

# **ATTACHMENT TO AGENDA ITEM**

**Ordinary Meeting**

**20 June 2017**

<b>Agenda Item 9.8</b>	<b>Adoption of Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017</b>	
<b>Attachment 1</b>	<b>Extract from April OCM minutes .....</b>	<b>744</b>
<b>Attachment 2</b>	<b>UDF Addendum .....</b>	<b>753</b>

GREATER SHEPPARTON  
GREATER FUTURE



# UNCONFIRMED MINUTES

FOR THE  
GREATER SHEPPARTON CITY COUNCIL

## ORDINARY COUNCIL MEETING

HELD ON  
TUESDAY 18 APRIL, 2017  
AT 5.30PM

IN THE MOOROOPNA EDUCATION AND ACTIVITY CENTRE  
23 ALEXANDRA STREET, MOOROOPNA

**COUNCILLORS:**

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

**VISION**

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



## 10. SUSTAINABLE DEVELOPMENT DIRECTORATE

### 10.4 Draft Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017 - Endorse and Release for Public Comment

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

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

#### **Council Officers involved in producing this report**

**Author: Senior Strategic Planner**

**Proof reader(s): Senior Strategic Planner**

**Approved by: Director Sustainable Development**

#### **Executive Summary**

The *Draft Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017* (the Draft UDF Addendum) has been prepared by Planisphere Pty Ltd (see *Attachment 1 – Draft UDF Addendum*). This project reviews the *Urban Design Framework: Shepparton North and South Business Areas* prepared by Coomes Consulting Pty Ltd in 2006 (the 2006 UDF).

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

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

#### Shepparton North Gateway Commercial Area

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

#### Kialla Lakes Drive

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

Council officers intend to release the Draft UDF Addendum formally for public comment.



## 10. SUSTAINABLE DEVELOPMENT DIRECTORATE

### 10.4 Draft Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017 - Endorse and Release for Public Comment (continued)

Any feedback received during this consultation phase will be considered prior to adoption of a final document. The final document will inform a future planning scheme amendment to implement any findings and recommendations.

It is recommended that Council endorse the Draft UDF Addendum and release it for public comment.

**Moved by Cr O'Keeffe  
Seconded by Cr Abdullah**

That the Council:

1. endorse the *Draft Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017*;
2. release the *Draft Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017* for public comment for the period 24 April to 19 May 2017; and
3. note that officers will report on any feedback, comments and submissions received from the public prior to adoption of a final document and prior to a planning scheme amendment being undertaken to implement the final document.

**CARRIED.**

#### **Background**

The *Urban Design Framework: Shepparton North and South Business Areas* was originally prepared by Coomes Consulting Pty Ltd in 2006 (the 2006 UDF). The purpose of the 2006 UDF was to develop design guidelines that provide a clear and consistent approach for future developments in the designated business areas along the Goulburn Valley Highway in Shepparton. The frameworks were prepared in consultation with the local community to assist developers, designers, planners and residents apply good urban design principles to the future development of important commercial areas.

In December 2016, the Building and Planning Department engaged Planisphere Pty Ltd to review the 2006 UDF, having particular regard to recent planning permit applications and Victorian Civil and Administrative Tribunal (VCAT) cases.

This project includes a contextual review and analysis of two important areas, being:

1. the commercial land in the Shepparton North gateway area along the Goulburn Valley Highway (see *Figure 1 – Shepparton North study area*); and
2. the entrance to Kialla Lakes Drive and surrounding industrial land (see *Figure 2 – Kialla Lakes Drive study area*).

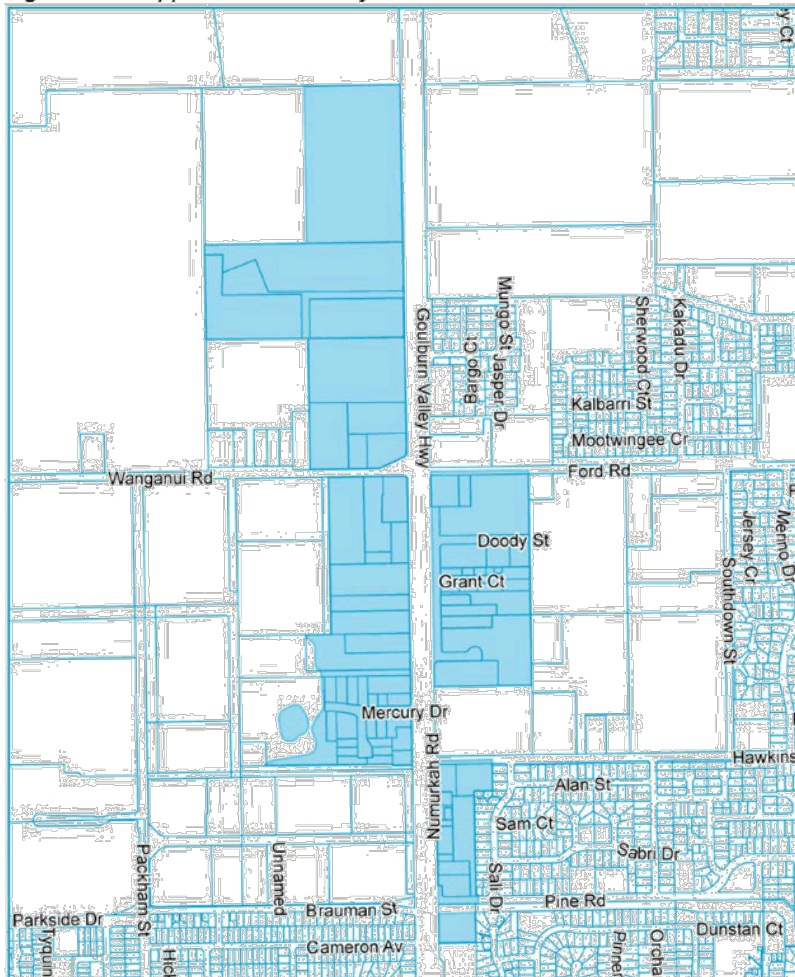




**10. SUSTAINABLE DEVELOPMENT DIRECTORATE**

**10.4 Draft Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017 - Endorse and Release for Public Comment (continued)**

Figure 1 - Shepparton North study area

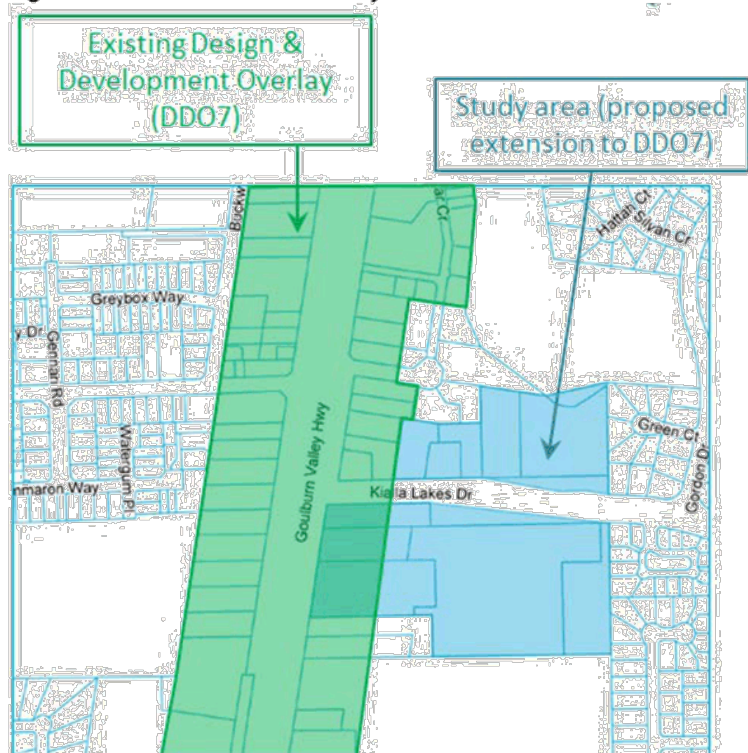




## 10. SUSTAINABLE DEVELOPMENT DIRECTORATE

### 10.4 Draft Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017 - Endorse and Release for Public Comment (continued)

Figure 2 – Kialla Lakes Drive study area



The contextual review and analysis identified the following gaps and recommended changes as outlined below.

#### Shepparton North:

1. Contextual analysis for land north of Pine Road is required, including the identification of any gateway sites.
2. A new vision, design and development objectives and policy approach should be added as a new chapter to the 2016 UDF.
3. The existing Shepparton Town Entry – North Precinct should be updated to acknowledge the importance of the new Shepparton North Precinct as a significant gateway/entrance to the town.

#### Kialla Lakes Drive

1. Contextual analysis for the Kialla Lakes Drive area is required.
2. Vision, design and development objectives and policy approach is required, including a framework to address the residential-industrial transition area.

The Draft UDF Addendum provides new urban design frameworks for these two key areas and includes recommendations regarding their implementation into the Greater Shepparton Planning Scheme.



## 10. SUSTAINABLE DEVELOPMENT DIRECTORATE

### 10.4 Draft Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017 - Endorse and Release for Public Comment (continued)

The Draft UDF Addendum includes policy guidance to be included in the Greater Shepparton Planning Scheme through Design and Development Overlays. The main objectives for each study area are summarised below.

#### Shepparton North

- Built form should reflect the role of the area as important entrance and gateway;
- Advertising signage to be designed, sited and scaled to ensure that it does not detract from or compete with way-finding and road signage;
- Openness along the gateway corridor should be maintained, with views to the landscape visible from the Goulburn Valley Highway; and
- Public realm planting to be integrated with a complementary to the surrounding landscape.

#### Kialla Lakes Drive

- Manage land use transition from industrial to residential to ensure amenity is maintained;
- Ensure a sensitive interface between industrial and residential uses;
- Provide a clearly defined, legible and attractive gateway from the Goulburn Valley Highway to the precinct; and
- Innovative building design in industrial areas should be encouraged.

The Draft UDF Addendum recommends that a new Schedule to the Design and Development Overlay be applied to the Shepparton North study area. This overlay would ensure that the objectives and guidance included in the Draft UDF Addendum are addressed through appropriate urban design responses. A draft Schedule to the Design and Development Overlay is included in the Draft UDF Addendum.

Regarding the Kialla Lakes Drive study area, the Draft UDF Addendum recommends that the existing Design and Development Overlay – Schedule 7 (DDO7) is extended to include the study area. It also recommends that the existing DDO7 be amended to include the objectives and guidance unique to the Kialla Lakes Drive entrance from the Draft UDF Addendum. A draft revised Schedule to the Design and Development Overlay is included in the Draft UDF Addendum.

The Draft UDF Addendum also recommends that further work be undertaken to prepare an advertising signs local policy where variations to the Victorian Planning Provisions advertising sign policy (Clause 52.06 of the Greater Shepparton Planning Scheme) are sought.

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

Strategic Goal 4: *Quality Infrastructure (Built)*

Objective 4.3: *Encourage sustainable municipal growth and development*

Aim: *Greater Shepparton City Council, as one of Australia's fastest growing inland regional cities, recognises that it is important to manage growth in a structured and sustainable manner.*

*In consultation with the Victorian Government and community stakeholders, we will continue to develop and planning framework that ensures our growth and development does not compromise our enviable lifestyle.*



## 10. SUSTAINABLE DEVELOPMENT DIRECTORATE

### 10.4 Draft Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017 - Endorse and Release for Public Comment (continued)

#### **Risk Management**

There are no adverse risks associated with releasing the Draft UDF Addendum for public consultation.

The consultation associated with the Draft UDF Addendum will be undertaken in accordance with Council's Community Engagement Strategy.

#### **Policy Considerations**

The Draft UDF Addendum supports existing Council policy including *The Greater Shepparton City Council: Council Plan 2013-2017*.

The consultation associated with the Draft UDF Addendum will be undertaken in accordance with Council's Community Engagement Strategy.

#### **Financial Implications**

Planisphere Pty Ltd was engaged for \$15,950 in accordance with Council's procurement policy. This project was included in the adopted budget for the 2016/17 financial year.

The recommendation does not have any financial or budgetary implications for Council.

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

All procedures associated with the Draft UDF Addendum comply with the legislative requirements. The Draft UDF Addendum has been prepared in accordance with the Planning Scheme and Council's Community Engagement Strategy.

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

The Draft UDF Addendum will result in positive environmental/sustainability impacts for the municipality. It seeks to ensure the environmental quality of the landscape is not adversely affected by inappropriate development. The Draft UDF Addendum is cognisant of the *Draft Greater Shepparton Urban Forest Strategy 2017*, the *Greater Shepparton Street Tree Master Plan 2003*, and the *Landscape Plan Guide for landscapes in the agricultural floodplains (Draft) December 2016* and is complementary to these important documents.

#### **Social Implications**

The Draft UDF Addendum will result in positive social outcomes for the municipality. It seeks to ensure the quality of Shepparton's built form is enhanced and improved. It includes clear key design considerations to assist in providing quality urban design in new developments.

#### **Economic Impacts**

The Draft UDF Addendum will not result in any negative economic impacts.

#### **Consultation**

Council officers and representatives from Planisphere Pty Ltd invited land owners and occupiers in the affected areas an opportunity to discuss the Draft UDF Addendum prior and offer input into the document.





## 10. SUSTAINABLE DEVELOPMENT DIRECTORATE

### 10.4 Draft Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017 - Endorse and Release for Public Comment (continued)

Drop-in sessions were held from 4pm to 6pm on 29 March 2017 for these stakeholders to view the Draft UDF Addendum and discuss how the proposed policy may affect them in the future.

There was general consensus and concern from stakeholders in the Shepparton North area regarding the “neglected” nature of this northern gateway and a desire to visually enhance both the public and private realm.

Comments and ideas from these stakeholders were considered and the Draft UDF Addendum revised accordingly.

It is recommended that Council endorse the Draft UDF Addendum and release it for public comment.

The consultation associated with the Draft UDF Addendum will be undertaken in accordance with Council's *Community Engagement Strategy*.

It is proposed to release the Draft UDF Addendum for public comment from 24 April to 19 May 2017.

Any feedback, comments and submissions received from the public will be considered by Council officers. Council officers will provide a report to Council on the feedback received prior to adoption of a final master plan and prior to a planning scheme amendment being undertaken to implement the report.

#### **Strategic Links**

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

Topic: Settlement and Housing

Theme: Sustainable Design

Objective 1: To develop and enhance a distinctive character for Greater Shepparton.

Strategy 1.3: Support the use of urban design frameworks to identify where and how built form can be used to enhance the impact and perception of the municipality.

Strategy 1.4: Enhance the gateways, boulevards and focal points in the municipality with urban design and landscape master plans.

Strategy 1.7: Control the location, size and scale of advertising signage, especial in key precincts of the CBD and town centres.

##### b) Other strategic links

1. *Draft Greater Shepparton Urban Forest Strategy 2017*;

2. *Greater Shepparton Street Tree Master Plan 2003*;

3. *Landscape Plan Guide for landscapes in the agricultural floodplains (Draft) December 2016*; and

4. *Urban Design Framework: Shepparton North and South Business Areas*.

**10. SUSTAINABLE DEVELOPMENT DIRECTORATE****10.4 Draft Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017 - Endorse and Release for Public Comment (continued)****Conclusion**

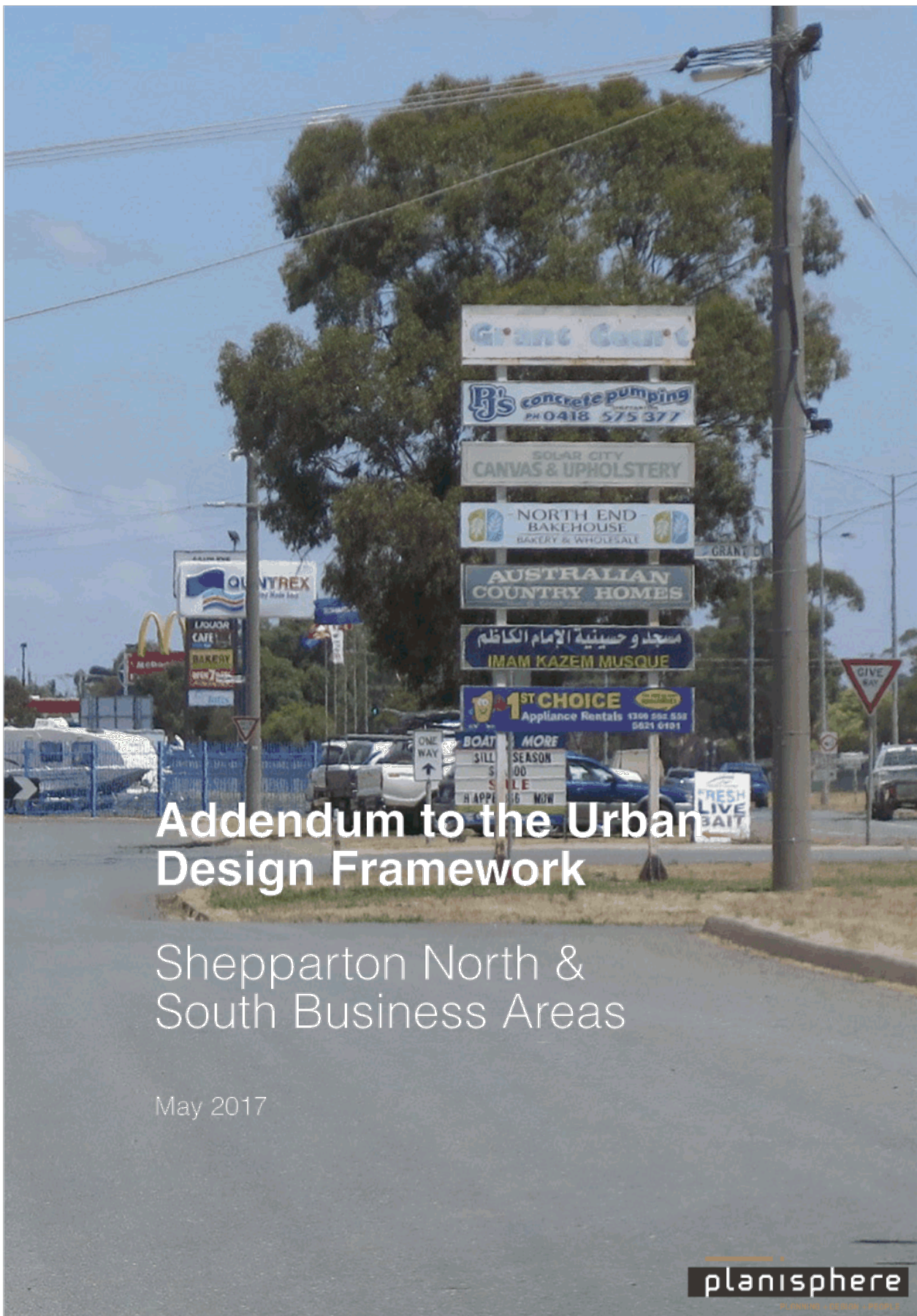
The Draft UDF Addendum has been prepared by Planisphere Pty Ltd. This document reviews the *Urban Design Framework: Shepparton North and South Business Areas* prepared by Coomes Consulting Pty Ltd in 2006 and provides updated guidance for urban design at two of Shepparton's gateway sites.

