

# **ATTACHMENT TO AGENDA ITEM**

**Ordinary Meeting**

**18 September 2018**

<b>Agenda Item 10.2</b>	<b>Adoption of Greater Shepparton Townships Framework Plan Review 2018</b>	
<b>Attachment 1</b>	<b>Greater Shepparton Townships Framework Plan Review 2018 .....</b>	<b>383</b>
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# GREATER SHEPPARTON TOWNSHIPS FRAMEWORK PLAN REVIEW 2018



MAKING  
GREAT  
THINGS  
HAPPEN

## 1.0 INTRODUCTION

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The *Greater Shepparton Housing Strategy 2011* (the GSHS) was prepared by David Lock Associates Pty Ltd on behalf of Council to guide the future long term identification and provision of residential land within Greater Shepparton.

The GSHS establishes a development framework in the Shepparton and Mooroopna urban areas, as well as the smaller townships within the municipality.

The *Greater Shepparton Townships Framework Plan Review* (the Review) focuses on only the nine townships that the GSHS provided framework plans for, and excludes the Shepparton and Mooroopna urban areas. The purpose of this review is to complement and build upon the work undertaken through the GSHS to 2011, and to update the framework plans for each of the small townships within the municipality.

The Review assesses each township against a number of criteria but, importantly, recognizes that each township is different and a “one size fits all approach” is not always appropriate. The townships have been assessed against the following criteria:

- Current status and history;
- Infrastructure and servicing availability;
- Environmental influences; and
- Population trends / supply and demand.

The townships that are included in the Review are:

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

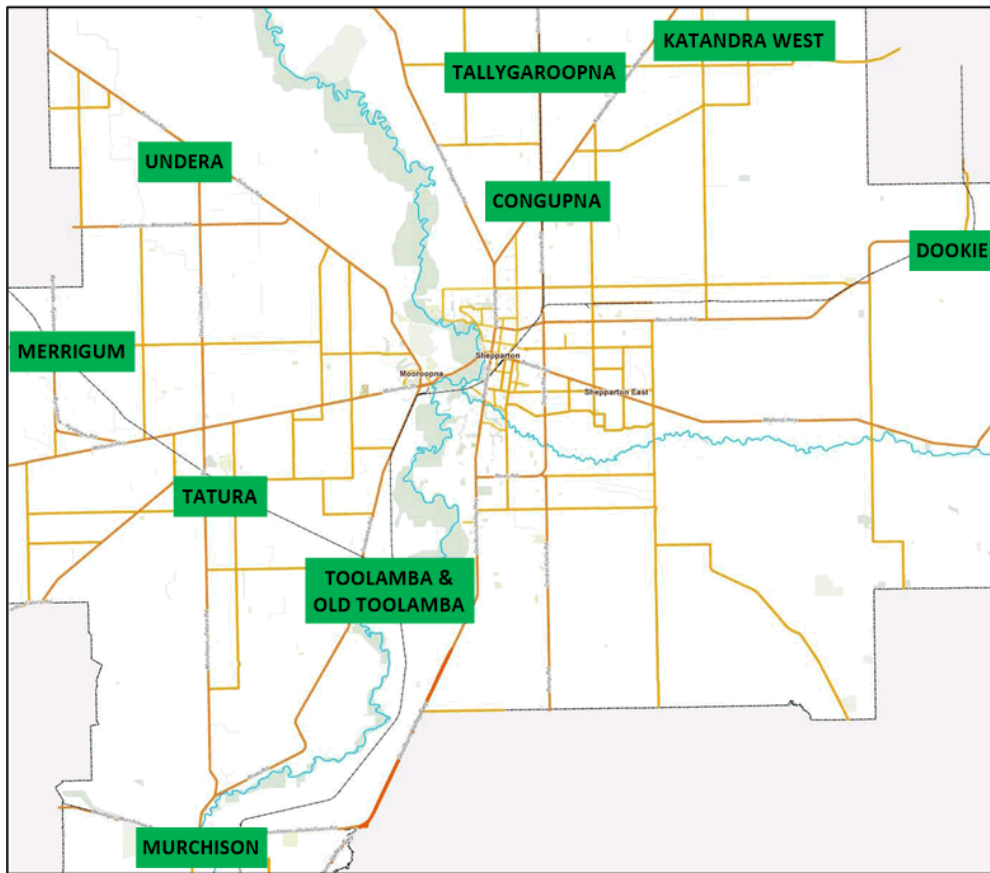
The location of these townships is shown in *Figure 1 – Locality Map*.

Community, agency and stakeholder consultation has been an integral part of the Review. Preliminary feedback was sought from all relevant referral agencies and authorities as well as internal Council departments prior to the Review being released for public comment.

Following a Council resolution to endorse a draft document and release it for public comment, extensive public consultation was undertaken in collaboration with the community plan committees for the townships.

A summary of the consultation undertaken and the feedback received is included as an Appendix to this review (see *12.2 Conversation Report – Townships Framework Plan Review*).

Figure 1 – Locality Map



## 2.0 RECOMMENDATIONS

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### 2.1 Overall

All Framework Plans should be updated to remove any zoned land from 'Urban Growth Area', 'Potential Low Density' and 'Potential Rural Living'.

The Framework Plans for any townships that have been subject to change since the *Greater Shepparton Housing Strategy, 2011* was implemented should be revised to acknowledge recent rezonings to remove the 'Potential' designation on land that is now zoned/developed.

All Framework Plans should be amended to ensure any anomalous mapping errors are revised to present accurate and clear intentions for future growth.

Growth Plans should be prepared for each township and implemented in to the planning scheme. Growth Plans will consider the opportunities and constraints of each township and utilise a holistic approach for future growth. These Growth Plans should ultimately replace the Framework Plans and should provide for residential growth (as shown in this document), industrial and commercial growth, recreational and community facilities, open spaces and should also identify any constraints to growth and development.

These Growth Plans should be prepared in the following priority order:

1. Tatura; and  
Toolamba.
2. Murchison;  
Merrigum; and  
Dookie.
3. Congupna;  
Katandra West;  
Tallygaroopna; and  
Undera.

Monitoring and review should continue to be undertaken every five years to ensure sufficient supply of zoned residential land.

### 2.2 Individual Townships


#### 2.2.1 Congupna

It is recommended that the approximately eight hectares of land within a Public Acquisition Overlay for construction of a future drainage/retardation basin should be excluded from the identified 'Potential Low Density' land.

#### 2.2.2 Dookie

No changes required.

#### 2.2.3 Katandra West



It is recommended that land immediately to the south west of the existing township be included in the settlement boundary. This will provide an additional approximately 11 hectares of unzoned land identified for 'Potential Low Density' and approximately 18 hectares of unzoned land identified for 'Potential Rural Living'.

#### *2.2.4 Merrigum*

No changes required.

#### *2.2.5 Murchison*

No changes required.

#### *2.2.6 Tallygaroopna*

No changes required.

#### *2.2.7 Tatura*

It is recommended that the following areas of land be identified for 'Urban Growth Area':

- Approximately 43 hectares of land immediately east of Dhurringile Road and south of Pyke Road;
- Approximately 11 hectares of land at the north eastern end of Gowrie Park Road (it should be noted that access to this land relies upon connections through other allotments and/or infrastructure upgrades, to be addressed by the land owner/developer); and
- Approximately 10 hectares of land south of Ferguson Road to the east of Dollar Court.

It is recommended that approximately 42 hectares of land between Ferguson Road and Pyke Road be identified for 'Potential Low Density'.

It is recommended that an arrow to denote the direction of 'Long Term Future Growth' be included on the Tatura Framework Plan. This arrow should identify future direction towards land to the north east of Tatura, east of Dhurringile Road between Pyke Road and the Midland Highway.

#### *2.2.8 Toolamba and Old Toolamba*

It is recommended that the arrow denoting 'Long Term Future Growth' within Investigation Area 6 be removed.

It is recommended that an arrow denoting 'Long Term Future Growth' is added to the Framework Plan for the land south of the Toolamba Primary School.

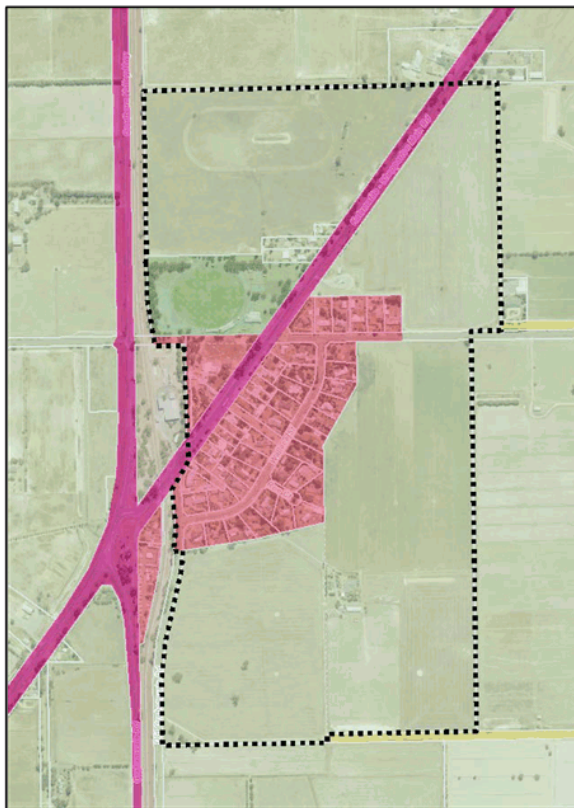
The settlement boundary at the southern extent of Investigation Area 6 should be amended to remove land south of the Public Acquisition Overlay for the Goulburn Valley Highway – Shepparton Bypass from the investigation area.

#### *2.2.9 Undera*

The approximately 14 hectares of land for the Undera Recreation Reserve and Undera Park Motorcycle Track should be excluded from the identified 'Potential Rural Living' land.

### 3.0 CONGUPNA

Figure 2 – Congupna Map



#### 3.1 Township Overview

The township of Congupna is located approximately 10 kilometres north of Shepparton and has a population of 616 (2016 Census). The township is almost entirely surrounded by land utilised for agriculture, including grazing, cropping and dairying. The township is centred along the Goulburn Valley Highway and Katamatite-Shepparton Main Road. Some of the main facilities include a primary school, football/cricket oval, and tennis courts (see *Figure 2 – Congupna Map*).

#### 3.2 Environmental Profile

There is minimal native vegetation left around the township area as most of the land has been cleared for farming. However, there are small-moderate amounts of street tree planting and some vegetation around the recreation reserve. Most of the township is heavily flood prone and is identified as a

Bushfire Prone Area. Congupna has a flat landscape and no waterways, rivers or creeks flowing through the township area. The main source of flooding in a flood event is over land run-off from nearby waterways.

#### 3.3 Infrastructure Availability

The town is not connected to reticulated sewerage. A railway runs to the west of the township, however, there is no passenger rail service and no immediate plans to include the town in the passenger rail network. Road infrastructure is generally good and the township is serviced by limited public bus services.

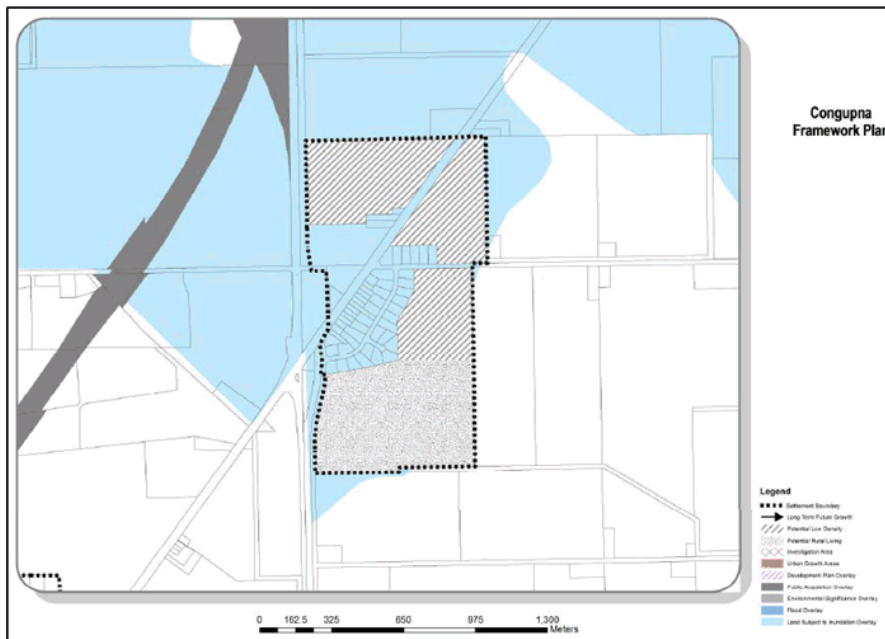
#### 3.4 Current Zones and Overlays

Land within the settlement boundary is primarily within the Farming Zone, with only a small portion being within the Township Zone and the recreation reserve to the north of the existing township within the Public Parks and Recreation Zone (see *Figure 2 – Congupna Map*). Many of the existing houses are within the land subject to inundation overlay and a large amount of land is also a designated Bushfire Prone Area. The predominant surrounding land use is agriculture, including cropping, grazing and dairying. The surrounding land is within the Farming Zone.

### 3.5 Existing Framework Plan from Clause 21.04 (Settlement)

Most of the land surrounding the existing residential area has been identified for potential Low Density Residential, while the southern section of the township has been identified as potential Rural Living (see *Figure 3 – Extract from existing Congupna Framework Plan*).

Figure 3 - Extract from existing Congupna Framework Plan



### 3.6 Recent Changes (2011 – 2018)

There have been two rezoning requests in Congupna since the implementation of the Housing Strategy. These are both in the preliminary assessment stage.

### 3.7 Findings from 2016 Residential Land Supply Assessment

Congupna was erroneously excluded from the 2016 Residential Land Supply Assessment. No updated data is available.

### 3.8 Current Residential Zoned Land Supply

All land within the Township Zone in Congupna has been subdivided and developed for residential purposes. Because Congupna is unsewered, small vacant residential lots are often unable to accommodate residential development. There is no vacant supply of residential land within the Congupna Township.

### 3.9 Identified Future Residential Land Supply (unzoned)

The existing Congupna Framework Plan identifies three areas within the Farming Zone for 'Potential Low Density', totalling approximately 55 hectares of land altogether. This includes approximately eight hectares of land within a Public Acquisition Overlay for construction of a future drainage/retardation basin. There is approximately 47 hectares of identified future low density residential land (unzoned).





The existing Congupna Framework Plan identifies one area within the Farming Zone for ‘Potential Rural Living’ of approximately 34 hectares.

**3.10 Recommendations**

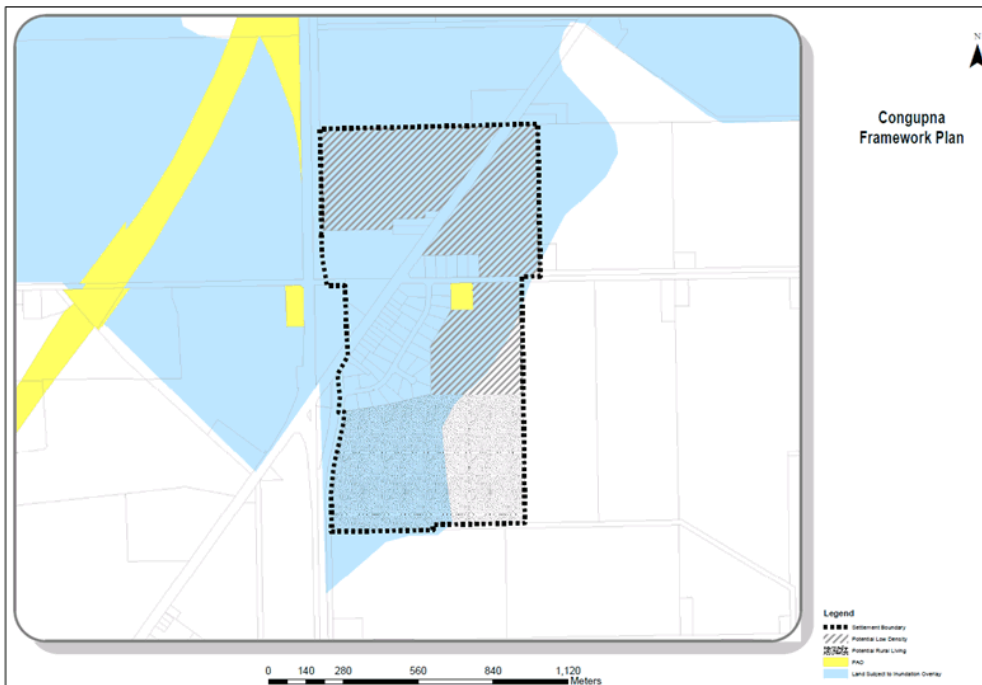
The approximately eight hectares of land within a Public Acquisition Overlay at 226 Old Grahamvale Road for construction of a future drainage/retardation basin should be excluded from the identified ‘Potential Low Density’ land.

The *Greater Shepparton Sport 2050 Strategic Plan* included the following Strategic Direction (Page 43 of *Greater Shepparton Sport 2050 Strategic Plan: Volume 2*): “Continue to develop Congupna Recreation Reserve to service the Congupna and district community and future expected northern corridor residential growth. Provide land area to accommodate a post 2050 replacement for Deakin Reserve.” However, this direction has no current budget allocation and, as such, the timeframe is uncertain. Notwithstanding this, any proposed development for land to the north of the existing Congupna Recreation Reserve will be required to have regard to the aspirations of any adopted Council strategies and studies.

The identification of land for open space, community, recreation and sporting facilities is not within the scope of the Review. No changes to the Framework Plan are recommended to identify land for these purposes.

The settlement boundary for Congupna does not require extension as part of this review.

Figure 4 – Recommended Congupna Framework Plan





passenger rail network. Road infrastructure is generally good and the township is serviced by limited public bus services.

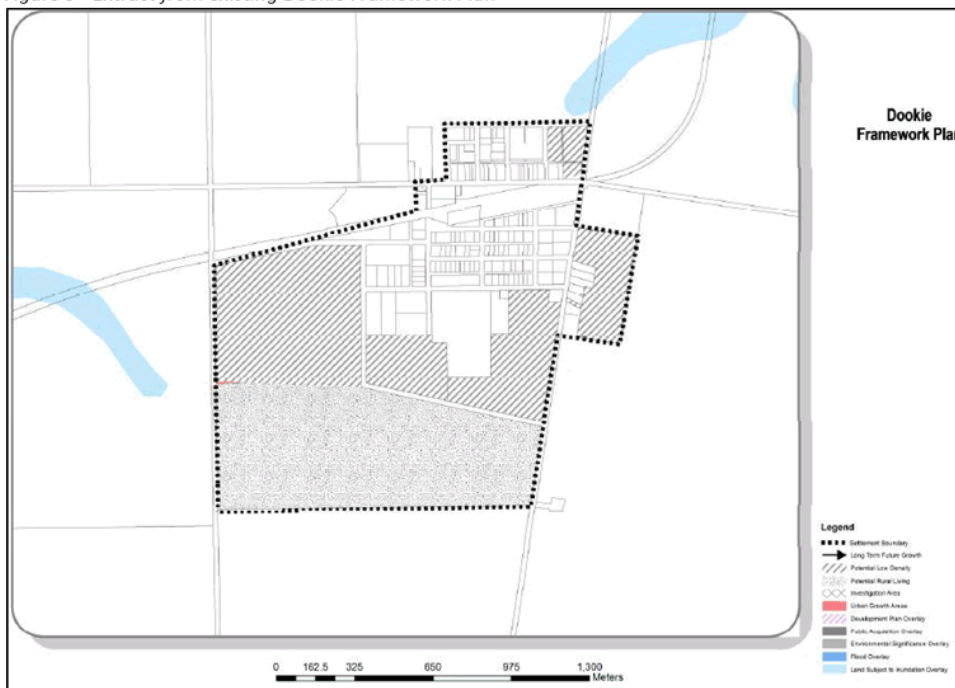
**4.4 Current Zones and Overlays**

The central township is within the Township Zone. Areas outside of the settlement boundary consist solely of Farming Zone, as well as almost half of all the land within the settlement boundary. A small section covering the sporting facilities is within the Public Park and Recreation Zone (see *Figure 4 – Dookie Map*). Some places within Dookie and surrounds are affected by the Heritage Overlay. The entire township is also affected by the Salinity Management Overlay.

