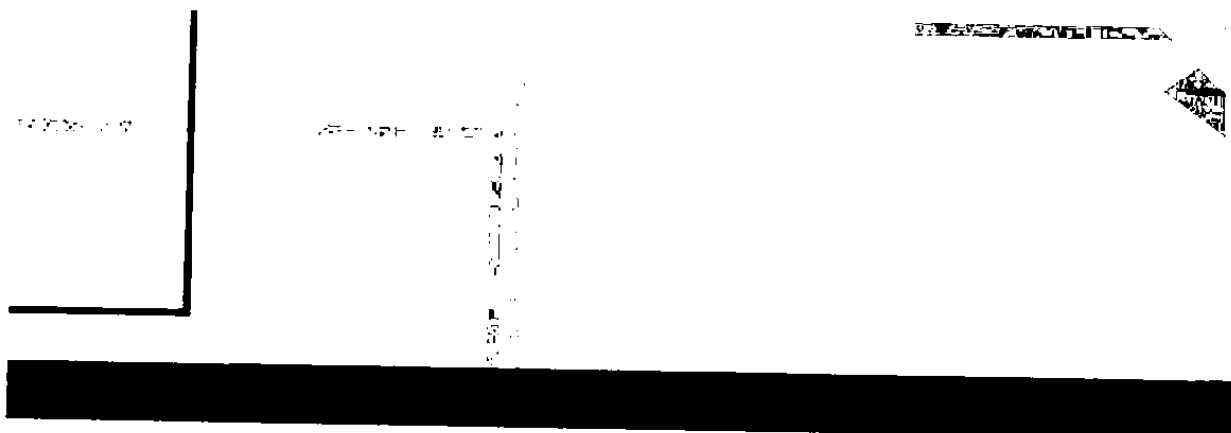


ATTACHMENT TO AGENDA ITEM

Ordinary Meeting

21 October 2014

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Step 6 - Report the review

Who needs to be informed about what we have found and what we will be doing?

Each council will have its own method for reporting the outcomes of the review.

The review should be presented in a report to council which:

- identifies the major planning issues facing the municipality
- demonstrates how the planning scheme implements State Planning Policy
- assesses the strategic performance of the scheme
- documents the strategic work that has been completed or carried out since the previous review of the scheme or MSS and any additional work required to strengthen the strategic direction of the planning scheme
- describes the monitoring and review process that has been carried out
- outlines the consultation process and its outcomes
- makes recommendations arising from the review including:
 - possible changes to the strategic objectives of the LPPF
 - possible changes to the implementation tools to achieve the strategic objectives
 - matters requiring further strategic work to strengthen the strategic objectives of the planning scheme
- streamlining the permit process including:
 - identifying matters that should not require a planning permit
 - opportunities to introduce simpler assessment and approval processes
 - possible 'fast tracking' of various application types
- outlines the operational improvements to current planning process recommendations including:
 - council practices which should be changed, modified or replaced in order for improvements to be made to the planning department
 - compiling planning application and application for review statistics and other relevant information in a manner suitable for review and analysis at the next audit.

Section 12B (5) of the Act requires a council, on completion of the review, to report the findings of the review the Minister.

The report to the Minister should:

- identify the major issues facing the municipality
- outline key matters requiring further strategic work to strengthen the strategic objectives of the planning scheme in terms of its efficiency and effectiveness to satisfy the requirements of section 12B of the Act
- outline issues that require the engagement or assistance of the Department of Sustainability and Environment

Councils are encouraged to notify the department of any of their planning practices that should be added to Appendix C. This enables all councils to share experiences and benefit from a collaborative approach.

Outcome of Step 6:

- Report back to the workshop participants on the outcomes of the review.
- A report to council.
- A report to the Minister.

Suggestions:

- The project manager should report back to the workshop participants on the outcomes and invite them to review progress and implementation one year after their participation.
- Establish a permanent stakeholder group to focus on the operation of the planning scheme and planning processes.
- Consider making a summary of the report available to other councils for their review.



GREATER SHEPPARTON PLANNING SCHEME

2014 PLANNING SCHEME REVIEW REPORT

JULY 2014

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EXECUTIVE SUMMARY

(i) Introduction

Greater Shepparton City Council is required to review the Greater Shepparton Planning Scheme every four years. Monitoring, auditing and reporting of the Planning Scheme is now a mandatory requirement under the *Planning and Environment Act*.

This *Greater Shepparton Planning Scheme Review* ("the 2014 Review") has been prepared in accordance with the Department of Sustainability and Environment (now DTPLI) *Review of Planning Schemes Practice Note* (February 2006). This 2014 Review provides Council with:

- an overview of the performance of the Greater Shepparton Planning Scheme;
- an understanding of what policy changes have occurred since the last review; and
- a program for future action.

This Review Report contains five key sections addressing:

- Strategic Context
- Planning Scheme Performance Audit
- Review Consultation
- Future Strategic Work Program
- Conclusions and Recommendations

(ii) Previous Reviews

The 'new format' Greater Shepparton Planning Scheme was approved in 1999. The Planning Scheme has been the subject of detailed reviews in 2002 and 2008. The 2014 Review has audited the recommendations from these earlier reports and has found that Council has had regard to these recommendations and has either fully resolved or has significantly advanced the majority of matters raised in those reports.

(iii) Major Strategic Issues

The major strategic land use issues in Greater Shepparton as identified in the current MSS and local policies are:

Settlement:

- Urban consolidation and growth
- Housing changes areas
- Rural residential
- Urban design
- Community life
- Non-residential uses

Environment:

- Natural environment and biodiversity
- Floodplain and drainage management

- Best practice land management
- Cultural heritage

Economic Development:

- Agriculture
- Subdivision in rural areas
- Dwellings in rural areas
- Manufacturing and freight
- Commercial/Activity centres
- Tourism

Infrastructure:

- Transport
- Urban and rural services
- Urban stormwater management

While all of these issues remain relevant, the review has found that there are a number of new or emerging issues that are apparent that will require attention including:

- Gaming
- Resource recovery areas
- GV Equine and Greyhound Precinct
- Environmentally efficient building design
- Rural heritage
- Bushfire protection

(iv) Strategic Changes

The 2014 Review has analysed Council's strategic performance and has noted some significant shifts in planning policy by both the State Government and Council since the last review in 2008. There has been a significant amount of new strategy formulation at the state and local level leading to a new policy context for managing use and development within the municipality. The 2014 Review has confirmed that important state and local strategic priorities which have emerged since the last review including (but not limited to):

- New zones including revised Rural Zones, Residential Zones, Industrial Zones and Commercial Zones.
- Hume Regional Plan
- Melbourne Metropolitan Plan ('Plan Melbourne')
- Council Plan (2013)
- The adoption of the Regional Rural Land Use Strategy.
- Implementation of NVIRP
- Bushfire management.

The 2014 Review reflects on these significant changes especially in the strategic objectives of the State Government, which will have significant ongoing and long term implications for Council. One of the changes that is quite apparent is the recent

identification of Shepparton's significance in both the 'Plan Melbourne' Strategy and the Hume Regional Plan.

Some of these changes at the state level will have profound implications for the Greater Shepparton Planning Scheme.

At the very least, an entirely new planning scheme structure is likely to soon be required so as to align with a new state-driven structure (known as the Planning Policy Framework – PPF – model). Consequential changes arising from modifications to other state sponsored issues such as the development contributions review, native vegetation changes and the introduction of regional growth plans will also have an impact on the structure and content of the GSPS.

Since 2010 there have also been changes at the local level to key Council documents, especially the *Council Plan* and *Health and Wellbeing Plan*. The changes to legislation in 2008 have reiterated the importance to bring together the planning process for all of the plans in line with council election cycles. This change seeks to enhance linkages between the *Municipal Public Health & Wellbeing Plan*, the *Council Plan* and the *Planning Scheme*.

(v) Zones/Overlays

Most of the zones and schedules in the Planning Scheme require some level of review and further work including possible deletion and map changes. Many of the changes to these zones need to be based on strategic work being undertaken such as;

- Implementation of the Industrial Land Review.
- A review of commercial zones in light of the recent changes to the detail of the zones and its schedules.
- Review of SUZ and PUZ land to resolve anomalies.

Staff consultations have revealed that most of the zone schedules require review and further work including possible deletion, exemptions, decision guidelines, map changes and the like.

It is also evident that on the basis of further strategic work done by Council and others that further overlays and detailed schedules are likely to be required.

Notably, few of the overlay schedules provide any meaningful exemption provisions meaning that in many cases, all buildings and works require a permit. It is quite possible that some planning permits are the result of unnecessary applications triggered by the extensive overlay network with inadequate exemptions. In the context of the recent state initiatives to streamline the planning process and remove unnecessary permits, Council could minimise applications by including some realistic exemptions.

(vi) Strategic Gaps

Despite having an extensive further strategic work program spread throughout the MSS, the analysis in the review has revealed that only some of this work has been

completed. Other aspects of it are no longer relevant. Rather than committing to an endless list of projects, the review suggests that a more prioritised program be undertaken that combines implementation with completion and with commissioning further work. Suggested projects include:

- Implementation of Industrial Land Review (Amendment C162)
- Implementation of Infrastructure Design Manual (Amendment C112)
- Implementation of Environmental Sustainability Strategy
- Gaming Strategy (Commission)
- Rural Heritage Strategy (Commission)
- Identification of Resource Recovery Precinct (Commission)
- Commercial Activity Centre Strategy (Underway)
- Equine Precinct (Underway)
- Implementation of the Investigation Areas in the MSS (Underway/Proposed)

Council must be careful not to over-commit in its proposed strategic work plan. Prioritisation and scheduling of tasks is considered essential to ensure that issues are addressed in a comprehensive and co-ordinated manner. The sequencing of work and corresponding implementation of the work through Amendment preparation is of critical importance.

(vii) Importance of Strategic Implementation

The on-going commitment to 'rolling' planning scheme changes has meant that significant 'content' changes to the Greater Shepparton Planning Scheme have already been absorbed via Amendments C108, C121, C93, C92 and C151 (among others). Numerous local strategies have also been absorbed into the scheme since the last review. While current strategic work will need to be absorbed, the rolling program of approval means that Council has a reasonably 'fresh' MSS in terms of content, although not in terms of structure.

One of the most important aspects of this review of the GSPS is the degree to which this adopted strategic work has been critical in Council's decision making process. In the absence of the adopted strategic projects (and amendments) Council would have been most unlikely to have had the policy framework to make contemporary planning decisions.

This clarity of direction has assisted in decision making and has already gained support at the Tribunal (see *I. and R. Jaksic v. Greater Shepparton City Council – P2062/2013*; and *134th Larena Pty. Ltd. V Greater Shepparton City Council – P1417/2013*) noting the strong level of policy support in the scheme.

Notably, Council is now only party to about 10 VCAT applications per annum. Ordinarily, if a Council's strategic framework is sound, then stakeholders have a clear understanding of whether a proposal is likely to be supported or not. In Greater Shepparton, there is anecdotal evidence to support the proposition that, as a result of pre-application discussions, intending applicants are reluctant to proceed given the clarity and robustness of the strategic direction in the planning scheme, especially the MSS.

(viii) Conclusion

There have been considerable and significant changes at the state and local level since the last planning scheme review.

The 2014 Review has confirmed that the basis of the Greater Shepparton Planning Scheme is fundamentally sound and does not need to be significantly changed. It has become apparent in this 2014 Review that there are further gaps within the strategic work that need to be completed and adopted by Council. On this basis the 2014 Review has made recommendations regarding the type of strategies/documents that need to be undertaken to explore the identified land use planning policy gaps.

Since the last formal review, the SPPF has been significantly revised and a new Planning Policy Framework (PPF) was released in March 2014. It is expected that Council will have to 'translate' its existing LPPF into the new PPF format within a relatively short time.

Given the 'freshness' of the strategic content, the most significant of the recommended changes arising from the Planning Scheme review therefore relates to the need to restructure the 'front end' of the planning scheme to align with the new state government PPF structure. Assistance should be sought from the state government's 'Flying Squad' program to help introduce this restructure and Council is very well placed to be a 'model' scheme for implementation.

It is therefore considered prudent to completely restructure the 'front end' of the Planning Scheme so as to make it compliant with the new PPF using the recommendations arising from this 2014 PS Review.

While the review process has identified that the zoning and overlay regime in the Greater Shepparton Planning Scheme needs to be reviewed especially in terms of its selection and schedules, these considerations logically will flow from resolution of the strategic directions in the MSS and would need to be part of a more comprehensive amendment.

(ix) Review Report Recommendations

Recommendations arising from the Review of the Greater Shepparton Planning Scheme are as follows:

Planning Scheme Review Report

That Council:

- adopt the report as the review required pursuant to section 12B (1) of the *Planning and Environment Act 1987*.
- forward the report to the Minister for Planning as required by section 12B (5) of the *Planning & Environment Act 1987*.

Work Program

In terms of **prioritising a work program**, the following specific recommendations are made:

High Priority (Now)**PPF Amendment**

- Prepare an amendment to implement the new PPF based on a 'policy neutral' translation of the existing MSS.

Medium Priority (Within 12 months)**Modified PPF Amendment**

- Edit and reformat the modified 'PPF' amendment to insert completed strategic work.
- Ensure the revised PPF has careful regard to the directions articulated in the *Council Plan* and the *Health and Wellbeing Plan* and its list of Actions.
- Insert other adopted strategic work into the revised PPF.

Zone and Overlay Amendment(s) and Specific Provisions

- Rewrite zone schedules in accordance with this review report to ensure that they are achieving their intended purpose.
- Rewrite overlay schedules in accordance with this review report to ensure that they are achieving their intended purpose.
- Rewrite schedules to the Specific Provisions in accordance with this review report to ensure that they are achieving their intended purpose.
- Prepare an amendment to implement zones and overlays (with schedules) arising from this report and the new PPF.

Strategic Work Program

In terms of **prioritising a work program**, the following specific recommendations are made:

Immediate Priority (Now)

- Implementation of the Section 12B Review Report.
- Translation of the MSS into the new PPF format.

Medium Priority (Within 12 months)

A number of projects have been identified through this review project including at workshops with staff and other key stakeholders. The future works program will need to include the following projects:

Amendment Implementation

- Implementation of Industrial Land Review (Amendment C162)
- Implementation of Infrastructure Design Manual (Amendment C112)
- Implementation of Sustainability Strategy
- Implementation of Destination Management Plan
- Implementation of Access and Inclusion Plan
- Implementation of Cycling Strategy

- Implementation of Council Plan
- Implementation of Municipal Public Health Plan

Need to Commission

- Gaming Strategy (Commission)
- Rural Heritage Strategy (Commission)
- Identification of Resource Recovery Precinct (Commission)
- Review of Floodplain Development Plans in conjunction with CMA (Commission).

Need to Complete

- Commercial Activity Centre Strategy (Underway)
- GV Equine and Greyhound Precinct (Underway)
- Implement the Shepparton East Investigation Areas in the MSS (Proposed)

1.0 Context

1.1 Background

The Greater Shepparton Planning Scheme and Municipal Strategic Statement (MSS) was approved by the Minister for Planning on 29 July 1999. Council is required, under section 12B of the *Planning and Environment Act 1987*, to undertake a review of its Municipal Strategic Statement (effectively) every four years.

This 'Review Report' provides Council with an overview of the performance of the Greater Shepparton Planning Scheme since its last planning scheme review report in 2008.

Once adopted by Council, this report will constitute the formal "Planning Scheme Review" of the Greater Shepparton Planning Scheme as required under Section 12B of the *Planning and Environment Act*.

The planning scheme review process has included consultation with Council Staff and key stakeholders as well as a detailed desk top review of relevant reports and strategic documents.