Council officers intend to release the Draft UDF Addendum formally for public comment. Any feedback received during this consultation phase will be considered prior to adoption of a final document. The final document will inform a future planning scheme amendment to implement any findings and recommendations.

It is recommended that Council endorse the Draft UDF Addendum and release it for public comment.

**Attachments**

Draft Urban Design Framework Addendum Page 96



# Addendum to the Urban Design Framework

## Shepparton North & South Business Areas

May 2017





### Project Control

Status	Version	Checked PM	Checked PD	Date released
Draft Report	3	PH	LR	24.03.2017
Final Report	1	PH	LR	31.03.2017
Final Report	2	PH	LR	26.05.2017

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## About this Project



Planisphere has been engaged by Greater Shepparton City Council (Council) to prepare a review and addendum to the Shepparton North and South Business Areas Urban Design Framework (2006), prepared by Coomes Consulting.

This document contains the following sections:

- Background review of VCAT decisions relevant to the Urban Design Framework and existing Design and Development Overlays (DDO) affecting the subject areas
- Review of the existing 2006 Urban Design Framework (UDF)
- Review of the contextual analysis and framework for the "Broken River to Raftery Road" area, including the entrance of Kialla Lakes Drive
- Preparation of contextual analysis and framework of the Kialla Lakes Drive entrance and IN3Z area
- Contextual analysis for the commercial land in Shepparton North
- Framework for the commercial land in Shepparton North
- Recommendations (including a new schedule to the DDO for Shepparton North "Gateway Commercial Area" precinct).

The project has been undertaken in two stages:

1. Site survey and initial desktop and background document review.
2. Preparation of the addendum to the UDF, applying the findings of stage 1 and two subject area analyses.

Maps showing the two subject areas have been included in Chapter 1 of this report.



1.0

# Introduction & Background Review

# 1.1 Introduction

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INTRODUCTION &amp; BACKGROUND REVIEW

## This Project

This project seeks to examine and include two additional 'subject areas' to the existing Urban Design Framework: Shepparton North and South Business Areas (UDF). The UDF was prepared by Coomes Consulting in July 2006 and adopted by Council. It has since been used to apply Design and Development Overlay (DDO) schedules to the precincts identified in the study.

Planisphere has been engaged to review and update the UDF to include the following precincts:

- Shepparton North Gateway Commercial Precinct (land covered by the Commercial 1 and Commercial 2 Zone)
- Kialla Lakes Drive area within the Broken River to Raftery Road precinct (The entrance to Kialla Lakes Drive, all land in the Industrial 3 Zone and land in the road reserve between 15-19 Kialla Lakes Drive and 7958 Goulburn Valley Highway and 7950-7954 Kialla Lakes Drive).

Map showing the subject areas have been included on the following pages.

## Methodology

The following methodology is based on *Planning Practice Note 17 (PPN17): Urban Design Frameworks* (July 2015). The practice note has also been used to underpin a review of the existing UDF (at Section 1.3). A summary of *PPN17* has been included as an appendix to this report.

This project methodology is as follows:

1. Background document review (existing UDF, recent VCAT cases and current planning policy framework)
2. Site visit to review subject area boundaries and existing conditions
3. Contextual analysis based on information gathered in stages 1 and 2
4. Draft framework based on key findings from the contextual analysis
5. Draft recommendations and implementation guide based on key findings from stage 4
6. Public exhibition, consultation with Council and workshops to review draft framework and recommendations
7. Amend document to reflect any changes from public submissions or Council comments
8. Final report.

## Subject Areas

The Shepparton North subject area was selected due to changes and development pressures not envisaged by the 2006 UDF, particularly in relation to large advertising signage. The Kialla Lakes Drive subject area was selected due to a change in the road alignment and the interface issues emerging between the adjoining residential area and the existing industrial/commercial development. Boundaries were established using existing zoning controls and as requested by Council:

- All land in the Shepparton North commercial zones
- All land in the Industrial 3 Zone (IN3Z) adjoining Kialla Lakes Drive and the public realm/road reserve forming the entrance to Kialla Parks residential estate.

A site visit was conducted on 20 December, 2016 and the subject area boundaries were confirmed.

## Document Structure

This document contains the following sections:

- 1. Introduction and Background Review (this chapter):** Review of recent VCAT cases and the existing Shepparton North and South Business Areas UDF.
- 2. Shepparton North Gateway Commercial Precinct:** Contextual analysis, design framework, conclusions and recommendations.
- 3. Kialla Lakes Drive:** Contextual analysis, design framework, conclusions and recommendations.
- 4. Appendices:** Overview of Urban Design Frameworks Practice Note (A), draft DDO schedule for Shepparton North Gateway Commercial Precinct and draft amendment to the DDO7 to include Kialla Lakes Drive.

# 1.2 Subject Areas

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Figure 1. Shepparton North Gateway Commercial Precinct

INTRODUCTION & BACKGROUND REVIEW

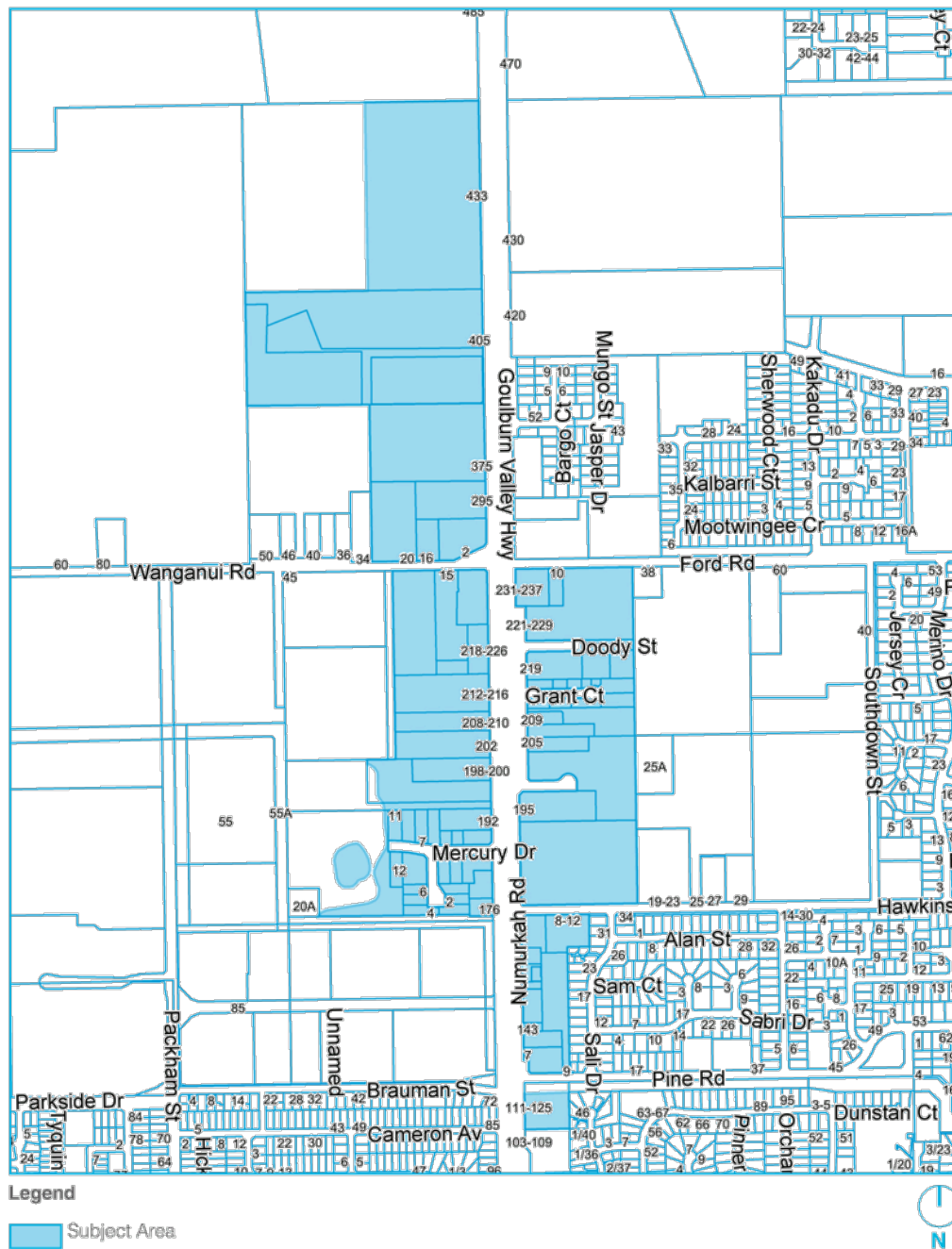
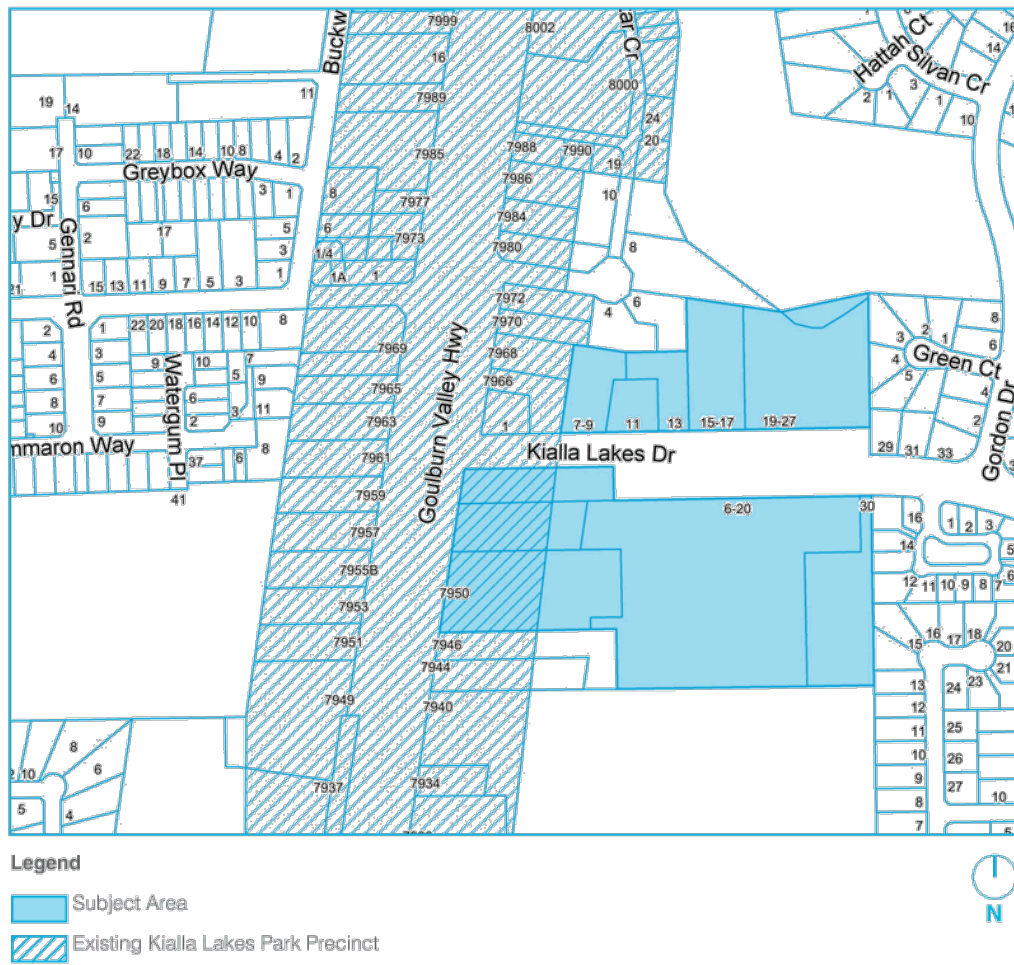




Figure 2. Kialla Lakes Drive



## 1.3 Review of Existing Urban Design Framework

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INTRODUCTION &amp; BACKGROUND REVIEW

### Broken River to Raftery Road Precinct

The Broken River to Raftery Road Precinct (Kialla Park Boulevard Framework) is located to the south of the Shepparton township and extends from Broken River Drive (north), to Raftery Road (south). Two gateway sites are identified in the UDF:

- Intersection of Kialla Lakes Drive and Goulburn Valley Highway
- Intersection of Raftery Road and Goulburn Valley Highway (GVH).

As highlighted at the start of this report, development pressures in the Shepparton North C2Z area and road realignment in the Kialla Lakes areas have emerged since the 2006 UDF.

Addressing the Shepparton North area requires the creation of a new precinct.

Addressing the Kialla Lakes Drive entrance and Industrial 3 Zone (IN3Z) land results in an extension of the existing precinct (as illustrated in the map on p. 4) along Kialla Lakes Drive from the GVH corridor.

The box at right contains an extract from the existing UDF (2006) relevant to the current study areas.

*Extract from the Urban Design Framework: Shepparton North and South Business Areas (UDF), July 2006.*

#### Contextual Analysis:

- *The GVH landscape gateway treatment is a key feature signifying arrival to Shepparton city*
- *Existing character is large big box service businesses comprising bulky goods, retail, manufacturing plants, auto-related services, home making and other eclectic uses*
- *Consistent front setbacks and building scale along GVH*
- *Landscape maintenance and tree removal issues along GVH*
- *Entrances to the residential developments behind the business/commercial strip are not well defined*
- *This precinct lies in the floodplain of the Goulburn River and is within the LSIO (Land Subject to Inundation Overlay)*
- *Substantial new residential areas behind the commercial strips are accessed off the GVH and these access points will need to be clearly legible.*

#### Vision:

- *Provide robust, suitably scaled landscape treatments to integrate the built form, provide an appropriate scale, reduce its visual impact and provide a suitable interface between the commercial and the residential areas.*
- *Provide clearly defined, legible and attractive gateways to the residential areas behind the commercial activity areas.*

#### Framework:

- *Clearly defined, legible and attractive gateways along the highway to the residential areas behind the business activity areas.*
- *Innovative landscape treatments and urban art to create clear landscapes and distinctive gateways.*
- *Development sites at these locations should consider innovative built form and landscape treatments to signify these gateways, provide landmarks and reinforce the intersections.*

### Shepparton Town Entry - North Precinct

The 'Balaclava Road to Knight Street' area is currently the northern extent of the UDF, known as the 'Shepparton Town Entry - North' precinct.

The contextual analysis for this precinct highlights a need to protect the area as a key gateway for the Shepparton township, particularly where the road narrows to create a sense of arrival into the 'town area' (UDF, p. 10).

In the existing UDF (2006), the precinct is described as follows.

*Extract from the Urban Design Framework: Shepparton North and South Business Areas (UDF), July 2006.*

- *Fine grained urban character defined by residential houses and strong residential character*
- *Wyndham St road reserve north of Balaclava Rd is large with a diffused built edge; the reserve narrows to south of Balaclava Rd creating a visual 'funnel' effect.*
- *Residential character threatened by newer, larger scale development (residential and commercial) on Wyndham St out of keeping with existing character*
- *Signage, blank façades and 'gun barrel' driveways have started to dominate the streetscape.*

### Shepparton North Gateway Commercial Precinct

The Shepparton North Gateway Commercial Precinct is located to the north of the Town Entry - North Precinct. This area roughly covers land between Wanganui Rd (north) and Pine Rd (south). Adding this area in the UDF will extend the land to which the strategy applies, and some amendments to the Town Entry - North Precinct are required:

- Revise description and vision to reflect the amended status of the precinct as an entrance to the town
- Update maps where required
- Retain gateway site identification but amend description to define its role in relation to the new precinct.

Draft contextual analysis and framework sections for the new Shepparton North Gateway Commercial Precinct are included in Chapter 2 of this report.

