

Planning and Environment Act 1987

Panel Report

Greater Shepparton Planning Scheme Amendment C112 Infrastructure Design Manual

17 June 2015

Planning and Environment Act 1987

Panel Report pursuant to Section 25 of the Act

Greater Shepparton Planning Scheme Amendment C112

Infrastructure Design Manual

17 June 2015

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Trevor McCullough, Chair

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Michael Kirsch, Member

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List of Abbreviations

CFA	Country Fire Authority
DELWP	Department of Environment, Land, Water and Planning
DTPLI	Department of Transport, Planning and Local Infrastructure (former)
HIA	Housing Industry Association
IDM	Infrastructure Design Manual
LGIDA	Local Government Infrastructure Design Association
LPPF	Local Planning Policy Framework
MAV	Municipal Association of Victoria
MPA	Metropolitan Planning Authority
MSS	Municipal Strategic Statement
PTV	Public Transport Victoria
SPPF	State Planning Policy Framework
UDIA	Urban Development Institute of Australia
VCCIA	Victorian Civil Construction Industry Alliance
VPP	Victoria Planning Provisions

Executive Summary

Amendment C112 to the Greater Shepparton Planning Scheme seeks to augment and revise existing Planning Scheme references to the Infrastructure Design Manual (IDM).

The IDM is a joint initiative of rural and regional Councils (including Greater Shepparton) to formulate and maintain a set of consistent standards and guidelines for the design and development of infrastructure. The IDM is owned and maintained by the Local Government Infrastructure Design Association Incorporated (LGIDA).

In addition to preparing Amendment C112, Greater Shepparton City Council has requested that the Minister for Planning appoint an Advisory Committee to investigate various issues associated with the broader implementation of the IDM within Victoria. The Minister agreed to this request and appointed an Advisory Committee in June 2015 following the Hearings for Amendment C112.

There was a high level of support for Amendment C112 in submissions, although a number of detailed issues were raised about the proposed Municipal Strategic Statement (MSS) content and some elements of the current IDM.

Following its consideration of submissions, Council revised the Amendment and, in conjunction with the LGIDA, undertook to review and modify various elements of the IDM.

The Panel is satisfied that the IDM is a useful resource that warrants recognition in the Greater Shepparton Planning Scheme and potentially in other rural and regional planning schemes. It also agrees with Council, the LGIDA and other submitters that the IDM should be a 'guideline' document and that compliance with its standards should be discretionary and not mandatory.

The Panel supports Council's revised MSS content subject to some further minor changes. The Panel also agrees that the LGIDA should review submissions relating to the content of the IDM and ensure that references to standards are expressed as discretionary. This work should be completed and a revised IDM issued before Council adopts the Amendment.

Recommendation

Based on the reasons set out in this Report, the Panel recommends that Greater Shepparton Planning Scheme Amendment C112 should be adopted as exhibited, subject to the following:

- 1. Include the revised Clauses 21.07 and 21.09 as shown in Appendices C and D of this report.**
- 2. The Amendment should not be adopted unless and until the Local Government Infrastructure Design Association issues a revised version of the Infrastructure Design Manual that:**
 - a) Responds to the changes sought in submissions; and**
 - b) Expresses all relevant standards and guidelines as 'discretionary'.**

1 Introduction

Greater Shepparton Planning Scheme Amendment C112 (the Amendment) was prepared by the Greater Shepparton City Council as Planning Authority.

As exhibited, the Amendment proposes to give formal recognition to the Infrastructure Design Manual in the Greater Shepparton Planning Scheme.

Specifically, the Amendment proposes to:

- Amend Clause 21.07 to include references to the Infrastructure Design Manual.
- Amend Clause 21.09 to include the Infrastructure Design Manual as a reference document.

The Amendment was authorised by the Department of Environment, Land, Water and Planning (DELWP) on 16 January 2014 (A02718).

The Amendment was placed on public exhibition between 9 October and 8 December 2015 and attracted 31 submissions (refer to Appendix A).

At its meeting of 17 February 2015, Council resolved to refer the submissions to a Panel. As a result, a Panel to consider the Amendment was appointed under delegation from the Minister for Planning on 26 February 2015 and comprised Mr Trevor McCullough (Chair), and Mr Michael Kirsch.

A Directions Hearing was held in relation to the Amendment on 12 March 2015. The Panel Hearing was held on 20 and 22 May 2015. Those in attendance at the Panel Hearing are listed in Table 1. A list of documents submitted at the Hearing is included at Appendix B.

Table 1 Parties to the Panel Hearing

Submitter	Represented by
Greater Shepparton City Council	Mr John Keaney (Keaney Planning) and Mr Colin Kalms
Local Government Infrastructure Design Association	Mr Jon Griffin
Metropolitan Planning Authority	Mr Tim Peggie
Housing Industry Association	Mr Mike Hermon
Municipal Association of Victoria	Ms Michelle Croughan
Moorabool Shire Council	Ms Lisa Gervasoni
Latrobe City Council	Ms Leanne Khan
East Gippsland Shire Council	Ms Nicole Reynolds, Mr Neil Churton, Ms Lauren McKay and Mr Jason Pullman
Public Transport Victoria	Ms Jane Sharp

The Panel considered all written submissions, as well as submissions presented to it during the Hearing.

This report deals with the issues raised in submissions under the following headings:

- Planning Context
- The Merits of the Infrastructure Design Manual
- Implementing the Infrastructure Design Manual
- Municipal Strategic Statement Content
- Infrastructure Design Manual Content.

2 Background

2.1 The Purpose of the Amendment

The purpose of the Amendment is to augment the existing references to the Infrastructure Design Manual (IDM) in the Greater Shepparton Planning Scheme. The IDM is currently referenced in Clause 21.07 which encourages the use of the IDM and includes the objective:

- *To ensure that new development complies with the Infrastructure Design Manual.*

The IDM is also listed as a 'reference document' at Clause 21.09 and referenced in Development Plan Overlay schedules 14, 17 and 21.

The Amendment seeks to supplement these references by including some new explanatory material in Clause 21.07, together with new objectives and strategies. Mr Keaney explained that:

While the amendment is proposed for the Greater Shepparton Planning Scheme, it also has implications for most other regional Councils in Victoria. The outcomes of Amendment C112 will be used by other planning authorities throughout the state if they wish to implement the IDM into their own respective planning schemes.

In this context, Mr Keaney advised that:

The IDM is currently adopted and/or used by forty three (43) Councils across regional Victoria. The IDM has recognition in about ten of these planning schemes at the moment but it has been implemented in an inconsistent way. Amendment C112 seeks to establish a rationalized and transparent process for its 'roll-out'.

