Council	Yes
A3	Facilitate a range of lot sizes to meet a diverse range of needs including smaller homes and lifestyle blocks.	Statutory	Year 1	12-18 months	Implement	Medium	Land Owners	Yes
A4	Provide a range of smaller lot sizes in central Toolamba and consider different housing models such as cluster housing and small second dwellings.	Statutory	Year 1	12-18 months	Implement	Medium	Land Owners	Yes
A5	Introduce the Development Plan Overlay over new development areas to ensure the orderly provision of infrastructure, a range of lot sizes, appropriate protection of remnant vegetation, management of bushfire risks and appropriate design and development outcomes are achieved.	Statutory	Year 1	12-18 months	Implement	High	DTP, Land Owners	Yes
A6	Support rezoning of land adjacent to the south west edge of Meadow Drive from Farming Zone to the Low Density Residential Zone in conjunction with provision of a perimeter road.	Statutory	As requested	-	Investigate and implement	Medium	Land Owners, DTP, Council	Yes
A10	Rezone the Junction Hotel from Farming Zone to the Township Zone to recognise its existing land use.	Statutory	Year 1	12-18 months	Implement	High	DTP, Council	Yes
A11	Introduce planning controls to protect biodiversity values identified in patches of indigenous vegetation, large canopy trees and scattered trees in the Farming Zone around Toolamba.	Statutory	Year 1	12-18 months	Implement	High	DTP, Land Owners, Council	Yes
A13	Direct development to the north and south of Wren Street and south of the Recreation Reserve, Toolamba creating a more compact settlement shape and reducing the number of houses at the hazard interface.	Statutory	Year 1	12-18 months	Implement	Medium	Land Owners, Council	Yes

	Action	Statutory	Timing/ Commenced	Duration	Council Role	Priority	Partners	Stakeholder Engagement
A14	Conserve biodiversity values in new development areas by creating new open spaces/corridors, designing subdivisions to provide a range of lot sizes to minimise impacts on biodiversity and require the preparation Native Vegetation Precinct Plan prior to any rezoning of the land.	Statutory	As required	-	Implement	Ongoing	Land Owners, Council	Yes
A15	Utilise the settlement interface for open spaces, sporting facilities, irrigated agriculture and essential infrastructure (such as perimeter roads), providing strategic buffers against bushfire hazards.	Statutory	As required	-	Implement	Ongoing	Land Owners, Council	Yes
A17	Rezone land at 2-6 Wren Street from Township Zone to the Public Conservation and Recreation Zone to protect identified biodiversity values.	Statutory	Year 1	12-18 months	Implement	Low	DEECA, DTP, Council	Yes
A19	Ensure new development reflects the valued character elements of the towns.	Statutory	Ongoing	-	Implement	Ongoing	Land Owners, Council	Yes
A20	Apply the heritage overlay to scarred trees on land at 215 Rutherford Road subject to further detailed assessments.	Statutory	Year 3	12-24 months	Investigate and implement	High	Land Owners, RAP, DTP, Council	Yes
A22	Ensure new development includes Firewise street trees and generous landscaping.	Statutory	Ongoing	-	Implement	Ongoing	Land Owners	Yes
A23	Ensure new development is delivered consistent with the subdivision and neighbourhood character guidelines in Appendix 2 through improved guidance in the GSPS.	Statutory	Ongoing	-	Implement	Ongoing	Council	Yes
A26	Link new development areas to the existing road network and footpath network.	Statutory	Ongoing	-	Implement	Ongoing	Council, Land Owners	Yes
A27	Where a CHMP is required in areas of new development, have them prepared by the proponent and incorporated into the DPO requirements.	Statutory	Ongoing	-	Implement	Ongoing	Council, Land Owners	Yes
A36	Ensure new development enhances logical extensions to the existing road network to increase the legibility and pedestrian and cycling network of the towns.	Statutory	Ongoing	-	Implement	Ongoing	Land Owners	Yes
A40	Direct any population growth to Toolamba over Old Toolamba due to the proximity to community services.	Statutory	Year 1	12-18 months	Implement	Ongoing	Council	Yes

	Action	Statutory	Timing/ Commenced	Duration	Council Role	Priority	Partners	Stakeholder Engagement
A49	Rezone the Toolamba Recreation Reserve from the TZ to the PPRZ to reflect its use and ownership.	Statutory	Year 1	12-18 months	Implement	Medium	-	Yes
A56	Prepare a DPO to specific requirements for new development in Toolamba and consider appropriate fundings mechanism to deliver new infrastructure.	Statutory	Year 1	12-18 months	Implement	High	Council	Yes

Note: Statutory actions refer to those that can be implemented through the GSPS and/or the Planning and Environment Act 1987. Non-statutory actions are those that involve mechanisms or tasks outside of the GSPS and advocacy.