### Summary of Gaps/ Recommended Changes

The existing Kialla Park Boulevard framework contains design guidelines for development fronting GVH, but lacks built form guidelines to manage the transition from industrial to residential land on Kialla Lakes Drive. Accordingly, the following information should be added

as an addendum to that section of the UDF:

- Contextual analysis for Kialla Lakes Drive area
- Vision, design and development objectives and policy approach, adding a framework to address the residential-industrial transition area on Kialla Lakes Drive For the new precinct (Shepparton North Gateway Commercial Precinct), the following information should be added to the UDF:
  - Contextual analysis for land in the commercial zones (C1Z and C2Z) north of Pine Rd and at 111-125 Numurkah Road (including identification of any gateway sites)
  - Vision, design and development objectives and policy approach added as a new framework chapter to the existing UDF.

In addition, the contextual analysis and framework for the Shepparton Town Entry - North Precinct (Balaclava Road to Knight Street) should be updated as suggested, to acknowledge the importance of Shepparton North C2Z Precinct as a significant gateway/entrance to the town.

## 1.4 Review of Recent Tribunal Decisions

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INTRODUCTION &amp; BACKGROUND REVIEW

This section outlines two recent Victorian Civil and Administrative Tribunal (VCAT) decisions relevant to this project.

Both cases relate to signage and the existing policy framework in the Commercial 1 and Commercial 2 Zone (C1Z and C2Z) areas north of the town centre.

### *O.S.O International v Greater Shepparton CC [2016] VCAT 1709 (10 Oct 2016)*

**Proposal:** Erection and display of an externally illuminated major promotion sign (Dimensions: maximum overall height 8.3m, sign 12.66m wide and 3.35m high)

**Council's Decision:** Refusal

**VCAT Decision:** Council decision set aside and planning permit granted

This site is located at 195 Numurkah Road (GVH), Shepparton North, within the subject area for the Shepparton North C2Z. Council's decision to refuse the proposal was based on the size and location of the sign.

Key considerations in the Tribunal's determination were as follows:

- The site is not affected by a Design and Development Overlay and has not been identified as being located in a 'gateway' location requiring more stringent controls

- The site is located in a commercial, highway corridor and is not surrounded by any sensitive uses, making it suitable for the display of a major promotion sign
- There are no significant streetscapes, buildings, skylines, view corridors, gateways, landmarks, heritage places, public open spaces or waterways in this locality which need protecting
- The proposal is in line with decision guidelines at Clause 52.05-6 relating to the appropriateness of a major promotion sign
- No 'strong built form character' has been identified in this area, limiting consideration of the sign's impact on existing character
- Due to the building's significant setback, it is inappropriate to locate the proposed sign on the wall of the building as passing motorists would have difficulty reading it.

### *Popelier v Greater Shepparton CC [2016] VCAT 1228 (21 July 2016)*

**Proposal:** Erection of an internally illuminated (electronic) promotion sign (Dimensions: sign 4.2m wide and 2.4m high, 6.6m above the ground on the building facade)

**Council's Decision:** Refusal

**VCAT Decision:** Council decision upheld and no planning permit granted

The subject site is located on the north-west corner of Wyndham St and Knight St, within the Shepparton Town Entry - North precinct. It is in a Commercial 1 Zone (C1Z) and covered by a Design and Development Overlay (DDO3).

The Tribunal's determination was based on the following:

- The site is within the Shepparton Town Entry - North Precinct (DDO3) and the proposed sign on the corner of this site would be contrary to the preferred signage in the precinct north of Knight Street
- Promotion signs in this location are specifically discouraged
- While the proposed promotion sign is relatively modest and would fit well into the building facade, it would be contrary to the policy framework and prevailing character of the area.

## Key Findings

The Tribunal's determinations in both *O.S.O. International v Greater Shepparton CC* and *Popelier v Greater Shepparton CC* show that:

- Greater guidance is needed in the planning policy framework (e.g. identifying local character) in the Shepparton North C2Z area to achieve desired signage, landscape and built form outcomes.
- Although Clause 21.04-4 (Urban Design) has been used to manage signage size, location and design within the DDO3 area, more detailed guidelines may be needed to ensure the purpose of the C1Z and C2Z as they relate to Clause 52.05 (Advertising Signs) are not contradicted. The commercial zones enable the least restrictive signage design requirements due to an assumption of fewer surrounding amenity concerns, particularly in the C2Z. Therefore where amenity/streetscape concerns exist these need definition and protection through other controls.

- The C2Z area in Shepparton North currently does not have a control mechanism to engage with urban design policies, meaning the local planning policy cannot be effectively implemented. Where an overlay control exists this is afforded much more weight at appeal.

## Conclusion

In summary, the Tribunal's decisions highlight that a clear and robust policy framework identifying local character, and guidelines that set out how discretion is to be used in determining appropriate and inappropriate development in the subject areas is needed. This applies to both the Shepparton North Gateway Commercial Precinct and the Kialla Lakes Drive subject area, which are not included in the current UDF.

10

SHEPPARTON NORTH GATEWAY COMMERCIAL FRECHINDT



2.0

# Shepparton North Gateway Commercial Precinct

## 2.1 Contextual Analysis

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### Existing Character: Urban Form

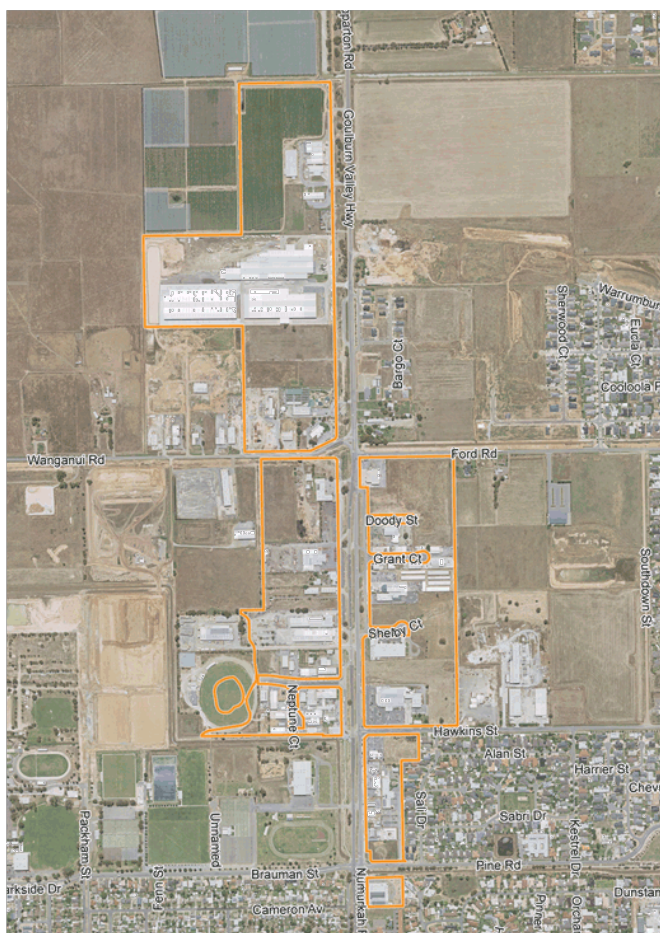
The Shepparton North Gateway Commercial Precinct is centred on the Goulburn Valley Highway (GVH) corridor at the northern entrance to the town.

The existing coarse grained urban character of this area is defined by 'big box' agricultural supplies and large scale commercial buildings with hard stand areas and warehouse-type built form. Recent developments along the southern part of this subject area on Numurkah Road/Goulburn Valley Highway are defined by smaller lot sizes and narrower front setbacks than established sites.

Building scale is predominantly one to two storeys in height with an appearance of one storey, typical of warehouse development.

A median strip separates development from the main Goulburn Valley Highway, creating a service road to access commercial properties. This median strip is often occupied with blade and pole signs bearing business identification information. Brand promotion signage is common on building façades and signage.

Due to the combined width of the road reserve, setbacks and low scale of development, views through this area and along the road corridor are vast, with big skies and views between buildings to lots behind.

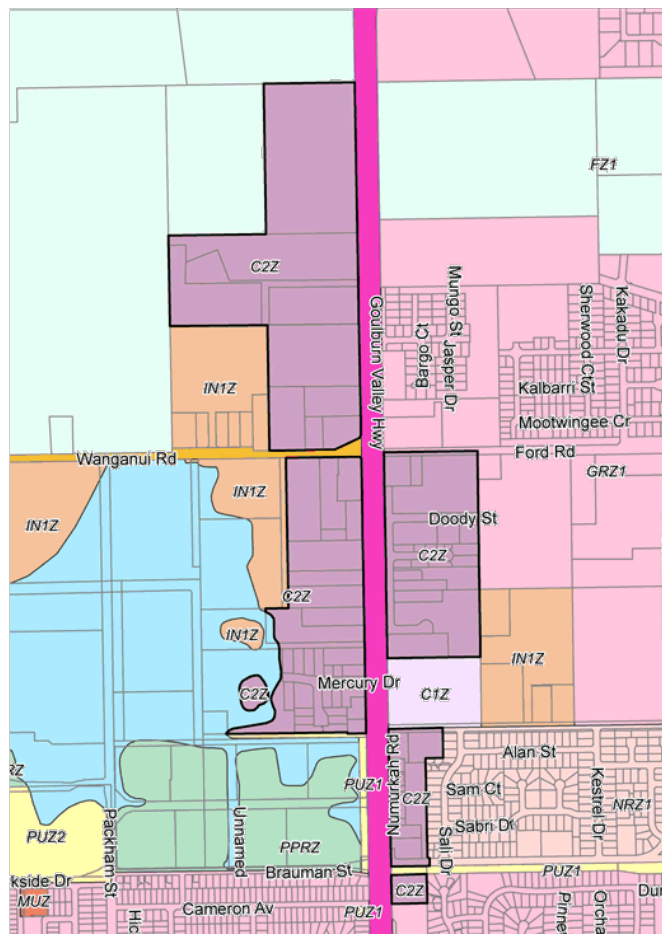




Existing Character: Planning Zones

Legend

- Commercial 1 Zone (C1Z)
- Commercial 2 Zone (C2Z)
- Mixed Use Zone (MUZ)
- Industrial 1 Zone (IN1Z)
- Urban Floodway Zone (UFZ)
- Public Use Zone (PUZ2 - Education)
- General Residential Zone (GRZ1)
- Neighbourhood Residential Zone (NRZ1)
- Road Zone, Category 1 (RDZ1)
- Road Zone, Category 2 (RDZ2)
- Farming Zone (FZ)

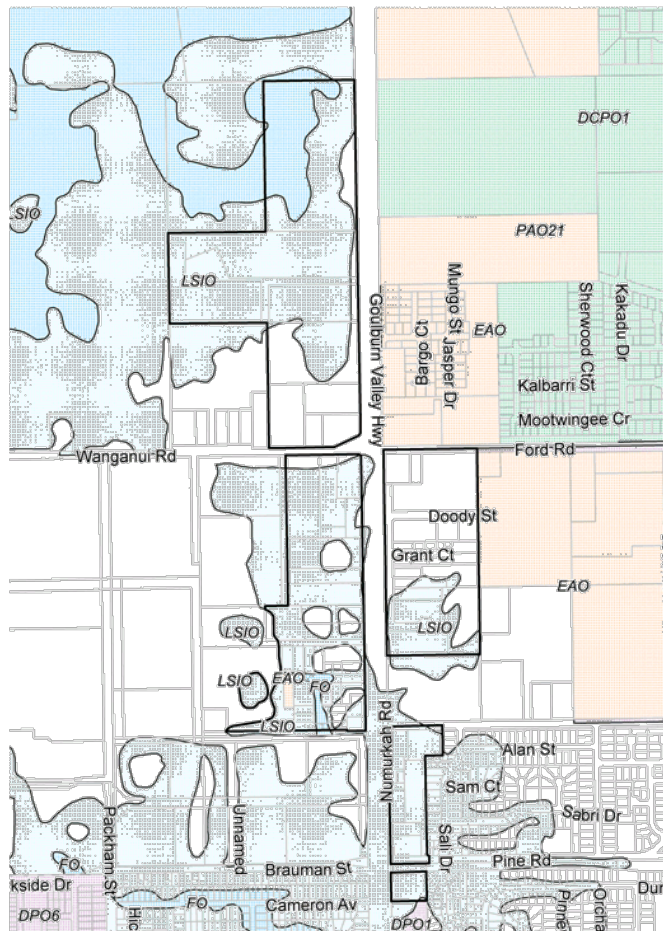


SHEPPARTON NORTH GATEWAY COMMERCIAL PRECINCT

Existing Character: Planning Overlays

Legend

-  Development Contributions Plan Overlay (DCPO1 - North Corridor)
-  Development Plan Overlay (DPO1)
-  Development Plan Overlay (DPO6 - Parkside Estate Development Plan)
-  Environmental Audit Overlay (EAO)
-  Floodway Overlay (FO)
-  Land Subject to Inundation Overlay (LSIO)
-  Public Acquisition Overlay (PAO21 - 420A Goulburn Valley Highway, Shepparton - stormwater management)



Existing Character: Predominant Features, Values and Strengths

This stretch of Goulburn Valley Highway/Numurkah Road between Nos. 443 and 111-125 Goulburn Valley Highway, Shepparton North, has a strong semi-industrial and commercial character, created by the warehouse-style big box development with flat roofs, large 'showroom' window proportions and minimal landscaping.

Intermittent business identification signage displayed on pole or blade signs in the front setback or the median strip is common in this precinct, and reinforces the commercial nature of the area.

The street edges are defined by fencing, and some landscaping. Most landscape features are seen in the public realm; particularly street trees planted in the central median strip of Goulburn Valley Highway.

A small number of contemporary commercial buildings with narrower front setbacks and allotments, smaller lot sizes and attached development are found to the south of the subject area. Some of these buildings respect the existing character in terms of building height, maintaining 1 storey and providing some space for landscaping. However, the rhythm and setbacks of this development are distinct from the prevailing character.



Some subdivisions are designed around courtbowls off the service road on the west of GVH. Development in these streets is finer grain, with hard stand car parking and rollover kerbs immediately adjacent to the road reserve. These sites have little to no planted landscape areas and front fencing is uncommon.

Issues and Threats

Despite the grand scale of the Goulburn Valley Highway and service road reserve and three median strips, parts of the corridor are poorly maintained and the avenue-like qualities of this gateway entrance to the town are not realised to their full potential.

Some of the newer commercial buildings along the street display a finer grain character, with limited space between and around buildings.

Hardstand parking areas dominate street frontages, particularly in newer development, and space has not been retained for significant planting (e.g. large trees).

Façades are often visually cluttered with a combination of advertising (e.g. brand promotion) and business identification signage.

Front setbacks and median strips are dominated by advertising and business identification signage that is not uniformly designed or displayed, creating a corridor of visual clutter when entering the town from the north.

Poorly defined landscape areas in the median strip between the service road and Goulburn Valley Highway has resulted in use of these areas for car parking and display of informal signs (e.g. sandwich boards) or goods for sale (e.g. boats, tractors).

Private realm characterised by service areas and opportunistic signage (including in the median strip between the service road and GVH).



Commercial character



Car parking and signage clutter in service road median strip



No landscaping in front setback on side roads



Limited landscaping in front setbacks on Goulburn Valley Highway



Disorganised advertising, road and directional signage: visual clutter with limited visual hierarchy for road users



Signage and products displayed adjacent to the road reserve



Disorganised advertising, road and directional signage



### Contextual Influences

The strong characteristics and influences which define the vision and future character of the precinct are:

- Important location as a gateway to Shepparton when travelling from the north, transitioning between an open rural landscape to the urban area of the town.
- The very wide road reserve of Goulburn Valley Highway and adjoining service roads is expansive, creating a broad viewing corridor towards the town centre (to the south) and farming land (to the north).
- Spacious and expansive views to the surrounding landscape through gaps in development and space around buildings, particularly in the northern part of the precinct.
- Although highway corridors are often experienced at high speed, this section of Goulburn Valley Highway has a 60km/hour speed restriction. Coupled with the length (over 2km) of the road within the subject area, this section of the highway is experienced over a longer period than usual for a highway corridor when travelling through. The visual impact of development, landscape treatment and signage in this area is therefore significant as drivers pass slowly through the precinct.

- Large scale, low level commercial land uses that provide services and goods for the local and wider region.
- Intermittent provision and inconsistent styles of landscaping.
- Transition at the northern end of the precinct from productive agricultural character to commercial uses servicing agricultural needs.
- Transition at the southern end of the precinct from large lot, coarse grain development and agricultural commercial businesses to finer grain development and more town-focussed commercial businesses.
- GVH is a VicRoads managed road, therefore all signage must comply with the relevant guidelines.



SHEPPARTON NORTH GATEWAY COMMERCIAL PRECINCT

## Vision, Objectives and Strategies

This section contains a vision, objectives and strategies relevant to preparing a planning policy and design framework for the Shepparton North Gateway Commercial Precinct.

### Vision: 'Shepparton North Gateway Commercial Precinct'

Encourage a vibrant commercial area supporting large scale, regionally significant service and retail activities, within a high quality public realm that reflects the strategic importance of the area as a gateway location.

- Ensure the design, quality and siting of buildings reflects the gateway role of the area.
- Ensure signage is appropriately designed, sited and scaled for the highway corridor context and minimises visual clutter.
- Maintain a sense of openness and views to the surrounding landscape corridor from the Goulburn Valley Highway.
- Integrate public realm planting and building design with the surrounding landscape.
- Ensure proposed landscaping and plant selection complies with Council's Landscape Plan Guide (Spiire, 2017) and any relevant planting schedule.