The report contains five key sections addressing:

- Strategic Context
- Review Consultation
- Planning Scheme Performance Audit
- Future Strategic Work Program
- Conclusions and Recommendations

1.2 Scope of the Review

Section 12B of the *Planning and Environment Act 1987* requires Council to regularly review the planning scheme. On the 25 September 2007, section 12B of the *Planning and Environment Act* was changed to provide a timeframe in which a Planning Scheme (and not only the MSS) must be reviewed. Clause 12B(1) of the *Planning and Environment Act 1987* now states that a planning authority must review its planning scheme:

- (a) ***no later than one year after each date by which it is required to approve a Council Plan under section 125 of the Local Government Act 1989; or***
- (b) ***within such longer period as is determined by the Minister.***

As a result of changes made in the *Planning and Environment (General Amendment) Act 2004*, the Minister now requires the "Review Report" to address the entire planning scheme and not just the MSS. The 'Continuous Improvement Review Kit 2006' (DPCD) states that a Review Report must:

- Identify the major planning issues facing the municipality;

- Demonstrate how the Municipal Strategic Statement (“the MSS”) implements State Planning Policy;
- Assess the strategic performance of the scheme;
- Document the strategic work that has been completed or carried out since the approval of the scheme and any additional work required to strengthen the strategic direction of the planning scheme;
- Articulate the monitoring and review which has been carried out;
- Outline the consultation process and its outcomes;
- Make recommendations arising from the review including:
 - suggested changes to the objectives and strategies of the Local Planning Policy Framework.
 - suggested changes to the use of Victoria Planning Provisions tools to achieve the strategies and ensure the objectives and desired outcomes are being met;
 - new strategic work necessary to support future policy development or changes to the provisions of the scheme;
 - suggested changes to improve operational and process practices;
 - identifying any data on planning permit applications, or other data, that may need to be collected to inform the next review.
- Audit the application and performance of the zones in the scheme;
- Audit the application and performance of the overlays in the scheme;
- Investigate whether or not the schedules in the scheme have been appropriately applied.

This Greater Shepparton Planning Scheme Review report responds to these matters.

1.3 Greater Shepparton Planning Scheme Panel Report (1999)

The Greater Shepparton City Council was formed in November 1994 following the amalgamation of the former City and Shire of Shepparton and parts of the former Shires of Rodney, Euroa, Goulburn, Tungamah, Violet Town and Waranga.

Following amalgamation, the Council embarked on the development of the “*City of Greater Shepparton Strategy Plan*”. Soon after amalgamation, in 1995, consultants were commissioned to prepare an ‘Integrated Strategy Plan’ and New Planning Scheme. The *Integrated Strategy Plan* directly informed the first version of the Municipal Strategic Statement (MSS) which was completed in February 1997. The MSS was based upon a summary of the strategic directions formulated in the *Integrated Strategy Plan* and Council’s (then) Corporate Plan.

The original GSPS was exhibited from 9th October 1997 to 15th December 1997. An Independent Panel was formed to review the submissions and the Panel report dated October 1998, noted that, because of the *Integrated Strategy Plan*:

The new scheme implements planning reform objectives and achieves a consistent set of planning provisions with a sound strategic basis.

The Greater Shepparton Planning Scheme was gazetted on 29th July 1999 and has now been operating for nearly 15 years.

1.4 The First Review (2002)

Consistent with the requirements of the *Planning and Environment Act 1987*, Council undertook a brief review of the Municipal Strategic Statement (MSS) in 2002. The report noted that since its introduction, officers and Councillors had had the opportunity to “road test” the new scheme. The report summarised the strategic and statutory review of the scheme and it was adopted by Council and forwarded to the Minister for Planning.

The 2002 review of the MSS indicated that although its broad strategic direction remained relevant to the recurrent land use issues that affect the municipality, the base data was ‘stale’ and there were emerging and unresolved issues for which further analysis was required or for which clearer direction is needed.

Council recognised the need to address these matters and embarked on an extensive program of further strategic work via *Greater Shepparton 2030* (‘GS2030’) which was the most significant strategic review undertaken since the Integrated Strategy Plan in 1995.

‘GS2030’ was brought into the scheme via Amendment C69 which was gazetted in March 2007 which was the most comprehensive and significant amendment (albeit not the most controversial) undertaken by Council in the last 15 years.

1.5 The Second Review (2008)

In 2008 Council undertook a more substantial review of its planning scheme incorporating considerable community consultation as part of the review process.

The second review found that while it remained clear that the LPPF was structurally better and was strategically strong on things such as identifying residential development areas and townships, it was lacking in clear direction on many of the other recurrent, day-to-day issues confronting the Council and the community. These included rural issues, rural living, medium density housing, the various activity centres and some social issues. At that time, Council had either completed or was completing strategic work on these and other issues. The report concluded that such research needed to be absorbed into the scheme as the highest priority.

The report also recommended, in a structural sense, that Council prepare and exhibit a “policy neutral” streamlined MSS which contained only the most critical land use planning strategies and policies of relevance to Council. This streamlined MSS formed the basis of **Amendment C108** which was one of the first schemes in the state to adopt the more ‘minimalist’ approach favoured by the state government. This MSS has been the ‘template’ for the inclusion of further strategic work once adopted.

1.6 Development Hearing Panel

There has been a significant change to Council’s decision making procedures since the last review. Since 2009, a Development Hearing Panel has been constituted as a Section 86 Committee of Council to resolve disputed applications rather than the full Council. Outside membership of the committee is currently being sourced.

1.7 Observations Regarding Previous Review Recommendations

As highlighted above, the initial introduction of the 'new format' Greater Shepparton Planning Scheme was considered by an Independent Advisory Planning Panel in 1999. Other updates and 'reviews' have been undertaken in 2002 and 2008. All of these reviews recommended changes to the MSS. On top of this, other important changes to the MSS have been made as a result of the adoption of important strategic work including **Amendment C69, Amendment C93 and Amendment C121**.

In other words, the content of the GSPS, especially its MSS, has been kept quite 'fresh' over the last 15 years by virtue of a rolling program of review and amendment implementation.

Since the last formal review, the SPPF has been significantly revised (in 2010) through VC71. There is also a current initiative by the State Government to review the structural relationship between the State and Local Planning Policy Framework. This review resulted in the release of a new Planning Policy Framework (PPF) in March 2014. It is expected that Council will have to 'translate' its existing LPPF into the new PPF format within a relatively short time (and certainly within the next review period).

In addition there has been considerable strategic work completed and adopted at the state, regional and local level which is yet to be absorbed into the Greater Shepparton Planning Scheme.

In that context, it is considered prudent to completely restructure the 'front end' of the Planning Scheme so as to make it compliant with the new PPF using the recommendations arising from this 2014 PS Review.

2.0 Major Planning Issues

Continuous Improvement Review Kit requirement:

Identify the major planning issues facing the municipality.

2.1 Existing MSS Issues

The major strategic planning issues in Greater Shepparton as identified in the current MSS and local policies are:

Settlement:

- Urban consolidation and growth
- Housing changes areas
- Rural residential
- Urban design
- Community life
- Non-residential uses

Environment:

- Natural environment and biodiversity
- Floodplain and drainage management
- Land management
- Cultural heritage

Economic Development:

- Agriculture
- Subdivision in rural areas
- Dwellings in rural areas
- Manufacturing and freight
- Commercial/Activity centres
- Tourism

Infrastructure:

- Transport
- Urban and rural services
- Urban stormwater management

The MSS has an extensive further strategic work program (See Section 9) and as a result of this, important strategies have been adopted, prepared or implemented since the last review including:

- Housing Strategy (Amendment C93)
- Tatura Milk Industries Master Plan (Amendment C151)
- Rural Regional Land Use Strategy (Amendment C121)
- Activity Centre Zone Implementation of Shepparton CBD (Amendment C92)
- Entrance Areas Built Form Controls (C79)
- Heritage Strategy (C110)
- Industrial Land Review (C162)

2.2 Emerging Issues

All of these strategies have been (or are being) implemented into the planning scheme and provide clear direction for decision makers. (See Section 3)

While all of the issues identified in the existing MSS remain relevant, emerging issues that arose during this planning scheme review that may require some planning scheme direction include:

- Gaming
- Resource recovery areas
- GV Equine and greyhound precinct
- Environmentally efficient design in the built environment
- Rural heritage
- Bushfire protection

While work on some of these issues has already commenced, these and other issues should be a high priority for 'further strategic work' during the next review phase.

3.0 Strategic Context

Continuous Improvement Review Kit requirement:

Document the strategic work that has been completed or carried out since the approval of the scheme and any additional work required to strengthen the strategic direction of the planning scheme.

3.1 State Policy Overview

This section of the report identifies key land use strategic directions, initiatives and actions that are contained in strategic and governance documents of the state government that have been prepared since the last planning scheme review.

Since the last review in 2008, the State Government has introduced an extensive and significant number of modified planning policy directions and initiatives. These include (among others) the introduction of a modified suite of rural, residential, commercial and industrial zones; a modified native vegetation framework; a revised Planning Policy Framework (PPF); revised wildfire (bushfire) provisions; growth area corridor plans; revised Precinct Structure Plan guidelines; a modified Practice Note for rural residential development; proposed revisions to the Development Contributions system; modifications to the *Planning and Environment Act*; introduction of Regional Growth Plans (including the Hume Regional Growth Plan); new time frames (Ministerial Direction 15) for the Planning Scheme Amendment Process; and the 'VicSmart' system which introduces standard State-wide requirements for low impact planning permit applications

These initiatives will inevitably have implications for the Greater Shepparton Planning Scheme and may require consequential amendments in the future particularly the new PPF, the new Native Vegetation Framework and the new Residential and Rural Zones.

Most recently, Amendment VC106 was approved at the state level on 30 May 2014 and it amended all planning schemes to recognise *Plan Melbourne* and Victoria's eight regional growth plans. All previous references to 'Melbourne 2030', 'Melbourne 2030: A planning update', 'Melbourne @ 5 Million', the 'Activity Centres and Principal Public Transport Network Plan, 2010' and 'Ready for Tomorrow - a Blueprint for Regional Rural Victoria', were removed from the State Planning Policy Framework in this same amendment.

Since the last review, the State Government has also been undertaking an initiative to provide planning resources to rural and regional councils to undertake a range of planning tasks. The project is in recognition of the resourcing constraints and workloads that affect many rural councils and is known as the 'Flying Squad' project. Council has benefited from this initiative, and has accessed funding and assistance which addressed the following projects (among others):

- Unilever Master Plan Tatura
- Industrial Land Review
- Implementation of Activity Centre Zone

Some of the recommendations of this 2014 Planning Scheme review may be suitable candidates for further assistance under the 'Flying Squad' program now that the program has been extended by the recent state government budget (May 2014). In particular, the PPF rewrite may be an early candidate for Flying Squad assistance.

3.2 Local Policy Overview

This section of the report identifies key land use strategic directions, initiatives and actions that are contained in strategic and governance documents of Council that have been prepared since the last planning scheme review.

Recent State Government changes have seen Council's three main statutory documents (Health & Wellbeing Plan, Council Plan, and the Planning Scheme) brought into line with the council election cycle. These changes also seek to enhance linkages between the three Plans.

In undertaking this Planning Scheme Review, the Council Plan (2013 – 2017) and the Greater Shepparton Public Health Plan (2009-2013) were reviewed.

Council Plan 2013-2017

A revised Council Plan (2013-2017) was endorsed in June 2013 and it articulates the Vision for the municipality as follows:

Greater Shepparton, Great Future, a thriving economy in the food bowl of Victoria with excellent lifestyles, innovative agriculture, a diverse community and abundant opportunities.

The Council Plan was informed by extensive community consultation with input into the following areas which have a planning scheme connection:

- Rural issues
- Small town lifestyles
- Natural environment
- Parks and open space
- Infrastructure
- Improved physical appearance
- Forward planning

The five 'priorities and actions' in the Council Plan 2013–2017 are as follows;

- Active and Engaged Communities
- Enhancing the Environment
- Economic Prosperity
- Quality Infrastructure
- High Performing Organisation

The 2013-2017 Council Plan contains some projects of direct relevance to the planning scheme that Council has committed itself to undertaking in the short term.

Section 12A of the *Planning and Environment Act, 1987* requires that the Greater Shepparton MSS be consistent with the current Council Plan although there is no requirement for it to be detailed in the MSS. Nevertheless, best practice would involve Councils including the most relevant and important parts of the Council Plan pertaining to land use planning within the MSS.

Greater Shepparton Public Health Plan (2009-2013)

In 2008 there were changes to the *Health and Wellbeing Act (2008)* to bring the planning process for Health & Wellbeing Plan in line with council election cycles and to seek enhanced linkages between the Municipal Public Health & Wellbeing Plan, the Council Plan and Municipal Strategic Statement. The clear intention is to place health and wellbeing at the forefront of Council business.

The purpose of the Municipal Public Health Plan (MPHP) is to provide strategic direction to Council by identifying the priority health and wellbeing needs of the Greater Shepparton community. It also outlines Council's plan of action for the next three years in response to these needs.

The MPHP identifies existing and emerging priority areas of public health that the City of Greater Shepparton needs to address, and provides a range of responding strategies, along with actions required to achieve them.

Traditionally, Local Government has had an important role in contributing to the health of the community via the provision of public health infrastructure (eg drainage systems, waste water regulations) and disease prevention measures, such as early childhood immunisation and the protection of public health via registration and monitoring of food preparation premises. These roles continue today and remain important to protecting the health of a community.

While all of the 'Key Strategic Objectives' in the MPHP are relevant, those that especially relate to the planning scheme include:

- *Gathering Places and Neighbourhoods are Conducive to Social Connectedness*
- *Safe and Supported Communities*
- *Access and Support for Community Members to be Physically Active*

The MPHP notes that physical infrastructure is critical to the connectedness of a community. The built environment provides access, shelter, protection and connectivity. The design and future development of these facilities are central to the future growth of Greater Shepparton as a liveable community.

3.3 Other Council adopted strategies

Since the last significant review in 2008, there has been a considerable amount of strategic work prepared and adopted by Council. While some of these have a more direct relationship with land use planning (and therefore the planning scheme), all of the documents will have some bearing on changes within the municipality into the foreseeable future.

Relevant adopted documents include the following.

Regional Rural Land Use Strategy

The Regional Rural Land Use Strategy (RRLUS) was adopted by Council in November 2010. The RRLUS was prepared by Parsons Brinkerhoff (PB), RM Consulting Group and others on behalf of the Greater Shepparton City Council, Moira Shire Council and the Shire of Campaspe. The study area comprised land within the rural areas in each of the municipalities.

The objective of the RRLUS was to secure and promote the future of agriculture across the region through modifications to the Greater Shepparton, the Campaspe Planning Scheme and the Moira Planning Scheme.

The amendment was implemented by **Amendment C121** in 2013 to the GSPS which introduced three new categories of the Farming Zone and included modified subdivisions and dwelling entitlements within each category. It also proposed to apply the Rural Conservation Zone to conserve areas with high environmental and landscape values around Murchison.

CBD Strategy

The Shepparton CBD Strategy was prepared in response to the requirement of the State Planning Policy Framework to prepare structure plans for activity centres and to develop local policy directions for the Shepparton CBD including those from the Greater Shepparton Economic Development Strategy (2006) and the Greater Shepparton 2030 Strategy. It also aimed to direct the expected future growth within the CBD and to guide change to land use, built form, access and public spaces in the Shepparton CBD up to 2030.

Key priorities identified as integral for the Shepparton CBD included:

- *Developing and promoting Shepparton as a leader in sustainability through building design, transport modes resource management, its natural riverine environment and strong community.*
- *Consolidating the CBD as the principal retail centre in the region and creating an active, vibrant and safe CBD.*
- *Supporting a robust economy and local employment through appropriate land use mix and activities in the CBD.*
- *Creating residential opportunities and expanding housing choice within the CBD.*
- *Supporting development of the tertiary precinct and enticing students to live and study in Shepparton CBD.*
- *Defining a forward-looking image for the Shepparton CBD taking into consideration its strong indigenous and post-settlement migrant history, riverine location and local agricultural industry.*
- *Improving the design, function and safety of key sites and precincts within the CBD including the Vaughan Street precinct, Maude Street Mall, Stewart Street and Shepparton Plaza.*
- *Creating a pedestrian and cycling-friendly environment.*
- *Improving movement and access by reducing traffic in the CBD, improving public transport services and cycling links and facilities.*
- *Improving access to and provision of car parking within the CBD.*

- *Improving access to, and an awareness of, the riverine area on the periphery of the CBD.*

The CBD Strategy was implemented by the introduction of a precinct based Activity Centre Zone in **Amendment C92**.

Sustainability Strategy 2014

The Sustainability Strategy 2014-2030 was prepared in 2013 and comprised of four parts being:

- Section One provided an introduction to the Strategy, outlines its purpose, how it was developed and introduces the key principles to be applied during its implementation.
- Section Two presented the strategic context of the Strategy. The current state of the Greater Shepparton Environment was summarised, key external drivers of change, the concerns and aspirations of our community and Council's role and capacity were discussed.
- Section Three contained the strategic framework of the Strategy including an outline of the Strategy's mission, visions, strategic directions, objectives and the environmental outcomes that will result from the successful implementation of this Strategy.
- Section Four contained the four-year Strategy Action Plan (2014-2017) to commence achieving the Strategy's objectives. The action plan will be updated every four years as part of the Strategy review process and reported against annually.