**4.5 Existing Framework Plan from Clause 21.04 (Settlement)**

Large areas of land to the south of the existing residential area are identified for Potential Rural Living and Potential Low Density. Small parcels near the north-east corner of the settlement boundary, and along the eastern side of Ryans Road, have also been identified for potential Low Density (see *Figure 5 - Extract from existing Dookie Framework Plan*).

Figure 5 - Extract from existing Dookie Framework Plan



**4.6 Recent changes (2011 – 2018)**

There has been one rezoning request in Dookie, which is still in the preliminary assessment stage.

**4.7 Findings from 2016 Residential Land Supply Assessment**

In 2016, Dookie had a vacant residential lot supply of nine lots. Estimated lot capacity for future rural residential (unzoned) land supply was 173 total lots, including 25 Potential Rural Living and 148 Potential Low Density Residential (see *Figure 28 – Dookie extract from Residential Supply Assessment*).



**4.8 Current Residential Zoned Land Supply**

The majority of land within the Township Zone in Dookie has been subdivided and developed for residential purposes. There may be some smaller allotments that could accommodate some minor infill development, subject to the relevant subdivision and planning process. There is one area of land of approximately nine hectares within the Township Zone to the east of Ryans Road that could accommodate a low density subdivision.

**4.9 Identified Future Residential Land Supply (unzoned)**

The existing Dookie Framework Plan identifies three areas within the Farming Zone for ‘Potential Low Density’, totalling approximately 57 hectares of land altogether.

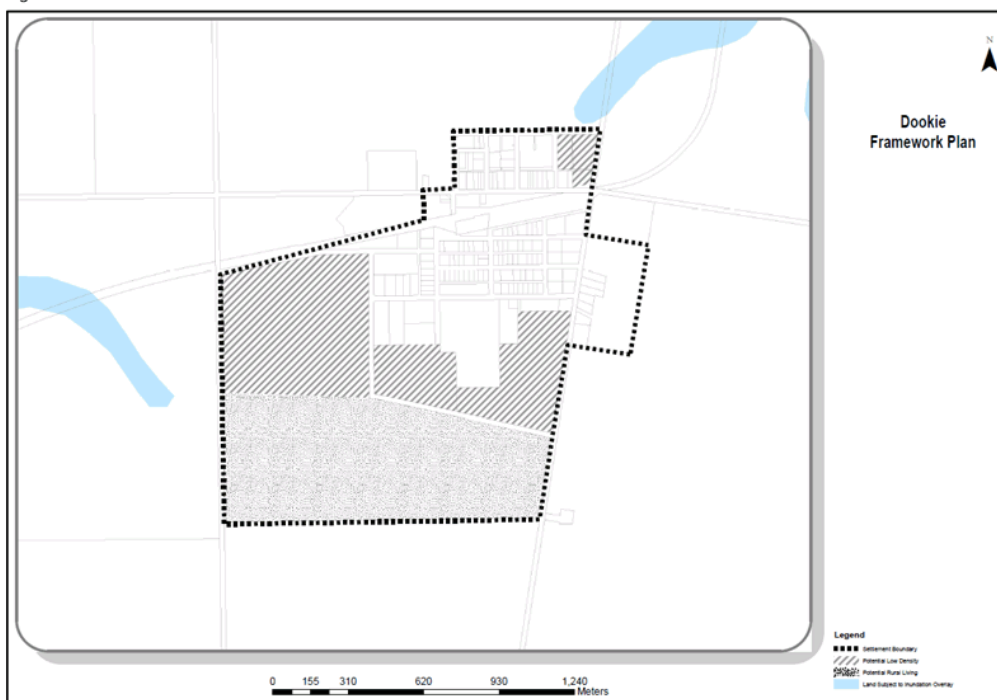
The existing Dookie Framework Plan identifies one area within the Farming Zone for ‘Potential Rural Living’ of approximately 62 hectares.

**4.10 Recommendations**

Land within the Township Zone at 41 McDonald Street, 56 Dookie Street and the access to 100 Ryans Road from Dookie Street should be removed from ‘Potential Low Density’ and changed to no designation.

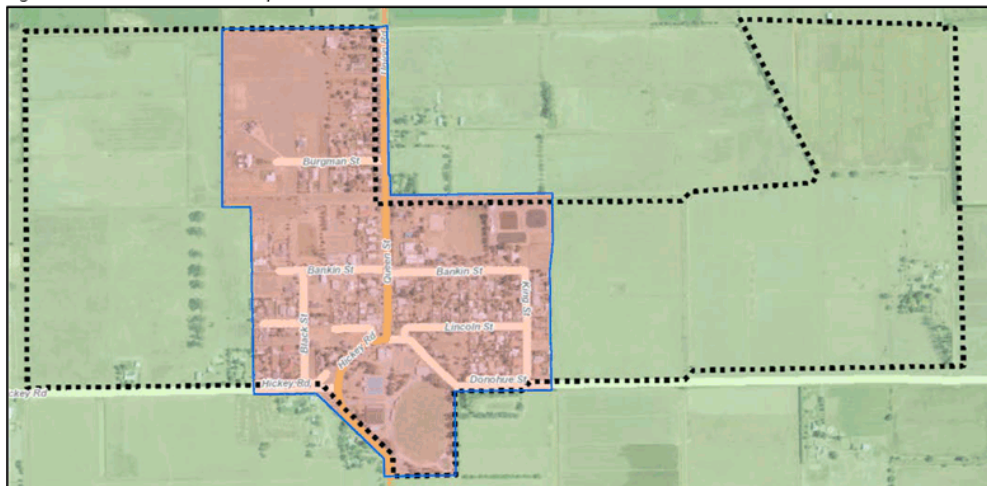
The settlement boundary for Dookie does not require extension as part of this review.

Figure 6 – Recommended Dookie Framework Plan



## 5.0 KATANDRA WEST

Figure 7 – Katandra West Map



### 5.1 Township Overview

The township of Katandra West is located approximately 30km north-west of Shepparton and has a population of 476 (2016 Census). The land surrounding the township is within the Farming Zone, used largely for cropping and grazing. Queen Street is the main north-south corridor in the township. The major facilities of the town include a primary school, football and cricket oval, tennis courts, and a bowls club (see *Figure 7 – Katandra West Map*).

### 5.2 Environmental Profile

The township is not highly impacted by flooding and is largely made up of former cleared farmland. There is minimal native vegetation or other environmental constraints.

### 5.3 Infrastructure Availability

The town is not connected to any reticulated sewerage. The road infrastructure generally good, however, public transport connections and availability are minimal.

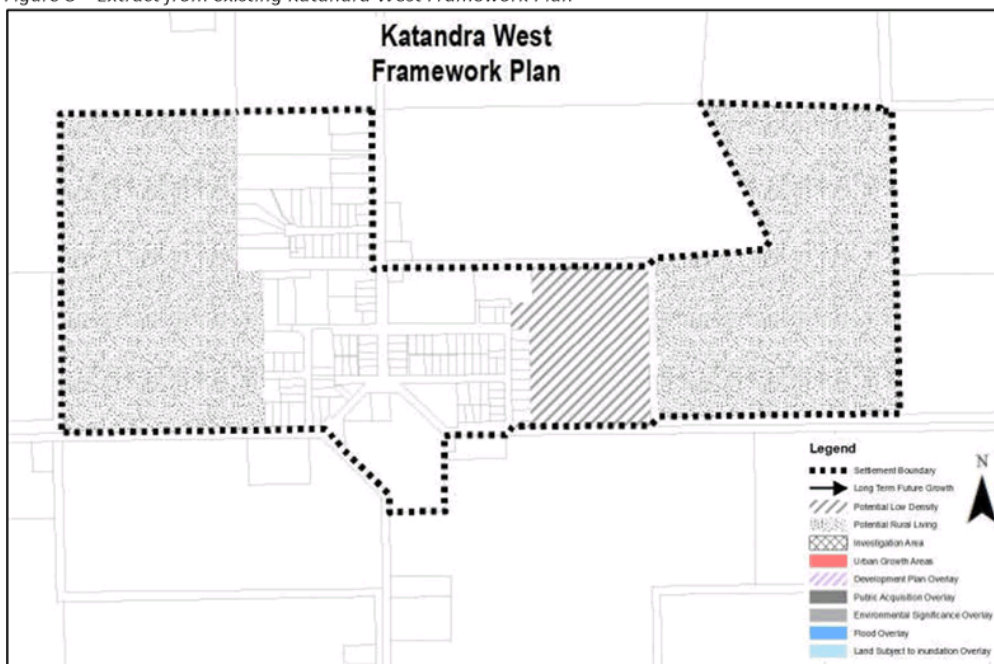
### 5.4 Current Zones and Overlays

The Township Zone applies to the central township area, including sports and recreation facilities. The township is also entirely designated as a Bushfire Prone Area. All of the land surrounding Katandra West is within the Farming Zone (see *Figure 7 – Katandra West Map*).

### 5.5 Existing Framework Plan from Clause 21.04 (Settlement)

A small area of land on the eastern side of the Katandra West township is identified for Potential Low Density, and large areas to the west and further to the east have been identified for Potential Rural Living (see *Figure 8 – Extract from existing Katandra West Framework Plan*).

Figure 8 – Extract from existing Katandra West Framework Plan



#### 5.6 Recent Changes (2011 – 2018)

One rezoning application has been received, however, has not progressed at this stage and appears unlikely to progress in the immediate future.

#### 5.7 Findings from 2016 Residential Land Supply Assessment

Katandra West, as of the 2016 study, had a vacant residential lot supply of 46 lots. From July 2008 to March 2016 there were 20 new residential lots created in Katandra West.

Estimated lot capacity for future rural residential (unzoned) land supply was 62 total lots, including 32 potential Rural Living and 30 potential Low Density Residential (see *Figure 29 – Katandra West extract from Residential Supply Assessment*).

#### 5.8 Current Residential Zoned Land Supply

The majority of land within the Township Zone in Katandra West has been subdivided and developed for residential purposes. There are few vacant lots suitable for residential development. There may be some allotments that could accommodate minor infill development, subject to the relevant subdivision and planning process. There is one area of land of approximately five hectares within the Township Zone to the north of the existing township that could accommodate a small low density subdivision.

#### 5.9 Identified Future Residential Land Supply (unzoned)

The existing Katandra West Framework Plan identifies one area within the Farming Zone for 'Potential Low Density' of approximately 13 hectares of land.



The existing Katandra West Framework Plan identifies two areas within the Farming Zone for ‘Potential Rural Living’, totalling approximately 78 hectares altogether.

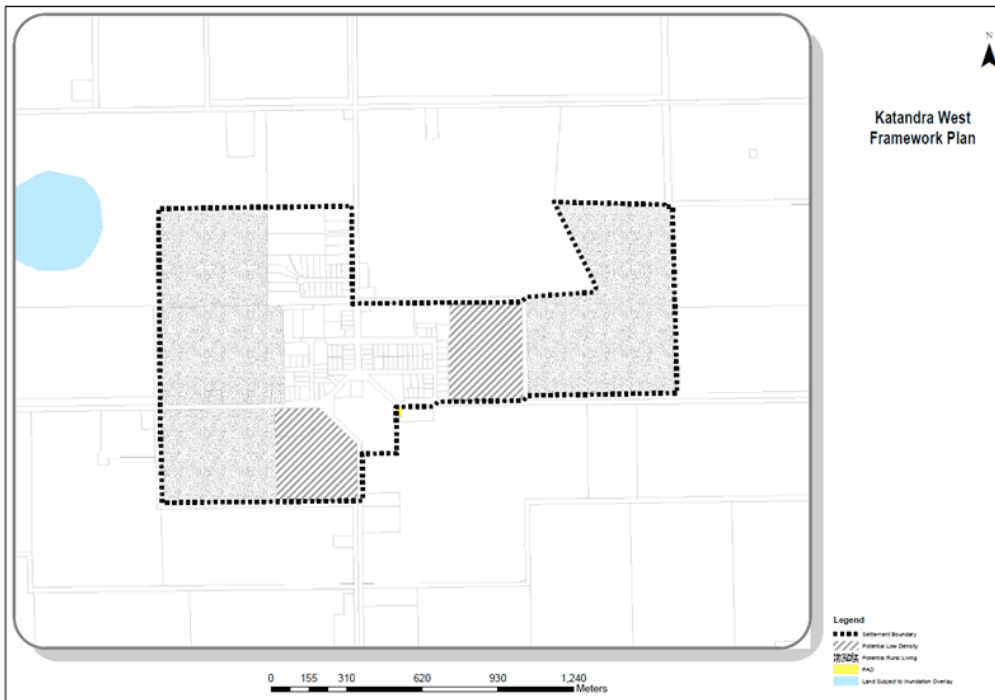
**5.10 Recommendations**

Land within the Township Zone at 325 Hickey Road should be removed from ‘Potential Low Density’ and changed to no designation.

The most recent residential subdivision in Katandra West had a relatively strong uptake. Given the lack of interest from land owners/developers in rezoning land in Katandra West, it recommended that a different growth front is identified to provide additional land for future low density and rural residential development.

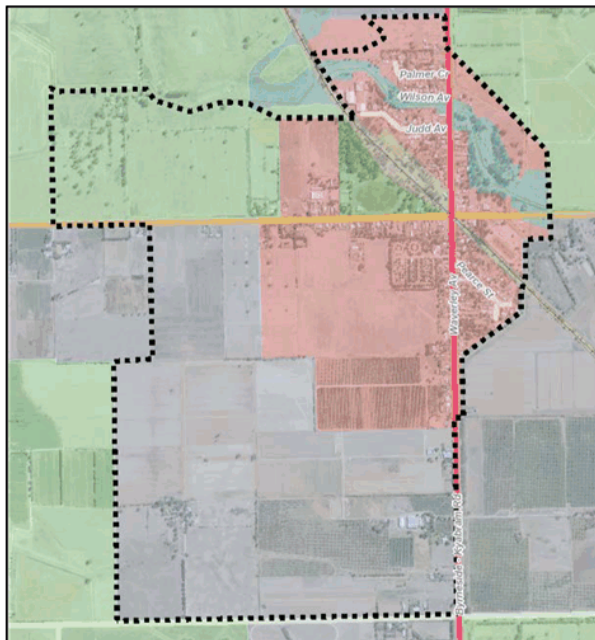
It is recommended that land immediately to the south west of the existing township is included in the settlement boundary. This will provide an additional approximately 11 hectares of unzoned land identified for ‘Potential Low Density’ and approximately 18 hectares of unzoned land identified for ‘Potential Rural Living’.

Figure 9 – Recommended Katandra West Framework Plan



## 6.0 MERRIGUM

Figure 10 – Merrigum Map



### 6.1 Township Overview

The township of Merrigum is located approximately 30km west of Shepparton and has a population of 679 (2016 Census). The areas surrounding Merrigum are primarily utilised for farming, including cropping, grazing and dairying. The town is largely centred along Waverly Avenue and Morrissey Street (see *Figure 10 – Merrigum Map*) and a railway line traverses the centre of the town.

### 6.2 Environmental Profile

There is currently some native vegetation existing within the township area, which is located largely on private land. The northern

portion of the township is heavily affected by flooding. The only parts of the township and surrounds that are not affected by flooding are located to the south and south west.

### 6.3 Infrastructure Availability

The town is connected to reticulated sewerage. A railway traverses the centre of the town, however, there is no passenger rail service and no immediate plans to include the town in the passenger rail network. Road infrastructure is generally good and the township is serviced by limited public bus services.

### 6.4 Current Zones and Overlays

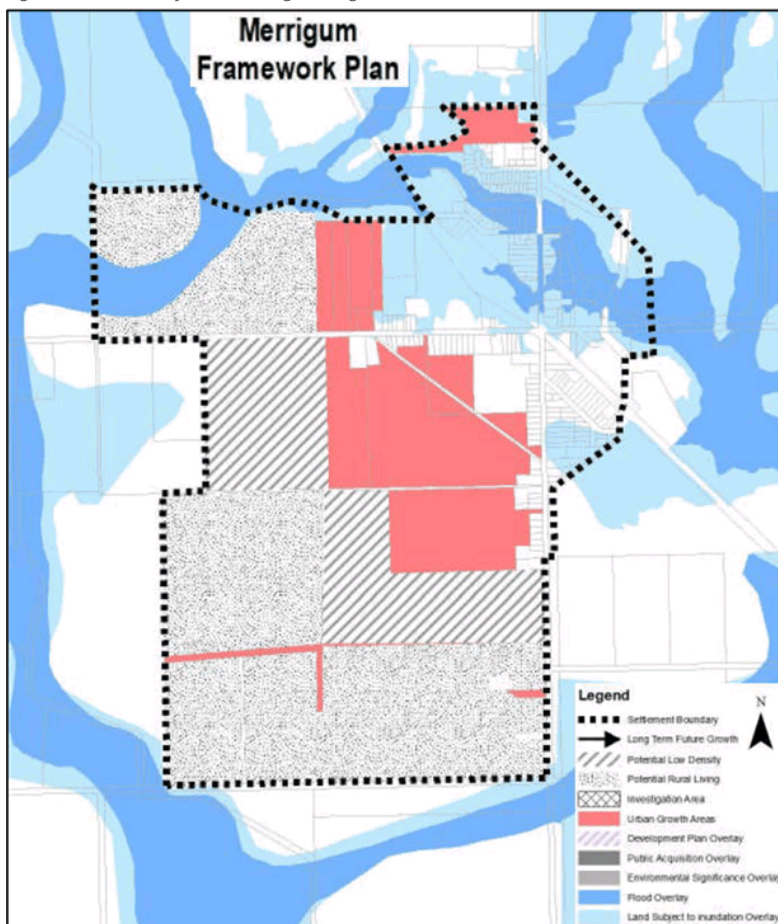
The central township area is within the Township Zone. The Urban Floodway Zone traverses the north eastern portion of the town (see *Figure 10 – Merrigum Map*). Most of the land north of Morrissey Street and Andrews Road is affected by the Land Subject to Inundation and Floodway Overlays. Land surrounding the town primarily consists of Farming Zone. Large sections of the Township Zone currently remain vacant as land identified for future residential development. Some places of cultural heritage significance have been identified within the township and the Heritage Overlay has been applied.

### 6.5 Existing Framework Plan from Clause 21.04 (Settlement)

Large areas of land towards the south of the existing township have been identified for potential Urban Growth Areas, as well as smaller areas to the north. Areas further south have been designated for Potential Low Density and Potential Rural Living (see *Figure 11 – Extract from existing Merrigum Framework Plan*).



Figure 11 – Extract from existing Merrigum Framework Plan



**6.6 Recent Changes (2011 – 2018)**

No rezoning applications have been received.

**6.7 Findings from 2016 Residential Land Supply Assessment**

Within the township of Merrigum there is 60 hectares of identified land that is suitable for future residential development.