Aside from considering submissions to the Amendment, the Panel is therefore requested to comment on, and advise the Minister for Planning, on:

- *The implications of introducing the IDM to the Greater Shepparton Planning Scheme; and*
- *The most effective way for other Victorian Councils to undertake similar type amendments in the future, if they wish to do so.*

Mr Keaney indicated that this approach was consistent with discussions that had been held with DELWP about the purpose and content of the Amendment:

The Department advised that it would be preferable to have a one off (or 'champion') Council exhibit an amendment and to have the IDM tested by a Panel and an Advisory Committee. It was felt that the Greater Shepparton scheme might be the best option given that (at that time) it had the most extensive references to it at Clause 21 (Soon after, Campaspe C86 became a more expansive model). The 'champion' option was considered preferable to the 'global' option because of the logistics of such an extensive amendment and because it was felt that a 'one-off' Panel could analyse the IDM in detail and provide guidance to all others on ultimate implementation.

The Department finally stressed that Clause 56 and other planning scheme provisions are based on discretion and flexibility and it noted that the IDM at the time contained some mandatory language such as 'must' or 'prohibit'. As instructed, the IDM Board ensured that prior to exhibition, the document was edited so that any such examples were removed. Spiire Consultants were engaged by the Rural Flying Squad in 2013 to conduct this review, tidy up the IDM into planning language and to prepare the Amendment C112 documentation including a detailed MSS insertion.

2.2 Infrastructure Design Manual Advisory Committee

Council requested that the Minister for Planning appoint an Advisory Committee to consider any implications for the rest of the State and make recommendations about the implementation of the IDM in relevant planning schemes.

The Advisory Committee was appointed after the completion of Hearings for Amendment C112 with the following purpose¹:

The purpose of the Advisory Committee is to complement the Panel considering submissions on Planning Scheme Amendment C112 introducing the Infrastructure Design Manual to the Greater Shepparton Planning Scheme. As this amendment may form the basis for other planning authorities within the state to implement the Infrastructure Design Manual into their respective planning schemes, the Infrastructure Design Manual Advisory Committee will also advise on the suitability and most effective manner for this to take place.

It is expected that the Advisory Committee and Planning Scheme Amendment will be assessed concurrently and a joint report provided on both matters.

The Terms of Reference for the Advisory Committee were approved by the Minister on 24 May 2015. Mr Trevor McCullough (Chair) and Mr Michael Kirsch were appointed as the Advisory Committee.

In view of the fact that the Hearings for Amendment C112 were completed before the Advisory Committee was appointed, the Panel has elected to release this report on Amendment C112 and to use it as an input into the consideration of broader issues specified in the Advisory Committee Terms of Reference.

Whilst the Panel recognises that there will be many similarities between the situations affecting Greater Shepparton and other Councils, the Panel is also of the view that the preferred approach for implementing the IDM in Shepparton may not necessarily be universally applicable across the State. The Advisory Committee report will comment on how the implementation of an IDM might be applied more universally, both in the short and longer term.

¹ Infrastructure Design Manual Advisory Committee Terms of Reference.

2.3 The Infrastructure Design Manual

2.3.1 Background

The IDM is a joint initiative of Victorian rural and regional Councils to formulate and maintain a set of consistent requirements and standards for the design and development of infrastructure. The IDM is owned and maintained by the Local Government Infrastructure Design Association Incorporated (LGIDA) which made a submission at the Hearing in support of the IDM and the Amendment.

Mr Keaney advised that the IDM is used on a 'day-to-day' basis in Greater Shepparton and other municipalities in the assessment of subdivision and development applications, and the application of planning permit conditions. He noted that the IDM applies more broadly than Clause 56, and includes residential, commercial and industrial subdivision and development.

The Council report of 17 February 2015 provided the following background to the IDM:

In September 2004, Campaspe Shire Council, Greater Shepparton City Council and City of Greater Bendigo began to develop a common engineering manual documenting infrastructure standards that could be uniformly used across the borders of the three municipalities.

The IDM is designed to clearly document and standardise Councils' requirements for the design and development of municipal infrastructure. It also aims to expedite Councils' engineering approvals and ensure that minimum design criteria are met in regard to the design and construction of municipal infrastructure regardless of whether it is constructed by a Council or a developer.

In December 2006, a draft IDM was exhibited for a seven week consultation period and the first version of the IDM came into use in October 2007.

Mr Keaney noted that the use of the IDM subsequently spread to councils in other regions, leading to changes in the IDM structure to provide for local or regional variations, including the use of 'selection' tables. Mr Keaney added:

Around the end of 2007, six Gippsland councils received funding through (then) DPCD to also investigate a common guideline document for developers. They were advised of the existence of the IDM and visited Shepparton to find out more about it. As a result, and subject to the introduction of different selection tables to reflect local conditions, these councils also joined the IDM membership group.

DPCD then commissioned Meinhardt consultants in 2010 to analyse the planning scheme implementation options and to make recommendations. Meinhardt favoured a local policy at Clause 22 and a 'Reference Document' as the best planning scheme implementation option. Greater Shepparton had earlier suggested (2009) that a brief MSS insertion and an 'Incorporated Document' was the preferred model.

By September 2010, 'Version 3' of the IDM (now with Standard Drawings) was released and an extensive rollout of presentations to Councils in the west and

north of state was undertaken. As a result of this “road trip” a number of other councils joined the growing list of regional councils making use of the IDM. In October 2011 a further presentation was held in the north east of the state to discuss the IDM with the four remaining councils in this area. They have also since joined the Group.

As of February 2015, forty three (43) Councils now use the IDM.

2.3.2 Operation

The LGIDA was ‘incorporated’ in August 2014 and is managed by a Board elected by the member Councils. It operates under a set of ‘rules’, a copy of which was provided to the Panel following the Hearing.

The purposes of the LGIDA are to:

Develop and maintain an authoritative and comprehensive standard for designing and constructing municipal infrastructure that is consistently used by a wide range of participating Councils and recognised in their planning schemes, and that commands the respect and confidence of all major stakeholders;

Provide credible and consistent advice to state government and statutory authorities on all matters relating to the provision of affordable and sustainable municipal infrastructure and development;

Encourage and promote innovation, research and development relevant to the design, construction, maintenance, evaluation and renewal of municipal infrastructure;

Provide a forum for industry practitioners to share their knowledge and experience and further their professional development by arranging courses, workshops and seminars; and

Develop and maintain strategic alliances with major stakeholders.

The LGIDA Board appoints a Technical Committee which provides advice on the ongoing development, maintenance and deployment of the IDM. Mr Griffin described the key governance arrangements, noting that the Board cannot publish, amend or withdraw the IDM without having first obtained advice from the Technical Committee. He also advised that this process must involve stakeholder consultation. Mr Griffin advised that the LGIDA welcomed suggestions for improving the IDM.

Mr Griffin also provided an overview of the development of the IDM, noting that it had undergone extensive consultation with various industry associations and agencies, together with developers and consultants. He advised that the LGIDA was in the process of considering various changes to the IDM and noted that the Panel process for Amendment C112 would result in additional matters being considered.

