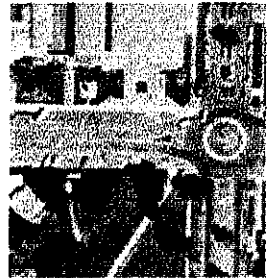




**GREATER  
SHEPPARTON**



## **SHEPPARTON URBAN DESIGN FRAMEWORK**

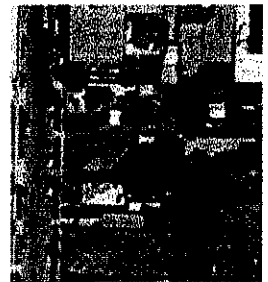
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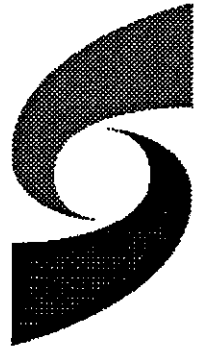
*Prepared by:*



**colle**

*Colle Landscape  
and Design Pty Ltd*





GREATER  
SHEPPARTON

Shepparton Commercial Activities District

**URBAN DESIGN FRAMEWORK**



collie

January 1998

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**EXECUTIVE SUMMARY**

*This project to prepare an urban design framework for the Shepparton Commercial Activities District (CAD) has been funded by the State Government Department of Infrastructure 'Pride of Place' programme. The area of the project is bounded by Welsford, Nixon, North and Sobraon Streets.*

*Urban design frameworks are design tools that assist in creative and imaginative planning by providing physical interpretations of the strategies, plans and visions for a particular locality. The exact scope of an urban design framework depends on the requirements of a client or locality.*

*The report contains:*

- a discussion of the 'vision' for the CAD;
- guidelines for the encouragement of good design of built developments in the CAD area;
- a strategy for 'art' in public places;
- a framework for the CAD that highlights issues and opportunities; and
- priorities for implementation.

*The recommendations of the report are based on consultation with a Council/Community Project Committee and on an analysis of the present form of the CAD. This analysis includes recognition of:*

- a number of 'precincts' each with certain activity/appearance characteristics;
- generally prominent but poorly landscaped car parks, particularly to the south of K-Mart;
- a number of valuable pedestrian-only routes across the CAD;
- a number of significant buildings despite the loss of many distinguished buildings in the 1960's and 1970's;

- *some notable failures of recently built developments to add to the qualities of the CAD streetscape;*
- *a number of important cultural and art elements;*
- *a lack of 'green spaces' leading to a contrast with the appearance of the adjacent river corridor;*
- *a number of 'significant sites' that are likely to be redeveloped and will have an important affect on the CAD appearance.*

*The recommended philosophy for the urban design of the CAD is that it should be regarded as 'Shepparton's Showcase' and as such it is a 'focus' where 'the best' is 'exhibited' with 'pride'.*

*Guided by this philosophy, it is further recommended that Council should promote themes for building, landscape design and public arts that:*

- *use contemporary design forms;*
- *use materials that refer to a range of relevant natural cultural and economic elements;*
- *include new art works that are primarily ceramic art works; and that.*
- *use contemporary colour schemes.*

*Concerns are noted about the standard of building design in the CAD. An 'Urban Context Report' process is recommended as a mechanism for encouraging better design of non-residential buildings in the CAD. Such reports would require building developers and designers to demonstrate that proposals take full account of the urban design context of the site and CAD. Council would need specialist advice to assess such reports.*

*Public art will have a key role in the CAD. An approach to the organisation of public art is recommended and advocates building on identified local strengths which include the Shepparton Art Gallery's national significance in the field of ceramics. Concepts for key commissioned artworks are provided in the Appendix.*

Many 'parts' of the CAD require specific actions to be undertaken in order to accomplish the aims of the urban design framework. These areas include:

- the four CAD 'entries' where a range of improvement opportunities exist;
- eight 'Significant Sites' of varying character;
- the river corridor and other more formalised open spaces;
- car parks, which generally require systematic visual improvement;
- pedestrian linkages that are essential CAD elements but not managed consistently as such;
- the CAD interfaces with areas beyond it;
- railway land that requires visual improvement.

In view of its limited scope, this report concludes with a recommended programme and priorities for further works that include the establishment of a standing urban design committee of Councillors, Council officers and community members that should be given the task of advancing the three key elements of the report which are:

- the establishment of a more detailed urban design framework;
- refinement of the context analysis approach and its application to the CAD; and
- planning for public art works.

**1 INTRODUCTION**

This project has been funded by the State Government Department of Infrastructure 'Pride of Place' programme. Greater Shepparton City Council (GSCC) appointed Collie Landscape and Design Pty Ltd (COLLIE) to prepare an urban design framework for the Shepparton Commercial Activities District (CAD). The area of the project is bounded by Welsford, Nixon, North and Sobraon Streets and is shown in the plan below. COLLIE has been assisted in this project by Bill Kelly, Urban Artist.



Project Area



## 1.1 Urban Design Frameworks

Urban design frameworks are design tools that assist in creative and imaginative planning. They provide physical interpretations of the planning strategies, plans and visions for a particular locality and can therefore support the strategic and statutory planning reform process currently underway in Victoria, a process that places greater emphasis on the quality of outcomes. For example, it is important that urban design frameworks acknowledge the strategic planning context for the area they apply to. This planning context includes the local Municipal Strategic Statements, planning zones, overlays, schedules and policies. At the same time, however, urban design frameworks must provide a co-ordinated designer-led vision of how the built form of an area might develop, built form being one of the major outputs of the planning process. Urban design frameworks consist typically of:

- an analysis of context and opportunities;
- a description of options that respond to opportunities;
- a framework plan identifying actions and relationships;
- key design concepts; and
- a strategy for implementation.

The exact scope of an urban design framework depends on the requirements of a client or locality.

## 1.2 Project Objective

This report responds to GSCC's stated objective which is to develop an appropriate and comprehensive urban design framework that:

- promotes good design in all planning and building developments which will in turn project an unique CAD image, style or theme; and that
- develops a suite of appropriate public art and designed installations which illustrate the above.

### **1.3 Project Outputs**

The recommendations of this report have been designed to assist GSCC to proceed further towards the attainment of its stated objective and as such they contain:

- a discussion of the 'vision' for the CAD;
- guidelines for the encouragement of good design of built developments in the CAD Area;
- a strategy for 'art' in public places;
- a framework for the CAD that highlights issues and opportunities; and
- priorities for implementation.

### **1.4 Consultation**

The preparation of this report has involved close consultation with a Project Committee that included officers and councillors from GSCC, members of the local design and business community and representatives of the Department of Infrastructure. Liaison was also undertaken with the GSCC landscape architecture consultant, Urban Initiatives Pty Ltd.

## **2 BACKGROUND AND ANALYSIS**

**T**his section examines background information that is of relevance to the urban design framework.

### **2.1 Development of Shepparton CAD**

The CAD is the core of the Shepparton Urban Area and is the major retail and commercial centre for northern Victoria and for the southern Riverina area of New South Wales. It serves some 160,000 people.

The history of Shepparton is well documented by *James (1938)*, *Michael (1988)*, and *West (1962)*, references which have been consulted as background to this study. Like so many country centres, the location of the CAD reflects in part an accident of history that saw one of the first crossing points of the Goulburn River (later known as McGuires Punt) develop at the end of what is now High Street. Sherbourne Sheppard arrived in the locality in 1843, becoming the owner of a major stock run and the donor of the local place name, *Sheppard's Town*, later *Shepparton*. A Crown Survey of 1877 formalised the grid of the current study area and its relationship to the river and to key east-west and north-south routes. For a short period, paddle steamers travelled up river to Shepparton from Echuca, docking in the McGuires Punt area. This declined after 1880 when Shepparton was linked to Melbourne by railway. Years of rapid development followed.