Estimated lot capacity for future rural residential (unzoned) land supply is 149 total lots, including 56 potential Rural Living and 93 potential Low Density Residential (see *Figure 30 – Merrigum extract from Residential Supply Assessment*).

**6.8 Current Residential Zoned Land Supply**

There are large areas of land within the Township Zone that are currently undeveloped and continue to be used for farming. In particular, there is approximately 47 hectares of vacant land within the Township Zone to the south of Morrissey Street and west of Waverley Avenue that could accommodate residential subdivision.



There is an additional area of approximately six hectares of vacant land within the Township Zone between Morrissey Street and the railway line, and an area on the northern edge of the township of approximately either hectares that could accommodate residential subdivision.

**6.9 Identified Future Residential Land Supply (unzoned)**

The existing Merrigum Framework Plan identifies two areas within the Farming Zone for ‘Potential Low Density’, totalling approximately 52 hectares of land.

The existing Merrigum Framework Plan identifies one area within the Farming Zone for ‘Potential Rural Living’ of approximately 100 hectares.

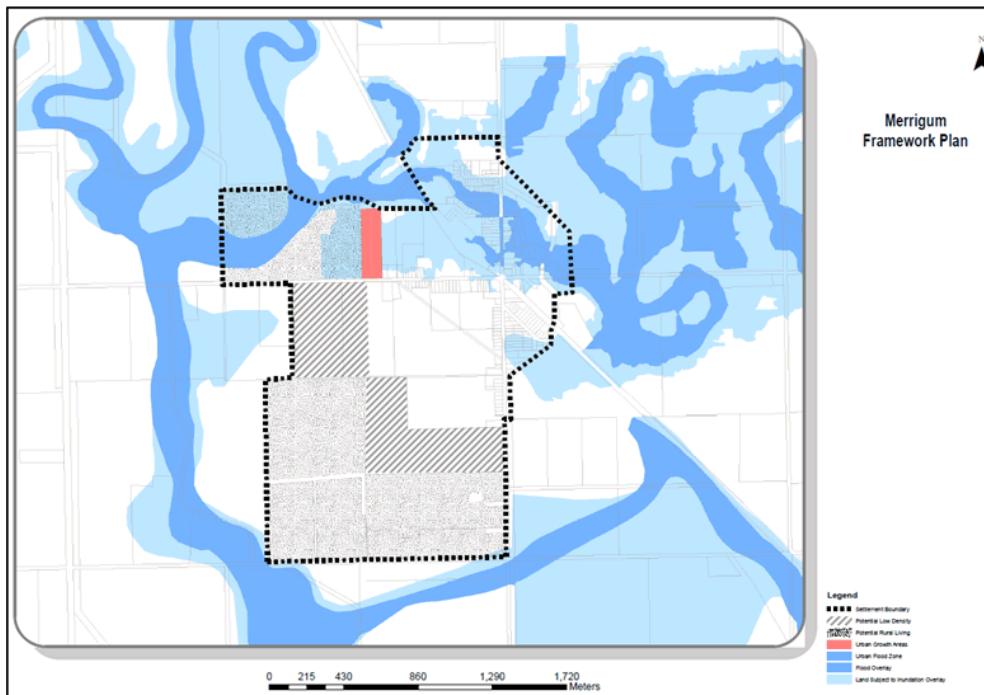
**6.10 Recommendations**

The settlement boundary for Merrigum does not require extension as part of this review.

All land within the Township Zone should be removed from ‘Urban Growth Area’ and changed to no designation.

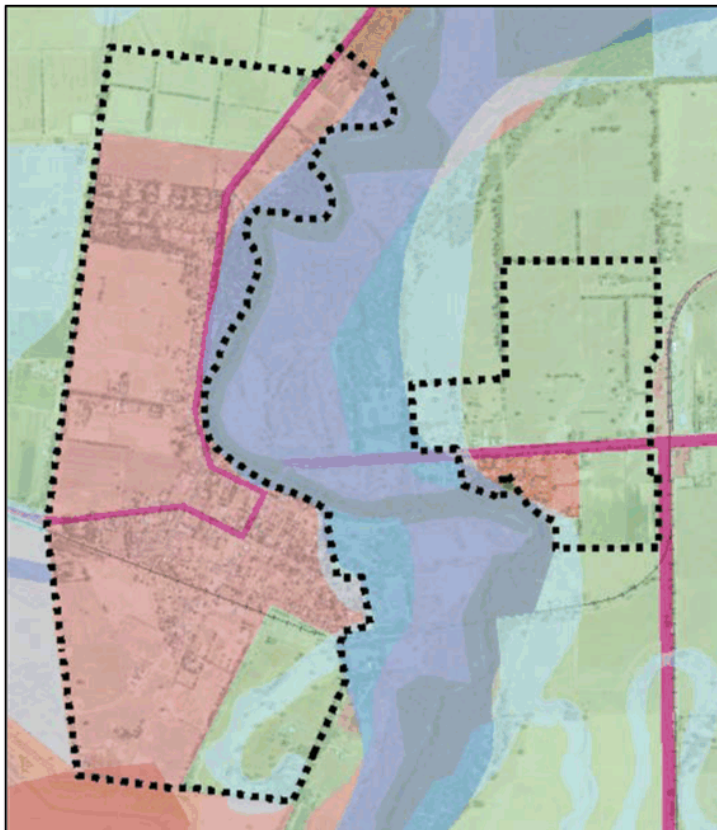
Minor changes should be made to address mapping anomalies. This should include the removal of the narrow strips of ‘Urban Growth Area’ land from the Framework Plan. It should also include the adjustment of the settlement boundary at the northern edge of the township to include land that is already within the Township Zone.

Figure 12 – Recommended Merrigum Framework Plan



## 7.0 MURCHISON

Figure 13 – Murchison Map



### 7.1 Township Overview

The Murchison township is located approximately 35km to the south-west of Shepparton, situated on the Goulburn River, with a population of 925 (2016 Census). The surrounding areas consist of orchards, vineyards, dairy farms, and historic Prisoner of War Camps.

The central township area is primarily comprised of residential development, with some commercial and industrial uses. The core part of the township runs along Stevenson Street, Robinson Street, and Watson Street (see Figure 13 – Murchison Map).

A short rail trail has been constructed with plans to extend this in the future. A small portion of the urban area has split across the river to become Murchison East, however, very limited development has occurred.

### 7.2 Environmental Profile

There is minimal remnant vegetation within the boundaries of the township, with the exception of the land along the Goulburn River. Large parts of the urban area and surrounding farmland have been cleared. The township flanks the Goulburn River to the east, which is located within the Public Conservation and Resource Zone, and provides a logical town boundary. Growth of the town to the west is limited by the location of the wastewater treatment plant. The town is also an identified Bushfire Prone Area and is partially affected by the Bushfire Management Overlay.

### 7.3 Infrastructure Availability

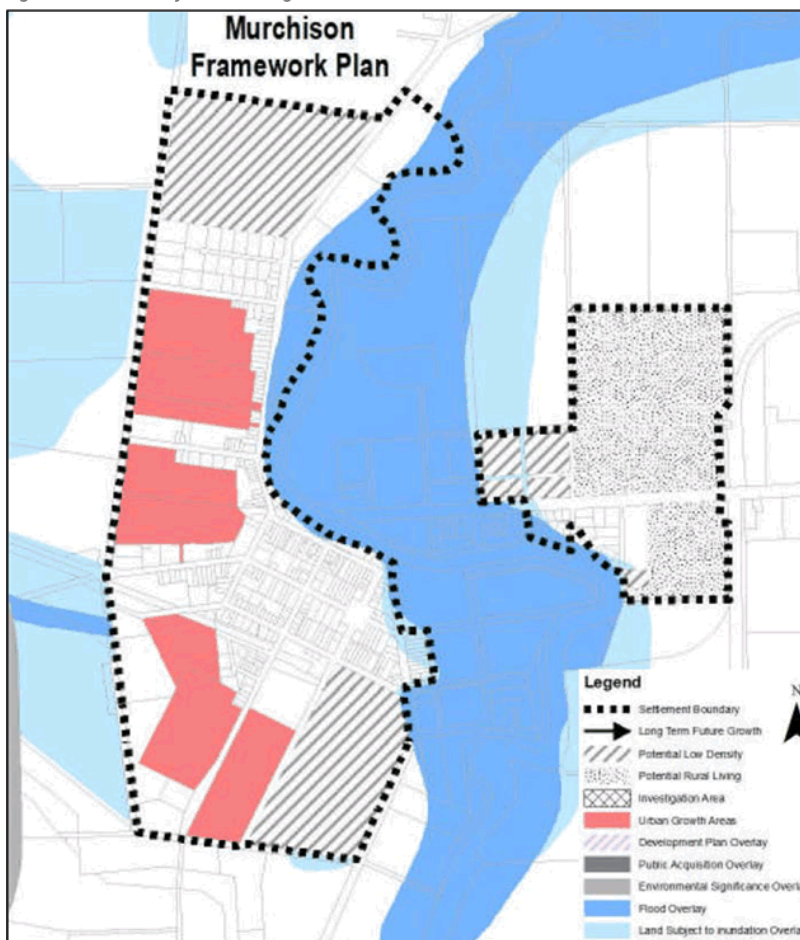
The township is connected to reticulated sewerage with a railway line traversing the southern part of town. The Murchison East Railway Station is a V/Line passenger station and freight station, however, the station building/platform was recently destroyed by fire. Road infrastructure is generally good and provides relatively easy access to the Goulburn Valley Highway. The township is

serviced by the public bus network. The bridge linking Murchison with Murchison East will require upgrades in the long term.

**7.4 Current Zones and Overlays**

Murchison is entirely within the Township Zone and is largely surrounded by the Farming Zone. The Goulburn River, which runs immediately to the east of the central township area, is within the Public Conservation and Resource Zone. Aside from the river corridor, the township is not affected by flooding and only a small portion of Land Subject to Inundation Overlay applies to the southern corner of the township area (see *Figure 13 – Murchison Map*). Murchison East has had a small parcel of land that is within the Low Density Residential Zone while the balance remains in the Farming Zone.

Figure 24 – Extract from existing Murchison Framework Plan



**7.5 Existing Framework Plan from Clause 21.04 (Settlement)**

There are areas of vacant land that are identified for ‘Urban Growth Area’ and are already within the Township Zone, both to the west and the south of the existing township. There are some areas to the north and south of the township that are identified for ‘Potential Low Density’.



Most of Murchison East is identified for 'Potential Rural Living', which currently remains within the Farming Zone (see *Figure 14 – Extract from existing Murchison Framework Plan*).

#### **7.6 Recent Changes (2011 – 2018)**

One rezoning request was received following the implementation of the Housing Strategy but it was refused due to being outside of the settlement boundary.

#### **7.7 Findings from 2016 Residential Land Supply Assessment**

Murchison was identified as having a vacant residential lot supply of 14, however, there are large areas of zoned land available for subdivision. From July 2008 to March 2016 there were 7 lots subdivided within the township of Murchison.

Estimated lot capacity for future rural residential (unzoned) land supply is 462 total lots, including 33 potential Rural Living and 429 potential Low Density Residential (see *Figure 31 – Murchison extract from Residential Supply Assessment*).

#### **7.8 Current Residential Zoned Land Supply**

There are large areas of land within the Township Zone that are currently undeveloped and continue to be used for farming. There is approximately 160 hectares of vacant land within the Township that could accommodate residential subdivision, largely comprised of land to the west and south of the existing residential areas.

There may also be some allotments within the township could accommodate minor infill development, subject to the relevant subdivision and planning process.

#### **7.9 Identified Future Residential Land Supply (unzoned)**

The existing Murchison Framework Plan identifies, in Murchison, two areas within the Farming Zone for 'Potential Low Density', totalling approximately 76 hectares of land.

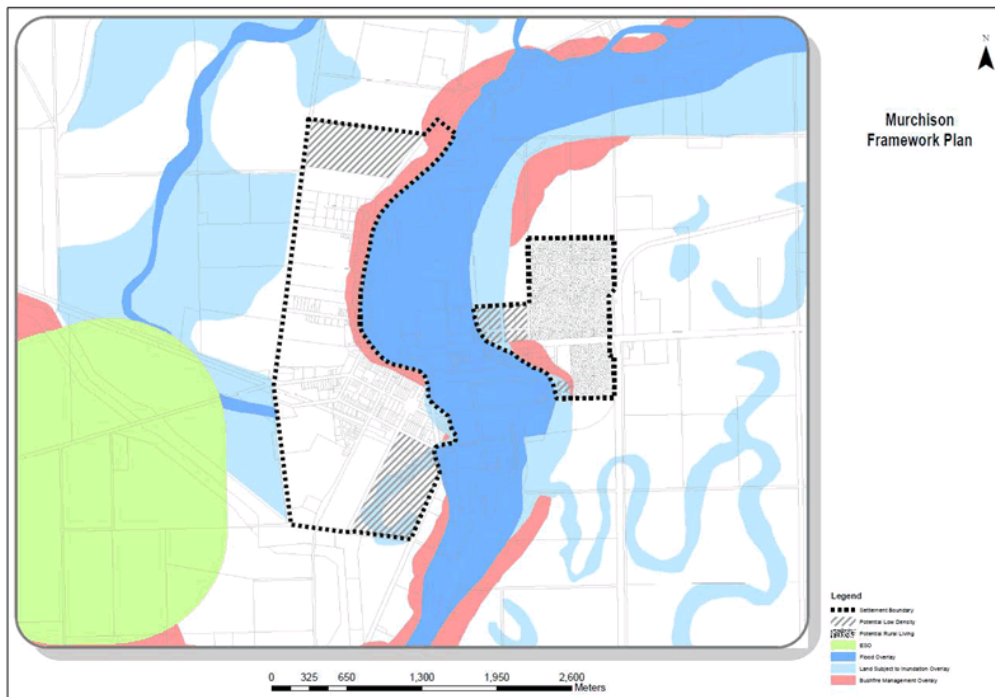
The existing Murchison Framework Plan also identifies, in Murchison East, two areas of land within the Farming Zone for 'Potential Low Density', totalling approximately 14 hectares, and two areas for 'Potential Rural Living', totalling approximately 80 hectares.

#### **7.10 Recommendations**

All land within the Township Zone should be removed from 'Urban Growth Area' and 'Potential Low Density' and changed to no designation.

The settlement boundary for Murchison does not require extension as part of this review.

Figure 15 – Recommended Murchison Framework Plan



## 8.0 TALLYGAROPNA

Figure 16 – Tallygaroopna Map



### 8.1 Township Overview

The township of Tallygaroopna is located approximately 15km from Shepparton and has a population of 579 (2016 Census). The main facilities within the township include a primary school, a kindergarten, and a football field. The township area is located parallel to the Goulburn Valley Highway, with Victoria Street being the main east-west road servicing the township (see *Figure 16 – Tallygaroopna Map*).

### 8.2 Environmental Profile

There is a moderate amount of street tree planting and existing vegetation on cleared land, however the overwhelming majority has been cleared for agricultural purposes. Small areas of land are at risk of inundation and flooding on the edges of the settlement boundary. The entirety of the township is also considered a designated Bushfire Prone Area.

There is a large area of native vegetation to the north of the existing township, within the settlement boundary. An assessment should be undertaken to ascertain the value of this vegetation and extent of it that should be retained. This area is partially within the Township Zone and partially within the Farming Zone. Consideration should be given to co-locating a park, reserve or drainage basin adjacent to this vegetated area. Smaller patches of native vegetation should also be assessed and their retention considered as part of any future development of the land.

### 8.3 Infrastructure Availability

Tallygaroopna is not connected to reticulated sewerage. The township is adjacent to an existing railway line that is used solely for freight movements. There is no passenger rail service to the township and no immediate plans to include the town in the passenger rail network. Tallygaroopna is well serviced by road infrastructure, however, has minimal public transport connections.

### 8.4 Zones and Overlays

The residential area of the township is within the Township Zone. Some of the land surrounding the township is affected by the Land Subject to Inundation Overlay and the Floodway Overlay. All of the land in the wider area is within the Farming Zone as well as some of the land within the settlement boundary (see *Figure 16 – Tallygaroopna Map*). The north-eastern extent of land within the settlement boundary is affected by the Floodway Overlay.

Figure 17 - Extract from existing Tallygaroopna Framework Plan



### 8.5 Existing Framework Plan from Clause 21.04 (Settlement)

The area directly north of the township has been identified for 'Potential Low Density', while the land to the east has been designated for 'Potential Rural Living' (see *Figure 17 – Extract from existing Tallygaroopna Framework Plan*).

### 8.6 Recent Changes (2011 – 2018)

No rezoning requests have been received following the implementation of the Housing Strategy.

### 8.7 Findings from 2016 Residential Land Supply Assessment

The 2016 study found that there is only 1 vacant residential lot within the township. However, there are large areas of land within the Township Zone available for subdivision. Estimated lot capacity for future rural residential (unzoned) land supply is 55 total lots, including 15 potential Rural Living and





40 potential Low Density Residential (see *Figure 32 – Tallygaroopna extract from Residential Supply Assessment*).

**8.8 Current Residential Zoned Land Supply**

There is approximately 16 hectares of land within the Township Zone that is currently undeveloped and continues to be used for farming.

**8.9 Identified Future Residential Land Supply (unzoned)**

The existing Tallygaroopna Framework Plan identifies area of land within the Farming Zone to the north of the existing township for ‘Potential Low Density’ of approximately 7 hectares.

The existing Tallygaroopna Framework Plan also identifies one area of land within the Farming Zone to the east of the existing township for ‘Potential Rural Living’ of approximately 37 hectares.

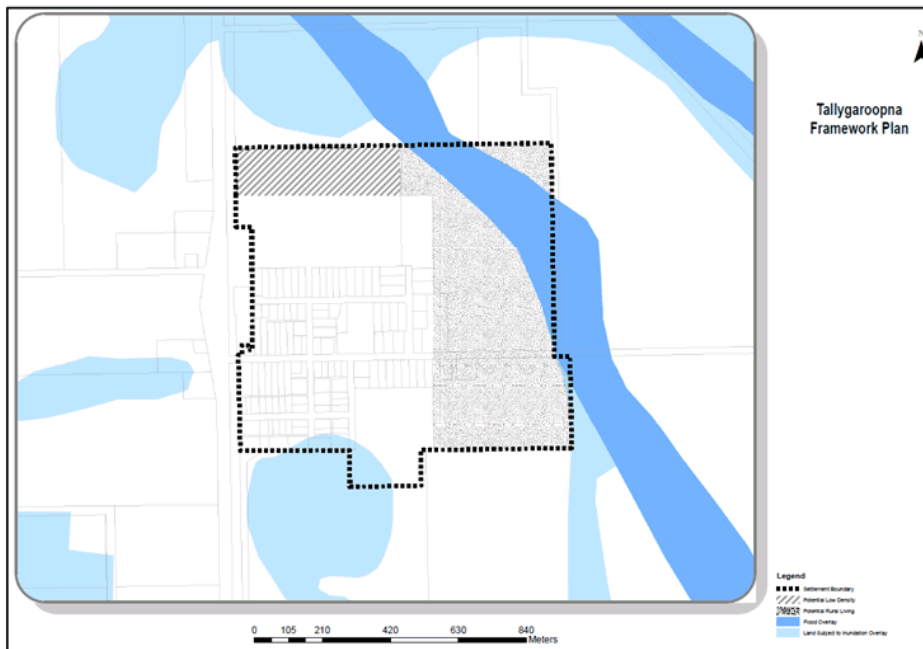
**8.10 Recommendations**

All land within the Township Zone should be removed from ‘Urban Growth Area’ and ‘Potential Low Density’ and changed to no designation.

