

SHEPPARTON NORTH
SUB-REGIONAL ACTIVITY
CENTRE STRUCTURE PLAN

MARCH 2023



**GREATER
SHEPPARTON**

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mesh

Prepared for the Greater Shepparton
City Council by Mesh Planning

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MARCH 2023



**GREATER
SHEPPARTON**

Mesh acknowledges the Traditional Owners of the lands on which we work, and pay our respects to Elders past, present and emerging.

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INTRODUCTION

The City of Greater Shepparton prepared the Commercial Activity Centres Strategy (CACS) in 2015 to review the retail hierarchy in the Planning Scheme and to provide guidance for future commercial growth across Greater Shepparton.

Following implementation of the CACS into the Planning Scheme, the Panel/Advisory Reports that considered Amendments C192 and C193, the Shepparton North Activity Centre, and *Shepparton and Mooroopna 2050: Regional City Growth Plan* both recommended preparation of a structure plan for Shepparton North. In addition, alternative sites in Shepparton North have been subject of commercial interest from ‘competing’ proposals for delivery of a second and possibly a third supermarket to serve the Shepparton North community since 2017. In the absence of a Structure Plan, consistent concerns have been expressed about development occurring on a site-specific basis with little co-ordination or connectivity between sites.

Council has also indicated support for a number of revitalisation projects in the area including the Shepparton Sports and Events Centre (SSEC) with a budget of \$60 million, investment of \$23 million for the Munarra Centre and plans for localised traffic improvements including the signalisation of the intersection of Hawkins Street and the Numurkah Road (Goulburn Valley Highway) are committed and plans for the northern bypass of Shepparton are gathering momentum, with a \$208 million allocation by the Federal Government to deliver Stage 1.

Continued private and public sector investment and redevelopment within the precinct is anticipated in the short to medium term. Guidance is required to ensure that this investment and redevelopment achieves a range of planning and urban design objectives. In this context, the **Shepparton North Activity Centre Structure Plan (SNAC SP) has been prepared**, in accordance with the recommendations of the *Shepparton and Mooroopna 2050: Regional City Growth Plan* and the *Shepparton North Activity Centre Advisory Committee Report*, **with the objective of achieving certainty about the long-term future of the Activity Centre, for Council, the community, existing landowners and investors in a way that will ultimately enhance growth opportunities and economic benefits for Shepparton North.**



PURPOSE OF THE STRUCTURE PLAN

Shepparton North is identified as a Sub-Regional Activity Centre within the Greater Shepparton Planning Scheme (the Planning Scheme). The City of Greater Shepparton is identified as a Regional City in the state-wide context, and a major growth location within the Hume Regional Growth Plan.

The Shepparton North Activity Centre was once located on the northern fringe of Shepparton, comprising predominately industrial and freight related uses. Significant changes to the transport network and growth that is occurring within and beyond Shepparton North are now creating opportunities and pressure for redevelopment to accommodate a range of land uses and infrastructure to support the growing community.

This Structure Plan is to be used primarily as a guiding document to support the progressive transformation of Shepparton North into a fully functioning activity centre. The Structure Plan focusses on identification of the key structural changes to land uses and the movement network that will be necessary to facilitate coordinated change and benefit to the community.

In addition to identifying key structural changes that will be necessary to facilitate change, the structure plan responds to issues, opportunities and emerging challenges that were identified in the *Shepparton North Issues, Opportunities and Emerging Challenges Paper, August 2022*.¹

The Structure Plan functions as a guiding document that seeks to ensure that Shepparton North will transform over time from an outlying, relatively under-developed group of disconnected land uses to become an integrated ‘activity centre’.

According to State Policy and Planning Practice Note 58 (structure planning for activity centres), activity centres are defined as:

A focus for housing, commercial, retailing, community, employment, transport, leisure, open space, entertainment and other services and are places where people shop, work, meet, relax and live.¹



INTRODUCTION

HOW THE STRUCTURE PLAN WAS PREPARED

The SNAC Structure Plan was prepared following extensive background analysis, consultant assessments, stakeholder engagement and community consultation beginning late 2021.

This process informed the various background documents and conversation reports that supported the preparation of the final Structure Plan (outlined in the diagram below).

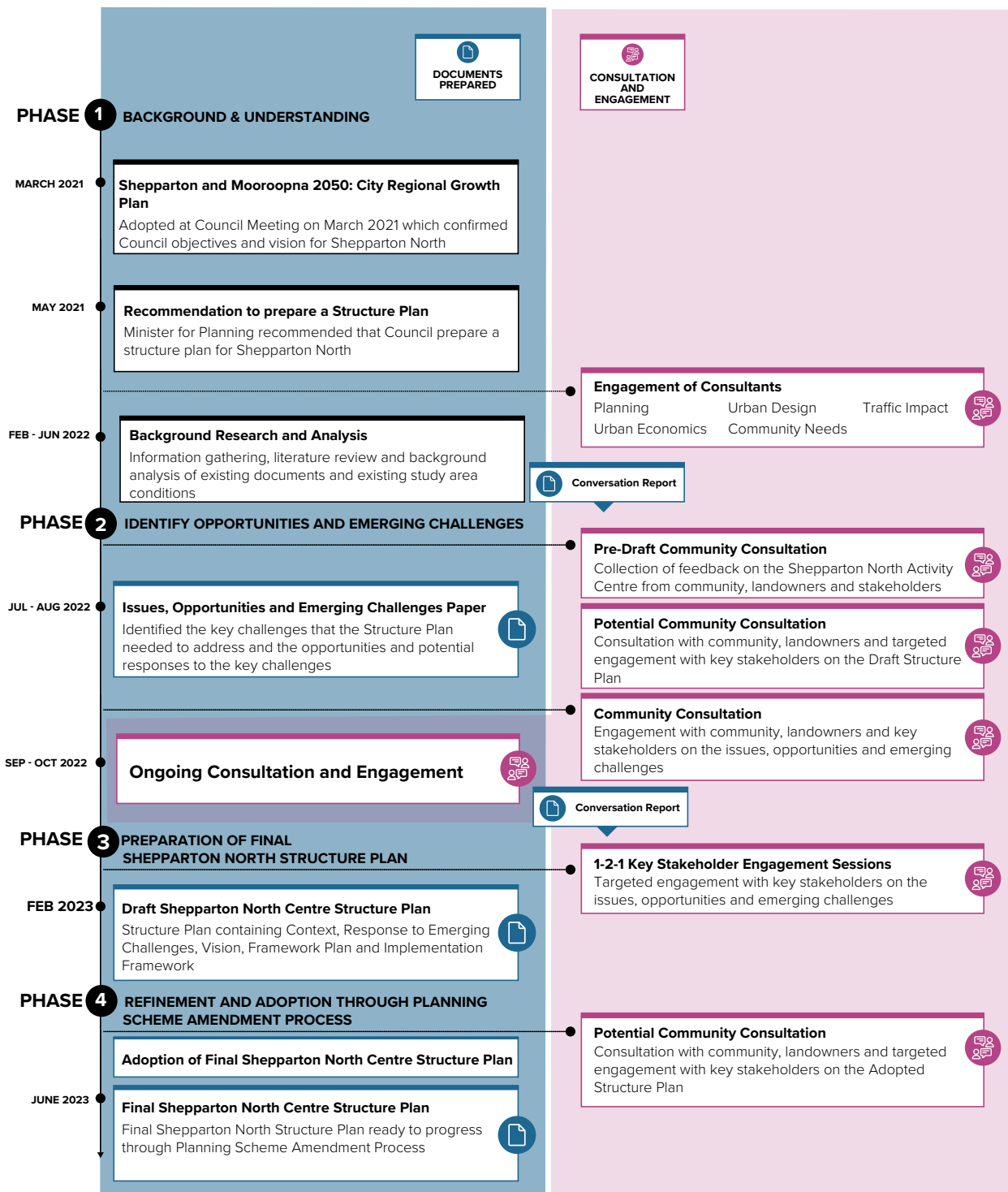


FIGURE 1 - STRUCTURE PLAN PROCESS DIAGRAM

HOW TO USE THIS DOCUMENT

This document sets out the context, challenges, opportunities that exist within the Shepparton North Activity Centre (SNAC) area and articulates the vision and objectives for future development.

For ease of interpretation, the document has been broken into the following sections:

SECTION 1

CONTEXT

Contains the background information that describes the local and regional market context that will drive change and growth within the Shepparton North Activity Centres. This section identifies the context for land use revitalisation, intensification and public realm investment that is set to occur within the Shepparton North Activity Centre.

SECTION 2

RESPONSE TO EMERGING CHALLENGES

- 1 Where is the heart of the structure plan
- 2 How can communities within and adjoining the Structure Plan area be better connected?
- 3 How can the appearance of the centre be improved?
- 4 How can clarity be provided in relation to preferred land uses and roles of Shepparton North?
- 5 How can direction be provided to guide proposals for development of key sites within the activity centre?

Outlines information gathered following the consultation of the Issues, Opportunities and Emerging Challenges Paper (the Emerging Challenges Paper) and discusses the response to each of the emerging challenge.

SECTION 3

VISION

THE STRATEGIC VISION PROVIDES OVERARCHING GUIDANCE FOR DEVELOPMENT WITHIN THE STRUCTURE PLAN AREA WHICH IS BROKEN DOWN INTO:



Sets out the strategic vision for the whole SNAC, supported by planning objectives.

This section identifies the strategic direction, land use and development objectives, and strategies for the SNAC as a whole.

SECTION 4

STRUCTURE PLAN

THESE PRECINCTS INCLUDE:



Provides a centre-wide Framework Plan for the SNAC outlining precincts and identifying the specific role, objectives, requirements and guidelines of each precinct.

SECTION 5

IMPLEMENTATION FRAMEWORK

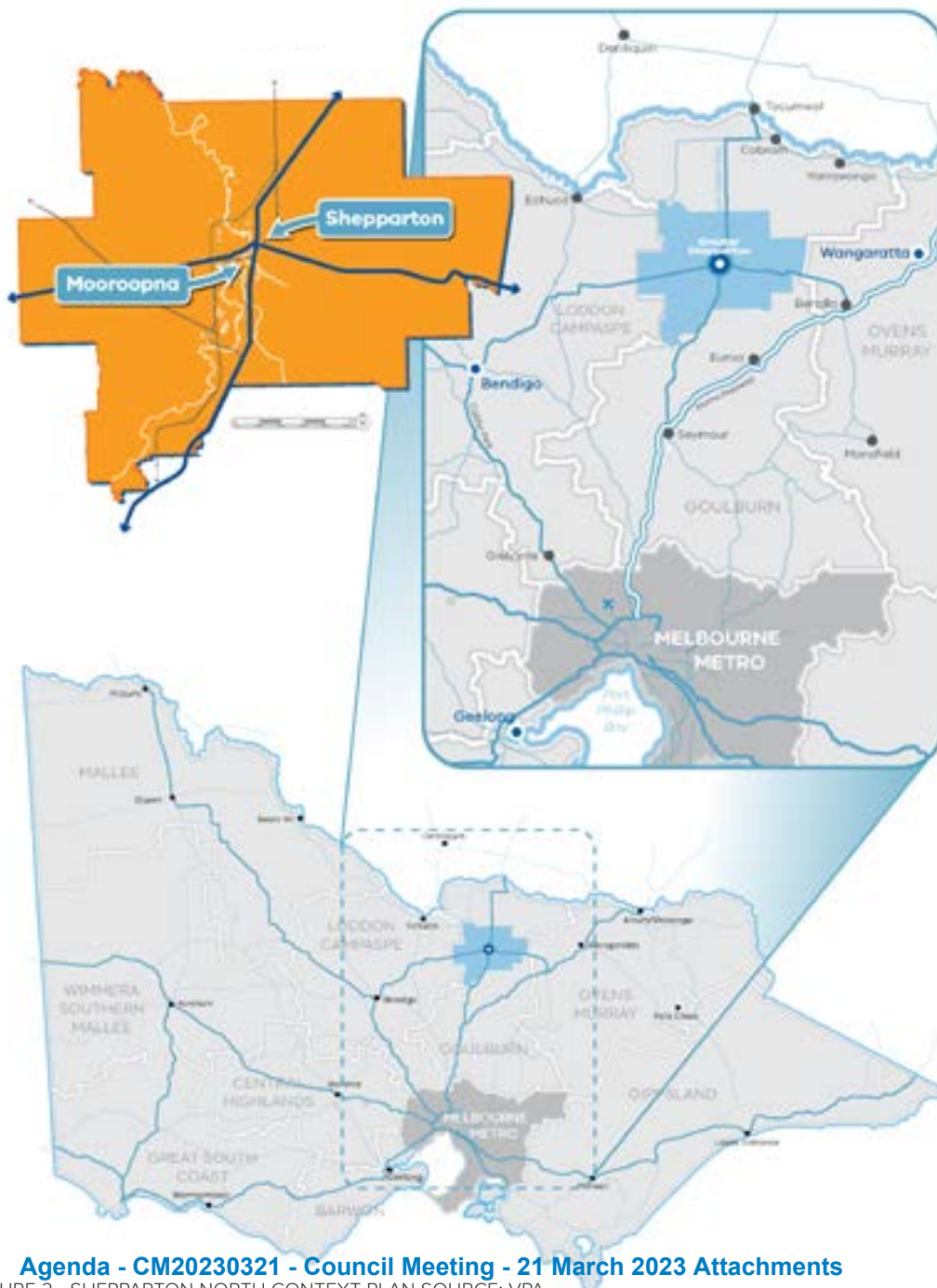
Comprises the implementation actions for the Structure Plan in the short, medium and long term.

SECTION 1

CONTEXT

Located in the Goulburn Valley region of Victoria, approximately 180 kilometres to the north of Melbourne, Shepparton and Mooroopna combine to form the state's fourth largest regional city. Shepparton has access to the State Rail Network with both V/Line passenger services and freight services.

Shepparton North is located 60km south of the NSW border, 114km east of Bendigo CBD and 90km west of Wangaratta CBD.



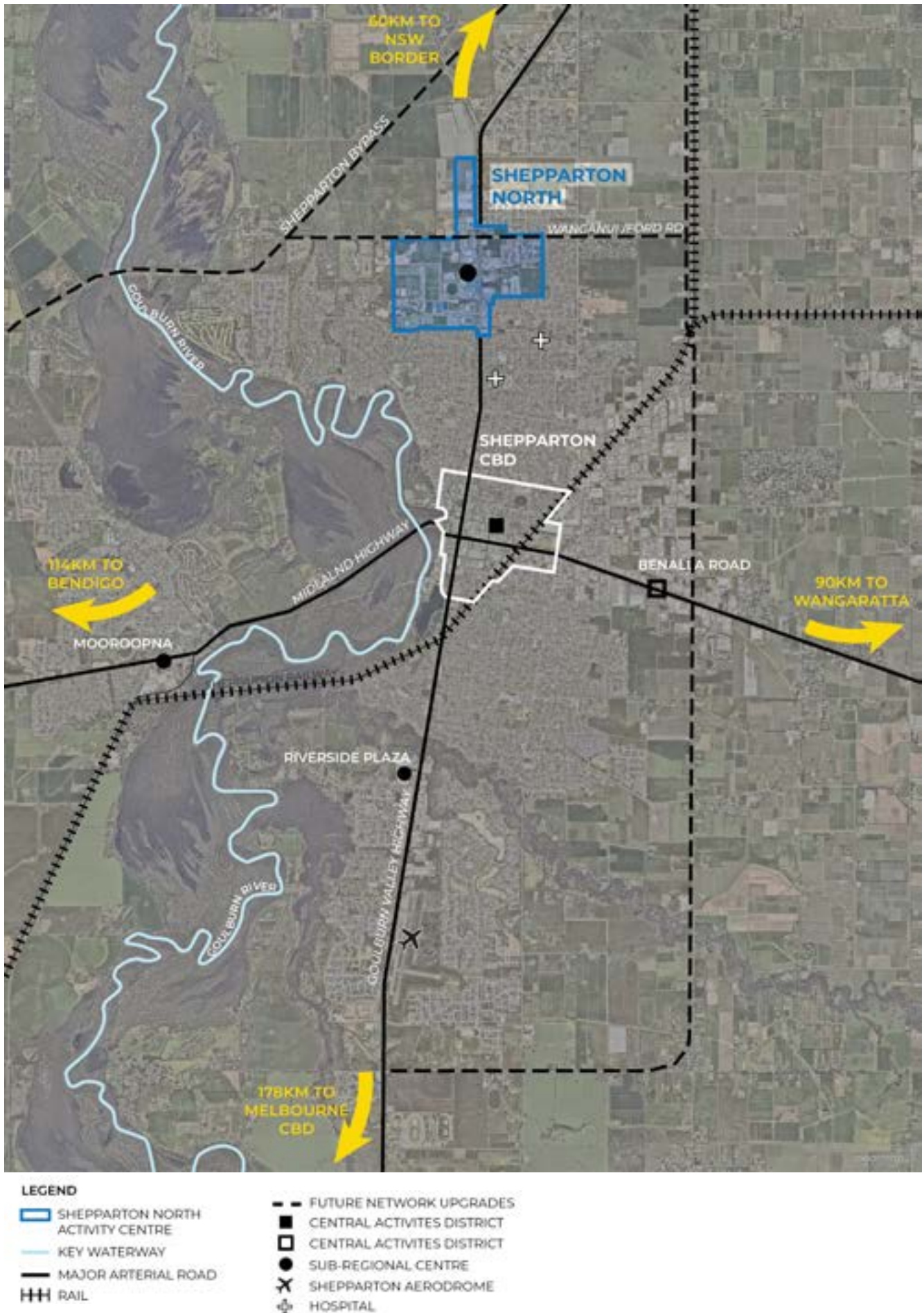


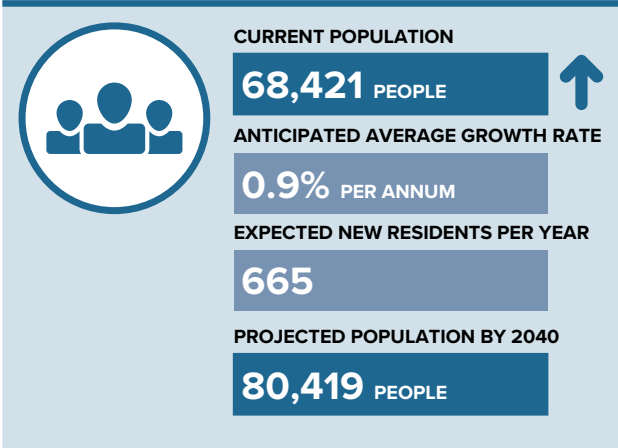
FIGURE 3 - SHEPPARTON NORTH CONTEXT PLAN

SECTION 1

CONTEXT

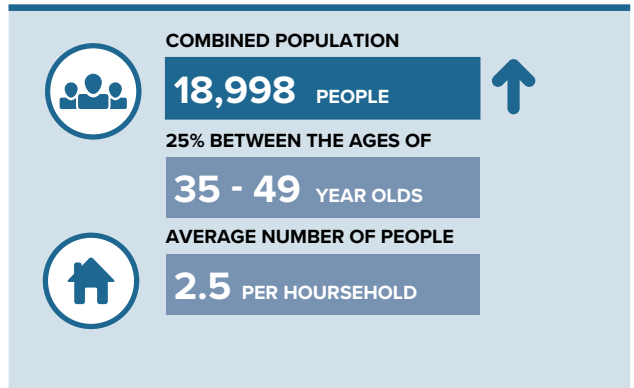
POPULATION SNAPSHOT

THE CITY OF GREATER SHEPPARTON

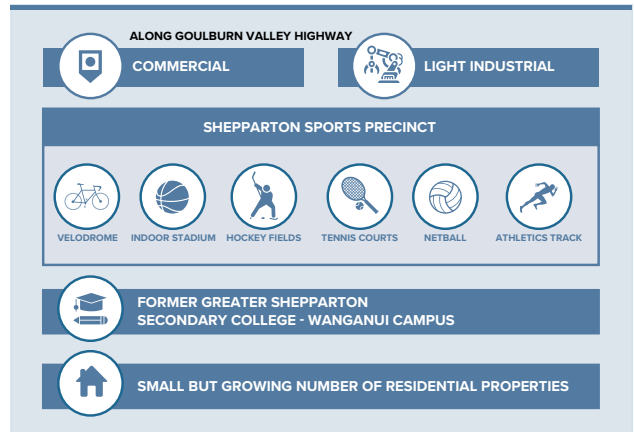


SHEPPARTON NORTH

INCLUDING SHEPPARTON NORTH-SOUTH, SHEPPARTON NORTH-EAST AND SHEPPARTON NORTH-WEST.



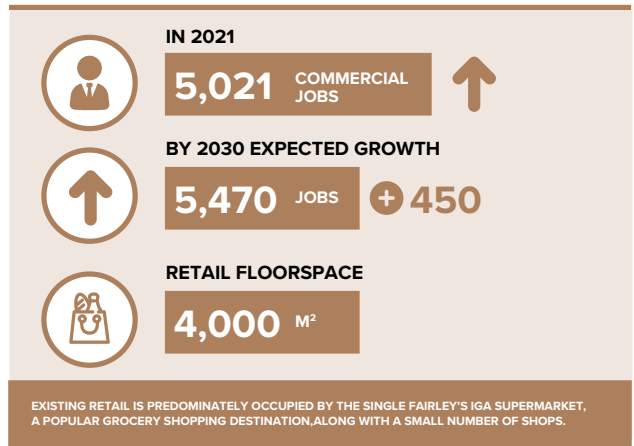
LAND USE WITHIN SHEPPARTON NORTH IS VARIED INCLUDING




COMMERCIAL



SHEPPARTON NORTH




RESIDENTIAL



<p>SHEPPARTON NORTH</p> <p>1.4% GROWTH RATE</p> <p>MOST RESIDENTIAL BUILDING APPROVALS</p> <p>DETACHED DWELLINGS</p>	<p>GREATER SHEPPARTON</p> <p>1.0% GROWTH RATE</p> <p>MAKING UP</p> <p>73% TOTAL HOUSING STOCK</p>
--	---






IN LINE WITH RESIDENTIAL BUILDING APPROVALS IN THE MUNICIPALITY

INDUSTRIAL



<p>SHEPPARTON NORTH</p> <p>92 HECTARES</p> <p>INDUSTRIAL PRECINCT</p> <p>162 HECTARES</p> <p>IDENTIFIED FOR FUTURE POTENTIAL INDUSTRIAL ZONING TO THE NORTH-WEST OF THE SNAC</p>	<p>GREATER SHEPPARTON</p> <p>642 HECTARES</p> <p>ZONED INDUSTRIAL LAND STOCKS</p> <p>127 HECTARES</p> <p>AVAILABLE FOR INDUSTRIAL PURPOSE DEVELOPMENT</p>
---	--

THE CURRENT INDUSTRIAL USES WITHIN SHEPPARTON NORTH INCLUDE:

 AGRIBUSINESS	 MANUFACTURING	 CONSTRUCTION	 BULKY WHOLESALE	 TRANSPORTATION SERVICES
---	--	---	--	--



SHEPPARTON NORTH COMMUNITY INFRASTRUCTURE

 EARLY YEARS FACILITIES	Dolena Young Pres School Good start ELC Bouchier St Community Kids ELC Patricia Smith Kindergarten
 SCHOOLS	Grahamvale Primary School Greater Shepparton College
 COMMUNITY CENTRES	Goulbourn Valley Health Shepparton Private Hospital
 CULTURAL FACILITIES	Munarra Centre
 OPEN SPACES	Shepparton Sports City and Shepparton Sports Stadium Shepparton Golf Course Shepparton North Recreation


SHEPPARTON NORTH TRANSPORT SNAPSHOT

SHEPPARTON REGIONAL ACTIVITY CENTRE IS LOCATED APPROXIMATELY 4KM FROM THE SOUTHERN ENTRANCE TO THE SNAC AND SERVICED BY THE STATE RAIL NETWORK AND V/LINE


SHEPPARTON REGIONAL ACTIVITY CENTRE

 9 MINUTE DRIVE	 42 WALK SCORE
---	--

Reflective of a car-dependent centre (from the southern entrance of SNAC).

