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# ADDENDUM TO THE SHEPPARTON CBD STRATEGY

FOR THE GREATER SHEPPARTON CITY COUNCIL

March 2016

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### PROJECT CONTROL

NAME	NO.	PM APPROVED	PD APPROVED	DATE
Draft Report	1	DF	LR	26/2/16
Final Report	2	DF	LR	8/3/16

**1**

**BACKGROUND**

## 1.1 INTRODUCTION

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In 2008, Planisphere was commissioned by Council to prepare the Shepparton CBD Strategy. The Strategy made recommendations that guide future growth and development of the Shepparton retail core and surrounding areas over the next 20 years. It has since been adopted by Council and implemented into the Greater Shepparton Planning Scheme by Amendment C92 in December 2015.

In 2015 council undertook The Commercial Activity Centres Strategy (CACS) to ensure the future economic prosperity of Shepparton. The CACS updates and makes recommendations to some of the directions contained in the CBD Strategy.

Council are now seeking to align the two strategies to ensure policy consistency and to update any changes that have occurred since the adoption of the Strategy in 2008. In order to align the two strategies, a number of changes/additions have been made and are documented in this addendum as follows:

- Insertion of two new Precincts and a Sub-Precinct into the Strategy
- Insertion of issues and opportunities, strategies and key actions to reflect each Precinct
- Creation of three new Precinct maps and amendment to overall Precinct map
- Minor updates to existing maps

This addendum proposes two new Precincts and one Sub-Precinct, based upon the findings of the CACS. These new Precincts are located on the periphery of the Shepparton CBD and include the following areas:

- Shepparton Marketplace
- Benalla Road Enterprise Corridor
- Wyndham Street North Office Corridor

In addition, the CACS proposes a shared pedestrian / vehicular model in Maude Street from Stewart Street to Fryers Street as a method of activating the Maude Street Mall. This change also needs to be reflected in the CBD Strategy document.

This document outlines the strategic context for this addendum, describes each of the Precincts and makes other associated changes to the Strategy.

# 2

## RELEVANT DOCUMENTS

## 2.1 RELEVANT BACKGROUND

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There are three background documents which are relevant to the content of this addendum. These are summarised below.

### 2.1.1 SHEPPARTON CBD STRATEGY (2008)

The Shepparton CBD Strategy was prepared in response to State Planning Policy requirements to develop structure plans for Activity Centres.

The Strategy documents a number of directions including key priorities, themes and Precincts as well as a range of implementation actions. Five themes are set out in the Strategy which establish important objectives to ensure the future prosperity of the City. These themes include: activities, buildings, spaces, access and governance and leadership.

Within each theme a range of objectives, strategies and key actions are established which support various elements.

The study area of the Strategy focused on land in central Shepparton generally bounded by Knight, Hayes, Archer and Welsford Streets.

Amendment C92 implemented the recommendations of the CBD Strategy and introduced the Activity Centre zone across the CBD.

### 2.1.2 AMENDMENT C92

Amendment C92 implemented the findings and recommendations of the Shepparton CBD Strategy (2008). It applied to all land within the Shepparton CBD. In summary it proposed the following changes:

- Rezoning of all land within the CBD and surround area to Activity Centre Zone
- Introduction of Road Zone Category 2 to some roads within the CBD
- Removal/amendment to various overlays within the CBD
- Updates to the Municipal Strategic Statement
- Associated mapping changes to reflect new zones/overlays

The CBD Strategy identified 10 Precincts however only 8 Precincts were contained in the Amendment. The amendment was exhibited and subsequently approved with minor changes in December 2015.

### 2.1.3 COMMERCIAL ACTIVITY CENTRES STRATEGY (2015)

The Greater Shepparton Commercial Activity Centres Strategy 2015 (CACS) sets out a policy framework to ensure the growth and function of the business and employment sectors in Greater Shepparton.

The CACS sets out the context for commercial activity in Greater Shepparton, with a focus on urban, regional and rural Activity Centres. It identifies commercial and retail floor space requirements, based on a range of economic projections which are informed by a range of population, demographic and social considerations.