The Sustainability Strategy is yet to be implemented into the GSPS.

Greater Shepparton Housing Strategy

The Greater Shepparton Housing Strategy was prepared in 2010 after an extensive community consultation process.

During the preparation of the Housing Strategy, the future implementation of the new residential zones into the Planning Scheme was anticipated by Council. Accordingly, the Strategy identified three types of 'Housing Change Areas', which were capable of being directly translated into the new suite of residential zones. The identified Housing Change Areas are as follows:

Minimal Change Areas

Minimal Change Areas are established residential areas that for a number of reasons have limited capacity to accommodate future residential development. Minimal Change Areas do not prohibit all residential development, but seek to allow limited residential development that is generally consistent with the type, scale, style and character of the area.

Incremental Change Areas

Incremental Change Areas are established residential areas that over time have the capacity to accommodate a moderate level of residential development. This development will mostly include extensions to existing dwellings, new single or

double storey dwellings on existing lots, and low rise medium density housing. It is expected that the general character of Incremental Change Areas will evolve over time as new types and more intense development is accommodated.

Substantial Changes

Substantial Change Areas are established residential areas that have significant capacity to accommodate substantial residential development. These areas will support increased housing diversity by encouraging a variety of housing types, styles and configurations in areas that are close to activity centres, public transport, employment opportunities and open space. Substantial Change Areas will support increased residential densities to maximise the amount of people who can take advantage of these desirable locations. It is expected that the character of these areas will change significantly in the future.

The new residential zones have now been applied in **Amendment C172** consistent with these policy directions in the Greater Shepparton Housing Strategy (GSHS). The Housing Strategy is now a reference document within the Planning Scheme and features in Clause 21.04 Settlement and Clause 21.09 Reference Documents of the MSS.

Industrial Land Review

Habitat Planning completed an Industrial Land Review for the Greater Shepparton City Council in May 2011, with guidance from former members of the Department of Planning and Community Development's (DPCD) Priority Development Panel. The document was adopted by the Council in July 2011.

The *Industrial Land Review June 2011* comprised an assessment of industrial land use and development, supply, associated issues, options and future needs and substantiation for a 15 year supply of industrial land in various locations throughout the municipality. It also provided a framework for future site assessment, needs and rezoning. The key findings of the review were:

- An industrial supply of 15 years is achievable/demonstrated in most industrial precincts.
- Industrial demand is greatest in Shepparton East, with modest development rates in other precincts.
- Shepparton is well placed to continue to meet market requirements for industrial land.
- Further investigations, design and implementation measures are recommended for certain areas, particularly Tatura and Shepparton East.
- The Shepparton East area is the preferred location for industry, with any residential expansion in this area posing problems for the provision and operation of industrial uses and developments.

The Industrial Land Review is to be expected to be implemented by **Amendment C162** in the second half of 2014.

Tatura Industrial Land Review

Council prepared and adopted a *Strategic Review of Tatura Industrial Land* in July 2011 for three major industrial sites within the township. The review considered the adequacy of existing zones, overlays and schedules applying to all three sites and made recommendations on modified zones, overlays and schedules to safeguard their future needs.

The Review made specific recommendations in relation to Tatura Milk Industries (TMI) which was one of the three sites included in the review. The review recommended that a master plan be prepared for all of the lands owned by TMI, previously in five separate zones, and to rezone the entire site to Special Use Zone (SUZ) with an accompanying schedule to facilitate the company's future development needs.

As a direct outcome, **Amendment C151** integrated these recommendations into the Greater Shepparton Planning Scheme. This amendment was undertaken in conjunction with DPCD, DBI and DoT. The amendment was gazetted in December 2012.

Council is now seeking to implement another key recommendation of the Tatura Industrial Land Review in relation to the industrial site at Unilever Australia. Similar to TMI, the strategic analysis within the review supported the continued growth and development of Unilever Australia on the existing site but made a number of recommendations to facilitate its future needs. The review stated that the Council should give consideration to including all of the Unilever land within a Special Use Zone linked to the Master Plan. This is being addressed as part of **Amendment C170**.

3.3 Conclusions Regarding State and Local Strategic Context

There have been considerable and significant changes at the state and local level since the last planning scheme review.

The on-going commitment to 'rolling' planning scheme changes has meant that significant 'content' changes to the planning scheme have already been absorbed via Amendments C93, C108, C110, C121 and C151 (among others). Numerous local strategies have also been absorbed into the scheme since the last review. While current strategic work will need to be absorbed, the rolling program of approval means that Council has a reasonably 'fresh' MSS in terms of content, although not in terms of structure.

One of the most important aspects of this review of the GSPS is the degree to which this adopted strategic work has been critical in Council's decision making process. In the absence of the adopted strategic projects (and amendments) Council would have been most unlikely to have had the policy framework to make contemporary planning decisions.

This clarity of direction has assisted in decision making and has already gained support at the Tribunal where (for example), VCAT rejected an application for a

dwelling in a Farming Zone (*I. and R. Jaksic v. Greater Shepparton City Council – P2062/2013*) noting the level of policy support in the scheme:

The proposal is for a single dwelling on a small rural lot of 8000m2 in an important agricultural area of Greater Shepparton. There is no policy support for it. Rather, it is a use and development specifically discouraged following the implementation of the Campaspe, Greater Shepparton and Moira Regional Rural Land Use Strategy by Amendment C121. Council's decision to refuse the application is thus affirmed.

Similarly, in *134th Larena Pty. Ltd. V Greater Shepparton City Council (P1417/2013)*, in an application for a broiler farm on rural land near Murchison, the Tribunal analysed the RRLUS, Amendment C121 and the new Clause 21.06 in detail and noted:

...we find that strategically, the scheme seeks to encourage further investment in agriculture, especially in growth and consolidation areas....

Notably, Council is now only party to about 10 VCAT applications per annum. Ordinarily, if a Council's strategic framework is sound, then stakeholders have a clear understanding of whether a proposal is likely to be supported or not. In Greater Shepparton, there is anecdotal evidence to support the proposition that, as a result of pre-application discussions, intending applicants are reluctant to proceed given the clarity and robustness of the strategic direction in the planning scheme, especially the MSS. The *Jaksic* and *Larena* decisions support this proposition.

Given the 'freshness' of the strategic content, the most significant of the recommended changes arising from the Planning Scheme review therefore relates to the need to restructure the 'front end' of the planning scheme to align with the new state government PPF structure. Assistance should be sought from the state government's 'Flying Squad' program to help introduce this restructure and Council is very well placed to be a 'model' scheme for implementation.

4.0 Consultations

Continuous Improvement Review Kit requirement:

Outline the consultation process and its outcomes

4.1 Program of Consultation

In the preparation of this report, general and targeted consultation has involved a series of workshops with Council officers, engagement with agencies and stakeholders and a review of the consultation outcomes from the 2008 review.

As already noted, Council has maintained a comprehensive rolling program of reviewing the performance of its scheme through the day to day monitoring and update of the Planning Scheme. Council recognises that the dynamic nature of strategically based planning schemes requires a constant and ongoing monitoring and review. The monitoring and review since the introduction of the planning scheme has consisted of:

- Community consultation on all strategic work.
- Adopted planning scheme amendments.
- Current planning scheme amendments.
- Commissioning of further strategic work.
- Development of an on-going strategic work program.

Council regularly engages with the community on the preparation of all strategic work. Foremost among these was the rigorous community consultation that was undertaken as part of the preparation of the Regional Rural Land Use Strategy, the Housing Strategy and the Heritage Study.

Council also has a regular forum with its key stakeholders to keep them abreast of current issues and to be informed of the concerns of these frequent users.

4.2 Planning Scheme Amendments

Since the 2008 Planning Scheme Review, there have been over 70 local planning scheme amendments that have been finalised. The most significant of these amendments are listed at [Appendix A](#) and all involved varying degrees of community consultation.

There have also been numerous state and regional amendments and [Appendix B](#) contains a list of the most relevant of these.

The large number of Amendments prepared by Council since the last formal review of the scheme reflects Council's desire to continually improve and update the scheme based on strategic research. Many of these amendments have resulted in Panel hearings and notably, most of the Panel report recommendations have been implemented by Council. Some significant local amendments have included:

Amendment C92

Amendment C92 proposed to implement the findings and recommendations of the *Shepparton CBD Strategy* adopted by the Council in October 2008. The amendment proposed the following changes to the Greater Shepparton Planning Scheme:

- rezone the CBD area and peripheral area from the current Business 1 Zone (B1Z), Business 5 Zone (B5Z), Mixed Use Zone (MUZ), Industrial 3 Zone (IN3Z), Residential 1 Zone (R1Z), Public Use Zones (PUZ1, PUZ2, PUZ3, PUZ4) and Special Use Zone 1 (SUZ1) to Activity Centre Zone (ACZ);
- introduce RDZ1 to parts of Welsford and Knight Streets;
- remove or amend as required MUZ–Schedule, SUZ–Schedule 1, DDO–Schedule 4, DDO–Schedule 5 and DPO–Schedule 17;
- include a new Schedule to the Activity Centre Zone (ACZ) at Clause 37.08 which introduces general land use and development objectives and controls, creates 9 precincts which are referred to in a table of uses and in building and works controls specific to each precinct, and creates exemptions from Notice and Review provisions and some other clauses of the Planning Scheme;
- amend Clause 21.04 to include objectives of the Shepparton CBD Strategy in relation to increased residential density in and around the CBD, Urban Design objectives and requirements;
- amend Clause 21.06 to include relevant objectives in relation to economic development;
- amend Clause 21.08 by inserting changes to the General Implementation of Zones and Overlays – Economic Development.
- amend Clause 21.09 to include *Shepparton CBD Strategy, October 2008* as a reference document.

Amendment C92 is to be considered by Council in August 2014 and is expected to be exhibited by the end of 2014.

Amendment C112

In September 2004, Campaspe, Greater Shepparton and Greater Bendigo Councils began to develop a common engineering manual documenting infrastructure standards that could be uniformly used across the borders of the three municipalities in place of the more 'metropolitan' based Clause 56.

In December 2006 a draft Infrastructure Design Manual (IDM) was exhibited for a seven week consultation period and was then adopted and used by those Councils. Gradually other Councils have subscribed to the Manual and it is now estimated that nearly 40 rural and regional Councils use the IDM.

Despite its extensive use, the IDM has no formal recognition in the planning scheme other than being included in the Campaspe, Greater Shepparton and Greater Bendigo schemes as a 'Reference Document' (albeit with different titles). The IDM Board is seeking to redress this by giving the document clear and unambiguous status in every planning scheme in which it is used. Amendment C112 seeks to implement the *Infrastructure Design Manual (IDM) – Version 4* into the Greater Shepparton Planning Scheme.

It is expected that Amendment C112 will be exhibited in the second half of 2014.

Amendment C121

Amendment C121 implemented the Regional Rural Land Use Strategy (RRLUS) adopted by Council in November 2010. The RRLUS was prepared on behalf of the Greater Shepparton City Council, Moira Shire Council and the Shire of Campaspe. The study area comprised all land within the rural areas in each of the three municipalities.

The objective of the RRLUS was to secure and promote the future of agriculture across the region through modifications to the Greater Shepparton, the Campaspe Planning Scheme and the Moira Planning Scheme.

The amendment introduced three new categories of the Farming Zone and included modified subdivisions and dwelling entitlements within each category. It also proposed to apply the Rural Conservation Zone to conserve areas with high environmental and landscape values around Murchison.

The amendment was the subject of a lengthy Panel hearing in 2011 and it was finally approved and introduced into the Greater Shepparton Planning Scheme in September 2013.

Amendment C134

Amendment C134 applied to land owned by Council at 205 Quarry Road, Pine Lodge. The amendment proposed to rezone the land from the Farming Zone to the Public Use Zone 6 (Local Government) to facilitate the use of the land as a regional refuse disposal site. A Strategic Planning Assessment was prepared which included a site analysis, details of the proposal, state and local planning considerations, and strategic justification for the amendment.

The amendment was exhibited in the first half of 2014.

Amendment C151

Amendment C151 applied to industrial land within the township of Tatura and to land generally bounded by Hogan Street, Hanlon Street, Brown Street and Mactier Park, which is developed as Tatura Milk Industries (TMI). The amendment proposes to implement the findings of the *Strategic Review of Tatura Industrial Land, City of Greater Shepparton, June 2011*, in relation to the Tatura Milk Industries land. The amendment proposed to:

- Amend the Tatura Framework Plan at Clause 21.04 in accordance with the findings of the review report;
- Amend Clause 21.06-3 to include references to the importance of the food related industries in Tatura in accordance with the findings of the review report
- Amend Clause 21.06-7 by inserting changes to the Strategic Work Program
- Amend Clause 21.08 by inserting changes to the General Implementation of Zones and Overlays – Economic Development

- Amend Clause 21.09 to include the *Strategic Review of Tatura Industrial Land, June 2011* as a reference document.
- Rezone the Tatura Milk Industries land to the Special Use Zone.
- Include a new Schedule to the Special Use Zone (SUZ9).
- Amend Clause 81 to include the *Tatura Milk Industries – Master Plan* as an incorporated document.

Amendment C151 was the subject of a Panel hearing in 2012 and was approved in December 2012.

Amendment C162

Amendment C162 proposes to implement the *City of Greater Shepparton Industrial Land Review* (the ILR) adopted by the Council in July 2011. The amendment proposes the following changes to the Greater Shepparton Planning Scheme:

- Amend clause 21.01, 21.06 and 21.07 to implement the findings of the ILR and change all references to 'Goulburn Valley Freight Logistics Centre' or 'GVFLC' to 'Goulburn Valley Link' or 'GV Link';
- Amend clause 21.09 to include the ILR as a reference document;
- Amend Schedule 6 to the Special Use Zone to change all references to 'Goulburn Valley Freight Logistics Centre' or 'GVFLC' to 'Goulburn Valley Link' or 'GV Link';
- Rezone some parcels of land nominated in the ILR for immediate action.

Amendment C162 is to be exhibited prior to the end of 2014.

Amendment C173

Amendment C173 implemented the new residential zones arising from the Housing Strategy and replaced the Residential I Zone with the:

- Residential Growth Zone, (RGZ)
- General Residential Zone, (GRZ) and
- Neighbourhood Residential Zone. (NRZ)

This zone selection was in accordance with the recommendations of the Greater Shepparton Housing Strategy which identified three types of 'Housing Change Areas' being:

- Incremental change
- Minimal change
- Substantial change

Other parts of the amendment included land which is subject to the RIZ and identified as an 'Urban Growth Area' proposed to be rezoned to the NRZ; and land which is subject to the RIZ and not identified in the Housing Strategy for change is proposed to be included in the GRZ.

The Panel/Advisory Committee report is expected shortly. It is expected to support Council's amendment to apply the new residential zones in line with the findings and recommendations of the Greater Shepparton Housing Strategy.

In the meantime, the Minister approved a straight translation of the Residential I zone to the General Residential zone effective 1 July 2014 via Amendment VC108.

C170

Amendment C170 applies to land owned by Unilever Australia at 55 Park Street, Tatura. The amendment proposes to implement the findings of the *Greater Shepparton City Council Strategic Review of Tatura Industrial Land*, June 2011 by:

- rezoning the subject lands from the Industrial I Zone (INIZ) to the Special Use Zone (SUZ);
- including a new Schedule to the Special Use Zone (SUZ10) at Clause 37.07 outlining controls specific to subject land;
- amending the Schedule at Clause 81.01 to include the Unilever Australia – Master Plan 2013 as an incorporated document; and
- amending Clause 21.08 by inserting changes to the General Implementation of Zones and Overlays – Economic Development.

Amendment C170 is expected to be exhibited before the end of 2014.

4.3 VCAT Decisions

There have also been numerous VCAT Tribunal hearings arising from decisions made by Council under the Planning Scheme. The most relevant Tribunal decisions that contained important observations with respect to the MSS and other parts of the scheme include *I and R. Jaksic v. Greater Shepparton City Council (P2062/2013)*; *134th Larena Pty. Ltd. v. Greater Shepparton CC (P1417/2013)*; *Thomas v. Greater Shepparton City Council (P769/201)*; and *Director of Housing v. Greater Shepparton City Council (P3260/2005)*.

