

Shepparton North

Issues, Opportunities and Emerging Challenges Paper

September 2022

mesh

Prepared for the Greater Shepparton City Council by Mesh Planning



opportunity for growth

Shepparton North

Issues, Opportunities and Draft Emerging Challenges Paper

September 2022



GREATER
SHEPPARTON

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

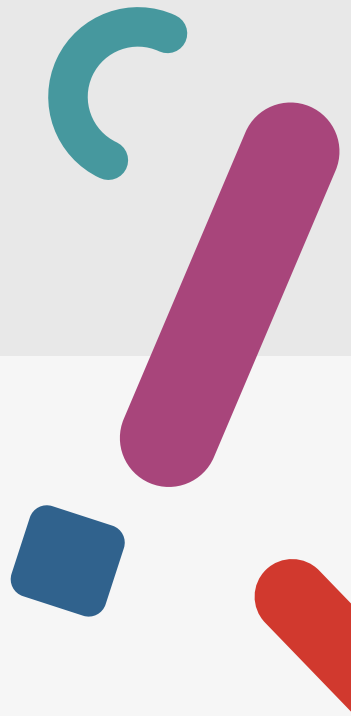
mesh

Level 2, 299 Clarendon Street, South Melbourne, VIC 3205
phone. +61 3 9070 1166 meshplanning.com.au



Contents

Project Overview	1	Emerging Challenges	27
Why is Council preparing a Structure Plan?	1	Emerging Challenge 1	
What is the purpose of this paper and how will it be used?	3	Where is the heart of the Structure Plan?	29
What will happen next?	4	Emerging Challenge 2	
		Where is the heart of the Structure Plan?	33
The Study Area	5	Emerging Challenge 3	
Shepparton North Structure Plan Area	6	How can the appearance of the centre be improved?	37
Existing Planning Framework	7	Emerging Challenge 4	
		How can clarity be provided in relation to preferred land uses and the role of Shepparton North?	41
Key Issues and Opportunities	11	Emerging Challenge 5	
Land Use Context	13	How can direction be provided to guide proposals for development of key sites within the activity centre?	43
Movement Context	17		
Urban Design Context	21	Next Steps	47
		We want to hear from you	



Project Overview

Why is Council preparing a Structure Plan?

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

Following the implementation of the CACS into the Planning Scheme, the Panel Report that considered Amendments C192 and C193, the Shepparton North Activity Centre Advisory Committee, and Council's Shepparton and Mooroopna 2050: Regional City Growth Plan all recommended the preparation of a structure plan for Shepparton North. To respond to this growth, Council engaged Mesh Liveable Urban Communities Pty Ltd to prepare a structure plan for land comprising the Shepparton North Activity Centre and the wider Shepparton North area to guide its future development.

In the absence of a Structure Plan, land in Shepparton North has been subject of commercial interest from 'competing' proposals for delivery of a second supermarket to serve the Shepparton North community since 2017.

enhance growth opportunities

Council's Greater Shepparton Commercial Activity Centres Strategy 2015¹ supports delivery of a second supermarket in the short term however it is considered unlikely that there will be demand for a third full line supermarket within the next 15 years. Despite planning permission having been issued for a second supermarket (with additional specialty retail) at 177-193 Numurkah Road, a second supermarket has not been delivered to date and direction has not been provided in relation to the preferred location for a third full line supermarket.

When potential for a second supermarket on an alternative 'northern' site was tested via an Advisory Committee process in 2020, the Advisory Committee was conclusive in its view that:

the Shepparton North Activity Centre and its community will achieve greater long-term benefits from a single, integrated and well-functioning retail core, rather than two disconnected stand-alone retail nodes.²

Aside from the specific findings and recommendations in relation to potential supermarket sites, the Advisory Committee was emphatic in identifying the immediate need for:

appropriate planning guidance in the form of a Structure Plan for the existing Activity Centre but broadened in area to include other retail and community uses adjacent to and close by. A properly developed Structure Plan will provide Council, the Community, existing landowners and investors with certainty about the long-term future of the Activity Centre and will ultimately enhance growth opportunities and economic benefits in Shepparton North.³

The Shepparton North Structure Plan is being prepared in accordance with the recommendations of the *Shepparton and Mooroopna 2050: Regional City Growth Plan* and the Shepparton North Activity Centre Advisory Committee 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 in Shepparton North.

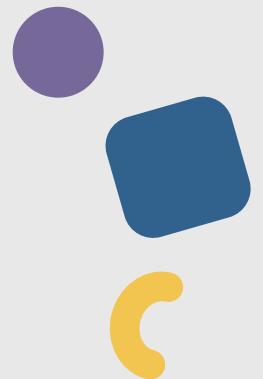
In accordance with the observations and recommendations of the Advisory Committee, the extent of the Structure Plan has been increased to include adjacent and nearby land uses including important active open space, sporting facilities and other community infrastructure.

¹ Greater Shepparton Commercial Activity Centres Strategy 2015, Essential Economics
^{2&3} Shepparton North Activity Centre Advisory Committee Report, 14 August 2020, Executive Summary pg ii of iv

What is the purpose of this paper and how will it be used?

The Shepparton North Issues, Opportunities and Emerging Challenges Paper (hereafter referred to as the Emerging Challenges Paper) is an important phase in preparation of the Structure Plan. In essence the Emerging Challenges Paper identifies the key challenges that the Structure Plan will need to address and it also identifies some of the opportunities and potential responses to the key challenges.

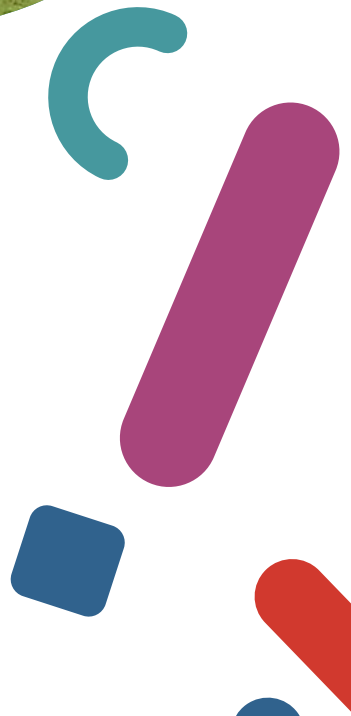
The key issues, opportunities and emerging challenges that are contained within the Emerging Challenges Paper are intended to be subject of consultation with landowners, authorities and the broader community.



What will happen next?

Following release of the Emerging Challenges Paper and receipt of any feedback, Council will evaluate the submissions and use the information to assist in formulating the draft Structure Plan.

The draft Structure Plan will be subject of further consultation before ultimately being presented to Council for adoption.



The Study Area

Shepparton North Structure Plan Area

The Shepparton North Structure Plan area is an irregularly shaped precinct located on the east and west sides of the Numurkah Road / Goulburn Valley Highway generally to the north of Brauman Street / Hawkins Street.



See the Structure Plan Boundary Plan

pressure for redevelopment

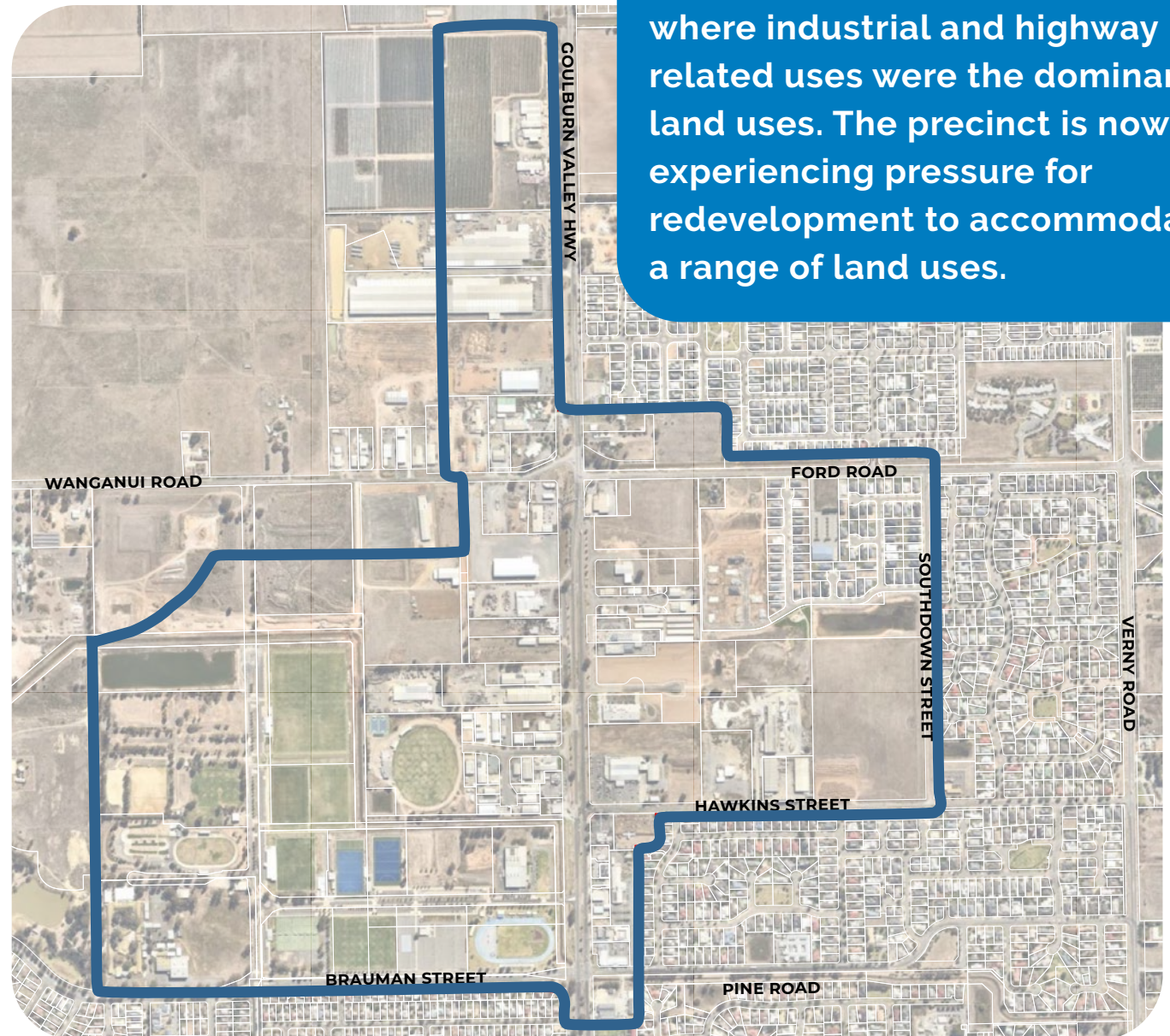
Structure Plan Boundary Plan

The Structure Plan area 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;
- » The existing SUPA IGA;
- » A number of fast food restaurants;
- » Car, caravan and 4wd suppliers;
- » Petrol stations;
- » Personal services;
- » Industrial uses;
- » Serviced Apartments (Approved);
- » Large scale agribusinesses;
- » 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.