With regard to the Shepparton CBD it includes a specific CBD Action Plan and proposes a number of extensions to the area identified as the CBD in the CBD Strategy. These extensions potentially impact upon the zoning of the land and necessitate consideration of these areas as part of the CBD Strategy. Two new Precincts and a Sub-Precinct are proposed as a result of the Commercial Activity Centres Strategy:

- Shepparton Marketplace
- Benalla Enterprise Corridor
- Wyndham Street North Office Corridor

The rationale, issues and opportunities, vision, strategies and actions for each of these new Precincts has been derived from the Commercial Activity Centres Strategy.

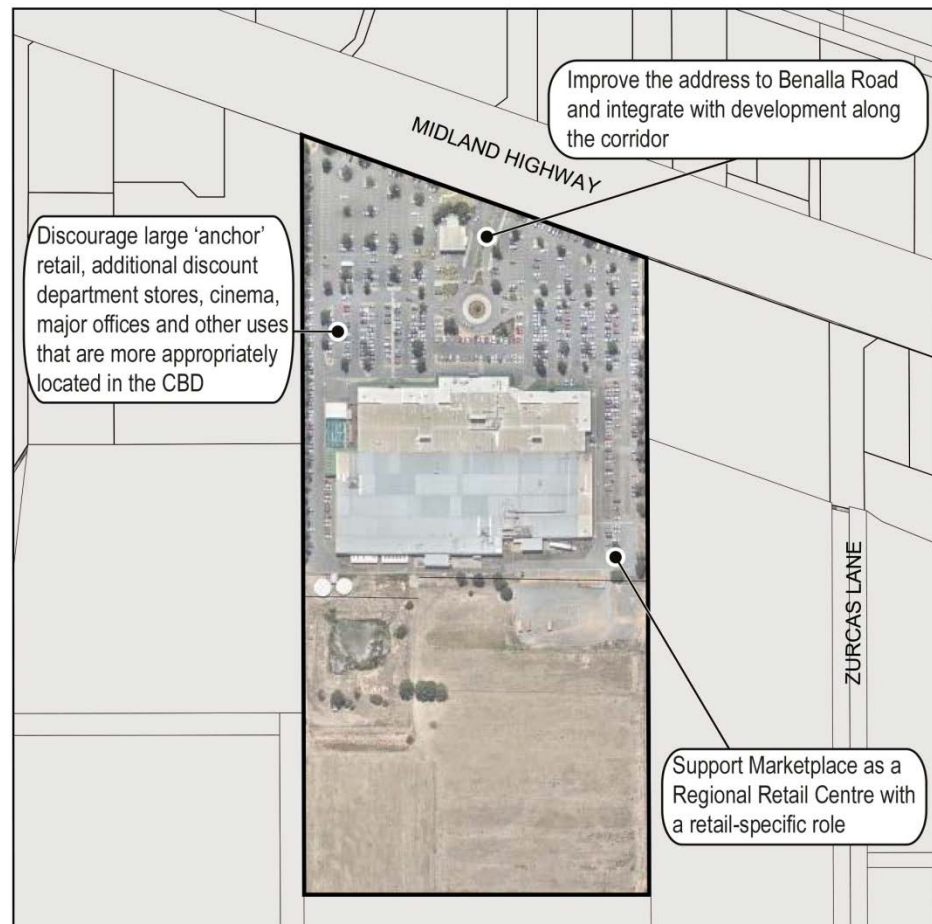
# 3

## PRECINCTS



## Precinct 11 - Shepparton Marketplace

### MAP



 Precinct Boundary

Shepparton Marketplace  
 Shepparton CBD Strategy Addendum  
 date | Feb / 16      client | City of Greater Shepparton  
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### DESCRIPTION

The Shepparton Marketplace is located on Benalla Road, approximately 1km from the CBD. It provides a range of retailing, specialist retail and convenience opportunities which draw visitors from Shepparton, the wider municipality and the broader north-central Victorian catchment. While the Marketplace offers a range of retail, dining and convenience outlets, it has a subordinate relationship to the central CBD, both in the activity centre hierarchy and its availability of leasable floor area. The area will be known as Precinct 9 in the ACZ.

