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## 9.7 PLANNING SCHEME AMENDMENT C151 - KILMORE SOUTH-EAST GROWTH PRECINCT MCIVORS ROAD, KILMORE - CONSIDERATION OF SUBMISSIONS

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**File No:** PL/05.275

**Attachments:** 1. Summary of Submissions and Officer Response  
2. Proposed Extent of VPO1 (as exhibited)

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### SUMMARY

Planning Scheme Amendment C151 proposes to rezone land within Kilmore's South-East Growth precinct from Farming Zone, Rural Living Zone and Public Use Zone (PUZ-4, Transport) to General Residential Zone (GRZ-1) and amend the extent of Vegetation Protection Overlay Schedule 1 (VPO-1, Roadside corridor protection). The rezoning request is supported by the *Kilmore Structure Plan 2016* and is in accordance with the *Mitchell Planning Scheme*. Amendment C151 was placed on public exhibition between 15 May 2020 and 26 June 2020.

In total nineteen (19) submissions were received by Council during the exhibition period. A summary of the submissions received, and the officer response is provided in Attachment 1. Of the submissions received four (4) object, one (1) requests changes and fourteen (14) support.

It is recommended that Council requests the Minister for Planning to appoint an Independent Planning Panel to consider Amendment C151 and the unresolved submissions.

### RECOMMENDATION

**THAT** Council:

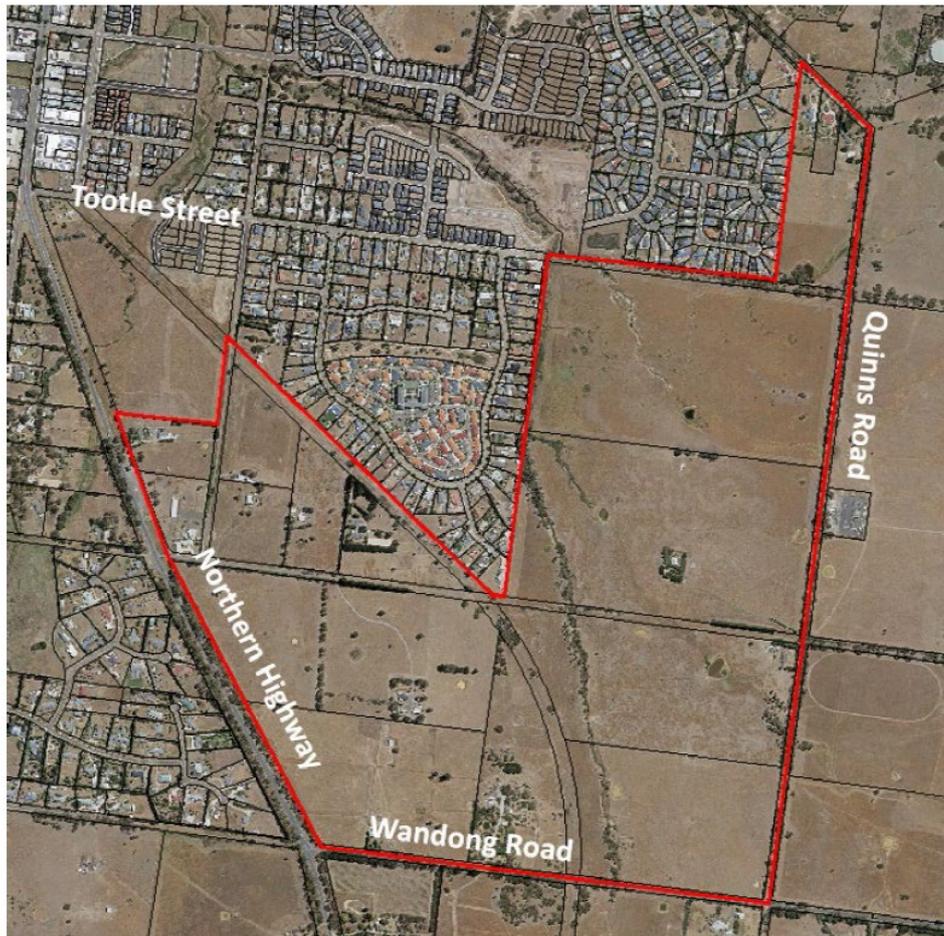
1. Request the Minister for Planning appoint an Independent Planning Panel under Part 8 of the *Planning and Environment Act 1987* to consider Amendment C151.
2. Submit to the Independent Planning Panel Council's response to the submissions, as generally outlined in Attachment 1 to this report.
3. Request the Independent Planning Panel to consider unresolved submissions to Amendment C151.
4. Continue mediating with submitters to resolve concerns prior to commencement of the Independent Planning Panel.

