

# AGENDA

Greater Shepparton City Council

## ADDITIONAL COUNCIL MEETING

5:30PM, Tuesday 30 March 2021

Function Room, Riverlinks Eastbank

### COUNCILLORS

Cr Kim O'Keeffe (Mayor)

Cr Robert Priestly (Deputy Mayor)

Cr Seema Abdullah

Cr Anthony Brophy

Cr Geoffrey Dobson

Cr Greg James

Cr Shane Sali

Cr Sam Spinks

Cr Fern Summer

### VISION

**GREATER SHEPPARTON, GREATER FUTURE**

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

# Values

Values reflect what we feel is important. Organisations may have core values that reflect what is important in the organisation. These values may be guiding principles of behaviour for all members in the organisation.

## **Respect first, always**

We are attentive, listen to others and consider all points of view in our decision making.

## **Take ownership**

We take pride in honouring our promises and exceeding expectations, and are transparent with and accountable for our actions.

## **Courageously lead**

We lead with integrity, and stand up and stand by what is in the best interests of the Greater Shepparton community.

## **Working together**

We work collaboratively to create higher quality outcomes that are more efficient, thoughtful, effective and responsive. We cannot accomplish all that we need to do without working together.

## **Continually innovate**

We are open to new ideas and creatively seek solutions that encourage us to do our best for our community.

## **Start the celebration**

As ambassadors for our people and place, we proudly celebrate the strengths and achievements of Council and the Greater Shepparton community.

**A G E N D A  
FOR THE  
ADDITIONAL COUNCIL MEETING  
HELD ON  
TUESDAY 30 MARCH 2021 AT 5:30PM**

**CHAIR  
CR KIM O'KEEFFE  
MAYOR**

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## Risk Level Matrix Legend

**Note: A number of reports in this agenda include a section on “risk management implications”. The following table shows the legend to the codes used in the reports.**

Likelihood	Consequences				
	Negligible (1)	Minor (2)	Moderate (3)	Major (4)	Extreme (5)
<b>Almost Certain (5)</b> Would be expected to occur in most circumstances (daily/weekly)	<b>LOW</b>	<b>MEDIUM</b>	<b>HIGH</b>	<b>EXTREME</b>	<b>EXTREME</b>
<b>Likely (4)</b> Could probably occur in most circumstances (i.e. Monthly)	<b>LOW</b>	<b>MEDIUM</b>	<b>MEDIUM</b>	<b>HIGH</b>	<b>EXTREME</b>
<b>Possible (3)</b> Reasonable probability that it could occur (i.e. over 12 months)	<b>LOW</b>	<b>LOW</b>	<b>MEDIUM</b>	<b>HIGH</b>	<b>HIGH</b>
<b>Unlikely (2)</b> It is not expected to occur (i.e. 2-5 years)	<b>LOW</b>	<b>LOW</b>	<b>LOW</b>	<b>MEDIUM</b>	<b>HIGH</b>
<b>Rare (1)</b> May occur only in exceptional circumstances (i.e. within 10 years)	<b>LOW</b>	<b>LOW</b>	<b>LOW</b>	<b>MEDIUM</b>	<b>HIGH</b>

**Extreme** Intolerable – Immediate action is required to mitigate this risk to an acceptable level. Event/Project/Activity is not to proceed without authorisation

**High** Intolerable – Attention is needed to treat risk.

**Medium** Variable – May be willing to accept the risk in conjunction with monitoring and controls

**Low** Tolerable – Managed by routine procedures

**PRESENT:**

## 1 Welcome to Country

To be presented by Cr James on behalf of the Yorta Yorta Elders Council and the 16 family groups.

## 2 Acknowledgement

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

## 3 Privacy Notice

This public meeting is being streamed live via our Facebook page and made available for public access on our website along with the official Minutes of this meeting.

## 4 Governance Principles

Council considers that the recommendations contained in this Agenda gives effect to the overarching governance principles stated in Section 9(2) of the *Local Government Act 2020*. These principles are as follows:

1. Council decisions are to be made and actions taken in accordance with the relevant law;
2. priority is to be given to achieving the best outcomes for the municipal community, including future generations;
3. the economic, social and environmental sustainability of the municipal district, including mitigation and planning for climate change risks, is to be promoted;
4. the municipal community is to be engaged in strategic planning and strategic decision making;
5. innovation and continuous improvement is to be pursued;
6. collaboration with other Councils and Governments and statutory bodies is to be sought;
7. the ongoing financial viability of the Council is to be ensured;
8. regional, state and national plans and policies are to be taken into account in strategic planning and decision making;
9. the transparency of Council decisions, actions and information is to be ensured.

## 5 Apologies

Nil Received.

## 6 Declarations of Conflict of Interest

In accordance with section 130 (1)(a) of the Local Government Act 2020 Councillors are required to disclose any “conflict of interest” in respect of a matter to be considered at a Council Meeting.

**Disclosure must occur immediately before the matter is considered or discussed.**

## 7 Sustainable Development Directorate

### 7.1 Adoption of Shepparton and Mooroopna 2050: Regional City Growth Plan

Author Team Leader Strategic Planning  
 Approved by Director Sustainable Development  
 Purpose For Decision by Council

#### Disclosures of Conflict of Interest in Relation to this Report

Under section 130 of the *Local Government Act 2020* officers, delegates and persons engaged under a contract providing advice to Council must disclose any conflicts of interests.

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.