## ISSUES AND OPPORTUNITIES

The Marketplace is recognised as a Regional Retail Centre in the hierarchy, with a retail-specific role. The Marketplace will continue to provide a range of opportunities for local business to establish within an internalised mall environment. While this improves the mixture of retailing opportunities in Shepparton, any expansion must be carefully balanced with the need to ensure the economic prosperity of the Shepparton CBD. Although the Marketplace site falls within the Commercial 1 zone at present, allowing a range of uses 'as of right', the need to carefully monitor future land use and development to ensure that the Marketplace does not become the primary activity centre is paramount.

As with many regional shopping destinations, the Shepparton Marketplace is heavily motor vehicle dependant and its frontage is dominated by car parking. Opportunities exist to enhance the address of the site to Benalla Road and improve the public realm appearance of the Precinct, including pedestrian and cycling access. Future land uses should complement the balance of activities within the CBD and within the Benalla Enterprise Corridor Precinct.

## VISION

The Shepparton Marketplace will complement the Shepparton CBD as a Regional Retail Centre with a retail-specific role. Retailing will be strengthened as the predominant land use within the Precinct and the built form will be enhanced through design guidelines. Land uses which detract from the role and function of the CBD such as cinema based entertainment, relocation of large 'anchor' retailers from the CBD, or location of additional discount department stores and major office uses, will be discouraged in this Precinct.

The Marketplace will be accessible for all and provide a high quality environment for pedestrians and other modes of sustainable transport. Connections and linkages to surrounding commercial land and other residential areas will be improved in order to reduce the dependency on the motor vehicle.

The Shepparton Marketplace will be a sustainable activity centre that will be focused around a compact core. There will be further opportunities to support existing businesses and encourage new retailing opportunities.

## STRATEGIES

- Support the regional retail-specific role of the Shepparton Marketplace in a manner complementary to the operation of Shepparton CBD as the highest-order centre serving Shepparton and the surrounding region.
- Support the provision of an enhanced range of retail facilities that reflects growth in population or spending across the region.
- Discourage relocation of large 'anchor' retailer from the Shepparton CBD to Shepparton Marketplace and cinemas, and cinema-based entertainment activities, places of assembly and accommodation that would be more appropriately located in the CBD.

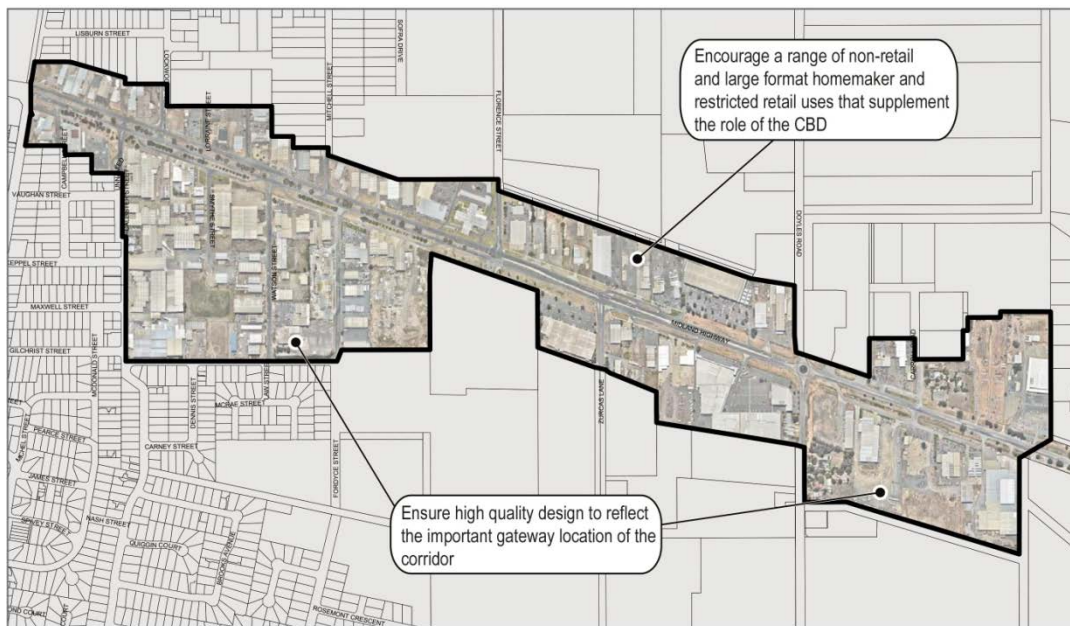
- Provide some limited non-retail uses, such as offices and some other personal and professional services where these are directly ancillary to retail operations at the centre and where such uses would not more appropriately be located in the Shepparton CBD or other activity centres.
- Ensure any expansion of the Shepparton Marketplace is supported by a retail-economic analysis that includes a detailed assessment of potential trading impact on the Shepparton CBD and any other relevant centres.
- Continue to apply a shop floorspace cap at Shepparton Marketplace in the planning scheme.
- Consider the application of an office floorspace cap at Shepparton Marketplace.
- Manage car parking demand and provision to support the activity, streetscape amenity and economic capacity of the Precinct.
- Improve the address of the Marketplace to Benalla Road through public realm improvements including landscaping, street furniture and landscaping.
- Ensure that new development is designed to make a positive contribution to its setting within a larger retail Precinct, the Enterprise Corridor, and any structure plans prepared for the development of land to the south.
- Promote the principles of ESD in the siting and design of new developments or the retrofitting of existing buildings.
- Ensure that future expansion of the Precinct considers the relationship with the adjoining residentially zoned land and farming areas.