Aspects of these decisions are referred to throughout this review report.

4.4 Agency Consultations

GMW

GMW suggested that consideration be given to the following as part of the review.

- Floodplain, stormwater and drainage issues are considered in several parts of the MSS. GMW suggests a review of the Greater Shepparton Stormwater Management Plan (2003) given the significant amount of development which has occurred. Floodplain and drainage management is also controlled by 6 separate local floodplain development plans. A review would determine if an overall plan could achieve a better outcome
- The connections program would benefit from a higher profile in the MSS

- GMW notes that a Domestic Wastewater Management Plan was being developed and could provide assistance in this area to ensure unsewered development in some locations does not impact on water quality
- Reference documents need updating including the Septic Tank Code of Practice which is now EPA Publication 891.3 (February 2013)

VicRoads

VicRoads made the following comments for Council's consideration:

- Continue to identify the Shepparton Bypass as a Route of National Significance
- Incorporate the key findings of Council's Freight and Land Use Strategy.
- Assist VicRoads with planning controls to preserve key arterial freight corridors, like the Shepparton Alternative Route.
- Continue to implement Development Plan Overlays with green field land releases that trigger the requirements for Traffic Impact Assessment Reports (TIAR).

EPA

The main area of interest of the EPA is the encroachment and managing for new industrial facilities, particularly those that relate to waste management.

DTPLI

DTPLI made a number of helpful and constructive comments based on ensuring that the GSPS is kept up to date in relation to strategic directives and intent of key state government transport policy. This is particularly relevant to freight, rail, cycling and public transport within the City.

The PS Review also needs to consider the implications of the Hume Regional Growth Plan and its discussions on future trends, land uses and actions

The Department seeks to ensure that these and other state and regional strategic priority actions are included in councils MSS and other key strategic land use documents.

Specific advice is provided in relation to the settlement, economic development and infrastructure sections of the MSS and to the inclusion of new reference documents.

4.5 Outcomes of Consultations

A diverse range of issues were identified during the consultation in the current review of the Planning Scheme. Some general issues are discussed below and specific outcomes for the MSS, zones and overlays are discussed in Sections 5, 6 and 7 of this report.

During the consultation there was limited feedback about the overall structure of the Planning Scheme. Despite it being regularly updated, it was recognised that the

MSS needs to be written more concisely and using plain English as well as needing to contain up-to-date information. This should result in clearer policy directions.

There are a range of structural elements in the Planning Scheme that could be addressed especially modifying the schedules to the zones and overlays so that they minimise the need for so many unnecessary permits.

Much of the consultation discussions on the SPPF and LPPF have already been overtaken by the recent release (March 2014) of a new state wide 'Planning Policy Framework' (PPF).

As already noted, Council will clearly need to revise its 'front end' policy section to align with the new PPF model in accordance with state directions.

It is apparent from the review that the GSPS is being constantly reviewed and does not await the normal four year 'review' cycle. While the last formal review was in 2008, it has been 'refreshed' by significant local amendments since that time including the Housing Strategy (C172), the Rural Land Use Strategy (Amendment C121) and the Heritage Strategy (C110) among others.

That sound strategic basis assisted greatly with the implementation of the new rural zones as part of Am. C121 and the new residential zones as part of Amendment C172. Unlike most other Councils, there was a strong policy basis to the application of the new residential zones arising from the adoption of the Housing Strategy. This enabled Council to undertake a smooth translation of the strategy into the three zones.

Other state changes are proposed but are yet to be implemented. While the new PPF model is generally supported, the 'off the shelf' state DCP model might be too expensive for a regional city and for small rural townships. At about \$210,000/ha for standard charges (excluding local charges for drainage, sewerage and water), this is a figure that equates with the price of land, not the servicing costs of that land.

In addition, there is a lack of development activity in some of the smaller towns simply because of the development costs associated with these smaller areas. For lots that are worth about \$80,000, there is no margin for developers once they have factored in their expenses.

Agricultural manufacturing is doing well with TMI meeting an expanding infant milk powder market, and TMI and Unilever both doing Master Plans. There is scope for SPC and the former National Foods site to also do Master Plans.

4.6 Conclusions Regarding Program of Continuous Review

Since 2008 there have been over 70 completed local planning scheme amendments to the Planning Scheme. This 2014 review has analysed all of the strategic work which Council has undertaken and exhibited since the last review. The review finds that Council has taken very seriously the recommendations of previous Tribunal and Panel reports and has attempted to redress any shortcomings and to fix any gaps. The extensive future work program is indicative of a Council that is fully committed to further fill any identified gaps in its strategic work plan.

5.0 State and Local Policy

Continuous Improvement Review Kit requirement:

Demonstrate how the Municipal Strategic Statement (“the MSS”) implements State Planning Policy

5.1 State Planning Policy Framework

The State Planning Policy Framework (SPPF) is made up of the following sections;

- Clause 11 – Settlement
- Clause 12 – Environmental and Landscape Values
- Clause 13 – Environmental Risks
- Clause 14 – Natural Resource Management
- Clause 15 – Built Environment and Heritage
- Clause 16 – Housing
- Clause 17 – Economic Development
- Clause 18 – Transport
- Clause 19 – Infrastructure

As discussed earlier, the SPPF is presently under review. The analysis for this 2014 Review of the State Planning Policy Framework (SPPF) has taken place based on the existing structure and has not taken account of any anticipated changes. Overall, the analysis reveals that the Greater Shepparton Planning Scheme and MSS are very consistent with the objectives and strategies contained within the SPPF, mainly because of the 'policy neutral' changes introduced by Amendment C108.

It is apparent that there is a very strong correlation between some state and local issues such as settlement/housing (Clause 11.01 and Clause 16) of the SPPF and the Framework Plans in the MSS (Clause 21.04). Both clauses set out areas for expansion and expected settlement areas. There are also parallels between the SPPF and the LPPF where both policies discuss the environment (Clause 12.01 and Clause 21.05); economic development (Clause 17 and Clause 21.06) and infrastructure (Clause 19 and Clause 21.07).

Even greater clarity and consistency between the state and local sections is likely to be achieved by using the key themes in the recently released Planning Policy Framework (PPF). Importantly, the new PPF introduces regional planning to reflect the outcomes of the eight Regional Plans that have been undertaken over recent years. The Hume Regional Growth Plan is the most relevant of these for Council. The new PPF structure will help ensure consistency of planning across the region and will be the best way to ensure that the Regional Plans are adequately considered in day to day planning decisions.

In May 2014, Council made a submission to the new PPF project noting (among other things):

- The Hume region is an important area requiring further strategies in the PPF.
- Further guidance is required for commercial and retail activities.
- Local policy must be able to be included.

5.2 Local Planning Policy Framework

The issue of the structure and usability of the MSS was addressed in detail in the 2002 and 2008 Reports. In summary, the reports found that the MSS should be restructured to present a more “user-friendly” document by rationalising the various themes into their SPPF headings.

This restructure took place as part of Amendments C69 and C108 and is now in the approved scheme. Structurally (and importantly), the GSPS is one of the few schemes in the state that is structured this way which will make for a more seamless transition into the PPF model.

In terms of content, the following is an overall commentary on the performance of the MSS based on staff discussions, input and other consultations.

Clause 21.01 provides a profile of Greater Shepparton and identifies the five key strategic land use planning themes and an attached Strategic Framework Plan.

This clause is quite brief and helps “set the scene”. It has been updated by way of recent amendments and may be able to be edited down to provide a brief ‘context’ in the new PPF model. The Framework Plan in the clause seems to be no more than a road map and serves no useful purpose. The map should either be improved or deleted.

Clause 21.02 identifies the Key Influences and Issues on land use planning in Greater Shepparton.

Evidently this clause does not provide much decision making direction and it could be merged with Clause 21.01 as part of the profile and may be able to be absorbed into the new PPF ‘context’.

Clause 21.03 contains the vision from the 2006-2010 Council Plan and links it with five strategic directions that are explored further in the Planning Scheme.

While this clause will need updating to reflect the new Council Plan, it is unclear where, if at all, it will have a place in the new PPF. As is common elsewhere, the clause is of little practical value.

Clause 21.04 is the most detailed clause in the MSS (at 31 pages) and describes Council’s strategic directions for *Settlement*. It also includes fourteen (14) Framework Plans for most of the townships in the municipality. The sub headings discussed in the clause include:

- Urban consolidation and growth
- Housing changes areas
- Rural residential
- Urban design
- Community life
- Non-residential uses

The clause also has an extensive Strategic Work Program.

This clause has changed the most over the review period based on the rolling program of strategic implementation. The clause provides clear direction on some issues according to staff, although the 'overview' of each sub heading is of only background relevance. The objectives and strategies for most issues (other than urban design) are quite clear and are relied on by staff. The Framework Plans are particularly helpful and have been updated based on the outcomes of the Housing Strategy. While the 'further strategic work' program is considered useful, it has not provided the clear work program that was hoped.

Clause 21.05 describes (in 17 pages) Council's strategic directions for the *Environment* under the themes of Natural Environment and Biodiversity, Floodplain and Drainage Management, Best Practice Land Management, and Cultural Heritage. This latter aspect has been a significant addition by way of Amendment C110 in October 2013. It includes detailed Statements of Significance for seven precincts, definitions based on heritage 'best practice' and extensive conservation guidelines.

The clause is generally of assistance to Council officers.

Clause 21.06 describes (in 11 pages) Council's strategic directions for *Economic Development*, under the themes of Agriculture, Subdivision in rural areas, Dwellings in rural areas, Manufacturing and Freight, Commercial/Activity Centres and Tourism.

This clause has been significantly updated to reflect the outcomes of the Regional Rural Land Use Strategy (Am. C121). It has been supplemented by clear guidance for subdivision and dwellings in rural areas which are recurrent issues for Council. As with the 2008 review, it is considered that there needs to be a stronger reference to 'industry' with the Industrial Land Review expected to soon improve this aspect. Staff believe that there is scope to absorb the Industrial Guidelines into the MSS (or into a Design and Development Overlay). The retail hierarchy is now problematic given the changes in the Commercial zones. The tourism section also will need review as a result of the changes in the Farming Zone.

While the RRLUS and its amendment are reasonably new, the MSS is now a bit 'light-on' because of the changes in the rural zones. There will clearly be a need for a non-agricultural uses type policy to respond to the more liberal provisions in the new Farming Zone.

Clause 21.07 describes Council's strategic directions for *Infrastructure* under the themes of Transport, Urban and Rural Services, and Urban Stormwater Management.

This clause is quite general although it is understood that it has helped explain to applicants the need for some physical requirements dealing with stormwater, water, sewerage etc. References to the IDM are now included while reference to the Parking Precinct Plan has been replaced by the Parking Overlay.

Clause 21.08 is a consolidated 'Implementation' clause that describes the manner in which Council will apply zones and overlays.

Based on the likely new PPF format, this clause might now be deleted.

Clause 21.09 lists a number of reference documents that have influenced the strategies contained within the MSS.

Some of the reference documents are now very dated and could be deleted. It is unclear where this clause will sit in the new PPF format, but all documents will now be referred to as 'Background documents'.

Specific policy provisions in the MSS raised during staff consultations included:

- The policy relating to subdivisions in rural areas at 21.06 is difficult to implement. It is not always clear what the optimum size should be for the balance lot.
- The dwelling side is fine (and has been supported by VCAT) but subdivision policy is unclear.
- There is some disconnect between the rural policy settings and the strategic directions as some of the original content was changed by DTPLI at the approval stage.
- There is a need to introduce non-rural use policy directions for the modified FZ especially for industry and accommodation.
- Re-insert building setback policy guidelines into Local Policy
- Correct references of Midland Valley Highway to Midland Highway in 21.06-4
- Include in 21.05-4 (Cultural Heritage) a requirement that if a site is in an area of cultural heritage sensitivity then prepare a CHMP or a due diligence report
- Correct reference of GVFLC to GV Link
- Refer to new bicycle strategy in 21.07-1
- Change reference to 'BiLo' in 21.06-5 to Coles and Melbourne Road to GV Highway
- Link Clause 21.06-6 to the RRLUS discouraging tourism in FZ 1
- Policy statement is needed discouraging reflective roofs within close proximity to airport
- Statements in 21.05-1 relating to the protection of scattered native vegetation and the new Sustainability Strategy.
- Because of the recent changes to the native vegetation controls, the MSS will be more important as vegetation has been identified as 'low risk'.
- There is a need for wider use of the VPO/ESO given the changes to native vegetation controls.
- There is a need to link the adopted Environment Strategy with the MSS.
- The medical precinct plan identifies the right location but it provides little direction.
- There is a need to encourage medical centres around the base hospital.
- Incorporate medical precinct guidelines into Local Policy to provide policy direction
- The non-residential uses policy for medical centres works well other than in areas where Council wants a cluster; there is a need to encourage it into specific areas.
- One of the plans for Toolamba is incorrect and needs correcting.

Overall, and based on discussions with planning staff, there are consistent attempts to use the “strategic end” of the scheme (Clauses 21). This has been supported by the Tribunal. However, staff advise that, there are aspects of the MSS which are typically not used at all (21.02, 21.02, 21.03 and 21.08). It has also become a quite ‘bulky’ document, at about 80 pages. The MSS bundles many objectives and strategies together and this needs to be separated.

Despite recent modifications to the scheme as a result of Amendments C108, the current MSS still contains some information that is descriptive in nature and which does not assist in decision making. The removal of much of this descriptive content will be required as part of the new PPF format.

Staff consultations also suggest that the MSS is helpful in applications involving medium density housing, rural housing and small lot excisions. That said, there is some confusion in the small lot provision regarding how the ‘balance’ lot size is to be assessed. It is also apparent that the rural sections are already dated by virtue of the recent changes in the FZ. There is considerably more scope to apply for non agricultural uses in the FZ and the MSS provides no direction on this at the moment.

The Town Structure Plans remain useful and clear direction is provided for advertising signs and tourism.

The environment section is not of much assistance other than in a narrative sense. While a new Environment Strategy has been prepared it is doubtful it will be of much specific use unless it is implemented via new overlays. The new PPF format will avoid the need for much of the environmental narrative.

In a more specific sense, while Council is implementing the new native vegetation controls, staff are experiencing difficulties in working out the fine detail, especially the offset provisions.

There is very little guidance on industrial development and this needs support in both the MSS and in new DDOs. This is likely to be filled by Amendment C162.

5.3 Conclusions Regarding the MSS implementation of the SPPF

The structure and format of the MSS was modified by Amendment C108 to better reflect current state government ‘best practice’. That said, the Structure now needs to be changed as a result of the State Review into the LPPF/SPPF structure.

A draft PPF has now been released for discussion (March 2014) and it is clear that changes will be required to the structure of the ‘front end’ of all planning schemes incorporating subsections for state, regional and local considerations. While this is considered to be a logical and well integrated approach, it will require a total restructure of the existing Greater Shepparton LPPF.

Until the State program for integration is complete, it is not appropriate to make significant changes to the layout or structure of the MSS, other than to make content changes.

6.0 Zones and Schedules

Continuous Improvement Review Kit requirement:

Audit the application and performance of the Zones in the scheme; and investigate whether or not the Schedules in the scheme have been appropriately applied.

6.1 Zone Selection

There are a total of 16 zones in the Greater Shepparton Planning Scheme as follows:

- Residential 1
- Low Density Residential
- Mixed Use
- Township
- Industrial 1
- Industrial 3
- Commercial 1
- Commercial 2
- Rural Living
- Farming
- Public Use
- Public Park and Recreation
- Public Conservation and Resource
- Road
- Special Use (9 Schedules)
- Urban Floodway

Most of these zones have attached schedules other than the Commercial 2 zone and the Road Zone. These schedules vary in complexity from standard “default” provisions to quite complex provisions.

The Residential 1, Industrial 1 and 3 zones have “none specified” included. By contrast, the Commercial 1 and Mixed Use zones indicate retail floor area limits for specific sites for Shepparton Market Place and Parkside Drive. The Farming zone now has two schedules arising from the adopted RRLUS (Amendment C121). There are ten specifically tailored schedules for the Special Use zone dealing with the various showgrounds, horse racing facilities, schools, tourist parks and the Freight Logistics Centre.