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## BACKGROUND

### Subject Site

The subject site is located to the south-east of the existing Kilmore township in the Kilmore South-East Growth Precinct shown at Figure 1 below. The subject land is comprised of 170 hectares and is bounded to the north by Tootle Street and the Elms Retirement Estate, to the east by Quinns Road, to the south by Wandong Road and to the west by the Northern Highway. There are seventeen (17) properties proposed to be rezoned by Amendment C151.



*Figure 1: Amendment C151 Study Area*

The land is currently either occupied with dwellings and structures typical to a Farming Zone and Rural Living Zone area or is vacant and utilised for grazing or cropping. Residential subdivisions border the site to the north, the Northern Highway and low density lifestyle lots to the east and farming land to the west and south.

The land is entirely subject to Development Plan Overlay Schedule 5 (DPO-5, Kilmore Growth Precincts) and the Vegetation Protection Overlay Schedule 1 (VPO-1,

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Roadside and Corridor Protection). It is proposed to extend the existing VPO-1 along Quinns Road based on existing vegetation cover.

DPO-5 specifies requirements for a Development Plan for subdivision should the area be rezoned and is a key planning tool towards achieving the vision outlined by the Kilmore Structure Plan.

#### Kilmore Structure Plan 2016 & Clause 21.11-3

The *Kilmore Structure Plan 2016* (Structure Plan) is Council's vision for the future growth of Kilmore. Amendment C151 proposes to rezone all land nominated as the South-East Growth Precinct by the Structure Plan and at Clause 21.11-3 (Local Areas/Kilmore) of the *Mitchell Planning Scheme*.

#### Kilmore Infrastructure Framework and Development Contributions

The *Kilmore Infrastructure Framework 2017* is a reference document to the *Mitchell Planning Scheme* that provides a strategic basis for seeking development contributions for planned infrastructure within Kilmore. This enables the opportunity for collection of contributions and/or works in kind for delivery of local infrastructure. Prior to development commencing, an agreement in accordance with Section 173 of the *Planning and Environment Act 1987* will be entered into between Council and the developer. This is intended to occur at the time of a future Development Plan application, subject to the outcome of the current Planning Scheme Amendment process.

### **ISSUES AND DISCUSSION**

#### Authorisation and Exhibition of Amendment C151

Council at its Ordinary Council meeting on 17 February 2020 resolved to seek Ministerial Authorisation to prepare this Amendment and subject to Ministerial Authorisation, exhibit this Amendment in accordance with the requirements of the *Planning and Environment Act 1987*.

The Amendment received Ministerial Authorisation on 30 March 2020. Amendment C151 was then placed on formal exhibition from 15 May 2020 to 26 June 2020 in accordance with the requirements of the *Planning and Environment Act 1987*.

Exhibition of Amendment C151 was also undertaken in accordance with the *Mitchell Shire Community Framework 2018*. Exhibition comprised:

- Direct notification of relevant referral agencies and affected and adjoining landowners/occupiers, including a plain English information sheet.
- Advertisement in in the North Central Review (19 May 2020)
- Notice in the Victoria Government Gazette (21 May 2020)
- Electronic copies of all amendment documentation, including an information sheet, were made available on the Mitchell Shire Council website and the Department of Environment, Land, Water and Planning (DELWP) website.

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Due to social distancing restrictions the information sheet advised that hard copy documentation was made available on request and Council Officers were available to discuss the Amendment via phone or videoconference.

### Submissions Review

Amendment C151 received nineteen (19) submissions. A summary of the submissions received, and the officer response is provided at Attachment 1. Of the submissions received:

- Seven (7) are from referral authorities who support Amendment C151,
- Four (4) are from community members who object to the rezone,
- Five (5) are from affected individual property owners who support Amendment C151,
- Two (2) are from planning consultants who represent affected landowners who support Amendment C151; and
- One (1) is from a community group who requests changes to the amendment documents but does not object to the rezone.