#### RECOMMENDATION

That the Council:

1. receive and note the *Shepparton and Mooroopna 2050: Regional City Growth Plan, Community Engagement Summary Report January 2020*;
2. receive and note the *Greater Shepparton City Council Conversation Report – Shepparton and Mooroopna 2050: Regional City Growth Plan – additional community consultation, March 2021*;
3. receive and note the *Shepparton and Mooroopna 2050: Regional City Growth Plan, Background Report, July 2020*;
4. receive and note the *Shepparton East Agricultural Land Use Options Study, March 2020* and the *Addendum to Shepparton East Agricultural Land Use Options Report, November 2020*;
5. receive and note the *Land Supply Review – Shepparton and Mooroopna 2050: Regional City Growth Plan, November 2020*;
6. adopt the *Shepparton and Mooroopna 2050: Regional City Growth Plan*, which includes the following changes to the version considered at the Ordinary Council Meeting held on 18 August 2020 titled *Shepparton and Mooroopna 2050: Regional City Growth Plan, July 2020*:

Page	Change	Revised wording
Cover	Date	March 2021
All	Date in footers	March 2021

Page	Change	Revised wording
2	Update acknowledgement	“We, Greater Shepparton City Council, acknowledge the Yorta Yorta Peoples of the land which now comprises Greater Shepparton, we pay our respect to their tribal elders, we celebrate their continuing culture and we acknowledge the memory of their ancestors.”
8	Update Plan 2	<ul style="list-style-type: none"> <li>- Add GSSC location</li> <li>- Add Mooroopna Integrated Early Learning Centre location</li> <li>- Extend Kialla West Growth Corridor (“residential future”) further south to align with extent shown on page 34 (Plan 6)</li> </ul> Change designation of Kialla North Growth Corridor to “planning underway”
9	Add additional consultation before “Strategic context”	<p>“Additional Consultation</p> <p>Additional consultation on the Growth Plan following the August 2020 Ordinary Council Meeting occurred from 16 November to 24 December 2020. The purpose of the additional community consultation was to better ensure that any interested stakeholders across Greater Shepparton have had the opportunity to provide informed feedback on the proposed planning outcomes for Shepparton, Mooroopna and Kialla. 79 submissions were received by Council, which are summarised in the <i>Conversation Report – Shepparton and Mooroopna 2050: Regional City Growth Plan – Additional Community Consultation (March 2020)</i>.”</p>
10	Update list of documents under “How has the Growth Plan been prepared?”	<ul style="list-style-type: none"> <li>- Shepparton East Agricultural Land Use Options Report March 2020</li> <li>- <i>Conversation Report – Shepparton and Mooroopna 2050: Regional City Growth Plan – Additional Community Consultation (March 2020)</i></li> </ul>
10	Update flowchart under “Key tasks in the development of the Growth Plan”	<ul style="list-style-type: none"> <li>- Add Growth Plan after Community Engagement</li> <li>- Add additional consultation after Growth Plan (before Final Growth Plan)</li> </ul>
17	Amend Outcome 6	<ul style="list-style-type: none"> <li>- To ensure adaption to climate change and a robust economy for continued prosperity in times of change.</li> </ul>
22	Update timeframes	<ul style="list-style-type: none"> <li>- Change timeframe to “immediate” for 1.1.1</li> <li>- Change timeframe to “ongoing” for 1.1.2</li> <li>- Change timeframe to “medium” for 1.1.3</li> </ul>
26	Update Plan 4	Replace Cycling Corridors plan with updated plan from the Department of Transport
27	Update timeframes	<ul style="list-style-type: none"> <li>- Change timeframe to “short” for 2.2.1</li> <li>- Change timeframe to “ongoing” for 2.2.2</li> </ul>
29	Update timeframe	Change timeframe to “immediate” for 2.5.2



Page	Change	Revised wording
32	Add additional wording regarding Investigation Area 4 future use	<p>Before the final sentence above Table 4, add the following text:</p> <p>Land immediately to the east of the Shepparton Alternative Route (Doyles Road) between the Midland Highway and the Shepparton-Dookie Railway Line will remain in the Farming Zone. The Farming Zone provisions facilitate the use of land for rural industrial uses, including transport-related uses, that do not adversely affect the use of land for agriculture and where land use conflicts can be mitigated. Where appropriate, Council will support the use of this land for rural industry, which must be considered through the planning permit process on a case-by-case basis, particularly where such uses rely on proximity to the Principal Freight Network, uses that require a large site or uses related to agriculture that cannot generally be accommodated in the existing industrial zones. It should be noted that direct access to the Shepparton Alternative Route will not generally be supported, and access should be directed to Old Dookie Road and New Dookie Road.</p>
32	Update growth areas in Table 4	<ul style="list-style-type: none"> <li>- Change “Kialla Raceway Development” to “Kialla South Growth Corridor”</li> <li>- Change “Radio Australia Site” to “Former Radio Australia site”</li> <li>- Change timing for Shepparton Airport to “unknown”</li> </ul>
33	Amend wording in Kialla North Growth Corridor	Change “It’s” to “It is”
33	Additional wording for the Kialla West Growth Corridor description	<ul style="list-style-type: none"> <li>- Change the second last sentence to read: “The density of this growth corridor must be respectful of the existing context of the area, and development must recognise and be integrated with the existing Kialla West Township.”</li> <li>- Add the following at the end of the existing description: “Development must recognise and mitigate risks associated with bushfire due to the vegetation in the area, as well as the location of the blast zone of the APA High Pressure Gas Pipeline.</li> <li>- Land west of Raftery Road, between Raftery Road and the Arcadia Downs Estate, within the Rural Living Zone and Farming Zone may realise some rural residential potential in the short-medium term. The rural residential development of this land will not require a Precinct Structure Plan.”</li> </ul>