Importantly, Mr Griffin noted that the IDM was a ‘guideline’ document and that there was scope to vary its standards.

3 Planning Context

3.1 Policy framework

(i) State Planning Policy Framework

Council submitted that the Amendment is supported by the following clauses in the SPPF:

- Clause 11.10-4 (Infrastructure) which includes the objective to '*...plan strategically for future infrastructure needs*'.
- Clause 15.01-03 (Neighbourhood and subdivision design) which includes the objective '*To ensure the design of subdivisions achieves attractive liveable, walkable, cyclable, diverse and sustainable households*'.
- Clause 18 (Transport) which includes:

Planning should ensure an integrated and sustainable transport system that provides access to social and economic opportunities, facilitates economic prosperity, contributes to environmental sustainability, coordinates reliable movements of people and goods, and is safe.

- Clause 19 (Infrastructure) which includes:

Growth and redevelopment of settlements should be planned in a manner that allows for the logical and efficient provision and maintenance of infrastructure, including the setting aside of land for the construction of future transport routes.

Strategic planning should facilitate efficient use of existing infrastructure and human services. Providers of infrastructure, whether public or private bodies, are to be guided by planning policies and should assist strategic land use planning.

Mr Keaney noted that the draft 'new format Planning Policy Framework' that was released by the then Minister for Planning for comment in 2014 includes a section on 'Infrastructure design' that includes the 'strategic planning guideline':

Prepare infrastructure design manuals or guidelines to apply to subdivision and development.

(ii) Local Planning Policy Framework

Clause 21.03 (Vision, sustainability principles and strategic directions) includes the following 'principle' drawn from the Council Plan:

The provision and re-structure of urban and rural infrastructure to enhance the performance of the municipality and facilitate growth.

Clause 21.07-2 (Urban and rural services) includes the 'issue':

The Council encourages a high standard of infrastructure provision for new development in accordance with the Infrastructure Design Manual which in some cases requires a higher standard to be achieved.

Clause 21.07-3 (Urban stormwater management) includes the objective:

To ensure that new development complies with the Infrastructure Design Manual.

The IDM is listed in Clause 21.09 (Reference Documents).

3.2 Planning Scheme Provisions

3.2.1 Clause 56

Clause 56 (Residential subdivision) applies to subdivision applications in the Neighbourhood Residential Zone, General Residential Zone, Residential Growth Zone, Mixed Use Zone and Township Zone, and any Comprehensive Development Zone or Priority Development Zone that provide for residential development.

It includes objectives and standards in relation to:

- Subdivision site and context description and design response (Clause 56.01)
- Policy implementation (Clause 56.02)
- Liveable and sustainable communities (Clause 56.03)
- Lot design (Clause 56.04)
- Urban landscape (Clause 56.05)
- Access and mobility management (Clause 56.06)
- Integrated water management (Clause 56.07)
- Site management (Clause 56.08)
- Utilities (Clause 56.09).

The IDM includes variations to some elements of Clause 56 and includes cross references to relevant provisions.

3.2.2 Planning strategies

(i) Plan Melbourne

Plan Melbourne (May 2014)² includes the following 'short term' initiative:

Prepare and implement a new 'good planning guide', improving ResCode (Clauses 54, 55, 56 of the Victoria Planning Provisions), to streamline the planning system and protect our suburbs by providing guidance for multi-unit development and the application of the reformed residential zones.

Mr Keaney advised that the Department prepared a draft brief for a review of Clause 56 in 2013, but that the project is yet to commence.

(ii) Public Transport Guidelines for Land Use and Development (2008)

This document is referenced as a 'policy guideline' in Clauses 18.01 (Integrated transport), 18.02-3 (Principal Public Transport Network) and 18.02-5 (Car parking) of the SPPF.

The IDM includes cross references to various elements of the Guidelines.

² Initiative 2.1.1 Apply the reformed residential zones

(iii) Engineering Design and Construction Manual for Subdivision in Growth Areas, Growth Areas Authority (2011)

The Manual provides a set of consistent, best practice standards that outline approval and supporting processes for the planning, design and construction of subdivision infrastructure. The standards, specifications and processes were developed by the former Growth Areas Authority and Councils in Melbourne's growth areas, in consultation with industry representatives.

The standards are intended to be applied in planning permits that implement Precinct Structure Plans.

4 The Merits of the Infrastructure Design Manual

4.1 The issue

The issue is whether the IDM provides a sound basis on which to make decisions on infrastructure requirements in Greater Shepparton.

4.2 Submissions

As discussed in section 2 of this report, Mr Keaney and Mr Griffin provided overviews of the background and the operation of the IDM. They submitted that the IDM is a comprehensive and well considered document that is in broad use.

The Amendment and IDM were supported in the submissions of a number of member Council's, including Alpine, Ballarat, Bass Coast, Baw Baw, Campaspe, Colac Otway, East Gippsland, Glenelg, Latrobe, Moorabool, Strathbogie and Wellington. Some of these submissions raised detailed issues with the Amendment and IDM that are discussed later in this report.

The Amendment and IDM were also supported by organisations including the Municipal Association of Victoria (MAV), Metropolitan Planning Authority (MPA), Country Fire Authority (CFA) and Department of Environment and Primary Industries (DEPI).

Some of these submissions raised detailed issues in relation to the exhibited Clause 21.07 and the IDM that are also discussed later in this report.

The Urban Development Institute of Australia (UDIA) lodged an initial written submission (13 November 2014), followed by a supplementary written submission (30 January 2015). The UDIA submission was supported by the Victorian Civil Construction Industry Alliance (VCCIA). The UDIA noted that a number of different projects relating to 'infrastructure standards' are in train or have been proposed, and submitted that there needed to be a coordinated, state-wide approach to reviewing infrastructure requirements within the planning system. It submitted that this should be done as part of a comprehensive review of Clause 56 and that there should be a single '*design manual or code*' that is given '*statutory effect at the State level so that it applies across all Victorian Councils*'. In relation to the IDM, the UDIA submitted that:

The UDIA recognises that the aim of the Infrastructure Design Manual (IDM) is to provide for consistency across regional council areas that form part of the LGIDA. We support this intention and understand that some statutory recognition for the manual is required in the interim until the Clause 56 review is undertaken.

Mr Hermon, on behalf of the Housing Industry Association (HIA), objected to the IDM being formally recognised in the Planning Scheme, but did not raise IDM 'content' issues. Mr Hermon submitted that the Amendment was premature in light of the broader state-wide review of Clause 56 referred to in *Plan Melbourne* and in various submissions.

Vic Roads objected to the Amendment and requested the inclusion of additional material relating to Vic Roads' requirements and documents in the IDM. Council submitted that the changes proposed by Vic Roads could be accommodated in a revised IDM.