 34 MINUTE BUS	Route 2 (Parkside Gardens via The Boulevard) Route 3 (Golf Drive/TAFE) Route 4 (Connolly Park)
--	---

Unprotected on-road bicycle lanes are provided
Brauman Road, Pine Road and
Numurkah Road between Balaclava Road and Ford Road.

 15 MINUTE CYCLE
--

SECTION 1

CONTEXT

STRATEGIC POLICY INFLUENCES

Development is expected to demonstrate a positive response to the overarching Objectives and Strategies set out in this Structure Plan.

The precincts that are identified within this Structure Plan, described in Section 4, each include the specific role, vision and key strategies and guidelines that development is expected to respond to. All planning permit applications must demonstrate how they have responded to and generally satisfied the intent and purpose of the objectives, strategies and guidelines in Section 3.

Shepparton North Activity Centre Structure Plan within the Victoria Land Use Planning Policy Structure

The diagram below (see Figure 4) provides an overview of the key planning policy framework that applies to Shepparton North as a Sub-Regional Activity Centre and where the Structure Plan sits within the Greater Shepparton Planning Scheme (the Planning Scheme).



FIGURE 4 - PLANNING HIERARCHY DIAGRAM

STRATEGIC POLICY INFLUENCES AND CONSIDERATIONS

The future development pattern for Shepparton North is informed by key strategic and policy influences contained within State and Local Planning Policy Framework as well as key background documents.

The purpose of the Structure Plan is to provide the overarching policy direction for existing strategic plans and policies specific to Shepparton North.

Recent technical studies and assessments prepared on behalf of Greater Shepparton City Council provide further guidance to link broader strategic policies to local issues and opportunities. A comprehensive list of the relevant literature and existing background reports is provided in Appendix A.

The Shepparton and Mooroopna 2050: Regional Growth Plan, March 2021 (the Growth Plan), illustrated at Figure 5 as well as Clause 02.03 and Clause 02.40 of the *Greater Shepparton Planning Scheme* (the Planning Scheme) recognise the strategic importance of Shepparton CBD and the SNAC as areas accommodating growth as regional and sub-regional centres respectively.

The Growth Plan is informed by:

- » The Hume Regional Growth Plan (2014), identifying Shepparton as a regional city and major growth location to service the Hume region.
- » Plan Melbourne 2017-2050 (2017), identifying Shepparton as one of ten regional cities for Victoria where significant growth will be supported.

Following describes the key strategic policy influences and considerations and further illustrated at Figures 6 and 7.

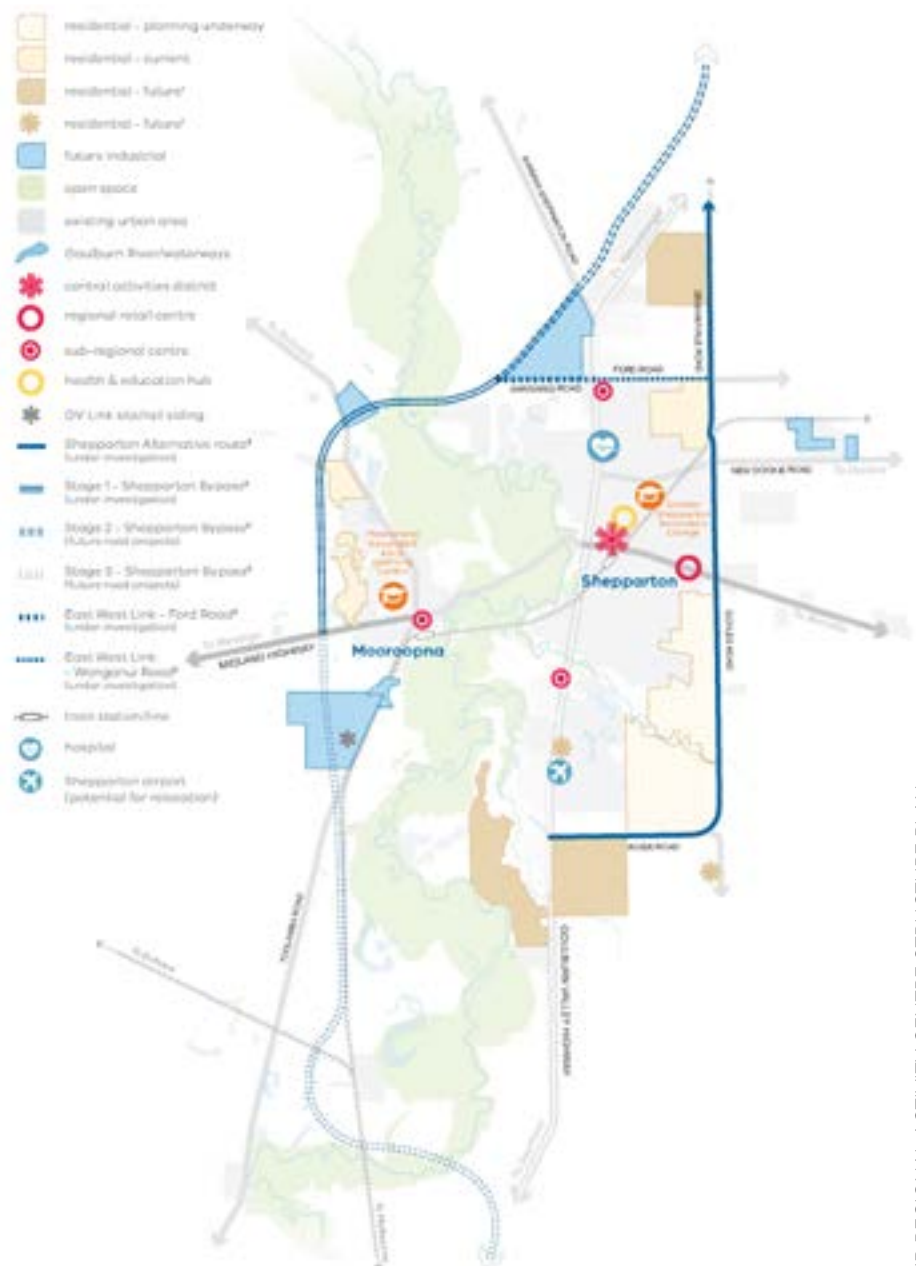


FIGURE 5 - FRAMEWORK PLAN SOURCE: VPA

SECTION 1

CONTEXT

The local economy of Shepparton North has historically been driven by agriculture, food processing, manufacturing and warehousing supported by industrial areas dispersed across Greater Shepparton.

The recent expansion of Shepparton has resulted in many existing industrial areas now competing with commercial and retail sectors to support encroaching residential land uses.

Clause 17.02-1L Commercial of the Planning Scheme defines the SNAC as a ‘Sub-regional Activity Centre’ (see *Shepparton Business Framework Plan*) and includes a specific strategy to:

Facilitate and support the expansion and concentration of additional retail and commercial facilities for the Shepparton North activity centre, between Ford Road and Hawkins Street on the eastern side of Numurkah Road, to reflect the designated sub-regional role and function of the centre.²

In terms of the scale of the activity centre, the *Commercial Activity Centres Strategy*³ (the CAC Strategy) confirms the designation of the Shepparton North Activity Centre as a ‘Sub-Regional’ activity centre. This designation is also reflected in the schedule to the Commercial 1 Zone which limits the maximum leasable floor area for shop (other than Restricted Retail premises) to 8,000m². The CAC Strategy outlines a number of actions for Shepparton North Activity Centre.

In particular, it:

- » encourages the expansion of the existing Commercial 1 Zone and preferences this expansion to be adjoining the existing Commercial 1 Zone. However, it contemplates “*an appropriate site in the area fronting the Goulburn Valley Highway between Ford Road in the north and Hawkins Street in the south can be endorsed for this extension to the Commercial 1 Zone.*”
- » supports the provision of a range of retail and non-retail facilities that is consistent with sub-regional activity centres, including the addition of a second full-line supermarket.
- » considers implementation of a maximum shop tenancy size which restricts a discount department store or other major non-based anchor ‘shop’ tenant.
- » requires the preparation of a UDF or similar
- » supports the integration of a small local centre in association with the new North-East residential growth area.

The existing **Shepparton North Framework Plan** at **Clause 02.04 of the Planning Scheme** identifies a portion of SNAC as an Urban Growth Area, a large component of which accommodates the Vines residential estate. As a result, residential development in the area surrounding the SNAC has steadily increased. The Greater Shepparton Residential Land Supply Assessment (2019) noted consistent growth in median lot sizes (740 sqm to 812 sqm) within new broad hectare estates such as those within the SNAC. The assessment also projected an increase in the demand for smaller residential allotments and smaller dwelling types to respond to an ageing population, offering opportunity for higher density housing to accommodate this.

Clause 13.01-1S Floodplain Management of the Planning Scheme supports the identification and protection of floodplains, particularly in avoiding inappropriately located land use and development. The SNAC is partially located on low-lying, flood prone land within the Goulburn River floodplain. The Shepparton Mooropna 1% AEP Flood Mapping Project 2021 provides a technical review and update to the previous flood behaviour study. The study indicates more extreme rainfall events will exacerbate the flooding and water management issues within the SNAC area. Further detailed investigations from various agencies such as Goulburn Broken Catchment Management Authority and Victoria State Emergency Service will be required for implementation.

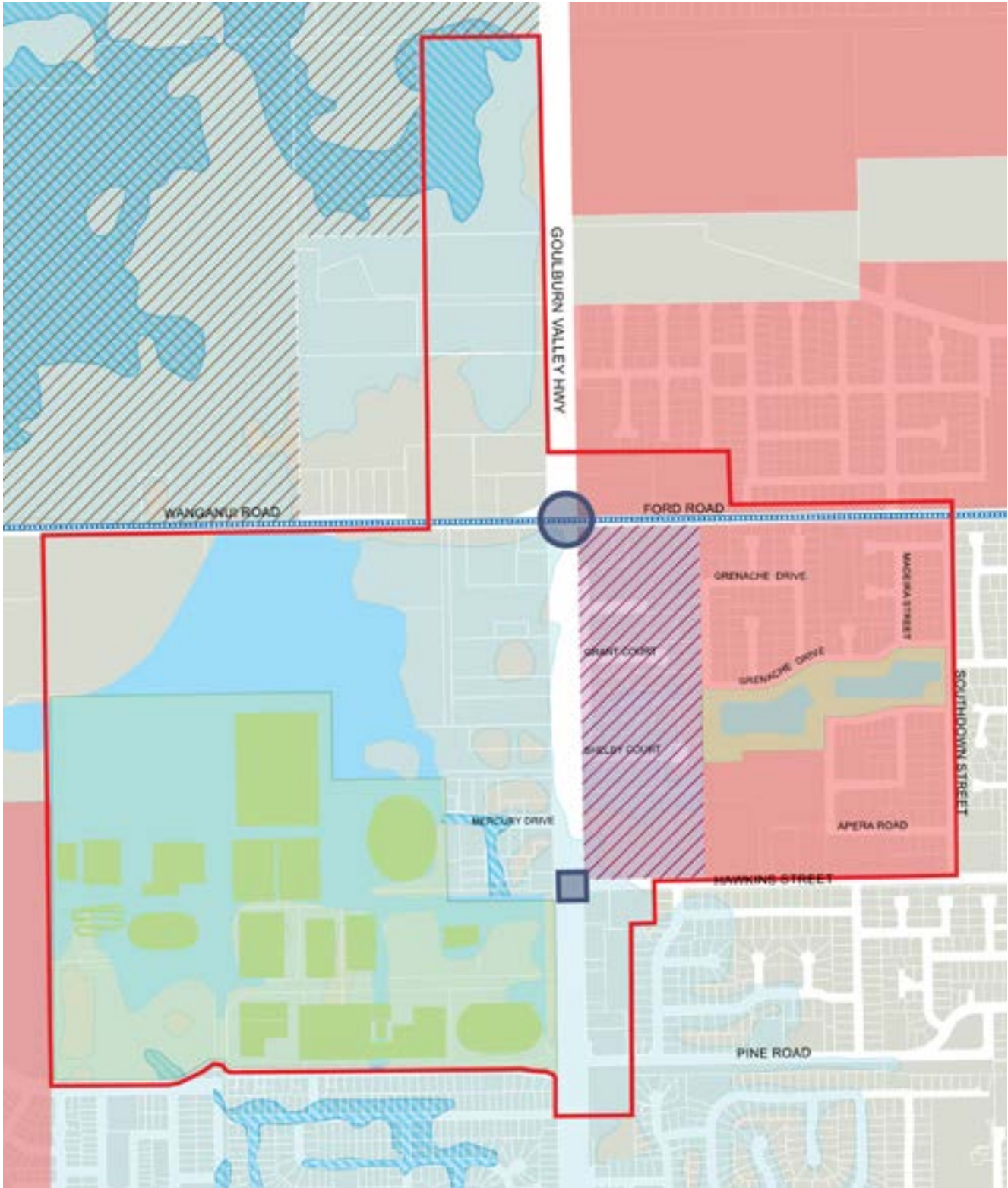


FIGURE 6 - STRATEGIC INFLUENCES PLAN



SECTION 1

CONTEXT

The strategies and directives of **Clause 15.10-1L-01 Urban Design** of the Planning Scheme coupled with the Addendum to Urban Design Framework (UDF) – Shepparton North and South Business Areas (Planisphere, July 2017) provide specific built form guidance for the SNAC.

The Addendum UDF includes the Shepparton North Gateway Commercial Precinct, which applies to commercially zoned land within the SNAC.

The Addendum UDF informed the preparation of the Design and Development Overlay – Schedule 9 (DDO9) Shepparton North Gateway Commercial Precinct, which applies a discretionary maximum building height of 11m above natural ground level.

DDO9 sets out a vision for the precinct 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.

The urban design objectives and actions of this Structure Plan echo the intent of the Addendum UDF.

The *Industrial Land Review, City of Greater Shepparton (Habitat Planning, 2011)* and **Clause 17.03-1L Industry** of the Planning Scheme supports an overarching objective to ‘*protect the integrity and viability of existing and future industrial areas within Shepparton, Mooroopna and Tatura from competing and non-compatible land uses.*’

The *Greater Shepparton Industrial Land Supply & Demand Assessment (September 2019)* notes that the addition of industrial land in Shepparton North would be a strategic move that could facilitate new local investment opportunities when they arise.

A large area to the north-west of the SNAC as a result of the aforementioned assessment has been identified as a Potential Industrial Investigation Area to accommodate future industrial expansion in Shepparton North.

Clause 18.01-3L Transport System of the Planning Scheme recognises Greater Shepparton as heavily car dependent and accordingly supports active transit modes including the ‘*creation of walkable neighbourhoods that afford priority to pedestrians*’. The Greater Shepparton Cycling Strategy⁴ supports the provision of shared paths along key movement routes and the provision of on-road bicycle lanes along key collector roads.

An equally important component of transport in Shepparton North is the freight and road network. These are supported by **Clause 18.02-4L Road system** of the Planning Scheme and the Greater Shepparton Freight and Land Use Strategy⁵ which both recognise the need to focus on key north-south and east-west freight network improvements for trucks to reduce both amenity and safety impacts.

Clause 19.02-4 Community Facilities of the Planning Scheme promotes ‘*clustering of facilities to enable multi use and sharing of community facilities*’ and **Clause 19.02-6L Open Space** of the Planning Scheme encourages ‘*development that facilitates the conversion of the floodplain into a recreation asset*’ both of which are supported by the Shepparton Sports and Recreation precinct within the SNAC.

The Shepparton North Community Infrastructure Needs Assessment Report (August 2022) identifies the demand for specific community infrastructure generated by residential growth in Shepparton North including the need for early childcare and education facilities, as well as community and cultural centres/spaces.

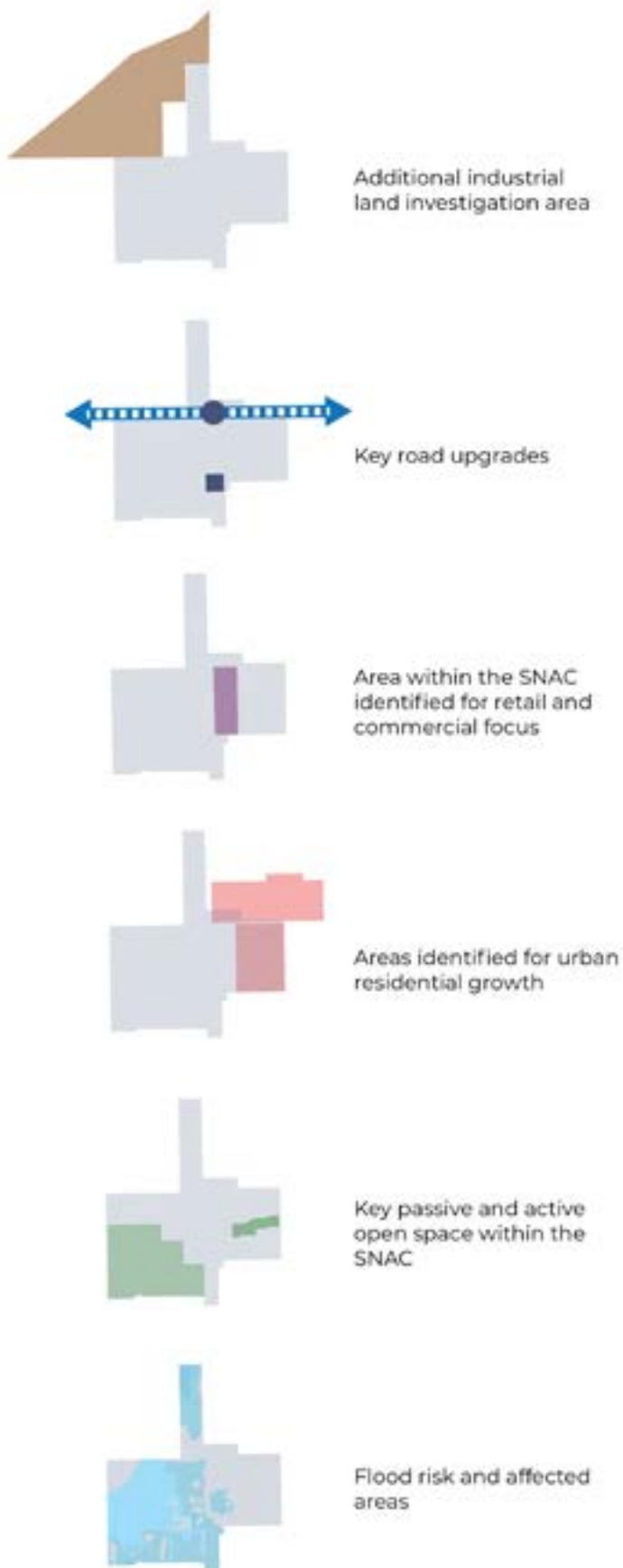


FIGURE 7 - STRATEGIC INFLUENCES BREAKDOWN

SECTION 1

CONTEXT

PLANNING POLICY

Land within the SNAC predominantly consists of a mix of zones including Commercial Zone (C1Z and C2Z), Industrial Zone (IN1Z), General Residential Zone (GRZ), and a mix of Public Park and Recreation Zone (PPRZ) and Public Use Zone (PUZ1, PUZ 2 and PUZ6).

While the current zoning within the SNAC allows for a variety of development, the expansion of Shepparton CBD has meant the demand for retail and commercial land uses within Shepparton North has increased to support the surrounding residential growth.

A summary of key existing zones and overlays within and immediately surrounding the SNAC is outlined below and illustrated at Figures 8 and 9 (overleaf):

ZONES

General Residential Zone Schedule 1 (GRZ1)

GRZ1 affects the residential land located on the eastern portion of the SNAC between Ford Road and Hawkins Street. The approximate size of the residential area is 27.2ha, and has been approved for a 209-lot subdivision (partially developed) as part of the Vines residential estate.

Neighbourhood Residential Zone Schedule 1 (NRZ1)

The NRZ1 affects land immediately outside the SNAC to the east. The residential area is located on the east side of Southdown Street and wraps to the south of Hawkins Street along the southern boundary of the SNAC.

Commercial Zone (C1Z and C2Z)

The C1Z applies to 4.7ha of land on the north-east corner of Numurkah Road and Hawkins Street, currently occupied by the Fairley's IGA site. The C2Z applies to a number of properties within the SNAC that front Numurkah Road which comprise of a mix of large format retail and light industrial uses. The Rumbalara Football Netball Club is a small portion of the Shepparton Sports Precinct that is located within the C2Z that is also affected by the Urban Flood Zone.

Transport Zone (TRZ)

The TRZ2 applies to Goulburn Valley Highway/Numurkah Road and TRZ3 to Wanganui Road.

Industrial Zone (IN1Z)

The IN1Z affects four land parcels situated on the north side of Hawkins Street, between the C1Z (west) and GRZ (east), and properties to the south of Wanganui Road, north of the Shepparton Sports Precinct.

Public Park and Recreation Zone (PPRZ)

The PPRZ applies to the Shepparton Sports Precincts and seeks to recognise and protect areas of public recreation and open space.

Public Use Zone (PUZ1, PUZ2 and PUZ6)

The PUZ1 applies to a drainage easement that runs along the south of Pine Road, the west side of Numurkah Road and the north of the John McEwan Reserve. The PUZ2 applies to the Greater Shepparton Secondary College - Wanganui Campus. PUZ6 applies to the Shepparton Recycling Facility that adjoins the SNAC to its immediate west.

Urban Floodway Zone (UFZ)

The UFZ applies to a large western portion of the SNAC, including the industrial area to the south of Wanganui Road, and the Shepparton Sports Precinct. The objective of the UFZ is to identify floodplains and ensure the free passage and temporary storage of floodwater.