Page	Change	Revised wording
33	Amend name of Kialla Raceway Development and add wording to the description	<ul style="list-style-type: none"> <li>- Change name to “Kialla South Growth Corridor”</li> <li>- Add the following at the end of the existing description:</li> <li>- “Development must recognise and mitigate risks associated with the location of the blast zone of the APA High Pressure Gas Pipeline.”</li> </ul>
33	Amend Kialla Central description	<ul style="list-style-type: none"> <li>- Change second bullet point to read: “Determine the need for additional community infrastructure. New development must ensure connectivity to existing road networks and walkability to existing community facilities, particularly the primary school. Any expansion must have regard to the role and function of the Shepparton Alternative Route must provide sufficient buffers to this key network.</li> <li>- Change final bullet point to read: “Review the most appropriate zones for the land around the Kialla Central Township, having regard to the development constraints applying at the time. The development of this growth corridor must recognise and be integrated with the existing Kialla Central Township.”</li> </ul>
33	Amend name of Radio Australia Site	Change name to “Former Radio Australia site”
33	Amend Shepparton Airport description	<p>Add the following at the end of the existing description:</p> <p>Until the relocation of the Shepparton Airport is confirmed, ongoing investment at the current site should continue to be supported and encouraged in the medium to long term, particularly where that investment ensures that safety standards can be maintained.</p>
34	Update Plan 6	<ul style="list-style-type: none"> <li>- Change name of Radio Australia site to “Former Radio Australia site”</li> <li>- Update designation of Shepparton South East to “short term future residential (standard density)” (same designation as shown for the southern portion of Kialla North Growth Corridor)</li> <li>- Change Shepparton Airport location to be shown as an asterisk in dark/navy rather than a blob</li> <li>- Change designation of dark/navy asterisk in legend to “unknown timing”</li> </ul> <p>Change Kialla Central asterisk to a small circle (in existing location and the same size as the existing asterisk) with four arrows pointing outwards from the circle and colour to match former Radio Australia site</p>

Page	Change	Revised wording
35	Update wording in strategies	<ul style="list-style-type: none"> <li>- Change Kialla North growth corridor to “Kialla North Growth Corridor” for the Action in section in 3.1.2</li> <li>- Change name of “Kialla Raceway Development” to “Kialla South Growth Corridor” for the Action in section 3.1.3</li> <li>- Change the wording of the Action in section 3.1.4 to read “Maintain the current 8-hectare minimum lot size requirement, until a Precinct Structure Plan and Development Contributions Plan for the Kialla West Growth Corridor have been prepared. The land between Raftery Road and the Arcadia Downs estate may realise some rural residential function in the short-medium term and can be considered without the preparation of a Precinct Structure Plan and Development Contributions Plan.”</li> <li>- Change the name of “Radio Australia site” to “former Radio Australia Site” for the Action in section 3.1.7</li> </ul>
36	Correct wording under “Heritage”	<ul style="list-style-type: none"> <li>- Change the year of <i>Greater Shepparton Heritage Study II</i> from 2019 to 2020</li> <li>- Change “20<sup>th</sup> Century Heritage” to “20<sup>th</sup> century heritage”</li> </ul>
44 and 45	Update funding tables	Update funding tables to align with current known funding.
46	Update Plan 7	Add connection arrows to Shepparton CBD inner eastern link road
51	Fix typo	Remove apostrophe from CBDs in Strategy 5.2.2
56	Update Responsibility in Strategy 6.1.1	Add DELWP to Responsibility

**7. note that Council officers will begin preparing a planning scheme amendment to implement the *Shepparton and Mooroopna 2050: Regional City Growth Plan* into the Greater Shepparton Planning Scheme.**

## Executive Summary

The *Shepparton and Mooroopna 2050: Regional City Growth Plan* (the Growth Plan) will integrate Council’s strategic work relating to growth, land use planning and infrastructure requirements into a cohesive framework, incorporating the various components into a blueprint for the future.

The Victorian Planning Authority (VPA), in collaboration with Council, has prepared the Growth Plan to identify strategic advantages, address key challenges, and set a vision to guide sustainable growth and development up to 2050. It addresses residential, commercial and industrial needs, major infrastructure requirements and staging options, such as drainage, recreation and open space networks, and provides for the future needs of the transport network.

Preliminary consultation was undertaken with key stakeholders, such as school students, referral authorities, agencies and service providers, to inform the *Shepparton and Mooroopna 2050: Regional Growth Plan Key Issues and Opportunities Report, February 2019* (the Issues and Opportunities Report). This report was then released for public consultation in February and March 2019. The community consultation was very successful, with 225 pieces of feedback received online, 46 written submissions and 90 conversations at face-to-face engagement events.

Following consideration of feedback from the public, the *Draft Shepparton and Mooroopna 2050: Regional City Growth Plan 2019* (the Draft Growth Plan) was prepared. The Draft Growth Plan was released for community consultation in September and October 2019. 37 written submissions were received by the VPA on the Draft Growth Plan, as well as an additional 15 late submissions that were addressed directly to Council. Details on the community consultation undertaken are included in the *Shepparton & Mooroopna 2050: Regional City Growth Plan, Community Engagement Summary Report January 2020* (see *Attachment 1 – Community Engagement Summary Report*).