Around the turn of the century there were key developments in the establishment of the local fruit growing industry that has become so important to the national as well as local economy. The planning and construction of the Goulburn Weir (1890) and the Waranga Basin (1905) and the invention of the Dethridge (irrigation) Wheel assured water supplies and in 1917 the Shepparton Fruit Preserving Company Ltd was launched.

This early agricultural planning was in later years rivalled by relatively forward thinking urban planning. With the Shepparton Town Plan of 1945, consultants Stephenson and Turner foresaw the development of 'a provincial city of 30,000' and advocated an inner ring road and an outer bypass route, two elements of the CAD that are relevant to this current project. The City of Shepparton Planning Scheme was published in the Government Gazette in May 1955, and Shepparton became the first Victorian municipality outside the Metropolitan area to have its own gazetted Town Plan.

In 1963 works were carried out along the river in order to 'flood-proof' some 50 hectares of parkland adjoining the CAD.

The physical and planning format of today's CAD had therefore been largely determined forty years ago and the CAD could boast of numerous buildings that reflected its heritage and prosperity. However *'during the 1960's an "aesthetic mischief" began in Shepparton with buildings of architectural charm being demolished to make way for more functional but uglier structures predominantly of glass and concrete'* (Michael 1988). One of the last major buildings to go was the Post Office, demolished in 1972 to make way for the current building.

Control of built development remains an issue relevant to the Urban Design Framework.

## 2.2 The Arts

It is relevant to this study to note the following.

- Shepparton Art Gallery is considered to have the best study collection of the history of Australian Ceramics and its ceramic holdings rank of national significance along with the collection of the National Gallery of Victoria. The Shepparton Art Galley has recently become the first regional gallery in Victoria to gain accreditation under Museum Australia's Museum Accreditation Programme.

- The nationally important artist, Sir John Longstaff was brought up in Shepparton, his parents living in Wyndham Street.
- The real-life name of Tom Collins, author of 'Such is Life' was Joseph Furphy of the well known Shepparton iron founding family.

### **2.3 Recent Urban Design Studies**

Recent relevant urban design studies include:

- Shepparton Townscape Study (*Ministry for Planning and Environment 1985*), a broad appraisal of a central Shepparton area that included the CAD;
- Maude Street Mall Streetscape guidelines (*Gerner and Sanderson 1989*) a document that advised on the control of properties fronting the Mall;
- Shepparton Highway Entrances Masterplan (*Laycock, 1992*) a study of the routes and 'entrances' into the former City and Shire; and
- Shepparton Landscape and Urban Design Study (*Bruce McKenzie Design 1997*) a study containing schematic proposals for streetscape and traffic calming work in the CAD, including Maude Street Mall and Victoria Park Lake.

These have been considered in this current study.

### **2.4 Current Initiatives**

Current urban design initiatives include:

- the design and implementation of street tree planting in a number of CAD streets;
- construction of paving and installation of themed street furniture in a number of CAD streets;
- the preparation of a manual for streetscape elements; and
- the preparation of designs for Maude Street Mall.

## 2.5 Relevant Themes

There are a number of themes that have been suggested as relevant to the culture of the local community and therefore to urban design in the CAD. These include the following.

- Ethnic backgrounds – there are 47 different ethnic backgrounds in the City community and the percentage of inhabitants with a Koori background (10%) is the highest outside Melbourne.
- Fruit Technology – Shepparton is well know for fruit production but now the science of fruit selection, cultivation and packaging has become a Shepparton specialism.
- Shepparton is a local service centre and a local transport hub.
- The importance of the Goulburn River as a source of water and as a valuable environmental corridor.

It has been stressed during committee consultation that Shepparton CAD is primarily the home of the regional community and that although tourists are welcome they are attracted because Shepparton is first and foremost a thriving regional centre with potentially diverse qualities and opportunities. This suggests that the community view of the CAD is of an urban area that boasts a certain efficiency and maturity of style and services. This is reflected to some extent in the design of new street furniture elements that are currently being installed – a confident, contemporary style that is interesting and entertaining without being either frivolous or plain.

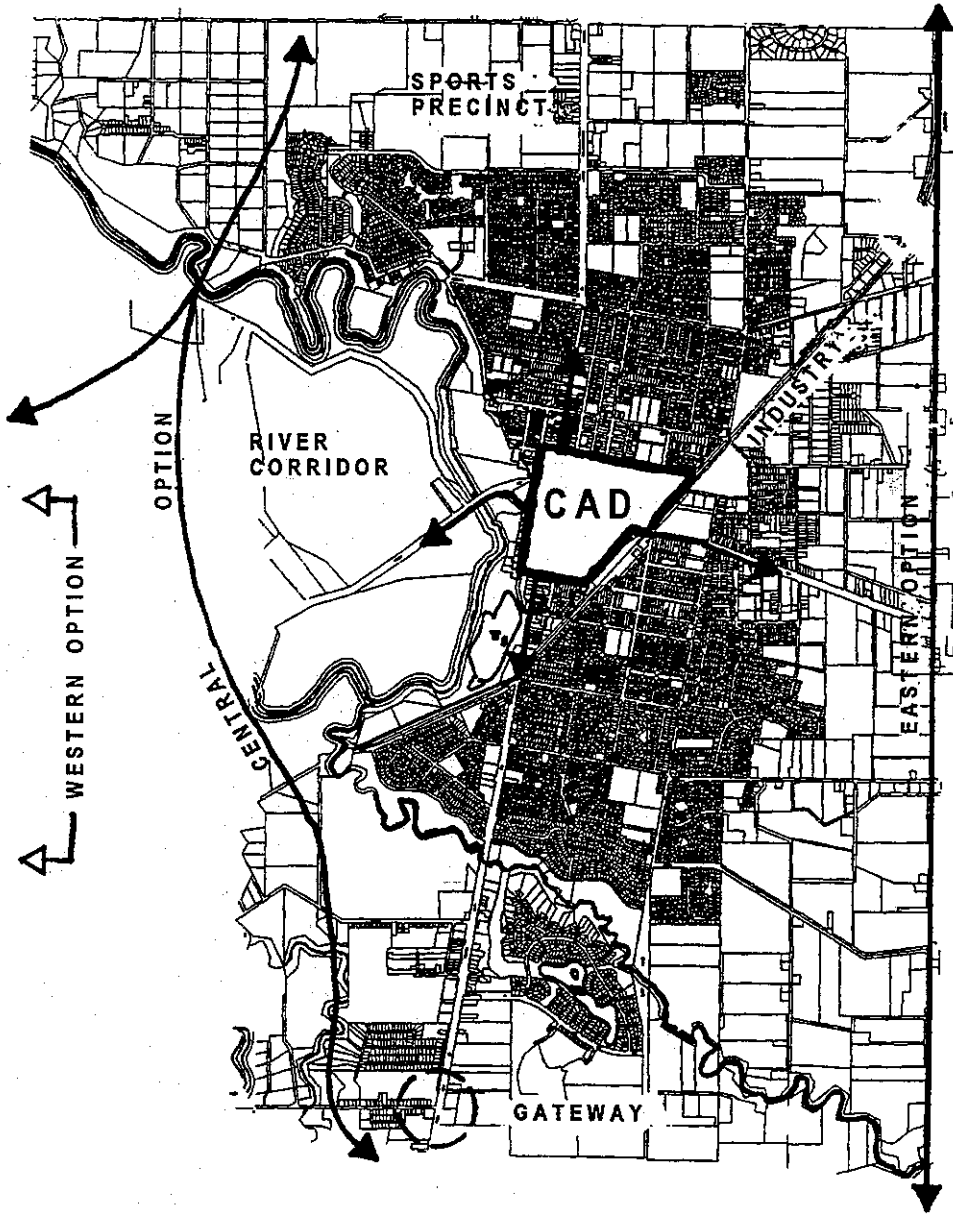
### **3 ANALYSIS AND OPPORTUNITIES**

**T**his section examines and classifies the broad fabric of the CAD in the light of the above background with a view to identifying actions that are required and opportunities that can be grasped.