Minor changes should be made to address mapping anomalies. This should include the removal of the narrow strips of ‘Urban Growth Area’ land from the Framework Plan. It should also include the adjustment of the settlement boundary at the southern edge of the township to include land that is part of the Tallygaroopna Recreation Reserve.

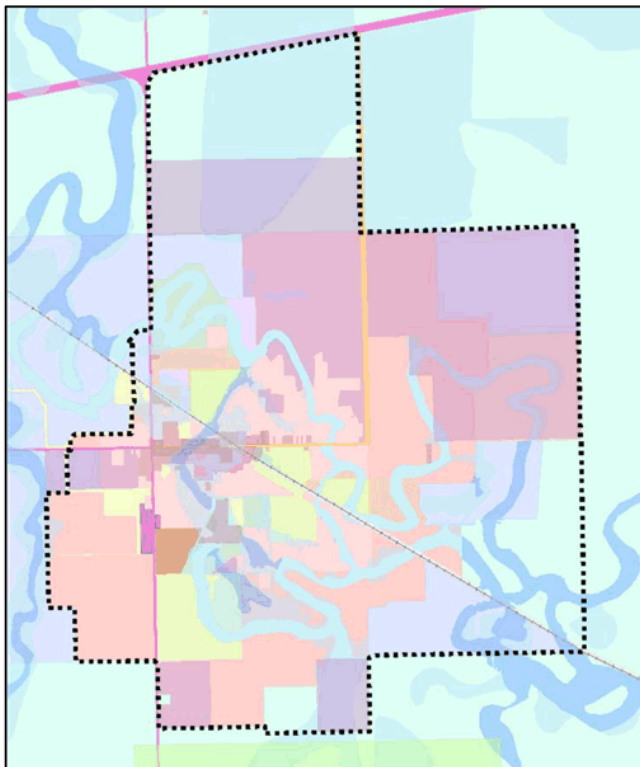
The settlement boundary for Tallygaroopna does not require extension as part of this review.

Figure 18 – Recommended Tallygaroopna Framework Plan



## 9.0 TATURA

Figure 19 – Tatura Map



### 9.1 Township Overview

The Tatura Township is located approximately 20km west of Shepparton with a population of 4,669 (2016 Census). The existing township is surrounded by farmland, largely used for dairying, cropping and grazing.

There is a large corporate and manufacturing presence within the town, which includes some major regional processing plants (see *Figure 19 – Tatura Map*). The centre of the township is located along Hogan Street. The township contains various sporting facilities, including football ovals, a racecourse, an equestrian sports centre and a golf club. Tourist attractions include the Cussen Park Wetlands and historic Prisoner of War Camps.

### 9.2 Environmental Profile

There is minimal remnant vegetation, as this has predominantly been cleared for farming. There is, however, moderate street tree planting within the existing township. There are some environmental constraints that impact the direction of future growth. Flooding may pose some issue to the west and south-east, the wastewater treatment plant is located to the south of the township, and there is a strong industrial presence throughout the township, particularly in the south and west. There is no Bushfire Management Overlay affecting the town.

### 9.3 Infrastructure Availability

The township is connected to reticulated sewerage. A railway traverses the centre of the town, however, there is no passenger rail service and no immediate plans to include the town in the passenger rail network. Road infrastructure is generally good and the township is serviced by the public bus network.

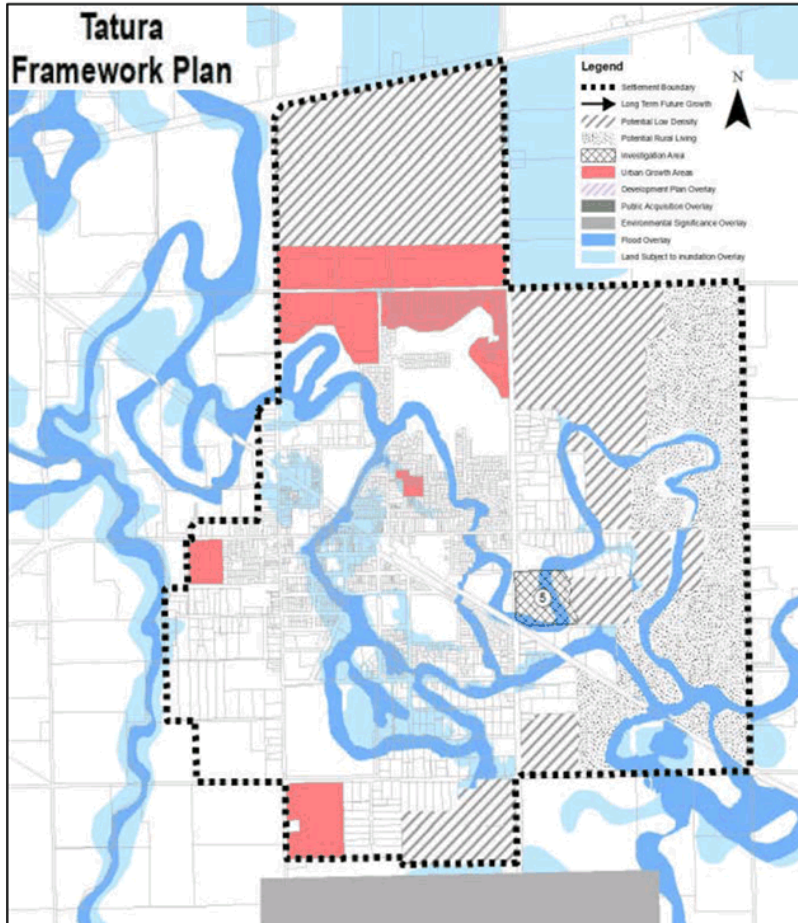
### 9.4 Current Zones and Overlays

The central township area is made up largely of residential, commercial and special use zones (for industries such as Tatura Milk Industries Pty Ltd and Unilever Australia Pty Ltd). The town is flanked

by land within the Low Density Residential Zone to the south and east, and is entirely surrounded by the Farming Zone (see *Figure 19 – Tatura Map*).

A floodway, within the Urban Floodway Zone, traverses the township. The Floodway Overlay and Land Subject to Inundation Overlay apply to flood affected land further to the west and south-east. Much of the central township area is also affected by the Heritage Overlay.

*Figure 20 – Extract from existing Tatura Framework Plan*



#### **9.5 Existing Framework Plan from Clause 21.04 (Settlement)**

A moderately sized area to the north has been identified for 'Urban Growth Area', and areas further north and west has been identified for 'Potential Low Density' (see *Figure 20 – Extract from existing Tatura Framework Plan*). Areas on the western side of the township have been identified for 'Potential Rural Living'.

#### **9.6 Recent Changes (2011 – 2018)**

A number of rezoning requests have been received since the Housing Strategy was implemented. Large rezonings in the north-eastern area of the township from the Farming Zone to the Low Density Residential Zone and the Rural Living Zone have occurred in recent years.

### 9.7 Findings of 2016 Residential Land Supply Assessment

Tatura has been identified as having a vacant residential lot supply of 46. From July 2008 to March 2016 there were 173 residential lots constructed in Tatura.

Estimated lot capacity for future rural residential (unzoned) land supply (page 35 of Spatial Economics Land Supply Assessment) is 750 total lots, including 119 potential Rural Living and 631 potential Low Density Residential (see *Figure 33 – Tatura extract from Residential Supply Assessment*).

### 9.8 Current Residential Zoned Land Supply

The majority of land within the General Residential Zone in Tatura has been subdivided and developed for residential purposes. There are minimal vacant lots available for residential development. In particular, the Northlinks Estate is nearing completion with minimal allotments available. There may be some allotments that could accommodate minor infill development, subject to the relevant subdivision and planning process.

There is one area of land of approximately 20 hectares within the General Residential Zone to the south of the existing township that could accommodate a small residential density subdivision.

There are some areas of land within the Low Density Residential Zone that are vacant and could be developed. One area is located to the west of the Tatura Racecourse and another to the north east of the existing township, which was recently rezoned from the Farming Zone to the Low Density Residential Zone.

There is one area of land within the Rural Living Zone that is suitable for subdivision. This is located to the east of the existing township and was recently rezoned from the Farming Zone.

### 9.9 Identified Future Residential Land Supply (unzoned)

The existing Tatura Framework Plan identifies two areas of land within the Farming Zone for 'Urban Growth Area', totalling approximately 80 hectares altogether.


The existing Tatura Framework Plan identifies several areas of land within the Farming Zone for 'Potential Low Density', totalling approximately 270 hectares altogether.

The existing Tatura Framework Plan identifies two areas of land within the Farming Zone for 'Potential Rural Living', totalling approximately 160 hectares altogether.

### 9.10 Recommendations

All land within the General Residential Zone should be removed from 'Urban Growth Area' and changed to no designation.

All land within the Low Density Residential Zone should be removed from 'Potential Low Density' and changed to no designation.



All land within the Rural Living Zone should be removed from 'Potential Rural Living' and changed to no designation.

Given the strong uptake for allotments within the General Residential Zone in Tatura, it would be prudent to identify additional land for 'Urban Growth Area'.

There has been a noticeably lower interest in land within the Low Density Residential Zone and the Rural Living Zone in recent years in Tatura.

It is recommended that the following areas of land be identified for 'Urban Growth Area' due to the proximity to services and the lack of environmental constraints:

- Approximately 43 hectares of land immediately east of Dhurringile Road and south of Pyke Road;
- Approximately 11 hectares of land at the north eastern end of Gowrie Park Road (it should be noted that access to this land relies upon connections through other allotments and/or infrastructure upgrades, to be addressed by the land owner/developer); and
- Approximately 10 hectares of land south of Ferguson Road to the east of Dollar Court.

This will provide an additional approximately 64 hectares of unzoned land identified for 'Urban Growth Area'.

It is recommended that approximately 42 hectares of land between Ferguson Road and Pyke Road be identified for 'Potential Low Density'.

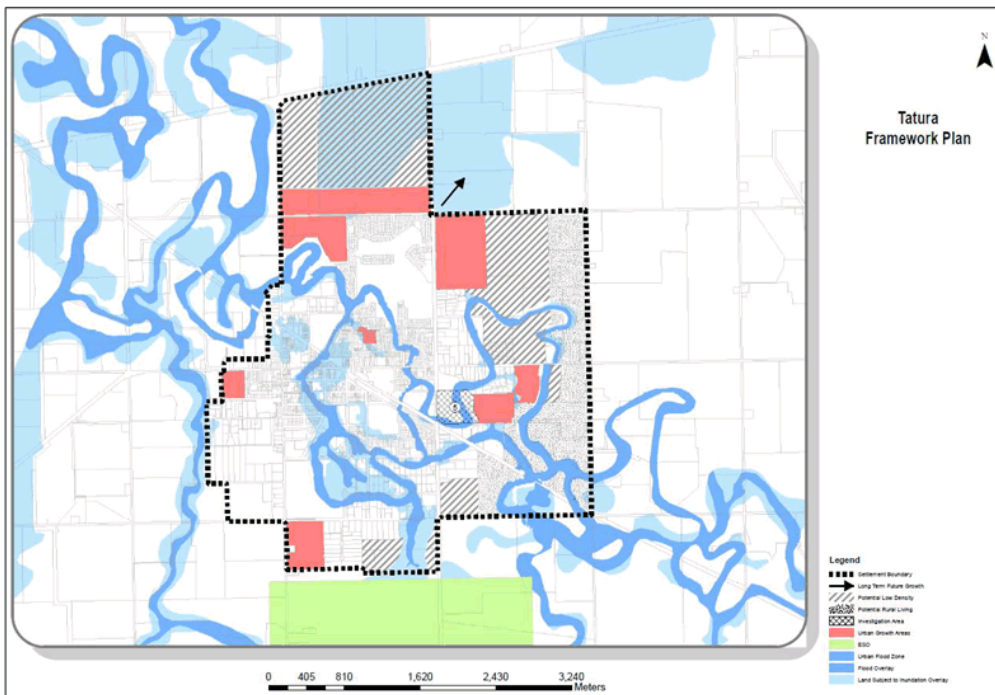
It is recommended that an arrow to denote the direction of 'Long Term Future Growth' be included on the Tatura Framework Plan. Due to a lack of environmental constraints and the location of services, transport connections and the Shepparton and Mooroopna Urban Areas, this arrow should identify future direction towards land to the north east of Tatura, east of Dhurringile Road between Pyke Road and the Midland Highway.

It should be noted that there is an APA High Pressure Gas Pipeline and an AusNet Transmission Group Pty Ltd easement to the north east of the township, which will require consideration as part of any future development proposal.

It is also recommended that minor changes are made to address mapping anomalies. This should include the addition of the flood controls for land south of Murton Road.

The settlement boundary for Tatura does not require extension as part of this review.

Figure 21 – Recommended Tatura Framework Plan



## 10.0 TOOLAMBA & OLD TOOLAMBA

Figure 22 – Toolamba Map



### 10.1 Township Overview

Toolamba township is located approximately 20km south-west of Shepparton and has a population of 769 (2016 Census).

Most of the land surrounding the town is used for agricultural, including dairying, cropping and grazing. The centre of the town is located along Wren Street. Buildings of significance include the town hall, the historic hotel, and historic post office and railway station (see *Figure 22 – Toolamba Map*).

### 10.2 Environmental Profile

There are small amounts of vegetation scattered around the township, but most of the vacant land has been cleared. Land at the eastern boundary of the township is close to the Goulburn River corridor, which is heavily vegetated. A small section of the centre of town is affected by the Land Subject to Inundation

Overlay, and a large portion is also within the Bushfire Management Overlay.

### 10.3 Infrastructure Availability

The town is not connected to reticulated sewerage. A railway traverses the centre of the town, however, there is no passenger rail service and no plans to include the town in the passenger rail network. Road infrastructure is generally good and the township is serviced by limited public bus services.

### 10.4 Current Zones and Overlays

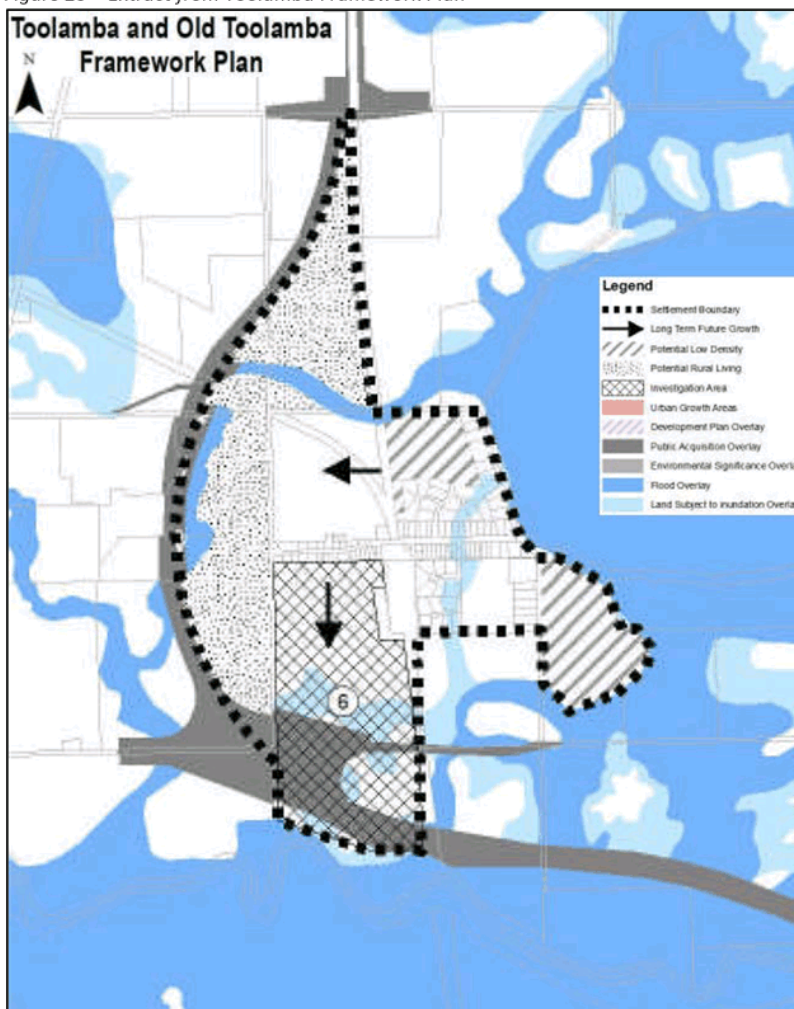
Toolamba is within the Township Zone with some areas affected by the Land Subject to Inundation Overlay. Land to the east along the Goulburn River is within the Public Conservation and Resource Zone (see *Figure 22 – Toolamba Map*). The settlement boundary follows the Public Acquisition Overlay to the west, which identifies the alignment of the Goulburn Valley Highway – Shepparton Bypass. The eastern areas of the township are affected by the Bushfire Management Overlay.

### 10.5 Existing Framework Plan from Clause 21.04 (Settlement)

A large area on the southern side of Wren Street has been designated as a residential investigation area. This may provide land for residential development subject to investigations being completed

and a planning scheme amendment to rezone the land. Large areas of land within the Farming Zone have also been identified for 'Potential Low Density' and 'Potential Rural Living' to the east and south of the existing township (see *Figure 23 – Extract from existing Toolamba Framework Plan*).

Figure 23 – Extract from Toolamba Framework Plan




**10.6 Recent Changes (2011 – 2018)**

Two rezoning requests have been received since the implementation of the Housing Strategy. One of these has been approved, which rezoned land to the east of the township (along Bridge Road) from the Farming Zone to the Low Density Residential Zone. The other rezoning request affects land in Investigation Area 6 and is currently in preliminary stages.

**10.7 Findings from 2016 Residential Land Supply Assessment**

As of 2016, Toolamba has 21 vacant residential lots identified, 24 lots have been constructed between July 2008 and March 2016.





Estimated lot capacity for future rural residential (unzoned) land supply is 75 total lots, including 40 potential Rural Living and 35 potential Low Density Residential (see *Figure 34 – Toolamba extract from Residential Supply Assessment*).

#### **10.8 Current Residential Zoned Land Supply**

The majority of land within the Township Zone in Toolamba has been subdivided and developed for residential purposes. There are minimal vacant lots available for residential development. There is no opportunity for infill development due to the existing small lot sizes and lack of reticulated sewerage.

There is one area of land within the Low Density Residential Zone located to the east of Bridge Road that is vacant and can be developed. This area was recently rezoned from the Farming Zone and a subdivision for the land was approved.

#### **10.9 Identified Future Residential Land Supply (unzoned)**

The existing Toolamba and Old Toolamba Framework Plan identifies one area of land within the Farming Zone for 'Potential Low Density' of approximately 13 hectares.

The existing Toolamba and Old Toolamba Framework Plan identifies an area of land within the Farming Zone for 'Potential Rural Living', totalling approximately 100 hectares altogether.

The existing Toolamba and Old Toolamba also identifies approximately 30 hectares of land within the Farming Zone for 'Long Term Future Growth' and an additional 80 hectares within the Farming Zone for 'Investigation Area 6'. The development potential of these areas is currently unknown.

#### **10.10 Recommendations**

The Toolamba and Old Toolamba Framework Plan should be revised to acknowledge recent changes to remove the 'Potential' designation on land that is already zoned/developed.

Following the completion of the investigation for Investigation Area 6, it is recommended that the designation of this land is amended as a priority.