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

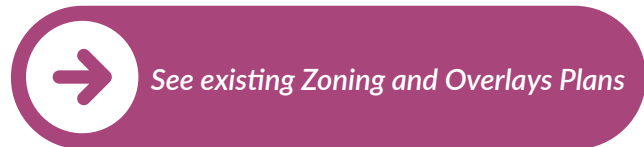
- » Numurkah Road/Goulburn Highway;
- » Ford Road/Wanganui Road;
- » Southdown Street;
- » Brauman Street and
- » Hawkins Street.



The precinct was located on the northern fringe of Shepparton where industrial and highway related uses were the dominant land uses. The precinct is now experiencing pressure for redevelopment to accommodate a range of land uses.

Existing Planning Framework

The Shepparton North Structure Plan area is comprised of a range of existing Zones and Overlays.

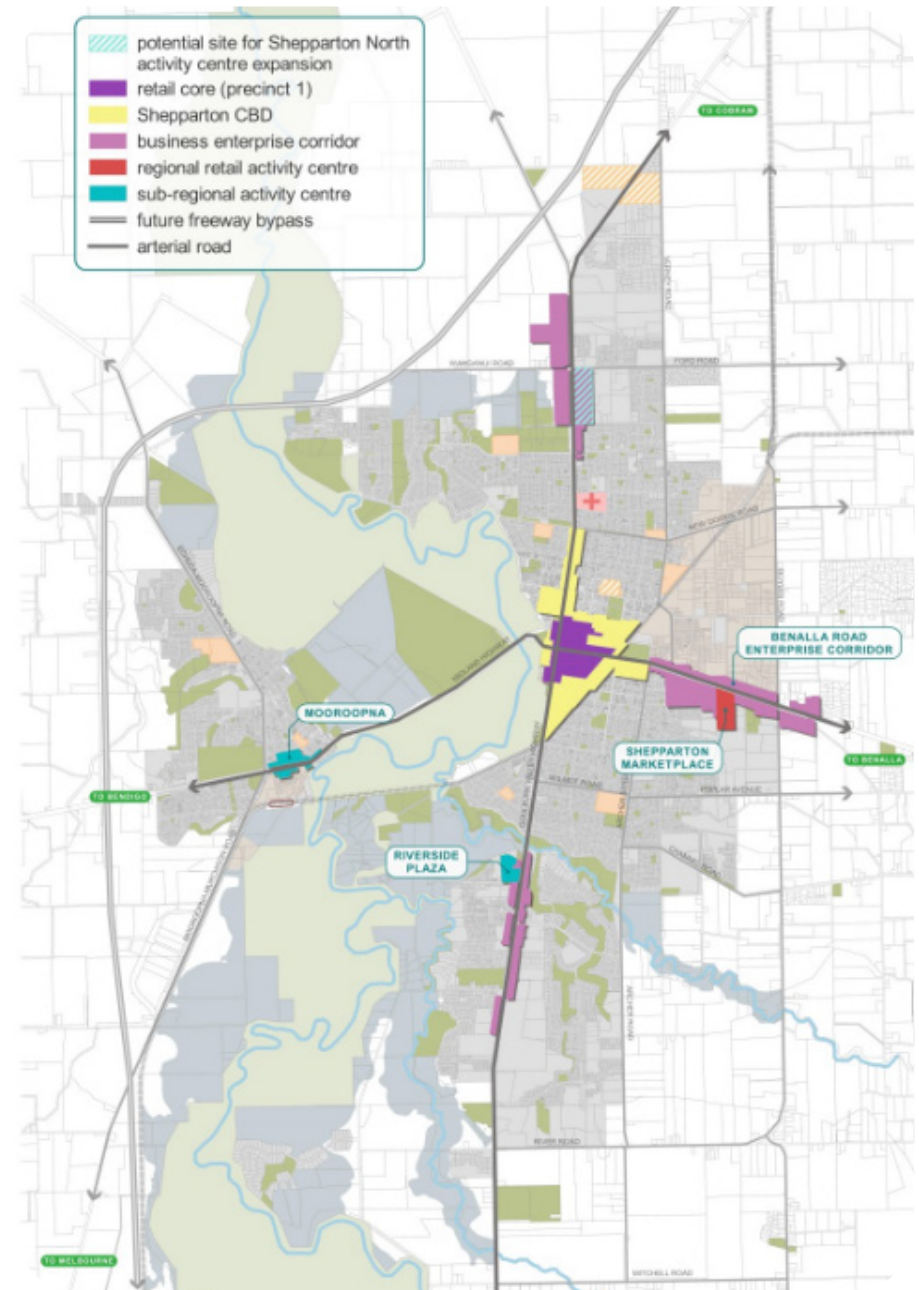


The Shepparton Planning Scheme defines the Shepparton North Activity Centre as a 'Sub-regional Activity Centre' (see Shepparton Business Framework Plan) and clause 17.02-1L includes a specific strategy to:

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.⁴

In terms of the scale of the activity centre, the *Commercial Activity Centres Strategy*⁵ 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 leaseable floor area for shop (other than Restricted Retail premises) to 8,000m². This floor space limit for shop effectively allows for the centre to expand beyond its current shop floorspace of approximately 4,000m².



A planning permit has been issued for expansion of the existing SUPA IGA site on the north-east corner of Hawkins Street and the Numurkah Road (177–193 Numurkah Road) but the site is yet to be redeveloped to accommodate an additional supermarket and specialty stores.



⁴ Greater Shepparton Planning Scheme, clause 17.02-1L

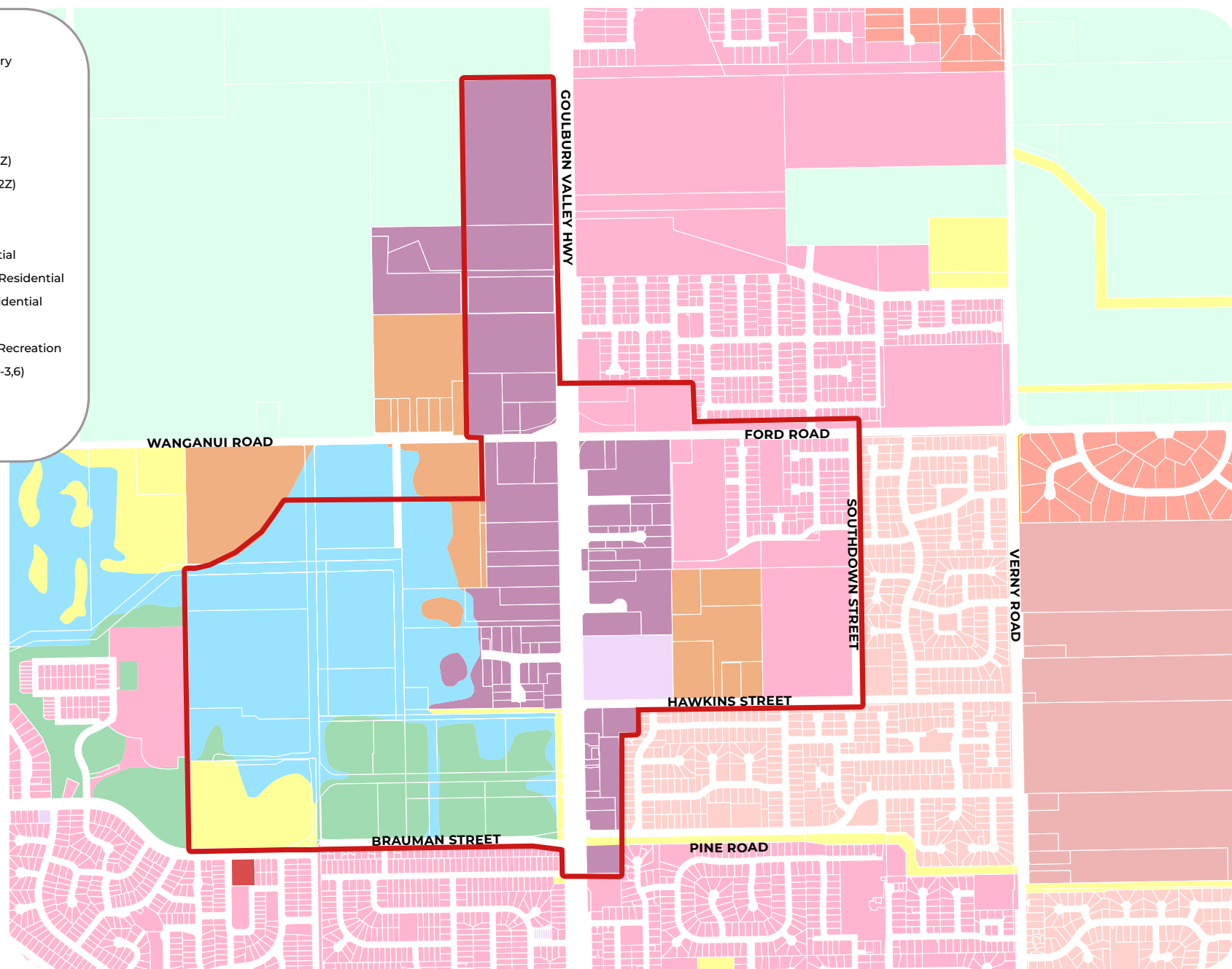
⁵ City of Greater Shepparton Commercial Activity Centres Strategy, Essential Economics 2005

DRAWING KEY



-  Precinct Boundary
-  Cadastre

PLANNING ZONES








-  Commercial 1 (C1Z)
-  Commercial 2 (C2Z)
-  Mixed Use (MUZ)
-  Industrial (IN1Z)
-  General Residential
-  Neighbourhood Residential
-  Low Density Residential
-  Urban Growth
-  Public Park and Recreation
-  Public Use (PUZ1-3,6)
-  Urban Flood
-  Road 1 (RDZ1)
-  Road 2 (RDZ2)