6.2 Zone Issues

Ordinarily, a Planning Scheme Review finds that the zone selections of a Council are ‘about right’, with any changes usually being limited to the schedules. The outcomes of this review are different with staff making quite a few suggested zoning changes.

Apart from implementing adopted work, the most notable recent zone change related to the introduction of the new suite of residential, rural, commercial and industrial zones. While most have already been translated (with only the residential

zones pending in July 2014), the details of the zones may require their selection to be revisited.

Specific issues to emerge from consultation regarding the zones and alternative zone options include:

Residential Suite

- The Minister introduced three new residential zones in the Victoria Planning Provisions in July 2013. The three zones (or a combination thereof) will replace the existing zones by mid 2014 as a result of Amendment C172.
- The main issue with the application of the new Residential zones has been limited to the application of the Neighbourhood Residential Zone (NRZ) in the growth areas.
- The Low Density Residential zone (LDRZ) has been modified and the subdivision provisions include a reduction in the minimum lot size to 2000m². This is especially relevant to the potential for increased densities in the LDRZ in the municipality.
- The Township zone has been utilised in the smaller settlements and this is appropriate.
- If a town is seweraged towns then it will have demarcated zones; otherwise it will have the TZ.
- The Mixed Use zone has been used in small pockets throughout the municipality (such as at Parkside gardens). It has also been utilised to increase commercial activity in Shepparton (and Mooroopna).
- Vic-Track has utilised the MUZ in Shepparton around the rail line.

Industrial Suite

- The Minister also introduced three modified industrial zones in July 2013. The zones have already replaced the existing zones in a direct translation that should be reviewed as to the on-going relevance of those zones.
- The Industrial 1 and 3 zones have been applied, with most land covered by the Industrial 1 zone.
- These zones have largely been applied to the older and more established areas.
- An analysis of the adequacy of industrial zones to deal with the current economic changes of land use objectives has been addressed in the context of the Industrial Land Review.
- Industrial Land Review has now been adopted and Amendment C162 will go to Council in August 2014 awaiting exhibition.
- The amendment is likely to make changes to the MSS (at Clause 21.06) as well as some rezonings to industrial around GV link and another six industrial rezonings.

Business Suite

- The Minister introduced two modified commercial zones to replace the five existing business zones in July 2013. Council had used four of the five previous zones. The new zones have replaced the former zones in a direct

translation that should also be reviewed as to the on-going relevance of those zones.

- The commercial zone changes potentially have profound impacts on the city.
- A submission was made to the Minister alerting him to the dangers in a regional city of allowing uncontrolled offices and cinema based entertainment in the C2Z outside a CBD.
- Council has applied the Activity Centre Zone (ACZ) over the CBD area to replace the former B1Z and B5Z so as to implement the CBD strategy as part of Amendment C92 which will be exhibited soon.
- The ACZ schedule includes eight precincts and sub-precincts
- There are some emerging pressures to use former B4Z land (which is now C2Z) as fruit sales for orchardists.
- Staff believe that the ACZ may have to be used more extensively so as to overcome some of the changes in the new business zones.
- In that context, a Commercial Activity Centre Strategy has been proposed and Essential Economics have been appointed to prepare this plan over the next 12 months.

Rural Suite

- The current suite of zones is a result of the implementation of the Regional Rural Land Use Strategy in Amendment C121.
- The schedules and subdivision controls in the zones are a direct result of the RRLUS.
- There is concern about the deletion of the section 173 requirement in rural areas and the policy position on this also needs to be confirmed.
- It is unclear what impacts the new FZ will have on the basis of the Industrial Land Review.
- There is a need for local policy direction in the MSS to ensure there is some connection between an industry and the agricultural production on the land.
- This is likely to be a problem in the new FZ with those wanting to use existing cool stores for industrial purposes.
- There is also a pressure point on the road between Tatura and Mooroopna especially in regards to the use of older agricultural sheds.
- There is a problem in Tatura at present as there is limited or no available industrial land.
- The change to the RLZ has introduced 2ha as the default and some stakeholders assume that this figure is now in the schedule whereas 8ha remains until changed.
- RLZ might be dropped to 2ha in some areas on a precinct basis.
- However, there is no plan to do a blanket change of the RLZ from 8ha to 2ha.

Public Use Suite

- The Public Use Zone has been extensively used.
- Council officers have issues with anomalies in the current planning scheme, particularly involving the suite of public use zones.

- There is potential to 'tidy up' some of the public use zones including over some water channels, private schools and hospitals.
- Changes to the schedules to PUZ are needed so as to allow Council to have more signage types (eg the 'SAM' sign required enforcement action).
- The default signage provisions in the schedules need review and instead of the default 'Category 4' in the schedule, officers want to be able to use either Category 1 or Category 2.
- There is an error with the zoning of the Shepparton Court House as PUZ3 rather than PUZ1.

Special Use Suite

- This zone has been used extensively within the Greater Shepparton Planning Scheme. There are ten schedules to the Special Use zone.
- Based on consultations with staff, a review of the extent of use of this zone might be required.
- For instance, one change could be the possible rationalization of Special Use zones 1,2,3 and 4 into the one zone and schedule.
- The Special Use zone schedule around the Showgrounds (SUZ1) needs review while the use of the PUZ has raised problems with uses on public land and is especially difficult with signage.
- The zone schedules all need review as permits are presently being required for numerous events that should be 'as of right'. Council issues unnecessary permits for numerous functions that should not require permit.
- The noise controls in some schedules also need review.
- There is scope to merge the golf course schedules and to add all the other golf courses to the same schedule that are presently within the FZ.
- The schedules usually require that school developments are linked to a concept plan or master plan.
- Notably, SUZ6 does not have a name.

Other issues to emerge from consultation regarding alternative zone options include:

- Further changes to the Farming zone schedule to reflect the outcomes of the new rural zones.
- A review of the zones (and overlays) on and around wastewater treatment plants arising from the 'Review of buffer distances surrounding wastewater management facilities'.
- Earthworks control document has been partly unsuccessful in that all developments are completed under a planning permit.

6.3 Conclusions regarding the Zones and Schedules

Most of the zones and schedules in the Planning Scheme require some level of review and further work including possible deletion and map changes. Changes to these zones need to be based on future work being undertaken such as;

- Implementation of the Industrial Land Review.
- A review of commercial zones in light of the recent changes to the detail of the zone and its schedule.
- Review of SUZ and PUZ land to resolve anomalies.

7.0 Overlays and Schedules

Continuous Improvement Review Kit requirement:

Audit the application and performance of the Overlays in the scheme; and investigate whether or not the Schedules in the scheme have been appropriately applied

7.1 Overlay Selection

There are a total of 15 overlays in the Greater Shepparton Planning Scheme as follows (with the number of schedules):

- Environmental Significance (5)
- Vegetation Protection (1)
- Heritage (1)
- Design and Development (8)
- Development Plan (18)
- Erosion Management (1)
- Salinity Management (1)
- Floodway (1)
- Land Subject to Inundation (1)
- Bushfire Management
- Public Acquisition
- Airport Environs
- Environmental Audit
- Development Contributions
- Parking

All of these overlays (other than the Environmental Audit overlay) have at least one attached schedule which, like the zone schedules, also vary in complexity. A brief overview of the overlays and schedules is as follows.

7.2 Overlay Issues

Environmental Significance Overlay

This overlay has five schedules as follows:

- Schedule 1 Radio Australia
- Schedule 2 Shepparton Wastewater Treatment Plant
- Schedule 3 Mooroopna Wastewater Treatment Plant
- Schedule 4 Tatura Wastewater Treatment Plant
- Schedule 5 Murchison Wastewater Treatment Plant

The previous review found that ESO1 needs considerable review as it has no exemptions and a referral to an agency not listed at Clause 66. There is a need to consult with the Broadcast Australia to discuss its purpose and the future of this overlay. There has been no change to this overlay. In addition, Broadcast Australia does not appear in the schedule to Clause 66.06

ESO2, 3, 4 and 5 all relate to buffer issues surrounding wastewater treatment plants. Agencies are increasingly seeking planning scheme protection around the perimeter of their major infrastructure items (usually wastewater treatment plants). Agencies usually prefer to apply an ESO around the plant to a dimension to accord with EPA guidelines (or based on more specialised research). While DTPLI has not been fully supportive of this approach in the past, ESOs have been used throughout Victoria to address a range of these environmental and 'amenity/interface' type issues. The Mitchell C79 Panel report in 2012 contains an extensive discussion on this issue and the application of an ESO around the Kilmore wastewater treatment plant. As elsewhere, the Panel supported its application and this has now been approved.

Council should retain the Environmental Significance Overlay as the appropriate tool to manage buffer issues around these existing (and future) sensitive land uses adjoining public infrastructure assets. That said, there clearly the potential to rationalise these four schedules into the one schedule.

Staff advise that these overlays have worked well and they want to keep them. The sites are mapped according to a nominated buffer dimension but GV Water evidently have some updated mapping that need to be absorbed.

The only other change is that the schedule will need some exemptions from notice and review.

Vegetation Protection Overlay

The VPO now only has only one schedule (VPO2). The schedule addresses the Calder Woodburn Avenue of Honour which is already covered by the Heritage Overlay (HO22). The last review suggested that this overlay may be able to be removed as it is a duplication of the HO.

Staff suggest that, subject to consultation with the National Trust, this is essentially a heritage matter which means that the overlay could now be removed.

Heritage Overlay

The Heritage overlay has one schedule which lists heritage places which vary from a building to a precinct to a bridge. The overlay was significantly updated by Amendment C110 in October 2013. That amendment not only increased the number of protected places from 149 to 205, it also linked the schedule to the *Greater Shepparton Heritage Incorporated Plan* (May 2013).

Some mapping errors have emerged with the amendment and this will be rectified as a correction amendment as part of a Section 20(4) request.

Other than this, and as a relatively new provision, there is no pressing need to change this schedule.

Design and Development Overlay

This overlay has grown considerably in use since the last review and now has eight schedules as follows:

- Schedule 1 East Shepparton Industrial Area
- Schedule 2 Airport Environs
- Schedule 3 Shepparton Town Entry North Precinct
- Schedule 4 Shepparton Civic North Precinct
- Schedule 5 Lakeside Precinct
- Schedule 6 Shepparton South Village Precinct
- Schedule 7 Kialla Park Boulevard Precinct
- Schedule 8 Moorroopna Town Entry West Precinct

Schedule 1 applies to a specific area which has a Master Plan. Staff suggest that this overlay is likely to be addressed as part of the upcoming Am C162. The schedule needs to include exemptions from review and it needs to rename and update the Reference Document.

There is also scope to review its detail, including deleting the Doyle Road diagrams and including reference to the Infrastructure Design Manual.

Since the last review, Amendment C79 has been approved and this included five new overlays to implement the Shepparton Urban Design Framework.

Staff suggest that while these DDOs for the town entrances have performed well (especially since the mandatory provisions were deleted), they could do with a further review to improve signage and built form controls dealing with setbacks, height, design and landscaping. The key to the DDOs is in being able to vary standards on a case by case basis.

DDO8 needs to be extended out further in a mapping sense.

Overall, the DDOs introduced by Amendment C79 are a good example of better planning outcomes being achieved by virtue of the strategic work done by Council. A good example of this is the Tradeline site on the western side of the entrance to the city, south of the Riverside Plaza.

Development Plan Overlay

This overlay has also grown considerably in use since the last review and now has eighteen schedules as follows:

- Schedule 1 (no name)
- Schedule 2 Tatura Golf Club
- Schedule 3 Shepparton South Growth Corridor
- Schedule 4 Shepparton North Growth Corridor
- Schedule 5 Freight Logistics Centre
- Schedule 6 Parkside Estate
- Schedule 7 Parkside Gardens
- Schedule 8 Malboro Drive
- Schedule 9 Shepparton South East Growth Corridor
- Schedule 10 Channel Road Development Plan - Feiglin
- Schedule 11 Kialla Lakes Extension Development Plan

- Schedule 12 Goulburn Hwy (Airport) Development Plan
- Schedule 13 Murchison – Tatura Road Development Plan
- Schedule 14 Mooroopna West Growth Corridor
- Schedule 15 Emerald Bank Development Plan
- Schedule 16 None
- Schedule 17 Shepparton Railway Development Plan
- Schedule 18 Development Plan – River Road and Wisely Road

These DPOs typically work quite well especially need for agreements on servicing and infrastructure.

Specific comments arising from the consultations include acknowledgement that DPO1 was the original 'holding' overlay that was to apply to expanding residential areas and much of it has been overtaken by the more detailed overlays in the various growth corridors. As was found in the last review, as these more detailed overlays are completed there is scope to wind back and even remove parts (or all) of DPO1.

Amendment C73 proposed some new DPOs such as at Mooroopna West.

Erosion Management Overlay

This overlay surrounds Dookie township and has a schedule which states "none specified" meaning that buildings and works permits are triggered in all cases. There has been no change in this schedule since the last review. That review also found that not only does the schedule serve little useful purpose (as it requires a permit with no exemptions), the basis of the overlay and its mapping was unclear.

One advantage of the EMO according to staff is that it gives control over development on hill tops. While this might be the case, the more transparent overlay would be an SLO.

Salinity Management Overlay

Unlike the EMO, this overlay now has a schedule which exempts a permit for works in accordance with an Incorporated Document. However, it does not exempt buildings.

The SMO applies to land near the Whroo, Murchison, Tatura and Dookie townships.

Staff suggest that this is a poor schedule with considerable scope to exempt out some permits. In particular, they suggest that a schedule is needed to exempt minor applications (such as car ports) in Dookie in the TZ.

Floodway Overlay and Land Subject to Inundation Overlay

These overlays each have a detailed schedule which was informed by work carried out by the Goulburn Broken Catchment Management Authority including exemptions and cross reference to various Floodplain Management Plans (FMP). The schedules have been redrafted since the last review on the basis of Amendment C32.

Staff advise that there are some problems with understanding the FMP. The CMA acknowledge that they need to review the FMPs and that this is up to the CMA. There have been issues at VCAT with these overlays (see *Thomas v. Greater Shepparton City Council (P769/201)*; and *Director of Housing v. Greater Shepparton City Council (P3260/2005)* especially the mapping issue with 'islands' of LSIO. The maps suggest that there is development potential on some land yet the access issues have caused VCAT to reject applications.

In the LSIO schedule there is a need for changes to the residential zones (other than TZ) and to remove town names. There is also a need in the same schedule to change the reference to refer to 'one dwelling on a lot' rather than a 'new dwelling'. Elsewhere there are formatting and other changes required to the schedule. Finally, there is a need for clarity around some exemptions such as spas, and domestic shed extensions for both the LSIO and FO.

Public Acquisition Overlay

This overlay has one schedule with nineteen acquisition authorities identified including Council, VicRoads, Goulburn Valley Region Water Authority, Goulburn Murray Water etc

This schedule has evidently worked well and will be modified on an on-going basis to reflect the acquisition objectives of the authorities. In that context quite a few of the schedules can now be deleted (ie PAO5 and PAO6) as they have been acquired.

Development Contributions Overlay

This overlay has three schedules as follows:

- DCPO1 North Corridor
- DCPO2 South Corridor
- DCPO3 Mooroopna West

These are reasonably recent schedules that will form the basis of the future 'roll out' of this overlay. These are indexed annually.

Environmental Audit Overlay

This overlay should be applied only to land identified, known or reasonably suspected of being contaminated and which has not satisfied one of the two requirements of the overlay. (Refer to the Ministerial Direction No 1 Potentially Contaminated Land). This overlay has a specific purpose only and is not intended to generally identify all land known or suspected to be contaminated.

Where land has been identified as being potentially contaminated Ministerial Direction No. 1 requires an audit to be completed to the requirements of the Direction before the site is developed. This overlay is not intended to have a schedule but it identifies places requiring environmental audit clearance prior to development for a '....sensitive use'.

The application of the Environmental Audit Overlay is normally applied to sites on the priority register of the Environment Protection Agency and other priority sites identifiable from Council information.

So far, the overlay has only been applied in the southern growth corridor and has found to be an expensive and 'over the top' impost on the developer. It has also been applied to some isolated sites and another site is proposed as part of Amendment C162.

Bushfire Management Overlay

Proposed new BMO mapping makes some minor changes to the existing mapping but this is yet to be released. The CFA is also discussing the introduction of some modifications and schedules to the overlay but at the moment there is no scope to schedule-out minor applications and so they are requiring a Bushfire Management Plan (BMP).