The final Growth Plan provides new residential and industrial framework plans for the Shepparton, Mooroopna and Kialla urban areas to guide urban development to 2050, and incorporates feedback that emerged from key stakeholders, agencies and members of the general public.

At the Ordinary Council Meeting (OCM) held on 18 August 2020, Council resolved to defer the adoption of the Growth Plan for six months to allow time for extended consultation with the Greater Shepparton community. This additional community consultation period allowed further opportunities for the community to provide informed feedback to Council about the future of Shepparton, Mooroopna and Kialla.

This additional community consultation commenced on Monday, 16 November 2020 and concluded on Thursday, 24 December 2020. 79 submissions were received during the additional community consultation period. Themes that emerged during the additional community consultation period included:

1. Supply and demand;
2. Land east of Doyles Road and the north-south expansion of Shepparton;
3. Former Radio Australia site;
4. Mooroopna – rezoning land to the Rural Living Zone;
5. Kialla Central Growth Corridor;
6. Kialla Raceway Development;
7. Kialla West Growth Corridor;
8. Rezoning requests;
9. Former Mooroopna Hospital site;
10. Funding / staging for arterial road upgrades;
11. Greater Shepparton Secondary College (GSSC);
12. Shepparton North Activity Centre (SNAC); and
13. Flood controls.

On Tuesday, 19 January 2021, all submitters to the Growth Plan were provided with the opportunity to verbally brief Councillors on their submissions and outline their concerns.

Council officers have considered all feedback received and have made various changes to the final Growth Plan as a result. These changes are detailed in the above recommendation, as well as in Table 1 in this report.

It is now recommended that Council adopt the *Shepparton and Mooroopna 2050: Regional City Growth Plan*. The adoption of the Growth Plan will provide Council with a strategic

planning framework that will assist in the preparation of more detailed local plans, and help Council to advocate for funding to deliver infrastructure to support the sustainable growth of the city.

### Report Detail

Shepparton is nominated as a regional city forecast for major growth in the *Hume Regional Growth Plan 2014* and *Plan Melbourne 2017-2050*. To inform this future growth, the Victorian Planning Authority (VPA), in conjunction with Council, has prepared the *Shepparton and Mooroopna 2050: Regional City Growth Plan*. The Growth Plan identifies Shepparton and Mooroopna's strategic advantages, addresses key challenges, and sets a vision to guide sustainable growth and development to 2050.

The current Framework Plan for Greater Shepparton is the *Greater Shepparton 2030 Strategy*, which was adopted in 2006. This document provides a blueprint for building sustainable economic activity and maximising the quality of life in Greater Shepparton.

Since the finalisation of this Strategy, Greater Shepparton has experienced a significant amount of growth, particularly in Shepparton and Mooroopna, and investment in infrastructure from the Federal and State Governments. It is now necessary to prepare a revised Framework Plan to adequately plan for Shepparton and Mooroopna's future.

Council was successful in attaining funding of \$200,000 from the Streamlining for Growth Fund, administered by the VPA in the 2016/2017 financial year. This assisted in the preparation of the *Shepparton and Mooroopna 2050: Regional City Growth Plan Background Report July 2020* (see Attachment 2 – Background Report).

Council successfully applied for additional funding of \$200,000 from the Streamlining for Growth Fund in the 2017/2018 financial year to prepare the Draft Growth Plan. The VPA provided \$150,000 of resources to the project, while \$50,000 was utilised for additional consultancy work. Council contributed \$100,000 towards the project in the form of in-house assistance.

The Growth Plan is a high-level and broad strategy that:

- compiles and reviews existing strategies;
- identifies gaps in the provision and services of key infrastructure, such as drainage and transport networks;
- prepares reports where gaps have been identified;
- sets out the future vision for Shepparton and Mooroopna;
- guides sustainable future growth and development over the next 30 years;
- identifies the steps needed to manage growth;
- defines key projects and infrastructure required to support growth; and
- provides an improved and more certain environment for making both public and private investment decisions.

To inform the community consultation and the preparation of the final Growth Plan, Council and the VPA prepared the following documents:

- *Shepparton and Mooroopna 2050: Regional Growth Plan Key Issues and Opportunities Report, February 2019;*
- *Shepparton and Mooroopna 2050: Regional City Growth Plan Background Report July 2020;*
- *Shepparton East Agricultural Land Use Options Study, March 2020;*
- *Addendum to Shepparton East Agricultural Land Use Options Report, November 2020;*
- *Land Supply Review – Shepparton and Mooroopna 2050: Regional City Growth Plan, November 2020; and*



- *Draft Shepparton and Mooroopna 2050: Regional City Growth Plan.*

The Growth Plan provides new residential and industrial framework plans for the Shepparton, Mooroopna and Kialla urban areas to guide urban development to 2050, and will be used to coordinate, guide and inform the preparation and consideration of future more detailed local plans and planning permit applications.

#### Stakeholder Engagement

Preliminary consultation with key stakeholders was undertaken, including a workshop on 17 April 2018 and individual consultation sessions on 1, 2 and 3 May 2018. The purpose of this preliminary consultation was to confirm draft issues and opportunities, test principles and outcomes, identify additional issues and develop a draft vision statement.

The *Shepparton and Mooroopna 2050: Regional Growth Plan Key Issues and Opportunities Paper, February 2019* was released for public consultation between 22 February and 25 March 2019, and the results were summarised in the *Shepparton and Mooroopna 2050: Regional City Growth Plan – Key Issues and Opportunities Report, Community Engagement Summary Report, June 2019*. The VPA also prepared the *Shepparton and Mooroopna 2050: Primary School Engagement Report October 2018* to summarise the consultation undertaken with primary schools in Shepparton and Mooroopna.