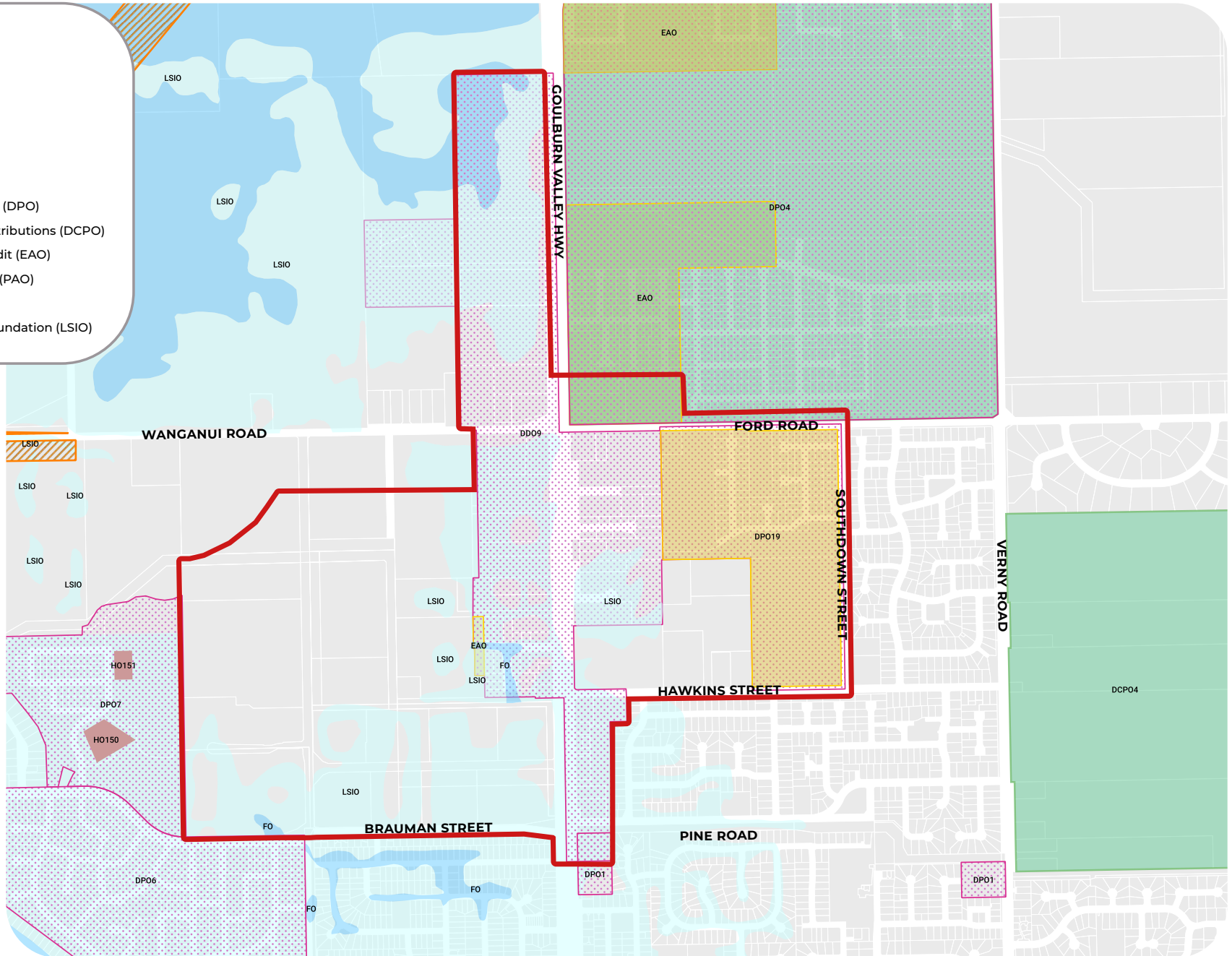


DRAWING KEY

-  Precinct Boundary
-  Cadastre

PLANNING OVERLAYS

-  Heritage (HO)
-  Development Plan (DPO)
-  Development Contributions (DCPO)
-  Environmental Audit (EAO)
-  Public Acquisition (PAO)
-  Flood (FO)
-  Land Subject to Inundation (LSIO)



Key Issues & Opportunities

Land Use Context

Movement Context

Urban Design Context

change is occurring



The Shepparton North Activity Centre can no longer be defined as an outlying 'fringe' activity centre as residential development surrounds, and is continuing to occur to the east, north and south west of the centre.



Land Use Context

Review of a simplified pattern of land uses throughout the Structure Plan area reveals the following context and key issues.




The existing and emerging residential communities to the east and north of the activity centre are separated from the regionally important active open space areas and community facilities.



Key Issues and Opportunities

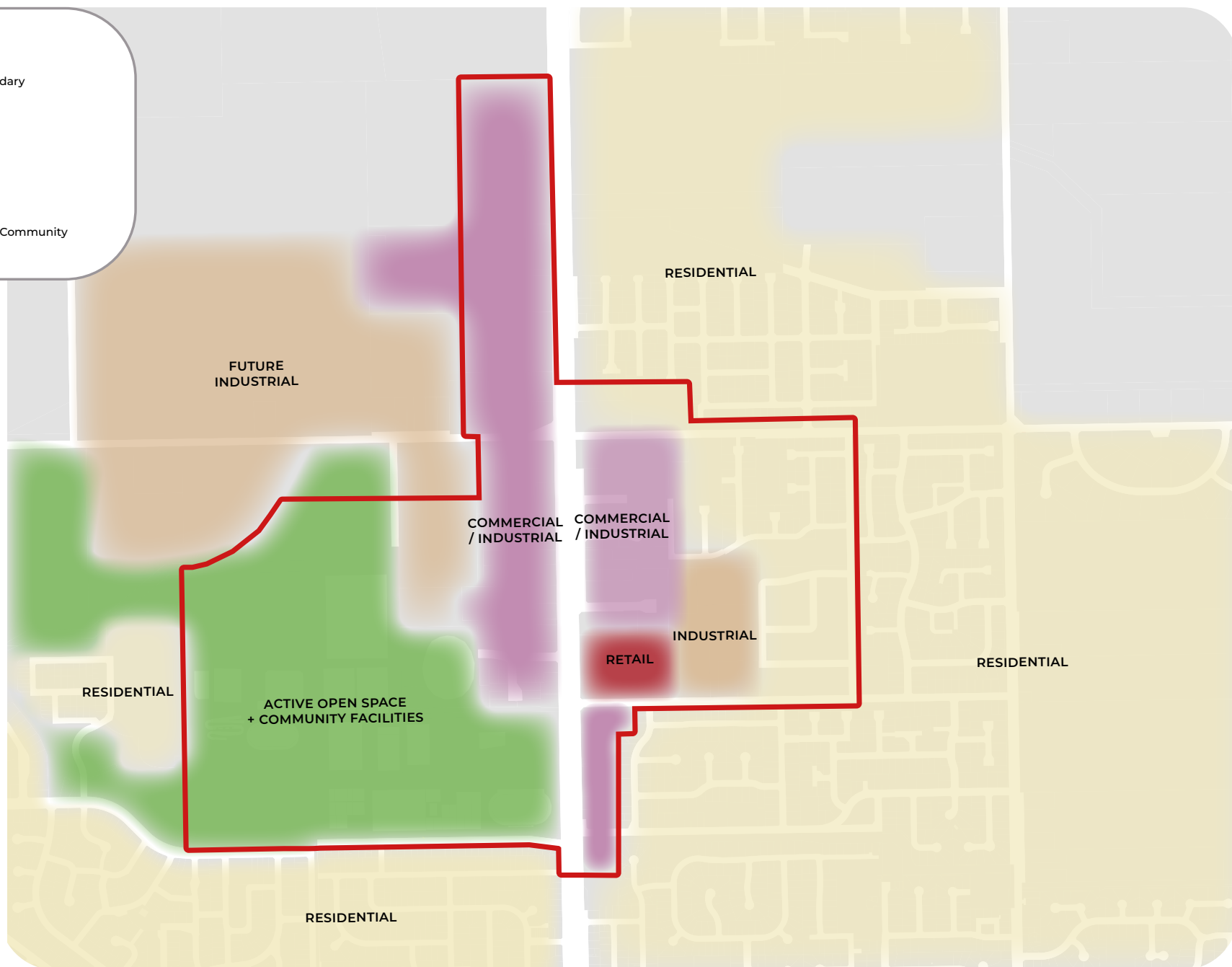
1. The Shepparton North Activity Centre can no longer be defined as an outlying 'fringe' activity centre as residential development surrounds and is continuing to occur to the east, north and south-west of the centre;
2. The existing and emerging residential communities to the east and north of the activity centre are separated from the regionally important active open space areas and community facilities;
3. There are some synergies between industrial and commercial land uses but sites have been developed or subdivided independently with a heavy reliance on the Numurkah Road for access and exposure;
4. Land use change is occurring rapidly on a site-specific basis with little coordination between sites;
5. The 'competing' supermarket sites are subject of revised/new applications but they located at either end of the activity centre with little internal connectivity between the sites and there is an absence of direction regarding the preferred location for a third supermarket;
6. Land to the immediate east of the northern potential supermarket site is being developed for residential purposes;
7. There is no obvious 'centre' or core of the activity centre;
8. Fragmented pieces of industrial land are located in strategically important locations but some of the land (for example to the east of the IGA site on Hawkins Street) is underdeveloped and/or is likely to experience issues associated with encroachment of sensitive uses;
9. The planned Shepparton North Industrial Growth Corridor to the north-west of the Structure Plan area offers an opportunity to consolidate industrial activities outside of the Structure Plan area with good access to existing and planned transport infrastructure;
10. There is no open space or community facilities within the industrial/commercial spine of the activity centre along the Numurkah Road;
11. Recently constructed drainage infrastructure to the west of Southdown Street is indicative of the need for a co-ordinated response to enable the flat land within the activity centre to be developed for urban purposes;
12. The recently constructed drainage infrastructure offers a positive context for the houses to the north but connectivity and exposure to the infrastructure and the surrounding land is limited;
13. There is a lack of land use direction or differentiation for preferred land uses on the east and west sides of the Numurkah Road;
14. The Commercial 2 Zone extends beyond Hawkins Street to the south and Ford Road to the north which is causing uncertainty regarding the extent of the activity centre;
15. Flood risk is prevalent to the west of the Numurkah Road (beyond land that is zoned Commercial 2 Zone) and is influencing the ability to develop some under developed land but the potential for flooding has created the opportunity to deliver the extensive network of active recreation fields and associated infrastructure;
16. There are proposals for further investment in the active recreation precinct; and
17. There is a need for additional affordable housing.