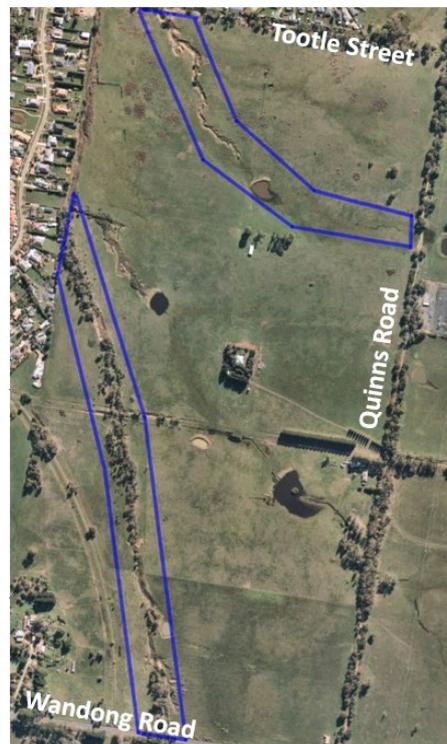
### **Key Issues for Panel Hearing**

- Waterway protection

Three (3) community submitters are generally opposed to Amendment C151 due to concerns regarding amenity and protection of environmental features, including the creek that runs north to south in the east of the plan area (Figure 2). These community submitters are located near to or adjoining the subject site. The community group

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submission is not opposed to the amendment, however requests that environmental features are protected from development.



*Figure 2: Encumbered waterways within the rezone area which will be protected and integrated into future residential development.*

As noted, the provisions of DPO-5 are applicable to the site and require detailed investigations and site studies to be prepared with a Development Plan application prior to any planning permits being issued for development. This includes the requirement for detailed environmental reporting, such as a flora and fauna assessment, that will be considered at the time of a future Development Plan application.

The Goulburn Broken Catchment Management Authority (GBCMA) advise that the creeks shown in Figure 2 are encumbered and cannot be piped and built over which will provide protection for vegetation with riparian zones of the waterways. The GBCMA require a 30 metre setback from the top of creek banks which can then be utilised for community passive open space.

Council has recently achieved protection and integration of the Kilmore Creek at the 2 Tootle Street development site by using the DPO-5 tool as this site adjoins the subject site and is also within the Kilmore South-East Growth Precinct.

- Extent of VPO-1 (Roadside and Corridor Protection)

One (1) community submitter and one (1) community group are opposed to amending the extent of VPO-1 in the rezone area, and request that it is maintained on land fronting Quinns Road and be applied to several areas throughout the rezone area including the creeks.

Amendment C151 proposes to remove the VPO-1 from already cleared land adjoining Quins Road which is primarily a ground truthing exercise. Amendment C151 also

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proposes to extend VPO-1 along the Quinns Road reserve to Wandong Road and along the undeveloped portion of the Tootle Street road reserve. The changes to the extent of VPO-1 are shown at Attachment 2 of this report.

No changes to Amendment C151 are recommended in response to submissions regarding the extent of the VPO-1. There are other planning provisions that will assist with the protection of remnant native vegetation and applying the VPO-1 on future residential land that doesn't have existing native vegetation could be onerous on future landholders.

#### Interface with Elms Estate

The Elms Estate borders part of the plan area. Two (2) community submitters are concerned that development will reduce the amenity of their properties. The interface between the Elms Estate and the future subdivision development is a detailed matter that will need to be resolved via a future Development Plan application process.

There are opportunities to provide for a setback from existing dwellings through protecting and enhancing existing waterways, some of which abut the eastern interface of the Elms Estate, and the location of future walking/cycling trails as identified in the *Kilmore Structure Plan*. No changes to Amendment C151 are proposed in response to the two (2) submissions.

#### **CONSULTATION**

Council Officers will continue to work with submitters. All submitters will be notified of Council's decision following consideration of this report. Any mediation that continues to occur with submitters will be consistent with the officer response identified within Attachment 1 of this report.

