

ATTACHMENT TO AGENDA ITEM

Ordinary Meeting

18 July 2017

Agenda Item 10.3	Adoption of Addendum to the Urban Design Framework: Shepparton North and South Business Areas, July 2017	
Attachment 1	Unconfirmed Minutes Extract from June 2017 Ordinary Council Meeting.....	138

G R E A T E R S H E P P A R T O N
G R E A T E R F U T U R E



UNCONFIRMED MINUTES

FOR THE
GREATER SHEPPARTON CITY COUNCIL

ORDINARY COUNCIL MEETING

HELD ON
TUESDAY 20 JUNE, 2017
AT 5.30PM

IN THE COUNCIL BOARDROOM

COUNCILLORS:

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

VISION

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



9. SUSTAINABLE DEVELOPMENT DIRECTORATE

9.8 Adoption of Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017

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

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

Council Officers involved in producing this report

Author: Senior Strategic Planner

Proof reader(s): Team Leader Strategic Planning

Approved by: Director Sustainable Development

Executive Summary

The *Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017* (the UDF Addendum) was undertaken by Planisphere Pty Ltd (see *Attachment 1 – UDF Addendum*).

This project reviews the *Urban Design Framework: Shepparton North and South Business Areas* prepared by Coomes Consulting Pty Ltd in 2006 (the 2006 UDF).

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

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

Shepparton North Gateway Commercial Area

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

Kialla Lakes Drive

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



9. SUSTAINABLE DEVELOPMENT DIRECTORATE

9.8 Adoption of Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017 (continued)

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

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

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

At the Ordinary Council Meeting held on 18 April 2017, Council resolved to endorse the Draft UDF Addendum and release it for public comment (see *Attachment 2 – Extract from April OCM minutes*).

The Draft UDF Addendum was released for public comment from 24 April 2017 to 19 May 2017. All land owners and occupiers were notified of the document and a public notice was included in the Shepparton News. This consultation was undertaken in accordance with Council’s *Community Engagement Strategy, 2009*.

Council received five submissions, all of which were from stakeholders in the Shepparton North area. These submissions were generally supportive of Council’s efforts to improve the presentation of the Shepparton North area and improve guidance to land owners and developers on design matters. All submissions raised concerns regarding an apparent lack of flexibility for large corner sites / gateway sites. The submissions included specific comments on various provisions included in the framework and the associated Design and Development Overlays.

The consultation process has allowed Council officers to assess community feedback and to respond accordingly.

These submissions have been considered and the UDF Addendum has been revised to address the concerns. Specifically, the framework and the draft Design and Development Overlay provisions have been revised, as relevant, to ensure appropriate flexibility for gateway sites where good urban design outcomes are still achieved.

Clarification has also been provided to the submitters and within the UDF Addendum regarding the flexibility and the intent of the objectives and provisions.

It is recommended that Council adopt the UDF Addendum and prepare and exhibit a planning scheme amendment to implement its recommendations.



9. SUSTAINABLE DEVELOPMENT DIRECTORATE

9.8 Adoption of Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017 (continued)

Moved by Cr Summer
Seconded by Cr Hazelman

That the Council:

1. adopt the *Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017*;
2. note Council officers' intention to prepare and exhibit a planning scheme amendment to include the recommendations of the *Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017* into the Greater Shepparton Planning Scheme, including the Design and Development Overlays; and
3. note that future budget bids will be made to implement the findings and recommendations of the *Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017* to plan and improve the public realm in Shepparton North.

CARRIED.