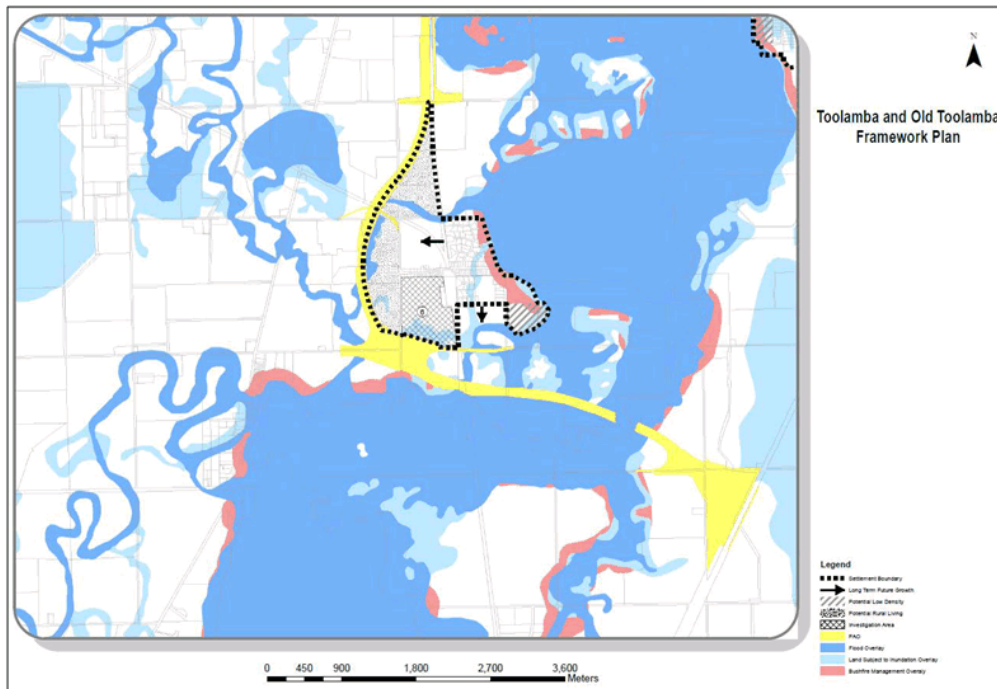
It is recommended that the arrow denoting 'Long Term Future Growth' within Investigation Area 6 is removed. The development potential and timing for this land is unknown, however, it should no longer be restricted to 'Long Term', given the lack of zoned residential land supply.

It is recommended that an arrow denoting 'Long Term Future Growth' is added to the Framework Plan for the land south of the Toolamba Primary School.

It is also recommended that minor changes are made to address mapping anomalies. This should include the adjustment of the settlement boundary to align with the Public Acquisition Overlay for the Goulburn Valley Highway – Shepparton Bypass in the south.

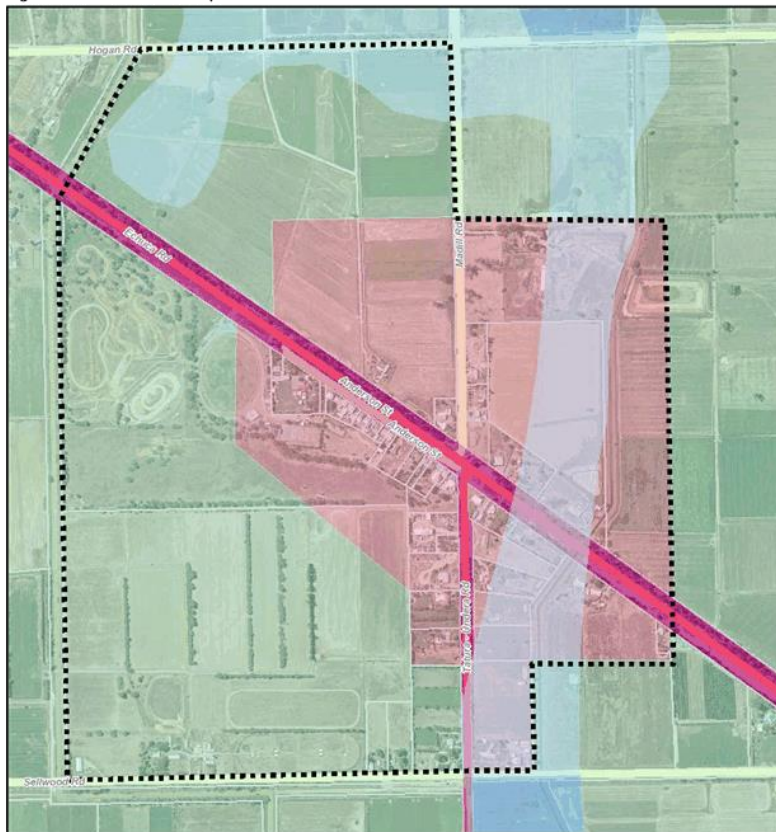
The settlement boundary for Toolamba and Old Toolamba does not require extension as part of this review.

Figure 24 – Recommended Toolamba and Old Toolamba Framework Plan



## 11.0 UNDERA

Figure 25 – Undera Map



### 11.1 Township Overview

The Undera township is located approximately 25km north-west of Shepparton, with a population of 442 (2016 census). The area is generally flat and is surrounded by farmland, used largely for dairying, cropping and grazing. The central township area is located along Echuca Road with some social, educational and commercial facilities including a post office, general store, hotel, primary school, kindergarten/pre-school, recreation reserve and associated sporting facilities, and a speedway track (see *Figure 25 – Undera Map*).

### 11.2 Environmental Profile

With the exclusion of some native vegetation present along the Echuca Road corridor, the township and surrounding area does not contain significant native vegetation. The wider area largely comprises cleared, irrigated agricultural land used for dairying, cropping and grazing. There are minimal constraints in terms of natural resources – the area is not heavily flood affected and not affected by the Bushfire Management Overlay or a designated Bushfire Prone Area.

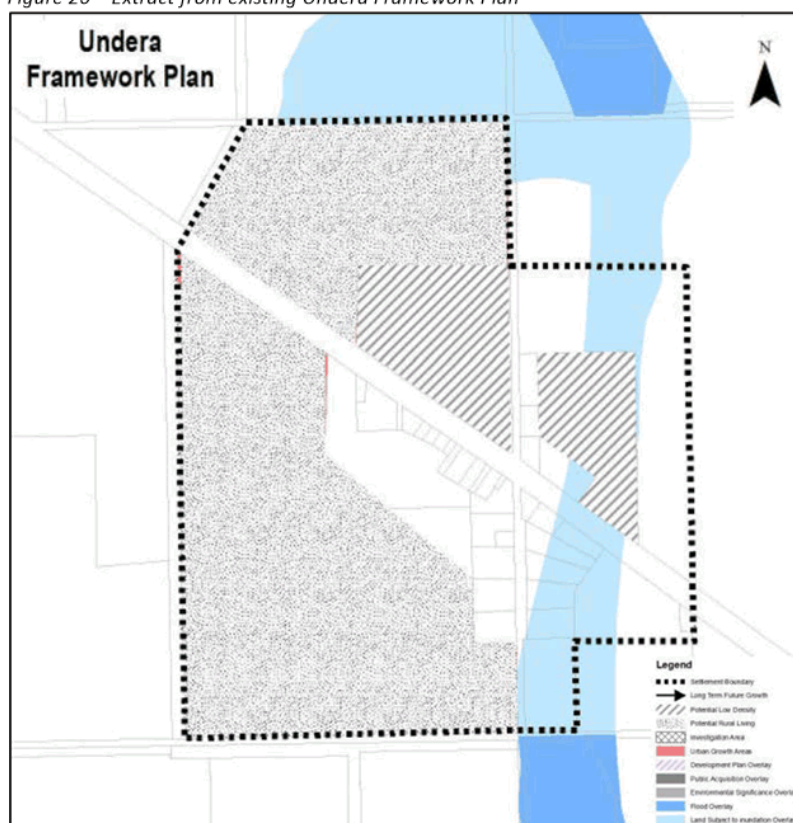
### 11.3 Infrastructure Availability

The Undera Township is not connected to reticulated sewerage. The road infrastructure is in good condition; however, public transport connections and availability are minimal.

#### 11.4 Current Zones and Overlays

The central township area is within the Township Zone, with a small area of Land Subject to Inundation Overlay at the eastern edge of the township (see *Figure 25 – Undera Map*). The Township Zone is entirely surrounded by Farming Zone. There are large areas of vacant land within the Township Zone to the north of Echuca Road. These areas do not appear to have any major land use conflicts or environmental constraints. There is currently no land within the Low Density Residential Zone or the Rural Living Zone.

Figure 26 – Extract from existing Undera Framework Plan



#### 11.5 Existing Framework Plan from Clause 21.04 (Settlement)

Large areas of land to the west of the township are identified for 'Potential Rural Living'. Some areas north of Echuca Road (already within the Township Zone) are identified for 'Potential Low Density' (see *Figure 26 – Extract from existing Undera Framework Plan*).

#### 11.6 Recent Changes (2011 – 2018)

No rezoning requests have been received for Undera since the Housing Strategy was implemented.

#### 11.7 Findings of 2016 Residential Land Supply Assessment

Estimated lot capacity for future rural residential (unzoned) land supply (page 35 of Spatial Economics Land Supply Assessment) is 82 total lots, including 41 potential Rural Living and 41

potential Low Density Residential (see *Figure 35 – Undera extract from Residential Supply Assessment*).

**11.8 Current Residential Zoned Land Supply**

There are large areas of land within the Township Zone that are currently undeveloped and continue to be used for farming. In particular, there is approximately 40 hectares of vacant land within the Township Zone to the north of Echuca Road, and approximately 13 hectares of vacant land within the Township Zone to the south of Echuca Road that could accommodate residential subdivision.

**11.9 Identified Future Residential Land Supply (unzoned)**

The existing Undera Framework Plan identifies two areas within the Farming Zone for ‘Potential Rural Living’, one to the north of Echuca Road and one to the south of Echuca Road, totalling approximately 100 hectares altogether. Approximately 14 hectares of this is utilised for the Undera Recreation Reserve and Undera Park Motorcycle Track.

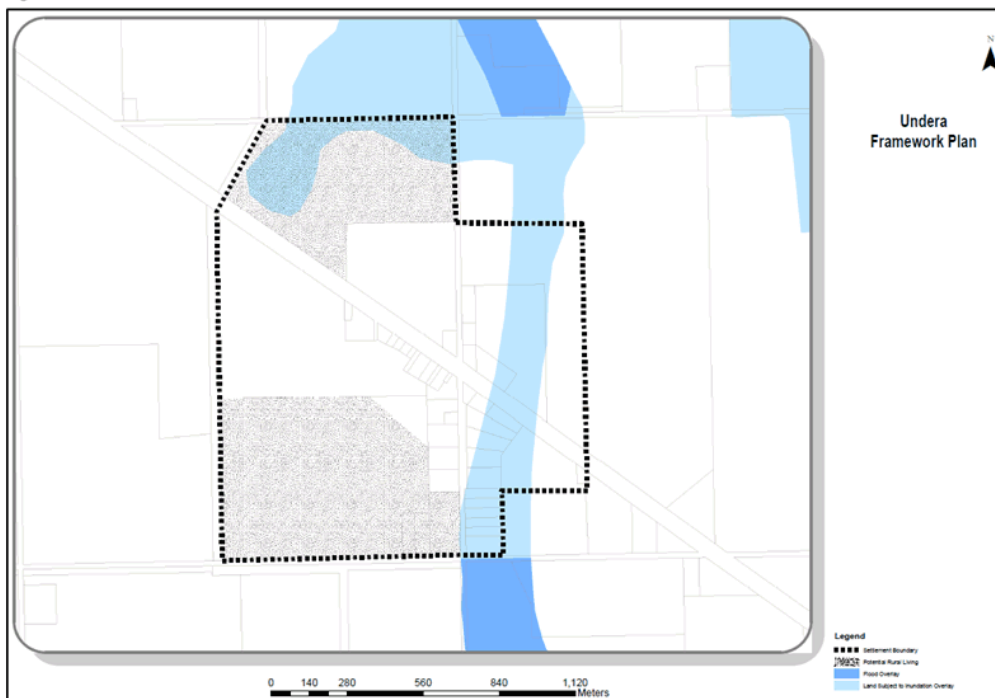
There is approximately 86 hectares of identified future rural living land (unzoned).

**11.10 Recommendations**

The settlement boundary for Undera does not require extension as part of this review..

The approximately 14 hectares of land for the Undera Recreation Reserve and Undera Park Motorcycle Track should be excluded from the identified ‘Potential Rural Living’ land.