DRAWING KEY

 Precinct Boundary

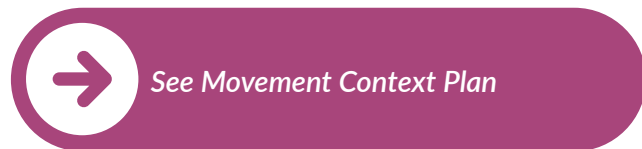
PRECINCTS

-  Retail
-  Employment
-  Industrial
-  Residential
-  Open Space + Community



Movement Context

Review of the pattern of movement opportunities reveals the following context and key issues.





The primary movement network is comprised a widely spaced high order road network that divides the Structure Plan area into four quadrants.





Key Issues and Opportunities



1. The Numurkah Road/Goulburn Valley Highway is a declared Highway which bisects the structure plan area and which provides north-south connectivity within and beyond Shepparton;
2. Additional higher order north-south road capacity is offered by Verney Road and Grahamvale Road (which is outside the Structure Plan area) however lower order internal connectivity is limited and there is no internal north-south road connectivity within the industrial/commercial area adjacent to the Numurkah Road;
3. The primary higher order east-west routes are Wanganui Road/Ford Road and Hawkins Street, Pine Road and Brauman Street;
4. Lower order internal east-west road connectivity is very limited throughout the Structure Plan area and within the industrial/commercial area other than a number of discontinuous courts;
5. The cross-section details are variable along the Numurkah Road/Goulburn Valley Highway but the reserve is generally expansive;
6. Access control is achieved along the Numurkah Road between Ford Road/Wanganui Road and Hawkins Street in the form of a median and service roads and/or widely spaced street intersections and private access points;
7. Road/street-based connectivity is very limited internally within each of the quadrants and there is a heavy reliance on the high order movement network for local trips within the Structure Plan area;
8. Plans for the Shepparton Bypass are well advanced and will result in a significant change to the high order road network such that heavy vehicles will not be required to travel along the Goulburn Valley Highway, through the Structure Plan area;
9. Stage 1 of the Bypass will link the Midland Highway to the Goulburn Valley Highway and will offer the opportunity for Wanganui Road/Ford Road to be upgraded to provide connectivity between the Shepparton Alternate Route and the Bypass;
10. Plans for construction of a new large roundabout at the intersection of Ford Road/Wanganui Road and the Numurkah Road are well advanced with construction to occur in the short term;
11. Plans for upgrade of the intersection of Hawkins Street and the Numurkah Road will enhance local accessibility in the short term;
12. Pedestrian and cycle amenity is generally poor and connectivity is extremely limited throughout the Structure Plan area notwithstanding that there are dedicated on-road cycle lanes on both sides of the Numurkah Road; and
13. An open main drain carries water through the southern part of the Structure Plan area, via the active open space precinct but the drain is not co-located with a shared path /pedestrian trail network.

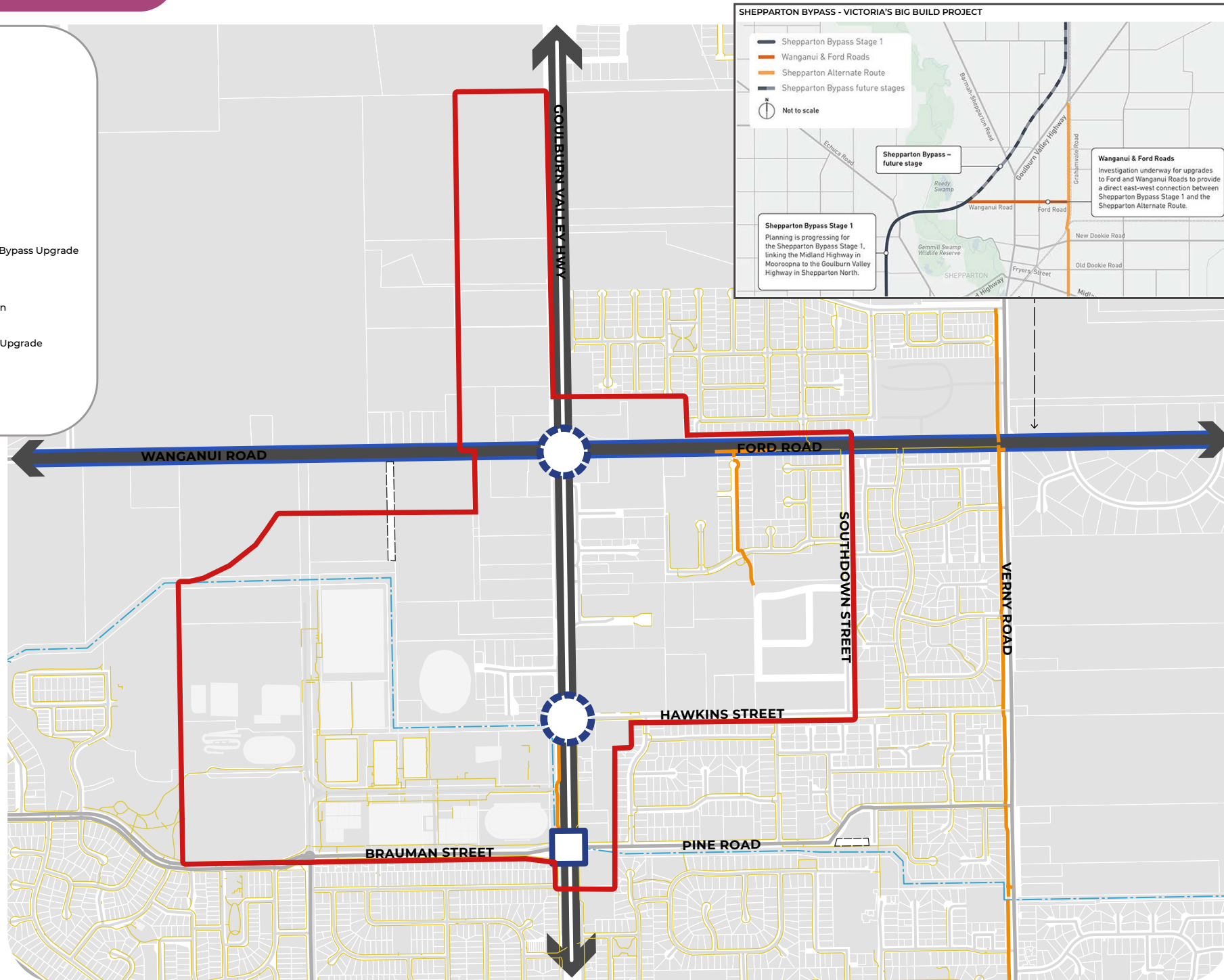
Movement Context Plan

DRAWING KEY

-  Precinct Boundary
-  Cadastre

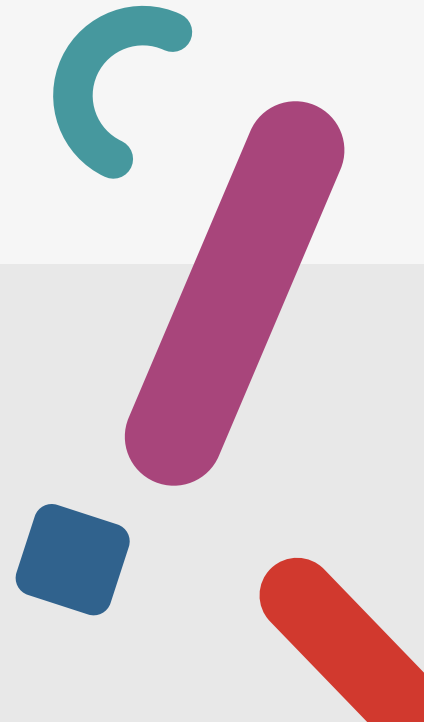
MOVEMENT

-  Highway
-  Arterial Road
-  Key Local Road
-  Local road
-  Planned Shepparton Bypass Upgrade
-  Unmade Road
-  Signalised Intersection
-  Planned Intersection Upgrade
-  Shared Path
-  Footpath
-  Drainage Channel



Urban Design Context

Review of the urban design characteristics within the Structure Plan area reveals the following context and key issues.





The very wide road reserve within the Goulburn Valley road reserve, including the adjoining service roads, is expansive and creates a broad viewing corridor of the town centre to the south and the developing former farm land to the north.



Key Issues and Opportunities

1. The very wide road reserve within the Goulburn Valley Highway road reserve, including the adjoining service roads, is expansive and creates a broad viewing corridor of the town centre to the south and the developing former farm land to the north;
2. Street tree planting is either absent or lacking in scale and continuity within Numurkah Road and the remainder of the higher order movement network including Hawkins Street and parts of the area have a somewhat unkept appearance particularly in the north of the precinct;
3. The existing coarse grained character of the commercial/ industrial area is defined by 'big box' agricultural supplies and large scale commercial buildings with large expanses of hard stand areas and warehouse style built form;
4. Building scale is generally one to two storeys in height but predominantly one storey warehouse style development apart from some more recent development at the southern end of the precinct that is located on smaller lots with more articulated facades;
5. Car parking is generally located at the front of buildings within generous front setbacks;
6. The low set buildings and expansive front setbacks along with absence of continuous street tree planting in Numurkah Road results in an 'open' character with little pedestrian protection or amenity;
7. The street edges are commonly defined by security fencing and limited landscaping and intermittent business identification signage is displayed on pole or blade signs in the front setbacks or the median in Numurkah Road – the presence of these features reinforces the commercial/industrial character of the area;
8. Plans for delivery of the Shepparton Bypass including upgrade of Ford Road/Wanganui Road and construction of the new roundabout will significantly reduce heavy vehicle traffic in the area and will emphasise the importance gateway sites at the northern end of the Structure Plan area;
9. The gateway sites at either end of the Numurkah Road will take on increased importance when the new intersections are delivered at which time traffic will be slowed to enter and leave the intersections;
10. The existing SUPA IGA is very car based and operates as a standalone use with no complementary 'activity centre based' land uses on adjoining or nearby land; and
11. The residential areas to the east are 'hidden' behind the commercial and industrial land uses.