If an Independent Planning Panel is appointed, all submitters will be notified of the proceedings. If a Panel Hearing is conducted, all submitters will be given the opportunity to present to the Planning Panel. If a Panel Hearing is conducted, and a report released with its findings and recommendations, Council is required to release

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the Panel Report within 28 days of receipt. The Panel Recommendations would be subject to a future report to Council for formal consideration.

Due to social distancing restrictions Panel Hearings are currently being held via videoconferencing.

### FINANCIAL, RESOURCE AND ASSET MANAGEMENT IMPLICATIONS

There are minimal financial implications for Council as this is a proponent led Planning Scheme Amendment. The applicant will bear the costs associated with processing this amendment including costs associated with a Planning Panel Hearing.

### POLICY AND LEGISLATIVE IMPLICATIONS

Amendment C151 proposes to rezone land to the south east of Kilmore in accordance with the *Kilmore Structure Plan 2016* and Clause 21.11-3 (Kilmore/Local Areas) of the *Mitchell Planning Scheme*.

The amendment is consistent with the relevant objectives of the Council Plan 2017-2021, including the following:

Strategic Objective: Responsible Planning

*To demand best practice outcomes when planning for future growth.*

Relevant Key Strategies: *Plan for future growth and change through best practice design of services, infrastructure, open space and recreation facilities.*

*Plan for a diversity of housing and households.*

### RISK IMPLICATIONS

Risk Ranking is determined using [ROHS201-G1-Corporate Risk Matrix](#). Risk is identified as Low, Medium, High or Very High.

Risk	Risk Ranking	Proposed Treatments	Within Existing Resources?
Reputational risk to Council in that some parties may feel they have not had a chance to have their say and have not had their submission resolved.	Medium	Should Council adopt the recommendations in this report, there is an opportunity for parties to be involved in an upcoming Independent Planning Panel process which will provide the opportunity to make formal submissions. This is part of a typical planning scheme amendment process.	Yes – Council officers will continue to communicate with submitters in an open and transparent manner to help reduce any concerns of not having been heard.

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### **SUSTAINABILITY IMPLICATIONS (SOCIAL AND ENVIRONMENTAL)**

The amendment will facilitate a substantial new residential community providing key infrastructure and services including transport connections, active open spaces, local parks and community facilities in key locations to encourage walkable neighborhoods.

The amendment seeks to extend the existing VPO-1 along Quinns Road and rationalise the existing width based on actual vegetation cover. This will help facilitate a planned development that protects existing significant roadside vegetation along Quinns Road, with opportunities for providing linear parks along the drainage corridor bisecting the area, to be utilised as a green link for pedestrians and cyclists.

### **CHARTER OF HUMAN RIGHTS IMPLICATIONS**

The rights protected in the *Charter of Human Rights and Responsibilities Act 2006* were considered in preparing this report and it's determined that the subject matter does not raise any human rights issues.

### **CHILDREN AND YOUNG PEOPLE IMPLICATIONS**

The *Kilmore Structure Plan* has identified areas for community facilities, a government primary school and open spaces which have the ability to provide local infrastructure, including land for a government primary school, to support the needs of young people.

### **OFFICER DECLARATION OF CONFLICT OF INTEREST**

No officers involved in the preparation of this report have any direct or indirect interest in this matter.

### **CONCLUSION**

Planning Scheme Amendment C151 proposes to rezone land within Kilmore's South-East Growth Precinct from Farming Zone, Rural Living Zone and Public Use Zone (PUZ-4, Transport) to General Residential Zone (GRZ-1). The rezoning request is supported by the *Kilmore Structure Plan 2016* and is in accordance with the *Mitchell Planning Scheme*.

In total nineteen (19) submissions were received by Council during the exhibition period. Of the submissions received four (4) object, one (1) requests changes and fourteen (14) support the proposed Amendment. The key issues raised include the loss of amenity for neighbouring properties and the ultimate interface design between the Elms Estate and the rezone area.

There are unresolvable submissions as the changes requested are inconsistent with the direction of the *Kilmore Structure Plan 2016* and Clause 21.11-3 (Local Areas/Kilmore) of the *Mitchell Planning Scheme*. No changes are recommended to Amendment C151 following exhibition and it is recommended that Council resolve to request the Minister for Planning to appoint an Independent Planning Panel to consider the Amendment and the unresolved submissions.