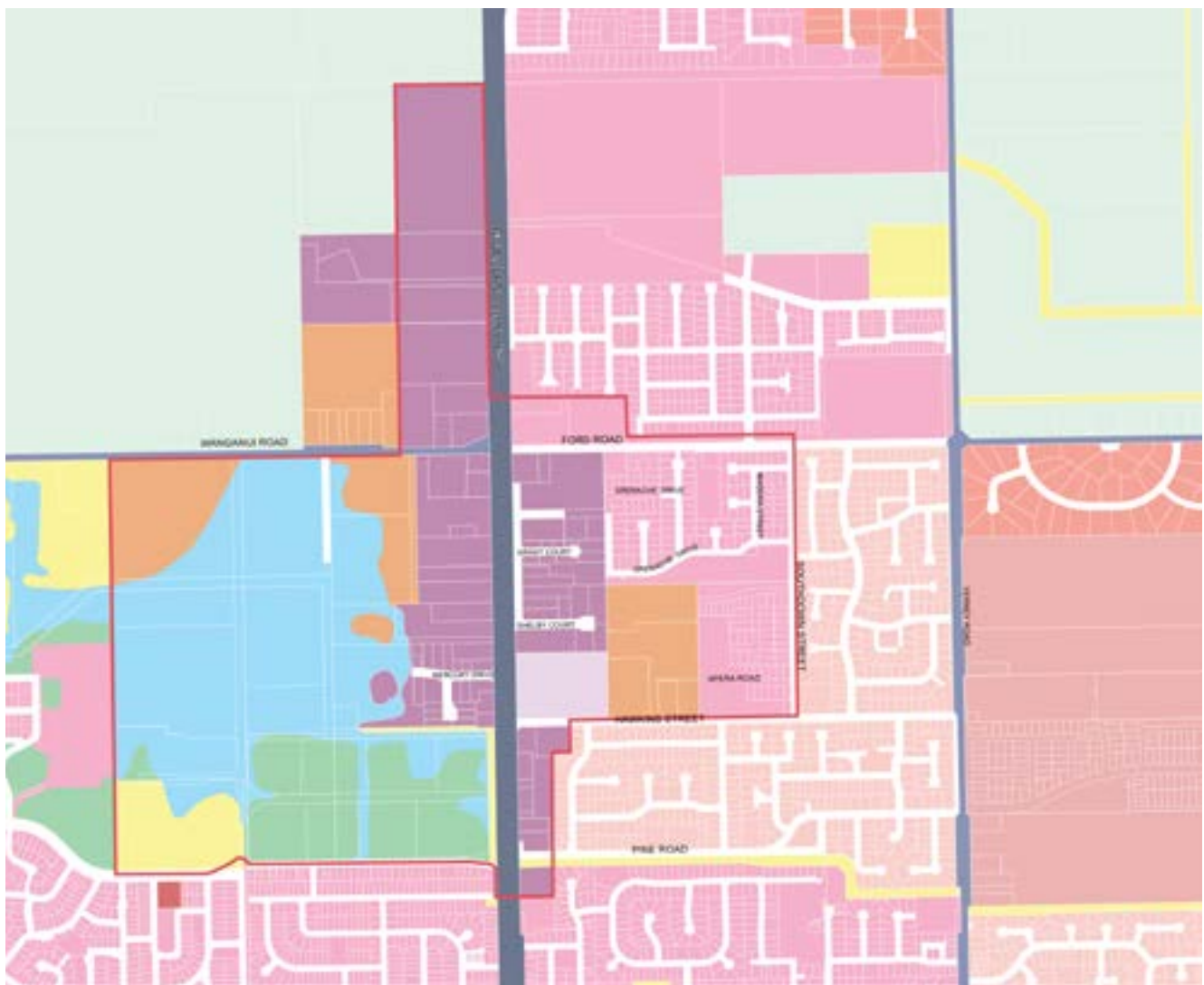


FIGURE 8 - PLANNING ZONES



SECTION 1

CONTEXT

OVERLAYS



Design and Development Overlay (DDO9)

The DDO9 was informed by the Addendum UDF for Shepparton being the Shepparton North Gateway Commercial Precinct, and applies to commercially zoned land within the SNAC. The DDO9 applies a discretionary maximum building height of 11m above natural ground level and sets out preferred built form objectives.



Development Plan Overlay (DPO1 and DPO19)

DDO1 applies to the convenience restaurants south of Hawkins Street straddling the southern boundary of the SNAC. DPO19 applies to the Vines residential estate occupying the eastern portion of the SNAC. both DPOs seek to direct future use and development.



Development Contributions Plan Overlay (DCPO)

The DCPO1 (North Corridor Development Contributions Plan) applies to land on the northeast corner of Ford Road and Numurkah Road, and to land north of the SNAC boundary. DCPO1 was introduced for the purpose of levying contributions for the provision of works, services and facilities before development can commence.



Environmental Audit Overlay (EAO)

The EAO applies to the Vines residential estate, to land on the northeast corner of Ford Road and Numurkah Road, and to the vehicle entrance of the Rumbalara Football Netball Club. The EAO works to ensure that potentially contaminated land does not adversely affect existing and future land uses.



Public Acquisition Overlay (PAO)

The PAO applies to a portion of Wanganui Road, outside of the SNAC boundary. It identifies land which is proposed to be acquired by a Minister, public authority or municipal council to facilitate the development of the Shepparton Bypass.



Flood Overlay (FO)

The FO applies to a small portion of the SNAC at the northern boundary to identify and manage drainage depressions and high hazard areas which have the greatest risk and likelihood of being affected by flood events.



Land Subject to Inundation Overlay (LSIO)

The LSIO applies to northern and southern areas of the SNAC It identifies flood prone land affected by the 1 in 100 (1 per cent Annual Exceedance Probability) year flood.

PLANNING PRACTICE NOTES

The following Planning Practice Notes were considered in the preparation of this Structure Plan including:

- » Planning Practice Note 56 Activity Centre Zone
- » Planning Practice Note 58 Structure planning for activity centres
- » Planning Practice Note 60 Height and Setback Controls for Activity Centres

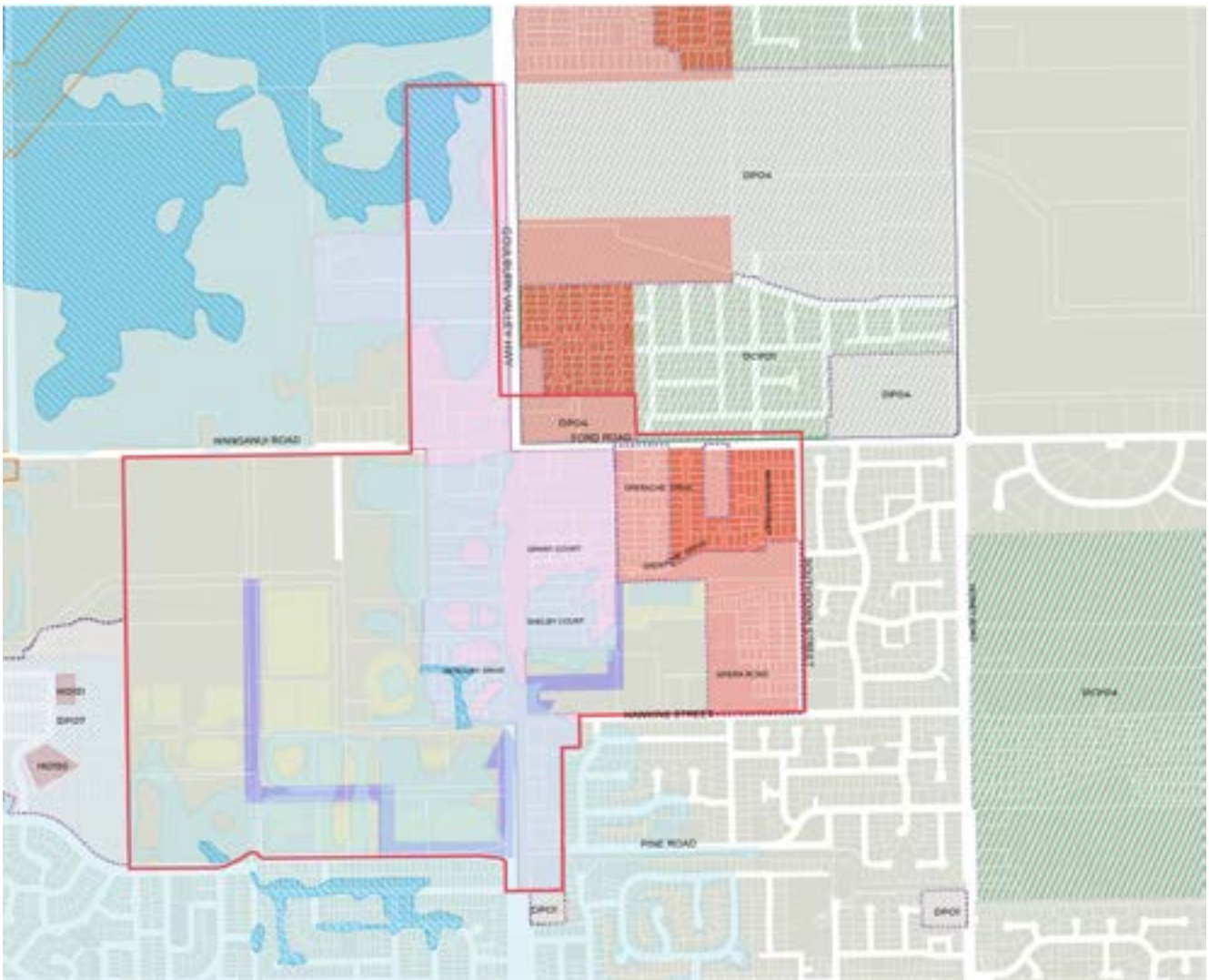


FIGURE 9 - PLANNING OVERLAYS



SECTION 1

CONTEXT

LAND WITHIN THE SHEPPARTON NORTH ACTIVITY CENTRE (SNAC)

The Shepparton North Activity Centre (SNAC) Structure Plan area is an irregularly shaped area located on the eastern and western sides of the Numurkah Road/Goulburn Valley Highway, generally to the north of Brauman Street/Hawkins Street.

The Structure Plan area generally aligns within the boundaries recommended by the Shepparton North Advisory Committee with the additional recommendation by Council to include the future potential expansion areas of the Shepparton Sports Precinct Master Plan and industrial land at No.45-47 Wanganui Road, Shepparton North. A summary of the current land uses, movement network, built form and existing character, and key sites and development proposals is set out following.

LAND USE

Shepparton North Activity Centre is identified as a sub-regional centre within the Greater Shepparton meaning it can offer retail and commercial activity to an immediate residential catchment, as well as a broader rural and regional hinterland that is highly accessible via regional road networks (see Figure 10).

Commercial catchments are not clearly defined given the size and directionality of the commercial centres of Greater Shepparton. As a result, the SNAC shares the same resident and visitor catchments of Shepparton CBD, Mooroopna and Kialla with minor spatial variation.

When viewed in its broader land use context it is apparent that the structure plan area occupies a strategic location at the northern 'gateway' to Shepparton.

The Structure Plan area currently accommodates a range of land uses including (but not limited to):

- » Large format 'highway related' land uses with direct frontages and/or access to the Numurkah Road/Goulburn Valley Highway;
- » The existing Fairley's SUPA IGA;
- » A number of fast food restaurants including Domino's Pizza, McDonalds, KFC;
- » Car, caravan and 4wd suppliers including Boats & More Shepparton, Solar City Marine and Caravans, Power N Play;
- » Petrol stations;
- » Personal services;
- » Industrial uses;
- » Quest apartments;
- » Large scale agribusinesses including Eurofins Agrisearch Services, Bertoli Farm Machinery, O'Connor's, Haeuslers Shepparton and GV Dairy Supplies;
- » Smaller workshops;
- » Large scale active sporting fields and clubs, other reserves and car parking;
- » Some vacant industrial and commercial land; and
- » Recently developed and older residential areas.

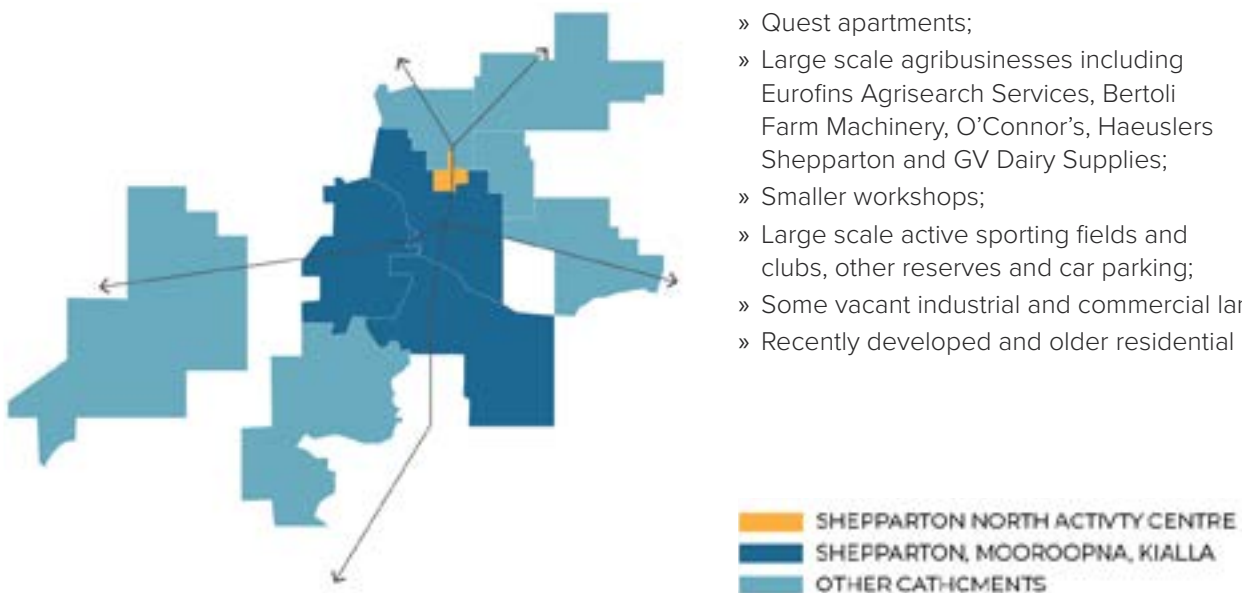


FIGURE 10 - SNAC VISITOR CATCHMENTS

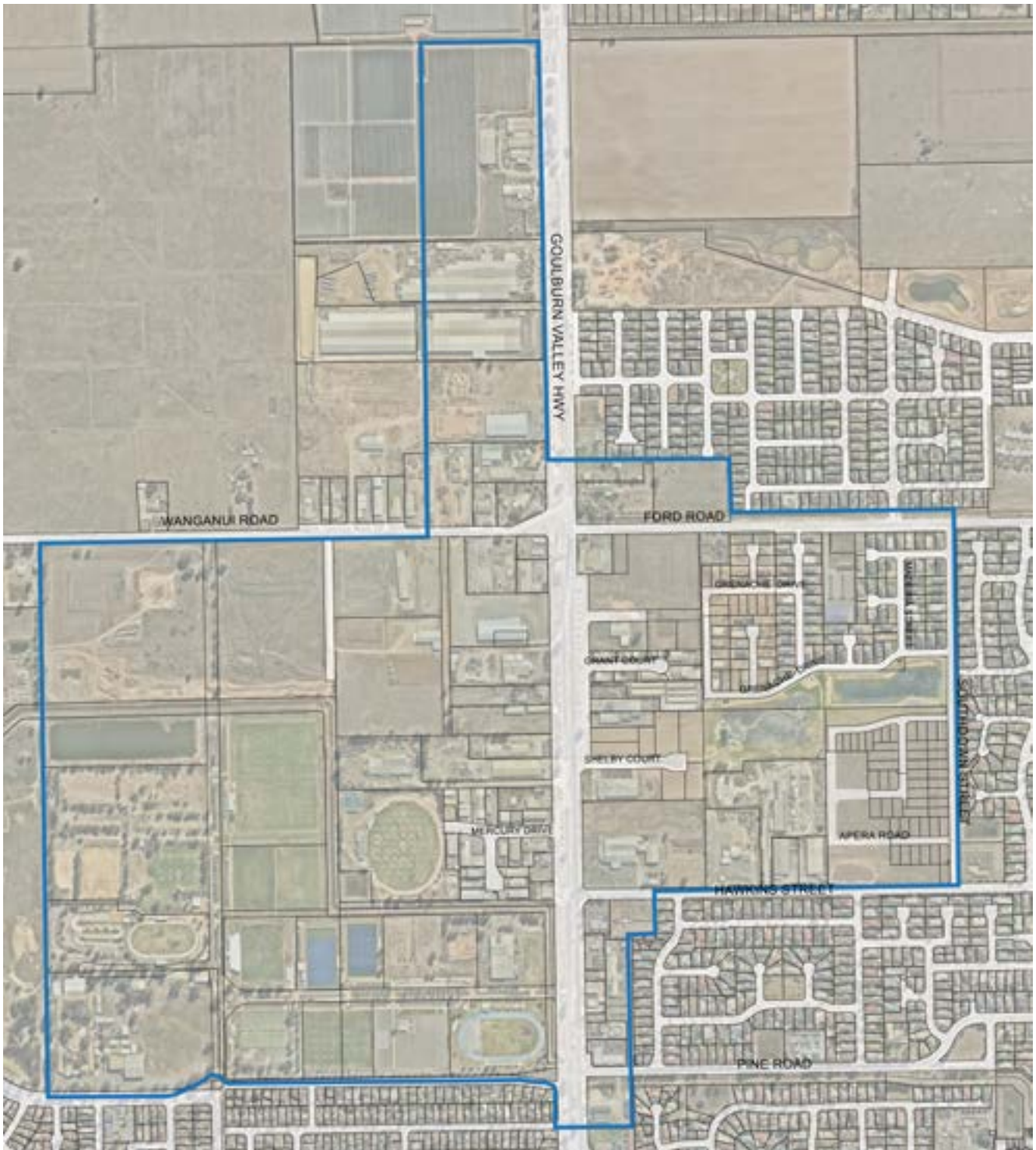


FIGURE 11 - STRUCTURE PLAN BOUNDARY PLAN

— ACTIVITY CENTRE BOUNDARY

SECTION 1

CONTEXT

MOVEMENT

As a result of an ad-hoc and fragmented land use and development, discontinuous roads and poor permeability exist for all transport modes within the SNAC.

The SNAC is accessed via a broad grid of roads including:

- » **Numurkah Road/Goulburn Valley Highway** is the major north-south arterial road that services both Shepparton North and Shepparton CBD. This road comprises four lanes with a central median strip and additional services lanes either side. The total road reserve width varies between 60m and 80m;
- » **Wanganui Road/Ford Road** is a two-lane, east-west collector road. Wanganui Road is located to the west of Numurkah Road and Ford Road to the east. This road connection forms part of and connects to the proposed Shepparton Bypass, and has a total road reserve width of 30m;
- » **Southdown Street** is a north-south collector road that intersects both Ford Road and Hawkins Street that provides key access to new residential areas. The total road reserve width is 30m; and
- » **Hawkins Street** is an east-west collector road that runs from Numurkah Road to the south of the IGA Fairley's supermarket and continues east. The total road reserve width is 25m.

A secondary road network consisting of court bowls and streets are accessed from Numurkah Road service roads and primarily provide access to commercial and industrial businesses along this corridor. These secondary roads to the east of Numurkah Road, including Doody Street, Grant Court and Shelby Court, do not provide through connection the eastern residential areas.

The area west of Numurkah Road largely lacks a secondary road network. Commercial properties along the west of Numurkah Road obtain direct, site-specific vehicle access from Numurkah Road service lane and larger industrial lots to the south on Wanganui Road rely on informal access arrangements through adjoining properties.



FORD ROAD LOOKING NORTH TOWARDS GOULBURN VALLEY HWY_NUMURKAH RD

A number of movement network upgrades have been planned to facilitate more efficient and safe vehicle movement around the SNAC (see Figure 12), including:

- » **Shepparton Bypass** which will run to the west of Shepparton, providing a continuous link from Ross Road past Midland Highway, connecting to Goulburn Valley Highway to the north of the SNAC. Stage 1 of the bypass has been funded, which will provide a connection from Midland Highway to Wanganui Road, where the Ford Road / Numurkah Road / Wanganui Road intersection will be upgraded to a roundabout. A key benefit of the Shepparton Bypass is to take freight and heavy vehicles off Goulburn Valley Highway/Numurkah Road.
- » **Ford Road** and **Wanganui Road** are intended to be upgraded to two-way, two-lane road connections, including off-road pedestrian and cycling paths.
- » Upgrades for a signalised intersection at **Hawkins Street** and **Numurkah Road** (currently being pursued by Council).
- » Upgrades for a signalised intersection at **Pine Road** and **Brauman Road** (currently being pursued by Council).

These planned network changes and upgrades will have significant impact on the accessibility of the area and the type of traffic that will move within and around the centre.



SOUTHDOWN STREET



KINCHENGA DRIVE LOOKING NORTH TOWARDS GOULBURN VALLEY HWY_NUMURKAH RD



WANGANUI ROAD LOOKING TOWARDS FORD ROAD



WANGANUI ROAD



GOULBURN VALLEY HWY_NUMURKAH RD

SECTION 1

CONTEXT

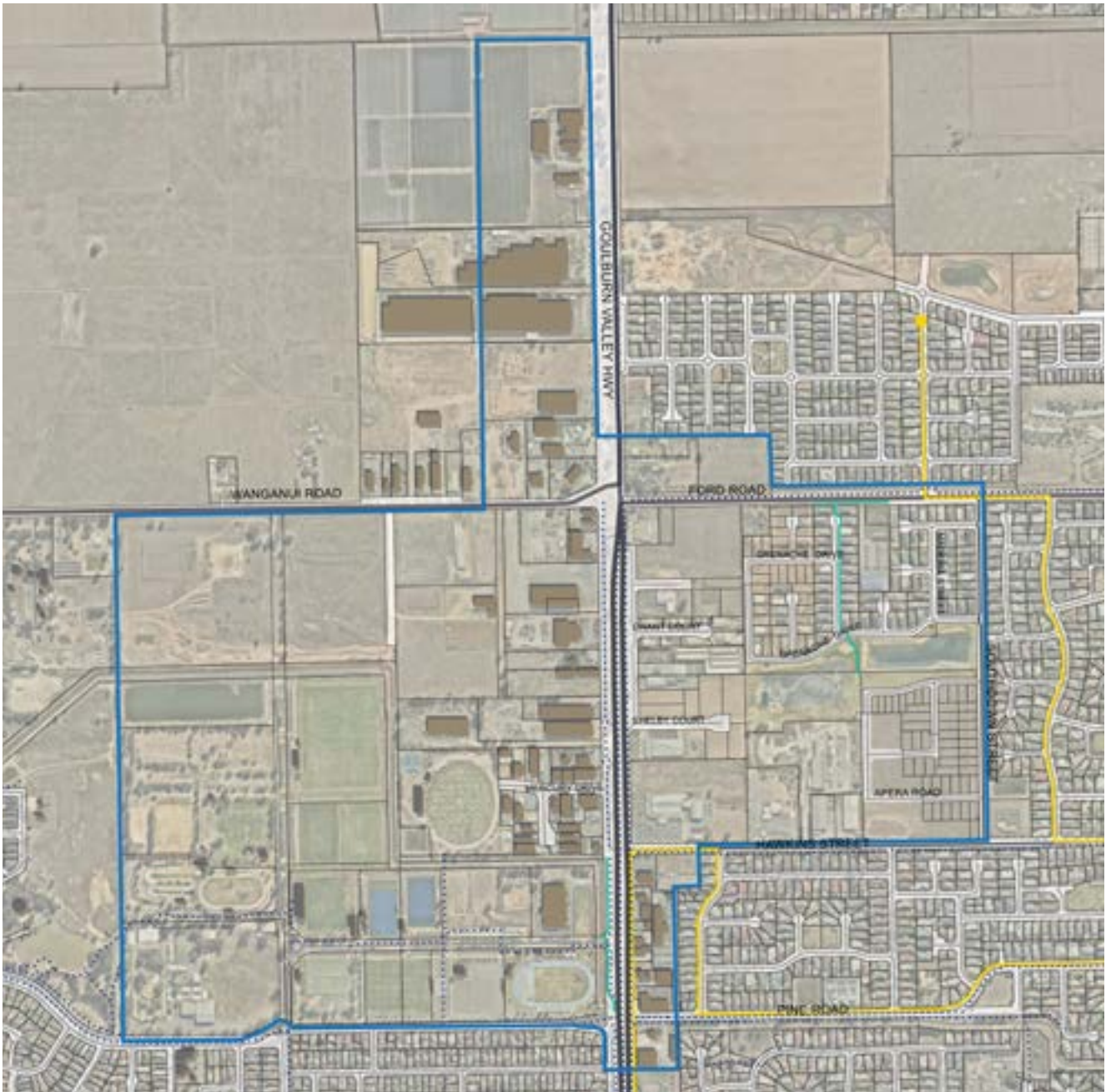


FIGURE 12 - MOVEMENT PLAN

— ACTIVITY CENTRE BOUNDARY

MOVEMENT

- HIGHWAY
- MAJOR ROADS
- KEY LOCAL ROADS
- LOCAL ROADS
- SERVICE LANE
- SHARED PEDESTRIAN/CYCLE PATH
- CYCLE ROUTE
- - - - - BUS ROUTES

BUILT FORM AND EXISTING CHARACTER

Shepparton North is defined by its flat topography, wide road reserves and industrial and commercial buildings along the Numurkah Road/ Goulburn Valley Highway corridor with associated at-grade car parking.