## KEY ACTIONS

- Work pro-actively with Shepparton Marketplace to introduce a policy framework that supports the expansion and development of the centre in a manner complementary to the role and functions of the CBD.
- Require any proposal to expand the Shepparton Marketplace to be supported by a retail-economic analysis that includes a detailed assessment of potential trading impacts on the Shepparton CBD and any other relevant centres.
- Strengthen local planning policies to reinforce the hierarchy of the Shepparton Marketplace as subordinate to the CBD.

# Precinct 12 - Benalla Road Enterprise Corridor

## MAP



Precinct Boundary

**Benalla Enterprise Corridor**  
 Shepparton CBD Strategy Addendum  
date | Feb / 16 client | City of Greater Shepparton

## DESCRIPTION

The Benalla Road Enterprise Corridor comprises commercially zoned land between Archer Street and the Greater Shepparton City Council. The Precinct extends east from the central Shepparton eventually merging into the Midland Highway. This area presently comprises a range of commercial, office, manufacturing, retail and bulky goods. The area will be known as Precinct 10 in the ACZ.

## ISSUES AND OPPORTUNITIES

The Benalla Road Enterprise Corridor is one of three in the Shepparton area and supports a range of larger format bulky goods shops which are not appropriate in the CBD.

Benalla Road is a gateway corridor into the CBD and there are opportunities to enhance the entrance experience and address of the buildings to the streetscape. There are inconsistencies within the public realm with various public footpath

treatments, landscaping and lighting. Segments of the Precinct also have dominant signage.

The Enterprise corridor interfaces with industrial, residential and farming zoned land and therefore any future use or development, particularly on adjoining boundaries of these areas, must be carefully considered in order to reduce any potential amenity impacts.

Opportunities exist within the Precinct to enhance the mixture of land uses within the restricted retail and bulky goods sector without detracting from the primary retail and commercial function of the CBD and the subordinate Shepparton Marketplace. There are further opportunities to improve the public realm, enhance the built form and demarcate the corridor as a gateway entrance to Shepparton.

## VISION

The Benalla Road Enterprise corridor will provide a gateway into the Shepparton CBD and accommodate a wide range of non-retail and large format retail uses that are supplementary to the role and function of the CBD. The Enterprise corridor will accommodate uses that have an important role in serving both household and business customers.

Over time, the Precinct will have a more integrated development pattern, rather than appearing as a standalone development. Buildings will be of high quality and address the streetscape to enhance the importance of the corridor.