**Attachment 1: Summary of Submissions and Council Officer Responses to Mitchell Combined Planning Scheme Amendment C151**

No	Submitter	Submission Summary	Summary Council Officer Response	Status
1	Community Member 1 (3 Willow Court, Kilmore)	<p>Opposed to rezone as considers not in keeping with rural nature of Kilmore. Concerns regrading public transport, traffic, servicing and employment opportunities.</p> <p>Notes that houses in the Elms Estate area are on larger lots and requests that development backing onto the Elms should be a minimum of 1000 square metres.</p>	<p>Amendment C151 proposes to rezone land identified by the Kilmore Structure Plan and Clause 21.11-3 (Local Areas/Kilmore) of the Mitchell Planning Scheme as a residential growth front. The Structure Plan and Development Plan Overlay Schedule 5 (DPO-5) provide detailed guidance to address public transport, traffic and servicing issues via the Development Plan application process. Kilmore has a diverse employment sector comprising, but not limited to, manufacturing, education, retail, health and construction,</p> <p>The interface between the Elms estate and future development will be resolved through the Development Plan process. It is noted that on the south-west Elms interface a shared path is planned for. A creek encumbers most of the eastern Elms interface and will significantly limit development opportunities.</p> <p>A teleconference was held with Submitters 1 and 2 on 24 July 2020.</p>	<p>Unable to resolve – no changes proposed.</p> <p>Submission to be referred to Panel.</p>
2	Community Member 2 (9 Highfield Way, Kilmore)	Copy of Submission 1.	Refer to response to Submission 1.	<p>Unable to resolve – no changes proposed.</p> <p>Submission to be referred to Panel.</p>
3	Goulburn Broken Catchment Management Authority (GBCMA)	The GBCMA support Amendment C151 and provided recommendations regrading existing waterways.	Support noted; recommendations have been passed onto the applicant to assist in preparation of the future Development Plan.	Support noted; no response required.