The broad character of Shepparton North is one predominated by vehicle infrastructure and large format buildings interrupted by pockets of vacant lots and underdeveloped sites.

Built form along the Numurkah Road corridor presents as large format retail and warehouse buildings with associated rudimentary shed structures, offices and storage additions. A series of ‘drive-through’ convenience restaurants and petrol stations also occupy the corridor. These structures are located centrally on their lots with substantial but varied front setbacks to Numurkah Road which allow for on-site vehicle parking and circulation. Building scale is predominantly one to two storeys in height with an appearance of one storey height typical of warehouse development.

The Vines residential estate in the east, is characterised by narrow streets and short cul de sacs with frequent street tree planting. A drainage reserve divides this residential area providing a break of passive open space within the SNAC. Dwellings are detached and single storey in height with consistent street setbacks and modest rear yards.

This residential character is reflective of residential areas to the north of Ford Road, east of Southdown Street and to the south of Hawkins Street, immediately adjoining the SNAC.

Business identification signage is displayed intermittently on pole or blade signs within the front setbacks of properties reinforcing the commercial nature of the area. Street edges are defined by fencing, and some low-scale landscaping with most landscape features generally situated within the public realm. Street tree planting is predominately dispersed within the central median strip of Goulburn Valley Highway and along waterway corridors, open spaces and reserves.

The area to the west of the Numurkah Road corridor, which straddles Wanganui Road, comprises industrial land of varied lot sizes. Buildings in these areas generally comprise a single large format warehouse per lot, located centrally, with the balance of the lot presenting as cleared land or concrete upstand used for vehicle circulation or external storage of supplies and materials.

Shepparton Sports Precinct including Shepparton Sports City, Shepparton Sports Stadium and surrounding active open space occupies a large portion (64 hectares) of land west of Numurkah Road. The majority of this sport and recreation precinct, as well as the industrial land to its north, is impacted by a floodplain. Given the use and flooding impacts of this area, it is likely this western portion of Shepparton North AC will continue to present as an expansive area of formal and informal open space in the long-term.



EXISTING RESIDENTIAL AREA NORTH OF FORD ROAD



VELODROME ENTRANCE AT SHEPPARTON SPORTS PRECINCT



EXISTING C2Z ZONED LAND WEST OF GOULBURN VALLEY HWY

SECTION 1

CONTEXT

KEY SITES AND DEVELOPMENT PROPOSALS

Development in Shepparton North is fragmented due to shifts in land use demands linked with Shepparton CBD's expansion, leaving many sites within the SNAC under-developed.

Vacant land within the SNAC consists generally of large land parcels, or recently subdivided lands parcels, many of which are subject to future development proposals.

These properties and development proposals are illustrated at Figure 13 and described below:

- A.** 374 Goulburn Valley Highway – development proposal pending,
- B.** 221-229 Numurkah Road – forms part of a proposal for a supermarket and various other uses,
- C.** 185 Numurkah Road – land as part of a proposal for a supermarket and various other uses,
- D.** 31-49 Hawkins Street – approved residential subdivision associated with the Vines residential estate offering 209 lots between 740 and 812 sqm,
- E.** 2, 3, 4, 5 and 6 Shelby Court, 201 and 203 Numurkah Road – approved subdivision and approval for a storage warehouse at No. 3 Shelby Court, and
- F.** 55 Wanganui Road – acquired by Council. Potential to expand the Shepparton Sports and Events Centre (SSEC) and associated drainage infrastructure.

Residential development within the broader area surrounding the SNAC area includes:

- » The Shepparton North Growth Corridor (largely developed) located to the north of the SNAC offers 1042 dwellings, and
- » Shepparton North East Structure Plan area, adjacent to the SNAC is a major future residential area of 177 hectares in area and estimated to achieve a lot/dwelling yield of approximately 1,500 dwellings.



FAIRLEYS IGA SUPERMARKET



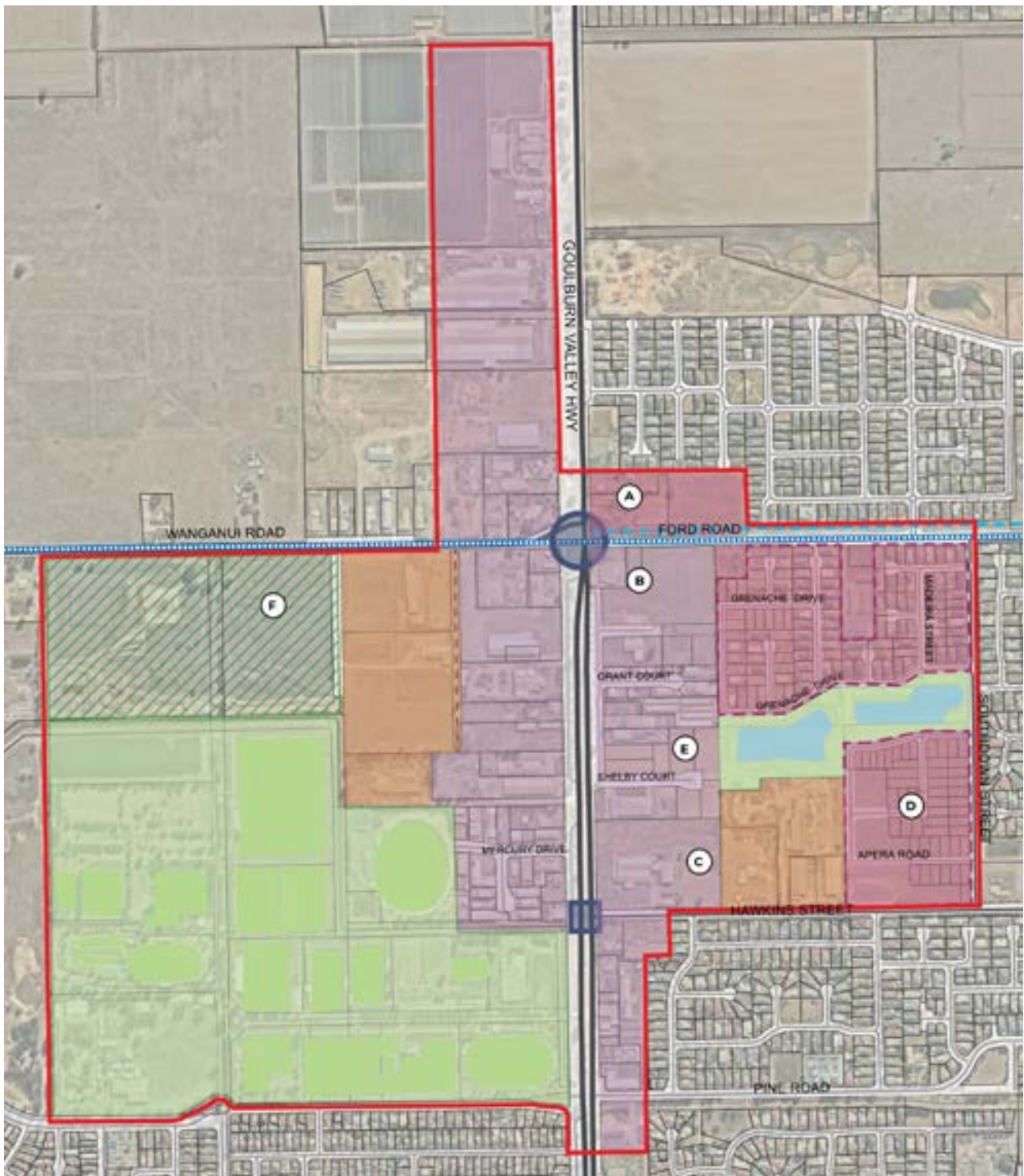
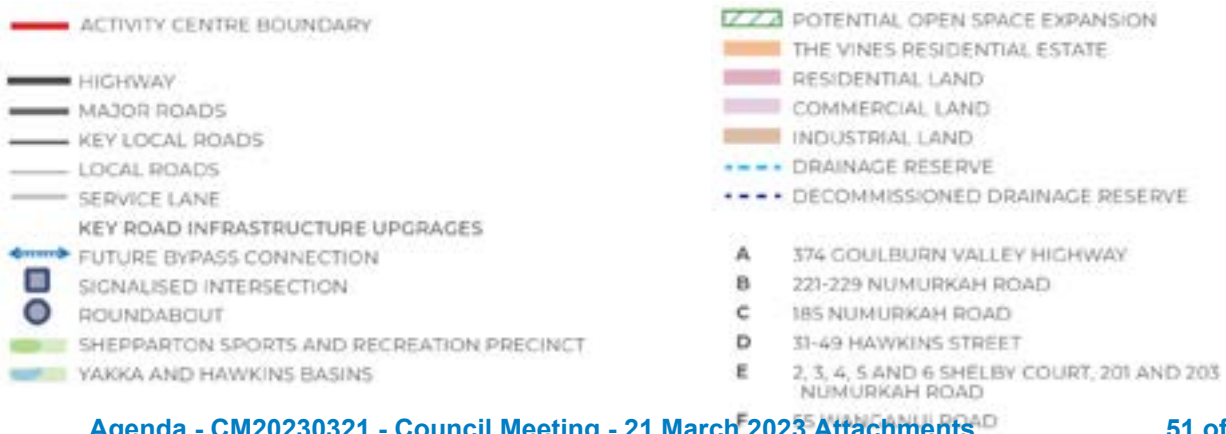


FIGURE 13 - KEY SITES AND DEVELOPMENT PROPOSALS PLAN



SECTION 2

RESPONSE TO EMERGING CHALLENGES

SHEPPARTON NORTH ISSUES, OPPORTUNITIES AND EMERGING CHALLENGES

Preparation of the various Structure Plan documents, including two (2) conversation papers, was supported by extensive stakeholder engagement and community consultation including online community feedback submissions, 1-2-1 sessions with individual stakeholders and drop-in sessions; email newsletter; hand delivered information to residents and business located in the SNAC area; website and newspaper advertisements; and formal letters to referral agencies, landowners, and key stakeholders.

PRE-DRAFT CONSULTATION

A total of eleven (11) submissions were received by Council during the pre-draft Structure Plan consultation process.

The items raised by the submissions during the pre-draft consultation phase informed preparation of the Shepparton North Issues, Opportunities and Emerging Challenges Paper.

Matters raised included:

- » The strong desire to make the area safe and connected for cyclists, pedestrians and public transport whilst also ensuring ease of accessibility for vehicular traffic by providing an interconnected layout.
- » The need for arterial roads to be able to accommodate significant freight movements
- » The timely provision of various intersection and road upgrades in the area
- » The opportunity for landscaping along key arterial roads and surrounding gateway sites
- » The need for a second full-line supermarket (the preferred location of this supermarket varied between submissions)
- » The desire to identifying appropriate interfaces between existing commercial areas on the eastern side of Goulburn Valley Highway/Numurkah Road and existing residential areas.
- » The integration of the Shepparton Sports and Events Centres with the surrounding SNAC
- » The need for and feasibility of sustainable transport opportunities (electric vehicle infrastructure etc.)

ISSUES, OPPORTUNITIES AND EMERGING CHALLENGES PAPER

The *Shepparton North Issues, Opportunities and Emerging Challenges Paper* (the Emerging Challenges Paper) was prepared following the pre-draft consultation phase.

The paper identified the key issues that needed to be addressed by the Structure Plan as well as the opportunities and potential responses to the emerging challenges within the study area.

Summarised below are the key issues and opportunities that were identified within the Emerging Challenges Paper, being that the Shepparton North Activity Centre area:

- » occupies a strategic location.
- » has the capacity and potential to grow.
- » is subject of land use pressure but that co-ordination between key sites within the SNAC is lacking.
- » is operating as a series of discreet, individual uses rather than a properly functioning, multi-purpose activity centre.
- » is lacking in streetscape amenity and appearance and there is a definite lack of open space.
- » will benefit from structural changes to the high order movement network including delivery of stage 1 of the Shepparton Bypass and upgrade of Ford Road/Wanganui Road.
- » has internal, low order access roads that are very limited for vehicles, pedestrians and cyclists;
- » is heavily car dependent.
- » does not have an obvious 'centre' or heart, accordingly opportunities to co-locate and intensify complementary land uses are limited.
- » is subject of proposals for competing supermarket sites that are site specific, 'standalone' proposals and requires guidance regarding preferred locations for key land uses such as the second and third supermarket, and
- » is in need of land use and urban design direction in relation to preferred land use types and siting of built form, access and car parking (in addition to that which is provided in Design and Development Overlay – schedule 9).

From these key issues and opportunities, five (5) 'emerging challenges' were identified and discussed, as follows:

① Where is the heart of the structure plan



② How can communities within and adjoining the Structure Plan area be better connected?



③ How can the appearance of the centre be improved?



④ How can clarity be provided in relation to preferred land uses and roles of Shepparton North?



⑤ How can direction be provided to guide proposals for development of key sites within the activity centre?



The key issues, opportunities and emerging challenges contained within the Emerging Challenges Paper were then subject of consultation with landowners, authorities, and the wider community.

The Emerging Challenges and potential responses facilitated discussions between the key stakeholders to help Council better understand necessary change and how the Structure Plan could facilitate this change in the short, medium and long term.

The feedback in response to the Emerging Challenges is summarised as follows:

SECTION 2

RESPONSE TO EMERGING CHALLENGES

The Issues, Opportunities and Emerging Challenges Paper identified some potential responses to the 5 key challenges.

1 Where is the heart of the structure plan

- » Facilitate the development of a second supermarket within the centre to improve convenience.
- » Support an alternative commercial centre closer to northern residential areas.

2 How can communities within and adjoining the Structure Plan area be better connected?

- » Improve the accessibility for vehicular traffic to encourage a safe and connected cyclist network for pedestrians and public transport within the SNAC.
- » The commercial viability of the heart of the activity centre could be strengthened by delivering internal street connections to the north-east and east
- » The access and use on the west side of Numurkah Road including the existing industrial sites and Shepparton Sports City could be better supported by the internal connections to encourage the pedestrian and cyclist movements.
- » Bridge the barrier of Numurkah Road/ Goulburn Valley Highway.
- » Better design the arterial SNAC for freight vehicles and large volumes of traffic.
- » Integrate the SNAC with the surrounding arterial road network and proposed road upgrades to ensure the future growth of Shepparton North builds upon this investment.

3 How can the appearance of the centre be improved?

- » Identify the gateway locations on key intersections
- » Encourage public realm improvements, including consistent street tree planting
- » Strengthen legibility of interfaces and access opportunities
- » Discourage disjointed or inappropriate development that would negatively impact the appearance of the centre
- » Encourage a built environment that is safe and encourages integration of land uses through appropriate built form and interface treatment
- » Support gateway treatment(s) and active road frontages in the SNAC, to project a sense of arrival into Shepparton CBD

4 How can clarity be provided in relation to preferred land uses and roles of Shepparton North?

- » The delivery of a second full-line supermarket in the SNAC would strengthen the economic vitality of the activity centre.
- » Flexibility around the delivery of a third full-line supermarket would allow the establishment and settlement of the key retail land uses and associated connections within the activity centre.
- » The SNAC should accommodate diversity of retail, industrial and commercial offerings to define the roles of development on key sites and support surrounding residential areas.
- » Activity within the residential areas could be achieved by co-locating of commercial uses with residential uses outside of the commercial corridor.

5 How can direction be provided to guide proposals for development of key sites within the activity centre?

- » Support a mix of uses within the centre across key development sites including residential uses, commercial as well as complementary community facilities.
- » Need for direction to be provided regarding second and third supermarkets

The Paper was subject of landowner and broader community consultation. Following the landowner/community consultation phase the potential responses to the key challenges were subject of further review.

The outcome of this further review process is set out following for each of the key challenges in the form of a short description of the issue, the Structure Plan response and a series of associated implementation actions.

The Structure Plan responses and implementation actions seek to implement the vision for the activity centre.

1 Where is the heart of the structure plan



WHAT IS THE ISSUE?

The Emerging Challenges Paper identified that the Shepparton North Activity Centre can no longer be described as an outlying ‘fringe’ activity centre as residential development is continuing to occur to the east, north and west of the centre and there is on-going interest in redevelopment of land within the activity centre for a range of industrial and commercial purposes.

Notwithstanding the potential opportunities that are associated with this changing land use context, it was observed that redevelopment is occurring relatively rapidly on a site-specific basis with little co-ordination between sites. In addition it was identified that there are fragmented pieces of industrial land located in strategically important locations and there is no obvious centre or ‘core’ of the activity centre where complementary, or connected land uses are present.

Lack of provision for open space, community facilities and affordable housing were also identified as constraints along with lack of internal connectivity for various modes of transport. The need for deliberate guidance regarding the preferred location for a second and possibly a third supermarket was also identified where such uses could support co-location of complementary land uses and community services and facilities.

Land on the north-east corner of Hawkins Street and the Goulburn Valley Highway/Numurkah Road, known as the southern gateway site, was identified as the preferred location to establish the core or heart of the activity centre given its gateway location and ability to be developed in conjunction with the adjoining land to the east to accommodate a range of complementary land uses including community facilities, open space and affordable housing.

Notwithstanding the preference for the southern site to become established as the core of the activity centre, throughout the consultation phase the merits of the northern site (south-west corner of Ford Street and the Goulburn Valley Highway/Numurkah Road)

were advanced as a suitable site for a range of land uses including a supermarket (third full line supermarket). In addition to questions regarding the suitability of the site for such uses, questions emerged regarding the potential timing of delivery of a third supermarket given that the preferred site for the second supermarket is yet to be redeveloped.

Continued representation of the merits of both the southern and northern sites and previous reference to the core of the activity centre being located between Ford Road to the North and Hawkins Street to the south has brought into focus the question as to whether the two sites can play a positive role in conjunction with one another and how this can be achieved.

STRUCTURE PLAN RESPONSE

In response to the issues that were identified, the Issues, Opportunities and Emerging Challenges Paper sought to:

- » Favour the southern gateway site as the preferred location to become progressively established as the ‘heart’ of the activity centre;
- » Nominate the northern gateway site for alternative commercial and other uses;
- » Introduce additional north-south and east-west connectivity to the east of the Numurkah Road between Ford Road and Hawkins Street;
- » Establish a ‘green’ link between the central drainage reserve and the open space and community facilities to the south-west;
- » Nominate preferred locations for gateway built form and active frontages;
- » Accommodate a community centre and a potential open space node within or adjacent to the heart of the activity centre; and



FIGURE 14 - EMERGING DIRECTION 1 SOUTHERN GATEWAY SITE PLAN

Further examination and consultation with the relevant landowners has identified that these initiatives could be improved by (see corresponding Figures 14 and 15):

SOUTHERN GATEWAY SITE

- A. Locating the two supermarkets in a parallel arrangement, facing to the east toward a shared car parking area;
- B. Sleeving the rear of the supermarkets with commercial/retail or community uses that can present their frontage (with limited car parking) toward the Numurkah Road (Goulburn Valley Highway);
- C. Incorporating gateway quality architecture on the north-eastern corner of Hawkins Street and the Numurkah Road/Goulburn Valley Highway;
- D. Sleeving the supermarket entries with specialty retail tenancies opposite a shared plaza/open space area;
- E. Incorporating a 'green link' through the plaza and the shared car park to establish a direct connection to the community facilities and open space to the south-east via the proposed signalised intersection at Hawkins Street and the Numurkah Road/Goulburn Valley Highway;
- F. Relocating the north-south road link to the east such that it is adjacent to the eastern boundary of the southern gateway site with potential for connectivity to the residential catchment to the north east;
- G. Delivering two new east-west street connections through the land to the east of the southern gateway site;
- H. Including provision for a north-south green link between Hawkins Street and the drainage reserve (through the land that is proposed to be rezoned from Industrial to residential/mixed use);
- I. Investigating provision for a community facility on or near the north-east corner of Hawkins Street and the Numurkah Road/Goulburn Valley Highway;
- J. Setting aside a local open space reserve centrally within the land to the east of the Southern Gateway site; and
- K. Deliver a proportion of affordable/small lot housing to the east of the Southern Gateway site.