At the OCM held on the 17 September 2019, Council resolved to:

1. receive and note the *Shepparton and Mooroopna 2050: Regional City Growth Plan – Key Issues and Opportunities Report, Community Engagement Summary Report, June 2019*;
2. authorise for exhibition the *Draft Shepparton and Mooroopna 2050: Regional City Growth Plan 2019* for public comment for a period of six weeks beginning on 20 September 2019 and concluding on 1 November 2019; and
3. note that Council officers will report back to Council on any feedback, comments and submissions received from the public during the consultation period.

As a result of the resolution, the *Draft Shepparton and Mooroopna 2050: Regional City Growth Plan 2019* (Draft Growth Plan) was released for community consultation for six weeks between September and October 2019. The VPA received 37 written submissions via email and online survey from members of the public. An additional 15 submissions were received that were addressed directly to Council. The extent of community consultation and results are listed in the *Shepparton and Mooroopna 2050: Regional City Growth Plan, Community Engagement Summary Report January 2020*.

#### Shepparton East Agricultural Land Use Options Study

11 of the submissions received were from, or on behalf of, landowners from Investigation Areas 4 and 10 in Shepparton East seeking this land be identified for residential or industrial development. Submissions indicated that the agricultural viability of the area was compromised by its proximity to residential development, which was the source of land use conflict.

In response to these submissions, the VPA and Council engaged RMCG Pty Ltd to prepare the *Shepparton East Agricultural Land Use Options Study* (Study, March 2020). RMCG Pty Ltd was engaged to provide advice on:

- the viability of agricultural land in Shepparton East;
- alternative farm management practices or alternative farming practices that are suited to the land's context; and
- a planning response to the existing land use conflict between farming and rural residential.

The key findings of the Study, in terms of agricultural viability are:

- Shepparton East has an ideal combination of natural attributes for high-value agriculture, including excellent soil types, Mediterranean climate and access to a secure supply of high-quality water;
- farm businesses are establishing new orchards, affirming the productive potential of the area;
- an assessment of farm size, land values, land use conflict and planning policy on the viability of farming in Shepparton East found that farm size to be the most significant factor currently impacting farm viability; and
- the biggest barrier to increasing farm scale is the uncertainty created by ambiguous planning policy, being the status of some land in Shepparton East being within Investigation Areas 4/10.

The key findings of the Study, in terms of land use conflicts are:

- there are some residential and industrial land uses adjacent to Shepparton East, while not ideal from a land use conflict risk point of view, the residential estates are contained and well defined;
- complaints regarding noise from the use of scare guns are received by Council from time to time. There have been no ongoing disputes;
- EPA guidelines provide clear standards and thresholds for operation of farm machinery, frost fans and scare guns and from the low number of complaints it would appear that farmers are operating within the guidelines; and
- a land use conflict risk assessment was completed and did not identify any high priority risks that reduce the viability of agriculture.

The Study prepared by RMCG Pty Ltd affirmed the conclusion in the draft Growth Plan that this land should be retained as productive farmland. The final Growth Plan reflects this.

Council and the VPA made numerous changes to the Growth Plan based on feedback from submissions. These changes are outlined in the *Shepparton and Mooroopna 2050: Regional City Growth Plan, Community Engagement Summary Report January 2020*.

#### July 2020 Ordinary Council Meeting

At the OCM held in July 2020, the following motion was put to Council.

*That the Council:*

1. *receive and note the Shepparton & Mooroopna 2050: Regional City Growth Plan, Community Engagement Summary Report January 2020;*
2. *receive and note the Shepparton & Mooroopna 2050: Regional City Growth Plan, Background Report July 2020;*
3. *adopt the Shepparton & Mooroopna 2050: Regional City Growth Plan; and*
4. *note that Council officers will begin preparing a planning scheme amendment to implement the Shepparton & Mooroopna 2050: Regional City Growth Plan into the Greater Shepparton Planning Scheme.*

Council resolved to lay the motion on the table until the August 2020 Ordinary Council Meeting.

#### August 2020 Ordinary Council Meeting

At the OCM held in August 2020, Council resolved to lift the motion from the table and resolved to:

*...defer the adoption of the Shepparton and Mooroopna 2050 Regional City Growth Plan for six months to allow time for extended consultation*

with the Greater Shepparton community.

Additional Community Consultation Period

This additional community consultation period allowed further opportunities for the community to provide informed feedback to Council about the future of Shepparton and Mooroopna, and where growth would best be accommodated.

Additional community consultation commenced on Monday, 16 November 2020 and concluded on Thursday, 24 November 2020.

79 submissions were received in response to the additional community consultation period. Themes that emerged from these submissions included:

1. Supply and demand;
2. Land east of Doyles Road and the north-south expansion of Shepparton;
3. Former Radio Australia site;
4. Mooroopna – rezoning land to the Rural Living Zone;
5. Kialla Central Growth Corridor;
6. Kialla Raceway Development;
7. Kialla West Growth Corridor;
8. Rezoning requests;
9. Former Mooroopna Hospital site;
10. Funding / staging for arterial road upgrades;
11. Greater Shepparton Secondary College (GSSC);
12. Shepparton North Activity Centre (SNAC); and
13. Flood controls.

On Tuesday, 19 January 2021, submitters to the Growth Plan were provided with the opportunity to verbally brief Councillors on their submissions and outline their concerns. 22 submitters availed of this opportunity.