#### **3.1 Context**

The context of the CAD is summarised in the diagram below. Relevant points are:

- the CAD is crossed by major highways – the east-west Midland (High Street) and the north-south Goulburn Valley (Wyndham Street) Highways;
- there are three current options for a Shepparton (Goulburn Highway) bypass each of which could have a major effect on the perceived entrances into the CAD;
- Council is developing a 'gateway' landscape treatment (an 'orchard' and roadside planting) on the southern approach to the CAD;
- to the west of the CAD is an extensive river corridor area of floodway, flora and fauna reserve and public open space;
- major industry abuts the CAD to the north east; and
- an area of structured recreation to the north of the CAD is now signposted as the 'Sports Precinct'.



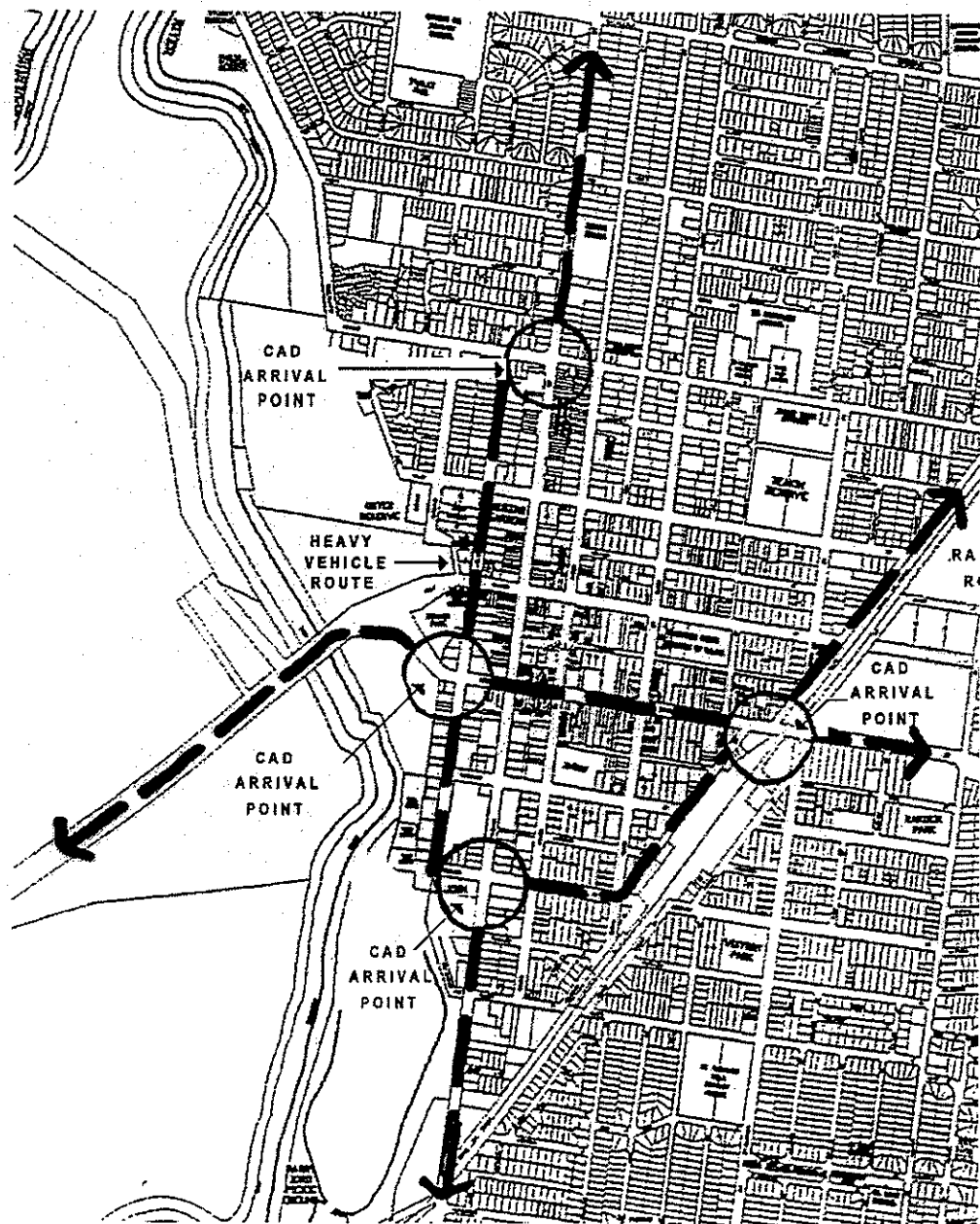
CAD Context



### 3.2 Major Traffic Routes

Major traffic routes in the CAD are shown below. Relevant points are:

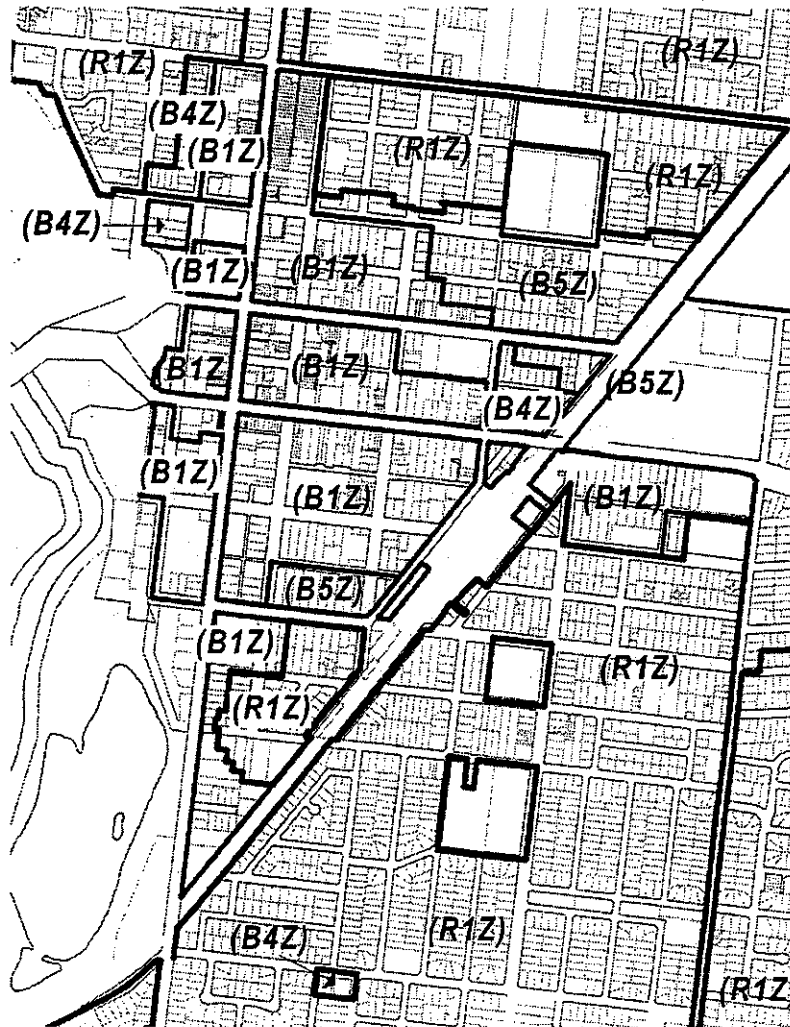
- north south heavy vehicular traffic will soon be diverted along Welsford Street from Sobraon to Knight Street and Wyndham Street will become a more attractive place for pedestrians;
- four CAD 'arrival' points are suggested by traffic flows and landmarks; and
- there is a subsidiary north-south 'railway route' serving the eastern edge of the CAD.