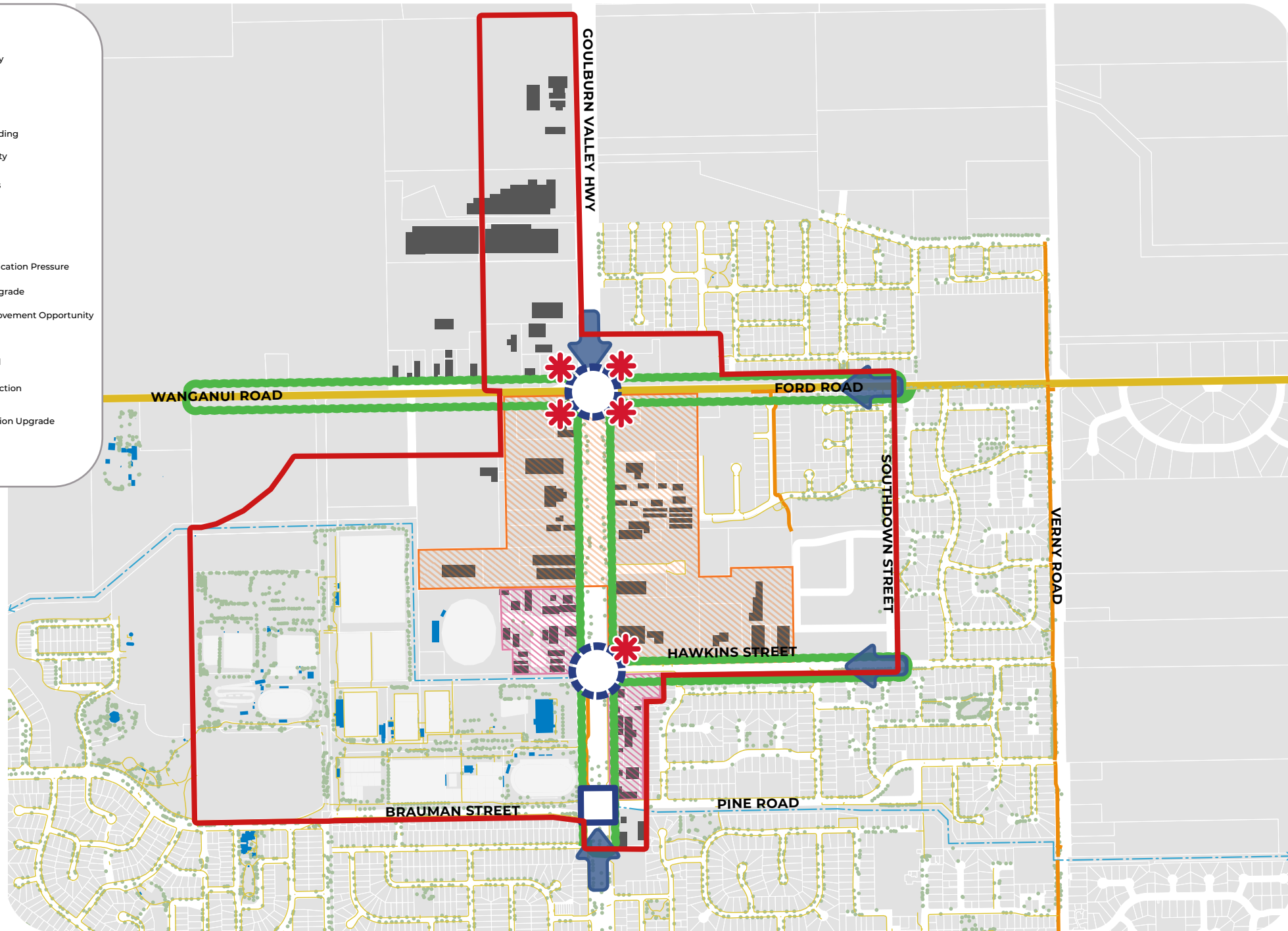
Urban Design Context Plan

DRAWING KEY

- Precinct Boundary
- Cadastre

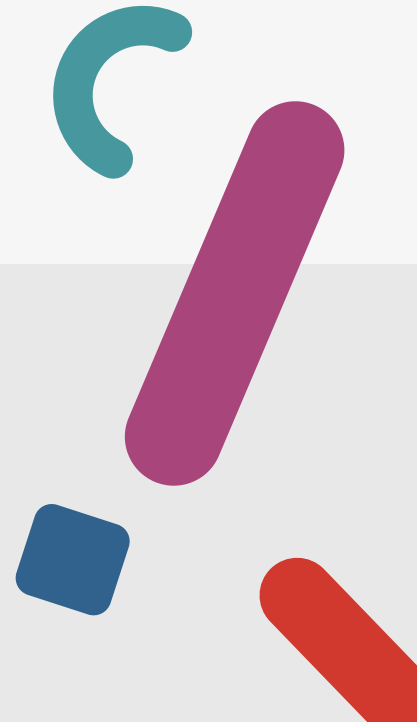
FEATURES

- Employment Building
- Community Facility
- Course Grain Uses
- Finer Grain Uses
- Gateway Site
- Land Use Intensification Pressure
- Planned Road Upgrade
- Streetscape Improvement Opportunity
- Mapped Tree
- Drainage Channel
- Signalised Intersection
- Planned Intersection Upgrade
- Shared Path
- Footpath



Summary of Key Challenges

Based on the land use, movement and urban design analysis that is contained within the previous section it is clear that the Shepparton North Sub-Regional Activity Centre:



- » occupies a strategic location;
- » has the capacity and potential to grow;
- » is subject of land use pressure but that co-ordination between sites is lacking;
- » 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;
- » is operating as a series of discreet, individual uses rather than a properly functioning, multi-purpose activity centre;
- » is readily accessible via the higher order road network but that internal, low order access is very limited for vehicles, pedestrians and cyclists;
- » is heavily car dependent;
- » does not have an obvious 'centre' or heart and opportunities to co-locate and intensify complementary land uses are limited;
- » is subject of proposals for each of the competing supermarket sites but they are site specific, 'standalone' proposals;
- » 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).

In order to ensure that the centre achieves its full potential, it will be necessary for the Structure Plan to define a response to the following emerging challenges.





Emerging Challenge 1

Where is the heart of the Structure Plan?



Emerging Challenge 2

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



Emerging Challenge 3

How can the appearance of the centre be improved?



Emerging Challenge 4

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



Emerging Challenge 5

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

Potential responses to each of the emerging challenges are set out following.

The responses to the emerging issues are to be tested during the community consultation phase and refined before being incorporated into the draft Structure Plan.





Emerging Challenge 1

Where is the heart of the Structure Plan?

The Advisory Committee that was appointed by the Minister for Planning was clear in its view that the most significant 'community benefits' could be achieved if two supermarkets are delivered within close proximity to one another and co-located with other complementary uses such as specialty shops and community facilities.

With this objective in mind, the question is whether one or the other of the competing supermarket sites or another location are better suited to accommodate the land uses such that they can become recognised as the 'heart' of the Activity Centre. Implicit within this question is a judgement about which site has the greatest potential to achieve complementary objectives such as superior ability to attract and accommodate complementary land uses, ability to achieve improved connectivity, improved access to open space, improved amenity and increased potential to support investment and redevelopment.

Review of the land use conditions surrounding the competing sites reveals that both sites:

- » Are corner sites and as such have good access to the higher order road network;
- » Offer very good exposure;
- » Have under-developed street tree planting and other forms of landscaping but have potential to be improved; and
- » Have been designed as standalone car-based centres but have the potential to be improved.

With regard to the potential for the competing sites to achieve complementary objectives such as superior ability to attract and accommodate complementary land uses and ability to achieve improved connectivity, improved access to open space, improved amenity and increased potential to support investment and redevelopment, both sites have some potential however it is apparent that the southern site has enhanced ability to achieve three very important outcomes.

Firstly, the southern site has the ability to be designed as the core or heart of the activity centre along with the adjoining land to the immediate east (if it were rezoned to facilitate preferred activity centre based outcomes) such that the combined sites could accommodate:

- » two full line supermarkets
- » specialty shops
- » open space
- » personal services
- » community facilities
- » affordable housing
- » medium density housing
- » standard housing
- » internal east west and north connectivity.

Secondly, the southern site (and the adjoining land) has the ability to create a strategic open space link between the north-eastern residential community and the sporting precinct via the activity centre.

The strategic open space link could connect the shared path that is located on the south side of Madeira Street around the western edge of the second retarding basin and down to Hawkins Street via the mixed-use heart of the centre and then onto the west into the active sporting precinct. This connection could be extended into the sporting precinct following the alignment of the drainage reserve (or Brauman Street) and be complemented with enhanced street tree planting along Hawkins Street, the drainage reserve and along Numurkah Road.

Thirdly, the presence of a high-quality, mixed-use outcome could promote the likelihood of land use change at the southern end of the Structure Plan area.

Other potential sites do not appear to have the same ability to achieve these outcomes but in order to achieve the full potential of the southern site it would be necessary to undertake a redesign process in conjunction with the adjoining land in order to accommodate the uses described above.

It is important to confirm however that the opportunity to extend the activity centre to the east, via delivery of a 'mixed use' outcome, is not intended to create the opportunity to accommodate additional retail development in this location. The intention of the opportunity is to rezone the land to enable complementary land uses to be delivered in association with two supermarkets and specialty retailing such that the complementary uses and the retail uses function in a more integrated way as a true mixed use activity centre. Examples of complementary land uses include open space, community facilities, personal services, affordable housing, medium density housing etc.

In the preferred southern location, the heart of the Structure Plan will benefit from its location at the southern gateway and in close proximity to the surrounding residential areas and the open space precinct however the question of where the third full line supermarket is located remains unresolved.

Whilst the second supermarket is yet to be delivered, the potential of a third full line supermarket raises questions about where it is best located to enable a range of positive outcomes to be achieved in much the same way as the questions that have emerged in relation to the preferred location for the second supermarket.