1 Where is the heart of the structure plan

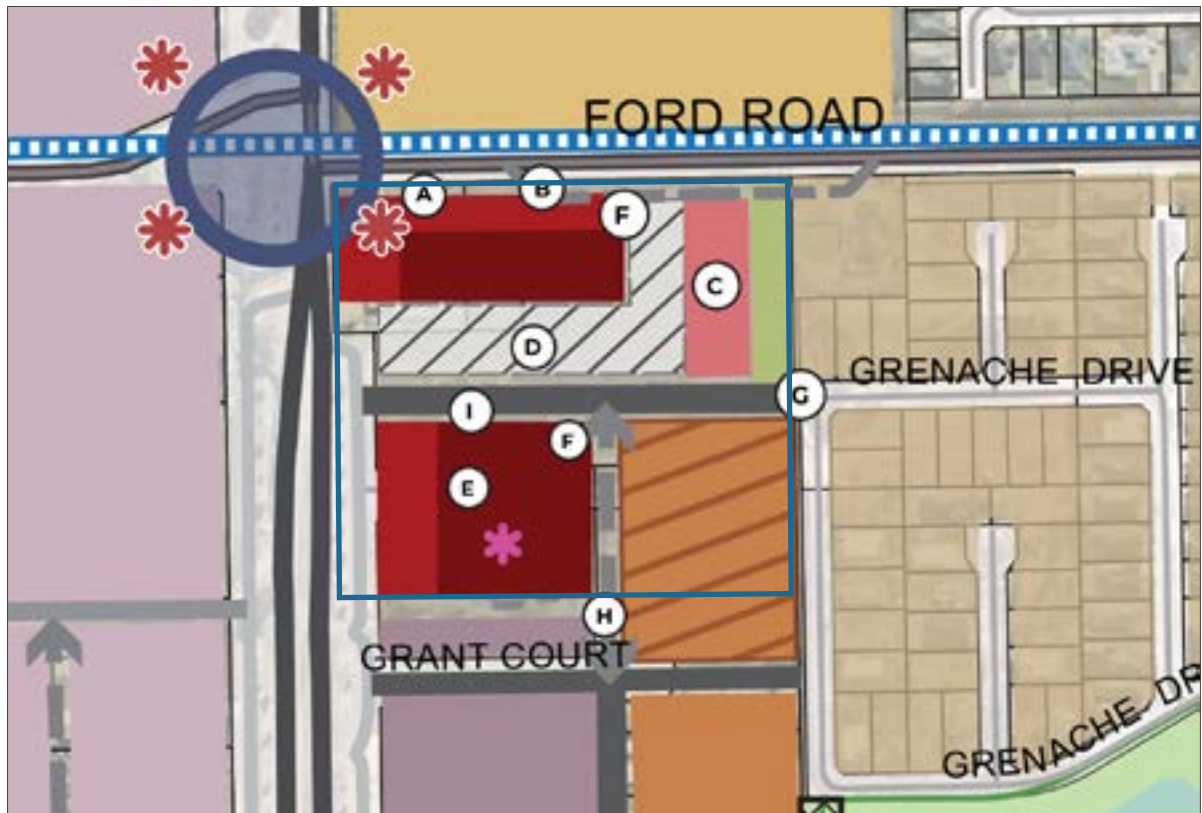


FIGURE 15 - EMERGING CHALLENGE 1 NORTHERN GATEWAY SITE PLAN

NORTHERN GATEWAY SITE

- A.** Incorporate a high-quality gateway building on the south-east corner of Ford Road and the Numurkah Road/Goulburn Valley Highway with associated landscaping to establish a gateway to the activity centre and to screen direct views to the car park at the rear;
- B.** Locate highway related uses accessed via a service road arrangement on the south side of Ford Road;
- C.** Investigate potential opportunities to establish a compatible use to front onto the west side of Grenache Drive including the possibility of affordable housing;
- D.** Incorporate provision for a central shared car park;
- E.** Plan for a mix of large format retail and commercial land uses;
- F.** Manage loading requirements without reliance on access to the east via the residential street network;
- G.** Restrict direct vehicular access onto Grenache Drive from Ford Road;
- H.** Incorporate provision for possible access to the south onto Grant Court; and
- I.** Deliver a pedestrian friendly north facing street edge internal to the site.
- J.** Deliver a landscape town entry roundabout to establish a sense of arrival into the SNAC

IMPLEMENTATION ACTIONS

- ▶ Contain the retail/commercial 'core' of the activity centre between Ford Road and Hawkins Street on the east site of Numurkah Road/Goulburn Valley Highway.
- ▶ Apply the Activity Centre Zone to the laned zoned Commercial 2 Zone that is located between Ford Road and Hawkins Street on the east side of the Numurkah Road/Goulburn Valley Highway.
- ▶ Retain the land use characteristics of the Commercial 2 Zone on the west side of the Numurkah Road/ Goulburn Valley Highway between Ford Road and Hawkins Street.
- ▶ Discourage retail and commercial uses to the north of Ford Road on the east side of Numurkah Road/Goulburn Valley Highway by applying the Activity Centre zone and identify this land as a residential precinct with the intention to only support non-residential uses such as a motel that could complement the gateway location and oppose uses such as a petrol station that could detract from the residential amenity of the precinct.
- ▶ Apply ACZ to the west side of the Numurkah Road/Goulburn Valley Highway to the north of Ford Road but discourage highway related commercial uses and support use of land within this precinct for industrial purposes.
- ▶ Support rezoning of the current Industrial 1 Zone land on the north side of Hawkins Street for residential/mixed use purposes subject to reaching agreement regarding delivery of a proportion of affordable/small lot housing, a central open space, two east-west street connections and provision for high quality street tree planting.

2

How can communities within and adjoining the Structure Plan area be better connected?



WHAT IS THE ISSUE?

The Emerging Challenges Paper identified that four distinct land use areas within the Structure Plan area have generally low levels of internal north-south and east-west connectivity which is resulting in a heavy reliance on the high order road network for local trips.

The footpath/shared path network was also identified as being under-developed and lacking in provision for linkages between newly establishing communities and important community infrastructure such as open space and the community facilities to the south-west.

The relationship between land uses and the movement network, was observed to have a lack of exposure at the rear of the lots and the existing courts along Numurkah Road/ Goulburn Valley Highway. The disconnected courts offer very limited east-west connectivity and no north south connectivity is available through the Commercial 2 Zone land.

Planned intersection improvements at Ford Road/Numurkah Road (large roundabout) and Hawkins Street/Numurkah Road (traffic signals) offer the opportunity to improve pedestrian accessibility, particularly to the south-west via the 'heart' of the activity centre however the underlying accessibility problems will remain without intervention.

STRUCTURE PLAN RESPONSE

In response to the issues that were identified, the Issues, Opportunities and Emerging Challenges Paper sought to:

- » Increase local street connectivity (north-south and east-west) within the commercial/ industrial area to promote progressive land use redevelopment and intensification of rear portions of the Commercial 2 zoned land on the east and west sides of the Numurkah Road/Goulburn Valley Highway;
- » Facilitate a new north-south street connection between the two gateway sites on the east side of the Numurkah Road/ Goulburn Valley Highway by rezoning;
- » Investigate the opportunity to connect some of the disconnected court bowls such that land at the rear of the Commercial 2 zoned land could be released for development;
- » Progressively improve the streetscape quality and amenity of existing and future streets to promote walking and cycling;
- » Define and progressively deliver a shared path network to connect communities to the heart of the activity centre and throughout the SNAC; and
- » Consider potential opportunities to provide pedestrian connectivity between the northern gateway site and the residential area to the east.

Further examination and consultation with the relevant landowners has identified that these initiatives could be improved by:

- A.** Relocating the new north-south street connection to the eastern boundary of the southern gateway site (road reserve to be within the southern gateway site) to enable its northerly extension to connect the north-eastern residential community to the heart of the activity centre (this outcome is the fall back option that can be delivered if the part rezoning to residential and delivery of the internal north-south road connection between the two courts is not supported by the landowners – see No. D below);
- B.** Avoiding a direct extension of Grenache Drive to intersect with Ford Road but accommodate a westerly extension of Grenache Drive to intersect with the Numurkah Road service road via Doody Street or a new direct connection more northerly;

- C.** Delivering a service road on the south side of Ford Road with an internal north-south connection between the service road and the westerly extension of Grenache Drive;
- D.** Supporting establishment of a north-south street connection between Grant Court and Shelby Court and use of land to the east of the new north-south connection for residential/mixed use purposes if the affected land owners are supportive of delivery of the link;
- E.** Supporting the westerly extension of Apera Road street through the existing industrial land along with a secondary east-west street to the north along the drainage reserve;
- F.** Supporting a new north-south street connection between Vincent Street and along the northern boundary of No. 216 Numurkah Road on the west side of the Numurkah Road;
- G.** Progressively deliver a comprehensive shared path/pedestrian network throughout the Structure Plan area

IMPLEMENTATION ACTIONS

- ▶ Investigate the application of the Public Acquisition Overlay (PAO) and acquire land that is required for delivery of the new north-south street connection on the east side of the Numurkah Road if agreement cannot be reached with the affected landowners to deliver the preferred north-south street connection (between Grant Court and Shelby Court).
- ▶ Investigate the application of the Public Acquisition Overlay (PAO) to the extensions of Grant Court and Shelby Court on the east side of the Numurkah Road.
- ▶ Investigate the application of the Public Acquisition Overlay (PAO) to create the new north-south street connection to the west of the Numurkah Road.
- ▶ Prepare a detailed footpath/shared path network plan and streetscape plan for the Numurkah Road/ Goulburn Valley Highway between Hawkins Street and Ford Road.

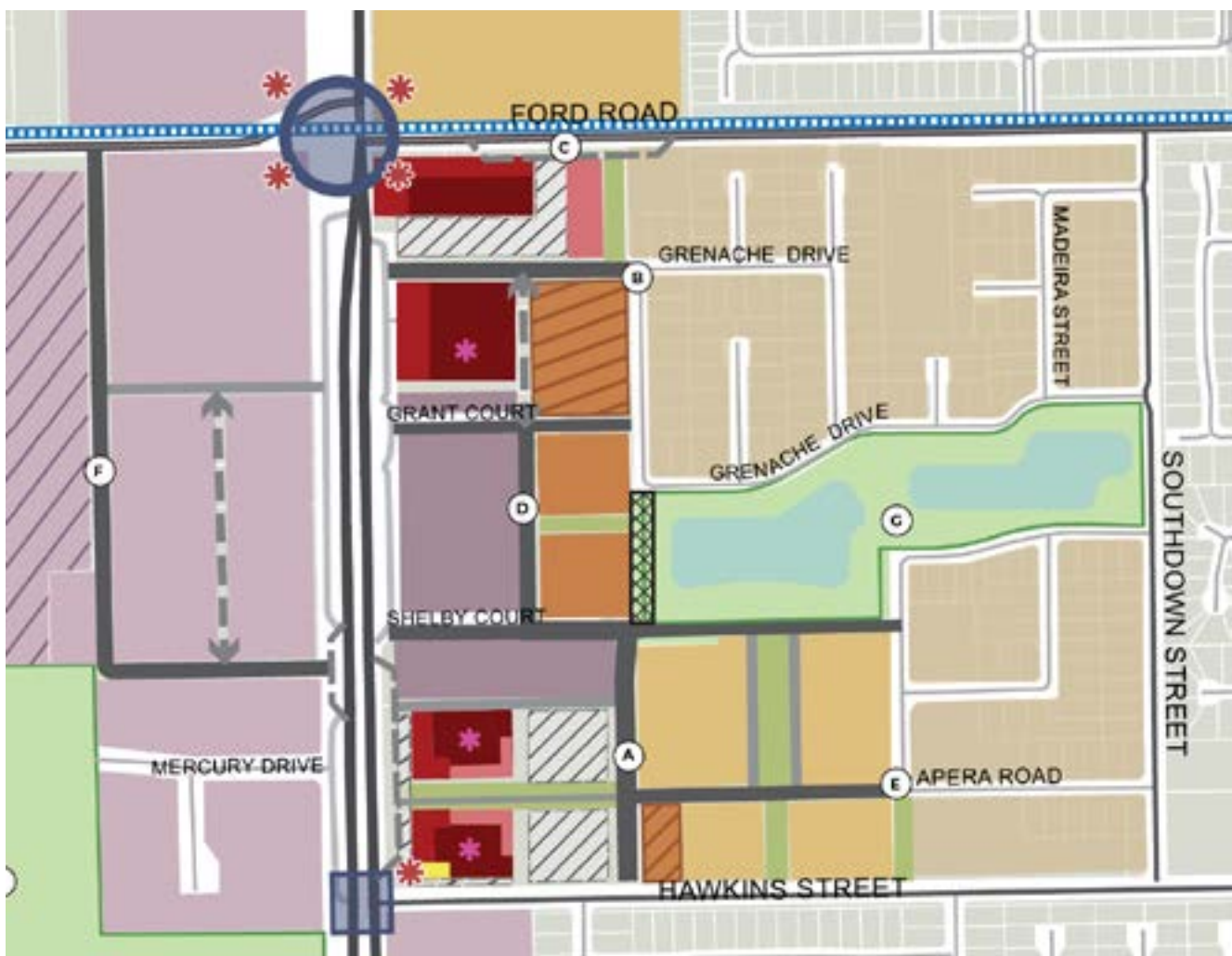


FIGURE 16 - EMERGING DIRECTION 2 PLAN

3

How can the appearance of the centre be improved?



WHAT IS THE ISSUE?

The Emerging Challenges Paper identified that the absence of continuous street tree planting and other forms of scaled landscaping throughout the Shepparton North Activity Centre is a key limitation.

The opportunity to upgrade the appearance of the section of the Numurkah Road between Hawkins Street and Ford Road will be enhanced as a result of delivery of the intersection improvements at either end of the Numurkah Road (Numurkah Road and Ford Road and Numurkah Road and Hawkins Street) that will contain the extent of the activity centre and serve to slow traffic speeds.

The staged delivery of the northern bypass will also have a significant impact on the activity centre via re-direction of heavy vehicles away from the Numurkah Road (between Ford Road and Hawkins Street) which in turn will offer the opportunity to improve the amenity of the activity centre.

It was observed that the overall width of the Numurkah Road/Goulburn Valley Highway cross section (including its service roads) offer the opportunity to upgrade its appearance to that of a grand boulevard entry to Shepparton.

STRUCTURE PLAN RESPONSE

In response to the issues that were identified, the Issues, Opportunities and Emerging Challenges Paper sought to:

- » Significantly increase the presence of street tree planting and other forms of landscaping throughout the activity centre.
- » Bring built form closer to the Numurkah Road frontage.
- » Supporting/requiring delivery of landscaping in the frontage of new developments.

Further examination and consultation with the relevant landowners has identified that these initiatives could be improved by:

- A.** Upgrading the appearance of the Numurkah Road between Ford Road and Hawkins Street by preparing and implementing a Streetscape Improvement Program as a priority to complement proposed intersection works at Ford Road and Hawkins Street.
- B.** Preparing a streetscape improvement plan (primarily for planting of street trees) for Ford Road and lobby for delivery of street tree planting as part of the upgrade of Ford Road (east and west of the Numurkah Road).
- C.** Progressively delivering street tree planting in Hawkins Street, Southdown Street and Grenache Drive.
- D.** Requiring street trees to be planted along any new street connections that are delivered throughout the SNAC.
- E.** Ensuring that local open space is delivered if the existing industrial land on the north side of Hawkins Street is rezoned to facilitate residential/ mixed use development.
- F.** Delivering a central meeting place/ plaza area in a location that has good weather protection within the core of the southern gateway site.
- G.** Providing guidance regarding preferred front setbacks in relation to built form outcomes and delivery of improved landscaping within the front setback.

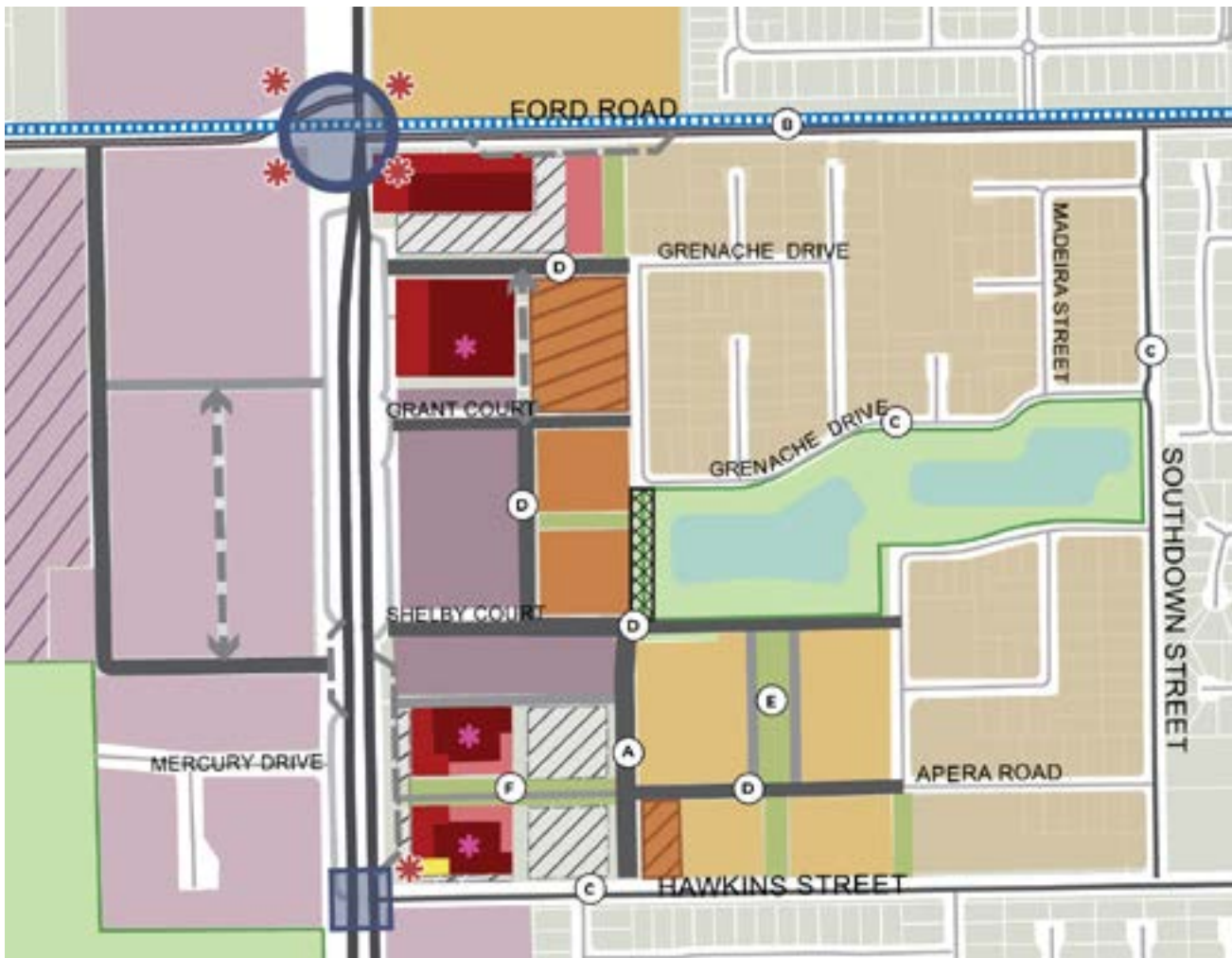


FIGURE 17 - EMERGING DIRECTION 3 PLAN

IMPLEMENTATION ACTIONS

- ▶ Ensure that all new street connections include sufficiently wide verges to accommodate street tree planting.
- ▶ Deliver a widened road reserve on the westerly extension of Apera Street to create a feature street and accommodate widened verges to enable establishment of large scale street trees.
- ▶ Prepare a streetscape master plan for the landscape town entry roundabout and landscape upgrades to Numurkah Road/Goulburn Valley Highway between Hawkins Street and Ford Road and deliver street tree planting and other forms of landscaping as a priority.
- ▶ Ensure that street tree planting is delivered as part of the upgrade of Ford Road.
- ▶ Prepare streetscape improvement plans for Hawkins Street, Southdown Street and Grenche Drive.
- ▶ Require a local open space to be created as a condition of rezoning of the industrial land north of Hawkins Street.
- ▶ Consider preparation of landscape/urban design guidelines for the activity centre to promote continuous improvement in built form location and design, and to achieve appropriate landscaping within front setbacks.
- ▶ Include conditions on all future planning permits for subdivision and development to undertake street tree planting and other forms of landscaping as required.
- ▶ Consider preparation and implementation of a Development Contributions Plan for street tree planting/public realm improvements.
- ▶ Deliver a landscape town entry roundabout to establish a sense of arrival into the SNAC

How can clarity be provided in relation to preferred land uses and roles of Shepparton North?

4



WHAT IS THE ISSUE?

The IEmerging Challenges Paper identified that the Shepparton North Activity Centre recognised the important role that Shepparton North plays in accommodating a range of land uses for both the immedaite residenital and broader agricultural communities.

It was noted however that most of the existing uses have been established on a site-specific basis with little direct interaction or connectivity between uses.

It was also observed that the existing land uses lack in diversity (particularly for non-standard housing outcomes) and that key sites are competing for designation as the preferred location for future supermarkets.

In the absence of guidance about the role of Shepparton North and clarity regarding application of appropriate zones, it was recognised that there will continue to be a 'push/pull' for development which is likely to result in poor interfaces and lack of connection between parcels, car dependency and a diminished pedestrian and residenital amenity.

STRUCTURE PLAN RESPONSE

In response to the issues that were identified, the Issues, Opportunities and Emerging Challenges Paper sought to:

- » recognise the importance of defining a vision for the Shepparton North Activity Centre;
- » acknowledge the importance of defining preferred land use outcomes for discreet parts of the activity centre including the preferred location/s for future supermarkets; and
- » identify the benefits associated with encouraging establishment of a diverse range of land uses including non-standard housing.
- » Facilitate introduction of residential development at the rear (east) of the new north-south road connection to improve the interface between land uses.

Further examination and consultation with the relevant landowners has identified that these initiatives could be improved by:



» Defining a new vision for the SNAC.



» Review the current Commercial and other zones throughout the SNAC and provide precinct-based land use direction.



» Reviewing the current shop and retail floorspace allowances in association with establishment of direction in relation to the northern and southern gateway sites and the balanced of the SNAC.



» Actively discouraging relocation of bulky goods/large format restricted retail uses from becoming established within the SNAC as such uses are preferred to be retained within the CBD.



» Supporting the potential for mixed use development, including non-standard and affordable housing, in key parts of the activity centre.



» Supporting introduction of the key connections are recommended in response to Emerging Challenge No. 2.

IMPLEMENTATION ACTIONS

- ▶ Apply the Activity Centre Zone (ACZ) to the activity centre with specific land use direction in accordance with the role of the following precincts:
 - Precinct 1 – Retail Core
 - Precinct 2 – Commercial Core
 - Precinct 3 – Core Industrial
 - Precinct 4 – Commercial Corridor
 - Precinct 5 – Peripheral Residential
 - Precinct 6 – Peripheral Commercial
- ▶ Review the shop and retail floorspace allowances within the ACZ to facilitate preferred shop and retail outcomes.
- ▶ Restrict establishment of bulky goods/large format restricted retail uses within the activity centre via the schedule to the ACZ.

5

How can direction be provided to guide proposals for development of key sites within the activity centre?



WHAT IS THE ISSUE?

The Issues, Opportunities and Emerging Challenges Paper identified that the Shepparton North Activity Centre acknowledged that there has been a long history associated with issue of planning approval for construction of two supermarkets, with associated specialty stores, on the southern gateway site but that due to lack of delivery to date that the northern gateway site has been presented as an alternative location for immediate construction of an additional full line supermarket.

Aside from the 'debate' about which site should be the preferred location for delivery of two full line supermarkets, various design deficiencies were identified for both sites. The design deficiencies generally relate to

a continuation of the previous approach in Shepparton North where sites have effectively been developed independently without any regard to neighbouring land or broader accessibility. The lack of regard to their surrounding context and the lack of regard to quality of architecture, sense of place and amenity and ability to plan for and attract complementary land uses were identified as key threats to the ability to deliver an integrated, functional activity centre.

The Issues, Opportunities and Emerging Challenges Paper also identified that there is an absence of direction regarding delivery of a third full line supermarket which will be needed in the longer term to support the current and projected population growth.

Returning to the challenges associated with delivery of a second full line supermarket in the short term to meet the needs of the existing and growing community, a significant strategic question has arisen with regard to whether the Structure Plan can or should seek to impose a time limit to enable redevelopment to commence on the southern gateway site before any approvals may be granted for the alternative northern gateway site.