## 2.2 Framework

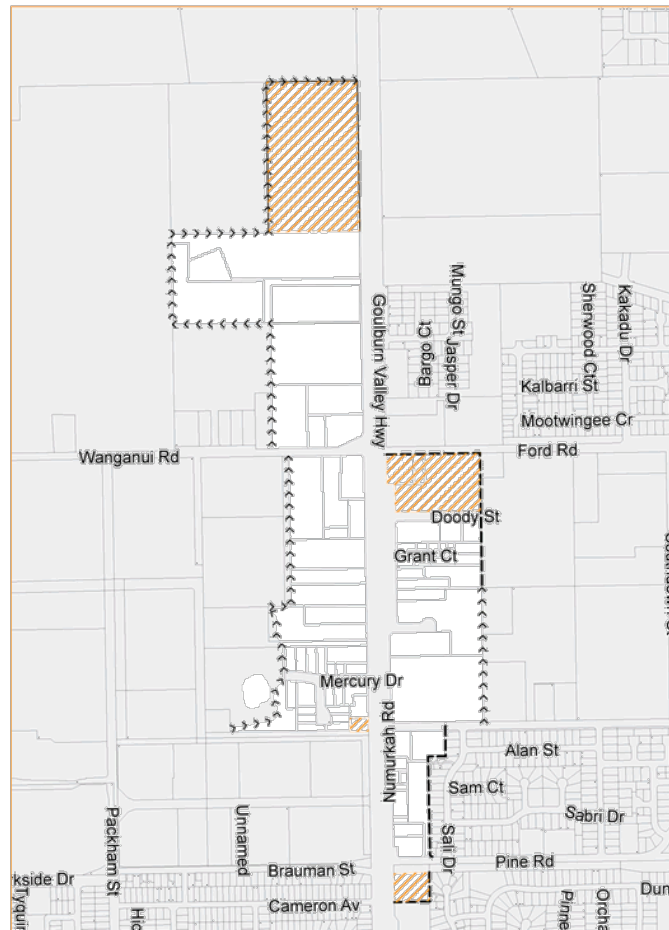
### Gateways

#### Objectives

- Encourage gateway features at specific localities within the precinct to signify entrance points to central Shepparton and the 'Town Entry North' precinct.
- Encourage high quality architectural and design outcomes that elevate the appearance of the precinct and engage with the important entry and land use transition roles of this precinct.

#### Design Requirements

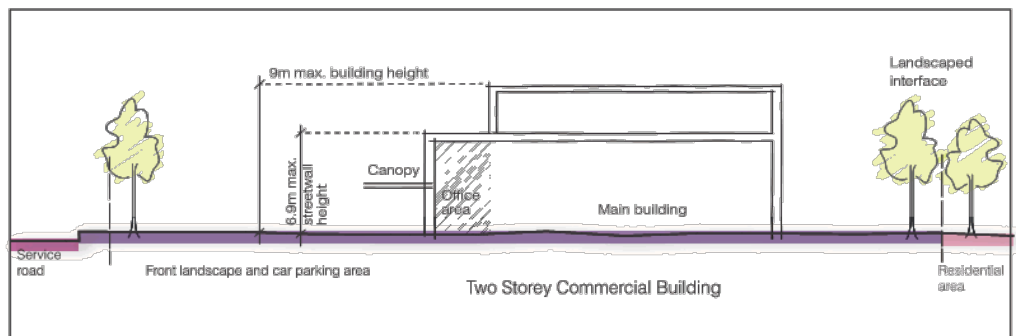
- Development on the northern edge of the precinct should incorporate innovative designs using form, materials and articulation to reflect the transition from rural to urban environment.
- Development on the southern edge of the precinct should be stepped down using innovative and high quality architectural techniques to acknowledge the transition from large scale commercial development to the finer grain, residential and mixed use 'Shepparton Town Entry North' precinct.



#### Legend

- Land outside subject area
- Gateway sites
- Property boundaries
- Interface with adjoining residential zoned land
- >>>> Interface with other non-commercially-zoned land

## Massing and Height



### Objectives

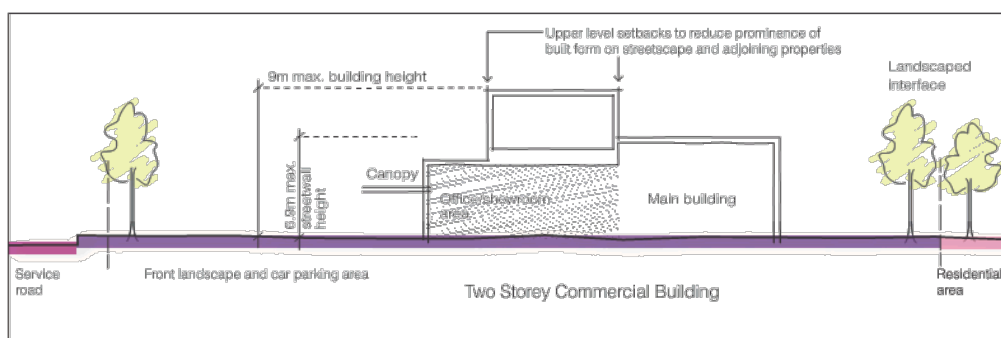
- To ensure the prevailing scale of the large format commercial precinct is retained.
- To avoid poorly articulated buildings that lack orientation and integration with the street frontage.
- To provide for building height that is appropriate to the scale of the area, while maintaining opportunities for views to the surrounding landscape.

### Design Requirements

- The size of new commercial or semi-industrial buildings should be in keeping with the large format scale of surrounding development.
- Built form should be articulated to avoid blank and dominant façades and create an appropriate transition between pedestrian entries, offices, and warehouse areas.
- Buildings should not exceed two storeys or 9m above natural ground level.
- Offices or building areas open to the public should be located at the front of the building massing.



### Street Wall Height and Upper Building Setbacks



SHEPPARTON NORTH GATEWAY COMMERCIAL PRECINCT

#### Objectives

- To ensure that building mass does not adversely impact on the streetscape.
- To provide a human scale to the street frontage and building entries.
- Where relevant, to ensure built form maintains a scale suitable for the precinct as a town entry point and maximises opportunities afforded by the highway frontage.

#### Design Requirements

- The street wall height of a building frontage should not exceed 6.9m above natural ground level.
- Provide upper level setbacks that reduce building bulk and add visual interest.

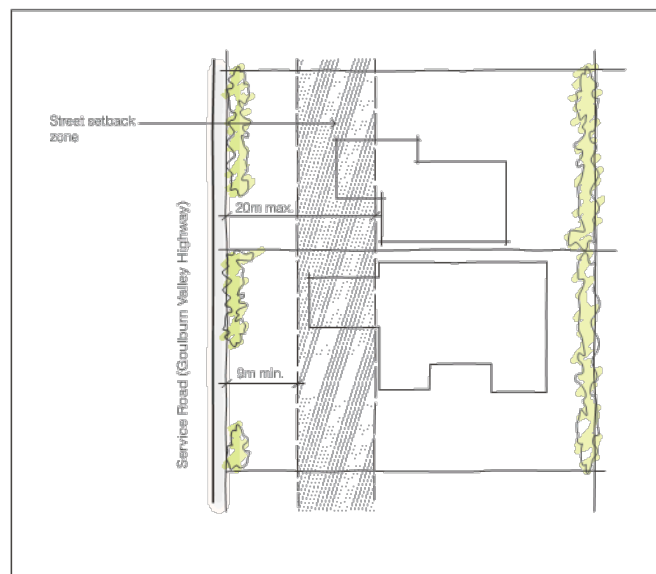
## Street Setbacks

### Objectives

- To encourage all development to enhance the streetscape character by reinforcing a consistent street setback.
- To ensure street setbacks contribute to efficient use of the site.

### Design Requirements

- Street setbacks should be a minimum of 20 metres from the front lot boundary. A lesser setback of up to 9m may be considered to maximise efficient use of smaller sites.
- The above setback excludes a part of the building set back from the front building facade for the purpose of loading/unloading vehicles. This area should be set back greater than 20m from the front property boundary.
- Street setbacks must incorporate significant landscaping and sealed car parking and be utilised to provide clear sightlines and legibility to the street.



### Side and Rear Setbacks

#### Objectives

- To ensure an appropriate interface is provided between new developments and properties in the Commercial 1 Zone (C1Z), Farming Zone (FZ), Industrial Zone IN1Z), Public Park and Recreation Zone (PPRZ), Urban Floodway Zone (UFZ) and General Residential Zone (GRZ1) that abut the precinct.
- To limit the potential for land use conflicts between new development in the subject area and adjoining residential areas (GRZ1) that contain dwellings or other sensitive uses.



#### Design Requirements

- A minimum 1.5m landscape buffer must be established along rear boundaries of commercial/ industrial lots abutting properties in the GRZ1.
- A minimum 1.5m landscape buffer should be provided along side/ rear boundaries abutting any other zone to soften and screen interfaces.
- On land adjacent to the GRZ1, the provisions of Clause 55 must be considered with regard to overshadowing and overlooking.
- Where possible, development should be set off both side boundaries to maximise views from GVH to the surrounding area from between buildings.

### Roof Form and Roofline

#### Objectives

- To ensure that roof forms are an integral and considered aspect of the building design.
- To encourage building design that is climatically appropriate for the local context.

#### Design Requirements

- Building roof form and pitch (including flat roofs if relevant) should be designed to complement prevailing character.
- Plant equipment, vents and any other mechanical equipment must be carefully designed and sited or incorporated into the roof design such that it is screened or concealed from the street, surrounding public spaces and buildings.
- Where possible, ensure verandahs and canopies are incorporated into single storey built form components to enhance site amenity and provide shade for employees and visitors to the site.
- Provide sustainable water use in buildings by implementing measures to collect rain water runoff from roof areas. Ensure water storage/tanks are located away from public view, and do not impact on neighbours' visual amenity.

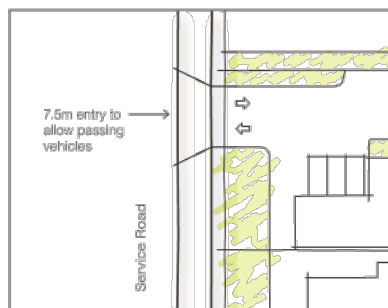
### Access Points and Crossovers

#### Objectives

- To ensure vehicle access to and from the site is safe, manageable and convenient.
- To limit opportunities for conflict in service roads with multiple accessways and access to GVH.
- To maintain an active street frontage that is attractive and accessible.

#### Design Requirements

- Where practicable, limit vehicle entry points to one crossover and avoid large areas of circular driveway aprons and impermeable surfaces.
- Group access points between properties and limit double crossover widths to large sites.
- For corner sites, encourage vehicle access via a side road rather than the GVH service road.
- Driveway widths should be limited to 7.5m within the front setback area.



## Parking

### Objectives

- To provide for the parking needs of building occupants and visitors without adverse impact on the streetscape.
- To avoid parking and traffic difficulties on site.
- To avoid pressure for informal parking within the public realm (e.g. on service road median strips).
- To ensure vehicle parking areas in the front setback are well designed to allow space for landscaping.

### Design Requirements

- Sufficient car parking spaces should be provided on site for occupants and visitors in accordance with Clause 52.06 of the Greater Shepparton Planning Scheme.
- For larger sites, short-term parking areas should be located in the front setback, with longer-term parking (i.e. staff parking) located to the rear.
- Avoid large paved car parking areas that are not broken up by landscaping.
- Ensure a landscape buffer is provided between car parking areas and the front property boundary.
- Where practicable, use landscape design to provide significant canopy trees that can assist in shading car parking areas to mitigate heat impacts.



**Avoid:** Unsealed surface leads to dust and gravel spill



**Avoid:** Streetscape dominated by hardstand parking areas poorly designed access arrangements - vehicles must use streetscape to turn around



**Avoid:** Large concrete parking area dominates the streetscape, and is exaggerated by the lack of planting.

## Landscape and Front Gardens

### Objectives

- To encourage a front landscape setting that contributes to and enhances the amenity of the GVH corridor as a key town entry point.
- To ensure landscape dominates the streetscape.
- To create consistent planting and opportunities for the establishment of significant trees in both the public and private realm.
- To ensure plant choice is suitable and sustainable within the environment.
- To ensure fencing enhances the street appearance, and maintains views to, between and around sites.

### Design Requirements

- A minimum of 15% of the lot frontage must be landscaped to include a variety of shrubs and at least one significant tree (mature height 10m). Plant species must be appropriate and suitable to this area, and to Council's satisfaction.
- Provide large canopy trees and understorey planting to minimise loss of views from the GVH corridor to the surrounding landscape.
- Minimise areas of paving, particularly in the front setback.
- Front fences should have a minimum 50% visual permeability.
- Fencing should be constructed from materials that complement the building and surrounding area and should be painted in muted colours/tonings, avoiding galvanised steel mesh and 'Colorbond' style fencing.
- Wherever possible, fencing should be softened and screened by vegetation.
- Sustainable water use should be achieved using water sensitive urban design (WSUD) principles and low water use plant materials.



**Encourage:** Space for landscaping within the front setback that uplifts the character of the area



**Encourage:** Buffer planting along side and rear boundaries, including the planting of large canopy trees



**Avoid:** Areas of car parking/ hardstand stock display that are not softened by a landscape buffer when viewed from the road



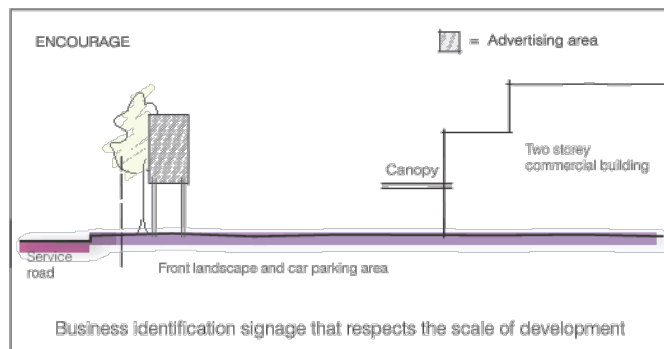
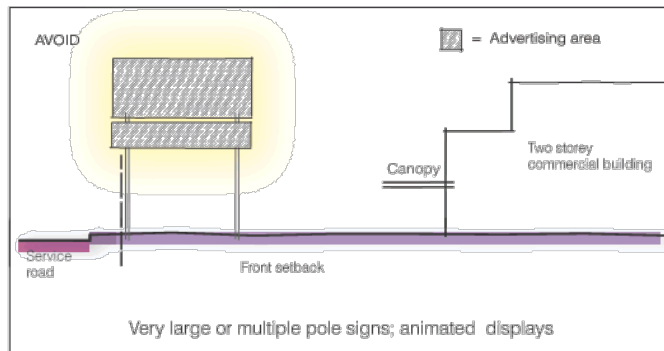
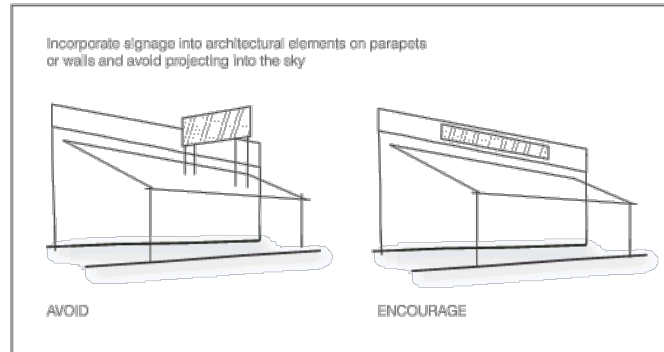
### Signage

#### Objectives

- To ensure signage respects the preferred character of the area.
- To encourage business identification signage that is coordinated and effective.
- To ensure signage does not dominate the site, building on which it is located, streetscape, surrounding landscape and other signage.
- To ensure all way-finding and directional signage is clearly visible and the safe operation of the Highway is prioritised.
- To avoid visual clutter on sites and in the public realm when viewed from the Highway.
- To minimise all promotional signage.
- To discourage animated and visually distracting signage.



**Encourage:** Signage that is an integral part of the building facade and has simple, business identification content.



## Signage (Continued)

### Design Requirements

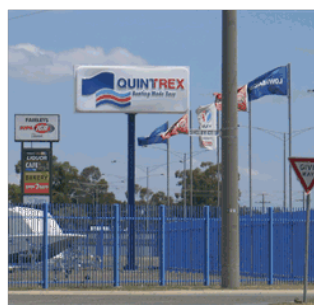
- Business identification signage should form an integral part of the building facade, appropriately proportioned to sit within the parapet or gable end, and not protrude above or beyond the building façade.
- Business identification information can be incorporated into one way-finding oriented sign at the entrance to each section of service road to reduce visual clutter.
- High wall, panel and sky signs are discouraged.
- Promotional signs that project outside the perimeter of the building, or are free-standing, are discouraged.
- Major promotion signs will only be considered acceptable on a temporary basis (e.g. a maximum of 5 years from the date of permit issue)
- Free-standing signage (e.g. blade or pole signs) must be set back a minimum distance of 1m from the front property boundary.
- Signage, including painted signs, located on a side wall should not occupy more than 50% of the area of the wall.
- Bunting, animated and reflective signs, including sandwich boards and inflatable and temporary signs, are discouraged.
- Colours, materials, animation and illumination that interfere with the safety or efficiency of traffic circulation, safety or function of the GVH as a major thoroughfare and Road Zone, Category 1 (RDZ1) must be avoided.
- Floodlit signs must ensure that the lighting is directed only onto the sign and does not cause distraction to drivers.
- The design of new buildings should take into account the likely need for signage by future occupants, and incorporate sign panels that meet these guidelines.
- Refer to Clause 52.05 of the Shepparton Planning Scheme for general requirements relating to signage.