## STRATEGIES

- Encourage a range of non-retail and large format retail land uses which are supplementary to the role of the CBD and the Shepparton Marketplace, including restricted retail uses such as supplies stores, automotive stores and homemaker centres.
- Discourage activities such as large 'anchor' retail uses, discount department stores and cinemas, cinema-based entertainments facilities and large offices that are more appropriately located in the Shepparton CBD.
- Encourage new development and land use to integrate with surrounding development and activity in the corridor to provide a more coherent streetscape.
- Reflect the important gateway location of the corridor through consistent design standards for buildings and signage for lots fronting Benalla Road that require high quality outcomes.
- Ensure corner lots are sited to address both street frontages and incorporate high quality urban design and architectural features.
- Enhance the role of the corridor as an informal link between the Shepparton Marketplace and CBD.
- Encourage other linkages by improving the safety, quality and amenity of the existing pedestrian environment.
- Consider the role of other enterprise corridors leading into the CBD when planning for land use outcomes along Benalla Road.

## KEY ACTIONS

- Implement design guidelines to ensure that buildings are of high quality and appropriate in scale.
- Ensure new urban growth in Shepparton is consistent with relevant strategic housing imperatives.
- Protect established residential and industrial areas adjacent to the Precinct from inappropriate commercial uses and development.

# Precinct 3 – Secondary Office / Retail (Wyndham Street North Sub-Precinct)

## MAP



 Precinct Boundary

Wyndham Street North Office Corridor

Shepparton CBD Strategy Addendum

date | Feb / 16

client | City of Greater Shepparton



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## DESCRIPTION

The Wyndham Street North Sub-Precinct extends from the beginning of Knight Street and stretches north toward Balaclava Road along Wyndham Street. The Sub-Precinct contains lots which front directly onto Wyndham Street, all currently within the Commercial 1 Zone. Wyndham Street is an important gateway into the Shepparton CBD and is characterised by a large number of smaller office tenancies occupying a mix of purpose built and converted residential dwellings. It also includes medical centres, specialist retail outlets and professional services with occasional remaining residences. The built form within the Precinct is varied and includes a mixture of 1950s architecture and contemporary buildings.

## ISSUES AND OPPORTUNITIES

Opportunities exist to enhance the office and business development in this Sub-Precinct to maintain and strengthen Shepparton's commercial sector within the broader region. There is an opportunity to promote a high quality of urban design and architecture and encourage innovation in new developments.

Wyndham Street is a dual carriage way with two lanes of traffic either side. This road configuration contributes to the sense of grandeur and spaciousness within the Precinct. There are further opportunities for public realm and landscaping treatments within the Precinct.

Future buildings will have to be carefully sited to ensure that any amenity impacts with adjoining residential land are sensitively managed.

## VISION

Wyndham Street North will be a functional, vibrant and attractive gateway into the Shepparton CBD which will retain its primary role and function as an office area with a mixture of office, professional and medical services, limited small retail, civic, accommodation and specialist land uses. Buildings will be of high quality and comprise a mixture of older and more contemporary styles. The public realm will be enhanced through improved pedestrian and cycle linkages to and from the CBD. Over time, land uses will become more integrated with the function of the CBD.

## STRATEGIES

- Ensure the Sub-Precinct retains office and associated uses as its primary role and function.
- Limit retail floorspace in the Sub-Precinct to prevent undermining of core retail areas of the CBD.
- Discourage activities such as large 'anchor' retail uses, discount department stores and cinemas and cinema-based entertainments facilities that are more appropriately located in the Shepparton CBD.
- Reflect the key gateway location of the area through high quality development that creates an 'entry statement' to urban Shepparton.
- Promote public realm treatments such as landscaping improvements, pedestrian and cycling connectivity and lighting.



- Promote ESD principles and high quality urban design and architectural quality for new developments.
- Encourage the development of contemporary buildings which respond to the context of the streetscape.
- Avoid features which do not allow buildings to integrate with street and detract from the public realm such as high, solid fences and dominant car parking spaces within the frontage.

## **KEY ACTIONS**

- Implement design guidance through the zone to ensure that new development is well designed to reflect its gateway location and public realm improvements are coordinated.

# Maude Street Mall Concept Plan

The Maude Street Mall Concept Plan reflects directions in the CACS to create a shared pedestrian / vehicular space from Stewart Street to Fryers Street as a method of activating the Maude Street Mall.

## Concept Plan Maude Street mall