Spiire supported the Amendment and the IDM, although it provided commentary on specific issues associated with the IDM. Council submitted that the changes proposed by Spiire could also be accommodated in a revised IDM.

4.3 Discussion and Conclusions

(i) Merits of the IDM

The development of the IDM has been a comprehensive, collaborative process to achieve a coordinated and consistent approach to infrastructure provision in rural and regional municipalities. The Panel supports this approach and commends the members of the LGIDA for initiating and developing the IDM.

The Panel is also satisfied that the LGIDA Technical Committee process and rules provide an appropriate mechanism for managing, reviewing and updating the IDM.

It was notable that none of the submissions raised fundamental issues or concerns about the content of the IDM, although some, including the CFA, sought changes or additions to various sections. Council and the LGIDA advised that most of these changes were relatively minor and will be able to be accommodated in a revised IDM, while the more complex changes will need to be considered by the LGIDA Technical Committee.

The Panel is satisfied that the IDM is a useful document that should be applied and used within Greater Shepparton.

(ii) Review of Clause 56

A number of submitters referred to other infrastructure related reviews and processes, particularly the review of Clause 56.

Some submitters argued that the role and use of the IDM might change in light of these other processes and that the IDM might inform or be a component of a future state-wide approach to managing infrastructure provision, potentially through a revised Clause 56.

With the exception of the HIA, there was general agreement that the IDM should be given some form of planning scheme recognition, even if this is only an interim arrangement pending a review of Clause 56.

The Panel acknowledges the support for reviewing Clause 56 in many submissions, and agrees with Council and submitters that a broad based review of infrastructure requirements is warranted. The Panel makes no further comment on this issue given that it will be considered by the Infrastructure Design Manual Advisory Committee.

5 Implementing the Infrastructure Design Manual

5.1 The issues

The issues are whether the IDM should be implemented through the planning scheme and, if so, how the IDM should be implemented.

5.2 Submissions

Mr Keaney submitted that the IDM should be provided with formal planning scheme recognition, noting that:

- The IDM is a *'critical ingredient'* in the planning permit process and is used on a daily basis.
- The IDM has been in operation for 10 years, but is yet to be thoroughly tested at the Victorian Civil and Administrative Tribunal (VCAT).
- The 'roll-out' and implementation of the IDM in planning schemes has been haphazard and inconsistent, with only 10 of the 43 Councils that use the IDM having references to it in their planning schemes. The nature and extent of these references vary from planning scheme to planning scheme.
- Relying on a document that sits *'outside'* a planning scheme is problematic, particularly in terms of transparency.

There was general support from members of the LGIDA and various organisations for broader implementation of the IDM through the planning system. These submitters argued that the IDM should have some form of 'planning scheme recognition', although there was a general view that its role should be confined to being a 'guideline' document rather than a set of 'mandatory' requirements. For this reason, submitters preferred that the IDM be a 'reference' document rather than an 'incorporated' document.

This was the basis on which the Amendment was drafted, particularly the inclusion of the IDM as a 'reference' document.

The MPA, for example, submitted that:

MPA supports the broader premise of the IDM and the formal recognition of the instrument on the Greater Shepparton Planning Scheme. MPA are satisfied that the IDM will provide a consistent approach and ensure a standard of development that will promote certainty, clarity and quality outcomes. The MPA considers that the IDM will 'raise the bar' for regional development, whilst having the capacity to respond to local context.

The HIA held a contrary view, and expressed concerns that referring to the IDM in planning schemes would result in Councils requesting excessive and unnecessarily detailed infrastructure design information as part of permit applications. Mr Hermon argued that this would impose *'unreasonable costs to the front end of the Development Approvals Process'*. Mr Hermon also raised concerns about potential conflict between the IDM and Clause 56, submitting that the Amendment was premature in light of the broader state-wide review of Clause 56 referred to in Plan Melbourne and in various submissions.

The UDIA offered qualified support for providing limited planning scheme recognition for the IDM, highlighting that infrastructure requirements in the planning system needed to be reviewed as part of the broader state-wide review of Clause 56.

5.3 Discussion

5.3.1 Should the IDM be ‘implemented’ in the planning scheme?

The IDM is a well-considered resource that is extensively used in Greater Shepparton as well as in many other rural and regional Councils in Victoria. It assists Councils, applicants and other stakeholders to achieve appropriate and consistent infrastructure standards. The LGIDA also provides a suitable mechanism to review and update the IDM.

The Panel notes that there was almost universal support for the IDM in submissions, although the HIA raised concerns about ‘process’ issues. These concerns were not substantiated and are not a basis for abandoning the Amendment. The Panel does not accept that the IDM will create higher up-front costs but rather should increase the level of certainty about what is required, reduce the need for design rework and reduce planning permit timeframes.

In the case of Greater Shepparton, the Planning Scheme already contains references to the IDM and lists it as reference document. For this reason, Amendment C112 does not ‘introduce’ the IDM – it simply refines and augments the existing references. In this context the Panel supports the Amendment, subject to its further recommendations relating to proposed changes to the MSS and various matters relating to the IDM.

The Panel also notes the support in submissions for a similar approach being taken with other planning schemes and believes that there would be merit in adopting a consistent approach to implementing the IDM elsewhere.

5.3.2 How should the IDM be ‘implemented’ in the planning scheme?

The key factor in determining how the IDM should be implemented in the planning scheme is the status or ‘statutory weight’ that it should have. It was clear from Council and other submitters that the IDM is intended to be used as a ‘guidance’ document and that compliance is intended to be discretionary and not mandatory.

On this basis, the exhibited Amendment was drafted with the IDM as a ‘reference’ rather than an ‘incorporated’ document. It was also intended that this status would be reflected in the new MSS provisions, although the drafting of the exhibited revisions to Clause 21.07 did not make this clear³.

These issues were discussed during the Hearing and Council subsequently prepared and tendered a revised Clause 21.07 that is more focussed and less repetitive than the exhibited Clause.

The key elements of Council’s revised Clause 21.07 are provided in a new Clause 21.07-4 (Infrastructure design) that includes:

³ Various objectives and strategies sought to ‘ensure’ compliance with the IDM and detailed design standards, suggesting that compliance was mandatory rather than discretionary.

- A brief overview of the IDM
- One overarching objective
- Four strategies.

The IDM is retained as a reference document in Clause 21.09.

The Panel believes that this approach (subject to some changes recommended in section 4.3 of this report) might also be used as the template for implementing the IDM in other relevant planning schemes.

The Panel wishes to record that if the IDM was to become an Incorporated Document, it would require further review and revision, particularly around the use of mandatory and discretionary language, the deletion of unnecessary or repetitive material and the use of a more reader friendly format.

5.3.3 A process for implementing the IDM in other planning schemes

Council (and other submitters) invited the Panel to provide commentary on whether and how the IDM should be implemented in other planning schemes.

As discussed earlier, the Panel agrees with Council and submitters that there would be merit in applying the IDM in other planning schemes and in adopting a consistent approach to how this is done.