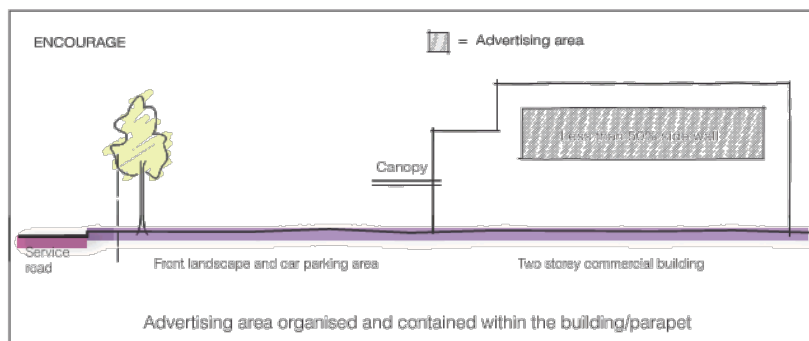
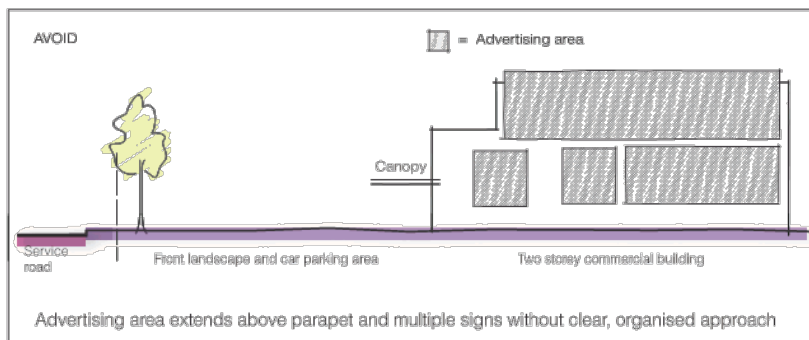
**Avoid:** Signs scattered across a site without simple messaging and presented in a discordant way.



**Avoid:** Sandwich board signs and advertising signs are discouraged as they detract from the public realm.



**Avoid:** Signs that dominate views and the skyline as the most prominent feature of development



## Facade Treatment and Architectural Features

### Objectives

- To maintain and enhance the character of this precinct as a high quality, regionally significant commercial area.
- To ensure built form is of a quality that respects the precinct as an important entrance and gateway site in the north.
- To ensure new buildings contribute to the GVH streetscape in a positive way.

### Design Requirements

- Ensure built form treatments are of a large format scale that reflects the highway corridor characteristics of this precinct.
- Provide clearly defined building entrances that are oriented towards the streetscape and have human scale elements.
- Enhance the relationship between built form and the streetscape by providing large window proportions, particularly on the front building elevation.
- Provide articulated building façades that reduce the impact of visual bulk on the streetscape.
- Avoid large, blank walls or uniform façades without articulation.
- New buildings should adopt the appearance of commercial, rather than industrial, built form.
- Buildings, works, plant and machinery should be constructed, housed and maintained in a manner that minimises visual impact.



**Avoid:** Informal storage areas that dominate the streetscape - these should be constructed, housed and maintained in a manner that minimises visual impact



**Encourage:** Front fencing to define the street edge and contribute to the streetscape character



**Encourage:** A front landscape setting to contribute to a preferred streetscape character and public realm



**Avoid:** Built form that is not articulated and presents a large, blank facade to the streetscape.

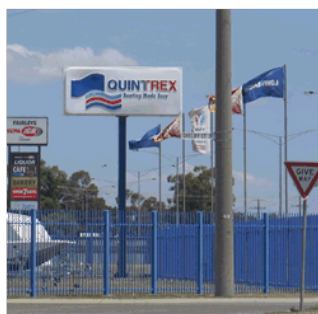
### Materials, Colours and Finishes

#### Objectives

- To ensure that a cohesive streetscape character is achieved through appropriate use of colours and materials.
- To maintain a cohesive streetscape character through use of visually non-intrusive materials, colours and finishes.

#### Design Requirements

- Materials for external surfaces of new developments should consider and complement those used in existing buildings in the area, such as brick and non-reflective, high quality cladding.
- The use of concrete wall construction (e.g. tilt panels) should be complemented by the use of contrasting claddings such as timber and metals that provide facade definition.
- Reflective glass, PVC, unrelieved painted render, highly reflective materials such as zincalume, unarticulated concrete surfaces and unarticulated cladding systems should be avoided. Bright, extravagant colours schemes should also to be avoided.
- Colour schemes of all external surfaces of new developments must complement those found in the surrounding area and should consider neutral colours.



**Avoid:** Overly bright colour schemes that do not complement the surrounding area and that specifically stand out in the context of the broader streetscape character



**Avoid:** Highly reflective colour schemes such as bright whites or zincalume-based finishes

## 2.3 Summary of Findings

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SHEPPARTON NORTH GATEWAY COMMERCIAL PRECINCT

### Shepparton North Gateway Commercial Precinct

#### Summary

The Shepparton North Gateway Commercial Precinct is an important entry point for the town. The area also plays a significant role in providing for agricultural goods that services Greater Shepparton and the wider region.

Accordingly, guidance is needed to manage visual clutter, quality of built form and car parking in the public realm, which currently detract from the area and the important urban design and functional roles it plays.

#### Recommendations

It is recommended that the Shepparton North Gateway Commercial Precinct Framework within this chapter be used to prepare a Design and Development Overlay (DDO) schedule to address future urban design and development in the area.

A draft DDO has been included in Appendix B of this document. The DDO incorporates the objectives and requirements outlined in the Framework.

#### Further Work

In addition to the recommendations above, it is suggested that Council prepare an advertising signs local policy to support this and other precincts throughout the municipality where variations to the Victoria Planning Provisions (VPP) advertising sign policy (Clause 52.06) are sought.



3.0

# Kialla Lakes Drive Addendum

*Addendum to the Kialla Park Boulevard Framework*

# 3.1 Contextual Analysis

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KIALLA LAKES DRIVE ADDENDUM

## Existing Character: Urban Form

The western portion of Kialla Lakes Drive is defined by a transition from a residential estate to industrial land (Industrial 3 Zone, IN3Z). The road reserve forms a meandering and well-landscaped pathway connecting the residential area to GVH.

The IN3Z lots are characterised by big box service businesses of bulky goods, manufacturing and retail services. Some lots within the IN3Z are vacant.

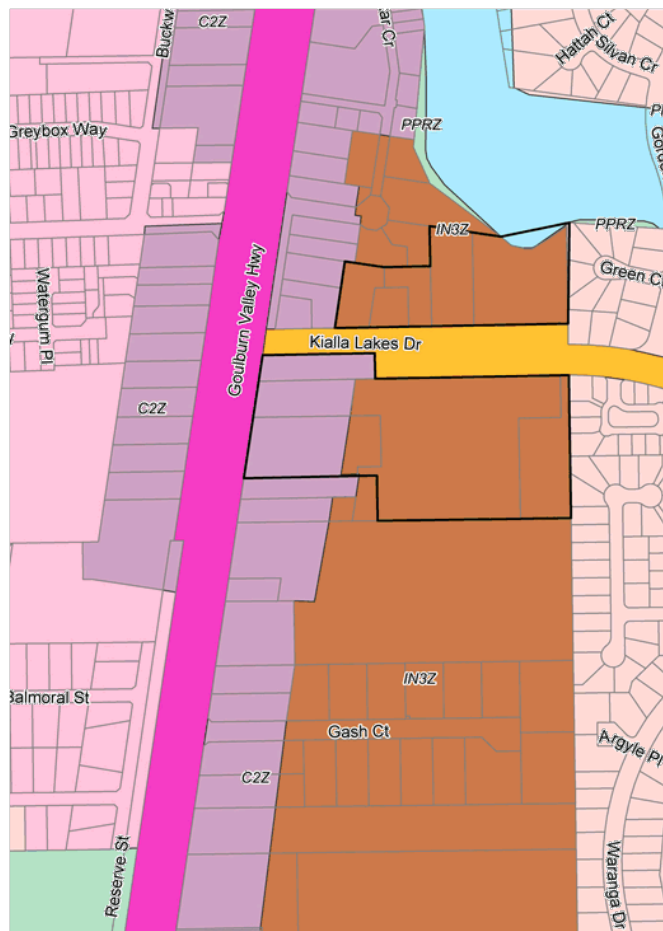
The landscaping along Kialla Lakes Drive is planted in an avenue style on either side of the road and within a wide median strip, creating a high quality public realm at the entrance to Kialla Lakes estate.



Existing Character: Planning Zones

Legend

- Commercial 2 Zone (C2Z)
- Industrial 2 Zone (IN1Z)
- Urban Floodway Zone (UFZ)
- General Residential Zone (GRZ1)
- Neighbourhood Residential Zone (NRZ1)
- Road Zone, Category 1 (RDZ1)
- Road Zone, Category 2 (RDZ2)
- Public Park and Recreation Zone (PPRZ)










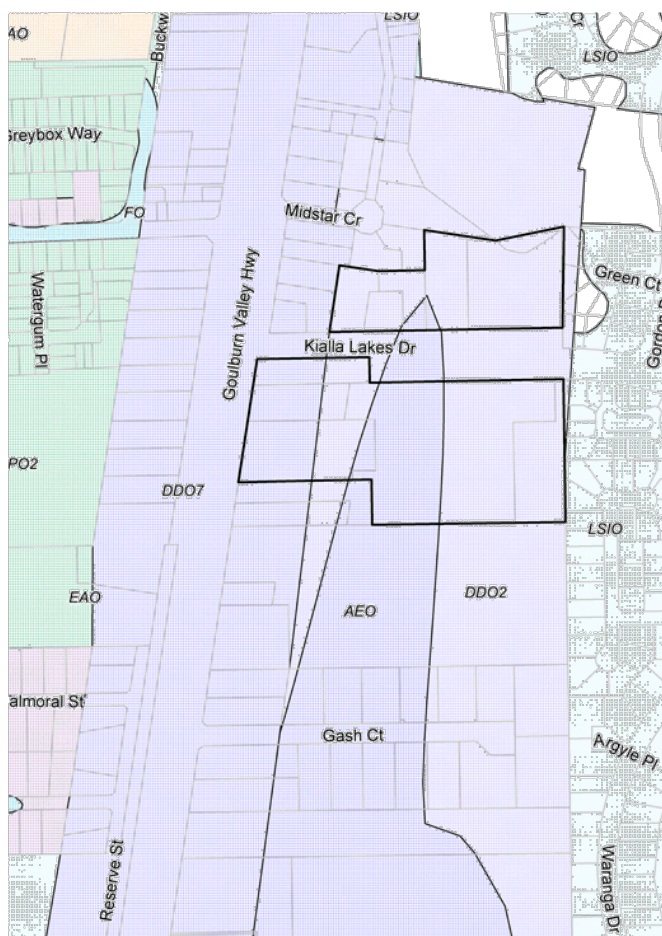
KIALLA LAKES DRIVE ADDENDUM

Existing Character: Planning Overlays

KIALLA LAKES DRIVE ADDENDUM

**Legend**

-  Development Contributions Plan Overlay (DCPO2 - South Corridor)
-  Design and Development Overlay (DDO2 - Airport Environs)
-  Design and Development Overlay (DDO7 - Kialla Park Boulevard Precinct)
-  Development Plan Overlay (DPO3)
-  Environmental Audit Overlay (EAO)
-  Floodway Overlay (FO)
-  Airport Environs Overlay (AEO)



Existing Character: Predominant Features, Values and Strengths

Wide road reserve with generous front setbacks and lots generally set back from the street, accommodating large trees planted in an avenue style. In some parts, trees planted in the front setback of private property enhance this avenue feeling.

The IN3Z appears to be in transition, with a number of vacant lots fenced with post and wire agricultural fencing. One large lot fronting Kialla Lakes Drive is fenced with shipping containers.

There are examples of some big box retailers and manufacturing/warehouse buildings with concrete tilt panel construction and flat roofs. The industrial buildings are generally located within large concrete car parking aprons typical of big box retail precincts in the wider Kialla Park Boulevard precinct.

Residential development adjoining the IN3Z area is characterised by one to two storey dwellings with hipped and tiled roofs and comparatively narrow front setbacks.





## Issues and Threats

KIALLA LAKES DRIVE ADDENDUM

Inconsistent treatment of public realm interface between residential and industrial lots.

Scale, siting and design of industrial buildings interrupts view lines and reduces visibility of gateway to residential estate.

Fencing design guidelines in the IN3Z are lacking, with examples of high fencing or shipping containers that create large areas of blank interface with the public realm.

Vacant industrial land adjacent to residential area may be developed without appropriate transition of scale, siting and building design.

Landscaping treatment along the IN3Z portion of the street is inconsistent with the remainder of the street to the residential estate.

There is no clearly defined gateway to the precinct from GVH, meaning the residential area is screened by the existing industrial area.

There is limited integration or transition between existing industrial and residential buildings.

Fence design is inconsistent and poorly maintained in some areas.

Vacant paddocks with a high prevalence of weeds are visible throughout the IN3Z area, creating an unkempt appearance.

Reflective roofing or construction materials in new buildings may have a negative impact within the Airport Environs area within this subject area.



Lack of design guidelines or high quality fencing treatments



Scale and siting of existing industrial uses adjacent to residential area creates interface issues.



Development and hard stand car parking constructed to lot boundaries without provision for landscaping



Unfinished or poorly maintained driveways with gravel spill into the public realm (inappropriate materials)



## Contextual Influences

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KIALLA LAKES DRIVE ADDENDUM

The strong characteristics and influences which define the vision and future character of the precinct are:

- New lots created through realignment of Kialla Lakes Drive provide a public realm or new development opportunity in the IN3Z.
- Future development of those two Council-owned areas adjacent to the road reserve (currently vacant lots) will impact on the streetscape and adjoining residential land.
- Emerging light industrial character with big box retail-style development similar to that lining GVH in the Kialla Park Boulevard precinct.
- Substantial new residential areas to the east of the subject area hidden by the scale of development and lack of public realm treatment along the start of Kialla Park Drive to signify an entrance to the estate (particularly from the GVH intersection).
- Curvilinear streetscape winding from IN3Z to the residential area has a partially established boulevard character.
- Kialla Lakes Drive is a key road for accessing the emerging IN3Z area as well as servicing a large area of new residential estates to the east.
- Selected materials, colours and finishes, particularly roofing materials, must be non-reflective to ensure no glare is projected within the Airport Environs area.

## Vision, Objectives and Strategies

This section contains a vision, objectives and strategies relevant to preparing a planning policy and design framework for Kialla Lakes Drive.

### Vision: Kialla Lakes Drive

Create a cohesive and inviting transition from the industrial precinct (IN3Z) on Goulburn Valley Highway and Kialla Lakes Drive to the Kialla Park residential area. Use design solutions for new industrial development and the public realm to manage this transition; including space for landscaping and high quality fences.

- Ensure the land use transition from IN3Z to residential is managed by a cohesive public realm treatment.
- Encourage new development in the IN3Z that has a sensitive interface with adjoining residential properties (where relevant).
- Provide a clearly defined, legible and attractive gateway from Goulburn Valley Highway to the precinct.
- Encourage innovative building design in industrial areas that respects the gateway nature of this precinct at the transition to the residential estate.

## 3.2 Framework

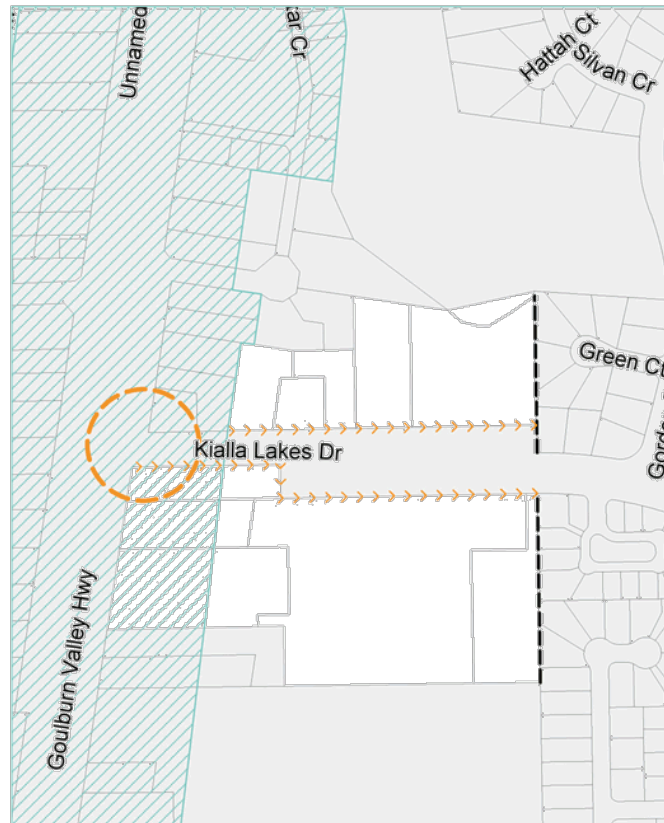
### Gateways

#### Objectives

- To encourage gateway features at the entrance to this precinct that signify the transition from IN3Z to residential area.
- To encourage significant architectural outcomes that reinforce this precinct as a transitional and gateway area.
- To provide a clearly defined, legible and attractive gateway at the intersection of GVH and Kialla Lakes Drive to signify the residential area behind the IN3Z.
- To manage new development within the IN3Z area to ensure high quality of built form and architectural innovation improves the entrance to the residential estate.