Staff advise that they need a schedule to exempt out the need for a Bushfire Management Plan (although they are happy to require a permit). The BMP is an unnecessary and costly impost on applications.

On 31 July 2014, VC109 introduced changes to the GSPS by (among other things) amending Clause 52.48 'Bushfire Protection: Exemptions' to provide exemptions for the provision of defensible space for a dwelling approved under the BMO; and Clause 66 'Referral and Notice Provisions' to change the referral authority status for relevant fire authorities (CFA) from 'determining' to 'recommending referral' authority, for some types of development.

Airport Environs Overlay

This overlay adopts the state-wide standard Schedule 2. The overlay identifies places affected by the operations of the Shepparton airfield. The overlay is essentially a 'use' control and it is complemented by DDOs so as to address buildings and works.

The Council is the owner of the airport and it is administered by a Committee of management of Council. They are therefore both the owner and the determining authority.

Parking Overlay

This overlay was introduced as part of Amendment C95 in 2013 and it identifies car parking rates to be provided for the use of land in the Shepparton Central Business District (CBD). Rates include 3 spaces per 100m² for a 'shop' and 4.5 spaces for a department store. A 'cash in lieu' financial contribution is set at \$4,500 per space. This amount is to be increased annually on 1st July in accordance with the *Construction Industries Producer Price Index-General Construction Industry*. However this figure is well below the market rate and needs to be adjusted.

Staff also want to ensure reliance on the 'Australian Standard' rather than the planning scheme for aisle widths and parking bays.

The extent of the overlay needs to be enlarged to include all the CBD area that is zoned C1Z (and proposed to be zoned ACZ in Amendment C92) up to Balaclava Road from Knight Street.

The overlay was developed prior to the recent state wide changes in the parking provisions and these need to be reviewed in some cases, such as medical centres.

Other specific issues raised during consultations on overlays included:

- Schedule to LSIO to be extended to include exemptions for dwellings in the RIZ of suburbs of Shepparton i.e. Kialla, Shepparton North etc.
- Schedule to LSIO to exempt dwellings in LDRZ
- Schedule to LSIO to exempt need for permit for shed extensions
- Incorporated documents for floodplain development plans are difficult to understand and need review
- DDOI should include exemption from notice and review as it is industrial in nature and planning approvals required in this area are generally exempt from notice as well.
- Parking Overlay rate for medical centre should be the same as Clause 52.06 rate and this should also be the same rate in the local policy (21.04-6)
- Correct wastewater treatment ESO's so that they are consistent with GVW revised mapping
- Improve clarity of the aerodrome committee in applications in the AEO to specify if they are a referral authority.
- There is a need to review and/or have exemption from notices in DPOI and the ESO.

7.3 Conclusions regarding the Overlays and Schedules

Most of the overlays and schedules in the Planning Scheme require review and further work including possible deletion, exemptions, decision guidelines, map changes and the like.

Notably, few of the overlay schedules provide any meaningful exemption provisions (eg EMO, SMO) meaning that in many cases, all buildings and works require a permit. It is quite possible that some planning permits are the result of unnecessary applications triggered by the extensive overlay network with inadequate exemptions. In the context of the recent state initiatives to streamline the planning process and remove unnecessary permits, Council could minimise applications by including some realistic exemptions.

It is also evident that on the basis of further strategic work done by Council and others that further overlays and detailed schedules are likely to be required. In particular, and as a result of strategic work done, there may be a need to include further Development Contributions Plan Overlay for parts of the municipality.

8.0 Specific Provisions and Referrals

Continuous Improvement Review Kit requirement:

Audit the application and performance of the Specific Provisions in the scheme; and investigate whether or not the Schedules in the scheme have been appropriately applied.

8.1 Audit of Specific Provisions and Schedules

There are a number of opportunities in Clause 52 and Clause 66 of the Greater Shepparton Planning Scheme for Council to specify local variations or agencies as follows:

Clause		Schedule	Comment
52.01	Public Open Space Contribution and Subdivision	5% for Residential, Business and Industrial Zones; and 3% for Rural Living, Low Density and Township Zones.	Inserted by Amendment C109 in June 2009.
52.02	Easements, Restrictions and Reserves	None Specified	
52.03	Specific Sites and Exclusions	Lake Mokoan Dhurringile Prison Extension GM Water Connections and Modernisation Project	
52.05	Advertising Signs	None Specified	
52.16	Native Vegetation Precinct Plan	None Specified	
52.17	Native Vegetation	Arcadia section of GV Hwy	
52.27	Licensed Premises	Business I Zone BYO Licence	Change of name
52.28	Gaming	Marketplace Shopping Plaza	
52.32	Wind Farms	Land within 5kms of urban area	
52.37	Dry Stone Walls	None Specified	
66.04	Referral requirements	ESO2 ESO3 ESO4	All need review

		ESO5 DDO2 AEO	
66.06	Notice requirements	None Specified	Needs review

While Council has taken the opportunity to include local content in many of these schedules, there still remains significant opportunity to use these schedules, including revision of existing information which is somewhat dated. Consultations noted that the schedule to Clauses 52.01 and 52.27 needed updating to refer to commercial zones (instead of Business zones).

In addition to these, the Schedule to Clause 61.03 identifies map references and this may need modification in the event that any consequential zoning and overlay changes are made. The Schedules to Clauses 66.04 and 66.06 include referral and notice requirements and these too will need modification and updating to reflect other recommendations arising from the review (such as ESO1).

8.2 Audit of Incorporated Documents

There are 15 local 'Incorporated Documents' listed in the Schedule to Clause 81.01 of the Planning Scheme as follows:

Dhurringile Prison Extension, Incorporated Document, December, 2013	GC4
Earthworks Controls in the Shire of Campaspe, City of Greater Shepparton and Moira Shire, August 2010	C138
Goulburn Murray Water Connections and Modernisation Project Incorporated Document, Moira and Greater Shepparton Planning Schemes, June 2012	C166
Goulburn-Murray Water Native Vegetation Code of Practice, February 2011	C161
Greater Shepparton Floodplain Development Plan – Precinct of Mosquito Depression, October 2006	C32
Greater Shepparton Floodplain Development Plan –Precinct of Broken River, October 2006	C32
Greater Shepparton Floodplain Development Plan –Precinct of Broken Creek, October 2006	C32
Greater Shepparton Floodplain Development Plan –Precinct of Goulburn River, October 2006	C32
Greater Shepparton Floodplain Development Plan –Precinct of Honeysuckle and Seven Creeks, October 2006	C32
Greater Shepparton Floodplain Development Plan –Precinct of Lower Goulburn, October 2006	C32
Greater Shepparton Heritage Incorporated Plan, May 2013	C110
Greater Shepparton Planning Scheme Tatura Milk Industries Master Plan 2012	C151

Lake Mokoan Decommissioning Project Planning Scheme Incorporated Document	CI13
Mooroopna West Growth Corridor Development Contribution Plan, July 2013	CI67
Shepparton North and South Growth Corridors, Development Contribution Plans – December 2002 (updated October 2003)	CI1

8.3 Conclusions regarding Specific Provisions, Referrals and Incorporated Documents

It is apparent from consultation that all schedules to the Specific Provisions, Referrals and Incorporated Documents need to be reviewed to ascertain whether they are achieving their intended purpose, (especially Clauses 66.04 and 66.06) or whether they are still relevant.

9.0 Strategic Work Program

Continuous Improvement Review Kit requirement:

Document the strategic work that has been completed or carried out since the approval of the scheme and any additional work required to strengthen the strategic direction of the planning scheme.

This section of the report addresses the 'Strategic Work' program which Council has undertaken as part of the on-going maintenance of the existing planning scheme.

9.1 Current Commissioned Strategic Work

An array of strategic research and analysis has been undertaken in-house or commissioned by Council since the last scheme review in 2008. The completed strategic work (with relevance to the Planning Scheme) includes the following:

- Greater Shepparton Housing Strategy
- Greater Shepparton Heritage Study Stage IIB
- Greater Shepparton Industrial Land Review
- Greater Shepparton, Campaspe and Moira Shires Regional Rural Land Use Strategy
- South Shepparton Community Infrastructure Needs Assessment
- Strategic Review of Industrial Land in Tatura
- CBD Strategy
- Destination Management Plan
- Access and Inclusion Plan
- Cycling Strategy
- Sustainability Strategy

Council has also prepared Consultant Briefs for the following 'Flying Squad' projects:

- C112 IDM
- C134 Cosgrove Landfill
- C162 Industrial Strategy
- C92 Implementation of ACZ/Shepparton CBD.
- C170 Unilever

9.2 Council Plan Work Program

As discussed in Section 3.2, the Council Plan (2013-2017) has committed to undertaking further strategic work on a variety of issues of relevance to the Planning Scheme. An example of the current commitments includes the following recently commissioned project

GV Equine and Greyhound Precinct Strategy

Council has commissioned a Feasibility Study and Master Plan for the development of the Kialla Racing Precinct. The Goulburn Valley Harness Racing Business Plan (2007-2012) identified the potential of the Goulburn Valley as an area with unique

positioning to become a regional leader in breeding, education and racing. It also acknowledged the need to significantly improve facilities in order to realise increased economic benefits.

The Goulburn Valley Harness Racing Industry Economic Value Assessment prepared in July 2007 estimated the assets of the Harness Racing industry to be \$139.9 million, with an annual turnover of \$36.1million. The industry employs 3,000 people, and as such, is a key employer in the region.

Broad concept plans for the Kialla paceway harness racing and greyhound track were first submitted to Council in 2007 with a view to turning the complex into a centre for excellence, as well as providing ancillary activities and services as part of an integrated precinct.

The Feasibility Study and Master Plan will:

- Assess the potential demand and relative competitiveness for this precinct within the region and Victoria;
- Determine the economic value of the development to Greater Shepparton and the region, particularly in the area of employment.
- Evaluate the cost of potential improvements to the racing complex, and undertake a cost benefit analysis;
- Investigate the viability of ancillary activities to harness racing that could be established within the precinct;
- Assess the potential environmental and social impacts of the development, including adjacent riparian corridors and residential development;
- Assess the potential positive and negative impacts of the complex on the adjacent greyhound racing facility;
- Investigate how the development could be delivered, including funding sources and land ownership.

The project will include the conceptual location and design details of:

- Upgraded equine training facilities, such as tracks, stables, walkers and swimming pools;
- Upgraded greyhound training facilities;
- Facilities for equestrian events, such as show jumping, showing and pony clubs;
- Ancillary activities such as veterinary services, feed and equipment sales, education facilities, visitor accommodation and/or conference centre;
- Rural residential development on surrounding land associated with the equine complex;
- Any required physical buffering to surrounding land uses, such as earthen mounds or vegetation strips;
- Critical infrastructure, such as vehicle access points and service roads, service connections and drainage; and
- Sensitive areas within the precinct that cannot be developed.

The outcomes of the feasibility study and master plan will be used as a basis for more detailed planning, design and investigations required to progress the development of different parts of the precinct. It will also involve as a planning

scheme amendment to facilitate the development, and provide strategic justification and support in seeking potential funding opportunities.

9.3 Existing MSS Work Program

The existing MSS has an extensive program for further strategic work listed at Clauses 21.04 to 21.07 (inclusive). The status of this work is contained in the table attached.

MSS Further Work Program	Status/Comment
<p>Settlement (21.04)</p> <p>Monitor housing trends.</p> <p>Monitor 'supply triggers' for development based on land take-up rates that indicate when the identification and planning of new land should commence.</p> <p>Investigate variations to Clauses 54 and 55 of the Planning Scheme to reflect Housing Change Areas.</p> <p>Investigate opportunities for the continued improvement of the residential development assessment process.</p> <p>Investigate different zone options for implementation in growth areas.</p> <p>Further assess the Raftery Road Corridor for potential for more intensive rural living or low density residential development and zoning.</p> <p>Develop policy guidelines to restrict inappropriate development within and immediately surrounding areas which are liable to flooding.</p> <p>Develop and integrate into the planning process a connectivity assessment tool such as a Connectivity Index to require a minimum level of connectivity in all residential neighbourhoods.</p> <p>Identify opportunities for (re)development at increased densities to create a diversity of housing options.</p> <p>Identify development opportunities for special housing types such as aged care in appropriate locations.</p> <p>Review the Recreation and Open Space Strategy to identify open space requirements and develop strategies for</p>	<p>Completed as part of the Housing Strategy.</p> <p>Not really needed but part completed as part of the Housing Strategy.</p> <p>The State is doing this</p> <p>Amendment C 173 partly addresses but do we need changes to schedules</p> <p>Delete</p> <p>Amendment C 173</p> <p>Investigation Area No2 in MSS CMA review of FMP</p> <p>Delete</p> <p>Amendment C 173</p> <p>Delete</p> <p>Underway</p>

MSS Further Work Program	Status/Comment
<p>creating an open space network. This should include design guidelines to ensure open space is attractive, accessible and safe.</p> <p>Prepare Development Contributions Plans incorporating community infrastructure in growth corridors.</p>	<p>Being done as required</p>
<p>Prepare a land use strategy for Tatura.</p>	<p>Delete</p>
<p>Prepare Structure Plans for the residential corridors for Shepparton/Mooroopna, and proposed development areas at Tatura.</p>	<p>Underway</p>
<p>Devise landscaping themes throughout the municipality to create a unified identity whilst retaining individual township character.</p>	<p>Delete</p>
<p>Review the Shepparton Urban Design Framework to prepare urban design guidelines and directions for other areas that are not included in the "Urban Design Framework – Shepparton North and South Business Areas".</p>	<p>Retain but reword</p>
<p>Prepare design guidelines for residential development.</p>	<p>Delete</p>
<p>Develop a tool for ensuring adequate connectivity within and between residential developments.</p>	<p>Part of Development Plan – delete</p>
<p>Develop a policy that restricts inappropriate development within and surrounding areas which are liable to flooding.</p>	<p>As above</p>
<p>Environment (21.05)</p>	
<p>Prepare an Environmental Strategy incorporating Local Biodiversity Action Plans.</p>	<p>Adopted June 2014</p>
<p>Apply the Wildfire Management Overlay after consultation with the CFA.</p>	<p>State government</p>
<p>Undertake floodplain management studies for the smaller rural townships and villages.</p>	<p>CMA</p>
<p>Prepare an integrated effluent disposal strategy in conjunction with relevant agencies.</p>	<p>Environmental Health</p>
<p>Prepare a Municipal Domestic Wastewater Management Strategy.</p>	<p>Environmental Health</p>
<p>Update the Economic Development</p>	<p>Underway</p>

MSS Further Work Program	Status/Comment
strategy.	
Prepare cultural heritage design guidelines for development applications involving places identified as being of cultural heritage significance.	Delete
Identify and assess cultural heritage places in rural areas, in particular settlement associated with Closer Settlement and Soldier Settlement.	Rural Heritage Study – needed
Identify and assess cultural heritage places in Mooroopna and Murchison.	Rural Heritage Study – needed
Translate the precinct classification from the <i>City of Greater Shepparton Heritage Study State II</i> to accord with the recommendations of the 2007 Steering Committee for the <i>Greater Shepparton Heritage Study II</i> .	Partly Amendment C110
Re-format all heritage Statements of Significance to accord with current practices.	Amendment C110
Review the RRLUS recommendation in relation to the protection of land with high conservation values to the south and west of Murchison and in the Dookie Hills area to determine the best Zone or Overlay to achieve the conservation outcomes.	This was a Am. C121 Panel comment – retain
Economic Development (21.06)	
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.	Economic Development Strategy is underway and the Industrial Land Review (ILR) has been adopted and RRLUS adopted. Tourism strategy also completed.
Prepare Urban Design guidelines for development and signage of visitor services, particularly future highway service precincts at the access points to the Bypass.	Delete
Investigate a future long term industrial area on the northern side of Wanganui Road bounded by the bypass to the north.	Amendment C162
Investigate the rezoning of the Unilever site in Tatura to a Special Use Zone subject to the satisfactory completion of a site Master Plan.	Amendment C170
Investigate application of noise attenuation controls surrounding industrial sites in	Amendments C150, C170 and C173

MSS Further Work Program	Status/Comment
<p>Tatura. Undertake a Rural Living review.</p>	<p>Delete – Amendment C93</p>
<p>Infrastructure (21.07)</p>	<p>Delete - VicRoads</p>
<p>Develop a statutory plan for the Shepparton Alternate Route.</p>	<p>Amendment C95</p>
<p>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.</p>	<p>Panel recommendation – retain</p>
<p>Prepare a strategy for future use of remnant parcels of land created by the construction of the Goulburn Valley Highway-Shepparton Bypass.</p>	<p>Delete</p>
<p>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.</p>	<p>Delete – already completed</p>
<p>Provide for the future expansions of the Cosgrove landfill site by identifying a Public Acquisition Overlay.</p>	<p>Delete</p>
<p>Provide for a Murchison waste transfer station site north of Murchison by identifying a Public Acquisition Overlay.</p>	<p>Delete – required under IDM</p>
<p>Prepare stormwater management plans all major subdivisions and building construction sites of greater than 1,000 sqm.</p>	<p>Retain</p>
<p>Develop a Transport Strategy for the Shepparton CBD to allow safe and efficient movement for all users, including pedestrians.</p>	<p>Retain</p>
<p>Investigate the feasibility of, and the site and location requirements for, a relocated regional airfield.</p>	<p>Delete</p>
<p>Undertake a feasibility analysis of a rail link to the freight centre (inland port).</p>	<p>Delete</p>
<p>Investigation of a rail bypass around the Shepparton town centre, along a similar route to the Goulburn Valley Highway-Shepparton Bypass.</p>	<p>Route has been approved with</p>

MSS Further Work Program	Status/Comment
Support and encourage the investigation of a fast train link. Facilitate the extension of natural gas to remote townships, through continued liaison with power servicing authorities. Ensure new developments cater for telecommunications infrastructure.	Shepparton as a stop Other action Delete

As is reflected above, Council contemplated undertaking a significant amount of strategic work since the last formal review of the scheme. While much of the completed strategic work has resulted in Amendments to the Planning Scheme as outlined in this report, it is apparent that other strategies have not progressed.

