

Shepparton & Mooroopna 2050

Regional City Growth Plan

Key Issues and Opportunities

February 2019



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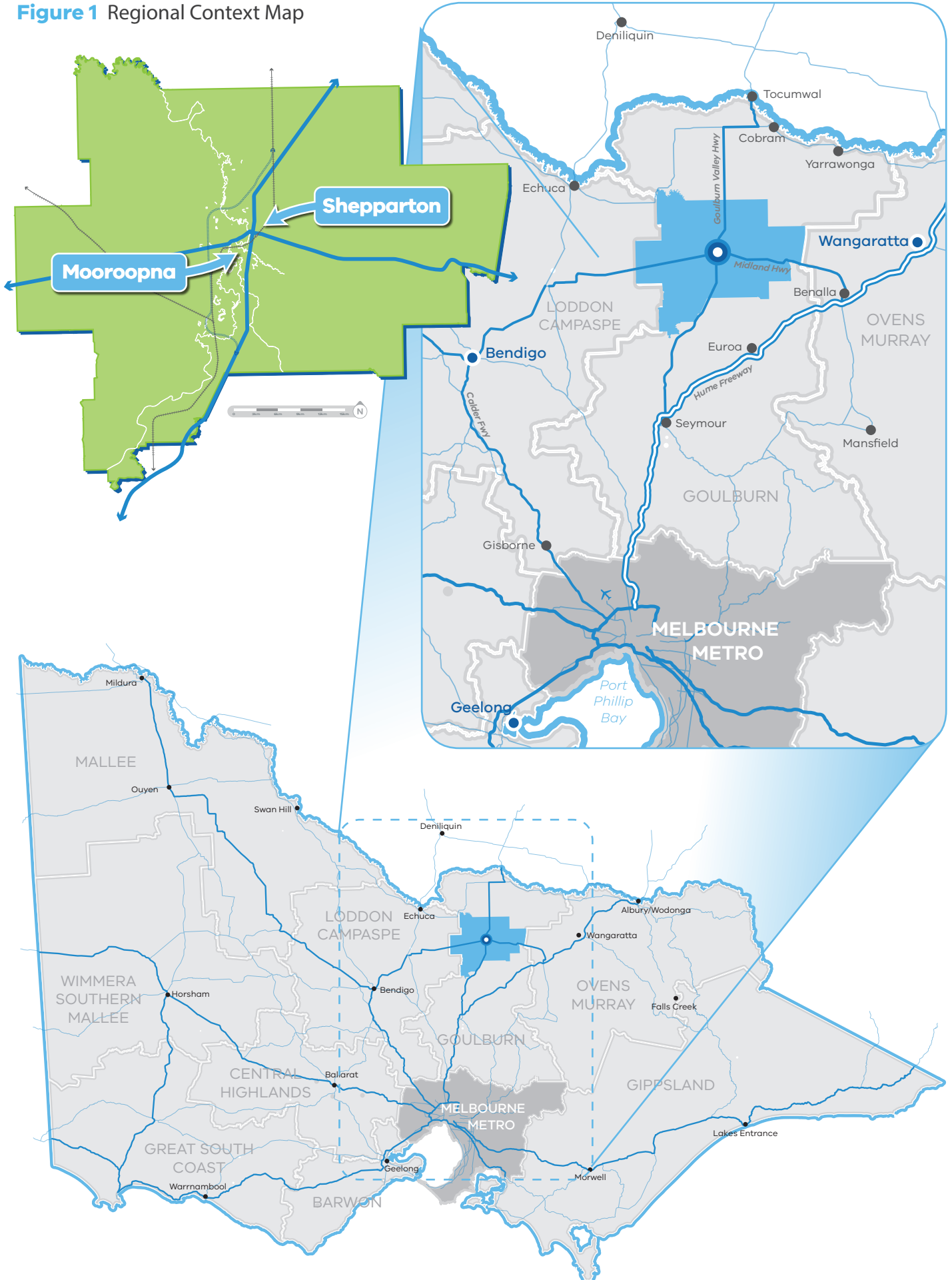
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Figure 1 Regional Context Map



1 Executive Summary

The Victorian Planning Authority (VPA) in partnership with Greater Shepparton City Council is preparing the *Shepparton and Mooroopna: 2050 Regional City Growth Plan* to guide the sustainable development of the Shepparton-Mooroopna urban area to the year 2050.

This *Key Issues and Opportunities Report* identifies the key issues and opportunities for the area based on a review of existing literature and consultation with key stakeholders. The community is invited to comment on the findings of this Report to inform the preparation of a draft Growth Plan. The draft Growth Plan will also be made available for public comment later in 2019.

This Report was informed by a range of Council adopted documents, Victorian Government policies and strategies, and consultation with stakeholders.



We want to know what is important to you for the future of Shepparton and Mooroopna. Tell us what you love, and how you would like Shepparton and Mooroopna to be in 2050.