STRUCTURE PLAN RESPONSE

In response to the issues that were identified, the Issues, Opportunities and Emerging Directions Paper sought to:

- » Favour the southern gateway site as the preferred, more central, location to accommodate two full line supermarkets and become the heart of the activity centre;
- » Nominate the northern gateway site as a complementary mixed use gateway site;
- » Encourage internal connectivity and redevelopment of the rear parts of the existing Commercial 2 Zone land by introducing additional north-south and east-west street connections;
- » Support delivery of non-standard and affordable housing outcomes in key locations including on the current industrial land on the north side of Hawkins Street; and
- » Provide guidance regarding the preferred arrangement of land uses and streets to better connect future land use to the existing community.

Further examination and consultation with the relevant landowners has identified that these initiatives could be improved by:

- A.** Continuing to favour the southern gateway site as the preferred site for delivery of two full line supermarkets but nominating the northern site as a suitable location for an additional full line super market.
- B.** With regard to timing of delivery of the second and ultimately the third full line supermarkets, do not use the Structure Plan to seek to impose a restriction on timing of delivery of the southern or northern gateway sites. Issue of planning approval for both the southern and northern gateway sites for two full line supermarkets and one full line supermarket respectively will ensure that the second supermarket is delivered in the short term and thereafter the third full line supermarket will be ultimately delivered in a location that is supported by the Structure Plan.

- C. Providing additional guidance regarding the preferred arrangement of land uses such that the southern gateway site and the northern gateway site have the characteristics that are described in response to Emerging Challenge No.1.
- D. Encourage redevelopment of the land in between the southern and northern gateway sites by supporting the provision of key north-south and east-west street connections and support potential use of part of the land for residential purposes to improve the development interface and to incentivise delivery of the new links.
- E. Support rezoning of the current industrial land on the north side of Hawkins Street provided the recommended pre-conditions are met and the site is free from contamination or other constraints.
- F. Provide precinct-based land use direction as recommended in response to Emerging Challenge No.4.

IMPLEMENTATION ACTIONS

- ▶ Apply the Activity Centre Zone as recommended in response to Emerging Challenge No.4.
- ▶ Increase the shop floor space allocation within the activity centre to enable delivery of a third full line supermarket in the longer term along with complementary specialty retail.



Agenda - CM20230321 - Council Meeting - 21 March 2023 Attachments
 FIGURE 18 - EMERGING DIRECTION 5 PLAN

SECTION 3

VISION

THE STRATEGIC VISION PROVIDES OVERARCHING GUIDANCE FOR DEVELOPMENT

OVERARCHING VISION FOR SHEPPARTON NORTH ACTIVITY CENTRE

VISION STATEMENT

The Shepparton North Activity Centre will play a sub-regional role to attract investment and renewal with a retail, commercial, civic and recreation offering that will create a lively urban environment.

In the short to medium term the centre will begin its transition from a collection of individual, disconnected land uses to become an integrated and connected activity centre.

The high-quality public realm, open space and the sustainable built environment, combined with convenient access to the centre will make it a desirable location for commercial development and medium density residential development in the medium to long term.

The key gateway sites at either end of the core of the activity centre will play a vital role in delivering much needed retail, entertainment and convenience uses and their redevelopment will lift the profile of the precinct.

Redevelopment of the two key gateway sites will facilitate the redevelopment of the land in between these sites.

New internal street connections will play a vital role in supporting land use redevelopment and intensification and ensure that the key sites are conveniently connected.

Existing and emerging residential communities to the east and north-east are connected to the core of the activity centre and beyond to recreation and community infrastructure in the south-west.

The following section sets out the overarching Framework Plan that applies to the whole of the SNAC and works to realise the vision and strategic objectives of the centre.

Five key elements have been identified that will act in combination to establish the overarching framework across the activity centre. The five key elements that will enable implementation of the vision include:



The description of each element contains a summary overview of the desired outcomes and objectives, and strategies that should be used to inform land use and development outcomes.

SECTION 3

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Strategic Direction

Building on the existing retail node and developing retail and commercial sectors, land uses within the SNAC will further diversify and strengthen. It is anticipated that land uses will expand to create a thriving place for people to work, shop and visit, to support both its immediate and regional context.

Complementing the retail anchors on the strategic development sites on the south-east corner of the Ford Road/Goulburn Valley Highway intersection and, the north-east corner of Hawkins Road/Goulburn Valley Highway intersection respectively, will be a variety of commercial and residential uses bringing activity to surrounding open space areas. These mixed use developments will contribute to transforming key connections between the commercial, residential, open space and recreation precincts within the SNAC. In particular the southern development site, will play an important role in delivering civic space and critical connections that will link passive with active open space.

Residential development is encouraged, and new types of housing will begin to emerge within the SNAC as the housing market in the Shepparton and Mooroopna growth corridor continues to evolve.

Demand for medium density accommodation, close to urban infrastructure, services, shops and open space will appeal to the increasingly diverse housing needs of the population and will provide encouragement for mixed-use forms of development.

LAND USE AND DEVELOPMENT OBJECTIVES TO BE ACHIEVED

- » To develop the Shepparton North Activity Centre as a focus for contemporary, high-density residential development incorporating a mix of complementary retail, commercial, entertainment, employment, education and community uses.
- » To promote a vibrant mixed-use activity centre which is a regional destination with a strong sense of place and civic identity which serves the local and wider community.
- » To ensure land use and development facilitates a range of sustainable local employment and business opportunities.
- » To provide a high level of activity to attract people, provide a focal point for the community, create an attractive and safe urban environment and increase opportunities for social interaction.
- » To substantially increase the provision, density and diversity of housing types by offering the community a wider range of housing opportunities.
- » To promote the Shepparton Sports and Recreation Precinct as a modern, high-standard, regional sporting and recreational facility with integrated uses and community services.

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SECTION 3

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STRATEGIES

- ▶ Encourage the more intensive use of vacant or under-utilised land, including the development of multi-storey, contemporary built form.
- ▶ Support a diverse mixture of uses throughout the SNAC to promote opportunities for employment and living, fulfil civic functions, and provide opportunities to learn, interact and connect.
- ▶ Facilitate local employment opportunities and encourage business establishment and expansion.
- ▶ Support and strengthen existing, viable businesses to achieve the land use objectives of the centre including the importance of existing light industry within the centre and future relocation to future industrial areas.
- ▶ Support medium density residential development integrated with other land uses, e.g. small office/home office (SOHO), apartments with activated ground floor retail/commercial uses, and locate medium density housing (including multiunit and townhouse developments) in appropriate locations e.g. adjoining open space.
- ▶ Provide for a variety of public spaces, including open space and high quality streetscapes, for people to connect and enjoy.
- ▶ Favour the southern gateway site as the preferred location to become progressively established as the 'heart' of the activity centre, and as the preferred, more central, location to accommodate two full line supermarkets and become the heart of the activity centre.
- ▶ Nominate the northern gateway site for alternative commercial and other uses, as a complementary mixed use gateway site;
- ▶ Accommodate a community centre and a potential open space node within or adjacent to the heart of the activity centre;
- ▶ Facilitate residential development at the rear (east) of the new north-south road connection to improve the interface between land uses.
- ▶ Support delivery of non-standard and affordable housing outcomes in key locations including on the current industrial land on the north side of Hawkins Street; and
- ▶ Continue guiding the preferred arrangement of land uses and streets to better connect future land use to the existing community.
- ▶ Promote active and intensive land uses on key redevelopment sites (the northern and southern gateway sites) and associated key road connections.
- ▶ Encourage a convenience retail function (including small format supermarket) to service the commercial precincts, while discouraging restricted retail and other big box retailing from locating within the SNAC.
- ▶ Acknowledge the importance of defining preferred land use outcomes for discreet parts of the activity centre including the preferred location/s for future supermarkets (anchor tenants);

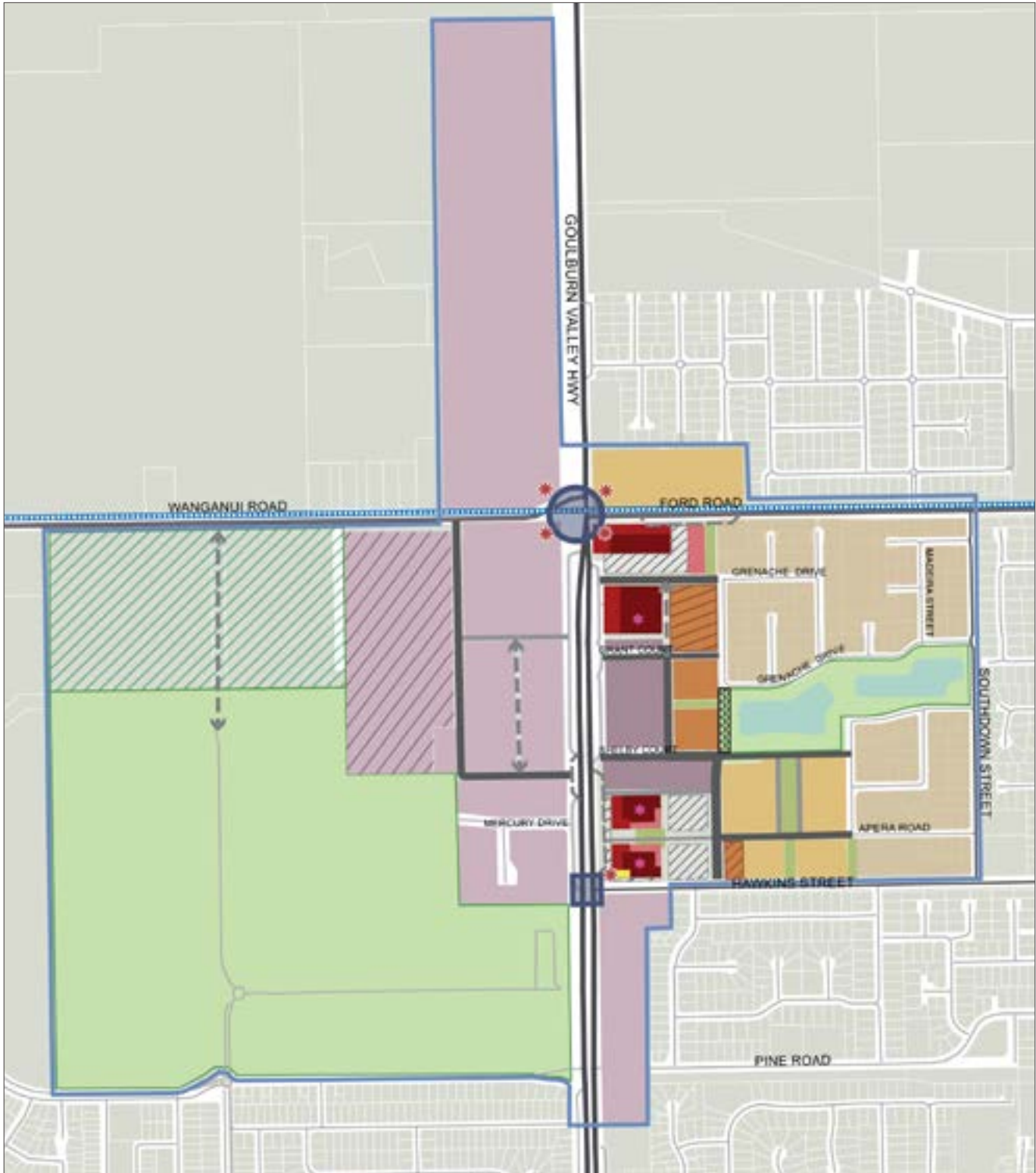
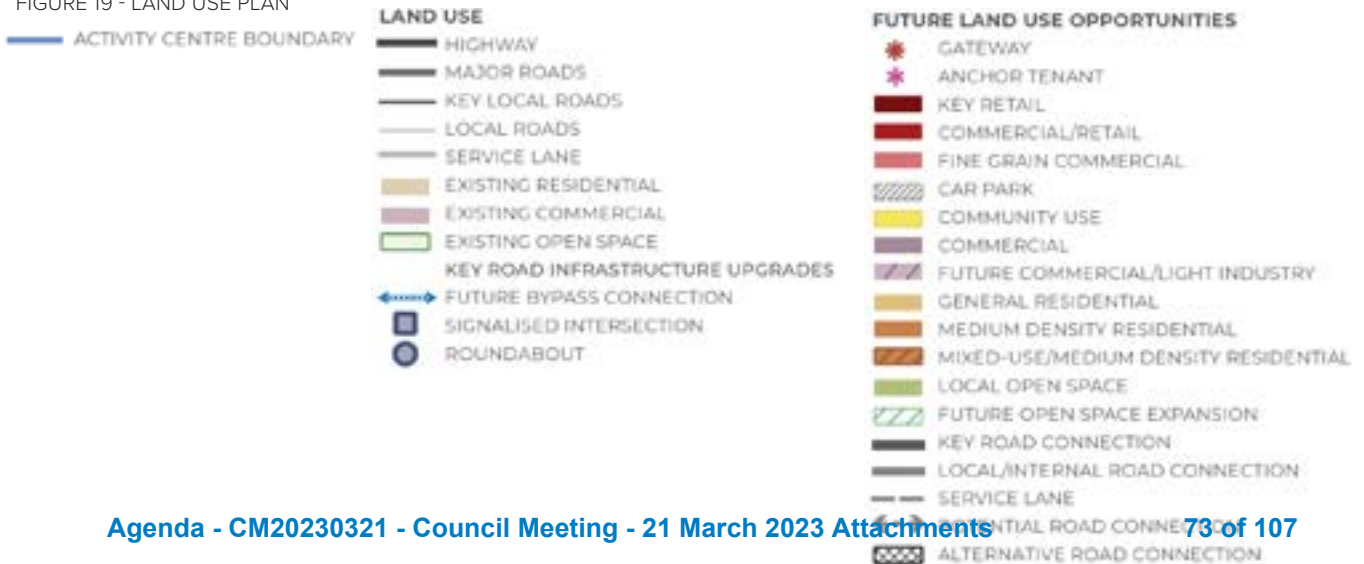


FIGURE 19 - LAND USE PLAN



SECTION 3

VISION

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PUBLIC REALMLAND CONFIGURATION
& OWNERSHIP

Strategic Direction

The viability of any centre is directly related to the level of accessibility to it and ease of movement through it, particularly the movement to its key points of interest or nodes.

Access to the SNAC is generally by private vehicle, with opportunities for pedestrian and cycling from the immediate residential area. Ultimately, a comprehensive, integrated, internal public transport area within the SNAC is desired in the future once the SNAC matures.

While the SNAC will continue to facilitate freight movement, change in land use, and associated road upgrades and vehicle connections will foster a shift away from heavy vehicle movements. While the centre continues to develop alternative transport solutions, it is important that vehicle movements and car parking requirements are managed to provide appropriate levels of access while avoiding adverse amenity impacts on the centre as a whole.

Concurrently, the shift away from private vehicle trips will be encouraged with increased support for active transport solutions including pedestrian and cycling, particularly for the immediately adjoining residential areas.

LAND USE AND DEVELOPMENT
OBJECTIVES TO BE ACHIEVED

- » Ensure safe and convenient vehicle, pedestrian and cycle networks that facilitates safe and efficient movement to and through the activity centre.
- » Prioritise active transport along streets, within car parking areas and in open space, including local open space as well as the Shepparton sports and recreation precinct.
- » Provide a clear, efficient and logical vehicle network and ensure access to convenient car parking in the activity centre.

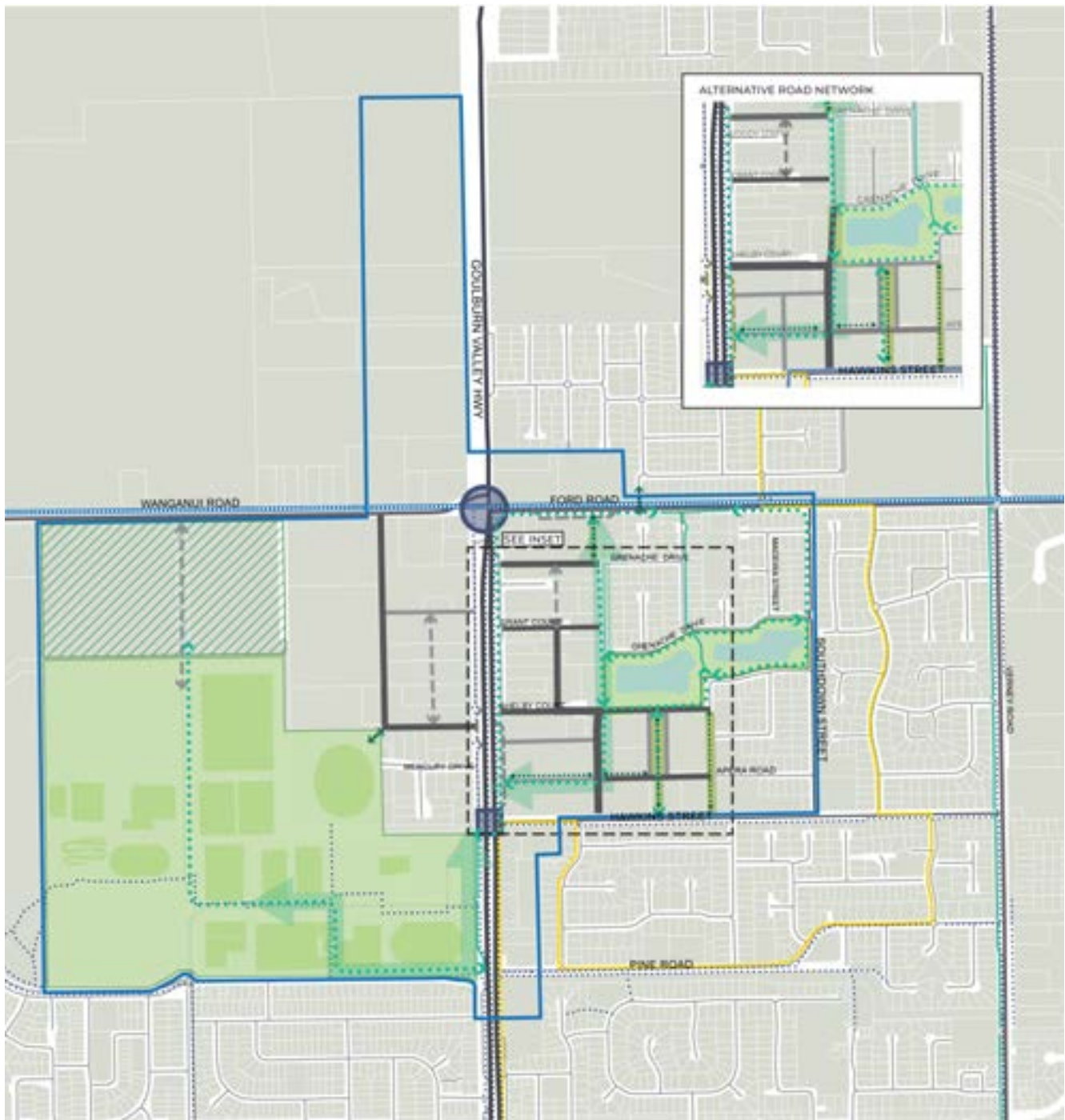


FIGURE 20 - MOVEMENT AND ACCESS PLAN

LAND
USEMOVEMENT
& ACCESSBUILT FORM
& INTERFACESOPEN SPACE &
PUBLIC REALMLAND CONFIGURATION
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STRATEGIES

- ▶ Introduce additional north-south and east-west connectivity to the east of the Numurkah Road between Ford Road and Hawkins Street;
- ▶ Increase local street connectivity (north-south and east-west) within the commercial/ industrial area to promote progressive land use redevelopment and intensification on the east and west sides of the Numurkah Road. This includes connecting disconnected courts;
- ▶ Facilitate a new north-south street connection between the two gateway sites on the east side of the Numurkah Road by rezoning land to facilitate its use for residential purposes (to the east of the new north-south road connection);
- ▶ Progressively improve the streetscape quality and amenity of existing and future streets to promote walking and cycling;
- ▶ Providing a well-connected space where people have the ability to move through the centre effectively and efficiently both through internal and external networks;
- ▶ Progressively deliver a shared path network to connect communities to the heart of the activity centre and throughout the SNAC area;
- ▶ Prioritise and enhance the pedestrian network by connecting 'gaps' within the pedestrian network. In particular, identify and support opportunities to provide pedestrian connectivity between the northern gateway site and the residential area to the east;
- ▶ Enhance pedestrian / cycle circuits and share paths with linkages to areas outside the SNAC and between precincts within the centre, particularly across Ford Road and Goulburn Valley Highway/Numurkah Road.
- ▶ Encourage all roads to have accessible footpaths on each side of the road to support appropriate levels of access for all user groups.
- ▶ Strengthen public transport from Shepparton CBD to the SNAC by facilitating progressive future expansions and improved access.
- ▶ Minimise the impact of vehicular traffic on the pedestrian amenity of the centre by strategically locating car parking.
- ▶ Facilitate the development of safe cycle linkages across the centre and ensure that quality cycling facilities are provided.
- ▶ Support the improvement of intersections that provide access and connectivity into the SNAC.
- ▶ Create a legible street network within the Retail Core Precinct and the Commercial Core Precinct areas to assist in linking major car parks and manage the safe movement of vehicles around the pedestrian focussed centre.
- ▶ Enable the Peripheral Residential Precinct to accommodate 'through' movement into the urban heart, Retail Core Precinct area, which includes accommodating mid-block pedestrian connections as part of major residential developments.
- ▶ Deliver improved accessibility through the major car parking areas where at-grade car parking designs must provide for landscaping and lighting, structured carparks must address the urban design guidelines. Large carparks to have associated parking management plans to maximise the efficiency, ease of use and legibility of the parking supply and availability of customer parking.
- ▶ On-street parking should be considered an integral component of the streetscape design to encourage low traffic speeds as well as allowing for trees and other design elements on new local street connections.
- ▶ On street parking is not envisaged on the arterial network, on major traffic routes within the centre (such as Goulburn Valley Highway and Ford Road) or in the vicinity of major intersections.
- ▶ Prepare an Integrated Transport Strategy for the SNAC with the aim to improving pedestrian, cycle and public transport, vehicle options and connections.
- ▶ Ensure that convenient and secure bicycle parking spaces are provided as part of any development.
- ▶ Access points to car parks should be carefully located and clearly identifiable to reduce potential conflict with pedestrians.
- ▶ Service lanes should be designed to allow for traffic calming from major roads and encourage safe environments for pedestrians / cyclist movements.

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Strategic Direction

Built form change is anticipated in Shepparton North as a result of shift in land use demands and rapid expansion of Shepparton CBD.

A feature of change is that land use activities particularly commercial and retail uses evolve, requiring different building styles for their operations. Accordingly, consistency in design approach is important to ensure buildings are positively impacting Shepparton's identity and local character, particularly along main arterial roads and interfaces.

Built form and interface treatment in the SNAC should present an urban environment that is reflective of its strategic importance at the northern gateway to Shepparton CBD. Buildings will contribute to the quality of the public environment, protect the amenity of neighbouring users, and provide appropriate transitions between areas of significant change and areas of relative stability.

High quality and well-designed buildings and spaces should provide flexibility for future changes in use and enable a diversity of users to work, live and visit the CBD. As such, visual clutter will be appropriately managed, and the design quality of built form and car parking will support a safe, vibrant and connected activity centre. Boundary interfaces will be responsive to adjacent context to ensure appropriate integration of land uses, take advantage of existing sources of amenity and strengthen activation of public realm.