Council must be careful not to over commit in its proposed strategic work plan. Prioritisation and scheduling of tasks is considered essential to ensure that issues are addressed in a comprehensive and co-ordinated manner. The sequencing of work and corresponding implementation of the work through Amendment preparation is of critical importance.

9.4 Conclusions regarding Further Strategic Work Program.

Based on the current work program and on the consultation as part of this project, Council has identified that there are a number of pieces of 'Further Strategic Work' that need to be undertaken. The types of strategies that should be considered to achieve the overall policy benefit are as follows (in prioritised sense):

Amendment Implementation

- Implementation of Industrial Land Review (Amendment C162)
- Implementation of Infrastructure Design Manual (Amendment C112)
- Implementation of Sustainability Strategy
- Implementation of Destination Management Plan
- Implementation of Access and Inclusion Plan
- Implementation of Cycling Strategy
- Implementation of Council Plan
- Implementation of Municipal Public Health Plan

Need to Commission

- Gaming Strategy (Commission)
- Rural Heritage Strategy (Commission)
- Identification of Resource Recovery Precinct (Commission)
- Review of Floodplain Development Plans in conjunction with CMA (Commission).

Need to Complete

- Commercial Activity Centre Strategy (Underway)
- GV Equine and Greyhound Precinct (Underway)
- Implement the Shepparton East Investigation Areas in the MSS (Proposed)

10.0 Conclusions and Recommendations

This report has summarised the strategic and statutory review of the Greater Shepparton Planning Scheme.

10.1 Review Conclusions

The Greater Shepparton Planning Scheme remains a sound basis for decision making on land use and development in the municipality.

The main reason that it has remained sound has been the on-going commitment to 'rolling' planning scheme changes which has meant that significant 'content' changes to the planning scheme have been absorbed via Amendments C108, C121, C79, C93, C92 and C151 (among others). Numerous local strategies have also been absorbed into the scheme since the last review. While current strategic work will need to be absorbed, the rolling program of approval means that Council has a reasonably 'fresh' MSS in terms of content, although not in terms of structure.

One of the most important aspects of this review of the GSPS is the degree to which this adopted strategic work has been critical in Council's decision making process. In the absence of the adopted strategic projects (and amendments) Council would have been most unlikely to have had the policy framework to make contemporary planning decisions.

This clarity of direction has assisted in decision making and has already gained support at the Tribunal where (for example), VCAT rejected an application for a dwelling in a Farming Zone (*I. and R. Jaksic v. Greater Shepparton City Council – P2062/2013*) noting the level of policy support in the scheme. (See also *134th Larena Pty Ltd. V. Greater Shepparton City Council – P1417/2013*).

Ordinarily, if a Council's strategic framework is sound, then stakeholders have a clear understanding of whether a proposal is likely to be supported or not. In Greater Shepparton, there is anecdotal evidence to support the proposition that, as a result of pre-application discussions, intending applicants are reluctant to proceed given the clarity and robustness of the strategic direction in the planning scheme, especially the MSS. The various VACT decisions support this view.

These amendments have provided Council with a contemporary strategic platform meaning that Council has a reasonably 'fresh' MSS in terms of content, although not in terms of structure. The most significant of the recommended changes arising from the Planning Scheme review relates to the need to restructure the 'front end' of the planning scheme to align with the new state government PPF structure. Assistance should be sought from the state government's 'Flying Squad' program to help introduce this restructure and Council is very well placed to be a 'model' scheme for implementation.

In terms of content changes, the recommendations include the following:

- Implementing changes based on adopted strategic work.
- Other specific recommendations made throughout the report.

10.2 Review Report Recommendations

Recommendations arising from the Review of the Greater Shepparton Planning Scheme are as follows:

Planning Scheme Review Report

That Council:

- adopt the report as the review required pursuant to section 12B (1) of the *Planning and Environment Act 1987*.
- forward the report to the Minister for Planning as required by section 12B (5) of the *Planning & Environment Act 1987*.

Work Program

In terms of **prioritising a work program**, the following specific recommendations are made:

High Priority (Now)

PPF Amendment

- Prepare an amendment to implement the new PPF based on a 'policy neutral' translation of the existing MSS.

Medium Priority (Within 12 months)

Modified PPF Amendment

- Edit and reformat the modified 'PPF' amendment to insert completed strategic work.
- Ensure the revised PPF has careful regard to the directions articulated in the *Council Plan* and the *Health and Wellbeing Plan* and its list of Actions.
- Insert other adopted strategic work into the revised PPF.

Zone and Overlay Amendment(s) and Specific Provisions

- Rewrite zone schedules in accordance with this review report to ensure that they are achieving their intended purpose.
- Rewrite overlay schedules in accordance with this review report to ensure that they are achieving their intended purpose.
- Rewrite schedules to the Specific Provisions in accordance with this review report to ensure that they are achieving their intended purpose.
- Prepare an amendment to implement zones and overlays (with schedules) arising from this report and the new PPF.

Strategic Work Program

In terms of **prioritising a work program**, the following specific recommendations are made:

Immediate Priority (Now)

- Implementation of the Section 12B Review Report.
- Translation of the MSS into the new PPF format.

Medium Priority (Within 12 months)

A number of projects have been identified through this review project including at workshops with staff and other key stakeholders. The future works program will need to include the following projects:

Amendment Implementation

- Implementation of Industrial Land Review (Amendment C162)
- Implementation of Infrastructure Design Manual (Amendment C112)
- Implementation of Sustainability Strategy
- Implementation of Destination Management Plan
- Implementation of Access and Inclusion Plan
- Implementation of Cycling Strategy
- Implementation of Council Plan
- Implementation of Municipal Public Health Plan

Need to Commission

- Gaming Strategy (Commission)
- Rural Heritage Strategy (Commission)
- Identification of Resource Recovery Precinct (Commission)
- Review of Floodplain Development Plans in conjunction with CMA (Commission).

Need to Complete

- Commercial Activity Centre Strategy (Underway)
- GV Equine and Greyhound Precinct (Underway)
- Implement the Shepparton East Investigation Areas in the MSS (Proposed)

Appendix One: Important Local Amendments since last Review

C96	31 AUG 2007	Nominates the Minister for Planning as the Responsible Authority for issuing Planning Certificates in the Schedule to Clause 61.01
C50	27 SEP 2007	Applies the Heritage Overlay permanently to a number of sites and precincts, corrects the existing heritage overlay mapping and schedule notations, amends Clause 21.05, and Clause 22.06.
C79	29 MAY 2008	Amends the MSS and LPPF; introduces the Design Development Overlay and schedules for five precinct areas along the Goulburn Valley Highway, and amends schedule 2 (Airport Environs) to Clause 43.02, to implement the "City of Greater Shepparton Urban Design Framework Shepparton North and South Business Areas" and Shepparton Southern Gateway Landscape Strategy.
C32	5 JUN 2008	Amends the Schedules to the Flood Overlay and the Land Subject to Inundation Overlay and updates documents incorporated in Clause 81.
C100	25 SEP 2008	Amends the Schedule to the Farming Zone to increase minimum subdivision size, the minimum area for which no planning permit is required to use the land for a dwelling and includes an expiration provision of these minimum areas.
C135	29 MAY 2009	The amendment inserts a new Incorporated Document titled 'Northern Victoria Irrigation Renewal Project Incorporated Document, May 2009' in the Schedule to Clause 52.03 and Schedule to Clause 81.01 that permits the use and development of the NVIRP.
C108	23 JUL 2009	Replaces the Municipal Strategic Statement at Clause 21 with a policy-neutral revised version which incorporates the Local Policies as Policy Guidelines and deletes all the Local Policies.
C75	8 JUL 2010	Introduces new planning provisions for the Mooroopna West Growth Corridor by updating the Municipal Strategic Statement to reflect the strategy that Development Contribution Plans be prepared for all growth areas and include the <i>Mooroopna West Structure Plan</i> (Maunsell AECOM Australia, July 2009) as a reference document. Deletes the Development Plan Overlay (DPO1) from the land ; and replacing it with the Development Plan Overlay (DPO14); includes the land in a Development Contributions Plan (DCPO3); applies the Public Acquisition Overlay (PAO10, PAO 11, PAO14, PAO15, and PAO16) to specific areas; introducing new schedules to the Development Plan Overlay (DPO14); and Development Contributions Plan Overlay (DCPO3); and includes the <i>Mooroopna West Growth Corridor Development Contributions Plan-July 2009</i> as an Incorporated Document.
C138	25 AUG 2011	Modifies Clause 21.09 to include reference to ' <i>Earthworks Controls in the Shepparton Irrigation Region – Discussion and options paper (August 2010)</i> '. The amendment also modifies the Schedules to Clauses 35.07, 44.02, 44.03, 44.04, 66.04 and 81.01 to update the reference to the incorporated document ' <i>Earthworks Controls in the Shire of Campaspe, City of Greater Shepparton and Moira Shire – August 2010</i> '.
C137	25 JAN 2012	The amendment inserts a revised Incorporated Document titled 'Northern Victoria Irrigation Renewal Project Incorporated Document, October 2011' in the Schedule to Clause 52.03 and Schedule to Clause 81.01.
C93	21 JUN 2012	The amendment implements the Greater Shepparton Housing Strategy 2011 by amending Clause 21.04 to include the strategic directions and

		framework plans and Clause 21.09 to include the strategy as a reference document.
C166	2 JUL 2012	The amendment inserts a revised Incorporated Document titled 'Goulburn-Murray Water Connections and Modernisation Project Incorporated Document, Moira and Greater Shepparton Planning Schemes, June 2012' in the Schedule to Clause 52.03 and Schedule to Clause 81.01.
C151	6 DEC 2012	Implements the findings of the <i>Strategic Review of Tatura Industrial Land (June 2011)</i> . Rezones land owned by Tatura Milk Industries to the Special Use Zone, amends Clauses 21.04, 21.06, 21.08 and 21.09, inserts a new Schedule 9 to the Special Use Zone at Clause 37.01 and amends Clause 81.01 to include the 'Greater Shepparton Planning Scheme Tatura Milk Industries Master Plan 2012' as an Incorporated Document.
C158	21 MAR 2013	Incorporates the South Shepparton Community Infrastructure Needs Assessment (CINA) in the MSS under Clause 21.04 and list the South Shepparton Community Infrastructure Needs Assessment (CINA) as a reference document in Clause 21.09. Lists all reference documents at Clause 21.09 in alphabetical order.
C160	16 MAY 2013	Rezones land within the Mooroopna West Growth Corridor to the Residential 1 Zone from the Urban Floodway Zone and applies the Land Subject to Inundation Overlay. Corrects the Public Acquisition Overlay that applies to a range of properties within the Growth Corridor. Replaces Schedule 3 to the Development Contributions Plan Overlay with a new Schedule 3 to the Development Contributions Plan Overlay at Clause 45.06. Inserts a new Reference Document "Mooroopna West Growth Corridor Structure Plan, January 2013" at Clause 21.09 and a new Incorporated Document "Mooroopna West Growth Corridor Development Contribution Plan, January 2013" at Clause 81.01.
C121	19 SEP 2013	Amends the Municipal Strategic Statement at Clause 21.01, 21.02, 21.04, 21.05, 21.06, 21.08 and 21.09 and the existing Schedule to the Farming Zone at Clause 35.07, introduces Schedule 2 to the Farming Zone at Clause 35.07 and amends planning scheme maps (Nos. 1-16, 19-21 and 23-37) to reflect the outcomes of the <i>Regional Rural Land Use Strategy (2008)</i> and associated <i>Greater Shepparton Regional Rural Land Use Strategy Issues Paper</i> .
C110	3 OCT 2013	Implements the findings and recommendations of the Greater Shepparton Heritage Study Stage IIB. Applies a Heritage Overlay to properties identified in the Study, amends external paint controls, tree controls and prohibited use provisions for properties within Heritage Overlay, introduces the Greater Shepparton Heritage Incorporated Plan to provide for permit exemptions and amends the MSS in relation to heritage matters.
C167	13 FEB 2014	The amendment reduces the extent of the Public Acquisition Overlay (PAO15) in the <i>Mooroopna West Growth Corridor and Mooroopna West Growth Corridor Development Contribution Plan</i> by amending Schedule 3 to Clause 45.06 - <i>Development Contributions Plan Overlay (DCP03)</i> and the Schedule to Clause 81.01.