You can provide feedback in three ways:

1. Meet with VPA and Council staff to discuss your ideas and learn more at any of the following times:
 - The Summer City Market in Maude Street Mall, Shepparton
Friday 22 February 2019 9am – 4pm
 - Woolworths/Aldi, Mooroopna (car park side)
Thursday 14 March 2019 1pm – 3pm
 - Riverside Plaza, Kialla
Thursday 14 March 2019 4pm – 6.30pm

2. Go online to provide your feedback. Visit the project page for more information: <https://vpa.vic.gov.au/project/shepparton-mooroopna-2050/>

3. Send your written comments on any or all of the issues and opportunities identified in the report via email to emily.killin@vpa.vic.gov.au or via post to:

Victorian Planning Authority
Level 25, 35 Collins Street
Melbourne
Victoria 3000

If you have any questions for the project team, please call Emily Killin at the VPA on 03 9651 9600 or Michael MacDonagh at Council on 03 5832 9730.

2 Introduction

Why do we need a Growth Plan?

The *Shepparton and Mooroopna 2050: Regional City Growth Plan* will identify the area's strategic advantages, address key challenges, and set a vision to guide sustainable growth and development to 2050.

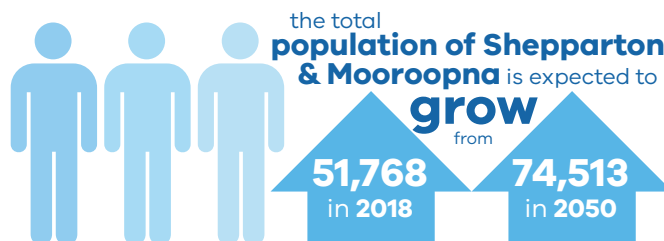
The Growth Plan will be a high-level and broad strategy that:

- Sets out the future vision for Shepparton and Mooroopna.
- Guides sustainable future growth and development over the next 30 years.
- Identifies the steps needed to manage growth.
- Defines key projects and infrastructure required to support growth.
- Provides an improved and more certain environment for making both public and private investment decisions.

The Growth Plan will be used to coordinate, guide and inform the preparation and consideration of future, more detailed local plans, planning scheme amendments and planning permit applications.

The current Framework Plan for Shepparton and Mooroopna is the *Greater Shepparton 2030 Strategy* which was finalised in 2006. This document provides a blueprint for building sustainable economic activity and maximising the quality of life in Shepparton. Since the finalisation of this Strategy, Shepparton has experienced a significant amount of growth, supported by investment in infrastructure from the Victorian and Federal Governments. It is necessary to prepare a revised Growth Plan to provide a blueprint for the future of Shepparton and Mooroopna.

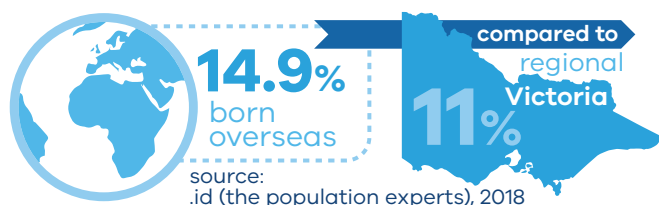
Demographic Overview



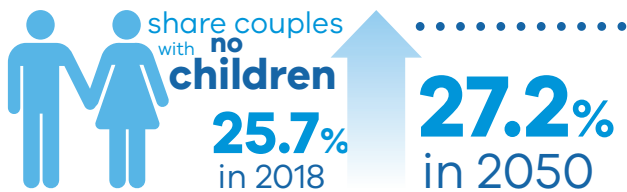
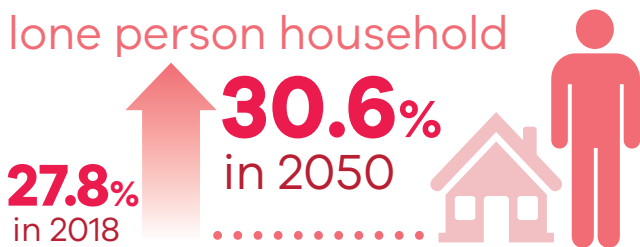
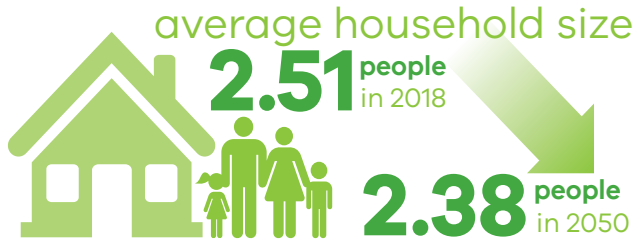
largest age group



largest net increase



Household Overview Snapshot



source: .id (the population experts), 2018

What are the next Steps?

Feedback in response to this Report will be used to inform the preparation of a draft Growth Plan.

The community will have a further opportunity to provide input once the draft Growth Plan has been developed. The Growth Plan will be implemented through a future amendment to the Greater Shepparton Planning Scheme.