#### Design Requirements

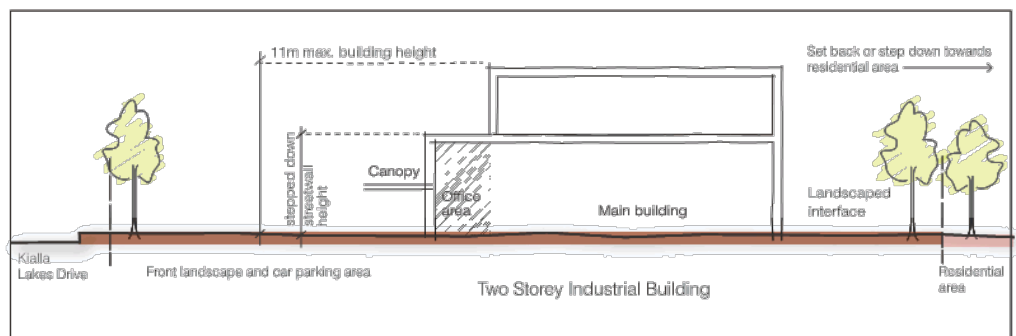
- Developments within the IN3Z should contain innovative built form and landscape treatment that is reflective of this gateway area and extends the boulevard character of Kialla Lakes Drive to better manage the IN3Z-residential interface.
- New development on the Council-owned land must create a transition in scale from the IN3Z lots behind to Kialla Lakes Drive.
- Use gateway treatments to demarcate access from the GVH through the industrial area to the residential properties.



#### Legend

- Land outside subject area
- Existing Kialla Lakes Park Precinct
- Gateway entrance area
- Property boundaries
- Interface with adjoining residential zoned land
- Interface with adjoining other zoned land

## Massing and Height



*Note: The Kialla Lakes Drive subject area lies within the floodplain of the Broken River and is covered by a Land Subject to Inundation Overlay (LSIO).*

*'Finished ground floor level' must be determined by planning provisions of the LSIO schedule, and by requirements of the catchment management authority (CMA).*

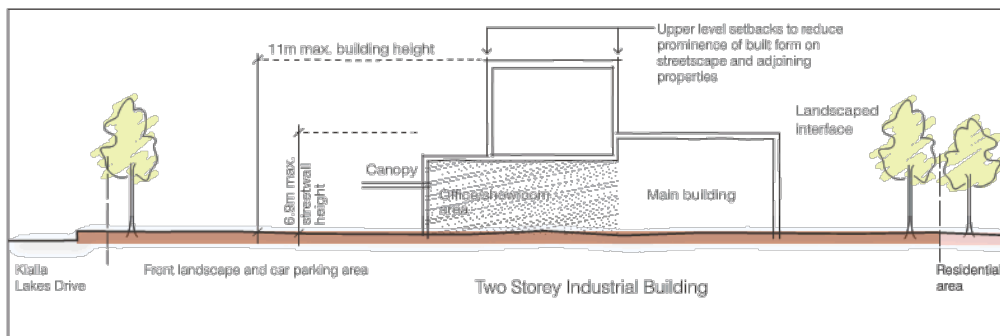
### Objectives

- To ensure that a transition in scale is avoided between the IN3Z and residential areas.
- To avoid large 'box like' industrial buildings with large, blank façades and limited articulation.
- To provide for building height in the IN3Z that does not limit appropriate industrial activities but which is sensitive to the interface with residential properties.

### Design Requirements

- The height and form of new industrial or warehouse buildings should be articulated in such a way as to mitigate the appearance of visual bulk in response to the nearby residential fabric.
- Built form articulation should be particularly responsive to streetscape interfaces and be stepped down towards residential interfaces, where those properties share a boundary.
- Building height must be no greater than two storeys within a maximum height of 11m from natural ground level.

Street Wall Height and Upper Building Setbacks



KIALLA LAKES DRIVE ADDENDUM

**Objectives**

- To ensure building mass does not adversely impact the Kialla Lakes Drive streetscape or adjoining residential properties.
- To provide a human scale element in the streetscape interface that reduces the visual impact of larger scale built form.
- To ensure a sensitive interface with the surrounding residential neighbourhood.

**Design Requirements**

- The street wall height of a building frontage must not exceed 6.9m from natural ground level.
- Where two storey built form is proposed, consider varying the upper level setbacks to provide some articulation of the building and reduce dominance of the built form on Kialla Lakes Drive or adjoining residential properties.
- New developments in the IN3Z on lots abutting the NRZ1 must consider overlooking and overshadowing pursuant to Clause 55 of the Greater Shepparton Planning Scheme.

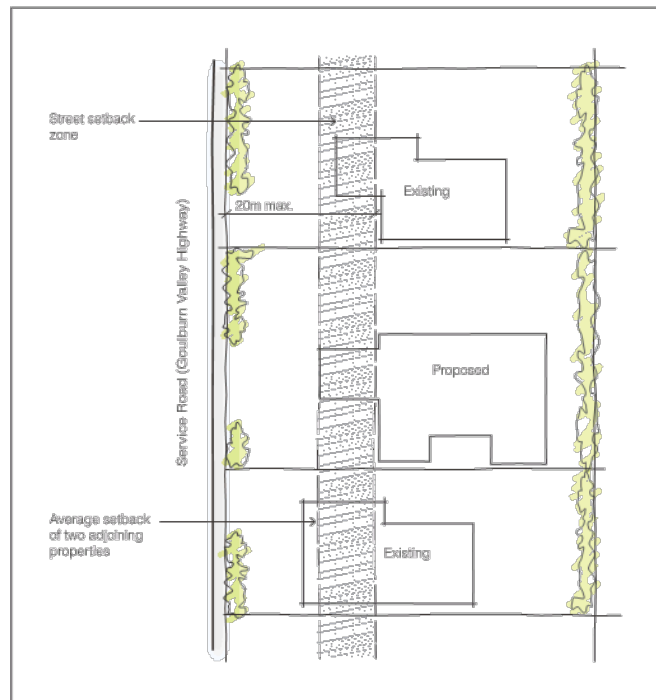
## Street Setbacks

### Objectives

- To maintain and reinforce consistency in existing street setbacks.
- To ensure street setbacks contribute to efficient use of the site.
- To ensure that street setbacks contribute to an attractive streetscape that reflects the gateway function of this area to the residential area beyond.

### Design Requirements

- The front setback of new buildings should be consistent with the setbacks of existing development in the area. The distance for new development in the IN3Z should be taken as an average of the setbacks of adjoining properties in the IN3Z or 20m, whichever is the lesser.
- Street setbacks must consider parking and landscape requirements, and can be utilised to provide short-term parking spaces within the lot frontage.





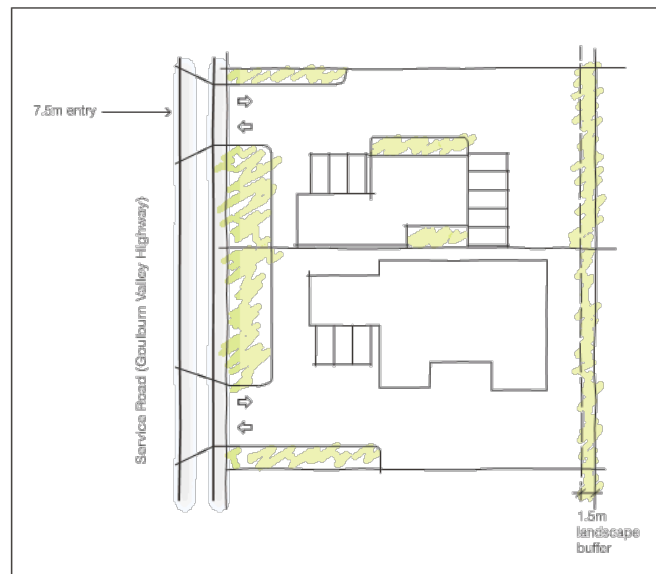
## Side and Rear Setbacks

### Objectives

- To ensure an appropriate interface is provided between new developments and residential area to the east.
- To limit the impact of new developments on the amenity of neighbouring buildings and dwellings.
- To provide opportunities for efficient solar access that will address environmentally sustainable site planning.

### Design Requirements

- A minimum 1.5m landscape buffer is to be provided along one side or rear boundaries.
- Where possible, development should be set off both side boundaries to limit opportunities for large scale, 'wall like' developments along Kialla Lakes Drive.
- Where a zero (0m) setback is sought on land adjacent to the NRZ1, the provisions of Clause 55 and/or the zone schedule must be applied to overshadowing and overlooking.
- Ensure that long, blank front façades and side façades facing street frontages are avoided and use of glazing is maximised within developments.



### Roof Form and Roofline

#### Objectives

- To ensure roof forms are an integral and considered aspect of the building design.
- To encourage building design that is climatically appropriate for the local context.

#### Design Requirements

- Building roof form and pitch (including flat roofs if relevant) should be designed to complement prevailing character. This may include using subtle design cues to reference the nearby residential area.
- Plant equipment, vents and any other mechanical equipment must be carefully designed and sited or incorporated into the roof design such that it is screened or concealed from the street, surrounding spaces and buildings.
- Where possible, ensure verandahs and canopies are incorporated into single storey built form components to enhance site amenity and provide shade for employees and visitors to the site.
- Provide sustainable water use in buildings by implementing measures to collect rain water runoff from roof areas. Ensure water storage/tanks are located away from public view, and do not impact on neighbours' visual amenity.



**Encourage:** Lower, human-scale entrances featuring articulation/projecting verandah to reduce visual bulk to the streetscape



**Avoid:** Visible plant and building services on roofs that are not screened from the public realm

## Access Points and Crossovers

### Objectives

- To ensure the entrance to Kialla Lakes Drive is neatly set out and provides for safe and orderly vehicle movement.
- To limit wide paved areas for site entry/exit that interrupt avenue planting.
- To limit opportunities for conflict between pedestrians accessing the residential area and heavy vehicles or visitors accessing the IN3Z sites.

### Design Requirements

- Where practicable, limit vehicle entry points to one crossover and avoid large areas of circular driveway aprons and impermeable surfaces.
- Group access points between properties and limit double crossover widths to large sites.
- Driveways must be designed to minimise any conflict between vehicle movements and pedestrians by maintaining sight lines through use of permeable fencing and appropriate siting of buildings.

## Parking

### Objectives

- To provide for the parking needs of building occupants and visitors without adverse impact on the streetscape.
- To avoid parking and traffic difficulties on site.
- To avoid informal parking within the public realm (e.g. on service road median strips).
- To ensure vehicle parking areas in the front setback are well designed to allow space for landscaping.

### Design Requirements

- Sufficient car parking spaces should be provided on site for occupants and visitors in accordance with Clause 52.06 of the Greater Shepparton Planning Scheme.
- For larger sites, consideration should be given to short-term parking areas located in the front setback, with longer-term parking (i.e. staff parking) located to the rear.
- Avoid large paved car parking areas that are not broken up by landscaping.
- Ensure a landscape buffer is provided between car parking areas and the front property boundary.
- Where practicable, use landscape design to provide significant canopy trees that can assist in shading car parking areas to mitigate heat impacts.

## Landscape and Front Gardens

### Objectives

- To encourage space for front landscape settings that soften the appearance of 'big box' developments, contribute to and enhance the amenity of Kialla Lakes Drive as an interface between GVH and the NRZ1 residential area to the east.
- To ensure buildings do not significantly dominate the landscape and provide vegetation that is appropriately scaled to address building heights in the IN3Z.
- To create opportunities for consistent planting and establishment of significant trees in both the public and private realm.

### Design Requirements

- In the Council-owned areas of road reserve, ensure a sufficiently wide nature strip is retained to facilitate planting of street trees when the land is redeveloped.
- A minimum of 15% of the lot frontage must be landscaped to include a variety of shrubs and at least one significant tree (mature height 10m). Plant species must be appropriate and suitable to this area, and to Council's satisfaction.
- A minimum 3m landscape buffer must be provided along rear boundaries to ensure a suitable interface with residential properties. Where a residential interface abuts a side boundary, a minimum 1.5m landscape buffer must be provided.
- Minimise areas of paving, particularly in the front setback.
- The landscape treatment should serve to soften the 'big box' nature of new development and enhance the appearance of the overall development and streetscape.
- Front fences are encouraged to contribute to a high quality public realm and should have a height no greater than 1.2m and a minimum 50% visual permeability.
- Fencing should be constructed from materials that complement the building and surrounding area and should be painted in muted colours/tonings, avoiding galvanised steel mesh and 'Colorbond' style fencing.
- Wherever possible, fencing should be softened and screened by vegetation.
- Sustainable water use should be achieved using water sensitive urban design (WSUD) principles and low water use plant materials.



**Encourage:** Front landscape treatments that respond to and incorporate new industrial developments into the boulevard character of Kialla Lakes Drive and the immediately adjoining residential area beyond



**Avoid:** High front fencing that is visually impermeable, or is constructed from materials that visually detract from the surrounding area

### Signage

#### Objectives

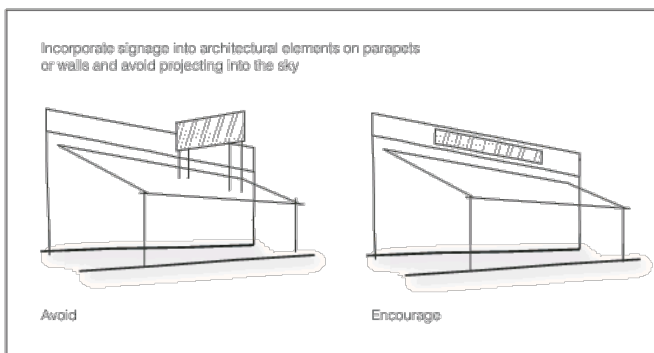
- To provide for business identification signage.
- To provide well designed and integrated signage that contributes to the commercial or semi-industrial activities of the precinct.
- To avoid uncoordinated signage and visual clutter in the public realm.

#### Design Requirements

- One business identification sign is permitted per development.
- Multiple business occupancies are to share space on the sign.
- Freestanding business identification signs are to fit in an envelope that is a maximum height of 2 metres, and a maximum width of 1.5 metres. This envelope includes the height of any supporting structure.
- Signs attached to a building are encouraged and should be a maximum height of 1.0 metre, and a maximum width of 3.0 metres. Exemptions may be made for signs composed of individual letters that form an integral part of the building façade.
- Promotional signs should be avoided.
- Above verandah signs including V-boards signs and advertising elements such as banners, flags and inflatable should be avoided.
- Colours and materials that interfere with the safety or efficiency of traffic circulation should be avoided



**Avoid:** Bright, reflective colours and multiple signage across a building façade.



## Facade Treatment and Architectural Features

### Objectives

- To ensure building façades are of a simple, modern architectural style and reflect bulky goods retailing, light industrial or commercial character, while taking into account the need to transition in scale and respond to the neighbouring residential area.
- To maintain and enhance the character of this precinct as a high quality, semi-industrial area.
- To ensure built form is of a quality that reflects the role precinct as an important entrance and gateway site in the north.
- To ensure new buildings positively contribute to the Kialla Lakes Drive streetscape.

### Design Requirements

- Facade treatments should incorporate architectural features to the building frontage that address the street, provide legibility for customers, and reduce the visual impact of the large building mass.
- Provide clearly defined building entrances that are oriented towards the streetscape and have human scale elements.
- Enhance the relationship between built form and the streetscape by providing large window proportions, particularly on the front building elevation.
- Provide articulated building frontages that reduce the impact of visual bulk on the streetscape.
- Avoid large, blank walls or uniform front façades that do not provide for interaction with the streetscape and human scale.
- Buildings, works, plant and machinery should be constructed, housed and maintained in a manner that minimises visual impact.



**Encourage:** Muted colours and tonings, large window proportions oriented towards the streetscape and use of verandahs to minimise visual bulk



Materials, Colours and Finishes

**Objectives**

- To reflect the vision for Kialla Lakes Drive.
- To complement the colours and tones found in the nearby residential area.

**Design Requirements**

- New buildings should incorporate a material and colours palette reflective of the neighbouring residential area in muted/ natural colours and tonings such as the browns of brick and timber, natural creams and non-reflective finishes.
- Exterior walls should be of brick, concrete, steel or glass.
- Concrete tilt panel buildings should display a trowel or textured render finish in non-reflective, earthy tones to avoid large bland areas.
- Reflective glass, PVC, unrelieved painted render, highly reflective materials such as zincalume, unarticulated concrete surfaces and unarticulated cladding systems should be avoided. Bright, extravagant colours schemes should also to be avoided.
- Colour schemes of all external surfaces of new developments should consider neutral colours.
- Roof materials must be non-reflective to ensure no glare is projected within the Airport Environs area.

KIALLA LAKES DRIVE ADDENDUM



**Avoid:** Large, blank façades and use of bright, eye catching colours that are not sensitive to the residential area nearby



**Encourage:** Use of muted colours and tonings that draw on the agricultural and landscape settings that surround Shepparton

## 3.3 Summary of Findings

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KIALLA LAKES DRIVE ADDENDUM

### Kialla Lakes Drive

#### Summary

The Kialla Lakes Drive subject area contains a transition in land uses from light industrial and commercial (IN3Z) in the west to residential (NRZ1) in the east. The stretch of Kialla Lakes Drive between GVH and the NRZ is highlighted as a gateway site where the sensitive interface requires improved management.

Further, most parcels within this subject area are currently vacant, and two areas of surplus land in the road reserve will soon be made available for development.