Appendix Two: Important State Amendments since last Review		
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VC53	23 FEB 2009	Introduces a new particular provision, <i>Clause 52.38 - 2009 Bushfire Recovery</i> and amends Clause 62.02-1 to include a permit exemption for buildings and works carried out by or on behalf of a municipality with an estimated cost of \$1,000,000 or less.
VC54	12 MAR 2009	Amends Clause 44.06-1 of the Wildfire Management Overlay to make rebuilding a dwelling damaged or destroyed by the 2009 bushfires exempt from the requirement for a permit if it is sited in the same location on the land.
VC58	1 OCT 2009	Amends Clause 56.05-2 Residential subdivision, Public open space to include reference to the Precinct Structure Plan Guidelines and amends the objectives and standards of Clause 56.05-2. The amendment includes new and amended public open space objectives, distribution and standards, for active open space, local parks, open space links and linear parks.
VC66	27 JUL 2010	Makes changes to Clauses 12 and 14 of the SPPF to give effect to the land use and development strategies of <i>Ready for Tomorrow: A Blueprint for Regional and Rural Victoria</i> .
VC71	20 SEP 2010	Replaces Clauses 10 to 19 of the SPPF with new revised Clauses 10 to 19 and redistributes the existing policies under the following new SPPF themes: Settlement, Environmental and landscape values, Environmental risk, Natural resource management, Built environment and heritage, Housing, Economic development, Transport and Infrastructure. The revised SPPF updates references to various Government documents. Introduces new policies into the SPPF to give effect to The Victorian Integrated Housing Strategy (Clause 16) and Melbourne 2030: A planning update Melbourne @ 5 Million (Clauses 11, 12, 16, and 19). Amends Clause 52.02 Easement, restrictions and reserves to introduce a new objective and decision guideline as a consequential change to the SPPF review. Introduces a new Clause 52.46 Brothels as a consequential change to the SPPF review with a new requirement to place a condition on permit for a brothel. Updates the incorporated document Activity Centres and Principle Public Transport Network 2010 in Clause 81.01.
VC82	29 AUG 2011	Amends Clause 52.32 to identify locations where a Wind energy facility is prohibited, include additional application requirements and permit the use and development of an anemometer for more than three years. Amends Clause 37.07 to prohibit a Wind energy facility. Amends Clause 19.01 and Clause 52.32 to reference the updated <i>Policy and planning guidelines for development of Wind energy facilities in Victoria (August 2011)</i> , and removes the current guidelines from the list of incorporated documents in Clause 81.01. Amends Clause 36.03 to clarify the condition that relates to land described in the <i>National Parks Act 1975</i> .
VC83	18 NOV 2011	Introduces a new bushfire planning policy in the SPPF to replace Clause 13.05; Introduces a new Bushfire Management Overlay (BMO) to replace the Wildfire Management Overlay at Clause 44.06; Introduces a new particular provision for Bushfire Protection at Clause 52.47 that applies objectives, standards and decision guidelines under the provisions of the BMO; Introduces a new particular provision at Clause 52.48 that consolidates and updates planning permit exemptions for bushfire protection purposes (the Interim Measures at Clause 52.43 have been amended to only apply to Yarra Ranges Planning Scheme); Amends Clauses 42.01, 42.02,

		42.03, 44.01, 44.02, 52.16 and 52.17 to address vegetation removal when creating defensible space and reducing the risk from bushfire; Introduces a range of consequential changes that include defining defensible space, changing WMO references to BMO and updating wildfire references to bushfire.
VC88	20 JAN 2012	Amends the definition for Restricted retail premises in Clause 74 to expand the types of goods that can be sold; Deletes the land use term for a Lighting shop from Clauses 74 and 75; Amends Clauses 33.01, 33.03, 34.03 and 34.04 to remove floor space restrictions related to Restricted retail premises.
VC90	5 JUN 2012	Changes the VPP to introduce a new Clause 45.09 – Parking Overlay. Changes the VPP and all planning schemes to amend Clause 52.06 – Car Parking and amends Clauses 54.03 and 55.03 to remove references to car parking rates and design. Amends Clause 37.05 of the VPP and the Melbourne planning scheme to align references to sub-clause numbers between the new Clause 52.06 and Clause 37.05.
VC95	19 APR 2013	<p>The amendment changes the Victoria Planning Provisions (VPP) and all planning schemes by amending Clauses 18, 52.06 and 55.03.</p> <p>The amendment changes all planning schemes by deleting the schedule to Clause 52.06.</p> <p>The amendment changes the VPP and the Melbourne Planning Scheme by deleting the parking precinct plan from the schedule to Clause 81.01; replacing Clause 45.09 Parking Overlay with a new Clause 45.09 and inserting schedules to the overlay.</p> <p>The amendment changes the Banyule, Campaspe, Casey, Glen Eira, Greater Dandenong, Greater Shepparton, Manningham, Moira, Monash, Surf Coast, Wangaratta and Wodonga planning schemes by deleting parking precinct plans as incorporated documents from the schedule to Clause 81.01; inserting Clause 45.09 Parking Overlay; inserting schedules to the Parking Overlay.</p> <p>The amendment changes the Baw Baw and Boroondara Planning Schemes by inserting Clause 45.09 Parking Overlay and schedules to the overlay.</p> <p>The amendment changes the Boroondara Planning Scheme by deleting Clause 22.03.</p> <p>The amendment changes the Glen Eira Planning Scheme by replacing schedule 2 to Clause 37.06 with a new schedule 2.</p> <p>The amendment changes the Surf Coast Planning Scheme by replacing schedule 2 to Clause 43.05 with a new schedule 2.</p>
VC100	15 JUL 2013	<p>The amendment changes the <i>Victoria Planning Provisions</i> (VPP) and all planning schemes to introduce reformed zones.</p> <p>Amends Clause 32.03 Low Density Residential Zone and schedules to 10 planning schemes to specify a minimum lot size for land connected to reticulated sewerage. Amends Clause 32.04 Mixed Use Zone and schedule to 53 planning schemes and Clause 32.05 Township Zone and schedule to 52 planning schemes to align them with the three residential zones introduced by Amendment V8.</p> <p>Amends Clause 33.01 Industrial 1 Zone and schedule to 73 planning schemes, Clause 33.02 Industrial 2 Zone and introduces a new schedule to 16 planning schemes and Clause 33.03 Industrial 3 Zone and schedule to 53 planning schemes to remove the default 500 square metre floor area cap for an Office use and to allow a local cap to be specified. Amends Clause 33.03 Industrial 3 Zone to allow a</p>

		<p>supermarket up to 1800sqm and associated shops without a permit, if conditions are met.</p> <p>Introduces a new Clause 34.01 Commercial 1 Zone and Clause 34.02 Commercial 2 Zone to the VPP. Replaces Clause 34.01 Business 1 Zone, Clause 34.02 Business 2 Zone and Clause 34.05 Business 5 Zone and schedules with the new Commercial 1 Zone and schedule in planning schemes. Replaces 34.03 Business 3 Zone and 34.04 Business 4 Zone and schedules with the new Commercial 2 Zone in planning schemes.</p> <p>Makes consequential changes to Clauses 15 and 17 of the State Planning Policy Framework, Clauses 52, 54, 55, 56 and 57 of the Particular Provisions and to other zones and overlays.</p> <p>Amends the Maribyrnong Planning Scheme by rezoning three Footscray properties in the port environs from Business 3 to Special Use Zone - Schedule 3.</p>
VC104	22 AUG 2013	<p>The amendment changes the <i>Victoria Planning Provisions</i> and planning schemes by amending Clause 32.07 - Residential Growth Zone, Clause 32.08 - General Residential Zone and Clause 32.09 - Neighbourhood Residential Zone to include transitional provisions to exempt an existing application to construct or extend a residential development of four storeys from the requirements of clause 55 gazetted in Amendment VC100.</p> <p>Amending Clause 32.09 – Neighbourhood Residential Zone to include transitional provisions ensuring that approved development is not prohibited from being subdivided (Clause 32.09-2) and that existing applications lodged, but not yet decided, are not subject to the maximum number of dwellings (Clause 32.09-3) and maximum building height provisions (Clause 32.09-8).</p> <p>Amending Clause 32.01 - Residential 1 Zone and Clause 32.02 - Residential 2 Zone to update the reference for development exempted from Clause 55 from four to five storeys to be consistent with other residential zones.</p> <p>Amending Clause 34.01 - Commercial 1 Zone to ensure that neighbourhood and site description and design response plans are provided for residential development subject to Clause 55 and to delete an unnecessary reference to precinct structure plans.</p>
VC103	5 SEP 2013	<p>The amendment changes the Victoria Planning Provisions (VPP) and planning schemes to introduce reformed rural zones. It amends Clause 35.03 – Rural Living Zone, Clause 35.04 – Green Wedge Zone, Clause 35.05 – Green Wedge A Zone, Clause 35.06 – Rural Conservation Zone and schedules to 49 planning schemes, Clause 35.07 – Farming Zone and Clause 35.08 – Rural Activity Zone.</p> <p>Makes consequential changes to Clause 11 and Clause 16 of the State Planning Policy Framework to support the reformed rural zones.</p> <p>Amends Clause 57 of the Particular Provisions to align with the provisions of the reformed rural zones and to give affect to changes applying to green wedge land.</p> <p>Amends Clause 62 of the General Provisions to exempt crop support and protection structures from permit requirements.</p> <p>Amends Clause 74 relating to the definitions of host farm, rural industry and primary produce sales.</p>
VC105	20 DEC 2013	<p>The amendment implements reforms to Victoria's native vegetation and biodiversity provisions by:</p>

		<ul style="list-style-type: none"> ▪ Amending Clause 12.01 (Biodiversity) to reflect the new 'no net loss' approach rather than the previous 'net gain' approach. ▪ Amending Clause 52.16 (Native vegetation precinct plan) to reflect the intent of the native vegetation and biodiversity reform package; and ▪ Amending Clause 52.17 (Native vegetation) to rationalise information requirements, implement the new risk-based assessment pathways, include a simplified approach for applications under a low-risk based pathway and streamline the determination of offset requirements. ▪ Amending Clause 66.02-2 (Native Vegetation - Referral and Notice Provisions) to require the class of application in the high risk pathway as defined in the document 'Permitted clearing of native vegetation – Biodiversity assessment guidelines' (Department of Environment and Primary Industries, September 2013) be referred to the Secretary to the Department of Environment and Primary Industries as a recommending referral authority; and ▪ Amending Clause 81.01 (Table of incorporated documents in this scheme) to replace 'Victoria's Native Vegetation – Framework for Action' with a new incorporated document 'Permitted clearing of native vegetation – Biodiversity assessment guidelines' (Department of Environment and Primary Industries, September 2013). <p>The amendment also updates outdated references to the Department of Sustainability and Environment to reflect the department's new name, the Department of Environment and Primary Industries in relevant clauses.</p>
VC106	30 MAY 2014	<p>The <i>Victoria Planning Provisions (VPP)</i> and all planning schemes are amended to recognise <i>Plan Melbourne</i> and Victoria's regional growth plans by:</p> <ul style="list-style-type: none"> • Inserting a new clause 9, which requires any references in the planning scheme to <i>Melbourne 2030</i> and <i>Melbourne 2030: A planning update Melbourne @ 5 Million</i> (Department of Planning and Community Development, 2008) to be disregarded and requires planning and responsible authorities to consider and apply <i>Plan Melbourne</i>. • Deleting clauses 11.04-1 to 11.04-5 in the State Planning Policy Framework (SPPF), which set out planning objectives and strategies from <i>Melbourne 2030</i>, and introducing new clauses 11.04-1 to 11.04-6 which set out objectives and strategies taken from the vision in <i>Plan Melbourne</i>. Existing clauses 11.04-6 to 11.04-8 have been renumbered as 11.04-7 to 11.04-9 respectively. • Inserting clauses 11.06 – 11.13 in the SPPF which set out the objectives and strategies of Victoria's eight regional growth plans. • Removing references to <i>Melbourne 2030</i>, <i>Melbourne 2030: A planning update Melbourne @ 5 Million</i>, the Activity Centres and Principal Public Transport Network Plan, 2010 and <i>Ready for Tomorrow – a Blueprint for Regional and Rural Victoria</i> from the following clauses in the State Planning Policy Framework: <ul style="list-style-type: none"> · clause 11 (Settlement); · clause 16 (Housing); · clause 17 (Economic Development); · clause 18 (Transport); and · clause 19 (Infrastructure). • Deleting the Activity Centres and Principal Public Transport Network Plan, 2010 from the list of incorporated documents in clause 81.01.
VC116	1 JUL 2014	<p>Amendment VC116 changes the VPP and all planning schemes by replacing the User Guide and Clauses 52.04, 52.06, 52.35, 54, 55 and 56 to delete references to the Residential 1 Zone, Residential 2</p>

		Zone and Residential 3 Zone; deletes Clause 32.01 - Residential 1 Zone from the VPP and 24 planning schemes; deletes Clause 32.02 - Residential 2 Zone from the VPP and 6 planning schemes; deletes Clause 32.06 - Residential 3 Zone from the VPP and 3 planning schemes; amends Clause 32.08 - General Residential Zone to include the following words "shown on the planning scheme map as GRZ, R1Z, R2Z and R3Z with a number (if shown)" in the VPP and 59 planning schemes; amends Clause 43.03 - Incorporated Plan Overlay to delete references to the Residential 1 Zone, Residential 2 Zone and Residential 3 Zone from the VPP and 24 planning schemes; amends Clause 43.04 - Development Plan Overlay to delete references to the Residential 1 Zone, Residential 2 Zone and Residential 3 Zone from the VPP and 71 planning schemes; amends Clause 43.05 - Neighbourhood Character Overlay to delete references to the Residential 1 Zone, Residential 2 Zone and Residential 3 Zone from the VPP and 14 planning schemes; amends Clause 57 to delete references to the Residential 1 Zone, Residential 2 Zone and Residential 3 Zone from the VPP and 17 planning schemes; changes the Ararat, Ballarat, Banyule, Brimbank, Darebin, Greater Geelong, Greater Shepparton, Knox, Latrobe, Maribyrnong, Moonee Valley, Moorabool, Moreland, Nillumbik, Port Phillip, Southern Grampians, Whitehorse and Yarra planning schemes by introducing Clause 32.08 - General Residential Zone and inserting Schedules to the General Residential Zone which replicate Schedules for any of the deleted Residential 1, Residential 2 and Residential 3 Zones; changes the Cardinia, Frankston, Greater Geelong, Kingston, Melton, Mornington Peninsula and Whittlesea planning schemes by inserting or amending Schedules to the General Residential Zone to replicate Schedules for any of the deleted Residential 1, Residential 2 and Residential 3 Zones.
VC109	31 JUL 2014	<p>The amendment changes the <i>Victorian Planning Provisions</i> (VPP) and all Victorian planning schemes by amending:</p> <ul style="list-style-type: none"> ▪ Clause 44.06 'Bushfire Management Overlay' (BMO) to move the application requirements to Clause 52.47 and include a new mandatory condition for bushfire bunkers. ▪ Clause 52.17 'Native Vegetation' to enable the clearing of native vegetation to be undertaken by private landholders on Crown land with the written permission of the Secretary of the Department of Environment and Primary Industries for the purposes of maintaining wild dog exclusion fences. ▪ Clause 52.47 'Planning for bushfire' to provide approved and alternative bushfire safety measures for new single dwellings, replacement or extension to an existing dwelling and other buildings. ▪ Clause 52.48 'Bushfire Protection: Exemptions' to provide exemptions for the provision of defensible space for a dwelling approved under the BMO. ▪ Clause 66 'Referral and Notice Provisions' to change the referral authority status for relevant fire authorities for some development from determining to recommending referral authority.
VC113	31 JUL 2014	The amendment changes the <i>Victoria Planning Provisions</i> (VPP) and all planning schemes by amending Clause 52.32 - Wind energy facility to enable minor amendments to be made to a Wind energy facility planning permit issued prior to 15 March 2011.

Notified of the Greater Shepparton Planning Scheme Review**Stakeholders**

First name	Last name	Organisation	Address1	Town	Postcode
Jane	Macey	Spiire	144 Welsford Street	SHEPPARTON	3630
Gary	Steigenberger	CS&A	11 Edward Street	SHEPPARTON	3630
Reg	Perkins	GMR	PO Box 538	SHEPPARTON	3630
Mick	Toll	LMS	577 Wyndham Street	SHEPPARTON	3630
Tony	Onley	Onleys	PO Box 2120	SHEPPARTON	3632
Tony	Flammea	CAF Consulting	Suite 5/98 Nixon Street	SHEPPARTON	3630
Jeremiah	Johnson	Planright	139 Hogan Street	TATURA	3616
Brian	Pethybridge	Pep's Plans	71 Broken River Drive	SHEPPARTON	3630
Ron	Popelier	Pop Design	124A High Street	SHEPPARTON	3630
Bruce	Mactier	Bruce Mactier	100c Wyndham Street	SHEPPARTON	3630

Referral Authorities

Name	Job Title	Organisation	Address	Location
Peter Quinn	Managing Director	Goulburn Valley Water	PO Box 185	SHEPPARTON VIC 3632
Neil Repacholi	Section Leader, Statutory Planning	Goulburn Murray Water	PO Box 165	TATURA VIC 3616
Guy Tierney	Floodplain Manager	Goulburn Broken Catchment Management Authority	PO Box 1752	SHEPPARTON VIC 3632
	Crown Land Management Team	Department of Environment & Primary Industry	PO Box 879	SEYMOUR VIC 3660
ELECTRONICALLY ONLY	ner.ppr@roads.vic.gov.au	VicRoads		
	Development Forecasting	Telstra	PO Box 61	BALLARAT VIC 3353
David Hedley	Shepparton Customer Service Centre	Powercor Australia	PO Box 6141	SHEPPARTON VIC 3632
Jim Birch	Risk Manager	Country Fire Authority	PO Box 932	SHEPPARTON VIC 3632
	Manager, North East Region	Environment Protection Authority	PO Box 1007	WANGARATTA VIC 3677
Richard McAliee	Network Planning	Public Transport Victoria	Level 10, 750 Collins	DOCKLANDS VIC 3008

Name	Job Title	Organisation	Address	Location
			Street	

Prescribed Ministers

Name	Title	Address	Address2	Location
The Hon Peter Walsh MP	Minister for Agriculture & Food Security	Level 16	8 Nicholson Street	EAST MELBOURNE VIC 3000
The Hon Ryan Smith MP	Minister for Environment & Climate Change	Level 17	8 Nicholson Street	EAST MELBOURNE VIC 3000
The Hon Nicholas Kotsiras MP	Minister for Energy & Resources	Level 2	3 Treasury Place	MELBOURNE VIC 3000