This will inform Council planning decisions and policy making.

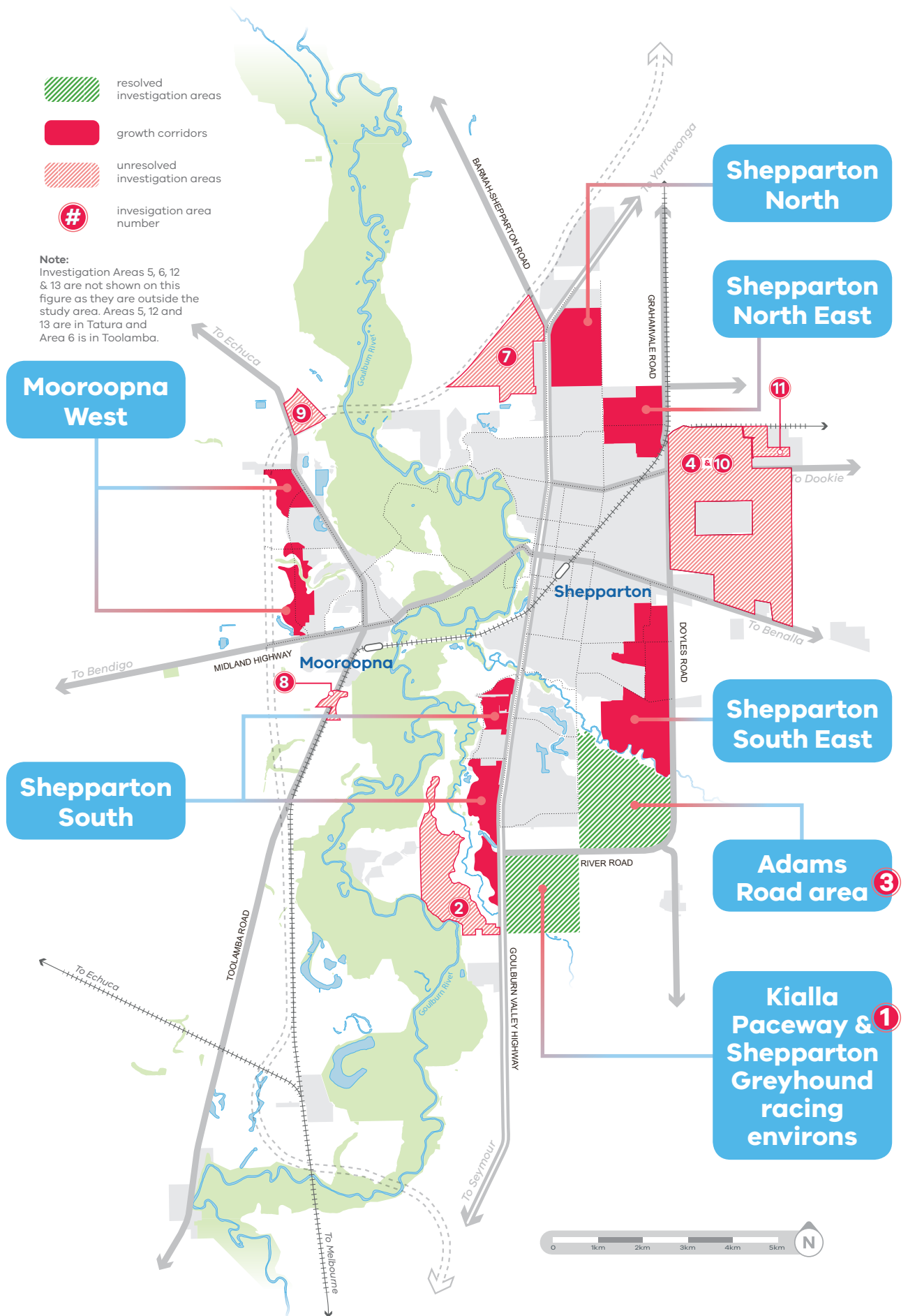
AGENCIES AND AUTHORITIES ...consulted with so far

- Country Fire Authority (CFA)
- Department of Economic Development, Jobs, Transport and Resources (DEDJTR)
- Department of Education and Training (DET)
- Department of Environment, Land, Water and Planning (DELWP)
- Environment Protection Authority (EPA)
- Goulburn Broken Catchment Management Authority (GBCMA)
- Goulburn-Murray Water (GMW)
- Goulburn Valley Water (GVW)
- Parks Victoria
- Regional Development Victoria (RDV)
- Regional Roads Victoria
- State Emergency Services (SES)
- Transport for Victoria (TfV)