Main Traffic Routes

### 3.3 Planning Zones

Relevant selected zones of the CAD under the new planning scheme are shown below. Whilst certain built forms and appearances are suggested by these zones, they do not provide the most useful basis for an analysis of urban design issues.



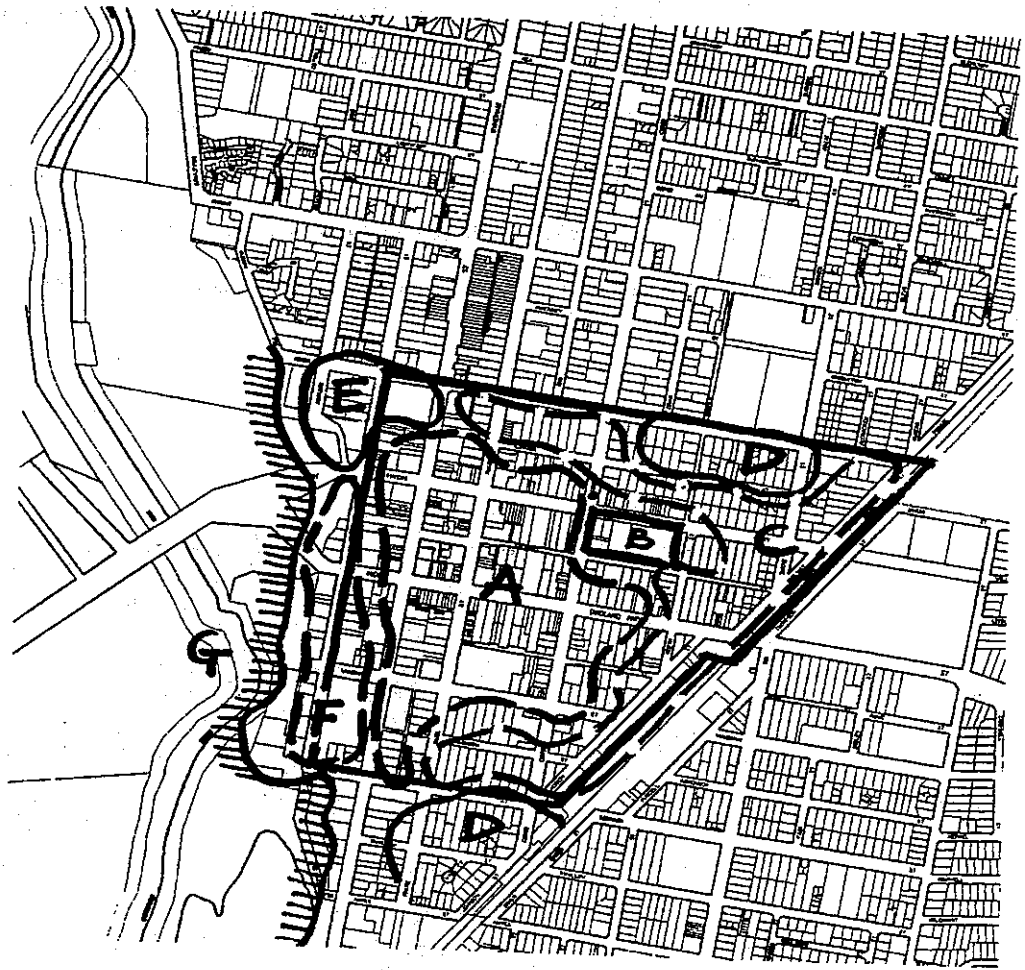
**Business 1 Zone (B1Z) Business 5 Zone (B5Z)**  
**Business 4 Zone (B4Z) Residential 1 Zone (R1Z)**

Planning Zones

### 3.4 Precinct Analysis

A more useful basis for analysis is perhaps to divide the CAD into areas, or 'precincts', of broadly consistent activity and appearance. These are shown in the diagram below and consist of:

- a central business and entertainment core that contains key shops, restaurants, offices, the Mall and parking and will be defined further by current streetscape works **(A)**;
- the TAFE with a distinctive building style and 'soft' set backs that contrast to other CAD areas **(B)**;
- a northern and eastern fringe area of generally non-retail use that includes some dwellings, 'light-industrial' style buildings or offices with forecourt parking and the 'railway edge' **(C)**;
- more homogeneous residential areas in the north and south **(D)**;
- a 'Civic' area around the City offices, Art Gallery and Queens Gardens **(E)**;
- a Wyndham Street area of very varied appearance **(F)**; and
- the river corridor and open spaces along it **(G)**.

**Precinct Analysis**

### 3.5 Car Parks

There are a number of public off-street car parks, only one of which is decked (that on Stewart Street near to the Mall). Car parks are shown in the diagram below. Relevant points are:

- most of these car parks lack planting for shade or to break up generally uninteresting views;
- many car parks provide important pedestrian routes between major streets and facilities yet they lack the space to clearly and safely separate these routes from trafficked areas;

- the car parking adjacent to and south of K-Mart generally lacks planting, is relatively inefficient in its layout and dominates Vaughan Street to the point that public ownership of this important street in a visual sense has disappeared; and
- angle parking along Stewart Street to the south of the Goulburn Ovens TAFE campus dominates the narrow road reserve in a way that has not occurred elsewhere in the CAD except at K-Mart and that could detrimentally alter the street if repeated at other locations.



**Car Parks**

### 3.6 Pedestrian Linkages

There are a number of pedestrian routes in the CAD other than those along the main streets. These are summarised on the diagram below and include:

- the Mall;
- arcades;
- minor lanes and roads;
- routes through car parks and major buildings; and
- paths through reserves and along the river corridor.

These linkages are important in that they offer:

- 'short-cuts' across the CAD, an important feature in an area where facilities and parking are perceived by patrons to be relatively dispersed;
- opportunities for the creation of a business environment that contrasts with the traditional street front and that may be more protected from traffic and weather; and
- links to the more natural environment to the west of the CAD.



**Pedestrian Linkages**

### 3.7 Significant Buildings

Despite the loss of many distinguished buildings in the 1960's and 1970's the CAD contains a number of buildings that in terms of this study can be said to be 'significant' by virtue of their age, design, location or grouping, or a combination of these factors. These buildings are shown on the diagram below and include:

- new office buildings or renovations that display the contemporary design trends in Shepparton (A);
- old structures that include the National Trust listed 1873 Forresters Hall, the Urban Waterworks Trust Building, the Shepparton Butter Factory, the Shepparton Hotel, the gate posts of the Shepparton Show Grounds and the Australia Hotel (B);
- newer structures that include the former ANZ bank building on the corner of High Street and Wyndham Street, the Hotel Terminus and the telecommunications Tower (C);
- churches including the Scots Church, the Uniting Church, Maude Street, and the former Baptist Church between Edward and Fryers Streets (D); and
- relatively visually appealing and appropriate composite facades made up by sequences buildings, such as those between Fryers and High Streets (E).