*Figure 27 – Recommended Undera Framework Plan*



12.0 APPENDICES

12.1 Extracts from Residential Land Supply Assessment

Figure 23 - Dookie extract from Residential Land Supply Assessment



Figure 29 – Katandra West extract from Residential Land Supply Assessment

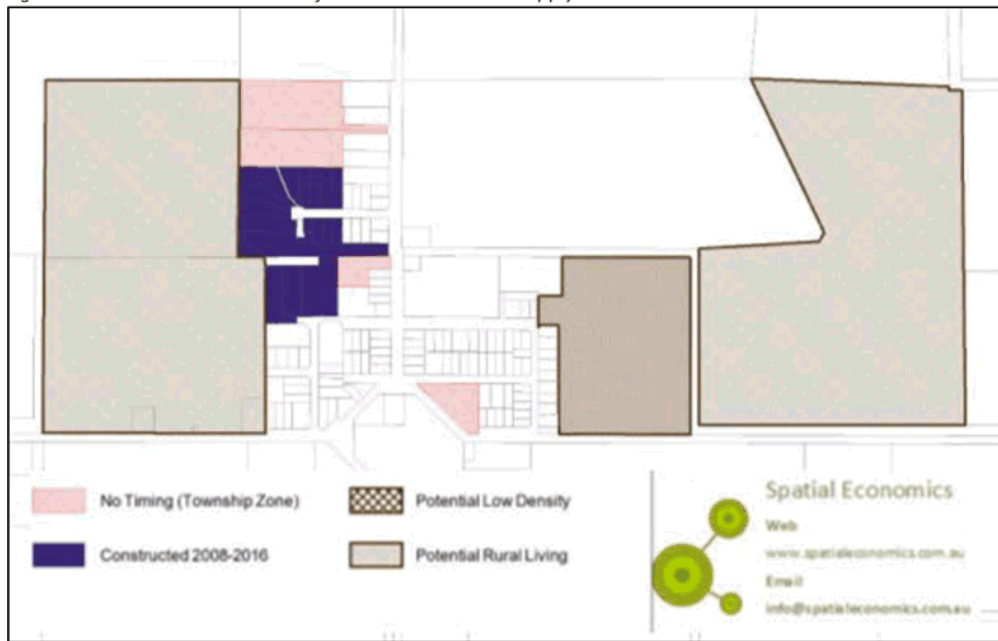


Figure 30 – Merrigum extract from Residential Land Supply Assessment

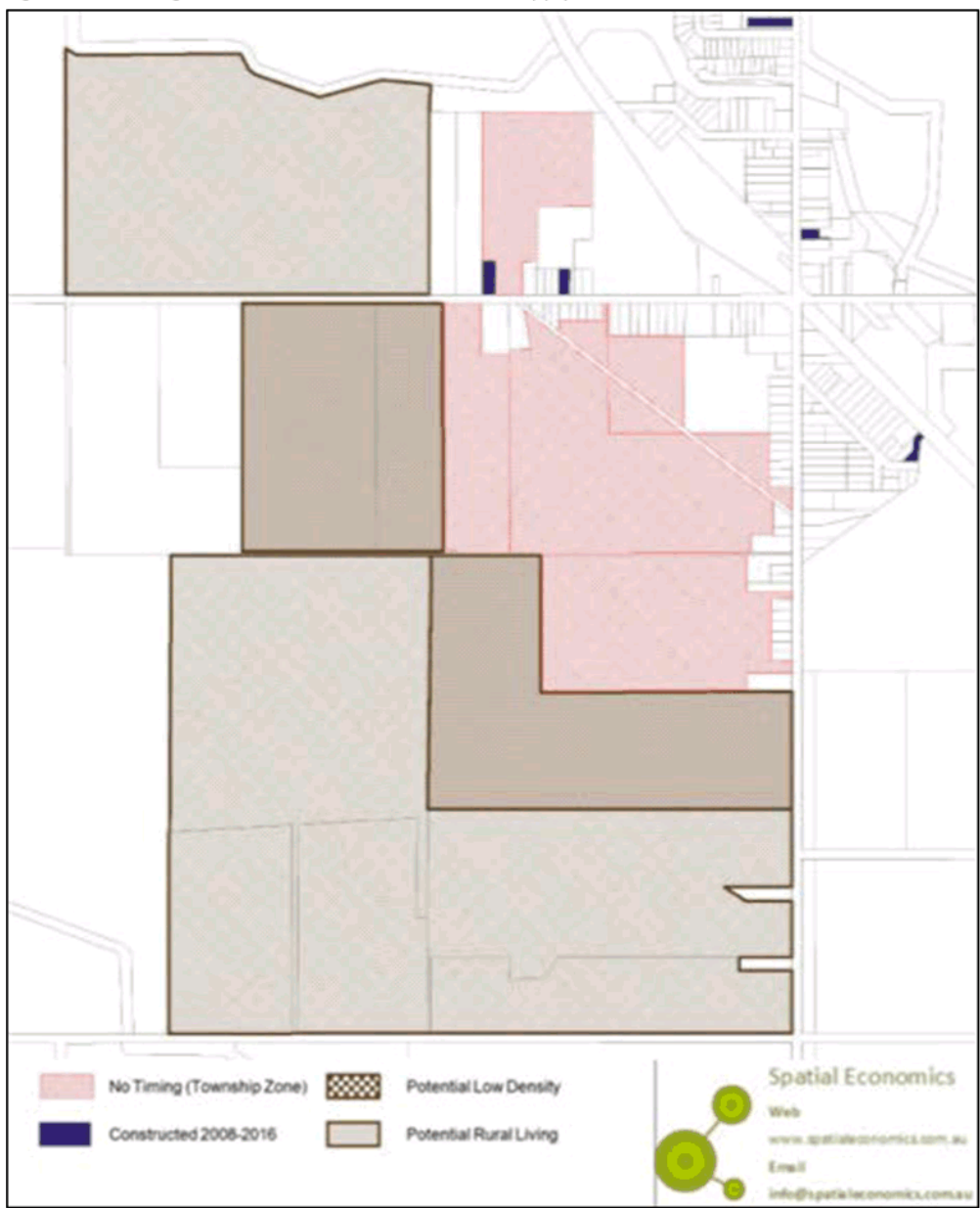




Figure 31 – Murchison extract from Residential Land Supply Assessment

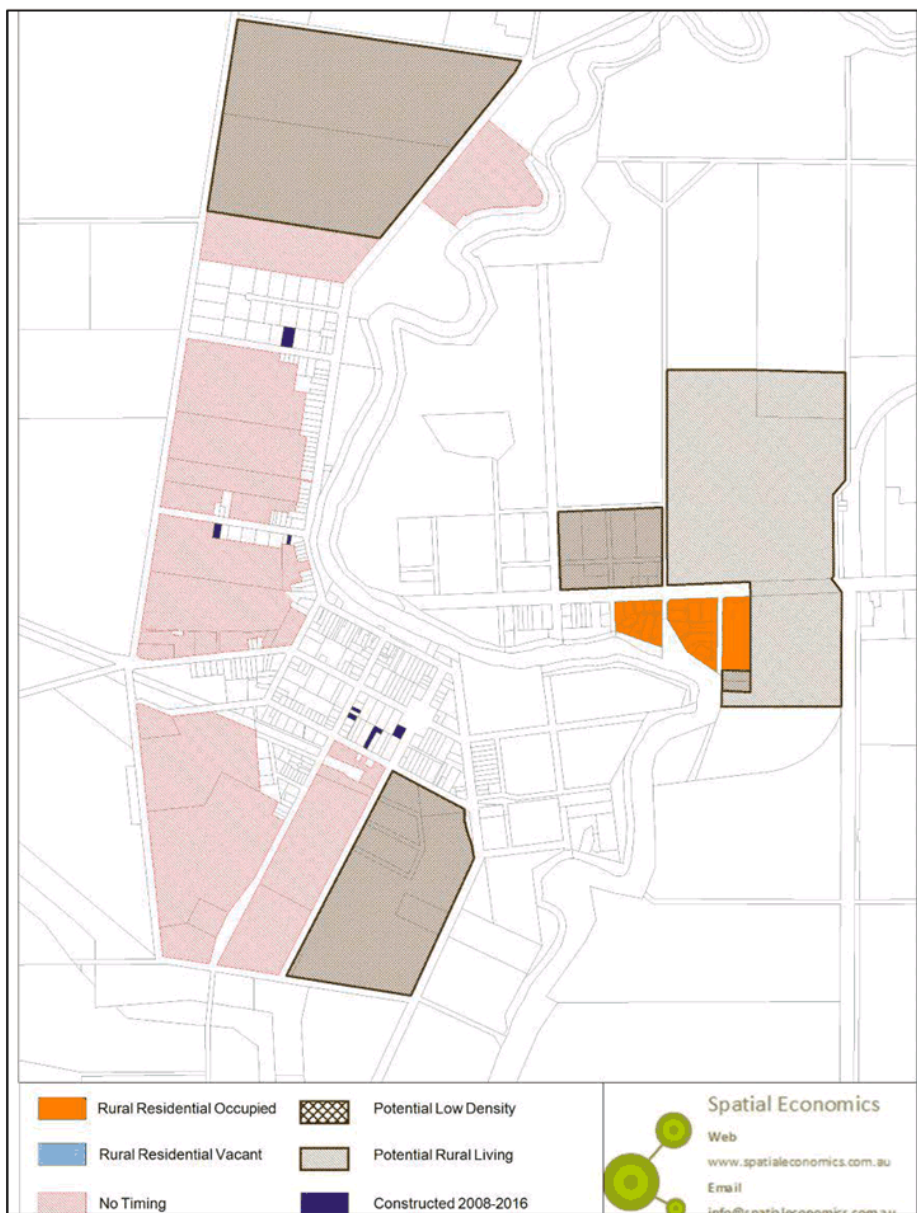


Figure 32 - Tallygaroopna extract from Residential Land Supply Assessment



Figure 33 – Tatura extract from Residential Land Supply Assessment

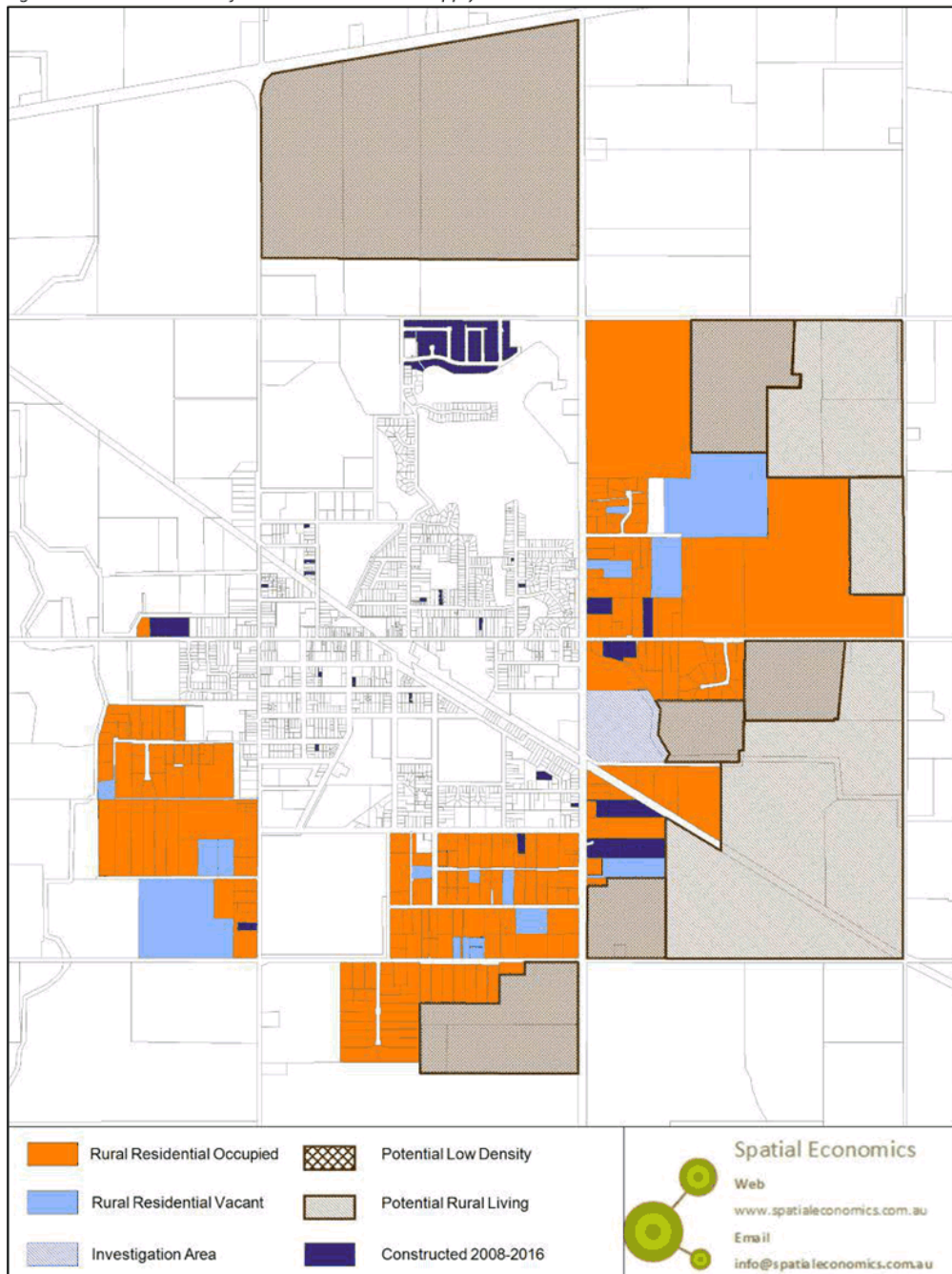


Figure 34 – Toolamba extract from Residential Land Supply Assessment

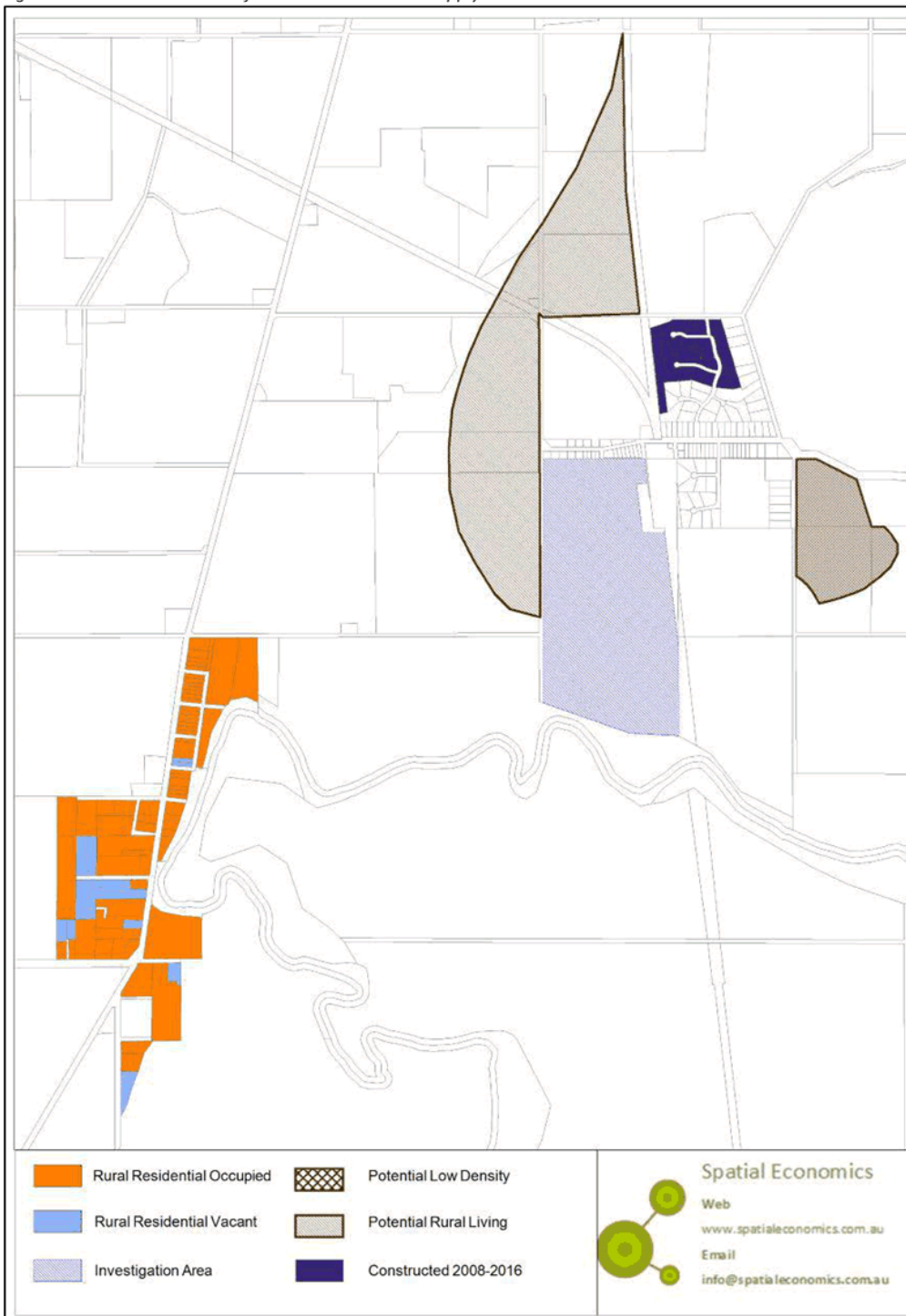


Figure 35 – Undera extract from Residential Supply Assessment





**12.2 Conversation Report – Townships Framework Plan Review**



Draft Greater Shepparton Townships Framework Plan Review, 2018: Conversation Report

# Conversation Report

## Draft Greater Shepparton Townships Framework Plan Review, 2018

Greater Shepparton City Council

Draft Greater Shepparton Townships Framework Plan Review, 2018: Conversation Report

### Background

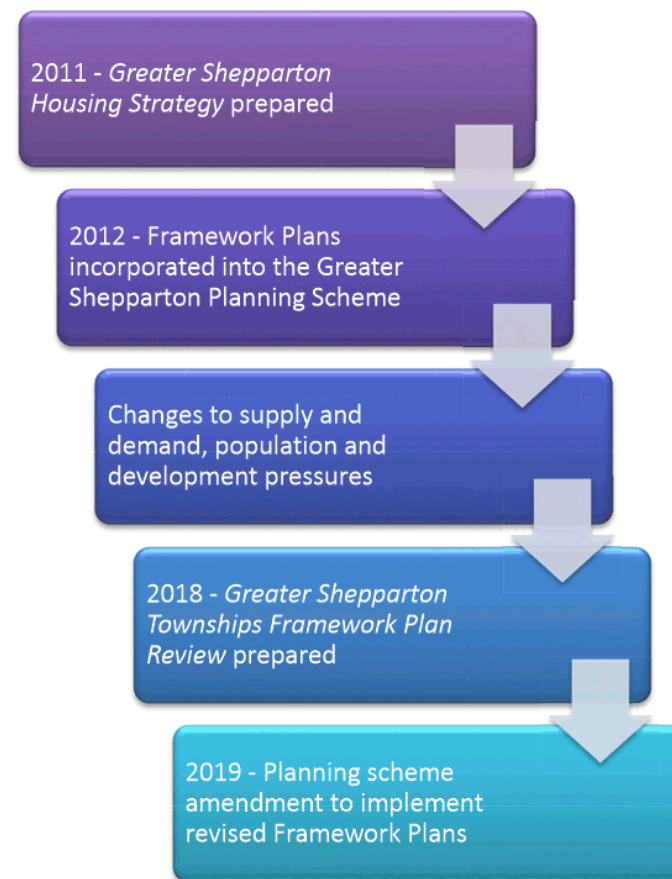
The Greater Shepparton Housing Strategy 2011 (the GSHS) was prepared by David Lock Associates Pty Ltd on behalf of Council to guide the future long term identification and provision of residential land within Greater Shepparton.

The GSHS establishes a development framework in the Shepparton and Mooroopna urban areas, as well as the smaller townships within the municipality.

The *Draft Greater Shepparton Townships Framework Plan Review, 2018* (the Draft Review) focuses on the nine townships that the GSHS provided framework plans for. The purpose of the Draft Review is to complement and build upon the work undertaken through the GSHS to 2011, and to update the framework plans for each of the small townships within the municipality.

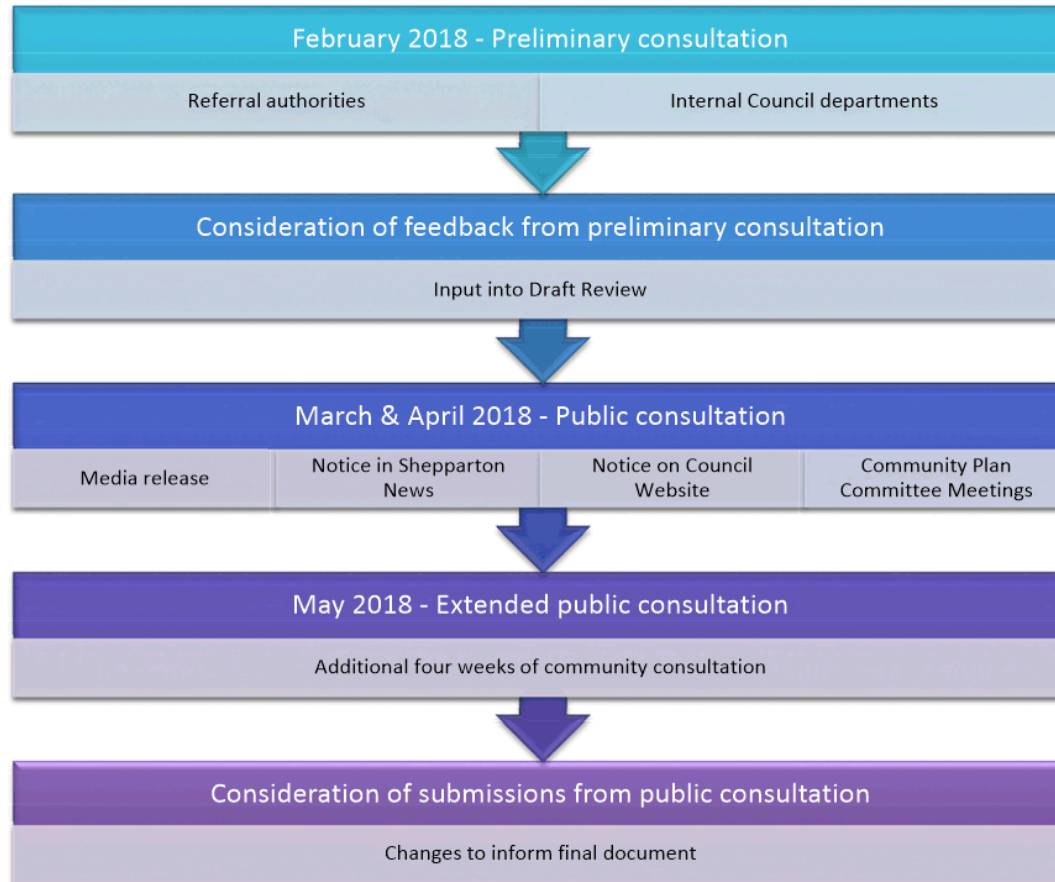
The Draft Review considers recent developments in the townships, population trends and changes in supply and demand of residential land. It also further considers environmental and infrastructure opportunities and constraints and ensures future potential developable land is cognisant of these factors.

The outcome of this work will be the preparation of revised framework plans for the townships, to be implemented through a future planning scheme amendment. The Draft Review does not recommend large-scale changes to the existing framework plans due to the limited growth that has occurred in the townships.





Consultation process



### Preliminary consultation

On 6 February 2018, the Strategic Planning Team contacted all relevant referral authorities and agencies, inviting them to provide feedback on the Draft Review.

This invitation was issued to the following authorities:

- Department of Environment, Land, Water and Planning;
- APA Group;
- Broadcast Australia;
- Country Fire Authority;
- Environment Protection Authority;
- Goulburn Broken Catchment Management Authority;
- Goulburn Valley Water;
- Goulburn-Murray Water;
- Powercor;
- Transport for Victoria;
- Public Transport Victoria;
- SP Ausnet;
- VicRoads; and
- VicTrack.

On 6 February 2018, the Strategic Planning Team also contacted relevant internal Council departments to invite feedback on the Draft Review.

This invitation was issued to the following internal Council departments:

- Community Strengthening;
- Development Engineering
- Statutory Planning; and
- Sustainability & Environment

### Who did we hear from?

Development Engineering was the only internal Council department to provide formal feedback to the preliminary consultation. However, informal discussions were held with the other internal departments regarding the Draft Review.

The following five external referral authorities responded formally to the preliminary consultation.

- Country Fire Authority;
- Department of Environment, Land, Water and Planning
- Goulburn Valley Water
- SP Ausnet
- Goulburn Broken Catchment Management Authority

### What did we hear?

Below is a summary of the feedback received from referral authorities.

- Various referral authorities provided comments regards the location of their assets, including highlighting referral requirements for development applications.
- Some referral authorities highlighted changes to legislation or standards that may impact on the location and management of growth in the future.
- All referral authorities that responded highlighted their key concern being the protection of their assets and suggested a collaborative approach to ensure the interests of both Council and the authority could be appropriately managed.
- Feedback from the referral authorities was generally supportive of the process.

Draft Greater Shepparton Townships Framework Plan Review, 2018: Conversation Report

**Preliminary consultation feedback table**

<b>AGENCY/DEPARTMENT</b>	<b>SUMMARY OF FEEDBACK</b>	<b>CHANGES TO FRAMEWORK PLANS</b>
AusNet Transmission Group	Highlighted location of an electricity transmission easement north of Tatura. Any proposed development or subdivision within 60 metres of the easement, or any proposed works such as roads, earthworks or landscaping within the easement, must be referred to AusNet Transmission Group for approval prior to the commencement of any works on site.	No changes required.  The easement and comments from AusNet Transmission Group must be considered as part of any future rezoning and development of land.
Goulburn Valley Water	Noted that Shepparton and Mooroopna are excluded from the current review and suggested a review of these areas would be beneficial.  Noted that the current settlement boundaries do not necessarily align with water/sewer boundaries.	No changes required.  The Framework Plans for the Shepparton, Mooroopna and Kialla Urban Areas will be reviewed through a separate Strategic Planning process.
Country Fire Authority	Highlighted current State Planning Policy for bushfire, including BAL exposure benchmarks in Clause 13.05 of the planning scheme.  Suggested policy at Clause 21.04 of the Greater Shepparton Planning Scheme is updated to give effect to Clause 13.05.  Encouraged Council to continue working with the CFA to undertake technical bushfire analysis.	Amend the Framework Plans to include the Bushfire Management Overlay.  Ensure technical bushfire analyses are undertaken prior to rezoning land.  Continue working with the CFA to undertake technical bushfire analyses and strengthen Local Planning Policy as required.