COMMUNITY ORGANISATIONS & INDIVIDUALS ...consulted with so far

- ACE Education Centre
- Better Local Government Association
- Committee for Greater Shepparton
- Disability Advisory Committee
- Ethnic Council of Shepparton and District Inc.
- Goulburn Ovens Institute of TAFE
- Goulburn River Valley Tourism
- Goulburn Valley Health
- GV Grammar
- LaTrobe University
- Local consultants
- Local real estate agents
- The Lighthouse Project
- Mooroopna Primary School
- Notre Dame College
- Rumbalara Aboriginal Cooperative
- Safer City Advisory Committee
- Shepparton Chamber of Commerce
- Shepparton Show Me
- Shepparton Sustainability Group
- St Mary's Primary School
- Women's Charter Alliance Advisory Committee
- Word and Mouth Group
- Yorta Yorta Nation Aboriginal Corporation

Figure 2 Current growth corridors and investigation areas



3 Current & Future Growth Context

Current growth

The *Greater Shepparton Housing Strategy* (2011) has informed the planning of the current growth areas identified in Figure 2 (left) and Table 1 (below). These growth areas will ultimately deliver land to provide housing for approximately 22,000 people. The planning work to inform the development of some of these corridors is still ongoing. These corridors will contribute significantly to the land supply needed to accommodate the projected population growth of Shepparton and Mooroopna until the year 2050.

Table 1 Areas currently identified for growth in Shepparton and Mooroopna

GROWTH AREA	FUTURE POP.	STATUS
Mooroopna West	4000	Development commenced.
Shepparton North	2700	Almost fully developed.
Shepparton North East	4000	VPA and Council currently finalising a Precinct Structure Plan (PSP) and Development Contributions Plan (DCP).
Shepparton South	3600	Almost fully developed.
Shepparton South East	6500	VPA and Council currently preparing a Precinct Structure Plan (PSP) and Development Contributions Plan (DCP).
Investigation Area 1 – Kialla Paceway and Shepparton Greyhound Racing Environs	700	First stage of strategic work completed which supports a mix of low density residential and equine related activities.
Investigation Area 3 – Adams Road area	To be determined	First stage of strategic work completed, which rezoned the land to the Urban Growth Zone. A PSP and DCP will need to be prepared.

Future growth

There are other potential growth areas identified in the Housing Strategy that have not yet undergone a planning process to be considered for development. These are referred to as Investigation Areas 2,4,7,8,9,10 and 11 as shown on Figure 2.

These investigation areas will be reviewed as part of the Growth Plan to confirm future land requirements and suitability for development. If one or more of these investigation areas is identified as an appropriate location for growth, further more detailed planning work will need to occur following finalisation of the Growth Plan.

A number of planning considerations will guide the process of determining whether investigation areas are required for population growth. Some of these considerations are:

Stormwater Drainage Management

Shepparton’s location on the Goulburn River catchment and its flat topography means stormwater management is unique and can be expensive. This is a key consideration when identifying locations for future development to ensure an effective and cost efficient drainage solution can be delivered.

Agricultural land

The agricultural sector is a key economic sector and provides significant employment opportunities. Future development must ensure productive agricultural land is protected and appropriate buffers are maintained so the farming operations can continue. Development must not compromise the significant investment in the Shepparton Irrigation Region.

Biodiversity and Heritage

Areas with high ecological value will be protected from future development to ensure significant flora and fauna species are protected and the “green” character of Shepparton and Mooroopna is enhanced. Areas recognised as having heritage significance will be protected and the restoration of these places incentivised.

Infrastructure

The availability of current and future infrastructure will guide the location of new development to ensure connected communities can take advantage of this significant investment. Figures 3 provides an overview of the proposed road and rail projects being funded by the Victorian Government. Figure 4 shows a number of Major Projects that have been committed to.