**LAND USE AND DEVELOPMENT
OBJECTIVES TO BE ACHIEVED**

- » To facilitate development that provides appropriate articulation, architectural rhythm and massing, with direct sightlines to key gateway buildings from major roads (Numurkah Road/Goulburn Valley Highway, Ford Road and Wanganui Road) and strong sightlines to street level for passive surveillance in local streets.
- » To create highly transparent, active and visually engaging building façades at ground floor level, where practicable, particularly fronting local streets and public open spaces.
- » To deliver a variety of strong character precincts that reflect the objectives of each precinct and provide distinctive built form and public realm treatments that are legible and encourage a sense of place.
- » To encourage the integration of business identification signage into the design of buildings that is appropriate in scale and softens visual clutter in the street
- » To deliver buildings that include sustainable development principles that reduce energy, water and waste impacts and particularly manage stormwater runoff so that existing flood risks are not exacerbated.

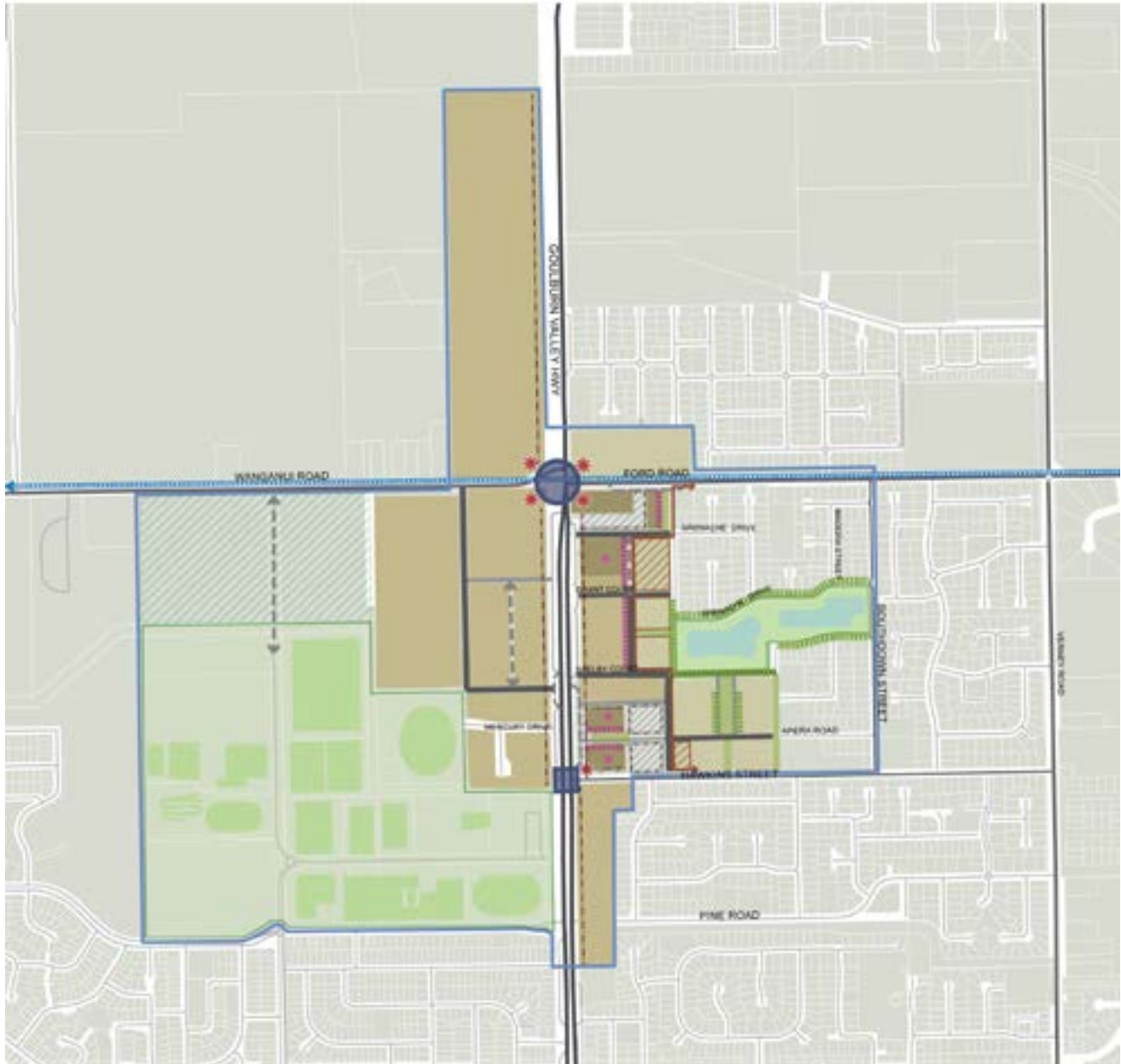


FIGURE 21 - BUILT FORM PLAN



SECTION 3

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& ACCESSBUILT FORM
& INTERFACESOPEN SPACE &
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& OWNERSHIP

STRATEGIES

- ▶ Ensure the design, quality and siting of buildings reflects the gateway role of the area.
- ▶ Bring built form closer to the Numurkah Road frontage on balance with landscaping.
- ▶ Require delivery of landscaping in the frontage of new developments and support the implementation of landscape and front gardens objectives and design requirements of the Shepparton North Commercial Precinct UDF (Shepparton UDF Addendum 2017)
- ▶ Ensure built form responds to the objectives and design requirements of the Shepparton North Commercial Precinct UDF (Shepparton UDF Addendum 2017).
- ▶ Encourage innovative, high quality design and efficient use of land, while enhancing the appearance and strengthening the identity of the commercial corridor. This includes gateway sites, prominent corners, and sites at the northern and southern extents of the precinct.
- ▶ Ensure signage is appropriately designed, sited and scaled for the highway corridor context and minimises visual clutter.
- ▶ Promote intensification of building forms through the development of multilevel buildings to drive activity and vibrancy.
- ▶ Create a human scale to development fronting public spaces and key local street frontages, particularly commercial or mixed use buildings adjoining the Peripheral Residential Precinct.
- ▶ New development should be oriented to front open space, where possible, (including doorways, windows and openings), providing opportunities for passive surveillance, and avoiding additional shadow impacts.
- ▶ New buildings should consider the development potential of adjacent sites, and where appropriate, provide for zero side setbacks to allow abutting development opportunities.
- ▶ Building services should be integrated into building roof form and architecture.
- ▶ Building entries should be legible from street frontages, should be graded to street level where possible.
- ▶ In appropriate locations, active streets should be developed throughout the retail core, mixed use areas, particularly focusing on key connector corridor between the southern and northern gateway sites.
- ▶ Encourage new development to meet ecologically sustainable design principles and reduce energy, water and waste impacts.
- ▶ Deliver built form to frame and activate streets with car parking located at the rear or sides of buildings where possible. Car parks should be sleeved with sufficient landscaping with contributes to adjoining public realm and softens hard pavement areas
- ▶ Building design should provide for variation in form and expression to create visual interest. Large blank box development should be avoided, and facades should be sleeved with active edges where possible.
- ▶ Require activate ground floors, to street frontages, key public realm, and public open space through land uses and/or architectural treatment (except for residential and industrial areas, where front landscaping is encouraged) and building entries should be located to street frontages to promote activation and circulation.
- ▶ Create active edges along key pedestrian interfaces where possible. Inactive edges should have architectural or landscape design treatment.
- ▶ Views of loading and service areas should be minimised from the public realm.
- ▶ Development in the Retail core and Commercial core precincts should provide appropriate weather protection along street frontages including internal street retail frontages and provide canopies of 2.0m wide.
- ▶ Discourage large format, freestanding electronic and major promotional signs. If permitted, should be attached to or form part of the building

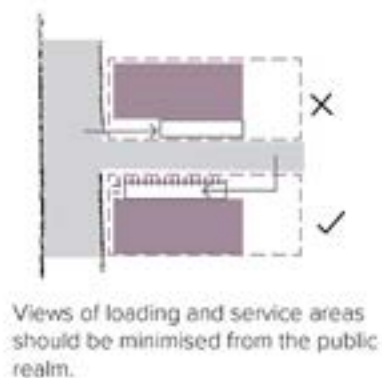
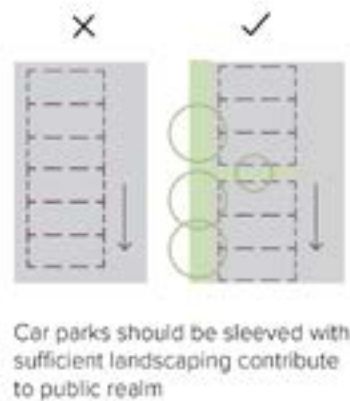
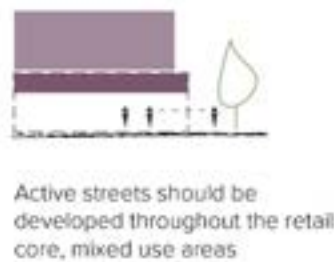
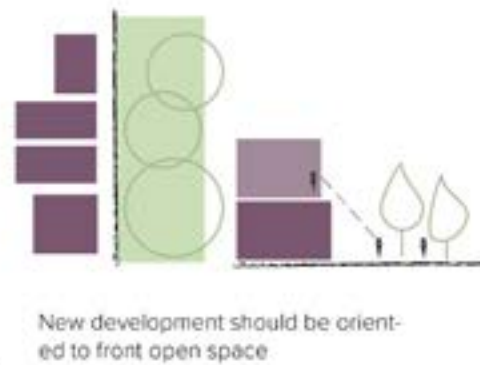
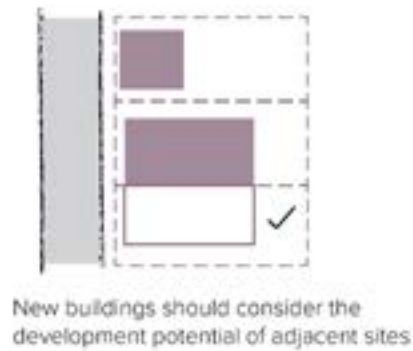
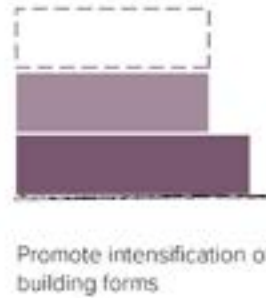
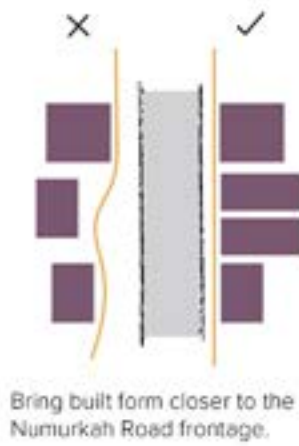


FIGURE 22 - BUILT FORM GRAPHICS

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Strategic Direction

Shepparton North Activity Centre as a sub-regional centre will support the immediate and wider community as a place to live, work, access open space and recreation networks.

The SNAC in supporting the broader residential growth area, will present a safe, comfortable and attractive environment that includes high quality public spaces and that is enhanced by quality architecture and open space design.

While Shepparton North will continue to be car dominated, the public realm will be designed with pedestrians and cyclists in mind in its next evolution of development, with a greater emphasis on quality of place.

It is acknowledged that as the centre establishes, the connections between existing passive and active open space will be strengthened over time through the use of the spaces backed by public and private investment.

Enhancing, expanding and improving the public realm within the SNAC and in particular open space areas and broad connectivity is central to its success as an enduring and vibrant centre.

LAND USE AND DEVELOPMENT OBJECTIVES TO BE ACHIEVED

- » To deliver a variety of high quality public realm spaces that are human-scaled, flexible and cater for a range of social interactions.
- » To facilitate the enjoyment of public urban spaces/plazas, streetscapes, pedestrian and bicycle paths by encouraging consistent street tree planting and ensuring that these areas are not excessively overshadowed by built form
- » To achieve development that provides accessible, safe, attractive and functional private and public open space opportunities, which are well connected and integrated with the urban environment.
- » To encourage active street frontages and pedestrian generating activities to be located away along connector streets parallel to major arterial roads.
- » To create a healthy and consistently landscaped environment that is dominated by native and indigenous planting.
- » To maximise opportunities for landscaping in the public and private realm.
- » To ensure each precinct has ready access to well-designed public open space.

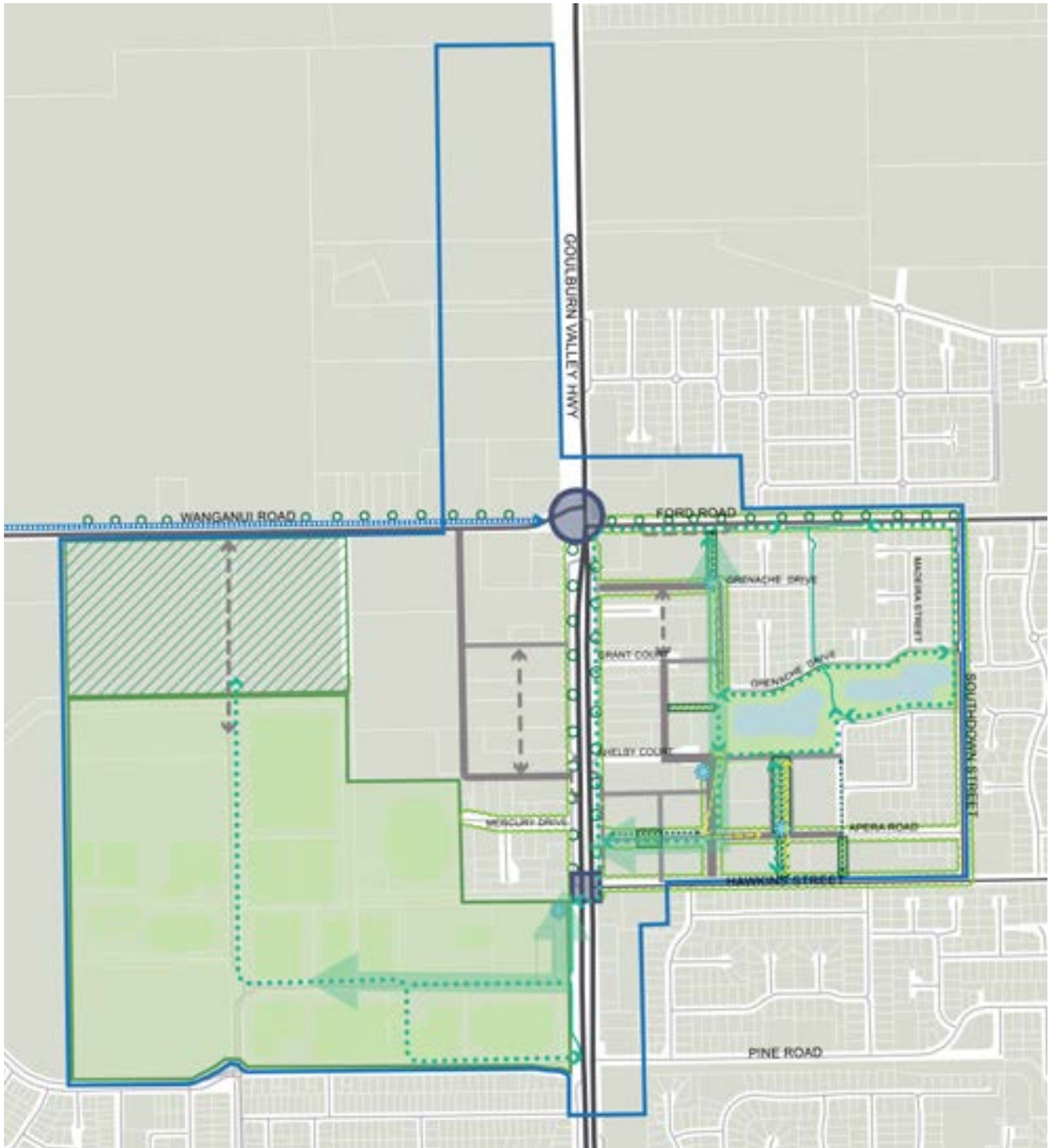


FIGURE 23 - OPEN SPACE AND PUBLIC REALM PLAN



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& ACCESSBUILT FORM
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& OWNERSHIP

STRATEGIES

- ▶ Establish a 'green' link between the central drainage reserve and the open space and recreation facilities to the south-west;
- ▶ Significantly increase the presence of street tree planting and other forms of landscaping throughout the activity centre.
- ▶ Maintain a sense of openness and views to the surrounding landscape corridor from the Goulburn Valley Highway.
- ▶ Ensure that new developments contribute to the enhancement and improvement of the public realm and open space..
- ▶ Integrate public realm planting with the surrounding landscape.
- ▶ Foster health and community well-being with appropriate and flexible public and open spaces and plazas that cater to and celebrate large community activities and events, and enhance opportunities for social interaction.
- ▶ Encourage the establishment of local open spaces adjacent to higher density residential areas and retail/commercial uses which provide high activity and pedestrian focused public meeting places.
- ▶ Investigate how contributions can be made towards enhancing the network of open space corridors should form part of any major development proposal.
- ▶ Ensure the delivery of local open spaces within the Peripheral Residential Precinct to enhance amenity, provide for visual breaks between built form and as pause points for incidental use.
- ▶ Enhancement of the network of open space corridors that provides for safe and convenient pedestrian and cycling passage
- ▶ Support the expansion of the Shepparton sports and recreation precinct to the north toward Wanganui Road in utilisation of flood-prone land for active open space purposes.
- ▶ Encourage the use of Water Sensitive Urban Design techniques through the development of open space and public realm improvements.
- ▶ Enhance streetscapes through the use of a consistent street tree planting theme and street furniture pallet to strengthen the physical and visual amenity of the local streets and the centre as a whole
- ▶ Adopt a consistent and legible approach to the provision of signage across the SNAC to provide for appropriate business identification and wayfinding while not diminishing the quality of the public realm.
- ▶ Provide equity of access for all users throughout the centre and adopt best practice in universal design to accommodate users across range of ages and abilities.
- ▶ Provide safe spaces which embed the principles of Crime Prevention Through Environmental Design (CPTED).
- ▶ Enhance the landscape outcomes and public realm enhancement of gateway sites, particularly at the intersections of Numurkah Road/Goulburn Valley Highway with Hawkins Street and Ford/Wanganui Road, respectively.
- ▶ Strengthen the connection between existing open space with the use of views lines (green views) to strategic landscape enhanced areas.



Strategic Direction

Shepparton North Activity Centre holds a number of existing and viable businesses, some on large, underutilised sites, as well as strategically significant sites that remain vacant.

Appropriate acquisition, configuration and consolidation of land must be relied upon for the successful and enduring growth and establishment of the SNAC. Part of this process involves the acknowledgement of an agreed direction between landowners, stakeholders and government authorities to support the changes to urban form required over the short, medium and long term. As a part of this, State and local government will continue to support the evolution of the centre through community consultation and investment, including road upgrades and public realm improvements.

LAND USE AND DEVELOPMENT OBJECTIVES TO BE ACHIEVED

- » To encourage the reconfiguration and consolidation of land where necessary to create viable development sites, and optimal development of the centre.
- » To avoid the fragmentation of land through subdivision that does not achieve the outcomes of the Structure Plan



SECTION 4

STRUCTURE PLAN

THESE PRECINCTS INCLUDE:

PRECINCT 1 RETAIL CORE	PRECINCT 2 COMMERCIAL CORE	PRECINCT 3 CORE INDUSTRIAL	PRECINCT 4 COMMERCIAL CORRIDOR	PRECINCT 5 PERIPHERAL RESIDENTIAL	PRECINCT 6 PERIPHERAL COMMERCIAL
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Six precincts combine to form the SNAC – being the Retail Core, Commercial Core, Core Industrial, Commercial Corridor, Peripheral Residential and Peripheral Commercial.

The final precinct forming the SNAC Framework Plan is the Shepparton Sports and Recreation Precinct, and potential expansion area between Brauman Street and Wanganui Road.

Each precinct already have a distinct role and range of land uses, however, opportunities exist within for change of varying degrees, across the short, medium and long term.

The Retail Core provides the key opportunities to offer better connection between the east and west of Numurkah Road and Goulburn Valley Highway, linking the existing open space network that ties the centre as a whole.

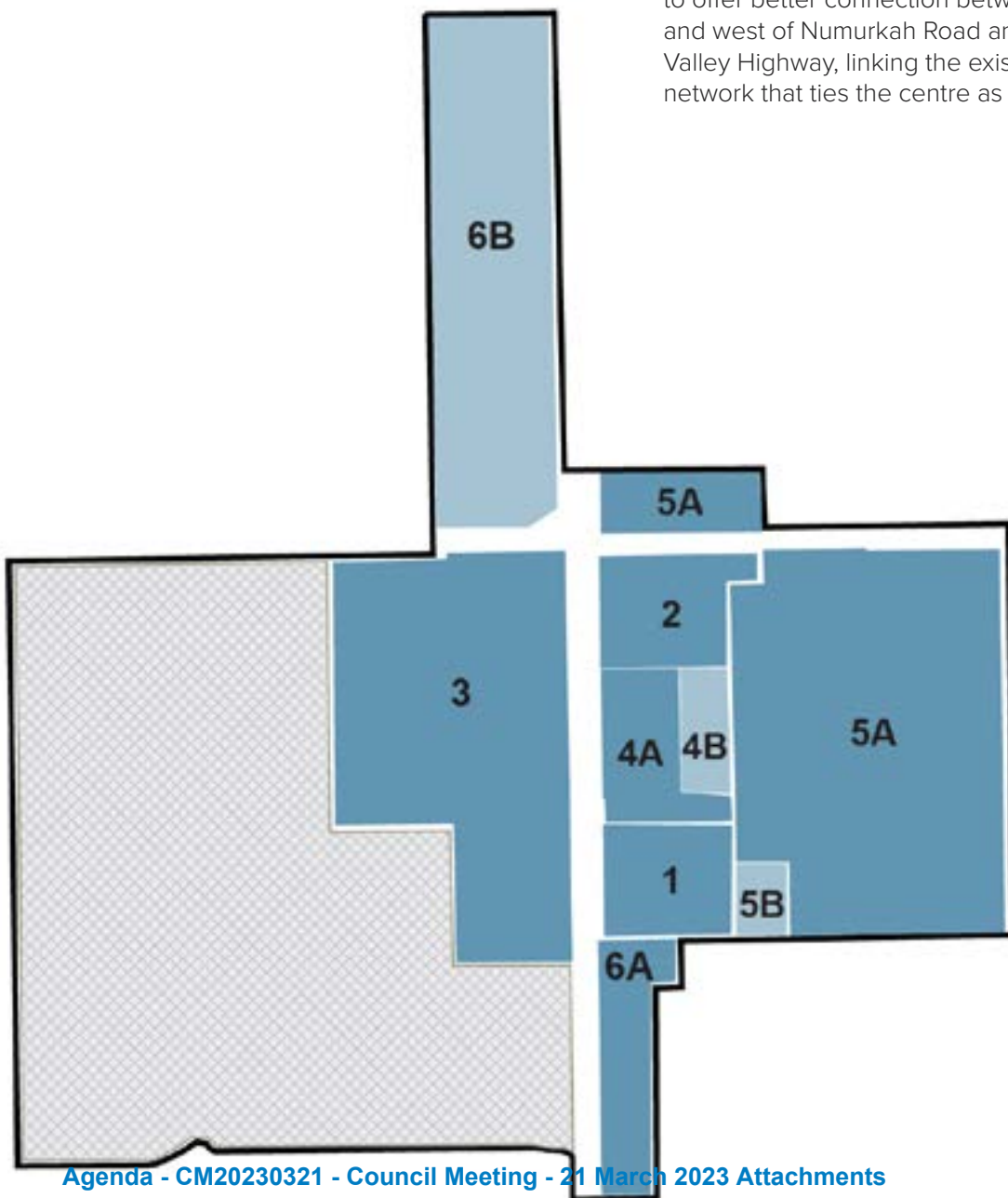


FIGURE 24 - FRAMEWORK PLAN

PRECINCT 1
RETAIL
CORE

The Retail Core Precinct is on the southern gateway site of the centre.