Background

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

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

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

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

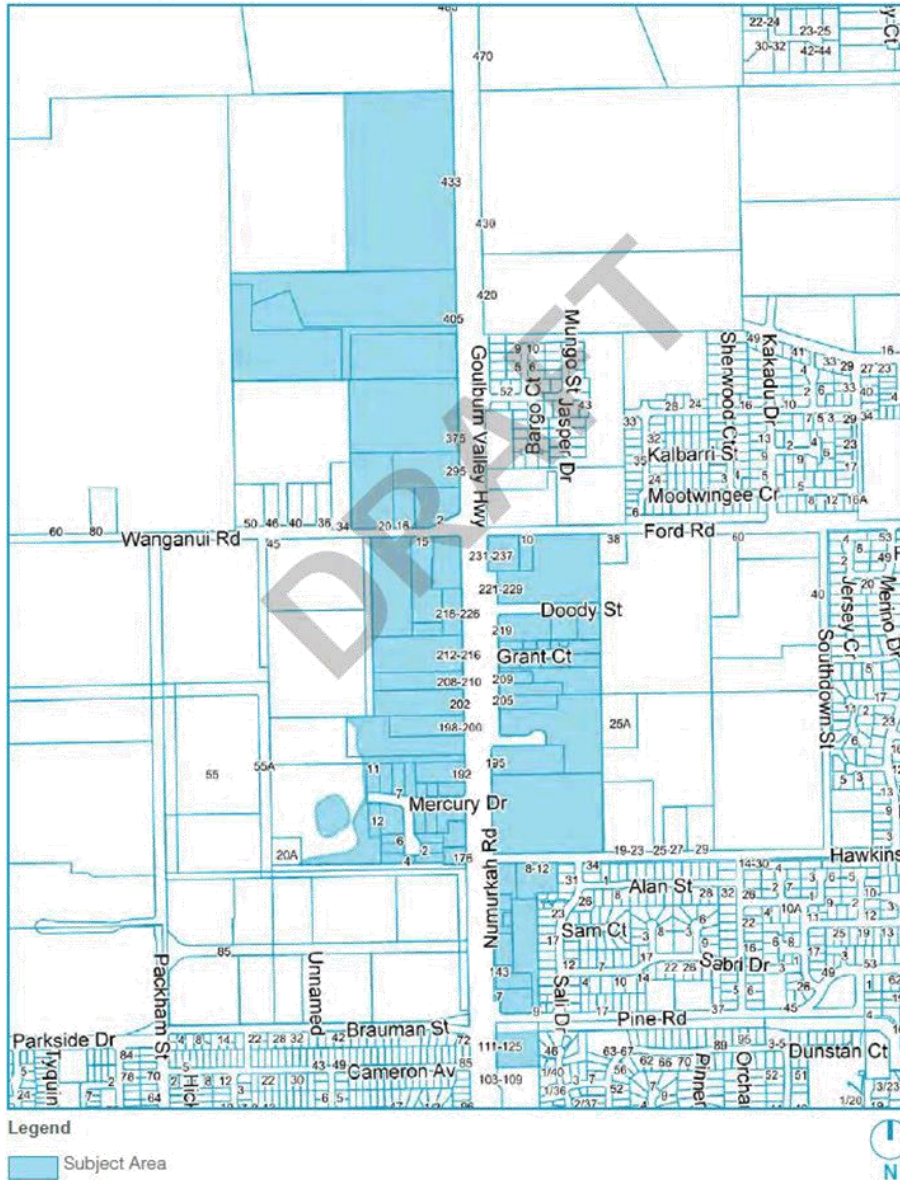
The UDF Addendum provides new urban design frameworks for these two key areas and includes recommendations regarding their implementation into the Greater Shepparton Planning Scheme. The main objectives for each study area are summarised below.