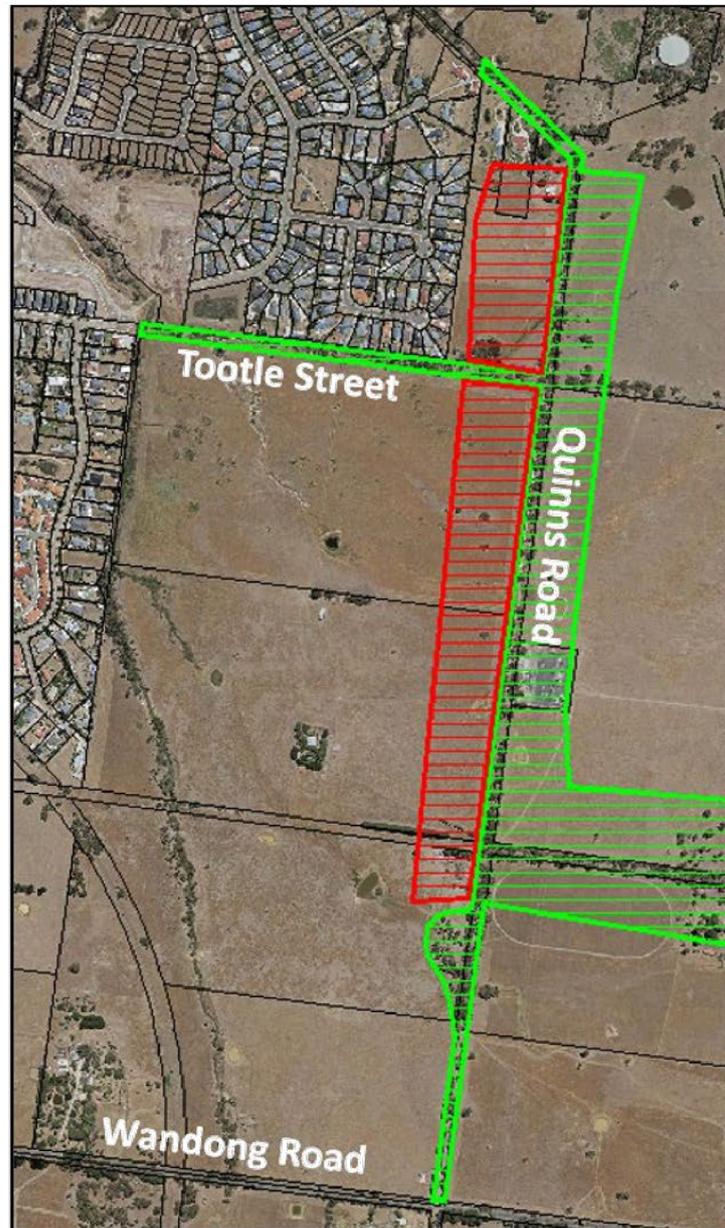
No	Submitter	Submission Summary	Summary Council Officer Response	Status
4	Community Member 3 (35 Anderson Road, Kilmore)	Affected landowner. Supports Amendment C151, noting that there is potential for Kilmore's growth through careful development.	Support noted; no response required.	Support noted, no response required.
5	Nostra Property Group (Owner of 105 Wandong Road, Kilmore)	Affected landowner. Supports Amendment C151.	Support noted; no response required.	Support noted, no response required.
6	InfraGroup (Owner of 50 McIvoers Road, Kilmore)	Affected landowner. Supports Amendment C151.	Support noted; no response required.	Support noted, no response required.
7	AusNet Services	AusNet provided no objection to Amendment C151.  AusNet requested that the electrical substation bordering the rezone area at 175 Quinns Road be rezoned from Farming Zone to Public Use Zone as part of Amendment C151.	Support noted.  Council Officers sought advice off the Department of Environment, Water and Planning (DELWP) regarding the requested rezone. DELWP do not support including the rezone. Council Officers advised AusNet that the requested rezone was not supported and will be included in the next zone corrections amendment. AusNet support this and withdrew their rezone request.	Submission resolved, support noted, no further response required.
8	Kilmore and District Residents and Ratepayers Association (KADRRA)	KADRRA do not object to rezoning the precinct to General Residential Zone, however the following changes are requested:  <ul style="list-style-type: none"> <li>- That all minor waterways in the precinct have a creek verge of 30 metres on each side and no lots back onto the creeks</li> <li>- That the Vegetation Protection Overlay (VPO) that is proposed to be removed from cleared land on the east side of Quinns Road be reinstated</li> </ul>	Changes are not supported:  <ul style="list-style-type: none"> <li>- Key waterways will be protected from development with 30 metre setbacks in accordance with GBCMA requirements. Minor waterways will not be retained, overland flows will be conveyed via roads. The waterways to be protected and developed will be determined at the future Development Plan stage.</li> <li>- The VPO has been removed from cleared land fronting Quinns road as the VPO requires a permit for removal of native vegetation, regardless of if it has been planted or not. If the VPO is left on a residential development area</li> </ul>	Unable to resolve – no changes proposed.  Submission to be referred to Panel.

No	Submitter	Submission Summary	Summary Council Officer Response	Status
		<p>KADRRA also request the following changes to Map 2 at Schedule 5 to Development Plan Overlay (DPO-5), which affects the rezone area:</p> <ul style="list-style-type: none"> <li>- That Mclvors road connects through the precinct</li> <li>- The connector road connecting Wandong Road to Anderson Road through precinct is re-aligned around the proposed Vegetation Protection Overlay area that is extended into the rezone area fronting Quinns Road</li> <li>- Shared paths along the Northern Highway</li> <li>- That the connector roads linking Wandong Road to Anderson Road and Tootle Street does not have any t-intersections for safety</li> </ul>	<p>this may prevent future residents from planting native gardens as once established a permit is required should the landowner wish to remove any of their planted vegetation. This can result in landowners planting exotic gardens to avoid this requirement.</p> <p>Changes to Map 2 of DPO-5 is not within the scope of Amendment C151, however the following is noted:</p> <ul style="list-style-type: none"> <li>- Mclvors Road connects through the precinct</li> <li>- The connector road can be realigned to avoid vegetation at the Development Plan stage. This change is considered to be generally in accordance with the requirements of DPO-5, which requires a Flora and Fauna Assessment.</li> <li>- A shared path through the precinct is proposed to run along the former rail line that runs parallel to the Northern Highway within the precinct and will connect to Kilmore Creek at the 2 Tootle Street "Miers Run" estate. This will provide appropriate north-south shared path connectivity through the precinct and provide a link to Kilmore's rail history. Shared paths are also provided through the eastern area of the precinct.</li> </ul> <p>A videoconference was held with KADRRA on 27 July 2020.</p>	
9	Community Member 3 (13 Robina Court, Kilmore)	Opposed to rezone due to concerns regrading protection of vegetation. Is opposed to removing the VPO-1 from cleared land. The submission raises concerns regarding provision of community facilities in Kilmore.	The VPO-1 has been removed from cleared land fronting Quinns road as the VPO-1 requires a permit for removal of native vegetation, regardless of if it has been planted or not. If the VPO is left on a residential development area this may prevent future residents from planting native gardens as once established a permit is required should the landowner wish to	Unable to resolve – no changes proposed.  Submission to be referred to Panel.