Figure 3 Greater Shepparton Transport Infrastructure

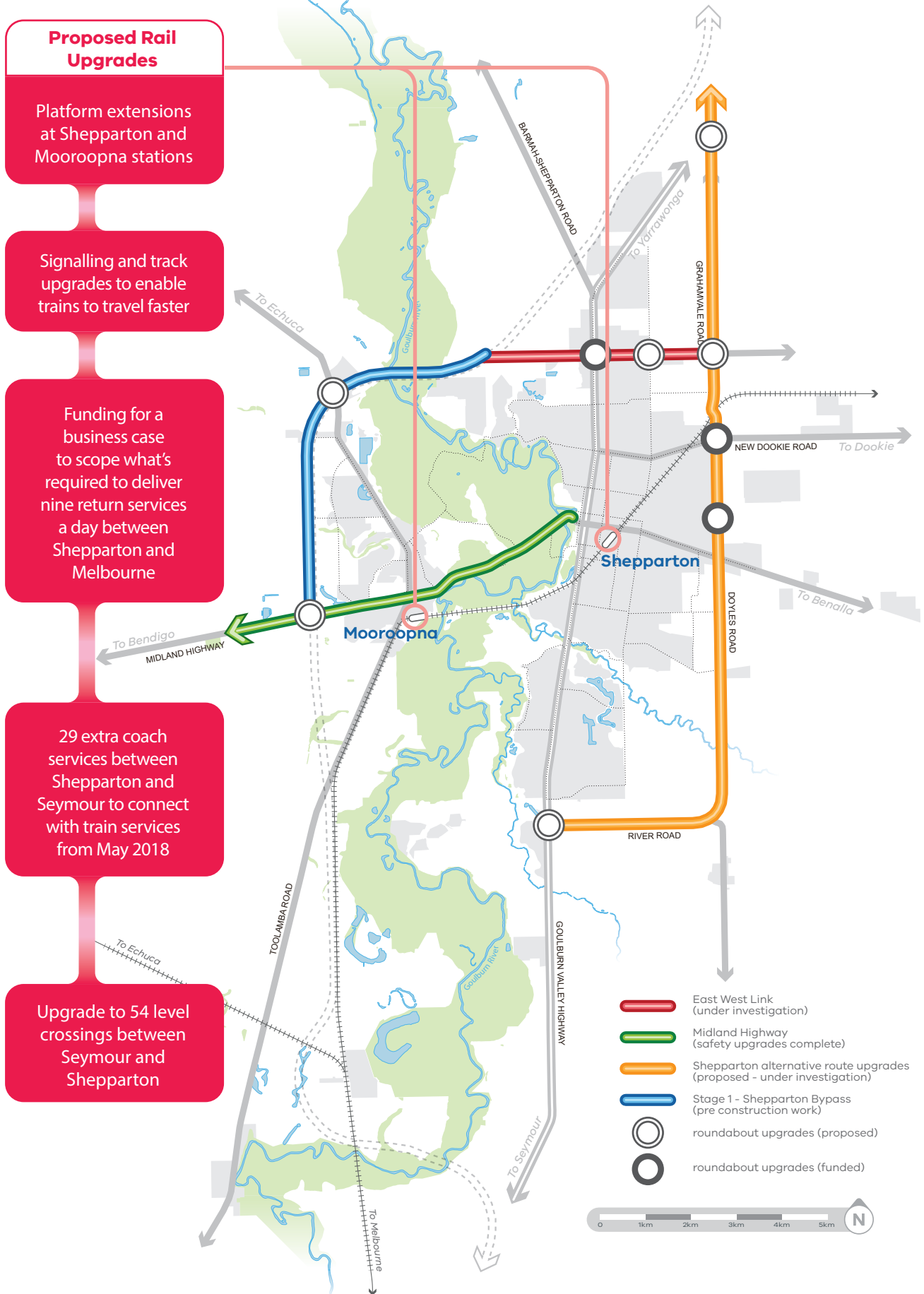
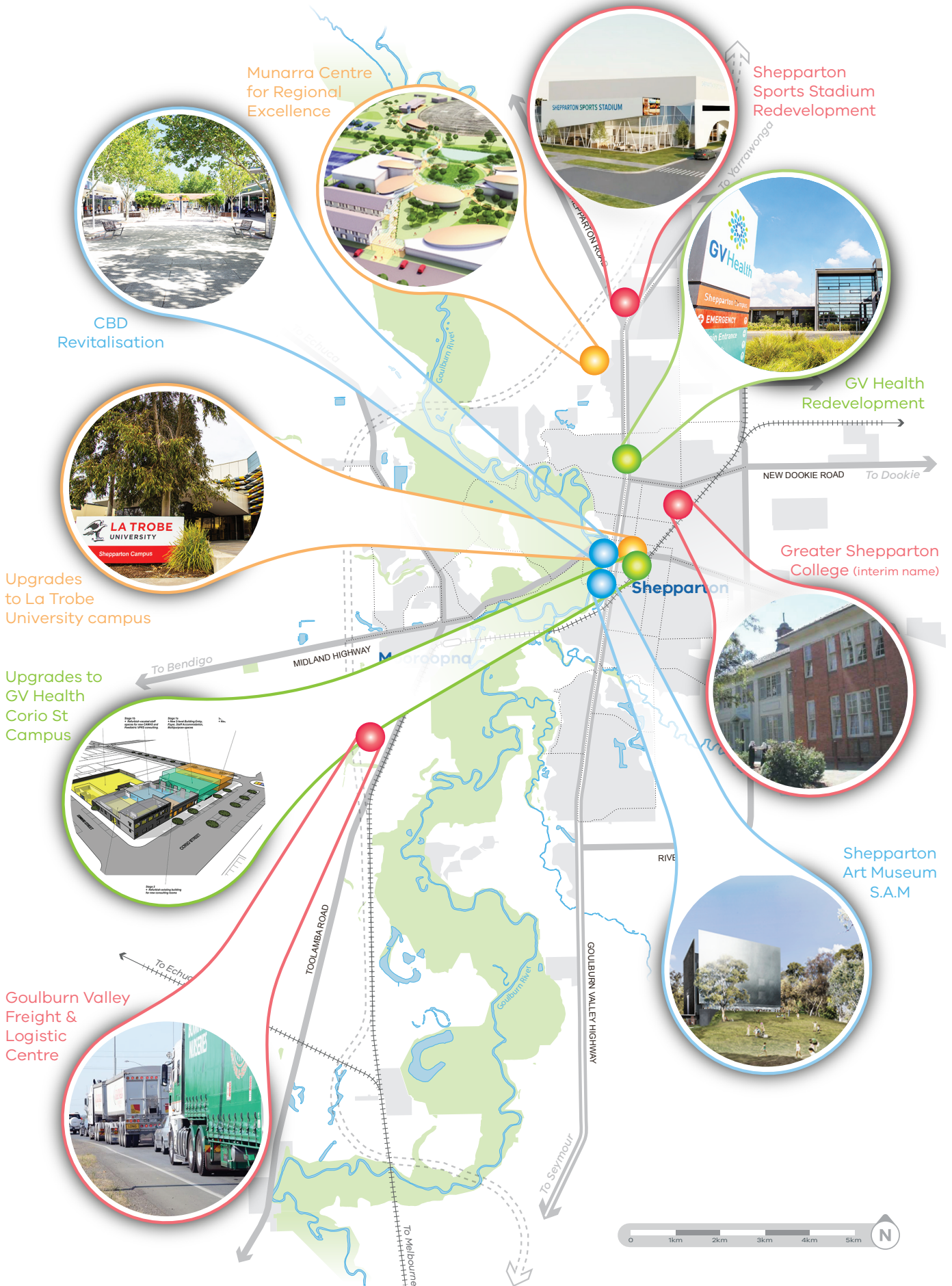