Table 1, below, includes a summary of the themes that emerged and the changes made to the Growth Plan in response. These themes are explored in detail in the *Conversation Report – Shepparton and Mooroopna 2050: Regional City Growth Plan – additional community consultation, March 2021*.

<b>Table 1</b>	
<b>Theme</b>	<b>Changes made to the Growth Plan</b>
Supply and demand	<b>Recommendation: No changes required.</b>
Land east of Doyles Road and the north-south expansion of Shepparton	<b>Recommendation: No changes required.</b>
Former Radio Australia site	<b>Recommendation: No changes required.</b>
Mooroopna – Rezoning land to the Rural Living Zone	<b>Recommendation: No changes required.</b>
Kialla Central Growth Corridor	<b>Recommendation: No changes required.</b>
Kialla Raceway Development	<p><b>Recommendation: Change the name of the Kialla Raceway Development area to Kialla South Growth Corridor.</b></p> <p><b>Recommendation: Include the high pressure gas pipeline and acknowledgement of the APA requirements in the Kialla Raceway Development (Kialla South Growth Corridor) section.</b></p>



<b>Table 1</b>	
<b>Theme</b>	<b>Changes made to the Growth Plan</b>
Kialla West Growth Corridor	<p><b>Recommendation:</b> Note that land between Raftery Road and the existing Arcadia Downs development may provide some rural residential opportunities, subject to detailed design and this land may not be included in the Precinct Structure Plan area.</p> <p><b>Recommendation:</b> Acknowledge the concerns raised by the Country Fire Authority regarding bushfire risk and the APA requirements regarding the high pressure gas pipeline.</p>
Rezoning requests	<p><b>Recommendation:</b> Amend the timeframe for Strategy 2.5.2 review the Framework Plan for the Shepparton East Township on page 29 to read immediate.</p> <p><b>Note:</b> The Shepparton East Framework Plan review is being drafted and should be implemented immediately following community and agency consultation.</p>
Former Mooroopna Hospital site	<b>Recommendation:</b> No changes required.
Funding / staging for arterial road upgrades	<b>Recommendation:</b> No changes required.
Greater Shepparton Secondary College (GSSC)	<b>Add GSSC to Plan 2.</b>
Shepparton North Activity Centre (SNAC)	<b>Recommendation:</b> No changes required.
Flood controls	<b>Recommendation:</b> No changes required.

There are three submissions that are not addressed in the themes identified in Table 1. The submissions and Council officers' responses are outlined below:

1. Submission 11 – noted a number of comments regarding Greater Shepparton's outlying townships. The importance of the townships is acknowledged; however, all of the townships (except Shepparton East) are assessed in the Greater Shepparton Townships Framework Plan Review, which has already been implemented. Monitoring and review will continue to occur.
2. Submission 12 – raises concerns regarding increasing land use conflicts in the area east of Doyles Road. This submission did not request a land use change, but highlighted various pressures impacting the ongoing use of land for agriculture due to the location of dwellings.
3. Submission 15 – raised concerns regarding sustainable development and environmental impacts, including greening urban areas, promoting active transport, waste management and environmentally sustainable design. The 2050 Growth Plan is a land-use plan and not a whole of Council document like the *Greater Shepparton 2030 Strategy 2006*. Objective 6 on page 56 outlines a variety of strategies to address these concerns through the planning process.

These concerns are acknowledged and will play a key role in the sustainable development of Shepparton, Mooroopna and Kialla. Council officers believe that these ideas already underpin Council's current strategic land use planning documents, including the *Shepparton*

*CBD Strategy 2008, Greater Shepparton Cycling Strategy 2013-2017, Environmentally Sustainable Design / Sustainable Design Assessment in the Planning Process Projects, Urban Forest Strategy 2017, etc., as well as the 2050 Growth Plan.*

In addition, some submissions raised general concerns regarding the timing of this additional community consultation and queried the reason for Council “rushing” the consideration of the 2050 Growth Plan, particularly given that the *Land Supply Review - Shepparton and Mooroopna 2050: Regional City Growth Plan* concluded that there is sufficient identified residential land.

Additional changes

Although not raised through submissions, an updated Strategic Cycling Corridors plan is now available from the Department of Transport. It is recommended that Plan 4 on page 26 be updated to include this new information.

Next Steps and Implementation

It is recommended that Council adopt the *Shepparton & Mooroopna 2050: Regional City Growth Plan*. The adoption of the Growth Plan will assist Council in the preparation of more detailed local plans, and help Council to advocate for funding to deliver infrastructure to support the sustainable growth of the city.

Council is currently progressing the Planning Policy Framework (PPF) translation with the Department of Environment, Land, Water and Planning (DELWP), with the restructure of the policy component of the Greater Shepparton Planning Scheme (Planning Scheme) critical to set a framework for the Growth Plan’s implementation.

The adoption of the Growth Plan will enable Council to begin the process for a planning scheme amendment to implement the Growth Plan into the Planning Scheme. It is anticipated that Council will be the planning authority for the amendments to implement the flood studies and the Growth Plan.

**Council Plan/Key Strategic Activity**

**LEADERSHIP AND GOVERNANCE**

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

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

**ECONOMIC**

Build a thriving, resilient economy where Greater Shepparton is recognised as a competitive place to invest and grow business.

3.1 The Greater Shepparton economy is prosperous, high value and a focus of choice for business, investment and employment.

3.5 Shepparton is the regional city centre supported by well-planned and designed existing and emerging commercial activity centres.