	Action	Non-Statutory	Timing/ Commenced	Duration	Council Role	Priority	Partners	Stakeholder Engagement
A7	Work with the land owner of the Toolamba General Store to reopen it as a valuable asset providing community access to local goods and services including a post office.	Non-Statutory	Year 1-2	24 months	Facilitate	High	Land Owners, Toolamba and District Community Steering Committee	Yes
A8	Work with the land owner of the Junction Hotel to support business development and capitalise on opportunities created by the rail trails.	Non-Statutory	Year 1-4	48 months	Facilitate	Medium	Land Owner	Yes
A9	Support the temporary use of the community centre or pop up food and beverage trucks to support community events and local businesses, enhance social interaction, and provide local employment and training opportunities.	Non-Statutory	Ongoing	-	Implement	Ongoing	Toolamba and District Community Steering Committee	Yes
A12	Design and manage road side and vegetation corridors to sensitively minimise fuel hazards and prioritise weed control and understorey management.	Non-Statutory	Ongoing	-	Implement	Ongoing	CFA, Council	Yes
A16	Increase the street tree canopy cover in the towns by planting large Firewise canopy trees in road verges and reserves to improve climate resilience and biodiversity.	Non-Statutory	Ongoing	-	Implement	Ongoing	Council	Yes
A18	Work with the local community to explore opportunities for climate change adaptation and mitigation strategies and reduce emissions.	Non-Statutory	Ongoing	-	Facilitate	Ongoing	Toolamba and District Community Steering Committee	Yes
A21	Maintain and adapt heritage listed places to ensure they remain productive and contribute to the sense of place of the towns.	Non-Statutory	Ongoing	-	Facilitate	Ongoing	Land Owners	Yes
A24	Develop new high quality open space areas to complement existing spaces in new development areas.	Non-Statutory	Ongoing	-	Implement	Ongoing	Land owners, Council	Yes
A25	Ensure the design of infrastructure such as new footpaths and kerbs complements its setting.	Non-Statutory	Ongoing	-	Implement	Ongoing	Council, Land owners	Yes

	Action	Non-Statutory	Timing/ Commenced	Duration	Council Role	Priority	Partners	Stakeholder Engagement
A28	Explore opportunities to support Yorta Yorta cultural heritage values through place names, signage, interpretation of the landscape including the Goulburn River (Kaiela) and wetlands and employment of local indigenous people within the towns.	Non-Statutory	Ongoing	-	Implement	Ongoing	Council and Yorta Yorta	Yes
A29	Determine the feasibility of a new off road pedestrian and cycling path between Old Toolamba and Toolamba.	Non-Statutory	Year 3-4	24 months	Implement	Medium	Goulburn River Trail Project	Yes
A30	Improve the pedestrian footpath network through the towns commencing with the priority roads identified in Figures 7 and 8 .	Non-Statutory	Year 1-2	24 months	Implement	High	Council	Yes
A31	Upgrade Toolamba Road, Bitcon, Rutherford and Wren Streets to improve pedestrian and cycling safety between the towns.	Non-Statutory	Year 1-3	36 months	Implement	High	Council, DTP	Yes
A32	Advocate to the Department of Transport and Planning for long term passenger rail services to be reinstated in Toolamba and ensure this option is not built out.	Non-Statutory	Ongoing	-	Implement	Ongoing	DTP, Council	Yes
A33	Work with the Department of Transport and Planning to establish new and additional bus routes between the towns and adjacent towns including options for community transport.	Non-Statutory	Ongoing	-	Implement	Ongoing	DTP, Council	Yes
A34	Advocate to reduce speed limits through and between the towns.	Non-Statutory	Ongoing	-	Implement	Ongoing	Council, DTP	Yes
A35	Investigate improvements to existing pedestrian crossing points of the railway line to enhance safety on Wren Street and Cummins Road.	Non-Statutory	Year 3-5	36 months	Facilitate	Medium	VLine, Victrack, DTP	Yes
A37	Work with Victrack to develop a new shared user path adjacent to land/rail land to improve connections between new development areas and Wren St.	Non-Statutory	Ongoing	-	Implement	Ongoing	Victrack	Yes
A38	Undertake a review of the structure plan if funding for the Shepparton Bypass is announced including any requirements for amenity mitigation.	Non-Statutory	Ongoing	-	Implement	Ongoing	Council	Yes
A39	Advocate for upgrades to the Toolamba Bridge in response to emergency management requirements and freight connectivity in the absence of the Bypass.	Non-Statutory	Ongoing	-	Implement	Ongoing	Council	Yes
A41	Monitor and provide additional community services and facilities as the population grows.	Non-Statutory	Ongoing	-	Implement	Ongoing	Council	Yes