One possible outcome could be to accommodate the third full line supermarket on the northern gateway site (on the south-eastern corner of Numurkah Road and Ford Road) in the longer term however this option would only be supported if three pre-conditions were met. Firstly, the proposal for the northern site would need to be redesigned to achieve a more integrated, mixed use outcome. Secondly, there would need to be delivered internal connectivity between the northern site and the southern site in order to consolidate the role of the core of the activity centre (see Emerging Challenge No. 5) and thirdly, the second supermarket will need to be delivered and given time to establish prior to the delivery of the third supermarket.



See Emerging Challenge No.1 Plan

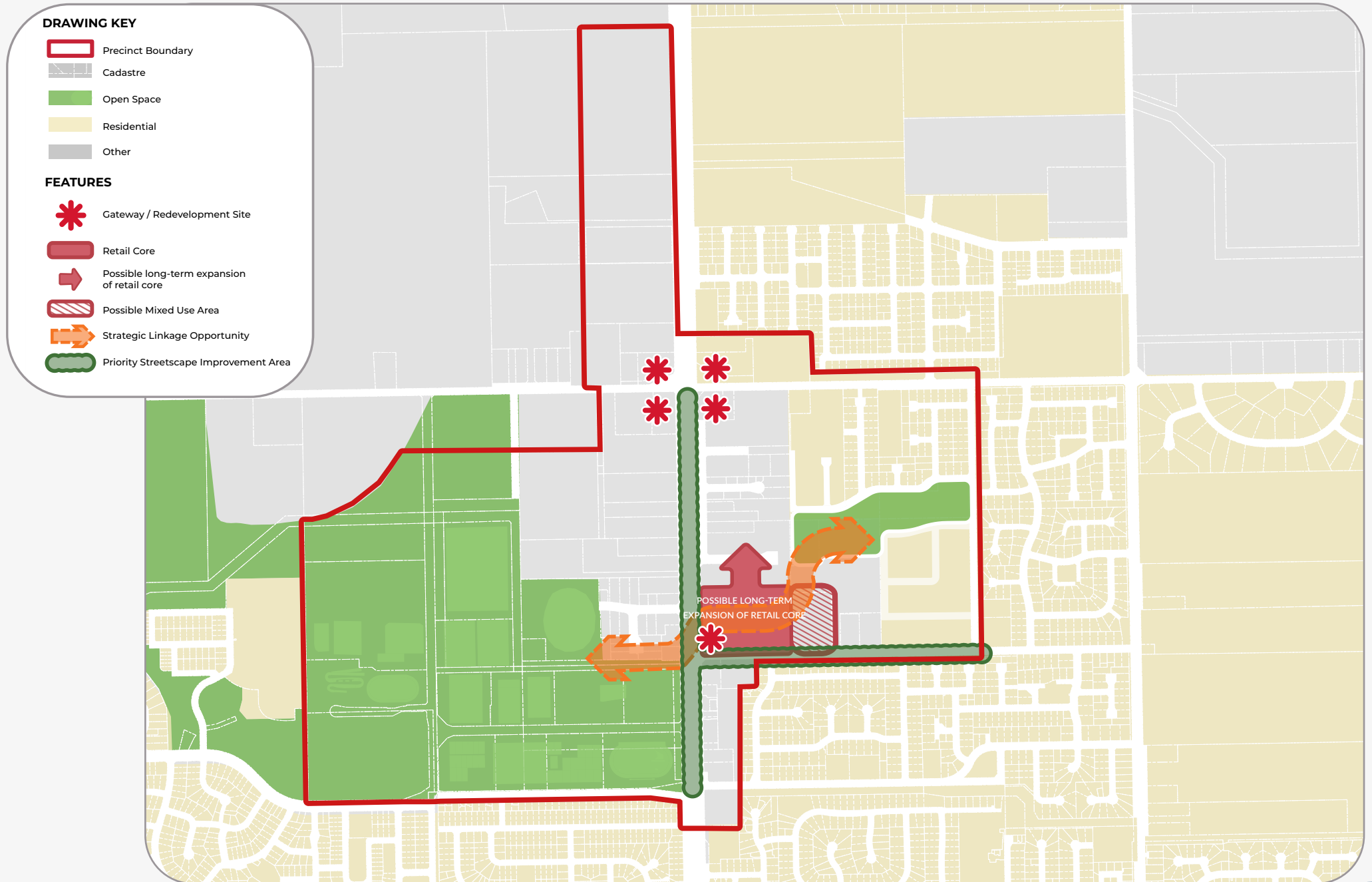


Emerging Challenge 1

Where is the heart of the Structure Plan?

Potential Responses

1. Designate the southern supermarket site as the preferred location for the second full line supermarket with potential to become the core or heart of the activity centre.
2. Support rezoning of the adjoining land to the east that is currently zoned for industrial purposes to facilitate a mixed-use development outcome provided there is agreement to accommodate the preferred range of land uses and open space.
3. Consider introduction of a new Design Development Overlay (or extension of DDO-9) or a Development Plan Overlay over the Commercial 1 Zoned land and the adjoining land to the east to facilitate redesign of the southern site along with the adjoining land or consider adoption of a co-operative redesign process with the landowners.
4. Designate the northern competing supermarket site as a key gateway site with potential to accommodate a range of land uses.
5. Upgrade the appearance of Hawkins Street via introduction of street tree planting and review potential connection opportunities into the surrounding movement network.





Emerging Challenge 2

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

As identified previously, the four quadrants 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 higher order road network for local trips.

The footpath/shared path network is also underdeveloped throughout the plan area.

Creation of a 'heart' of the activity centre as discussed in response to the previous emerging challenge has the potential to offer a focus for progressive delivery of a pedestrian/shared path network throughout the Structure Plan area.

Notwithstanding the presence of on-road cycle lanes in Numurkah Road, this should include provision for connected pedestrian paths along Numurkah Road and the other important connecting roads.

Aside from the potential to better connect communities via the central drainage reserve and via the road network there remains a question about whether there may be an opportunity to introduce increased local road connectivity within the commercial/industrial area in a way that will promote progressive land use redevelopment and intensification.

The depth of the land that is currently zoned Commercial 2 Zone on either side of the Numurkah Road is variable (230m-440m) but there may be an opportunity to plan for some of the disconnected courts to be connected internally such that land at the rear can be released for development.

On the east side of the Numurkah Road north-south connectivity, to effectively connect the southern and northern gateway sites could be facilitated by rezoning the rear portion of the land to residential.

Rezoning the land to residential could achieve three important benefits. Firstly, to improve the interface between the residential and commercial land. Secondly, to provide for some affordable housing in the core of the activity centre and finally, to facilitate delivery of an internal north-south road link (see Emerging Challenge No.5).

Other than providing additional north-south connectivity, it is important to ensure that the new connection is designed to promote walking and cycling and to offer amenity in the form of continuous street tree and other plantings and other urban design initiatives.

It is acknowledged that such an approach would need to be supported by the affected landowners and would require co-operation however the internal road connections could improve the value of the land at the rear whilst also promoting redevelopment of the land along the Numurkah Road frontage.





Emerging Challenge 2

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

Potential Responses

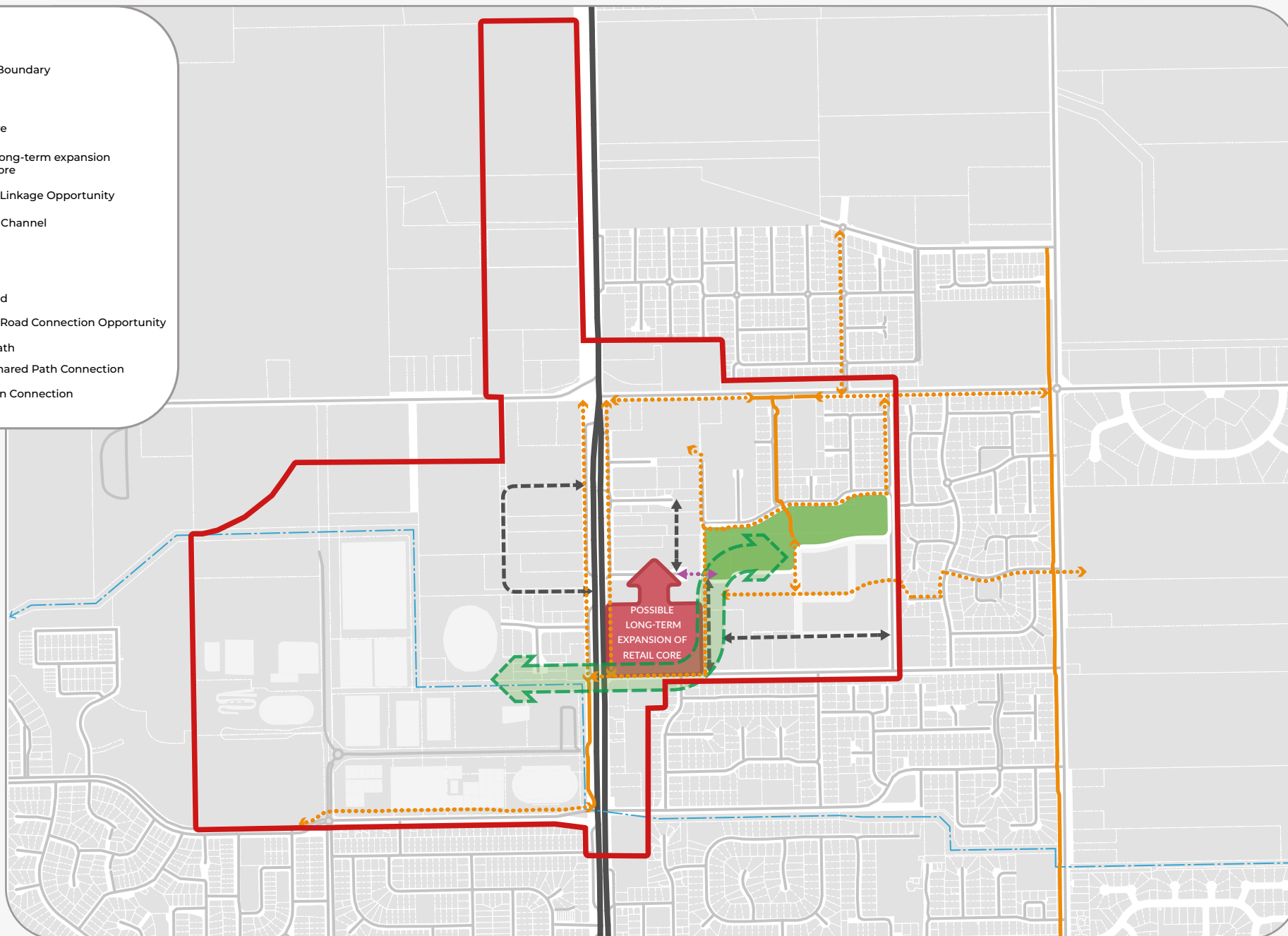
1. Define and progressively implement a shared path network to connect communities to the heart of the activity centre and throughout the Structure Plan area.
2. Investigate the potential to connect the disconnected courts on the east and west side of Numurkah Road with particular emphasis on delivery of a new north-south connection at the rear of the commercial land on the outside of Numurkah Road.
3. Incorporate internal east-west and north-south connectivity within any plans for redevelopment of land on the north side of Hawkins Street between Southdown Street and the existing SUPA IGA site.
4. Consider any opportunity to provide pedestrian connectivity between the northern gateway site and the adjoining residential area to the east.
5. Assess whether the Commercial 2 Zone is the appropriate zone for land on the east and west sides of the Numurkah Road including potential benefits of introduction of an alternative zone such as the Activity Centre Zone.