The recommended approach in relation to Amendment C112 could provide a suitable model for how amendments to other planning schemes might be configured, although the content and structure of other planning schemes might necessitate variations to the Shepparton model. Importantly, any amendment would need to incorporate brief, clear references to the IDM and make it clear that the IDM is a guideline document that does not create any mandatory requirements.

These issues will be reviewed by the Infrastructure Design Manual Advisory Committee.

5.4 Recommendation

The Panel recommends that Council:

Adopt Amendment C112 to the Shepparton Planning Scheme as exhibited, subject to the changes and actions recommended by the Panel in the following chapters.

6 Municipal Strategic Statement Content

6.1 The issue

The issue is what content should be included in the Municipal Strategic Statement (MSS) in support of the IDM.

The exhibited Amendment contained a new Clause 21.07-4 (Infrastructure Design) that included objectives, strategies and policy guidelines.

This material raised a number of drafting and content issues that the Panel raised in its directions and that were discussed at the Hearing. In particular, the Panel raised concerns about the extent of repetition of the IDM and the inclusion of provisions that seemed to require mandatory compliance with the IDM.

Council subsequently redrafted Clause 21.07-4 and provided it to the Panel after the conclusion of the Hearing. The revised Clause was more focused and deleted superfluous content.

The revised Clause provides the basis for the Panel's recommended version which is included at Appendix C of this report.

6.2 Submissions

In Council's closing submission, Mr Keaney noted that:

...in response to discussions at the Panel hearing, Council has prepared a 'condensed' modified version of the MSS as an example of how a truncated and simplified version might appear. The principle that has been applied to this modified version is to have a brief narrative and to use the MSS to 'signpost' the reader to the detail of the IDM lying in Clause 21.09 (Reference Documents). This narrative is complemented by simple objectives and strategies. This approach has been informed by the draft Planning Policy Framework and (in part) by the recently approved versions in other planning schemes. The fine detail in exhibited C112 (especially the policy guidelines) are retained in the IDM rather than in Clause 21. Constructive suggestions to the exhibited MSS by MPA and others are not lost in this modified version but are left to their appropriate place being within the IDM.

A number of submissions raised detailed issues with the exhibited Clause 21.07 and sought various changes or additions.

6.3 Discussion

The exhibited Amendment contained some drafting deficiencies. It included a range of strategies and policy guidelines, many of which were repetitive of the IDM or seemed to require mandatory compliance with the IDM (or elements of it).

The Panel believes that Council's redrafted Clause is a significant improvement on the exhibited version. It is more focused and provides appropriate context and direction for applying the IDM.

The redrafted Clause also addresses many of the concerns raised in submissions.

Nevertheless, the Panel has recommended some further minor changes, including:

- Deleting superfluous references to the IDM in other sub-clauses. The Panel is satisfied that the IDM need only be referred to in Clause 21.07-4 and in Clause 21.09 as a Reference Document.
- Clarifying that the IDM is a 'guideline' document.
- Minor language changes to improve clarity.

There was discussion about how the IDM should be referred to, given that it is regularly reviewed and new versions are issued by the LGIDA. Rather than specify a 'date' or 'version' of the document, the Panel believes that the title should simply be augmented with 'as revised'. This is the approach in the recommended Clause 21.09 at Appendix D of this report.

6.4 Recommendation

The Panel recommends:

- 1. Include the revised Clauses 21.07 and 21.09 as shown in Appendices C and D of this report.**

7 Infrastructure Design Manual Content

7.1 The issues

The issues are whether specific elements of the IDM need to be updated and revised, and whether it should include or refer to mandatory requirements.

7.2 Submissions

A number of submitters raised content issues with various elements of the IDM, including:

- Latrobe City Council
- Public Transport Victoria
- Country Fire Authority
- VicRoads
- Municipal Association of Victoria
- Metropolitan Planning Authority
- Department of Environment and Primary Industries.

Other submitters, such as PTV, also raised process issues associated with reviewing the IDM.

Mr Keaney provided a revised version of the IDM that addressed many of the more 'minor' issues raised in these submissions and indicated that the more 'complex' issues and changes would be further considered by the LGIDA Technical Committee. Mr Griffin confirmed this approach and reiterated that the LGIDA welcomes comments on the IDM and is open to considering revisions and additions.

Mr Keaney also noted:

A number of comments were made about the role of agencies in the review process. The views of agencies such as VicRoads and CFA are regularly sought by the technical reference group review process. If they weren't then there would not be the level of support for the IDM around the state. PTV would be a welcome party to that process. In terms of dispute resolution, the issue has not really arisen mainly because the IDM is informed by the expert advice of these agencies and others.

7.3 Discussion

7.3.1 Revising the Infrastructure Design Manual

The Panel supports the approach outlined by Mr Keaney and Mr Griffin and agrees that proposed changes to the IDM raised in submissions should be considered by the LGIDA Technical Committee. As discussed earlier, the Panel is satisfied that the LGIDA rules and processes provide a sound basis on which to review IDM content issues and to manage updates and revisions. For this reason, the Panel has not formed any specific views about the merits of the changes proposed by submitters and is satisfied that the LGIDA Technical Committee is the appropriate forum for this occur.

However, the Panel believes that Amendment C112 should not be adopted by Council until the LGIDA has formally considered the issues raised in submissions and a revised version of the IDM is issued.

7.3.2 Third party involvement

Mr Keaney and Mr Griffin advised that the process for third party input (specifically from agencies) into the IDM review was 'informal' and occurred on an 'as required' basis. They submitted that this arrangement had worked well in the past.

The Panel believes that this issue is best managed by the LGIDA and does not make any recommendations about how this should be done. However, it encourages the LGIDA to formalise a process for third party input in relevant situations. In adopting this approach, the Panel is mindful that the IDM is a 'guideline' document and is not intended to establish any mandatory requirements.

7.3.3 Mandatory requirements in the IDM

The IDM contains a number of 'standards' that are expressed as mandatory requirements. The Panel raised this as an issue before and during the Hearing and noted that because a 'reference document' could not establish mandatory requirements this arrangement would be potentially confusing.

Mr Keaney and Mr Griffin indicated that the IDM had been reviewed in order to remove any unnecessary mandatory requirements, but agreed that a further review would be appropriate.

Mr Keaney submitted that:

Council would welcome a Panel recommendation to redress this using the principle that, excepting process matters, all requirements are to be prefaced by the word 'should' or complemented by words such as 'where appropriate'.

The Panel remains concerned that this will be a confusing arrangement and believes that the IDM should only include or refer to 'mandatory' requirements if are established through other mechanisms (such as an Act or regulation) and that these situations should be identified in the IDM (perhaps by way of footnotes or some other mechanism). Otherwise, all of the standards and guidelines should be expressed as 'discretionary'.