There are also some notable failures of built development to add to the qualities of Shepparton streetscapes. These include:

- the blank wall of K-Mart that fronts onto Maude Street (F); and
- the virtual blank wall of the Billy Guyatts store on Wyndham Street (where windows have been painted out) (G).





**Significant Buildings**

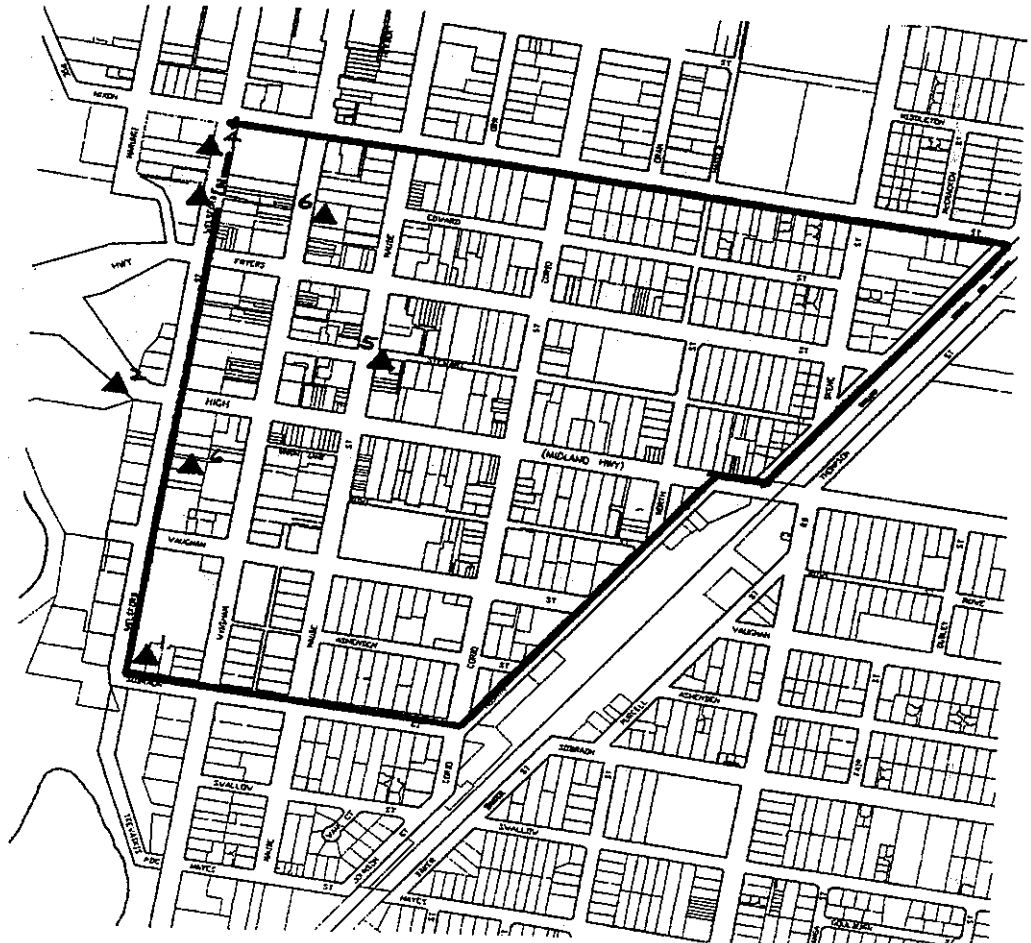
### 3.8 Cultural and Art Elements

A number of monuments and art elements are located in the western part of the CAD and include (numbers refer to those on the diagram below):

- memorial to explorers Hawden and Bonney (1);
- memorial to McGuire, remains of paddle steamer wharf, local history museum and explanation of the history of the now filled river channel (2);
- the 'Helping Hand' war memorial (1924) formerly at the entrance to the now demolished Monash Bridge (3);

- the ceramic pathway into the Shepparton Art Gallery by Fiona Murphy (1991) and concrete sculpture and water feature by John Nicholls (1967) (4).
- community ceramics fashioned by children during the Year of the Family and fixed to the play area in the Mall (5); and
- community murals adjacent to Wyndham Arcade and the Mechanics Institute (6).

The intersections of Corio/Vaughan, Corio/Fryers, Wyndham/Vaughan and Wyndham Fryers have been targeted by the current streetscape works as places for 'special' treatments which will include public art.



**Cultural and Art Elements**

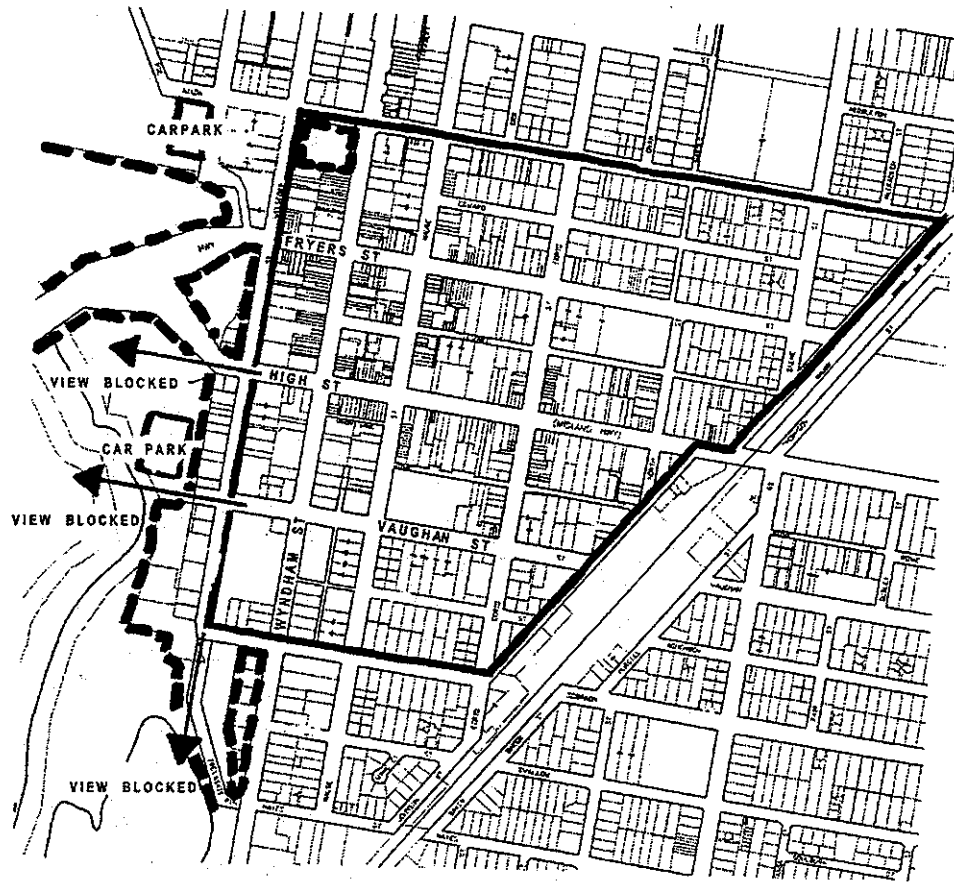
### 3.9 Open Spaces

The CAD generally lacks green open spaces (refer to the diagram below). The Mall, although a well treed 'open space', is essentially a hard paved area between buildings.

Queens Gardens is the only true 'park' in the CAD area but has been affected detrimentally by the construction of the existing stage. The 1945 Shepparton Town Plan recommended that the Gardens be developed as a Civic Square. Monash Park/Helen Fairley Rose Garden contain large areas of lawn with some low level planting but do not provide a great deal of visual or physical variety and the potential of these open spaces remains unexploited.