5

Draft Greater Shepparton Townships Framework Plan Review, 2018: Conversation Report

Department of Environment, Land, Water and Planning (Land and Built Environment Branch)	<p>Suggested environmental assessments are undertaken in accordance with Clause 12 of the State Planning Policy Framework.</p> <p>Encouraged appropriate zones are applied to public land.</p> <p>Encouraged Council to adopt a “Development at the Forest-Urban Interface Policy” to ensure that future residential development protects adjoining environmental values within forested areas.</p>	<p>No changes required.</p> <p>Ensure environmental assessments are undertaken prior to rezoning land.</p> <p>Continue to work with DEWLP to ensure appropriate zones are applied to public land, and to ensure effective local policy is included in the Greater Shepparton Planning Scheme.</p>
Goulburn Broken Catchment Management Authority	<p>General comments regarding individual township.</p> <p>Specifically, the Murchison Flood Mapping Study by Water Technology (2014) requires implementation through a planning scheme amendment and highlights some additional areas that are heavily constrained.</p> <p>The flood overlay controls in Tallygaroopna should be amended to reflect the 2012 flood extents.</p>	<p>No changes required.</p> <p>Planning scheme amendments should be undertaken to implement recent flood studies. Any requires changes to the Framework Plans should be included at that time.</p>
Development Engineering (Council)	Highlighted various mapping errors and anomalies in the existing Framework Plans.	All Framework Plans should be amended to ensure any anomalous mapping errors are revised to present accurate and clear intentions for future growth.

Draft Greater Shepparton Townships Framework Plan Review, 2018: Conversation Report

### Public consultation

At the Ordinary Council Meeting held on 20 March 2018, Council resolved to endorse the Draft Review and release it for public comment from 26 March to 27 April 2018.

The Draft Review was made available for viewing in the Council offices and on the Council website. A media release was prepared and a public noticed was published in the Shepparton News.

The Community Strengthening team was also briefed on the project and supported in providing information to their contacts through the community plan committees. Council officers attended community plan meetings at Congupna, Dookie, Katandra West, Murchison, Tallygaroopna, Tatura and Toolamba throughout the month of April 2018.

During the community plan consultation sessions, it became apparent that there was a high level of interest in the Draft Review.

To ensure that sufficient time was available for all stakeholders to make a submission on the Draft Review, Council extended the submission period by an additional four weeks to end on Friday, 25 May 2018.

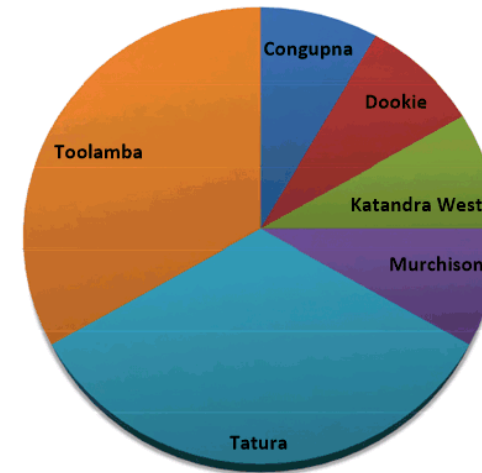


Draft Greater Shepparton Townships Framework Plan Review, 2018: Conversation Report

### Who did we hear from?

A total of 14 submissions were received by Council following the public consultation process. No submissions were received from Merrigum, Tallygaroopna or Undera.

TOWNSHIP	NUMBER OF SUBMISSIONS
Congupna	1
Dookie	1
Katandra West	1
Murchison	1
Tatura	4
Toolamba	4
<b>TOTAL</b>	<b>14</b>



### What did we hear?

Below is a summary of the key issues raised in submissions.

- There was general concern raised from various townships that there is a lack of community facilities to support envisaged growth, such as recreation spaces for youth, sporting facilities, schools and kindergartens.
- There was general concern raised from various townships that there is a lack of infrastructure and services to support envisaged growth, such as public transport connections, access to health and education facilities, sewerage and town water upgrades, safe roads and bridges, emergency services and drainage infrastructure.
- Submissions from the Tatura townships, in particular, raised concerns regarding a lack of available residential land for growth and highlighted various options for changes to the provision of identified residential land.
- A submission from Dookie township highlighted conflicts between rural residential uses and neighbouring agricultural uses, such as weed invasion.
- Two submissions from Toolamba township raised concerns regarding future residential development impacting on the character and lifestyle of the township, as well as the ability of the existing infrastructure to support such development.

### Meetings with submitters

Council officers contacted all submitters and invited them to attend one-to-one meetings regarding their submission. These meetings were an optional opportunity offered for submitters to talk through their submissions and provide any additional details to Council officers.

The following meetings were held:

TIME	DATE	SUBMITTER NUMBER
9:30am	22 June 2018	5
10:00am	22 June 2018	11
10:30am	22 June 2018	6, 9, 10a, 10b
1:30pm	22 June 2018	12
2:30pm	22 June 2018	3 teleconference
10:00am	25 June 2018	4
10:30am	25 June 2018	1
11:00am	25 June 2018	2
10:00am	26 June 2018	7

### Addressing submissions

Council officers consider all feedback received and make changes to the Draft Review as necessary. It is expected that a final document, including proposed changes to the framework plans, will be tabled at an Ordinary Council Meeting later this year. This final document will inform a future planning scheme amendment to introduce the revised framework plans into the Greater Shepparton Planning Scheme.

The following table outlines Council officers' response to individual submissions.

Draft Greater Shepparton Townships Framework Plan Review, 2018: Conversation Report

## Public consultation feedback table

SUBMISSION NUMBER	SUMMARY OF FEEDBACK	CHANGES TO FRAMEWORK PLANS
1	Expressed concern that no additional land in the <i>Greater Shepparton Housing Strategy 2011</i> has been identified for recreation space in Congupna, specifically the land immediately north of the existing Congupna Recreation Reserve (see 2050 Strategic Sport Plan).	<p>No changes required.</p> <p>The <i>Greater Shepparton Sport 2050 Strategic Plan</i> included the following Strategic Direction (Page 43 of <i>Greater Shepparton Sport 2050 Strategic Plan: Volume 2</i>): "Continue to develop Congupna Recreation Reserve to service the Congupna and district community and future expected northern corridor residential growth. Provide land area to accommodate a post 2050 replacement for Deakin Reserve." However, this direction has no current budget allocation and, as such, the timeframe is uncertain. Notwithstanding this, any proposed development for land to the north of the existing Congupna Recreation Reserve will be required to have regard to the aspirations of any adopted Council strategies and studies.</p> <p>The identification of land for open space, community, recreation and sporting facilities is not within the scope of the Review. No changes to the Framework Plan are recommended to identify land for these purposes.</p>
2	Requested inclusion of 236 Hickey Road, Katandra West in the settlement boundary to facilitate a potential rezoning to Rural Living Zone in the future.	236 Hickey Road, Katandra West should be included in the settlement boundary. This will provide an additional approximately 11 hectares of land for 'Potential Low Density' and approximately 18 hectares of land for 'Potential Rural Living'.
3	Opposes the plan for Murchison. Highlighted issues with the statement that there is no need for change from 2011 (i.e. 462 total lots within the settlement boundary), as there has been no recommendations regarding infrastructure and upgrades to it. Town water pressure is currently not sufficient, highlights need for upgrades to	<p>No changes required.</p> <p>The Review does not propose to develop land in Murchison for residential or rural residential purposes. Any future rezoning of land in Murchison will only occur if sought by a land owner and significant strategic justification would be required to support such a rezoning. As part of any residential or rural residential rezoning and subsequent subdivision, upgrades to infrastructure</p>

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Draft Greater Shepparton Townships Framework Plan Review, 2018: Conversation Report

	police, roads, the bridge, medical services, transport and schools. Such a large increase to the local population would forever change the very fabric of the town and its historical charm.	and services would be undertaken to ensure the community can be appropriately supported. This may include, but is not limited to, road and intersection upgrades, provision of open space and community facilities, and upgrades to drainage, water and sewerage connections.
4	Requested change of designation of 195 Dhurringile Road, Tatura to 'Urban Growth Area'.	Given the strong uptake for allotments within the General Residential Zone in Tatura, 195 Dhurringile Road, Tatura should be changed to 'Urban Growth Area'.
5	Requested change of designation of land between Ferguson Road and Pyke Road, Tatura to 'Potential Low Density'.	Given the recommended changes to other areas of land from 'Potential Low Density' to 'Urban Growth Area', land identified in the submission between Ferguson Road and Pyke Road, Tatura should be changed to 'Potential Low Density'.
6	Requested inclusion of 95 Dhurringile Road, Tatura in the settlement boundary.	An arrow to denote the direction of 'Long Term Future Growth' should be included on the Tatura Framework Plan. Due to a lack of environmental constraints and the location of services, transport connections and the Shepparton and Mooroopna Urban Areas, this arrow should identify future direction towards land to the north east of Tatura, east of Dhurringile Road between Pyke Road and the Midland Highway.
7	Raised various concerns regarding the extent of the Salinity Mangement Overlay, lot sizes in the Township Zone and conflicts between residential and farming land at the township interface.	No changes required.
8	Raised concerns regarding the style and density of future residential development in Toolamba. Does not wish for higher density residential development proposals to be facilitated in Toolamba in the future.	No changes required.
9	Requested change of designation of 28 Ferguson Road, Tatura to 'Urban Growth Area'.	Given the strong uptake for allotments within the General Residential Zone in Tatura, 28 Ferguson Road, Tatura should be changed to 'Urban Growth

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Draft Greater Shepparton Townships Framework Plan Review, 2018: Conversation Report

		Area'.
10a	Requested change of designation 215 Rutherford Road, Toolamba to 'Urban Growth Area'.	No changes required.  Given the uncertainty regarding the future density of development in Investigation Area 6, it is premature to increase the potential density of development on any land in Toolamba beyond that which was identified in the Housing Strategy.
10b	Requested inclusion of 85 Bridge Road, Toolamba in the settlement boundary.  Revised submission also requested inclusion of 91 Bridge Road, Toolamba in the settlement boundary.	An arrow to denote the direction of 'Long Term Future Growth' should be included on the Toolamba and Old Toolamba Framework Plan due to proximity to the existing township and community facilities.
11	Requested change of designation of 110 Ferguson Road, Tatura to 'Urban Growth Area'.	Given the strong uptake for allotments within the General Residential Zone in Tatura, part of 110 Ferguson Road, Tatura should be changed to 'Urban Growth Area'. The eastern part of this land should remain 'Potential :ow Density' to provide a gradual decrease in density.
12	Raised concerns regarding the style and density of future residential development in Toolamba. Does not wish for higher density residential development proposals to be facilitated in Toolamba in the future. Included concerns regarding the existing infrastructure and facilities at Toolamba to accommodate future growth.	No changes required.
13	Requested inclusion of 95, 117 and 155 Dhurringile Road, Tatura in the settlement boundary.	An arrow to denote the direction of 'Long Term Future Growth' should be included on the Tatura Framework Plan. Due to a lack of environmental constraints and the location of services, transport connections and the Shepparton and Mooroopna Urban Areas, this arrow should identify future direction towards land to the north east of Tatura, east of Dhurringile Road between Pyke Road and the Midland Highway.

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Draft Greater Shepparton Townships Framework Plan Review, 2018: Conversation Report

G R E A T E R   S H E P P A R T O N  
G R E A T E R   F U T U R E



# MINUTES

FOR THE  
GREATER SHEPPARTON CITY COUNCIL

## ORDINARY COUNCIL MEETING

HELD ON  
TUESDAY 20 MARCH, 2018  
AT 5.30PM

IN THE COUNCIL BOARDROOM

**COUNCILLORS:**

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

**VISION**

*A THRIVING ECONOMY IN THE FOODBOWL OF VICTORIA WITH  
EXCELLENT LIFESTYLES, INNOVATIVE AGRICULTURE  
A DIVERSE COMMUNITY AND  
ABUNDANT OPPORTUNITIES*

**10. SUSTAINABLE DEVELOPMENT DIRECTORATE****10.3 Greater Shepparton Townships Framework Plan Review, 2018 - Endorse and Release for Public Comment**

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

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

**Council Officers involved in producing this report**  
**Author: Senior Strategic Planner**  
**Proof reader(s): Team Leader Strategic Planning**  
**Approved by: Director Sustainable Development**

**Executive Summary**

The *Greater Shepparton Housing Strategy 2011* (the GSHS) was prepared by David Lock Associates Pty Ltd on behalf of Council to guide the future long term identification and provision of residential land within Greater Shepparton.

The GSHS establishes a development framework in the Shepparton and Mooroopna urban areas, as well as the smaller townships within the municipality.

The *Draft Greater Shepparton Townships Framework Plan Review, 2018* (the Draft Review) focuses on the nine townships that the GSHS provided framework plans for (see *Attachment 1 - Draft Greater Shepparton Townships Framework Plan Review, 2018*). The purpose of the Draft Review is to complement and build upon the work undertaken through the GSHS to 2011, and to update the framework plans for each of the small townships within the municipality.

The Draft Review considers recent developments in the townships, population trends and changes in supply and demand of residential land. It also further considers environmental and infrastructure opportunities and constraints and ensures future potential developable land is cognisant of these factors.

Preliminary consultation has been undertaken with internal Council Departments, as well as external relevant referral agencies, such as Goulburn Valley Water, VicRoads and the Goulburn Broken Catchment Management Authority.

The outcome of this work will be the preparation of revised framework plans for the townships, to be implemented through a future planning scheme amendment. The Draft Review does not recommend large-scale changes to the existing framework plans due to the limited growth that has occurred in the townships.

It is recommended that Council endorse the Draft Review and release it for public comment from 26 March to 27 April 2018.



## 10. SUSTAINABLE DEVELOPMENT DIRECTORATE

### 10.3 Greater Shepparton Townships Framework Plan Review, 2018 - Endorse and Release for Public Comment (continued)

Moved by Cr Giovanetti  
Seconded by Cr Oroszvary

That the Council:

1. endorse the *Draft Greater Shepparton Townships Framework Plan Review, 2018*; and;
2. release the *Draft Greater Shepparton Townships Framework Plan Review, 2018* for public comment from 26 March to 27 April 2018.

**CARRIED.**

#### **Background**

The *Greater Shepparton Housing Strategy 2011* (the GSHS) was prepared by David Lock Associates Pty Ltd on behalf of Council to guide the future long term identification and provision of residential land within Greater Shepparton.

The *Greater Shepparton Townships Framework Plan Review* (the Draft Review) focuses on only the nine townships that the GSHS provided framework plans for, and excludes the Shepparton and Mooroopna urban areas. The purpose of this review is to complement and build upon the work undertaken through the GSHS to 2011, and to update the framework plans for each of the small townships within the municipality.

The Draft Review assesses each township against a number of criteria but, importantly, recognises that each township is different and a "one size fits all approach" is not always appropriate. The townships have been assessed against the following criteria:

- Current status and history;
- Infrastructure and servicing availability;
- Environmental influences; and
- Population trends / supply and demand.

The townships that are included in the Draft Review are:

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

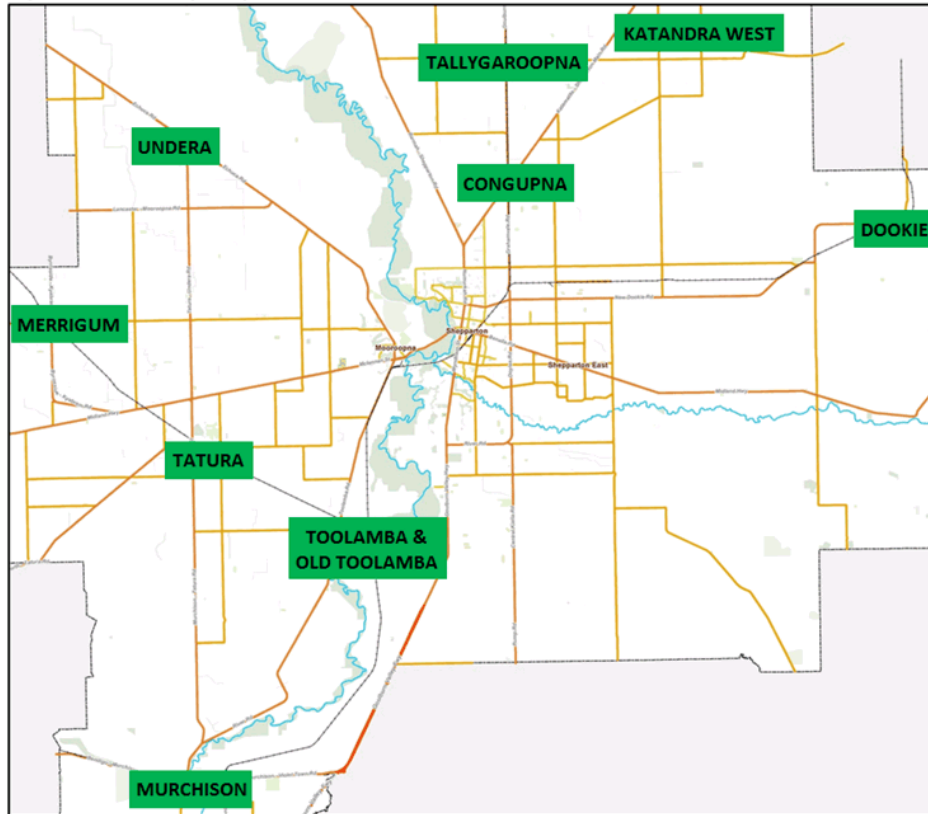
The location of these townships is shown in *Figure 1 – Locality Map*.



## 10. SUSTAINABLE DEVELOPMENT DIRECTORATE

### 10.3 Greater Shepparton Townships Framework Plan Review, 2018 - Endorse and Release for Public Comment (continued)

Figure 1 – Locality Map



#### Council Plan/Key Strategic Activity

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

Objective 4.1: Growth is well planned and managed for the future.

Objective 4.2: Urban and rural development is sustainable and prosperous.

#### Risk Management

Ensuring the appropriate level of community consultation is undertaken as part of this project will minimise the risks to Council. The Draft Review seeks to ensure risks such as an undersupply of residential land in the townships, which may lead to housing affordability issues, can be addressed. It also seeks to identify and consider the opportunities and constraints within each township to ensure appropriate development is facilitated. It is recommended that Council endorse the Draft Review and release it for public comment.

#### Policy Considerations

The Draft Review builds on the work undertaken through the GSHS, which is an adopted Council strategy. The Draft Review does not conflict with any existing Council policy.



## 10. SUSTAINABLE DEVELOPMENT DIRECTORATE

### 10.3 Greater Shepparton Townships Framework Plan Review, 2018 - Endorse and Release for Public Comment (continued)

#### **Financial Implications**

The Draft Review was undertaken utilising existing Council resources. Releasing the Draft Review for public comment will result in some costs to Council for advertising and public notice. These costs can be accommodated through the existing budget.

#### **Legal/Statutory Implications**

The preparation of the Draft Review is considered to accord with the *Victorian Charter of Human Rights and Responsibilities Act 2006* (the Charter). No human rights have been negatively impacted upon throughout the process.

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

#### **Environmental/Sustainability Impacts**

Environmental influences were a key consideration in the preparation of the Draft Review. This includes environmental assets and constraints such as vegetation and river corridors, cultural heritage and wastewater treatment plants.

The recommendation will not result in any negative environmental/sustainability impacts.

#### **Social Implications**

The preparation of the Draft Review assessed population trends and changes in supply and demand in the townships.