#### Recommendations

It is recommended that the Framework addendum contained within this chapter be used to support an expansion of the DDO7 to also apply to the subject area.

Where additions have been made to the objectives and recommendations unique to this new section of Kialla Lakes Drive, it is recommended that the DDO7 be amended to reflect those changes.

A

# Appendix

Planning Practice Note 17: Urban Design Frameworks

July 2015



APPENDICES

# Planning Practice Note 17: Urban Design Frameworks

## Overview

According to *Planning Practice Note 17 (PPN17): Urban Design Frameworks* (July 2015), an Urban Design Framework (UDF) should:

- include a comprehensive analysis of context
- look beyond the individual project and seek to coordinate across projects and opportunities, setting a project in its broader context
- incorporate and respond to information from existing strategies and studies, such as transport, heritage and neighbourhood character studies
- respond to all major stakeholders by integrating their interests and concerns
- incorporate major infrastructure issues and provide design direction for the details within infrastructure construction projects
- set out an implementation strategy that looks at a range of time scales and generally includes:
  - long-term strategies and options (say, 10 to 15 years and beyond)
  - intermediate-term strategies and options (say 3 to 5 years)
  - short-term actions that can be immediately

implemented without compromising long-term objectives

- present analysis, principles and options for implementation in graphical and written format to a standard suitable for public consultation
- illustrate existing constraints and available opportunities, identify different options, and provide a record of why particular options are selected referring to key policy objectives, urban design principles, etc.
- provide a 'layered' response to issues at hand, beginning with the broad contextual issues and principles, and working down to detailed design studies and guidelines for critical locations.

## Urban Design Framework Process

The following steps should be undertaken when preparing a UDF (*PPN17*, 2015):

1. Preliminary actions (project objectives, scope, boundaries and significant influences in the region, including population projections)
2. Analysis and objectives (review existing plans, policies, infrastructure programs, built form

physical characteristics, land use and movement patterns, local strengths and weaknesses culminating in key issues and opportunities)

3. Synthesis and strategic framework (broad design objectives and strategic action areas, test options with stakeholders)
4. Final reporting, including an implementation strategy and coordinating framework plan.

The existing *Shepparton North & South Business Areas UDF* identifies and addresses five precincts in the Shepparton business areas, and sets out frameworks to address any threats and opportunities identified in the contextual analysis section of the report.

The framework sections of the UDF are focussed on structure, form and character of the identified precincts, and set out a number of strategies that can be used to achieve preferred character in new developments.

The following sections examine the report with respect to the two subject areas currently being examined as part of this project.





B

# Appendix

Draft Design and Development Overlay

Shepparton North Gateway Commercial Precinct



APPENDICES

# Draft Design and Development Overlay - Shepparton North C2Z

## SCHEDULE [...] TO THE DESIGN AND DEVELOPMENT OVERLAY

Shown on the planning scheme map as **DDO[...]**.

### Shepparton North Gateway Commercial Precinct

#### 1.0 Design objectives

To implement the design and development objectives for the Shepparton North Gateway Commercial Precinct along the Goulburn Valley Highway in accordance with the *Addendum to the Urban Design Framework - Shepparton North & South Business Areas* (Planisphere, March 2017).

To encourage a vibrant commercial area supporting large scale, regionally significant service and retail activities, within a high quality public realm that reflects the strategic importance of the area as a gateway location.

To ensure the design, quality and siting of buildings reflects the gateway role of the area.

To ensure signage is appropriately designed, sited and scaled for the highway corridor context and minimises visual clutter.

To maintain a sense of openness and views to the surrounding landscape corridor from the Goulburn Valley Highway.

To integrate public realm planting and building design with the surrounding landscape.

#### 2.0 Buildings and works

##### Permit Requirement

A permit is required to construct a fence that exceeds than 1.2m in height above natural ground level where the fence is located along a boundary that has a street frontage and is:

- Visually impermeable; or
- Constructed of unpainted or galvanised steel or uncoated wire.

A permit is required to construct or display the following signs:

- Animated, internally illuminated or electronic sign
- High-wall sign or sky sign
- Major promotion and promotion sign
- Panel sign, if the advertising area exceeds 20sqm
- Pole sign.

### Advertising Signage

- Major promotion signs will only be considered acceptable on a temporary basis (e.g. a maximum of 15 years from the date of permit issue).
- Free-standing signage (e.g. pole signs) must be set back a minimum distance of 1m from the front property boundary.
- Signage, including painted signs, located on a side wall should not occupy more than 50% of the area of the wall.
- Freestanding business identification signs are to fit in an envelope that is a maximum height of 2m and maximum width of 1.5m. This envelope includes the height of any supporting structure. See Diagram 1.
- Signs attached to a building are encouraged and should be a maximum height of 1m and a maximum width of 3m. Exemptions may be made for signs composed of individual letters that form an integral part of the building facade. See Diagram 2.

### Building height

- Buildings should be a maximum height of 9m above natural ground level, plus any applicable flood level determined by a relevant referral authority pursuant to this scheme. A building may exceed the maximum height by up to 1 metre if the slope of the natural ground level, measured at any cross section of the site of the building wider than 8 metres, is greater than 2.5 degrees. In that case, the building height should be 10 metres plus any applicable flood level determined by a relevant referral authority pursuant to this scheme. See Diagram 3.
- The street wall height of a building frontage should not exceed two storeys (or 6.9m) above natural ground level. See Diagram 3.

### Site layout and design

- Building setback should be a minimum of 9m and maximum of 20m from the front lot boundary, to the satisfaction of the responsible authority. See Diagram 4.
- Loading and unloading areas should be set back a minimum distance of 20m from the front lot boundary.
- Where a zero (0m) setback is sought on land adjacent to the GRZ1, the provisions of Clause 55 must be considered with regard to overshadowing and overlooking.
- Where possible, development should be set back from at least one side boundary by a minimum of 1m to enable views from the Goulburn Valley Highway between buildings to the surrounding area.

### Fences

- Fencing should be constructed of materials other than unpainted or galvanised steel and wire.
- Fencing should be constructed of materials that complement the building and surrounding area and should be painted a muted colour.
- Where possible, fencing should be softened and screened by vegetation planting.

### Landscaping

- A minimum 1.5m landscape buffer must be established along rear boundaries to ensure suitable interface with adjoining residential lots in the GRZ1. **See Diagram 5.**
- A minimum 1.5m landscape buffer should be established to ensure suitable interface with all other adjoining zones.
- Ensure that long, blank walls are avoided and opportunities for glazing are maximised within developments.

### 3.0 Design requirements

- The size of new commercial or semi-industrial buildings should be in keeping with the large format scale of surrounding development.
- Built form should be articulated to avoid blank and dominant façades and create an appropriate transition between pedestrian entries, offices and warehouse areas.
- Offices or building areas open to the public should be located at the front of the building massing.
- Upper level setbacks should be used to reduce building bulk and add visual interest.
- Street setbacks must incorporate significant landscaping and sealed car parking, and be utilised to provide clear sightlines and legibility to the street.
- Building roof form should be designed to complement the prevailing character.
- Plant equipment, vents and any other mechanical equipment must be carefully designed and sited or incorporated into the roof design, to ensure it is screened or concealed from the street, surrounding public spaces and buildings.
- Where possible, ensure verandahs and canopies are incorporated into single storey built form components to enhance site amenity and provide shade for employees and visitors to the site.
- Sustainable water use in buildings should be provided by implementing measures to collect rain water runoff from roof areas, and ensure water storage/tanks are located away from public view, and do not impact on neighbours' visual amenity.
- Materials for external surfaces of new developments should consider and complement those used in existing buildings in the area, such as brick and non-reflective, high quality cladding.
- The use of concrete wall construction (e.g. tilt panels) should be complemented by the use of contrasting claddings such as timber and metals that provide facade definition.
- Reflective glass, PVC, unrelieved painted render, highly reflective materials such as zincalume, unarticulated concrete surfaces and unarticulated cladding systems should be avoided. Bright, extravagant colours schemes should also to be avoided.
- Colour schemes of all external surfaces of new developments must complement those found in the surrounding area and should consider neutral colours.

#### 4.0 Parking and access requirements

- Sufficient car parking spaces should be provided on site for occupants and visitors in accordance with Clause 52.06 of the Greater Shepparton Planning Scheme.
- For larger sites, consideration should be given to short-term parking areas located in the front setback, with longer-term parking (i.e. staff parking) located to the rear.
- Avoid large paved car parking areas that are not broken up by landscaping.
- Ensure a landscape buffer is provided between car parking areas and the front property boundary.
- Where practicable, use landscape design to provide significant canopy trees that can assist in shading car parking areas to mitigate heat impacts.
- Where practicable, limit vehicle entry points to one crossover and avoid large areas of circular driveway aprons and impermeable surfaces.
- Group access and limit to double crossover widths to large sites to limit opportunities for vehicle conflict between the service road and GVH.
- For corner sites, encourage vehicle access to a side road rather than the GVH service road.
- For the purpose of providing an active street frontage, not more than 7.5m should be occupied for vehicular access purposes. See Diagram 6.

#### 5.0 Landscaping requirements

- A minimum of 15% of the lot frontage must be landscaped to include a variety of shrubs and at least one significant tree (mature height 10m). Plant species must be appropriate and suitable to this area, and to Council's satisfaction.
- Provide large canopy trees and understorey planting to minimise loss of views from the GVH corridor to the surrounding landscape.
- Minimise areas of paving, particularly in the front setback.
- Front fences should have a minimum 50% visual permeability.
- Fencing should be constructed from materials that complement the building and surrounding area and should be painted in muted colours/tonings, avoiding galvanised steel mesh and 'Colorbond' style fencing.
- Wherever possible, fencing should be softened and screened by vegetation.
- Sustainable water use should be achieved using water sensitive urban design (WSUD) principles and low water use plant materials.
- Ensure proposed landscaping and plant selection complies with Council's Landscape Plan Guide (Spiire, 2017) and any relevant planting schedule.



## 6.0 Advertising sign requirements

- Advertising signage must be designed taking into consideration the requirements of Clause 52.05 of the Greater Shepparton Planning Scheme.
- Business identification signage should form an integral part of the building facade, appropriately proportioned to sit within the parapet or gable end, and not protrude above or beyond the building façade.
- Business identification information can be incorporated into one way-finding oriented sign at the entrance to each section of service road to reduce visual clutter.
- High wall, panel and sky signs are discouraged.
- Promotional signs that project outside the perimeter of the building, or are free-standing, are discouraged.
- Bunting, animated and reflective signs, including sandwich boards and inflatable and temporary signs, are discouraged.
- Colours, materials, animation and illumination that interfere with the safety or efficiency of traffic circulation, safety or function of the GVH as a major thoroughfare and Road Zone, Category 1 (RDZ1) must be avoided.
- Floodlit signs must ensure that the lighting is directed only onto the sign and does not cause distraction to drivers.
- The design of new buildings should take into account the likely need for signage by future occupants, and incorporate sign panels that meet these guidelines.

## 7.0 Application requirements

- An application for buildings and works must be accompanied by a written response to the DDO[...] detailing how the proposal appropriately responds to the relevant provisions of the Clause, to the satisfaction of the responsible authority.
- An application for buildings and works must be accompanied by a detailed landscape plan together with proposed irrigation systems, to the satisfaction of the responsible authority.
- The landscape plan and irrigation system should implement water wise, water sensitive urban design and low water use plan materials, to the satisfaction of the responsible authority.

## 8.0 Decision guidelines

Before deciding on an application the responsible authority must consider:

- *The Addendum to the Urban Design Framework - Shepparton North & South Business Areas* (Planisphere, March 2017).

### *Building Design and Siting*

- Whether the height of a proposed building accords with the scale of the local environment and type of surrounding buildings.
- The design and siting of existing development in the area.
- The interface with development on adjoining zones outside the C2Z.
- Whether the proposed development appropriately responds to and enhances the character of the Shepparton North Gateway Commercial Precinct and its gateways.
- Whether the proposed front setbacks enable efficient use of the site.

- Whether opportunities for views between buildings to the surrounding area are available.
- Whether there is any potential for land use conflicts with adjoining zones as a result of the proposed building siting.
- Whether the development has been designed in a manner that is climatically appropriate for the local context.
- The potential for the proposed building to impact visual amenity of surrounding lots.
- Whether the proposed building incorporates active and attractive elements that interact with the streetscape.

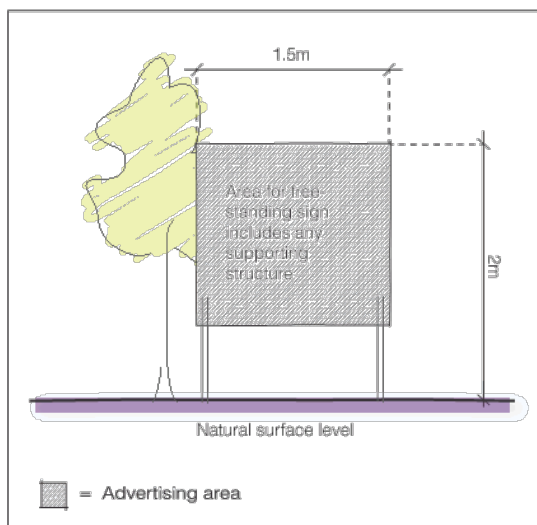
#### *Landscaping*

- Whether space has been provided for landscaping within the front setback.
- Whether plant choice is sustainable and suitable within the local environment.
- Where front fencing is proposed, whether the proposed fence enhances the street appearance and maintains view to, between, and around sites.

#### *Advertising Signage*

- Whether the proposal is appropriately designed, sited and scaled for the Goulburn Valley Highway corridor without detracting from the public realm or competing with way-finding and road signage.
- Whether colours and materials proposed might interfere with the safety or efficiency of the Goulburn Valley Highway as a Road Zone, Category 1 (RDZ1).

Diagram 1: Freestanding Business Identification Sign Envelope



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Diagram 2: Signs Attached to Buildings

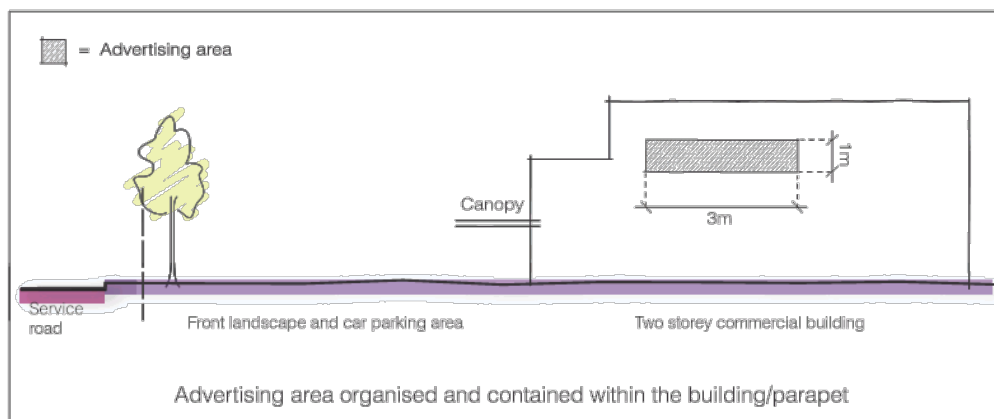
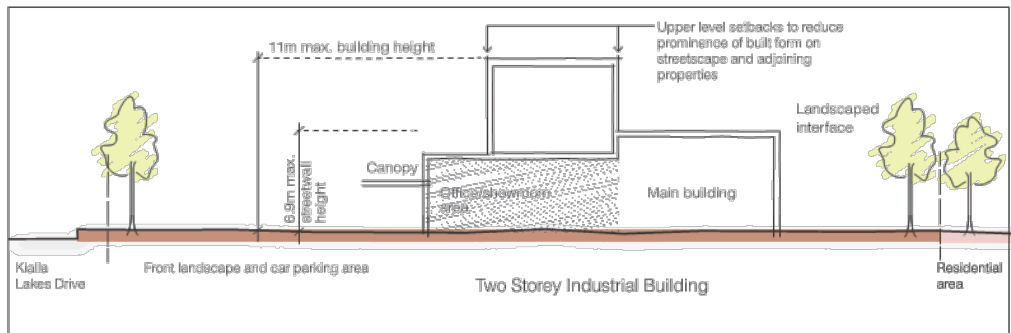


Diagram 3: Building Heights and Setbacks



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Diagram 4: Site Layout and Design

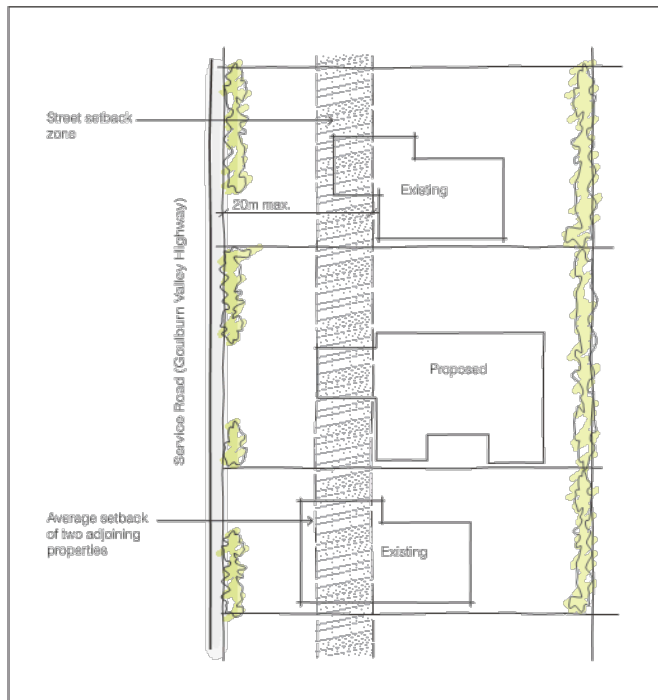
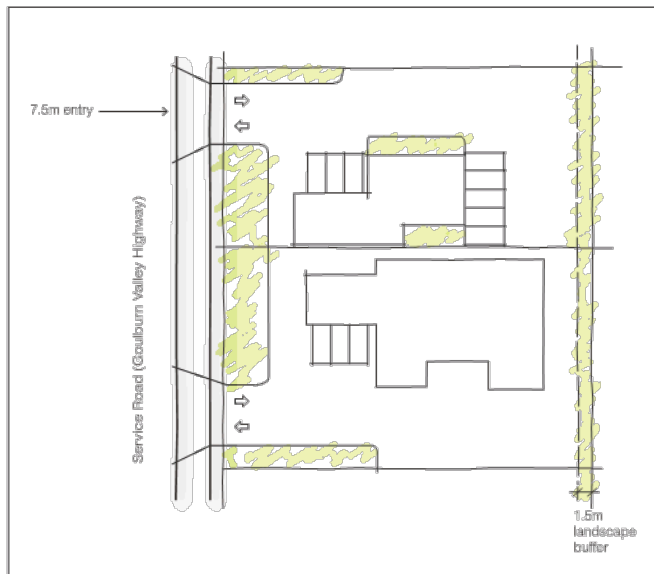


Diagram 5: Landscape Buffers



APPENDICES





C

# Appendix

Draft Design and Development Overlay 7

Kialla Park Boulevard Precinct



APPENDICES

# Proposed Amendments to DDO7 (Kialla Park Boulevard Precinct)

The proposed amendments to the existing Design and Development Overlay that applies to the Kialla Park Boulevard Precinct (DDO7) are included as tracked changes over the following pages.