	Action	Non-Statutory	Timing/ Commenced	Duration	Council Role	Priority	Partners	Stakeholder Engagement
A42	Develop and implement a masterplan for the community centre at Toolamba.	Non-Statutory	Year 3-5	36 months	Facilitate	Medium	Toolamba Recreation Reserve and Community Centre Steering Committee	Yes
A43	Collaborate with the Department of Education (DOE), Victorian School Building Authority (VSBA) and the Goulburn Region Preschool Association (GRPA) to augment pre-school and primary school facilities commensurate to population growth and demand for education.	Non-Statutory	Ongoing	-	Implement	Ongoing	DoE, VSBA and GRPA, Council	Yes
A44	Support opportunities to provide training and education programs at the primary school and/or community centre as they arise.	Non-Statutory	Ongoing	-	Implement	Ongoing	DOE, Council	Yes
A45	Work with the Toolamba Tennis Club to upgrade the tennis court facilities.	Non-Statutory	Year 1-2	24 months	Facilitate	High	Toolamba Tennis Club, Toolamba Recreation Reserve and Community Centre Steering Committee	Yes
A46	Investigate the long term future of the Toolamba Recreation Reserve and opportunities for reconfiguration and greater community usage.	Non-Statutory	Year 3-4	24 months	Investigate	Medium	Toolamba and District Community Steering Committee, community groups	Yes
A47	Ensure ongoing maintenance and consider future improvements for Colaura Gardens and other public amenities to meet community needs and expectations.	Non-Statutory	Ongoing	-	Implement	Ongoing	Toolamba and District Community Steering Committee, community groups	Yes
A48	Enhance access to the natural amenities by improving signage, maintaining walking tracks, and protecting the natural environment.	Non-Statutory	Ongoing	-	Implement	Ongoing	Toolamba and District Community Steering Committee, community groups	Yes
A50	Work closely with developers and Goulburn Valley Water to introduce reticulated sewerage to new development areas of Toolamba through a “benefitting owners” scheme.	Non-Statutory	Year 1-2	24 months	Facilitate	High	GVW, Land owners	Yes
A51	Improve the drainage along the north side of Wren Street.	Non-Statutory	Year 1-2	24 months	Implement	High	Council	Yes
A52	Monitor the need for any servicing infrastructure upgrades as the population grows.	Non-Statutory	Ongoing	-	Implement	Ongoing	Service providers, Council	Yes
A53	Ensure new infrastructure is climate resilient and water sensitive.	Non-Statutory	Ongoing	-	Implement	Ongoing	Council	Yes

	Action	Non-Statutory	Timing/ Commenced	Duration	Council Role	Priority	Partners	Stakeholder Engagement
A54	Ensure the design of physical infrastructure such as new footpaths and kerbs complements its setting.	Non-Statutory	Ongoing	-	Implement	Ongoing	Council	Yes
A55	Work with Goulburn Valley Water to expand sewer infrastructure into Old Toolamba and the existing residential areas of Toolamba and enable residents to connect as their septic systems reach 'end of life', following the sewerage of new development areas.	Non-Statutory	Year 5	12 months	Facilitate	Low	GVW	Yes

11. APPENDIX 4 - DRAFT PLANNING SCHEME POLICY AND PROVISIONS

To give greater certainty to the implementation of the vision for the towns, key elements are proposed to be included in the GSPS.

The Municipal Planning Strategy (MPS) should be updated to reflect the role and function of each town, particularly at Clause 02.03-1.