The adjacent river corridor vegetation is visually and physically cut off from the CAD by:

- parking and engineering structures in the Vaughan Street road reserve west of Welsford Street;
- the curtailment of views of Victoria Lake from Welsford Street (looking south), which will soon be an important bypass route, by roadside barriers and insensitive road alignment;
- car parking along the western (river) side of Welsford Street businesses;
- the masking of the significant McGuires punt site by concrete highway barriers; and by
- the large, unattractive car parking area to the west of the Civic Centre.



## Open Spaces

### 3.10 Significant Sites

There are a number of CAD sites that are particularly significant and relevant to this study in that there are plans for redevelopment or they are likely to be redeveloped for buildings or car parks because of their size and/or location. These sites are in the western part of the CAD and include the following (as located by the numbers on the diagram below).

- The 'Bonlac' site where factory operations have ceased (1).
- Land at the north east corner of Wyndham/Sobraon (2).
- The K-Mart car park includes some dwellings and is inefficiently used (3).
- The Billy Guyatt building which will be internally remodelled (4).

- The former Tuckerbag site including the car park fronting on to Wellsford Street (5).
- The Civic Centre/Art Gallery precinct where extensions to buildings are planned (6).
- The Old Library/Wesley Church site (7).
- 84-90 High Street/1-13 Rowe Street where Council plans to deck existing car parking (8).



**Significant Sites**

## **4 VISION AND OVERVIEW**

The following section responds to the desire of the Shepparton community to incorporate into its Urban Design Framework a component that recommends a broad vision and design themes that will guide building, landscape and public art works in the CAD.

### **4.1 Urban Character**

'Character' and the often used phrase 'sense of place' are qualities that can only to a limited extent be 'created' and are in reality a product of time and of the diverse influences within a community. However, the Shepparton community has expressed concerns regarding a perceived lack of CAD 'character' and 'theme' ('theme' being used in the sense of consistency).

The analysis in Section 3.0 above provides a broad summary of the elements that contribute to the current character of the CAD and that will act as bases for the gradual development of a stronger and more satisfactory urban character. However it should be acknowledged that:

- there is no clear, readily available communal view of what the theme of the CAD should be (but refer to 2.5 above); and
- there is a danger that well meaning statements setting out desired future themes for an area become so over simplified in order to convey an intent and instructions to those involved in design, development and business, that expected outcomes are not achieved.

'Vision' and 'theme' statements become most effective when presented as introductory elements of a more comprehensive plan for an area. The discussion below assumes this

to be the case for the Shepparton CAD and that vision and theme recommendations will be supported by planning and design actions concerning all the relevant components of the CAD.

## 4.2 The Vision for the City

The GSCC vision for Greater Shepparton (GSCC, June 30, 1998) is:

### **Greater Shepparton**

The Food Business Hub of Australia – Dynamic people

– Healthy environment – Smart business

### **Greater Future**

The breadth of this vision is indicated by its four stated 'Key Result Areas' which are listed below.

- Environmental Sustainability.
- Business, Enterprise and Development.
- Resources and Services for People.
- Corporate Government and Democratic Accountability.

In addition, Council stresses that its Vision should **evolve** in order to meet the political and functional realities of a dynamic changing environment.

This comprehensive Vision is as equally appropriate for and applicable to the small CAD area as it is to the whole City. The role of the Urban Design Framework should therefore be seen as providing a picture of the CAD generally in response to this Vision and particularly in response to the recommended actions of the Corporate Plan which include the following.

- 'Protect and recognise the value of the Goulburn River system as an asset.'

- 'Market Greater Shepparton.'
- 'Optimise access to physical, social and cultural resources.'
- 'Foster community spirit by advocating and creating a sense of pride.'
- 'Generate well founded and researched flexible strategy and policy.'

### 4.3 Themes for the CAD

The following themes are recommended in order to assist the application of the Greater Shepparton vision to the CAD.

#### 4.3.1 *Shepparton's Showcase*

The guiding theme will be that the CAD is **Shepparton's Showcase**. The meaning and connotations of the word 'showcase' help to stress the following:

- the CAD is the **focus** of a broader vision for a broader area – an important relationship that a service centre cannot ignore;
- like any showcase the CAD is a place where the '**best**' is on '**exhibition**' with '**pride**' – three key words that stress that building and design activity in the CAD carry with them civic responsibilities; and
- the talents and products on view will continually change and evolve in order to respond to innovation or events – in other words the view in the showcase window is of a lively community and not of a museum piece.

#### 4.3.2 *Theme Elements*

Building design, landscape design and public arts within the CAD will incorporate **theme elements** that respond to the Shepparton Showcase Theme. These are:

- **Form.** Although existing historical and cultural CAD elements will be respected, new works will use **contemporary design forms** that are the products of 'show-casing' progressive thinking in design. Overt references to Victorian historic, classical or



overseas traditional design will be avoided. Recent relevant examples of contemporary design form that could inspire CAD building and art works include:

- the shapes used in the new street furniture and paving now being installed in the CAD;
  - the buildings of 'The Connection'; and
  - the Aquamoves building.
- **Materials.** In a practical sense there are relatively limited choices for building materials, although there are broader choices for landscape materials and virtually unlimited choices for artworks. New **building and landscape** works in the CAD will incorporate significant highlight materials that refer clearly to Shepparton's:
    - agricultural hinterland and pre eminence in fruit production technologies;
    - economic and cultural ties with the Goulburn River and its associated bush land ; and
    - acknowledged importance as a centre for the collection of Australian ceramic art works.

**New artworks** in the CAD will be primarily ceramic art works.

The above requirements of the materials 'theme element' provide many avenues for designers to explore in producing site specific responses. Interpretations of agriculture/fruit production could include traditional rural corrugated metal materials used in a contemporary form and supplemented with stainless steel (or aluminium) elements symbolic of modern food processing. The Goulburn River corridor could be interpreted by the use of substantial timber elements that refer to the Red Gum and Box bushland along the river corridor, or rippled or reflective surfaces symbolic of the water of the corridor. Ceramics, in a properly considered approach can be adapted in size and shape to fulfil almost any non-structural role in buildings, including cladding for structural elements such as columns and walls.

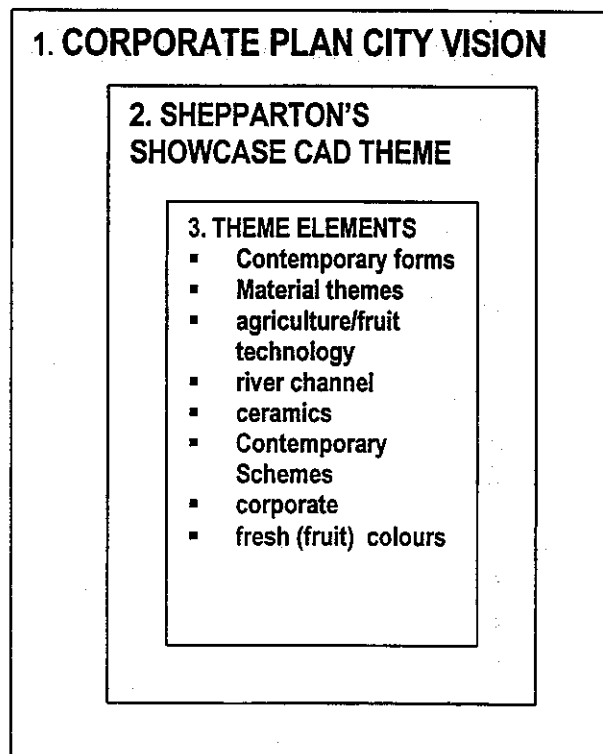
- **Colours.** In a design and in a practical sense it is impractical and counter productive to restrict colours to a specified range over the whole CAD. Excessive uniformity would be an unwelcome result and inconsistent with a progressive 'showcase' theme. Similarly, the approach to materials suggested above could lead to a welcome reliance on the unfinished 'colours' of the basic materials themselves (metal, timber, and clay).