This precinct is the major attractor of the SNAC it can accommodate retail anchors, as well as specialty retail, shops, services, and food outlets, this precinct provides for the most concentrated development form within the wider SNAC and is the main attractor of people to the area.

There is a continued commitment for the Retail Core’s ongoing development and evolution in providing an activity hub to the surrounding catchments through its land uses, gathering plaza space, open space connection to the Hawkins and Yakka Basins and community centre.

Redevelopment in the Retail Core should celebrate its community focal point and public realm and open space asset. Improved open space outcomes are important within this precinct.

OBJECTIVES

- ▶ Retain the southern gateway site as the retail core precinct, established by two key anchor tenants as the major retail area of the Centre.
- ▶ Encourage a wide range of uses including supermarkets, specialty retail, food and drink, medical uses, convenience shops will also be encouraged as the precinct establishes to provide supporting services for workers, such as cafes, post office or pharmacy.
- ▶ Improve pedestrian links between key retail tenants and through car parks, including links to networks that connect open spaces,

- including Yakka and Hawkins Basins and the Shepparton Sports and Recreation Precinct,
- ▶ Encourage intensity of land use and built form.
- ▶ Encourage more internally focussed development to activate gathering spaces and ensure pedestrian scale built form outcomes,
- ▶ Create an urban gateway at the Precinct entry from Numurkah Road (Goulburn Valley Highway) northbound,
- ▶ Ensure built form establishes and reinforces a strong built form edge to Numurkah Road/Goulburn Highway,
- ▶ Provide pedestrians with clear view lines towards green open space,
- ▶ Facilitate integration and connection with adjoining precincts (Commercial Corridor, Peripheral Residential and Commercial Core) through appropriate built form outcomes and the creation of both north-south and east-west road connections,
- ▶ Enhance car parking and loading areas through landscaping, circulation paths and covered walkways.

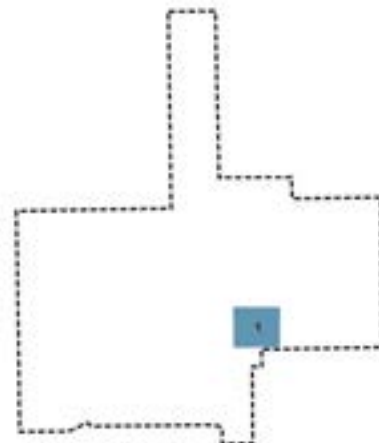


FIGURE 26 - PRECINCT 1 PLAN

PRECINCT 2
COMMERCIAL
CORE

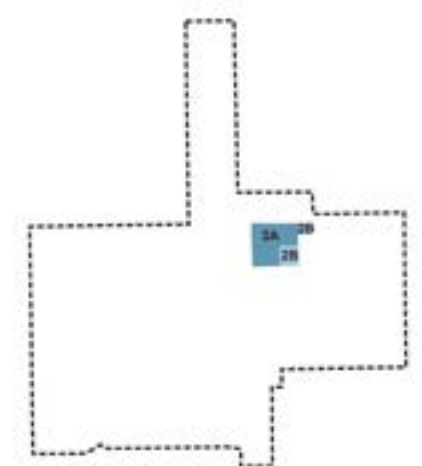
The Commercial Core Precinct is located on the northern gateway site and adjoining the future Shepparton Bypass.

adjoining the future Shepparton Bypass.

This precinct will establish a variety of retail and services to create a dynamic mixed use precinct.

OBJECTIVES

- ▶ Promote uses that complement the precinct’s gateway location and adjoining Peripheral Residential precinct, including potential for an anchor tenant (full-line supermarket), including child care and community uses, restaurants, residential, and convenience retail
- ▶ Improve visual and physical amenity particularly to internal and external street frontages.
- ▶ Create a public realm that promotes a pedestrian atmosphere including active frontages at the ground floor.
- ▶ Integrate this Precinct with the adjacent Peripheral Residential Precinct through the use of mixed use and/or higher density residential development, local open space, sensitive land uses and activated edges,
- ▶ Ensure built form establishes and reinforces a consistent and strong built form edge to Numurkah Road/Goulburn Highway,
- ▶ Develop an effective car parking system through the precinct with definition between public roads and car parking areas.
- ▶ Create an urban gateway at the Precinct entry from Numurkah Road (Goulburn Valley Highway) southbound.
- ▶ Discourage department stores and cinemas within this precinct.



- ACTIVITY CENTRE BOUNDARY
- - - PRECINCT BOUNDARY
- ROUNDABOUT
- * GATEWAY
- ★ ANCHOR SITE
- LOCAL OPEN SPACE/ URBAN PLAZA
- KEY ROAD CONNECTION
- - - LOCAL/INTERNAL ROAD CONNECTION
- - - SERVICE LANE
- ↔ KEY CONNECTORS TO LINK SNAC
- ↔ OPEN SPACE LINK
- KEY RETAIL
- COMMERCIAL/RETAIL
- FINE GRAIN COMMERCIAL
- CAR PARK
- MIXED USE / MEDIUM DENSITY RESIDENT
- RESIDENTIAL-SENSITIVE USE
- OPEN SPACE
- ▤ ACTIVE PEDESTRIAN-SCALE EDGE
- - - CAR PARK/LOADING TREATMENT
- ↔ MAXIMUM 20M SETBACK

FIGURE 27 - PRECINCT 2 PLAN

PRECINCT 3
CORE
INDUSTRIAL

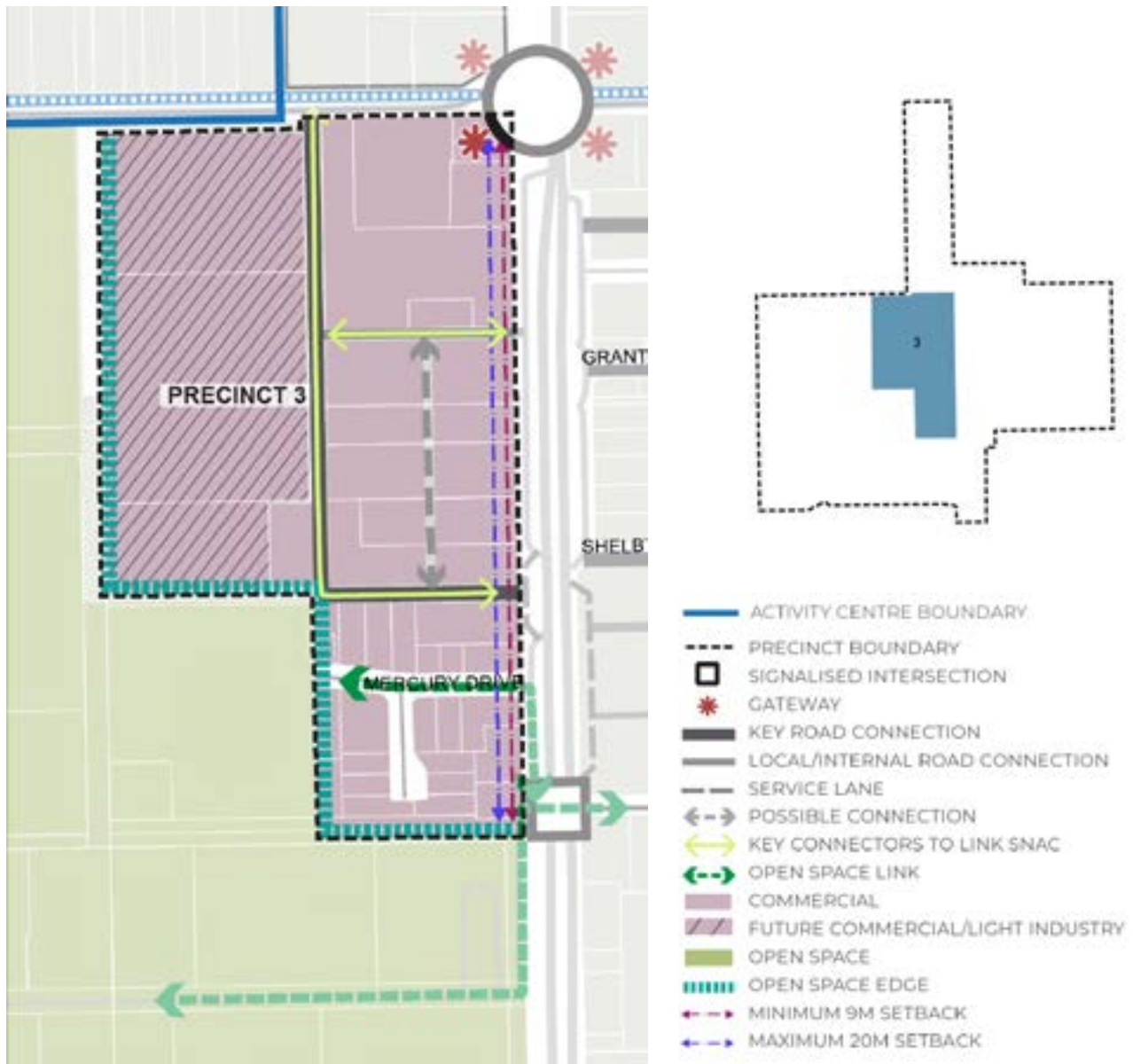
To the west of Numurkah Road/ Goulburn Highway is the Core Industrial Precinct.

It is an area evolving from existing industrial uses and warehousing, transitioning to light industrial and mixed commercial uses. The Precinct will continue to grow its role as a primary location for warehousing, mixed commercial and light industry with a focus of diversification of land uses for predominantly nonretail uses. Commercial land use will continue to provide good exposure to passing trade, and over time, will represent an opportunity for further intensification of land uses.

This precinct will see responsive built form and landscape treatment and overall amenity at its interface with the Shepparton Sports and Recreation Precinct to the west and south.

OBJECTIVES

- ▶ Support the transition and/or expansion of existing businesses to better meet the objectives of the Precinct.
- ▶ Ensure development that abuts the Shepparton Sports and Recreation Precinct provides a level of integration with this space.
- ▶ Improve pedestrian and cycle connections between this precinct and the Retail Core and Hawkins and Yakka Basins.
- ▶ Improve the amenity of the area through public open space and public realm improvements (including street tree planting and landscaping).
- ▶ Large sites should contribute to providing a finer grain permeability of the Precinct which will be further supported by the creation of new north-south and east west connections through the Precinct.



**PRECINCT 4
COMMERCIAL
CORRIDOR**

The Commercial Corridor Precinct is located along the eastern side of

Numurkah Road/Goulburn Valley Highway.

This precinct is already undergoing transition from largely industrial uses into more commercially focused centre established by east-west connections with mixed use attributes associated with.

This precinct will orient commercial uses to highway frontage and provide mixed-use outcomes towards the residential area to the east interfacing Hawkins and Yakka Basins.

This precinct will facilitate the through connection between the Retail Core and Commercial Core precincts.

OBJECTIVES

- ▶ Support the evolution of this precinct from light industrial and commercial land uses to commercial and residential land use outcomes accommodating complimentary land uses with activated frontages at ground floor,

- ▶ Establish the north-south connection through the precinct as a key link to connect the Retail Core and Commercial Core precincts and accordingly reinforce the public realm and built form outcomes,
- ▶ Encourage higher density residential development on the eastern portion of the precinct and where possible orient dwellings towards open space
- ▶ Commercial uses in this precinct should not undermine the Retail Core and Commercial Core precincts,
- ▶ Large sites should contribute to providing a finer grain permeability of the Precinct,
- ▶ Improve the amenity of the area through public open space and public realm improvements (including street tree planning and landscaping),
- ▶ Ensure built form establishes and reinforces a strong built form edge to Numurkah Road/Goulburn Highway,
- ▶ Ensure an appropriate built form transition is provided to residential land uses within the precinct and the Peripheral Residential precinct to the east.



FIGURE 29 - PRECINCT 4 PLAN

**PRECINCT 5
PERIPHERAL
RESIDENTIAL**

Located on the eastern edge of the centre is a partially established residential

area, predominated by meandering avenues and short cul de sacs surrounding the open space drainage reserve of Hawkins and Yakka basins.

Existing industrial land in the precinct to transition to a residential outcome similar to the balance of the precinct, with an accessible, treed street network that has high amenity outcomes that connects the precinct with the rest of the centre.

OBJECTIVES

- ▶ Create a well-connected, pedestrian and cycle-oriented precinct that connects residents with the adjoining retail and commercial area to its west.
- ▶ Improve the amenity of the area through public open space and public realm improvements (including street tree planning and landscaping)
- ▶ Encourage higher density/mixed-use development, including potential affordable housing outcomes, on the south-western corner of the precinct to provide a land use and built from transition along Hawkins Street.
- ▶ Support the creation of local open spaces to act as extensions of the drainage reserve into the residential area,
- ▶ Strengthen future residential development to frame the open drainage reserve of Hawkins and Yakka Basins,
- ▶ Create a residential gateway at the Precinct entry at the northeast corner of Numurkah Road (Goulburn Valley Highway) and Ford Road.
- ▶ Discourage non-residential uses. Non-residential uses to be directed within other precincts of the SNAC.



SHEPPARTON NORTH SUB-REGIONAL ACTIVITY CENTRE STRUCTURE PLAN

FIGURE 30 - PRECINCT 5 PLAN

PRECINCT 6
PERIPHERAL
COMMERCIAL



The Peripheral Commercial Precinct bookends the northern and southern tail of the precinct and marks the approach to the core of the activity centre.

Land uses within the southern approach will be retained as the mix of highway-oriented uses including convenience restaurants, service station and specialty retail while the northern approach which overtime will intensify and form a built form edge leading to the gateway at Ford/Wanganui Road.

OBJECTIVES

- ▶ Support select commercial land uses within this Precinct to encourage consolidation and intensification of commercial and retail land uses in the core of the centre
- ▶ Discourage restricted retail uses within this Precinct
- ▶ Encourage built form to be visually interesting and ensure land uses with extensive hardscaping are appropriately sleeved with tree planting and landscaping
- ▶ Ensure signage is carefully designed and treated to avoid visual clutter and integrate appropriately with the existing landscape
- ▶ Encourage shorter front setbacks to main road frontages on smaller sites
- ▶ Support built form that establishes and reinforces a strong built form edge to Numurkah Road/Goulburn Highway.
- ▶ Discourage large format, freestanding electronic and major promotional signs. If permitted, should be attached to or form part of the building.

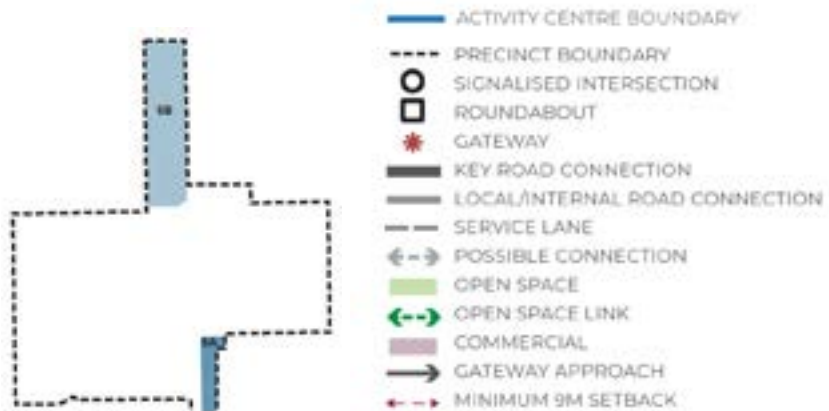


FIGURE 31 - PRECINCT 6 PLAN

SECTION 5

IMPLEMENTATION

The Shepparton North Structure Plan sets out a high level vision for the growth and development of the centre over the next twenty years.

The Structure Plan itself is a guiding document and will be supported, over time, by a number of complimentary strategies and initiatives. Some of these are likely to be whole of centre initiatives, such as transport and movement strategies, while others may be more specific and targeted, such as delivery of a new community facility or a new piece of public realm.

Council recognise that an ongoing strategic work plan will be important in order to achieve the Vision and Objectives set out in the Structure Plan.

The key implementation actions for this Structure Plan identified in Section 2 and strategies identified in Section 3 of the document.

The following section sets out, firstly, how this Structure Plan will be implemented into the Planning Scheme through the introduction of the Activity Centre Zone and key statutory implementation actions. Secondly, it identifies the non-statutory implementation actions that Council has identified require further strategic work over the lifetime of the Structure Plan. It is important to highlight that some of these initiatives will require partnerships with State Government agencies responsible for improvements to or around assets.

PLANNING SCHEME IMPLEMENTATION

The Structure Plan will be a reference document in the Planning Scheme, under the Activity Centre Zone (ACZ) that will apply only to the Structure Plan Area. The Activity Centre Zone is the most appropriate planning scheme tool that should apply consistently across the whole of the Structure Plan Area. It will set out appropriate planning permit requirements and planning controls that development will be expected to respond to.

Outside of the Structure Plan Area, the existing zones and provisions of the Planning Scheme will continue to apply to the areas immediately abutting the ACZ. Council may, in the future, contemplate a future expansion ACZ however it is not considered a priority at the time of writing.

KEY STATUTORY IMPLEMENTATION ACTIONS

- » Apply the Activity Centre Zone (ACZ) to the land identified within the Structure Plan boundary, excluding public land with specific land use direction in accordance with the role of the following precincts:
 - Precinct 1 – Retail Core
 - Precinct 2 – Commercial Core
 - Precinct 3 – Industrial Core
 - Precinct 4 – Commercial Corridor
 - Precinct 5 – Peripheral Residential Precinct
 - Precinct 6 – Peripheral Commercial Precinct

This includes reviewing the shop and retail floorspace allowances within the ACZ to facilitate preferred shop and retail outcomes. As well it will increase the shop floor space allocation within the activity centre to enable delivery of a third full line supermarket in the longer term along with complementary specialty retail.
- » Investigate the application of the Public Acquisition Overlay (PAO) and acquire land that is required for delivery of the new north-south street connection on the east side of the Numurkah Road if agreement cannot be reached with the affected landowners to deliver the preferred north-south street connection (between Grant Court and Shelby Court).
- » Investigate the application of the Public Acquisition Overlay (PAO) to the extensions of Grant Court and Shelby Court on the east side of the Numurkah Road.
- » Investigate the application of the Public Acquisition Overlay (PAO) to create the new north-south street connection to the west of the Numurkah Road.
- » Include conditions on all future planning permits for subdivision and development to undertake street tree planting and other forms of landscaping as required.

FURTHER STRATEGIC WORK

Preparation of a detailed footpath/shared path network plan and streetscape plan for the Numurkah Road/Goulburn Valley Highway between Hawkins Street and Ford Road.

Prepare a streetscape master plan for the Numurkah Road/Goulburn Valley Highway between Hawkins Street and Ford Road and implement street tree planting and other forms of landscaping as a priority.

Prepare streetscape improvement plans for Hawkins Street, Southdown Street and Grenache Drive.

Prepare an updated Landscape and Urban Design Guidelines for the activity centre to promote continuous improvement in built form location and design and landscaping within front setbacks.

Prepare and Implement a Development Contributions Plan for street tree planting/public realm improvements.

LIST OF ACRONYMS

AC – Activity Centre
ACZ – Activity Centre Zone
CFA – Country Fire Authority
CZ – Commercial Use Zone
DDO – Design and Development Overlay
DTP - Department of Transport and Planning
DEECA – Department of Energy, Environment and Climate Action
DJSIR – Department of Jobs, Skills, Industry and Regions
DCP – Development Contribution Plan
GRZ – General Residential Zones
LPPF – Local Planning Policy Framework
MSS – Municipal Strategic Statement
MUZ – Mixed Use Zone
PAO – Public Acquisition Overlay
PUZ – Public Use Zone
PPRZ – Public Park and Recreation Zone
PTV – Public Transport Victoria
LSIO – Land Subject to Inundation Overlay
SBO – Special Building Overlay
SES – State Emergency Services
SNAC – Shepparton North Activity Centre
SPPF- State Planning Policy Framework
TRZ – Transport Zone
UDF – Urban Design Framework
UGB – Urban Growth Boundary
UFZ– Urban Floodway Zone
VPP – Victoria Planning Provisions

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APPENDIX A

DOCUMENT LIST

SHEPPARTON AND MOOROOPNA 2050:
REGIONAL GROWTH PLAN, March 2021

RESIDENTIAL LAND SUPPLY AND
DEMAND ASSESSMENT, GREATER
SHEPPARTON (SEPTEMBER 2019)

GREATER SHEPPARTON FLOODPLAIN
DEVELOPMENT PLAN PRECINCT OF
GOULBURN RIVER, OCTOBER 2006

URBAN DESIGN FRAMEWORK – SHEPPARTON
NORTH AND SOUTH BUSINESS AREAS
(COOMES CONSULTING, JULY 2006)

ADDENDUM TO THE URBAN DESIGN
FRAMEWORK - SHEPPARTON NORTH AND SOUTH
BUSINESS AREAS (PLANISPHERE, JULY 2017)

CITY OF GREATER SHEPPARTON
COMMERCIAL ACTIVITY CENTRES STRATEGY
(ESSENTIAL ECONOMICS 2015)

INDUSTRIAL LAND REVIEW, CITY OF GREATER
SHEPPARTON (HABITAT PLANNING, 2011)

CITY OF GREATER SHEPPARTON
INDUSTRIAL LAND SUPPLY & DEMAND
ASSESSMENT September 2019

GREATER SHEPPARTON CYCLING STRATEGY
2013-2017 (GTA CONSULTANTS, DECEMBER 2013)

GREATER SHEPPARTON FREIGHT AND LAND
USE STRATEGY 2013 (AECOM, JUNE 2013)

SHEPPARTON NORTH ACTIVITY CENTRE
ECONOMICS ANALYSIS - SUPPORTING
MATERIAL (GEOGRAFIA, 24 JUNE 2022)

SHEPPARTON NORTH COMMUNITY
INFRASTRUCTURE NEEDS ASSESSMENT FINAL
REPORT (ASR RESEARCH, AUGUST 2022)

APPENDIX B

ADDENDUM TO THE URBAN DESIGN FRAMEWORK - SHEPPARTON NORTH AND SOUTH BUSINESS AREAS (PLANISPHERE, JULY 2017)

SHEPPARTON NORTH
SUB-REGIONAL ACTIVITY
CENTRE STRUCTURE PLAN

MARCH 2023



**GREATER
SHEPPARTON**

SHEPPARTON NORTH
SUB-REGIONAL ACTIVITY
CENTRE STRUCTURE PLAN

mesh

Prepared for the Greater Shepparton
City Council by Mesh Planning