The vision and objectives should be embedded in local policies integrated into the Planning Policy Framework (PPF). This should be through local planning policies for each town which could include:

- **Clause 11.01-1L** - Toolamba and Old Toolamba to complement Clauses 11.01-1S Settlement and 11.01-1R. This will introduce the boundary for each town and include the relevant objective(s), strategies and the township framework plan to guide land use and development.
- **Clause 11.02-1L** - Investigation areas to reflect the directions of the structure plan for investigation areas in Toolamba.
- **Clause 11.03-6L** - Toolamba and Old Toolamba and to include the relevant objectives and strategies where it meets the requirements for a specific place based local policy from the Practitioner's Guide and complements Clause 11.03-6S - Regional and local places.
- **Clause 12.01-1L** - Toolamba and Old Toolamba environment and include the relevant objective and strategies to complement Clause 12.01-1S - Protection of biodiversity.
- **Clause 12.05-2L** - Toolamba and Old Toolamba landscape and include the relevant objective and strategies to complement Clause 12.05-2S - Landscapes.
- **Clause 16.01-1L** - Toolamba and Old Toolamba housing and include the relevant objective and strategies to complement Clause 16.01-1S - Housing supply.
- **Clause 17.02-1L** - Toolamba and Old Toolamba business and include the relevant objective and strategies to complement Clause 17.02-1S - Business
- **Clause 19.02-4L** - Toolamba and Old Toolamba social and cultural infrastructure and include the relevant objective and strategies to complement Clause 19.02-4S - Social and cultural infrastructure.

A range of changes to zones, overlays and other provisions could include:

- Rezoning new land into the NRZ to reflect the up to two storey nature of expected development and the requirement for a range of lot sizes serviced by sewerage including a schedule to the new NRZ to implement the Design Guidelines at **Appendix 2**.

- Rezoning the Junction Hotel from FZ to the TZ to bring this unsewered land into a residential zone (noting that if sewerage it should be rezoned to C1Z).
- Rezoning TZ land at 2-6 Wren Street to the PCRZ to protect the biodiversity values identified on the land.
- Rezoning the Toolamba Recreation Reserve to PPRZ to reflect the existing land uses and public ownership.
- Applying the DPO to new development areas to ensure high quality development outcomes and coordinated, sequenced development.
- Applying the ESO to land identified with high biodiversity values.
- Applying the HO to protect scarred trees located on 215 Rutherford Street following further assessments.
- The structure plan should be included as a policy document in relevant local planning policies and as a background document at the schedule to Clause 72.08.
- The schedule to Clause 74.02 – Further strategic work should be updated a result of the strategic directions from the structure plan.

The Development Plan Overlay should be drafted to include requirements for future residential development including:

- Objectives to guide residential subdivision and buildings and works and the provision of infrastructure based on those included in the Toolamba and Old Toolamba Structure Plan.
- The ability to issue a permit prior to the approval of a development plan for use and development of land for farming or agricultural activities and existing development or that otherwise satisfies the objectives and strategies of the Toolamba and Old Toolamba Structure Plan to the satisfaction of the responsible authority.
- Includes conditions and requirements on a permit for the provision of electricity, reticulated water, reticulated sewer, drainage, telecommunications, roads, pedestrian/ cycling paths and street landscaping to new residential land that is linked into the existing town.
- Includes conditions and requirements on a permit for building setbacks that mitigate bushfire risk to an acceptable level and for a bushfire hazard management plan to be provided.

- Includes conditions and requirements on a permit to protect identified remnant native vegetation including through the use of a native vegetation precinct plan based on a detailed flora and fauna assessment.
- Includes conditions and requirements on a permit for a detailed traffic impact assessment to be provided.
- Includes conditions and requirements on a permit for an infrastructure delivery and staging plan to be provided.
- Enables a section 173 agreement under the Planning and Environment Act 1987 to be prepared and entered into to require development contributions to be provided for these matters.
- Includes the following requirements that must be specified in a development plan:
 - The staging of use and development.
 - The relationship of the land to existing or proposed land uses on adjoining land.
 - The number of lots and dwellings that will be provided.
 - The provision of electricity, reticulated water, reticulated sewer, drainage, telecommunications, roads, pedestrian/cycling paths and street landscaping for new residential development.
 - A range of lot sizes of between 800 and 2,000 square metres.
 - A diversity of dwelling types and sizes.
 - The new residential land connected into the existing town structure.
 - Building setbacks and perimeter roads that mitigate bushfire risk to an acceptable level based on AS3959-2018 Construction of Buildings in Bushfire-prone Areas (Standards Australia, 2018).
 - The location of open space areas fronted by roads and pedestrian/cycling paths as part of an open space network.
 - The protection of identified remnant native vegetation through the use of a native vegetation precinct plan.
 - The protection of Aboriginal cultural heritage through the use of a cultural heritage management plan.
 - An overall landscape concept for roads, pedestrian/cycling paths and open space areas.
 - The coordination of infrastructure provision and the design and siting requirements for new residential development as outlined in the Toolamba and Old Toolamba Structure Plan.



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