DRAWING KEY

- Precinct Boundary
- Cadastre
- Retail Core
- ➔ Possible long-term expansion of retail core
- ➔ Strategic Linkage Opportunity
- ↔ Drainage Channel

MOVEMENT

- Highway
- Local Road
- ↔ Potential Road Connection Opportunity
- Shared Path
- ⋯ Priority Shared Path Connection
- ⋯ Pedestrian Connection





Emerging Challenge 3

How can the appearance of the centre be improved?

The absence of continuous street tree planting and other forms of landscaping that is of a scale that can make an impact throughout the Structure Plan area has been identified as a limitation.

Changes to the high order road network including delivery Stage 1 of the Shepparton Bypass will significantly reduce the need for heavy vehicles to travel along the Numurkah Road.

A reduction in heavy vehicle traffic offers a significant opportunity to upgrade the appearance of the Numurkah Road such that it could become a grand boulevard and gateway to Shepparton.

The existing cross section of the Numurkah Road offers a strategic advantage in this regard in that there is land available with the central median and the outer separators to introduce additional large-scale tree planting.

Upgrade of the appearance of the Numurkah Road between Ford Road/Wanganui Road and Hawkins Street is recommended as a priority to complement construction of the proposed roundabout at the intersection of Numurkah Road and Ford Road.

Upgrade of the appearance of this section of the Numurkah Road will also support the likelihood of redevelopment of the preferred supermarket site and the key gateway sites.

Other key roads that offer the potential to be upgraded via introduction of large-scale tree planting include Ford Street/Wanganui Road, Hawkins Street, Southdown Street, Madeira Street and the internal connected courts.

Street tree planting within the public realm is likely to have the greatest impact on the amenity and appearance of the area however the recommended plantings in the public realm can be complemented by additional landscape improvements in front setbacks and other parts of the private realm.

The appearance of the centre can also be significantly improved by bringing built form closer to the Numurkah Road and by promoting improved architecture. Careful regard to the location and extent of car parking and hard stand areas, particularly in the frontage of lots, will also be necessary to maximise the built form presence of redeveloped sites.



See Emerging Challenge No.3 Plan









Emerging Challenge 3

How can the appearance of the centre be improved?







Potential Responses

1. Prepare a streetscape improvement plan for Numurkah Road between Ford Road/Wanganui Road and Hawkins Street.
2. Ensure that plans for the upgrade of Ford Street/Wanganui Road include street tree planting or otherwise prepare a streetscape improvement plan.
3. Prepare and progressively implement streetscape improvement plans for Southdown Street and Madeira Street.
4. Introduce street tree and other plantings along any new internal connections.
5. Prepare and progressively implement urban design guidelines in relation to built form, car parking and landscaping.
6. Consider preparation of a Development Contributions Plan and/or seek external funding for streetscape improvement works.




DRAWING KEY

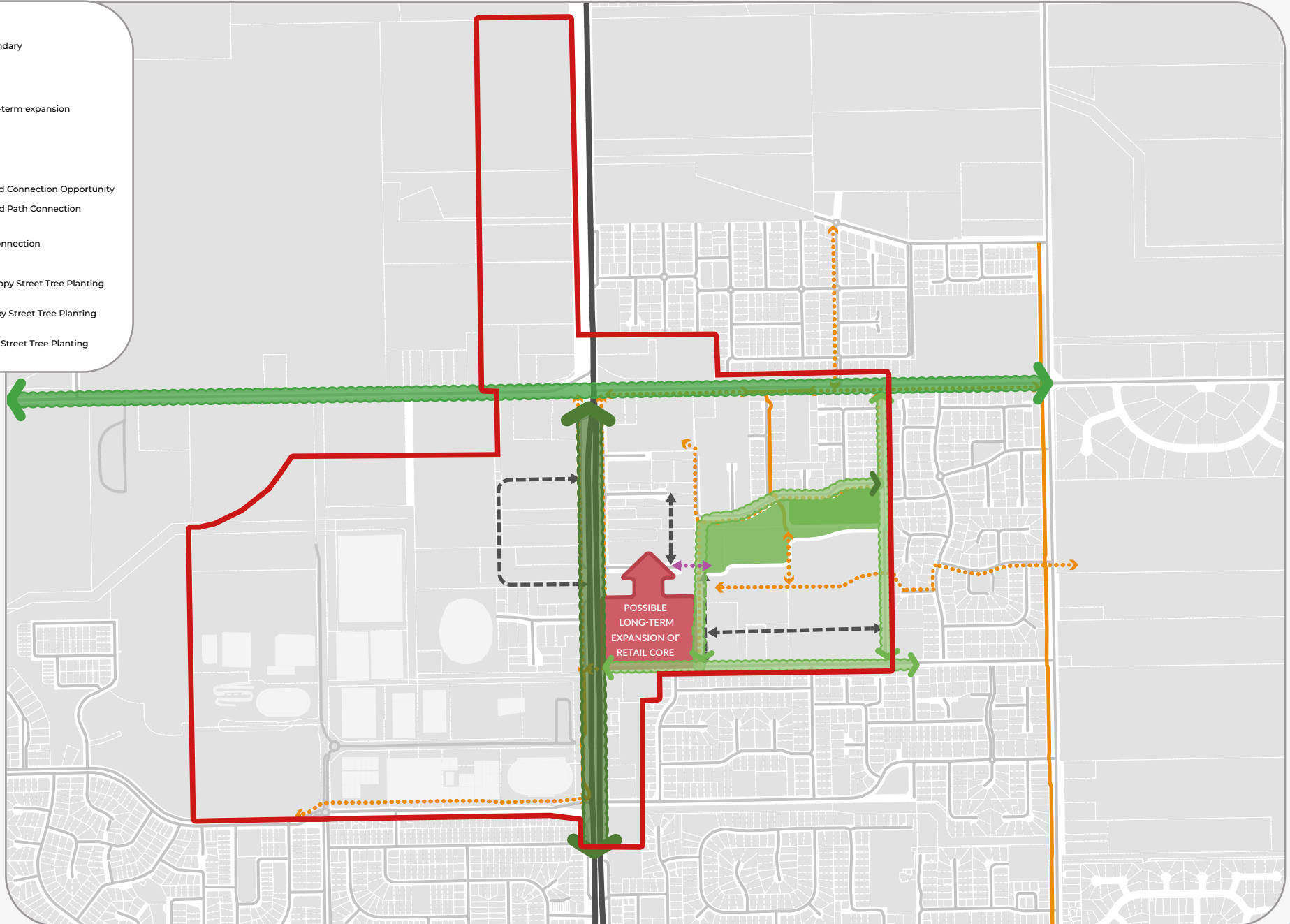
-  Precinct Boundary
-  Cadastre
-  Retail Core
-  Possible long-term expansion of retail core

MOVEMENT

-  Highway
-  Local Road
-  Potential Road Connection Opportunity
-  Priority Shared Path Connection
-  Shared Path
-  Pedestrian Connection

STREETSCAPE

-  Highway Canopy Street Tree Planting
-  Bypass Canopy Street Tree Planting
-  Local Canopy Street Tree Planting





Emerging Challenge 4

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

Shepparton North plays an important role in accommodating a broad range of land uses including supply of farm machinery production, caravan and boat sales and other uses.

As discussed previously, these uses are generally isolated from one another as a result of access arrangements and expanses of vacant land. Notwithstanding this pattern of development parts of the precinct are experiencing pressure for redevelopment.

The Economic Analysis study prepared to inform this Emerging Directions paper considered there to be a disconnect between planning controls and actual land uses, particularly in respect to the application of the Commercial 1 and Commercial 2 Zones. The process of reviewing these zones should be underpinned by preparation of a new vision for Shepparton North and also have regard to the remaining industrial land.

In addition to this, there is an existing conflict in the provision of everyday goods and services within the structure plan area with two competing sites proposing to provide new and upgraded supermarket provision with ancillary retail offerings.

The response to Emerging Issue No.1 may provide a means to resolve which site is preferred as the location for construction of the second supermarket however there is a need to review the vision for the centre and to assess whether the current zoning pattern is appropriate.

Further to this a significant amount of land within the structure plan boundary is used for recreation and open space. Recognition of the important role of these assets and protecting these areas for their valuable contribution to the community should be a key priority.

It is also noted that whilst Shepparton North remains largely an employment and recreation hub, there is an immediate residential population to the east and further residential catchments spanning from the north-east to the south-west of the Structure Plan. Notwithstanding the presence of these residential communities, there is a lack of housing diversity in Shepparton North and more broadly across Shepparton, demonstrated by the dominance of single detached dwellings.

Without clear direction and guidance on supermarket provision and retail land uses there will continue to be a 'push/pull' for development which is likely to result in poor interfaces between parcels, car dependency and a diminished pedestrian environment.

A lack of housing diversity limits housing options for different people in different life stages. Activity centres offer a positive context for delivery of diverse and affordable housing outcomes but direction is required to establish where such outcomes may be appropriate.

In the absence of clear strategic guidance to direct new development outcomes, there is a risk to Shepparton North that proposals will be lodged which propose outcomes which are misaligned with the strategic intent of the Structure Plan.