The Panel believes that Council and the LGIDA need to give this issue further consideration and that Amendment C112 should not be adopted until it is resolved and the IDM is modified accordingly.

7.4 Recommendations

The Panel recommends:

- 2. The Amendment should not be adopted unless and until the Local Government Infrastructure Design Association issues a revised version of the Infrastructure Design Manual that:**
 - a) Responds to the changes sought in submissions; and**
 - b) Expresses all relevant standards and guidelines as 'discretionary'.**

Appendix A List of Submitters

No.	Submitter
1	C Kiely (Environment Protection Authority)
2	N Vlahandreas (Alpine Shire Council)
3	G Tierney (Goulburn Broken Catchment Management Authority)
4	N Reiter (City of Ballarat)
5	N Repacholi (Goulburn Murray Water)
6	J McNulty (Shire of Campaspe)
7	D Payes (Urban Development Institute of Australia)
8	J Griffin (Local Government Infrastructure Design Association)
9	S Redman (VicRoads)
10	A Dunn (East Gippsland Catchment Management Authority)
11	A Dunn (West Gippsland Catchment Management Authority)
12	M Berry (Glenelg Shire Council)
13	G Hatley (Municipal Association of Victoria)
14	M Hermon (Housing Industry Association)
15	C O'Dwyer (Department of Environment and Primary Industries)
16	T Peggie (Metropolitan Planning Authority)
17	B Butler (Colac Otway Shire)
18	K Nelson (East Gippsland Shire Council)
19	S Sibley (Baw Baw Shire Council)
20	S Davies (Bass Coast Shire Council)
21	B Green (City of Ballarat)
22	J Blight (Spiire)
23	E Bryant (City of Greater Bendigo)
24	L Gervasoni (Moorabool Shire Council)
25	B Hearsey (Wellington Shire Council)
26	D Viney (Country Fire Authority)
27	A Johnson (Department of Environment and Primary Industries)
28	E Kubeil (Shire of Strathbogie)
29	R McAliece (Public Transport Victoria)
30	P Bettess (City of Greater Geelong)
31	Latrobe City Council

Appendix B Document List

No.	Date	Description	Presented by
1	20/5/2015	Submission	Greater Shepparton City Council
2	20/5/2015	Supplementary material	Greater Shepparton City Council
3	20/5/2015	PowerPoint presentation	Jon Griffin
4	20/5/2015	Letter dated 13/04/2015 from Goulburn-Murray Water to Greater Shepparton City Council	Greater Shepparton City Council
5	20/5/2015	Revised Infrastructure Design Manual	Greater Shepparton City Council
6	22/5/2015	Revised Clause 21.07	Greater Shepparton City Council
7	22/5/2015	Submission	Tim Peggie
8	22/5/2015	Submission	Mike Hermon
9	22/5/2015	Submission	Michelle Croughan
10	22/5/2015	Submission	Lisa Gervasoni
11	22/5/2015	Submission	Leanne Khan
12	22/5/2015	PowerPoint presentation	Leanne Khan
13	22/5/2015	Submission	N Reynolds
14	22/5/2015	Submission	Jane Sharp
15	22/5/2015	Email dated 18 April 2015 from the Local Government Infrastructure Design Association to Public Transport Victoria	Greater Shepparton City Council

Appendix C Panel Preferred Clause 21.07

[The Panel's recommended additions to Council's revised Clause 21.07.](#)

~~[The Panel's recommended deletions to Council's revised Clause 21.07.](#)~~

21.07 INFRASTRUCTURE

21.07-1 Transport

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

- Provision of demand orientated public transport to remote locations, especially for community services;
- Fast train link to Melbourne;
- The development of a second river crossing;
- The development of the freight logistics centre (inland port) and associated freeway access;
- The potential relocation of the Shepparton aerodrome but only following detailed feasibility investigations in the demand for air services, the capacity of the existing facility, and potential locations for a new facility. This issue becomes more critical as the southern growth corridor develops, with implications for adjacent land use;
- The development of an integrated road network for general road users which seeks to minimise intrusion to the local road networks and the central Shepparton area;
- The development of the Goulburn Valley Highway-Shepparton Bypass;
- Linkages between the Goulburn Valley Highway-Shepparton Bypass and the surrounding arterial road network in order to reduce traffic intrusion to the central shopping areas; and
- An integrated transport network to better link road and rail freight which will work to reduce freight traffic intrusion to the central Shepparton and Mooroopna areas.
- The encouragement of bicycle facilities and infrastructure in accordance with the draft Greater Shepparton Bicycle Strategy.
- Road widening where required, particularly in areas where traffic is likely to increase as a result of the Goulburn Valley Highway-Shepparton Bypass.
- The planning of freeways and highways and the planning and control of land use and development in the areas through which they pass should be coordinated and integrated especially on the Goulburn Valley Highway.
- Planning for car parking is important for the continuing development of Shepparton's business and retail sector.
- In order to help facilitate public car parks, it is proposed to implement a cash-in-lieu contribution scheme whereby contributions for unmet parking requirements can be used to acquire land for car parking and to develop and improve car parks to support the consolidation and growth of the CBD.
- Council has prepared the Shepparton Central Business District Parking Precinct Plan 2003 to guide future decisions in relation to parking in the town centre, particularly in making provision for cash-in-lieu contributions.

Objectives - Transport

- To ensure the safety and efficient functioning of the roads for a variety of users.
- To maintain air services to and from Shepparton.
- To ensure new developments incorporate appropriate bicycle infrastructure.
- To ensure parking that meets the demand and supply requirements of the CBD.
- To ensure that adequate parking is provided for all new uses and developments.
- To ensure that the use and development of land does not prejudice the levels of service, safety and amenity of the Goulburn Valley Highway.
- To minimise any adverse effects of noise from traffic using the Goulburn Valley Highway.

- ~~To facilitate subdivision and development in accordance with the *Infrastructure Design Manual—Local Government Infrastructure Design Association (IDM)*.~~