New building works in the CAD will be expected to demonstrate the thoughtful and appropriate use of contemporary colour schemes that address the following:

- The usage of the building and whether the need to create a street presence or otherwise is appropriate.
- The form and function of the building.
- The context of the building within the existing streetscape.
- Colours and textures of the raw materials.

#### **4.3.3 Summary of CAD Themes**

The recommended approach to themes in the CAD is summarised diagrammatically below. CAD theme elements sit within the overall CAD theme which itself is part of the City Vision. If supplemented by the development of a clear Urban Design Framework these advisory/mandatory theme guidelines will bring about a general focus on design that in the CAD context is relatively revolutionary yet is acceptable in the context of a planning system that is more and more 'performance based', as the themes provide choices and a basis for informed discussion and approval.



#### 4.4 Urban Design Framework Components

The CAD background, an analysis of its form and the above themes suggest that the Urban Design Framework should embody and coordinate the design aspects of the following.

- A mechanism for assisting the achievement of more attractive and more contextually appropriate buildings.
- A strategy for the representation of the culture of Shepparton in public places which will include public art works.
- Guidelines for:
  - the key CAD 'significant sites';
  - CAD 'entrances';
  - car parks;
  - pedestrian linkages;
  - better integration between the CAD, the river corridor and open spaces; and
  - the definition of the CAD edges.

The following sections develop this Vision and Overview.

## **5 RECOMMENDATIONS FOR THE ENCOURAGEMENT OF BETTER BUILDING DESIGN IN THE CAD**

It is impossible to define absolutely what constitutes good building design or good architecture. It is therefore impossible and unreasonable to legislate to ensure that good design takes place. However, the Shepparton community has expressed discomfort with the results of some recent developments both through this study process and in the press. An examination of the elements of good built form design provides some guidance in the search for methods to better motivate building developers and to encourage them to review their approach to building procurement.

### **5.1 Firmness, Commodity And Delight**

A well known classical dictum, revived during the Renaissance, described 'good' architecture in terms of:

- 'firmness' (structural soundness);
- 'commodity' (fitness for purpose); and
- 'delight' (appeal and not necessarily 'beauty').

The building development process is well equipped to ensure 'firmness'. Rarely are chances taken with stability and the threat of catastrophic collapse and the relevant professionals (geotechnical, structural and civil engineers) are normally properly engaged in design. Statutory processes demand the checking and certification of 'firmness'. Developers and designers are therefore strongly motivated to ensure stability and soundness and 'overdesign' or design for factors of safety beyond worst case events is common.

'Commodity' too receives developer, designer and statutory attention. Doors, windows and other parts of the building must be properly sized and positioned for the building to 'work' and both building and planning regulations police the design process at this stage.

The developer and designer are therefore again strongly motivated to ensure fitness for purpose although economies may be made in the way that the building interacts with its surroundings or neighbours, without impairing its own 'commodity'. For example, 'inessential' windows that might allow a building to better address and exchange views with a street frontage may be omitted and the straight forward application of the dictum of 'commodity' to loading docks could place them in full view on major streets where they are most accessible.

'Delight' is the aspect of buildings that most commonly falls short of expectations. Ironically, those who commission the building and the designers of the building may spend a lot of time considering their product in terms of elevations and artists impressions. Whereas 'delight' leaves a lot to taste and it is therefore difficult to state categorically what is 'good' and 'bad', the assessment of design in terms of *suitability to context* provides a means of analysis and for reasoned assessment.

## 5.2 Site Analysis

Site analysis defines the context of a site and is a design aid that has been used in the assessment of multi-unit dwelling proposals. It is being considered for future use by the Department of Infrastructure in relation to City of Melbourne developments. Site analysis is a process that is second nature to most designers yet its inclusion as a mandatory step in a statutory process that can:

- ensure a consistent level of consideration of design amongst diverse developers/designers;
- encourage a deeper understanding and exploration of design amongst the community;
- enable designers to better motivate their clients to devote resources to design; and
- provide a basis for assessment and negotiation.

### 5.3 Urban Context Report – Recommendation

It is recommended that all developments in the CAD requiring planning permission should be required to lodge an *Urban Context Report* with the GSCC.

- This report should be completed in two stages:
  - a Pre Design Analysis; and
  - a Design Response.
  
- **The Pre Design Analysis** should be prepared before the design and should be reviewed by the responsible authority prior to the commencement of design work. The Pre Design Analysis will form the basis of the design of the subsequent response and should consider:
  - statutory requirements ('local visions', municipal strategic statement, Planning Scheme controls special overlays and guidelines);
  - existing conditions (topography, trees, streetscape and existing guidelines); and
  - urban context (land use, pedestrian flows, linkages, views, traffic, parking, opportunities and constraints).

It should include:

  - a site analysis (analysis diagram and sections showing links, paths, views and massing of buildings and access paths together with supporting visual documents); and
  - a draft design brief drawing on the above findings and summarising how they are to be considered in developments.
  
- **The Design Response** should be an explanation of the development proposal; should build upon the Pre Design Analysis and should include the following:
  - the Development Proposal (including plans and diagrams, explanations of relationships to adjacent private and public areas, landscape design proposals and floor area statistics); and
  - an Impact Statement that summarises the visual, traffic (pedestrian/vehicular), infrastructure and microclimate impact of the proposal.

## 5.4 Recommendations For Further Action

The following should be considered by GSCC:

- refinement of the Urban Context Report mechanism prior to adoption and introduction by GSCC;
- amendment of the MSS and Planning Scheme as appropriate to the recognition (preferably incorporation) of the Urban Context Report;
- the provision of internal and/or external design advice resources to assist in the assessment of Urban Context Reports;
- the provision of greater CAD contextual background to assist designers and developers in understanding GSCC's objectives (this background should include an endorsed Urban Design and Vision Framework); and
- the inclusion of a process review and refinement system in order to assess periodically the effectiveness of the Urban Context Report system and to introduce refinements when necessary.

## **6 RECOMMENDED STRATEGY FOR ARTS AND CULTURAL ELEMENTS IN THE CAD**

The analysis of the CAD has highlighted both the strengths of Shepparton's art community and the weakness with which the arts are represented in public places. Elements and themes that illustrate the culture of the local community have also been discussed.

### **6.1 The Value of Public Art**

Throughout Australia integrated public art is now an accepted part of urban design. The use of recognised artists to work on site specific pieces either independently, with members of the community or with landscape architects and architects, has a number of roles and can:

- become the community's way of presenting itself, its ideas, history and aspirations for the future;
- become a benchmark for design which helps raise the quality of the dialogue on urban form in the community including that on landscape design and architecture;
- raise community expectations while providing better amenity for the community, visitors and tourists;
- create more welcoming spaces and have the potential affect of increasing visitor activity and community safety; and can
- become a vehicle for community spirit, reconciliation and positive shared action.

There are also certain 'economics of amenity' in that increased patronage of the CAD for any reason including viewing or experiencing the community's cultural assets will lead to increased spending.



## 6.2 Building on Local Strengths

It is recommended that the strategy for arts and cultural elements should build on local strengths. These could include the CAD strengths in the following categories.