Emerging Challenge 4

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

Potential Responses

1. Define a vision for Shepparton North which confirms the role of Shepparton North and which can underpin selection of appropriate zones and other planning controls.
2. Review the current zones including, in particular, the Commercial 1 and 2 Zones and the Industrial Zone and consider potential introduction of the Activity Centre Zone.
3. Identify preferred land use outcomes and opportunities for redevelopment and intensification of land within the Structure Plan area.
4. Identify appropriate locations to facilitate a range of housing outcomes including affordable housing. Contributions Plan and/or seek external funding for streetscape improvement works.



Emerging Challenge 5

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

Competing proposals to accommodate a second supermarket at either end of the activity centre have been subject of review by Council and in various forums since 2017.

Following a VCAT process a Planning Permit was issued for redevelopment of the southern (IGA) site incorporating a second supermarket, a significant amount of specialty retailing, a potential community facility and various ancillary components.

Notwithstanding that the second supermarket is yet to be delivered and site works are yet to commence, it is understood that the planning permit (which was previously subject of a 1 year extension) could expire in the short term if an additional extension is not granted. During the early consultation process with the landowner of the IGA site it was indicated that a redesign of the centre was in preparation. The revised design was reviewed prior to finalisation of this paper. The general finding of the review is that the revised design is very much a site specific, conservative design response that lacks regard to the prominence of the site as a key gateway and the preferred location of the heart of the activity centre.

In this context, it is apparent that the revised proposal has been prepared without deliberate regard to the important street interfaces or the opportunity for positive land use integration on adjoining/nearby land. It is also apparent that the concept is heavily car dependent and there is little opportunity for pedestrian/cycle access, quality open space has not been provided and the proposed community facility is poorly integrated with the retail and other uses.

The Advisory Committee expressed similar concerns in relation to the previous proposal for the land in observing that:

Approved and proposed plans for the existing Commercial 1 Zone land should be reconsidered because they threaten the ability to have an integrated functional activity centre.⁶

The limitations of the revised proposal, if constructed, would have significant implications on the ability of the southern site to become properly established as the heart of the activity centre.

⁶ Amendment C192 & C193 Advisory Committee Report, pg 44

See Emerging Challenge No.5 Plan

In accordance with the findings and recommendations of the Advisory Committee, it is essential that direction is provided within the Structure Plan about:

- » preferred land use outcomes,
- » access arrangements
- » incorporation of public spaces
- » measures to ensure that the built form addresses its gateway location; and
- » proper integration with the adjoining land to the east and north.

The expectation in this context is that if the southern site is to retain its status as the preferred heart of the activity centre then assurance will need to be provided by the proponent to demonstrate the ability to achieve significantly improved outcomes.

In order to assist in addressing the deficiencies of the proposals a concept plan has been prepared (see Emerging Challenge No.5 plan). The features of the concept plan are:

- » extension off the residential interface to the west (with a preference for affordable housing);
- » introduction of a new internal north-south street connection to connect the southern and northern sites internally;
- » provision for extension of a green link connection between the retarding basin/open space and the community and open space uses to the west of the Numurkah Road;

- » provision for upgrade of two existing east-west courts to intersect with the new north-south link;
- » a potential community centre to the south;
- » designation of the southern site as the heart of the activity centre with the ability to consider rezoning of land to the east for mixed use purposes; and
- » provision for shared path and pedestrian connections including to the east of the core toward Southdown Street.

In a similar fashion to the IGA site, early consultation with the northern gateway site landowners has revealed an intention to prepare a revised proposal. The revised proposal has been reviewed within the context of preparation of this paper. The review has revealed that:

- » the proposal seeks to incorporate and deliver retail and commercial land uses that do not require rezoning from the Commercial 2 Zone to an alternative zone (apart from a potential residential component);
- » the corner site (south-east corner of Ford Street and Numurkah Road) has been acquired and integrated into the proposal;
- » the layout of the proposed uses and accessways is internally orientated however there is some pedestrian access and land use interaction potential in the south-east corner of the land;

- » Doody Street is proposed to be discontinued; and
- » A child care centre is proposed in the south-eastern corner of the land adjoining Grenache Drive to the east however access is proposed to be provided internally via a rear laneway.

Whilst it is recognised that the proposal is seeking to become established within the current zoning (for the majority of the proposed uses) the positioning of the child care component and the proposed interface to the residential land (and the associated street network) to the east requires some review.

It is also noted that no street-based access is proposed along the southern and eastern boundaries. Potential alternative access arrangements should be reviewed along the southern and eastern boundaries in association with potential reconfiguration of the child care centre to improve its interface with the adjoining residential areas to the east. This process should also review the proposed 'market square' component to assess whether greater separation from the proposed car park can be achieved and also resolution of whether the proposal will incorporate an affordable housing component noting that such a use may be better located within the heart of the activity centre.



Emerging Challenge 5

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

Potential Responses

1. Provide place specific guidance in the Structure Plan relation to preferred configuration of land uses, access, car parking, open space and community uses and other complementary land uses on the IGA site and adjoining land to the east and to the north (based on the Emerging Challenge No.5 Plan).
2. Work with the proponents of the IGA site and the northern site to address the deficiencies of the proposals and to deliver the outcomes that are depicted in the Emerging Challenge No. 5 Plan.
3. Support rezoning of the industrial land on the north side of Hawkins Street conditionally upon plans being prepared which accord with the general direction that is shown in the Emerging Challenge No.5 Plan.

DRAWING KEY

Precinct Boundary

Activity Centre Core

Viewline

MOVEMENT

Highway

Local Road

Potential Boulevard / Character Road

Potential Local Road

Shared Path

Priority Shared Path Connection

Planned Intersection Upgrade

GREEN INFRASTRUCTURE

Green Link

Possible Open Space Node

BUILT FORM

Gateway Built-form

Community Centre (location to be determined)

Commercial

Active Frontage

LAND USE

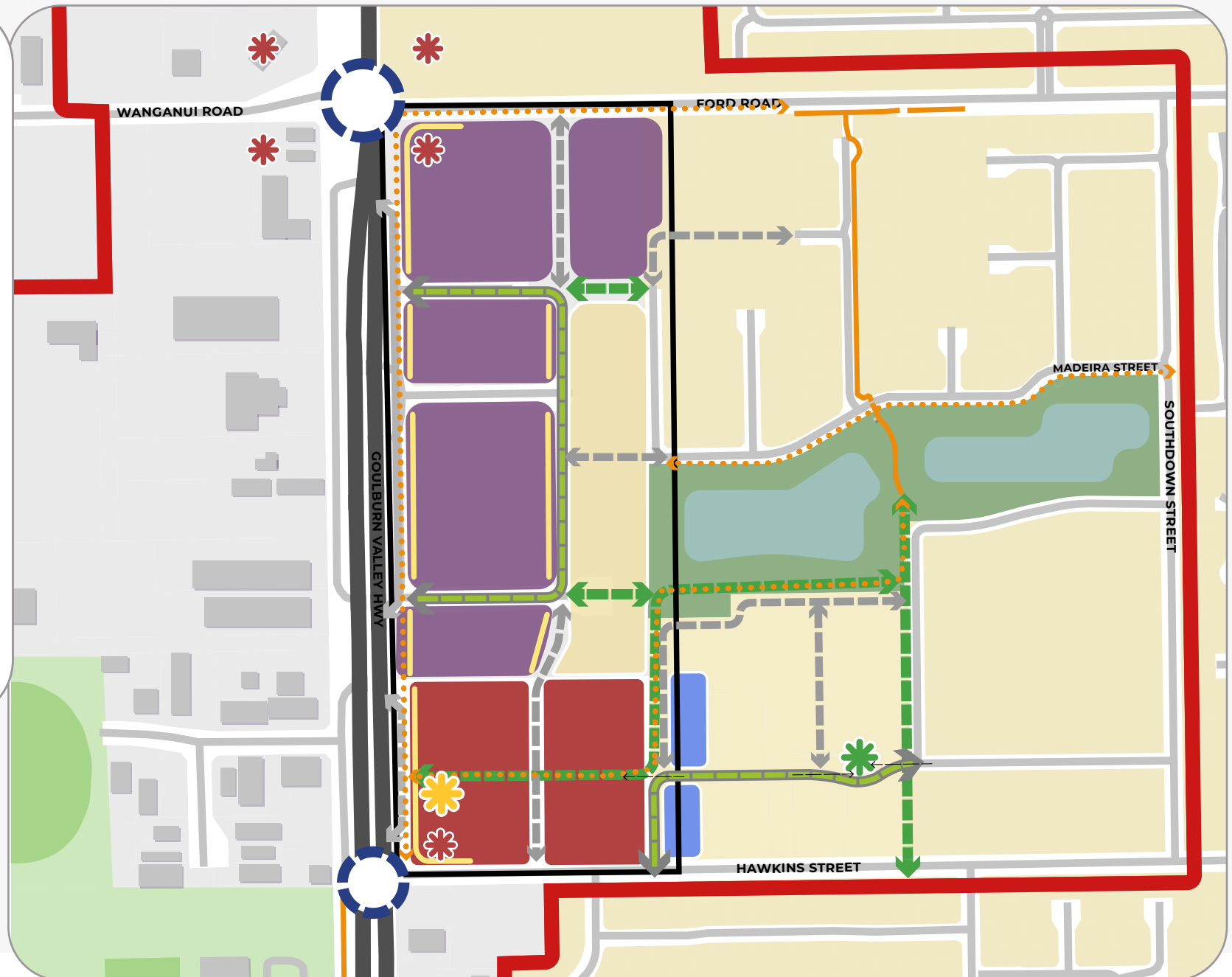
Retail Core

Mixed Use

Residential

Active Open Space

Drainage Reserve



Next Steps

We want to hear from you

Council is seeking your participation in the process by lodging a submission or simply responding to the following questions:

pressure for redevelopment

Question 1



How do you think Shepparton North could be improved or enhanced? and why?

Question 2



What do you think are barriers to Shepparton North in becoming a successful retail centre?

Question 3



What do you think is essential to the success of the retail core?

Is this already reflected in the Emerging Challenge No. 5 Plan?

Question 4



Do you agree with the emerging challenges presented in this document or have any challenges been missed?

What should be a priority for the future structure plan to address?

Shepparton North

Issues, Opportunities and Emerging Challenges Paper

September 2022

mesh

Prepared for the Greater Shepparton City Council by Mesh Planning



opportunity for growth