Strategies - Transport

- Encourage the early development of the Goulburn Valley Highway-Shepparton Bypass in particular the northern river crossing as a first stage.
- Promote integrated road network connections with the Goulburn Valley Highway-Shepparton Bypass to reduce intrusion of traffic to the central Shepparton and Mooroopna areas.
- Promote the freight logistics centre (inland port) to provide for the efficient handling and distribution of local produce via the rail and arterial road network.
- Investigate the feasibility of relocating the airport.
- If feasible, identify a possible new site outside the urban growth boundary for the Shepparton Aerodrome with the following attributes:
 - flight paths not to impact upon the future residential areas,
 - access to Shepparton city and the by-pass, flood free and on land with poorer soils, and
 - not constrained by overhead infrastructure.
- Provide for the continued operation of the airport facility while the feasibility of relocating to a new site is identified.
- Recognise that residential growth toward the current airfield may be constrained by the current location of the Aerodrome.
- Support the preferred uses of residential/commercial at the Aerodrome site, in the event of its relocation.
- Ensure road reservation widths accommodate bicycle lanes on appropriate routes.
- Support new facilities such as community centres, neighbourhood centres, sporting facilities, entertainment, and health services to be located in proximity to public transport routes and/or bicycle paths.
- Provide for efficient and safe pedestrian and cycle movements within existing and new developments and in the CBD area.
- Encourage the development of a ring road around the Shepparton-Mooroopna area to reduce traffic intrusion linking the Shepparton Alternate Route, the Midland Highway and the Goulburn Valley Highway-Shepparton Bypass.
- Ensure development contributions for new developments address transport infrastructure needs.
- Avoid new access to the Goulburn Valley highway and minimise direct access by providing access through the local road system or service road if possible (22.03).
- Require an application for a noise sensitive use and development (including subdivision) to be accompanied by a report by a qualified acoustic consultant outlining the necessary noise control measures which should be undertaken. (22.03)
- Ensure that parking associated with non-business uses in or adjacent to the CBD does not impact upon on-street parking related to business or for CBD activities.

21.07-2 Urban and Rural Services

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

- The impact of growth and subsequent augmentation requirements of water supply infrastructure have been determined.
- Shepparton, Mooroopna, Tatura, Murchison and Merrigum all have reticulated sewerage services managed by Goulburn Valley Water and there are no proposals to provide this service to any other community within the next 10 years.

- Goulburn Valley Regional Waste Management anticipates that within the next 20 years technology may change the way we are currently treating and managing waste with government regulations expected to limit the amount of waste going to landfill with greater emphasis on recycling and green waste reuse.
- All new developments must incorporate water sensitive urban design principles and developers must consider stormwater quality, include erosion and sediment control plans in accordance with the Best Practice Environmental Management Guidelines for Urban Stormwater.
- Shepparton, Mooroopna, Tatura and Merrigum have natural gas reticulation supply and there are no plans for natural gas extension to other townships in the municipality.
- Goulburn Murray Water is responsible for the supply and distribution of irrigation water for rural use and the long term operational goal for the organisation is to continue to deliver water as efficiently as possible with the minimum amount of cost. Automation of channel structures has been introduced to the channel network system and replacement of open channels with pipelines will be ongoing.
- There is a need to ensure that new development provides physical and community infrastructure through development contributions plans or pre-development agreements as part of development plans.
- There is a need to implement the infrastructure and development contributions of the Greater Shepparton Bicycle Strategy.
- ~~Council encourages a high standard of infrastructure provision for new development in accordance with the *Infrastructure Design Manual—Local Government Infrastructure Design Association (IDM)* which in some cases requires a higher standard to be achieved.~~

Objectives - Urban and rural services

- To ensure that waste management facilities are protected from the encroachment of unsuitable development.
- To ensure a continued supply of high quality water for urban and rural use.
- To protect irrigation infrastructure from urban development.
- To provide telecommunications facilities available to all areas of the municipality.
- To discourage the use of the rural drainage network to facilitate urban or industrial expansion.
- ~~To facilitate subdivision and development in accordance with the *Infrastructure Design Manual—Local Government Infrastructure Design Association (IDM)*.~~

Strategies - Urban and Rural Services

- Ensure new developments are connected to reticulated services or have provision for adequate on-site disposal with no adverse impacts on nearby watercourses.
- Provide cost efficient physical and social infrastructure to support growth.
- Establish appropriate buffer distances around existing waste water facilities to protect them from encroachment of unsuitable uses.
- Protect the water supply catchment within the municipality.
- Protect landfill sites from encroachment by inappropriate development.
- Ensure that development contributions plans are prepared for all growth areas or that a 'pre-development' agreement for the provision of infrastructure and community services is in place.
- Support an efficient water supply and distribution system throughout the rural areas in accordance with the Regional Catchment Strategy.
- Require developers to provide a Land Capability Assessment where sewer is not available.

21.07-3 Urban Stormwater Management

The following is an overview of the urban stormwater management issues for communities throughout Greater Shepparton.

- Council is committed to progressing principles of environmental sustainability, and effective stormwater management forms a key component of this objective.
- The *Greater Shepparton Stormwater Management Plan (2003) (GSSMP)* identified the municipality's waterways as being valuable assets, providing important ecological habitats, attractive recreational areas and in some instances contain sites of cultural significance and serve to enhance property values.
- However, urban areas within the municipality can have an impact on water quality and the values of the waterways. The *GSSMP* is relevant to the urban areas including residential areas, industrial and commercial land use activities, and open space areas.
- Utilising existing irrigation drainage infrastructure for urban development should be considered secondary to the implementation of urban stormwater drainage systems.

Objectives - Urban stormwater management

- To maintain and enhance stormwater quality throughout the municipality.
- ~~To facilitate subdivision and development in accordance with the *Infrastructure Design Manual—Local Government Infrastructure Design Association (IDM)*.~~

Strategies - Urban Stormwater management

- Incorporate best practice measures such as those contained in the Greater Shepparton Stormwater Management Plan and the Urban Stormwater Best Practice Management Guidelines into the design of new developments.
- Minimise off site discharge of stormwater through the use of porous pavements, on-site collection, water conservation and re-use.
- Provide stormwater management infrastructure at the time of development.

21.07-4 Infrastructure Planning, Design and Construction

The design, management and delivery of infrastructure are key issues for Council. The efficient delivery of infrastructure is a fundamental element in providing affordable and diverse housing, generating economic growth and managing the municipality in a sustainable manner.

Standardised infrastructure design guidelines requirements provide the opportunity to improve the efficient assessment and development of infrastructure. The *Infrastructure Design Manual prepared by the* Local Government Infrastructure Design Association (IDM) has been adopted by Council to assist in this assessment and is included as a Reference Document in this planning scheme. ~~referenced at Clause 21.09.~~

The IDM includes guidelines specifies criteria for the design and construction of infrastructure within the Municipality, ~~The IDM includes engineering standards for the design and construction of including~~ (among other things) roads, drainage, stormwater, car parking, landscaping, access, earthworks, landscaping, public lighting and intersection infrastructure.

The IDM ~~will~~ complements the objectives and standards of Clause 56 for residential subdivision applications. The IDM will also be used to assess subdivision and development applications in all other zones and in the development and assessment of Precinct Structure Plans and development plans.

Objectives - Infrastructure

To provide clear and consistent guidelines for the planning, design and construction of infrastructure.

Strategies - Infrastructure

- Encourage a consistent approach to the design and construction of infrastructure across the municipality.
- Encourage an integrated approach to the planning and engineering assessment of new subdivision and development.
- ~~Facilitate~~ Encourage new subdivision and development ~~that has~~ ~~having~~ regard to the objectives and requirements of the IDM or an approved Precinct Structure Plan.
- Encourage the provision of infrastructure that is responsive to township and local character.