The recommendation will not result in any negative social implications.

#### **Economic Impacts**

The revised township framework plans seek to balance the interests of the community and ensure appropriate land can be made available for residential growth. This will achieve positive economic outcomes in terms of housing types and housing affordability.

The recommendation will not result in any negative economic impacts.

#### **Consultation**

It is recommended that Council endorse the Draft Review and release it for public comment from 26 March to 27 April 2018. Consultation will be undertaken in accordance with Council's community engagement policies. The networks and links established through the Community Strengthening Team with the community plan committees and groups will be an important communication stream for consultation with the relevant townships.

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





## 10. SUSTAINABLE DEVELOPMENT DIRECTORATE

### 10.3 Greater Shepparton Townships Framework Plan Review, 2018 - Endorse and Release for Public Comment (continued)

#### **Strategic Links**

##### a) Greater Shepparton 2030 Strategy, 2006

Settlement: Commitment to growth within a consolidated and sustainable development framework.

Theme: Growth

Objective 1: To provide for sufficient suitable additional land for urban growth until 2030  
Strategy 1.1: Identify and manage land supply for residential, industrial and commercial developments.

Action: Review the supply of undeveloped residentially zoned land every five years to ensure that there is at least 10-15 years' supply within the urban growth boundary.

##### b) Other strategic links

##### Greater Shepparton Housing Strategy, 2011

The Draft Review builds on and complements the work undertaken through the Housing Strategy.

##### Greater Shepparton Residential Land Supply Assessment, 2016

The Draft Review utilises data from the Residential Land Supply Assessment in considering supply and demand.

#### **Conclusion**

The Draft Review complements and builds upon the work undertaken through the GSHS to 2011, and updates the framework plans for each of the small townships within the municipality.

The outcome of this work will be the preparation of revised framework plans for the townships, to be implemented through a future planning scheme amendment. The Draft Review does not recommend large-scale changes to the existing framework plans due to the limited growth that has occurred in the townships.

It is recommended that Council endorse the Draft Review and release it for public comment from 26 March to 27 April 2018.

#### **Attachments**

Draft Greater Shepparton Townships Framework Plan Review, 2018

**10. SUSTAINABLE DEVELOPMENT DIRECTORATE****10.4 Adoption of Amendment C196 to the Greater Shepparton Planning Scheme (Addendum to the Urban Design Framework - Shepparton North and South Business Areas, July 2017)**

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

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

**Council Officers involved in producing this report**

**Author: Senior Strategic Planner**

**Proof reader(s): Team Leader Strategic Planning, Manager Building and Planning**

**Approved by: Director Sustainable Development**

**Executive Summary**

The *Urban Design Framework: Shepparton North and South Business Areas* was prepared by Coomes Consulting Pty Ltd in 2006. In July 2017, Planisphere Pty Ltd prepared a review of the *Urban Design Framework: Shepparton North and South Business Areas*, having particular regard to recent planning permit applications and Victorian Civil and Administrative Tribunal cases. This review is known as the *Addendum to the Urban Design Framework – Shepparton North and South Business Areas, July 2017* (the UDF Addendum).

The UDF Addendum provides clear and robust policy framework and guidelines regarding building design, height and setbacks, fences, parking and access, landscaping and advertising signage for two key areas, being Shepparton North and the entrance to Kialla Lakes Drive.

At the Ordinary Council Meeting held on 18 July 2017, Council resolved to adopt the UDF Addendum, and to prepare and exhibit a planning scheme amendment to implement its findings (see *Attachment 1 – Minutes Extract from July 2017 Ordinary Council Meeting* and *Attachment 2 – UDF Addendum*). This amendment is known as Amendment C196 to the Greater Shepparton Planning Scheme.

The Amendment sought to introduce the UDF Addendum into the Planning Scheme as a reference document and to implement its findings to provide guidance for the design and development of land in Kialla and Shepparton North.

The Amendment provides this design guidance by:

- amending the existing Schedule 7 to the Design and Development Overlay (DDO7) and extending it to the Kialla Lakes Drive Entrance; and
- inserting a new Schedule 9 to the Design and Development Overlay (DDO9) into the Planning Scheme and applying it to the Shepparton North Commercial Gateway Precinct.

Amendment C196 was exhibited from 3 August 2017 to 4 September 2017. Council received 11 submissions in total. Of these submissions, six objected or requested changes to the proposed amendment.



## 10. SUSTAINABLE DEVELOPMENT DIRECTORATE

### 10.4 Adoption of Amendment C196 to the Greater Shepparton Planning Scheme (Addendum to the Urban Design Framework - Shepparton North and South Business Areas, July 2017) (continued)

The six submissions that objected or requested changes to the Amendment could not be resolved. As such, all submissions were referred to an Independent Planning Panel appointed by the Minister for Planning for consideration.

The Panel Hearing was held on 18 January 2018 and the Panel Report was received on 16 February 2018 (see *Attachment 3 – Amendment C196 Panel Report*).

The Panel recommended that Amendment C196 to the Greater Shepparton Planning Scheme be adopted with post-exhibition changes as discussed at the Panel Hearing. These post exhibition changes are summarised below (see *Attachment 4 – Amendment Documentation for Adoption*).

- Remove land within the Commercial 1 Zone from the proposed new DDO9;
- Revise the wording in DDO7 to improve clarity;
- Remove reference to Schedule 2 to the Design and Development Overlay in DDO7; and
- Revise the wording in proposed new DDO9 to improve clarity.

Council is now required to consider the recommendations of the Independent Planning Panel and to make a decision on Amendment C196 to the Greater Shepparton Planning Scheme.

#### **Moved by Cr Sutton Seconded by Cr Summer**

That, having considered the report of the Panel appointed in relation to Amendment C196 to the Greater Shepparton Planning Scheme dated 16 February 2018 ("Panel Report"), in accordance with sections 27 and 29 of the *Planning and Environment Act 1987* ("Act"), the Council, in its capacity as the planning authority under the Act:

1. adopt the recommendations of the Panel at page 13 of the Panel Report;
2. adopt Amendment C196 as exhibited, but with post exhibition changes in accordance with the Panel recommendations as follows:
  - 2.1 the version of maps 13DDO and 14DDO in Appendix C of the Panel Report;
  - 2.2 the version of the Design and Development Overlay Schedule 7 in Appendix D of the Panel Report; and
  - 2.3 the version of the Design and Development Overlay Schedule 9 in Appendix E of the Panel Report; and
- 3 submit Amendment C196 to the Greater Shepparton Planning Scheme, as adopted by Council, to the Minister for Planning for approval in accordance with section 31(1) of the Act.

**CARRIED.**



## 10. SUSTAINABLE DEVELOPMENT DIRECTORATE

### 10.4 Adoption of Amendment C196 to the Greater Shepparton Planning Scheme (Addendum to the Urban Design Framework - Shepparton North and South Business Areas, July 2017) (continued)

#### **Background**

At the Ordinary Council Meeting held on 18 July 2017, Council resolved to adopt the *Addendum to the Urban Design Framework – Shepparton North and South Business Areas, July 2017* (the UDF Addendum), and to prepare and exhibit a planning scheme amendment to implement its findings. This amendment is known as Amendment C196 to the Greater Shepparton Planning Scheme (Planning Scheme).

The UDF Addendum provides updated guidance for urban design at two of Shepparton's gateway sites, being the Shepparton North commercial area along the Goulburn Valley Highway, and the entrance to Kialla Lakes Drive from the Goulburn Valley Highway in Kialla. It includes policy guidance to be included in the Greater Shepparton Planning Scheme through Design and Development Overlays.

A summary of the design guidelines for each area is provided below.

#### Shepparton North Gateway Commercial Area

- Innovative, high quality architectural and design outcomes are encouraged to elevate the appearance of the precinct and reflect the importance of this northern gateway.
- Blank and dominant facades should be avoided and upper levels should be set back to reduce building bulk and add visual interest.
- Street setbacks must incorporate significant landscaping with canopy trees, especially between car parking areas and property boundaries.
- Signs should form part of building facades, rather than protruding beyond the building, which creates visual clutter.

#### Kialla Lakes Drive

- Developments should include innovative built form and quality landscaping that respects and manages the interface between residential and industrial uses.
- The height and form of new buildings should be stepped down towards residential interfaces.
- Long, blank facades that are visible from the street and large, paved car parking areas without landscaping should be avoided.
- Landscape buffers with canopy trees should be used in front setbacks and car parking areas.

The Amendment sought to introduce the UDF Addendum into the Planning Scheme as a reference document and implement its findings to provide guidance for the design and development of land in Kialla and Shepparton North.

The Amendment provides this design guidance by:

- amending the existing Schedule 7 to the Design and Development Overlay (DDO7) and extending it to the Kialla Lakes Drive Entrance; and
- inserting a new Schedule 9 to the Design and Development Overlay (DDO9) into the Planning Scheme and applying it to the Shepparton North Commercial Gateway Precinct.



## 10. SUSTAINABLE DEVELOPMENT DIRECTORATE

### 10.4 Adoption of Amendment C196 to the Greater Shepparton Planning Scheme (Addendum to the Urban Design Framework - Shepparton North and South Business Areas, July 2017) (continued)

Specifically, the Amendment proposes to:

- Amend Clause 21.09 Reference Documents to include the UDF Addendum as a reference document;
- Apply Schedule 7 to Clause 43.02 Design and Development Overlay to land at the Kialla Lakes Drive Entrance;
- Amend Schedule 7 to Clause 43.02 Design and Development Overlay to revise the design and development guidance in this Schedule;
- Apply Schedule 9 to Clause 43.02 Design and Development Overlay to land in Shepparton North;
- Insert a new Schedule 9 to Clause 43.02 Design and Development Overlay to implement the recommendations of the UDF Addendum for the Shepparton North Gateway Precinct;
- Insert new Planning Scheme Map Nos. 13DDO and 14DDO;
- Amend Planning Scheme Map No. 26DDO; and
- Amend the Schedule to Clause 61.03.

Amendment C196 was exhibited from 3 August 2017 to 4 September 2017. Council received 11 submissions in total. Of these submissions, six objected or requested changes to the proposed Amendment.

The six submissions that objected or requested changes to the Amendment could not be resolved. As such, all submissions were referred to an Independent Planning Panel appointed by the Minister for Planning for consideration.

The Panel Hearing was held on 18 January 2018 and the Panel Report was received on 16 February 2018.

The Panel recommended that Amendment C196 to the Greater Shepparton Planning Scheme be adopted with post-exhibition changes as discussed at the Panel Hearing. These post exhibition changes are summarised below.

- Remove land within the Commercial 1 Zone from the proposed new DDO9;
- Revise the wording in DDO7 to improve clarity;
- Remove reference to Schedule 2 to the Design and Development Overlay in DDO7; and
- Revise the wording in proposed new DDO9 to improve clarity.

The Amendment provides design guidance for any future development of two key areas in Shepparton, being the Shepparton North Commercial Gateway Precinct, and the entrance to the Kialla Lakes Drive. This will assist in providing for the fair and orderly use and development of land, which will implement objectives (a), (c), (f) and (g) of Section 4(1) of the *Planning and Environment Act 1987* (the Act).

The proposed Amendment is consistent with the objectives and strategies of Clause 15.01-2 *Urban design principles* of the State Planning Policy Framework as it will minimise the amenity impacts that future development may have on neighbouring properties.



## 10. SUSTAINABLE DEVELOPMENT DIRECTORATE

### 10.4 Adoption of Amendment C196 to the Greater Shepparton Planning Scheme (Addendum to the Urban Design Framework - Shepparton North and South Business Areas, July 2017) (continued)

The proposed Amendment is consistent with the Local Planning Policy Framework. In particular, the proposed Amendment is supportive of two objectives of Clause 21.04-4 *Urban Design*, which are “to promote a high standard of architectural, landscaping and urban design for built form and public spaces throughout the municipality” and “to control the number of signs and ensure that the appearance, size, illumination or location of signs does not adversely affect the visual amenity of the natural environment or the built form in the municipality”.

The proposed Amendment assists in achieving these objectives by providing design guidance for future development. This will assist in improving the visual amenity of the Shepparton North Commercial Gateway Precinct and Kialla Lakes Drive Entrance.

The proposed Amendment makes proper use of the Victorian Planning Provisions.

The purpose of the Design and Development Overlay is “to identify areas which are affected by specific requirements relating to the design and built form of new development”.

Applying DDO9 and amending DDO7 for these areas is the most appropriate planning tool to provide clear and appropriate design guidance for new developments.

Council is now required to consider the recommendations of the Independent Planning Panel and to make a decision on Amendment C196 to the Greater Shepparton Planning Scheme.

#### **Council Plan/Key Strategic Activity**

The *Greater Shepparton Council Plan 2017-2021* contains Objective 4.4, which seeks to ensure quality infrastructure is provided and maintained to acceptable standards. The implementation of the UDF Addendum will support this built environment objective.

The proposed Amendment is required to implement the recommendations of the UDF Addendum which was adopted at the Ordinary Council Meeting held on 18 July 2018.

#### **Risk Management**

The primary risk associated with the proposed Amendment is not meeting the timelines required by *Ministerial Direction No. 15 “The Planning Scheme Amendment Process”*. This Ministerial Direction requires each stage of the planning scheme amendment process to be undertaken within set timeframes.

In accordance with Ministerial Direction No. 15, under Section 29 of the Act, Council must make a decision to either adopt or abandon the proposed Amendment within 40 business days of receiving the Panel Report.

It is recommended that Council make a decision on the proposed Amendment.

In accordance with Section 27 of the Act, Council is required to consider the Independent Planning Panel’s report before deciding whether or not to adopt the Amendment.

#### **Policy Considerations**

The Amendment is consistent with existing Council policy.



## 10. SUSTAINABLE DEVELOPMENT DIRECTORATE

### 10.4 Adoption of Amendment C196 to the Greater Shepparton Planning Scheme (Addendum to the Urban Design Framework - Shepparton North and South Business Areas, July 2017) (continued)

#### **Financial Implications**

The cost of preparing the UDF Addendum was a previous budget commitment for Council in the 2016/17 financial year. The costs of the proposed Amendment, including the cost of an Independent Planning Panel, must be met by Council.

The cost of the Independent Planning Panel for this Amendment will be approximately \$12,000. Council was represented by Keaney Planning Pty Ltd at the panel hearing, and called expert evidence from Ethos Urban Pty Ltd (formerly Planisphere Pty Ltd). These costs were also met by Council and were approximately \$27,700.

#### **Legal/Statutory Implications**

All procedures associated with this proposed Amendment comply with the legislative requirements of the Act. The Amendment has been assessed in accordance with the Act and the Planning Scheme. The assessment is considered to accord with the *Victorian Charter of Human Rights and Responsibilities Act 2006* (the Charter) – no human rights have been negatively impacted upon throughout the process.

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

#### **Environmental/Sustainability Impacts**

The design and development controls that the Amendment seeks to apply will require future development to consider landscape buffer plantings around front, side and rear setbacks. The proposed controls will have positive environmental impacts as they seek to ensure that future development minimises large areas of paving, and provides large canopy trees and appropriate plant species. The UDF Addendum includes references to Council's *Landscape Plan Guide, 2017* and requires consideration of this document as a decision guideline within the new Schedule 9 to the Design and Development Overlay.

There are no adverse environmental impacts.

#### **Social Implications**

The Amendment will provide social benefits by providing design guidance for built form in the Shepparton North Commercial Gateway Precinct and Kialla Lakes Drive Entrance. This includes guidance for building design, height and setbacks, fences, parking and access, landscaping and advertising signage. This will improve visual amenity in these areas to achieve positive social outcomes.

There are no adverse social impacts.

#### **Economic Impacts**

The proposed Amendment will have positive economic impacts as it seeks to provide clear guidance as to the design expectations for built form in the Shepparton North Commercial Gateway Precinct and Kialla Lakes Drive Entrance. This will help to avoid uncertainty and inconsistency for developers within these areas.

There are no adverse economic impacts.



## 10. SUSTAINABLE DEVELOPMENT DIRECTORATE

### 10.4 Adoption of Amendment C196 to the Greater Shepparton Planning Scheme (Addendum to the Urban Design Framework - Shepparton North and South Business Areas, July 2017) (continued)

#### **Consultation**

The Amendment was exhibited in accordance with the *Planning and Environment Act 1987* from 3 August 2017 to 4 September 2017 and the following notice was provided:

- Letters sent to land owners and occupiers on 31 July 2017
- Letters sent to relevant referral authorities on 31 July 2017;
- Letters sent to prescribed Ministers on 31 July 2017;
- Notice in the Shepparton News on 1 August 2017;
- Notice in the Victoria Government Gazette on 3 August 2017;
- Notice on Greater Shepparton City Council website;
- Notice on Department of Environment, Land, Water and Planning website; and
- Copy of exhibition documentation in the foyer of the Council offices at 90 Welsford Street, Shepparton.

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

#### **Strategic Links**

##### a) Greater Shepparton 2030 Strategy, 2006

An objective of this strategy is "to develop and enhance a distinctive character for Greater Shepparton", with a strategy "support the use of urban design frameworks to identify where and how built form can be used to enhance the impact and perception of the municipality".

##### b) Addendum to the Urban Design Framework – Shepparton North and South Business Areas, July 2017

The proposed Amendment is required to implement the recommendations of the UDF Addendum which was adopted at the Ordinary Council Meeting held on 18 July 2018.

#### **Conclusion**

At the Ordinary Council Meeting held on 18 July 2017, Council resolved to adopt the *Addendum to the Urban Design Framework – Shepparton North and South Business Areas, July 2017* (the UDF Addendum), and to prepare and exhibit a planning scheme amendment to implement its findings. This amendment is known as Amendment C196 to the Greater Shepparton Planning Scheme (Planning Scheme).

The Amendment sought to introduce the UDF Addendum into the Planning Scheme as a reference document and implement its findings to provide guidance for the design and development of land in Kialla and Shepparton North.

The Amendment provides this design guidance by:

- amending the existing Schedule 7 to the Design and Development Overlay (DDO7) and extending it to the Kialla Lakes Drive Entrance; and
- inserting a new Schedule 9 to the Design and Development Overlay (DDO9) into the Planning Scheme and applying it to the Shepparton North Commercial Gateway Precinct.

Amendment C196 was exhibited from 3 August 2017 to 4 September 2017. Council received 11 submissions in total. Of these submissions, six objected or requested changes to the proposed Amendment.





## 10. SUSTAINABLE DEVELOPMENT DIRECTORATE

### 10.4 Adoption of Amendment C196 to the Greater Shepparton Planning Scheme (Addendum to the Urban Design Framework - Shepparton North and South Business Areas, July 2017) (continued)

The six submissions that objected or requested changes to the Amendment could not be resolved. As such, all submissions were referred to an Independent Planning Panel appointed by the Minister for Planning.

The Panel Hearing was held on 18 January 2018 and the Panel Report was received on 16 February 2018.

The Panel recommended that Amendment C196 to the Greater Shepparton Planning Scheme be adopted with post-exhibition changes as discussed at the Panel Hearing. These post-exhibition changes are summarised below.

- Remove land within the Commercial 1 Zone from the proposed new DDO9;
- Revise the wording in DDO7 to improve clarity;
- Remove reference to Schedule 2 to the Design and Development Overlay in DDO7; and
- Revise the wording in proposed new DDO9 to improve clarity.

Council is now required to consider the recommendations of the Independent Planning Panel and to make a decision on Amendment C196 to the Greater Shepparton Planning Scheme.

#### **Attachments**

1. Minutes Extract from July 2017 Ordinary Council Meeting
2. UDF Addendum
3. Amendment C196 Panel Report
4. Amendment Documentation for Adoption