The amendment includes extending the current area of DDO7 to include the Kialla Lakes Drive subject area investigated as part of the current study.



APPENDICES

GREATER SHEPPARTON PLANNING SCHEME

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Proposed  
C196

SCHEDULE 7 TO THE DESIGN AND DEVELOPMENT OVERLAY

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Shown on the planning scheme map as DDO7.

Kialla Park Boulevard Precinct

23/05/2008  
Proposed  
C196

1.0 Design objectives

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- To implement the design and development guidelines for the Kialla Park Boulevard along [Kialla Lakes Drive](#) and the Goulburn Valley Highway in accordance with the *Urban Design Framework – Shepparton North & South Business Areas*.
- To create a vibrant and active principal commercial and business precinct based around large buildings for bulky goods retailing, manufacturing and associated business services within a well landscaped boulevard setting.
- To ensure that the Neighbourhood Centre functions as a key component of the precinct.
- To encourage proposal for a Neighbourhood Centre at the former Drive-in site that cater the needs of the neighbouring businesses and residential areas.
- To accept and promote the existing built form character of large 'big box' commercial activities with display setbacks. And to ensure new developments maintain and reinforce the inherent 'big box' character of large regular buildings with consistent front setbacks for display of goods.
- Encourage landscape treatment to complement the Goulburn Valley Highway landscape gateway.
- To ensure developments provide front landscapes that complements the existing [Kialla Lakes Drive and Goulburn Valley Highway landscapes](#), and reinforces the landscaped street edges.
- To provide robust, suitably scaled landscape treatments to integrate the built form, provide an appropriate scale, reduce its visual impact and provide a suitable interface between the commercial and the residential areas.
- To ensure developments provide landscape treatment that would visually integrate the commercial areas and contribute to a pleasing streetscape and help in partially screening the buildings when viewed from the [road](#).
- To ensure a landscaped rear setback is provided to reduce the visual impact of large buildings on the adjoining residential neighbourhoods.
- To provide clearly defined, legible and attractive gateways to the residential areas behind the commercial activity areas.
- To ensure access from the Goulburn Valley Highway to the new residential areas clearly defined by appropriate gateway treatments.
- To encourage a significant Neighbourhood Centre providing specialty services to surrounding residential and business areas.
- To ensure safe and efficient parking and vehicular/pedestrian access are provided on the site.
- To ensure appropriate interfaces between the commercial, [industrial](#) and residential areas are provided.

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GREATER SHEPPARTON PLANNING SCHEME

- To encourage environmentally sustainable designs that incorporate solar orientation, natural ventilation, efficient use of energy and water.

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**Buildings and works**

**Permit Requirements**

A permit is required to construct or display the following signs:

- Animated, internally illuminated or electronic sign
- High-wall sign or sky sign
- Major promotion and promotion sign
- Panel sign, if the advertising area exceeds 20sqm
- Pole sign.

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**Height**

- Buildings should be a maximum height above natural ground level as specified in the table below.
- The street wall height of a building frontage should not exceed the height above natural ground level specified in the table below.

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Precinct (shown on Map 1)	Building height	Street wall height
Goulburn Valley Highway Precinct	14.5m maximum	8m or three storeys
Kialla Lakes Drive Precinct	11m maximum*	6.9m or two storeys*

\*See Diagrams 1 and 2

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**Setbacks**

- Building setback should be 20 metres from the front boundary.
- A lesser setback (not less than 9 metres) may be considered by the responsible authority for the properties listed below for a single dwelling in a General Residential Zone, Neighbourhood Residential Zone or a Residential Growth Zone.
- No. 2 Reserve Street Kialla (Lot No. 1 PS327036F Parish of Kialla)
  - No. 4 Reserve Street Kialla (Lot No. 2 PS327036F Parish of Kialla)
  - Nos 1/6 and 2/6 Reserve Street Kialla (Lot No. 3 LP63440 Parish of Kialla)
  - No. 10 Reserve Street Kialla (Lot Nos. 4 and 5 LP63440 Parish of Kialla)
  - No. 12 Reserve Street Kialla (Lot No. 6 LP63440 Parish of Kialla)
  - No. 14 Reserve Street Kialla (Lot No. 7 LP63440 Parish of Kialla)
  - No. 16 Reserve Street Kialla (Lot No. 8 LP63440 Parish of Kialla).

GREATER SHEPPARTON PLANNING SCHEME

A lesser setback (not less than 9 metres) may be considered by the responsible authority for the properties listed below for buildings and works in a Commercial Zone or Industrial Zone.

- Lot 1 and Lot 2 PS433159.
- Lot 1, Lot 2 and Lot 3 PS439192.
- Lot 2 PS426100.
- Lot 1 and Lot 2 LP121036.

**Fences**

- Front fences should have a maximum pier / post height of 1.2 metres, and have a transparency ratio of at least 50%, including piers, columns and bases.

**Landscaping**

- A minimum 3 metre landscape buffer must be provided along rear boundaries to ensure suitable interface to residential properties. Where a residential zone abuts a side boundary, a minimum 1.5m landscape buffer must be provided.
- A minimum of 15% of the area to the lot frontage must be landscaped to include a variety of shrubs and at least one significant tree with a mature height of 10 metres (except where the land is also affected by DDO2, when the maximum height should not exceed 7.5metres, except with a Permit issued pursuant to that Schedule). All plant species must be suitable to this area and to the Council's satisfaction.

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C173

**Design requirements**

- Developments at gateway sites should contain innovative landmark built form and landscape treatment or urban art that signify entrances to the residential areas.
- Encourage a lower administration/reception/sales area or a veranda to the street frontage with the larger storage or manufacturing building to the rear of the site.
- Building facades should incorporate architectural features to the building frontage to address the street, provide legibility for customers, and reduce the visual impact of the large building mass. Extensive blank facades should be avoided.
- Roof design should be consistent with building design and bulky roof forms should be avoided.
- Provide sustainable water use in buildings by implementing measures to collect rain water runoff from roof areas. Water storage tanks must be located away from public view, and do not impact on neighbours visual amenity.
- Encourage exterior walls to be of brick, concrete, steel or glass.
- Encourage all external surfaces to be painted or finished with a quality textured coating.
- Ensure tilt slab buildings display a trowel finish or render in non-reflective earthy tones with a texture to avoid large bland areas.
- Discourage bright, extravagant colour schemes that are reflective of franchise industries and create visual chaos.
- Encourage neutral colours, with greater attention to signage, as a more effective display of the advertiser's message.



## GREATER SHEPPARTON PLANNING SCHEME

- Encourage black metal picket fences.
- The landscape treatment should serve to soften and partially screen 'big box' retail and manufacturing buildings. Landscaping should be designed to enhance the appearance of the overall development and the streetscape.
- Encourage paving materials that provide texture, patterns, subtle colour and permeability to the lot frontage.
- Discourage large expanses of harsh grey cement or asphalt.
- Plant equipment, vents and any other mechanical equipment must be carefully designed or incorporated into the roof design so as to avoid visibility from the street, surrounding spaces and buildings.
- Development on land adjacent to a residential zone must comply with the overshadowing and overlooking provisions of Clause 54 or Clause 55, as appropriate.

**4.0**23/05/2008  
C79**Parking and access requirements**

- Encourage vehicular access points and driveways to be designed to allow convenient, safe and efficient vehicle movements and connections within the development and to the street network. All vehicles including those delivering to or servicing the site should be able to enter and exit the site in a forward direction.
- A vehicular access point across lot frontage is to be no more than 6.4 metres wide
- Driveways should be designed to minimise any conflict of vehicle movements with pedestrians including consideration of side fences and / or buildings that will impact on sight lines between pedestrians and vehicular traffic.
- Adequate on site parking in accordance with the Greater Shepparton Planning Scheme should be provided in a form and manner that will not reduce the amenity of the area.
- Encourage developers to consider planting trees throughout car parking areas.

**5.0**29/05/2008  
C79**Landscaping requirements**

- Plant species should be suitable to this area and environmental weeds and invasive tree species should be avoided to the satisfaction of the responsible authority.
- The front building setback should be landscaped to include a variety of shrubs and ground covers. Plant species should be suitable to this area and to satisfaction of the responsible authority.
- Paving materials that provide texture, patterns, subtle colour and permeability to the lot frontage should be used. Large expanses of harsh grey cement or asphalt should be avoided.
- Where space permits, small to medium sized trees should be planted to provide scale, aesthetic relief and shade to front entrances.

**6.0**29/05/2008  
C79**Advertising sign requirements**

- One business identification sign is permitted per development.
- Multiple business occupancies are to share space on the sign.
- Freestanding business identification signs are to fit in an envelope that is a maximum height of 2 metres, and a maximum width of 1.5 metres. This envelope includes the height of any supporting structure. See Diagram 3.

- Promotional signs should be avoided.
- Above verandah signs including V-boards signs and advertising elements such as banners, flags and inflatable should be avoided.
- Colours and materials that interfere with the safety or efficiency of traffic circulation should be avoided.

#### Application requirements

Appropriate a landscaping plan together with proposed irrigation system should be submitted applications for buildings and works to the satisfaction of the responsible authority.

Landscaping plan and irrigation system should implement water wise, water sensitive urban design and water use plant materials to the satisfaction of the responsible authority.

#### Decision guidelines

Before deciding on an application, the responsible authority must consider, as appropriate:

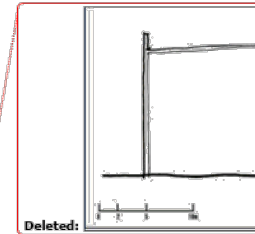
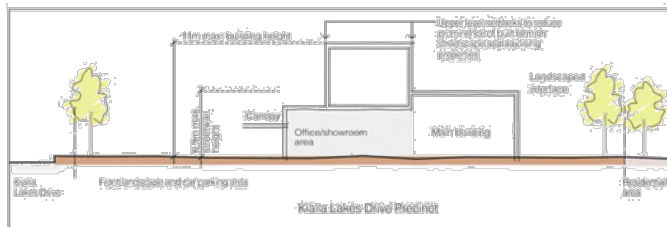
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- Whether the height of a proposed building accords with the scale of the local environment and the type of surrounding buildings.
- The effect of the development of proposed buildings on the amenity of abutting buildings.
- Whether the proposed landscape treatment contributes to the character of [Kialla Lakes Drive](#) or the Goulburn Valley Highway landscape gateways.
- Whether the design, siting and appearance of buildings improves visual presentation of the frontages at the town entrance.
- The architectural quality and innovative response of the building design.
- Whether building setbacks provided along [Kialla Lakes Drive](#) or Goulburn Valley Highway demonstrate appropriate consideration of the streetscape and the residential interface.
- Whether the layout allows for safe access and egress from the site.
- The location of any proposed car parking.
- The inclusion of design elements which protect the amenity of abutting residents.
- [Whether the proposed development on land abutting a residential zone complies with the overlooking and overshadowing provisions set out at Clause 54 or Clause 55, as appropriate.](#)
- Whether the design considered energy and resource efficient and sustainable design principles.
- Whether the proposal is in accordance with the *Urban Design Framework - Shepparton North & South Business Areas*, July 2006 [and the addendum to the Urban Design Framework \(Planisphere, 2017\)](#).
- Whether the proposal complies with the provisions of DDO2 of this planning scheme to the satisfaction of the Responsible Authority.

GREATER SHEPPARTON PLANNING SCHEME

Diagram 1: Building Height and Setback in Kialla Lakes Drive Precinct

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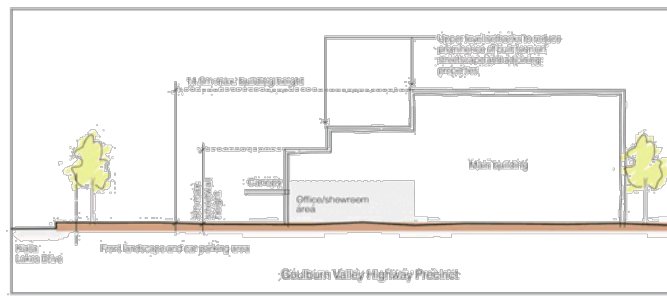
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APPENDICES

Diagram 2: Building Height and Setback in Goulburn Valley Highway Precinct

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Diagram 3: Freestanding Business Identification Sign Envelope

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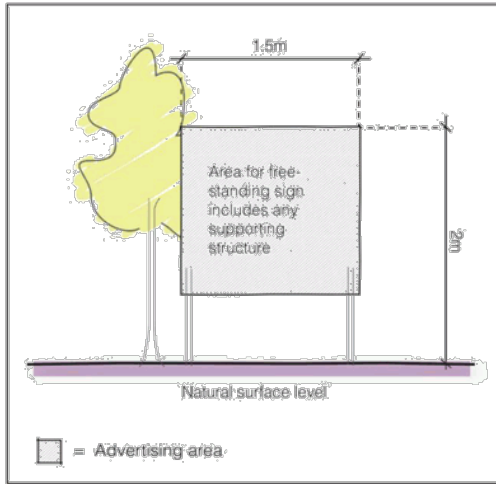
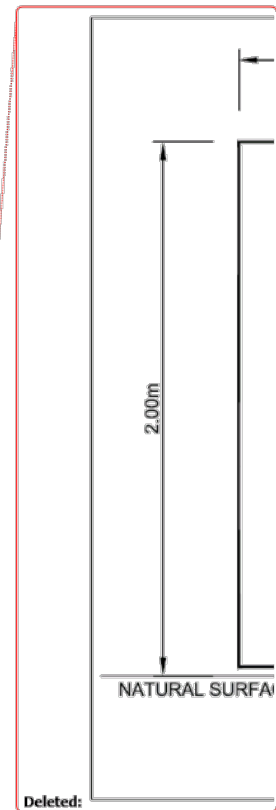
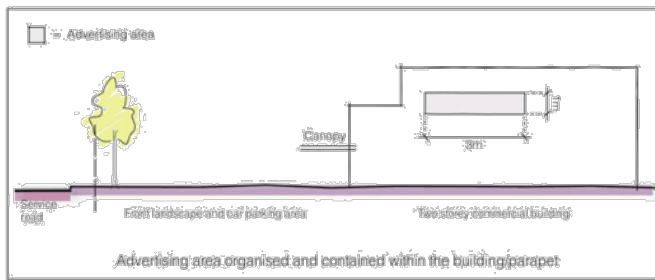
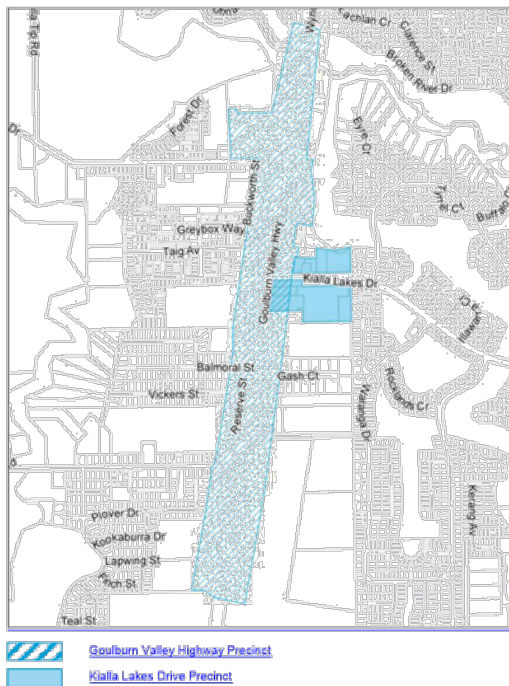


Diagram 4: Signs Attached to Buildings



GREATER SHEPPARTON PLANNING SCHEME

Map 1: Precincts



APPENDICES





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