21.07-5 Strategic Work Program

Undertaking further strategic work - Infrastructure

- Develop a statutory plan for the Shepparton Alternate Route.
- Develop a parking precinct plan for the CBD to establish a set of appropriate rates for the future provision of parking in the CBD, including cash-in-lieu contributions as part of major developments where there is an identified need.
- Prepare a strategy for future use of remnant parcels of land created by the construction of the Goulburn Valley Highway-Shepparton Bypass.
- Undertake a traffic study investigating the options for the development of a north-south arterial road network to comprise Archer Street, Lockwood Road, Andrew Fairly Avenue, Hawdon Street and Verney Road to complement the current north-south arterial road network.
- Provide for the future expansions of the Cosgrove landfill site by identifying a Public Acquisition Overlay.
- Provide for a Murchison waste transfer station site north of Murchison by identifying a Public Acquisition Overlay.
- Prepare stormwater management plans all major subdivisions and building construction sites of greater than 1,000 sqm.
- Develop a Transport Strategy for the Shepparton CBD to allow safe and efficient movement for all users, including pedestrians.
- Investigate the feasibility of, and the site and location requirements for, a relocated regional airfield.
- Undertake a feasibility analysis of a rail link to the freight centre (inland port).
- Investigation of a rail bypass around the Shepparton town centre, along a similar route to the Goulburn Valley Highway-Shepparton Bypass.
- Support and encourage the investigation of a fast train link.
- Facilitate the extension of natural gas to remote townships, through continued liaison with power servicing authorities.
- Ensure new developments cater for telecommunications infrastructure.

Appendix D Panel Preferred Clause 21.09

[The Panel's recommended additions to Council's exhibited Clause 21.09.](#)

~~[The Panel's recommended deletions to Council's exhibited Clause 21.09.](#)~~

21.09 REFERENCE DOCUMENTS**SETTLEMENT**

Encouraging Arts in the Community, City of Greater Shepparton
Greater Shepparton 2030 Strategic Report Strategy Plan 2005
Greater Shepparton Housing Strategy, David Lock Associates, 2011
Mooroopna West Growth Corridor Structure Plan, Maunsell Australia, January 2013
Recreation and Open Space Strategy, City of Greater Shepparton, 1998
Shepparton Tertiary Education Precinct, 2004
South Shepparton Community Infrastructure Needs Assessment 2011
Technical Notes – Urban Design Specifications, City of Greater Shepparton
Urban Design Framework, City of Greater Shepparton, March 1999
Urban Design Framework – Shepparton North and South Business Areas

ENVIRONMENT

Best Policy and Practice Guidelines for Dryland Irrigation in Dryland Catchments, Goulburn Broken Catchment Management Authority, 2001
Biodiversity Map, Department of Natural Resources and Environment
Catchment and Land Protection Act, 1994
‘*City of Greater Shepparton Heritage Study Stage Two*’, Allom Lovell and Associates, 2003
Crown Land Standard Planning Permit Conditions, DSE 2003
Draft Goulburn Broken Catchment Water Quality Strategy, Goulburn Broken Catchment Management Authority, 2003
Floodplain Management Guidelines for Whole Farm Plans, Goulburn Broken CMA
Goulburn Broken Catchment Management Authority By Law 1 Waterways Protection
Goulburn Broken Catchment Strategy, Goulburn Broken CMA, 2003
Goulburn Broken Catchment Vegetation Management Strategy, Goulburn Broken CMA
Goulburn Broken Nutrient Management Strategy, Goulburn Broken CMA
Goulburn Broken Regional Floodplain Management Strategy, Goulburn Broken CMA 2002
Heritage Rivers Act 1992
Greater Shepparton Heritage Study Stage IIB, Heritage Concepts, May 2013
Land Capability Assessment for Onsite Domestic Wastewater Management, EPA Publication 746.1, 2003
Protection of Water Quality Guidelines, North East Planning Referral Group, 2001
Review of Buffer Distances Surrounding Wastewater Management Facilities, 2002, undertaken by Urban and Regional Planning for Goulburn Valley Water
Septic Tanks Code of Practice, EPA publication 891, 2003
Shepparton Floodplain Management Plan, Greater Shepparton City Council, 2002
Shepparton Irrigation Region Land and Water Salinity Management Plan, Department of Natural Resources and Environment, 1989 and 1995 review
Shepparton Irrigation Region Surface Drainage Strategy, Goulburn Murray Water, June 1995
Victoria’s Biodiversity – Directions in Management, DNRE 1997
Victoria River Health Strategy, DNRE, 2002
Water (Irrigation Farm Dams) Act, 2002

ECONOMIC DEVELOPMENT

- Campaspe, Greater Shepparton and Moira Regional Rural Land Use Strategy*, 2008
- Earthworks Controls in the Shepparton Irrigation Region – Discussion and Options Paper*, August 2010
- Goulburn Murray Waters Regional Tourism Plan*, Tourism Victoria, 1997
- Goulburn Valley Freight Logistics Centre Study*, Freight Logistics Bureau
- Greater Shepparton - Australia's Taste Sensation*, Shepparton Tourism Plan, City of Greater Shepparton, July 1997
- Greater Shepparton Planning Scheme Strategic Review of Tatura Industrial Land*, Keaney Planning, June 2011
- Greater Shepparton Regional Rural Land Use Strategy Issues Paper*, 2009
- Industrial Development Guidelines*, City of Greater Shepparton, December 1998
- Interim Guidelines for Irrigation Development in the Goulburn Murray Region (Version 4)*, Goulburn Murray Water, 17 November 1998
- Shepparton Landscape and Urban Design Framework*, City of Greater Shepparton, March 1997
- Shepparton North and South Growth Corridors, Outline Development Plan*, Spiire Pty Ltd, April 2014
- Shepparton Region Industrial Development Strategy*, Shepparton-Kyabram-Rodney Development Corporation, December 1994

INFRASTRUCTURE

- Community Surface Drainage Schemes – Guidelines for Design*, Community Surface Drainage Co-ordinating Committee, March 1997
- Greater Shepparton Bicycle Strategy Review*, PBAI Australia, 2006
- ~~*Infrastructure Design Manual, Version 4.2.IDM Board 2013*~~
- [Infrastructure Design Manual \(as revised\), Local Government Infrastructure Design Association](#)
- Municipal Transport Plan*, City of Greater Shepparton, December 1998
- Regional Waste Management Plan*, Goulburn Valley Regional Waste Management Group, July 1998
- Roadside Management Plan*, City of Greater Shepparton, 1999
- Shepparton Bypass Planning Study Report*, Ove Arup & Partners, 1998
- Significant Drainage Lines Map series*, Goulburn Murray Water and Goulburn Broken Catchment Management Authority, July 1998
- Surface Drainage Feasibility Study, Guilfus Congupna Community Drainage Group*, December 1992