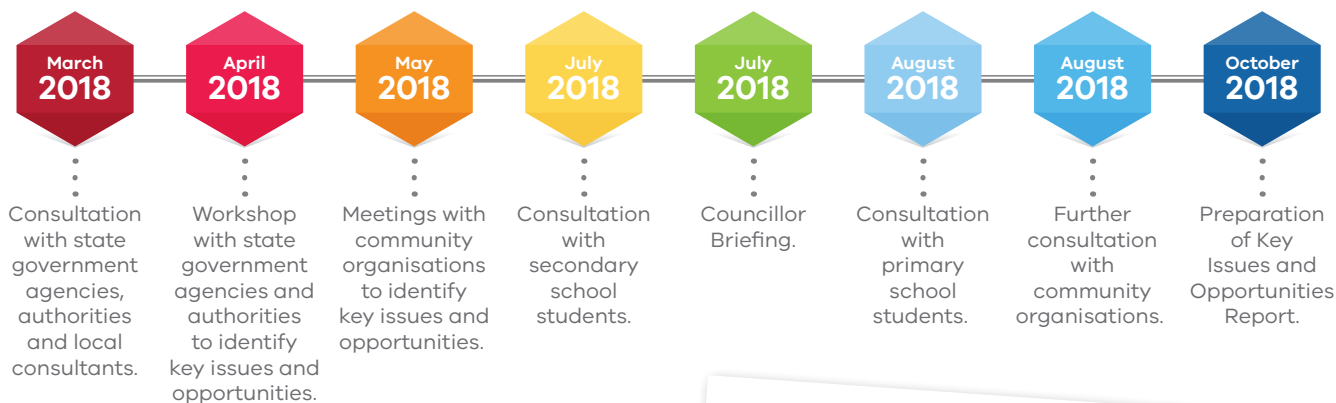
Figure 4 Greater Shepparton Major Projects



4 Community Consultation

4.1 Consultation to date

A number of stakeholders have been working closely with the VPA and Council to inform the project to date.



The workshop in April 2018 was an opportunity to ask targeted questions to government agencies and authorities that operate in the area to ascertain the issues and opportunities. Some of the questions asked included:

- What type of land uses and scale of development do you envisage around rivers, creeks and lakes?
- What are the key community infrastructure gaps in Shepparton and Mooroopna?
- What is currently limiting the economic potential of Shepparton and Mooroopna?

The findings of this workshops have been integrated into the discussion of key issues and opportunities in Section 6 of this Report.

4.2 School consultation

In one consultation activity, primary school students were asked to write a postcard to a friend in 2028, identifying what has changed and what they love about Shepparton and Mooroopna. Some of the key themes they identified were:

- More recreation space
- Improved public transport
- More night time activities
- More variety of shops and restaurants

Mooroopna is so cool. It has a great big skate park and a soccer pitch with a big Grand Stand. There is also a cool as pool. The bike paths are amazing with good lighting. Lots of shops are in the main street. More shows at the show grounds. There is a giant Hotel.

We Have a big bright sign that says Welcome to Mooroopna and when you lieave it says you should live here. We also have a Giant Potato with tree surfing and 20 different types of chips. We have a cat centre where you can play with cats or adopt them. No wonder I have 3 cats. See you at the Big Potato in a week.

It's awesome ther is a bike track around the lake and a gold star cinema in Shepparton. I just went to a cattle show in Shepp and the statue cows move like robots. It's awesome so much has changed.