9. SUSTAINABLE DEVELOPMENT DIRECTORATE

9.8 Adoption of Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017 (continued)

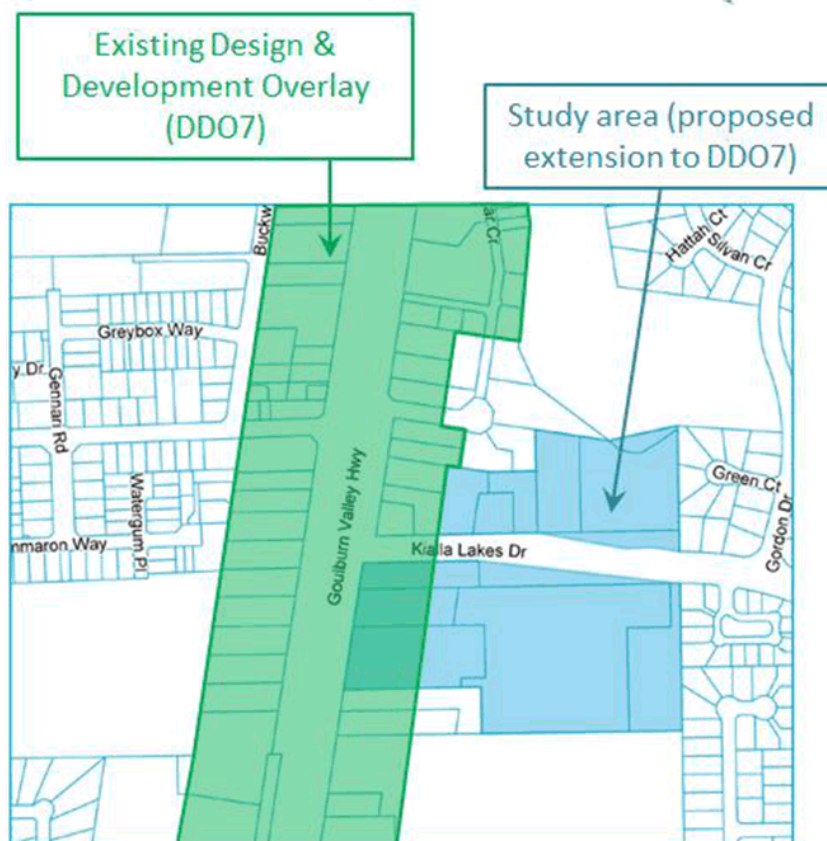
Figure 1 - Shepparton North study area



9. SUSTAINABLE DEVELOPMENT DIRECTORATE

9.8 Adoption of Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017 (continued)

Figure 2 – Kialla Lakes Drive study area



Shepparton North

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

Kialla Lakes Drive

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



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9.8 Adoption of Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017 (continued)

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

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

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

Council Plan/Key Strategic Activity

Strategic Goal 4: *Quality Infrastructure (Built)*

Objective 4.3: Encourage sustainable municipal growth and development

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

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

Risk Management

The consultation associated with the UDF Addendum has been undertaken in accordance with Council's Community Engagement Strategy.

There are no adverse risks associated with adopting the UDF Addendum and implementing its recommendations.

Policy Considerations

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

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

Financial Implications

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

The recommendation will result in financial implications for Council to implement the findings and recommendations of the UDF Addendum.



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9.8 Adoption of Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017 (continued)

Legal/Statutory Implications

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

Environmental/Sustainability Impacts

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

Social Implications

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

Economic Impacts

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

Consultation

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

Drop-in sessions were held from 4pm to 6pm on 29 March 2017 for these stakeholders to view the UDF Addendum and discuss how the proposed policy may affect them in the future. The following main comments/concerns from stakeholders are summarised below:

- Concerns were raised about any requirement to retrospectively change the built form.
- That the new policy includes requirements for setbacks from boundaries – discussions were held regarding flexibility of these requirements and the general goal of achieving an improved urban design outcome.
- General concern from stakeholders in the Shepparton North gateway area that the north end of the City has been the most "neglected entrance".
- Traffic management is an outstanding issue in the Shepparton North gateway area that needs to be resolved (especially Ford Road / Wanganui Road / Goulburn Valley Highway intersection).
- The public realm in both areas requires streetscape and visual amenity upgrades rather than the onus being entirely on private land.

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

Following the April 2017 Ordinary Council Meeting, the UDF Addendum was released for public comment from 24 April to 19 May 2017. The consultation associated with the UDF Addendum was undertaken in accordance with Council's *Community Engagement Strategy*.



9. SUSTAINABLE DEVELOPMENT DIRECTORATE

9.8 Adoption of Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017 (continued)

Council received five submissions, all of which were from stakeholders in the Shepparton North area. These submissions were generally supportive of Council's efforts to improve the presentation of the Shepparton North area and improve guidance to land owners and developers on design matters. All submissions raised concerns regarding an apparent lack of flexibility for large corner sites / gateway sites. The submissions included specific comments on various provisions included in the framework and the associated Design and Development Overlays.

A summary of concerns raised in submissions and changes made are summarised in the table below.