**BUILT**

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

4.1 Growth is well planned and managed for the future.

4.2 Urban and rural development is sustainable and prosperous.

4.3 Greater Shepparton’s heritage places, cultural landscapes, and objects are protected and conserved for future generations.

4.7 Reliable, safe, more frequent and connected local and broader transport system supporting the connection of people within, across and outside of Greater Shepparton.

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

4.9 Freight and logistics infrastructure is developed to accommodate future growth.

## **ENVIRONMENT**

Enhance and protect the clean, green environment that makes Greater Shepparton the unique place it is.

5.1 Greening Greater Shepparton has created an attractive, vibrant and liveable place with well connected green spaces that are valued by the community.

5.2 The region's environmental assets are planned and managed to ensure they are enhanced and sustainable for future generations.

5.4 Council has positioned itself to be a leader in building Greater Shepparton's response to climate change issues, in partnership with key stakeholders.

5.6 Floodplain management minimises the consequences of flooding to life, property, community wellbeing and the economy.

## **Risk Management**

Adopting the 2050 Growth Plan is unlikely to lead to risk to Council. However, there are significant risks associated with not adopting and implementing the 2050 Growth Plan into the Planning Scheme. Council may jeopardise future funding from the public and private sectors for projects across Shepparton, Mooroopna and Kialla. Such an outcome may result in Council directing resources away from important strategic planning projects that seek to address the short term industrial and residential land supply shortfalls.

In addition, the 2050 Growth Plan has been prepared following extensive consultation with all stakeholders, including referral authorities and agencies, and updates all previous strategic planning work. Any delay in the adoption and implementation of the 2050 Growth Plan could significantly impact upon the agricultural and horticultural industries, and the development industry, in general. These industries require certainty before making major investment decisions. Uncertainty regarding the future use of land across Shepparton, Mooroopna and Kialla threatens the medium to long-term business interests for these industries.

## **Policy Considerations**

The Growth Plan supports and builds upon existing Council policy, including the *Greater Shepparton 2030 Strategy 2006*, the *Greater Shepparton Housing Strategy 2011*, the *City of Greater Shepparton Industrial Land Review 2011* and the Greater Shepparton Planning Scheme. The recommendations do not conflict with any Council policy.

## **Financial Implications**

The recommendations to adopt the Growth Plan will not result in any financial implications for Council, however it should be noted that the implementation of the Growth Plan through a future planning scheme amendment will result in financial implications to Council. This must be included in Council's future 2021-2022 Budget.

To date, the VPA provided \$150,000 of resources to the project, while \$50,000 was utilised for additional consultancy work, where required. Council has contributed \$100,000 towards the project in the form of in-house assistance.

## **Legal/Statutory Implications**

The recommendations will not result in any legal or statutory implications. The future implementation of the Growth Plan in the Greater Shepparton Planning Scheme will allow for the consideration of the findings and recommendations of the Growth Plan during the assessment of planning permits, further strategic works, etc.

### Environmental/Sustainability Impacts

The 2050 Growth Plan considers the impact of flooding and drainage on development in the area and seeks to ensure that any potential impacts on the environment can be appropriately mitigated.

The Growth Plan has also been informed by multiple Council and State Government policy documents which seek to manage and mitigate impacts to the environment. The Growth Plan contains several outcomes that aim to bolster Greater Shepparton's environmental resilience by managing and mitigate environmental impacts and to ensure that environmental considerations are at the forefront of Council's decision-making process.

The recommendations will not result in any adverse environmental or sustainability impacts.

### Social Implications

The Growth Plan has, among other things, identified strategic greenfield and infill sites for residential and industrial development within Shepparton and Mooroopna. The preparation of a comprehensive Growth Plan will assist in the release of additional land for development and allow for greater housing choice and diversity, and the location of new commercial and industry within Shepparton and Mooroopna. This will result in positive social outcomes for Greater Shepparton.

The recommendation will not result in any adverse social implications.

### Economic Impacts

The Growth Plan will provide clear direction and certainty to land owners and developers regarding areas suitable for development. It will identify opportunities for investment in infrastructure and development of residential areas, as well as industrial/commercial areas. It is expected this will lead to continued growth in construction, as well as economic growth associated with overall population growth.

The recommendation will not result in any adverse economic implications.

### Consultation

Preliminary consultation with key stakeholders, such as referral authorities, agencies and service providers, has been undertaken. This preliminary consultation included a workshop on 17 April 2018 as well as individual consultation sessions on 1, 2 and 3 May 2018. The purpose of this preliminary consultation was to confirm draft issues and opportunities, test principles and outcomes, identify additional issues and develop a draft vision statement.

*The Shepparton and Mooroopna 2050: Regional Growth Plan Key Issues and Opportunities Paper, February 2019* was released for public consultation between 22 February and 25 March 2019, and the results were released in the *Key Issues and Opportunities Community Engagement Report June 2019*.

Council resolved to release the *Draft Shepparton and Mooroopna 2050: Regional City Growth Plan* for exhibition for six weeks between September and October 2019, where 37 public submissions were received. The results were released in the *Shepparton & Mooroopna 2050: Regional City Growth Plan, Community Engagement Summary Report January 2020*.

In response to submissions in Shepparton East citing concerns over land use conflicts, Council and the VPA commissioned RMCG Pty Ltd to prepare the *Shepparton East Agricultural Land Use Options Study*, where additional consultation with landowners in Shepparton East was undertaken.