Dear Jonah,
Word of advice, move back to Mooroopna. And if you don't want to move back to Mooroopna, move to Shepparton (they've got plenty of space for housing if you were to build). The streets are a lot safer now, no delinquents to worry about! And they're not only safer, they're brighter! There's colour! Murals, street-art, statues! Areas to relax, to pray, eat, listen to music, party, and just have fun! It's cleaner too! No more litter! And dont worry, we're still spacious! Please move back!

5 Shepparton & Mooroopna in 2050

Through the initial stakeholder consultation a draft vision was prepared to capture ideas for what Shepparton and Mooroopna will be like by 2050. Draft outcomes and principles to support the vision and deliver the Growth Plan have been identified. Feedback on the draft vision, actions and principles is welcome.

5.1 Draft Vision

Shepparton and Mooroopna will be a thriving Regional City with a diverse and sustainable economy supported by essential infrastructure.

New residents and investors will be drawn to the area due to the affordable and liveable lifestyle.

The natural and cultural significance of the area will be protected and enhanced.

The engaging, transparent and financially responsible leadership will be committed to deliver positive and sustainable outcomes.

5.2 Outcomes

The Growth Plan will seek to deliver six key Outcomes.



5.3 Principles

The Vision and Outcomes are supported by 10 principles.



P1 Resilient and sustainable development balanced across new and existing precincts



P2 Cultural heritage and diversity celebrated



P3 An inclusive and healthy community



P4 A healthy environment



P5 Activation and renewal of key precincts



P6 Integrated transport networks

P7 Safeguard productive land



P8 A thriving and diverse economy



P9 A hierarchy of centres to support regional and local needs



P10 Attractive and distinctive places

6 Key Issues and Opportunities

The Key Issues and Opportunities identified through the initial consultation are grouped under the following themes:

- Growth and Character
- Economy and Employment
- Environment and Water
- Infrastructure

6.1 Growth and Character

- 1 We heard from stakeholders, that if further outward expansion of Shepparton and Mooroopna is to occur, it should ensure productive agricultural land is protected.
- 2 A decline in average household size, an ageing population and the strengthening of the tertiary education sector support an opportunity to facilitate townhouse, apartment style and shop-top housing in the CBD in proximity to GOTAFE, La Trobe University and GV Health.
- 3 While stakeholders raised support for changing densities in the Shepparton CBD, there was concern that the sense of space and existence of trees and vegetation would be compromised.
- 4 There are opportunities to develop underutilised sites including at grade car parking, vacant or run down sites. High quality public spaces need to be created through this development.
- 5 Work with the Department of Human Services and registered housing associations to improve the condition of the existing social housing stock and identify locations for further social housing, as well as planning for the delivery of crisis accommodation.
- 6 Create places of activity in Shepparton and Mooroopna to enhance the economic vitality of the area.
- 7 Improve the appreciation and conservation of places of heritage significance by providing additional incentives. The ability to use these sites for a wider range of uses should be encouraged.
- 8 Build on the success of the “mooving art” initiative to encourage more street art and creative architectural outcomes. Indigenous art should be showcased to celebrate Shepparton and Mooroopna’s significant Aboriginal and Torres Strait Islander community.



6.2 Economy and Employment

- 1 The need for Shepparton and Mooroopna to contain areas of unique retail and commercial offerings was a theme from consultation with key stakeholders.
- 2 Increasing amenity, making spaces safer, increasing walkability, improved way finding signage and increasing sufficiently timed car parking spaces were all identified as opportunities to revitalise and encourage economic investment in the Shepparton CBD.
- 3 The opportunity to identify particular precincts in the Shepparton CBD where particular uses are focused, is a way to enhance its vitality (for example Fryers Street as an 'eat street').
- 4 Continue to revitalise the CBD by implementing initiatives such as the redevelopment of the Maude Street Mall and other streetscape improvements.
- 5 There is an opportunity for Mooroopna to offer a boutique retail and food offering as a point of difference due to lower commercial rent prices compared with Shepparton.
- 6 A number of solar energy farms are proposed within the Greater Shepparton area, there is potential for this industry to become an increasing employment generator for the region. Development of these facilities should ensure amenity impacts are considered and productive agricultural land is protected.
- 8 Opportunities for industries to partner with tertiary education providers to provide trades for young people should be identified and facilitated.
- 9 The potential impacts of any future loss of major employers need to be identified and planned for with succession plans for employees considered.

OPPORTUNITY - GOV HUB

There is an opportunity for Council to advocate for a Gov Hub to locate in Shepparton. As an example, construction has commenced on a Gov Hub for Ballarat which will consolidate a number of government departments into one location, including the generation of 600 new jobs for the City. The aim is to bring jobs to the City, revitalise the CBD and increase business confidence and further private sector investment.