No	Submitter	Submission Summary	Summary Council Officer Response	Status
			<p>remove any of their planted vegetation. This can result in landowners planting exotic gardens to avoid this requirement.</p> <p>The Kilmore Structure Plan nominates significant community facilities for the rezone area, including a government primary school, a 6.5 hectare active open space area and shared paths.</p> <p>A videoconference was held with Submitter 9 on 27 July 2020.</p>	
10	DEWLP – Hume Planning Approvals	DELWP support Amendment C151 and suggest incorporating the drainage line that runs parallel to the proposed rail trail between Wandong Road and McIvors Road into the protected waterway system.	Support noted; no response required.	Support noted; no response required.
11	Community Member 4 (58 The Elms Boulevard)	Submitter 11 does not object to the rezone, however requests that the creek line bordering the rear of their property is protected from development. The submitter provided photos showing the significant remnant vegetation along the creek.	<p>Key waterways will be protected from development with 30 metre setbacks in accordance with GBCMA requirements. This includes the creek to the rear of the submitters property.</p> <p>The submission was discussed with Submitter 11 via phone during the exhibition period.</p>	<p>Unable to resolve – no changes proposed.</p> <p>Submission to be referred to Panel.</p>
12	Goulburn Valley Water (GVW)	GVW does not object to Amendment C151.	Support noted; no response required.	Support noted; no response required.
13	Centrum Town Planning (represents landowners of 22 Graves Street and 1550 Northern Highway)	Developer consortium. Supports Amendment C151.	Support noted; no response required.	Support noted; no response required.

No	Submitter	Submission Summary	Summary Council Officer Response	Status
14	CFA	The CFA support Amendment C151 noting: <ul style="list-style-type: none"> <li>- The rezone area is not within the Bushfire Management Overlay</li> <li>- The rezone area is within a Bushfire Prone Area, which will require new dwellings to be built to an appropriate Bushfire Attack Level</li> <li>- That all aspects of future development will consider Clause 13.02 which prioritises human life over all other policy considerations</li> </ul>	Support noted; no response required.	Support noted; no response required.
15	Department of Transport	The GBCMA support Amendment C151 and provided recommendations regarding existing waterways.	Support noted; recommendations have been passed onto the applicant to assist in preparation of the future Development Plan.	Support noted; no response required.
16	Sophie Jordan Consulting (represents landowner of 5 McIvors Road)	Affected landowner. Supports Amendment C151	Support noted; no response required.	Support noted; no response required.
17	Community Member 5 (45 McIvors Road, Kilmore)	Affected landowner. Supports Amendment C151	Support noted; no response required.	Support noted; no response required.
18	Victorian School Building Authority (VBSA)	The VBSA supports Amendment C151.	Support noted; no response required.	Support noted; no response required.
19	Community Member 6 (37 Andersons Road, Kilmore)	Affected landowner. Supports Amendment C151	Support noted; no response required.	Support noted; no response required.

**Amendment C139: Quinns Road Vegetation Protection Overlay Schedule 1  
Extent**



**Green:** Retained and expanded Vegetation Protection Overlay

**Red:** Vegetation Protection Overlay Schedule 1 removed from cleared land area