Council officers undertook the following actions during the additional consultation period between 16 November 2020 to 24 December 2020:

- Direct emails to all stakeholders consulted with so far;
- The inclusion of a 'subscribe for updates' feature on the 2050 Growth Plan Council website;
- Council's e-newsletter which was sent to approximately 5,500 subscribers;
- Information on Council's website including a submission portal allowing online submissions;
- Social media promotion with link back to website;
- Attendance / presentation to the Mooroopna and Shepparton Community Planning Group meetings, electronic communication with other community planning groups;
- Advertisements in the Shepparton News / Adviser; and
- Direct letters to every registered household address on the Australian Postal System in the Greater Shepparton municipality.

Council officers also conducted 20-minute one-on-one engagement sessions with interested individuals or small groups to the 2050 Growth Plan. The following dates were made available:

- Wednesday, 18 November 2020
- Friday, 20 November 2020
- Tuesday, 24 November 2020
- Thursday, 26 November 2020
- Monday, 30 November 2020
- Wednesday, 2 December 2020.

Two additional dates were added on Monday, 14 December and Wednesday, 16 December 2020.

A total of 24 one-on-one engagement sessions were held with individuals and groups.

An email was sent to key stakeholder groups, local community planning groups, government agencies and referral authorities, and subscribers and submitters to the Growth Plan informing them of the additional community consultation phase and inviting them to provide additional comments or submissions.

The additional community consultation phase was promoted across Greater Shepparton through advertisements and notifications in the Shepparton News and the Shepparton Adviser newspapers. Online promotion was conducted using promotional links on Council's Facebook page, through Council's e-newsletter and the uploading of media releases on Council's website, which resulted in additional media attention.

An A4 flyer was also sent to every household in Greater Shepparton inviting them to engage with Council and provide comment on the 2050 Growth Plan.

A total of 79 submissions were received.

Council officers provided all submitters with an opportunity to address Council regarding the contents of their submissions. This took place on 9.00am to 12.00pm and 2.00pm to 3.30pm on Tuesday, 19 January 2021 at the Eastbank Centre at 70 Welsford Street, Shepparton. Briefings were limited to a speaking time of six minutes per submitter (ten minutes in total) or a longer time was allocated if a small group (maximum of three persons) wished to make a joint presentation. 22 submitters chose to present to Council.

Council officers believe that appropriate consultation has occurred in previous stages and that the Growth Plan is now ready to be adopted by Council.



It should be noted that further community consultation will take place as part of the planning scheme amendment process to implement the Growth Plan.

## Strategic Links

### a) Greater Shepparton 2030 Strategy

- Relevant objectives:
- To provide for sufficient suitable additional land for urban growth
- To release land efficiently in terms of location, supply of services and infrastructure.
- To recognise the constraints of the floodplain on the development of land and minimise the future economic impacts of flooding.
- To locate industrial developments effectively, by utilising existing and planning infrastructure, and consolidating the existing main industrial areas.
- To provide sustainable infrastructure to support the growth and development of the municipality
- To provide for a broader range of dwelling densities and types of housing to meet current and future community needs and differing lifestyles
- To increase the supply of medium density housing in appropriate locations
- To provide a restricted amount of land for rural residential purposes, without impacting on the long-term growth potential of urban centres and productive agricultural land.

### b) Other strategic links

- *Shepparton CBD Strategy 2008*
- *Greater Shepparton Housing Strategy 2011*
- *Industrial Land Review, City of Greater Shepparton, 2011*
- *Hume Regional Growth Plan 2014*
- *City of Greater Shepparton Commercial Activity Centres Strategy 2015*
- *Greater Shepparton Planning Scheme*
- *Shepparton Heath & Education Precincts Action Plan 2020*

## Conclusion

The Growth Plan will guide the sustainable development of Shepparton, Mooroopna and Kialla to the year 2050, and will integrate the strategic work undertaken by Council relating to growth, land use planning and infrastructure into a cohesive framework, incorporating the various components into a blueprint for the future.

Extensive community consultation has been undertaken. Feedback from submitters has been considered and changes made to the Growth Plan, where appropriate.

The final Growth Plan provides new residential and industrial framework plans for the Shepparton, Mooroopna and Kialla urban areas to guide urban development to 2050, and incorporates feedback that emerged from key stakeholders, agencies and members of the general public.

The Growth Plan is now ready to be considered by Council. It is recommended that Council adopt the *Shepparton and Mooroopna 2050: Regional City Growth Plan*, and note Council officers' intention to prepare a planning scheme amendment to implement the Growth Plan.

## Attachments

1. Shepparton & Mooroopna 2050 Regional City Growth Plan, Community Engagement Summary Report - January 2020 [7.1.1 - 18 pages]
2. Greater Shepparton City Council Conversation Report – Shepparton & Mooroopna 2050 Regional City Growth Plan - Additional Community Consultation - March 2021 [7.1.2 - 18 pages]

3. Shepparton East Agricultural Land Use Options Study - March 2021 [7.1.3 - 61 pages]
4. Addendum to Shepparton East Agricultural Land Use Options Report - November 2020 [7.1.4 - 13 pages]
5. Land Supply Review - Shepparton and Mooroopna 2050: Regional City Growth Plan - November 2020 [7.1.5 - 33 pages]
6. Shepparton & Mooroopna 2050 Regional City Growth Plan, Background Report - July 2020 [7.1.6 - 41 pages]
7. Shepparton & Mooroopna 2050 Regional City Growth Plan - March 2021 [7.1.7 - 60 pages]



## 8 Close of Meeting