OPPORTUNITY - SHEPPARTON AERODROME

Council has identified the potential to re-locate the current Shepparton Aerodrome to a new location to allow for both passenger and freight movements. This has the ability to contribute significantly to the economic viability of the region by increasing visitation and export efficiency

- 10 There is an opportunity to hold more events, festivals and food truck festivals to promote the region's agricultural significance such as food and wine festivals and farmers markets.
- 11 Identify land for industrial growth in appropriate locations where land use conflicts can be minimised.
- 12 Investigate a creative arts hub around the Riverlinks Performing Arts Centre in Mooroopna at the Mooroopna Secondary School Site.

6.3 Environment and Water

- 1 A consistent theme arising is that the river environment is currently underutilised for recreation. Ensuring the environmental significance of these areas is protected is paramount.
- 2 The river environment in Shepparton and Mooroopna could be utilised more by encouraging commercial waterfront development, eco-tourism and function spaces to develop in a way that does not compromise environmental significance. Non-permanent structures could be encouraged to support events and festivals.
- 3 Encourage the “Greening Shepparton” initiative by planting new trees and replacing missing street trees from the CBD and wider urban area to reduce the urban heat effect, mitigate against climate change and improve the appearance and amenity of the city. This is consistent with Council’s *Urban Forest Strategy (2017 – 2037)*. The climate is likely to be even drier in 2050, so plant species should be tolerant and resilient to dry conditions.
- 4 Use the environmental significance of the Shepparton and Mooroopna riverine plain as an eco-tourism benefit with interpretive signs that form part of walking and cycling trails.
- 5 Both Shepparton and Mooroopna are constrained by flooding, however Mooroopna is impacted to a greater extent so opportunities for further development and densification of the existing town need to be carefully managed.
- 6 Development could harness the opportunity to formalise and upgrade the existing rural drainage network. The current outfall discharge rates of Goulburn-Murray Water drains and channels currently limits development.
- 7 Water Sensitive Urban Design should be encouraged in new developments and where possible applied in existing developments, particularly where there are opportunities for urban renewal in established areas.
- 8 There are opportunities to align drainage infrastructure with open space to enhance the function of these spaces as fulfilling more than one purpose.

Aligning Drainage Infrastructure with Open Space

OPTION 1 – GREENING

This option favours greening of the drainage land rather than traditional engineering techniques. This includes retardation basins which include wetlands, water sensitive urban design features such as swale drains and following natural drainage lines as overland flow paths. This option has been implemented in Purcell Street in Shepparton.



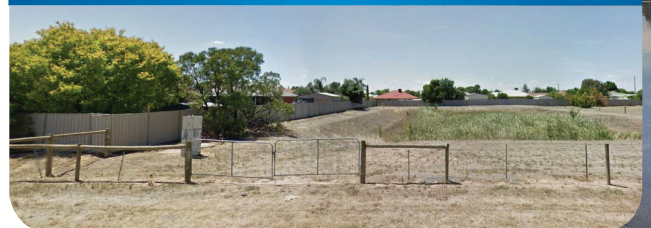
OPTION 2 – HYBRID

This option uses both greening and traditional engineering techniques. This combined approach of naturalisation and piped solutions provides natural waterways in the lower catchment of a future growth area and piped drainage outcome in the upper catchment.



OPTION 3 – TRADITIONAL

An option which favours traditional engineering techniques such as piping natural drainage lines, undergrounding of drainage pipes and storage, retardation basins which are fenced off from public access. Traditional options provide the least potential for co-location of open spaces.



6.4 Infrastructure

- 1 Investment in road and rail related projects (current and proposed) create the opportunity to re-shape Shepparton and Mooroopna through improved connectivity.
- 2 Council should continue to work with Transport for Victoria (TfV) to improve the frequency and network coverage of the bus network to Shepparton and Mooroopna and improve the quality of public transport assets such as bus stops.
- 3 Council should work to include signage and improve amenity to the existing car parking areas.
- 4 Review the *Greater Shepparton Cycling Strategy* 2013 – 2017 to ensure the proposed commuter and recreational network has been delivered and update this Strategy to identify opportunities for the future.
- 5 Continue to explore relocation of Shepparton airport to allow for its expansion as a regional airport and provide a strategic redevelopment infill proposal for the site.
- 6 Investment in education and health to ensure adequate facilities for the younger and the ageing population was identified as important.
- 7 The VPA and Council are working on the *Shepparton Health and Tertiary Education Precinct Structure Plan*. Ensure appropriate accommodation is provided to support health professionals, students, workers and visitors to Shepparton and Mooroopna health and education facilities.
- 8 Ensure the development of the Greater Shepparton College includes upgrades to the existing movement network including sufficient shared paths and public transport infrastructure. This will reduce the number of students and staff travelling to school by car.
- 9 Explore opportunities for co-location of community infrastructure and ensure new community facilities are designed in a way to be adaptable through a community's lifecycle.
- 10 The proposed upgrades to the Shepparton Alternative Route (SAR) and Goulburn Valley Highway Shepparton Bypass present an opportunity to redirect freight movements through and around urban areas.