NUMBER	COMMENT	RESPONSE
1	Lack of flexibility for prominent/gateway sites in Section 2.2 Framework <ul style="list-style-type: none"> ▪ Gateways ▪ Massing and Height ▪ Street Wall Height and Upper Building Setbacks ▪ Street Setbacks ▪ Side and Rear Setbacks ▪ Access Points and Crossovers ▪ Parking ▪ Landscape and Front Gardens ▪ Signage 	<ul style="list-style-type: none"> ▪ The Framework provides the background for the Design and Development Overlays (DDOs). ▪ The DDO Schedules are intended to provide discretionary guidance, not mandatory controls. ▪ The Framework has been revised to reflect the importance of the gateway and prominent corner sites and provide greater flexibility for these sites.
	Lack of flexibility for prominent/gateway sites in Appendix B – Draft Design and Development Overlay	<ul style="list-style-type: none"> ▪ The DDO Schedule has been revised to reflect the importance of the gateway and prominent corner sites and provide greater flexibility for these sites.
2, 3 and 4	Lack of flexibility for prominent/gateway sites in Section 2.2 Framework <ul style="list-style-type: none"> ▪ Massing and Height and Street Wall Height and Upper Building Setbacks ▪ Street Setbacks ▪ Access Points and Crossovers ▪ Landscape and Front Gardens ▪ Signage ▪ Façade Treatment and Architectural Features 	<ul style="list-style-type: none"> ▪ The Framework provides the background for the Design and Development Overlays (DDOs). ▪ The DDO Schedules are intended to provide discretionary guidance, not mandatory controls. ▪ The Framework has been revised to reflect the importance of the gateway and prominent corner sites and provide greater flexibility for these sites.
	Lack of flexibility for prominent/gateway sites in the proposed Design and Development Overlay	<ul style="list-style-type: none"> ▪ The DDO Schedule has been revised to reflect the importance of the gateway and prominent corner sites and provide greater flexibility for these sites.



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NUMBER	COMMENT	RESPONSE
5	Lack of Structure Plan	<ul style="list-style-type: none"> Comments noted regarding the importance of a Structure Plan for the area. Council officers do not consider that preparation of the UDF is premature.
	Constraints on major sites	<ul style="list-style-type: none"> The Framework and DDO Schedule have been revised to reflect the importance of the gateway and prominent corner sites and provide greater flexibility for these sites.

The consultation process has allowed Council officers to assess community feedback and to respond accordingly. These submissions have been considered and the UDF Addendum has been revised to address the concerns. Specifically, the framework and Design and Development Overlay provisions have been revised, as relevant, to ensure appropriate flexibility for gateway sites where good urban design outcomes are still achieved. Clarification has also been provided to the submitters and within the UDF Addendum regarding the flexibility and the intent of the objectives and provisions.

It is recommended that Council adopt the UDF Addendum and prepare and exhibit a planning scheme amendment to implement its recommendations.

This planning scheme amendment will include exhibition in accordance with the *Planning and Environment Act 1987*.

Officers believe that appropriate consultation has occurred and the matter is now ready for Council consideration.

Strategic Links

a) Greater Shepparton 2030 Strategy, 2006

Topic: Settlement and Housing

Theme: Sustainable Design

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

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

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

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

b) Other strategic links

1. Commercial Activities Centres Strategy, 2015;
2. Draft Greater Shepparton Urban Forest Strategy 2017;
3. Greater Shepparton Street Tree Master Plan 2003;
4. Landscape Plan Guide 2017; and
5. Urban Design Framework: Shepparton North and South Business Areas 2006.



9. SUSTAINABLE DEVELOPMENT DIRECTORATE

9.8 Adoption of Urban Design Framework: Shepparton North and South Business Areas (Addendum) 2017 (continued)

Conclusion

The UDF Addendum reviews the 2006 UDF and provides updated guidance for urban design at two of Shepparton's gateway sites, being the Shepparton North commercial area along the Goulburn Valley Highway, and the entrance to Kialla Lakes Drive from the Goulburn Valley Highway in Kialla. It includes policy guidance to be included in the Greater Shepparton Planning Scheme through Design and Development Overlays.

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The consultation process has allowed Council officers to assess community feedback and to respond accordingly. These submissions have been considered and the UDF Addendum has been revised to address the concerns.

It is recommended that Council adopt the UDF Addendum and prepare and exhibit a planning scheme amendment to implement its recommendations.

Attachments

1. Extract from April OCM minutes [↓](#)
2. Urban Design Framework Addendum [↓](#) [_](#)