- **The Landscape** – the river corridor, flora, fauna and farming.
- **History/Cultural** – aboriginal, explorers, settlers, development, multicultural elements, local economic elements, festivals and sporting events.
- **Arts/Heritage** – existing public arts (outside the Gallery, in the Mall), monuments, architecture, gardens and Lake.
- **Institutions** – primarily the Shepparton Art Gallery and the Shepparton Historical Museum.
- **Technology** - irrigation, agricultural and food technology.

It is further recommended that the first steps in building on local strengths should be as follows.

- Link **existing** cultural and natural assets in an understandable and community/visitor comprehensible grouping to increase local and visitor awareness of both the history of Shepparton and its historical and continuing contribution to Victoria and Australia.
- Create opportunities for **new** arts elements which will link to the above and become important works at “gateway” and key CAD sites.
- Give this linkage a recognisable name such as ‘The Shepparton Arts/Cultural Trail’.

## 6.3 Organising Local Strengths

National and International experience has shown that leadership is necessary for the encouragement of public art. It is recommended that a committee or group is created and empowered to oversee the evolution of integrated public art. The initial task of this committee should be as follows.

- To identify all:
  - monuments and historically important areas/institutions;
  - public artworks and noteworthy urban design elements;
  - historic buildings of note;
  - architecture of note (historical and modern);
  - parks, gardens and public spaces of importance; and
  - other elements.
- To map these elements and have them documented by photograph and written information.
- To place all of those that are appropriate on a Shepparton Arts/Cultural Heritage Register (if this does not already exist).
- To assess sites nominated in this document for possible additional integrated urban works to help create further 'links' in the CAD arts/cultural chain.

#### **6.4 Recommended Approach to Commissioning an Artist**

Subsequent tasks of the (public arts) committee should be to:

- obtain sponsorship and arrange budgets for public arts;
- to design and publish an engaging brochure or arts/cultural map which will help the community and its visitors gain an understanding of the unique heritage of the CAD; and
- to commission works.

Works should be commissioned on the basis that each commission:

- **is appropriate** in that it will relate to the layout and theme of the CAD and make a contribution to the sense of identity of the local community;
- **is for a nominated site** that has been selected as a priority for the establishment of The Shepparton Arts/Cultural Trail or for key urban design framework sites;

- **is part of a strategic rather than ad hoc** approach to arts development and to the achievement of community goals.

## 6.5 Key Commissions

Recommended key arts commissions are as follows below. Selected colour illustrations of concepts are contained in Appendix A:

- **Commissioned site specific artworks** by an individual artist at the north and south entries to the Mall, which would herald the entry to the Mall and welcome visitors (see Appendix). Existing signboards could be removed and replaced with signs that allow more space for artworks. The role of these works would be not only to decorate an important pedestrian area but also to assist in linking the Mall into new works along High and Fryers Streets and into the developing restaurant area south of the Mall.
- **An outstanding public work** of notable scale at the Monash Park entry/western gateway to the CAD. This could be an artist landscape architect collaboration and could use site specific themes such as the Former Monash Bridge, now buried there or local indigenous trees used in an ordered layout.
- **A project to create ceramic plinths, columns, standards or sculptures at the southern entry** along the park side of Victoria Park Lake (see Appendix). This would have the threefold function of:
  - being a distinctive welcoming element to the city;
  - calling attention to the Park and Shepparton itself as a place for people; and
  - reminding people of the cultural/historical link to the magnificent ceramics collection at the Art Gallery.
- **An aboriginal community/artist collaborative design with a landscape architect** to landscape an area of lakefront or other site with indigenous planting. Many such plants are not only very beautiful but also provide an indigenous food source. This

could also be done in association with school children as a cultural education project and would further the GSCC Corporate Plan action to progress relationships with the Koori community.

- **Commissioned artist and community (school children?) "Shepparton Signposts"** three-dimensional ceramic mosaic project for main points of the CAD. (These would be uniquely designed elements, which could become symbolic of Shepparton). The exact location of these signposts should be determined when works in Wyndham Street are complete and it is known where the main pedestrian flows are.
- **An artist commission to produce an innovative colour/design treatment** (visible during the day) and remarkable lighting treatment (visible at night) of the external façade of the viewing platform area of Shepparton's most prominent feature the telecommunications tower (see Appendix). This would have the dual advantage of making this major structure a more attractive element of the city and calling attention – to both visitor and tourist – that it is a visitor lookout facility inviting visitors (and through travellers) to stop, visit the tower and Mall and enjoy the city.
- **Selected buildings and monuments.** Buildings on The Shepparton Arts/Cultural Trail could be selectively enhanced by painting and by night time lighting (see Appendix – 'Waterworks Trust' Building Example). Monuments may also benefit from improved landscape context (see Appendix – Bonney and Hawden Monuments).

## 6.6 Funding of Arts Projects

It is recommended that:

- Council designates an appropriate amount from the annual budget for each major infrastructure project in order to carry out integrated art works as appropriate; and that

- a development contribution be put aside for funding of integrated urban art (this has the dual effect of raising some funds which may be “topped up” by other (including Council) sources for public arts whilst placing and raising design issues instantly on the agenda of developers, their designers, builders and architects).

## **7 URBAN DESIGN RECOMMENDATIONS**

The following urban design recommendations are based on the analysis and consultation described earlier in this report and should be considered in conjunction with the recommendations for the encouragement of better building design and recommendations for arts and cultural elements. Although it is appropriate for reasons of clarity for a document to discuss these topics in isolation, it is important to stress that there are many 'pieces' to the CAD 'jigsaw' and that the abstract or physical relationships of the components of the CAD to one another must be appreciated if the overall 'picture' is to succeed.

The following elements have all been discussed in an analytical sense in section 3 above.

### **7.1 CAD Entries**

**Recommendation.** Plan for four distinctive CAD entries. Use works on public land, within adjacent private land or incorporated into adjacent buildings in order to achieve the development of these entries.

#### **7.1.1 Southern Entry, Welsford/Sobraon Streets**

- Remodel landscape works in John Pick Playground (south-west corner of intersection) in order to incorporate more striking and more obviously 'designed' planting.
- Consider the entry in relation to the arts/cultural trail and the lake side sculptures discussed in *Section 6.0*.
- Encourage the definition of the northern and south-eastern corners by buildings and commercial uses that incorporate a sense of community activity at a human scale. For example, outdoor corner café areas (if recognisably defined by appropriate buildings) would be appropriate as would main building entrance doors positioned up to the back of the footpath. Car parks would be inappropriate to the purpose of the entrance area.
- Consider corner buildings as minor landmarks and require appropriate designs.

### **7.1.2 Western Entry – Monash Park**

- Maintain and enhance the adjacent views of the bushland corridor and ensure its continuing health and integrity as close to the roadside as possible, thereby directing attention to the central space of Monash Park.
- Redesign Park features, access and parking in order to increase its visual impact and the strength of the connection of the Park to the rest of the CAD.
- Plan for the eventual relocation of the Senior Citizens Club from the park to a site with better access and parking, allowing a better visual and physical relationship of the park to the CAD and Civic Precinct and for greater 'park' frontage to Welsford Street.
- Screen views to the car parking west of the Civic Precinct (see also 7.2.6 below).
- Commission a major Artist/Landscape Architect collaborative sculpture that evokes site specific themes (refer to *Section 6.0* above).
- Consider the role of the Park in the arts/cultural trail.

### **7.1.3 Northern Entry – Wyndham/Knight Streets**

- Plan for additional set backs of private property in order to allow space for hard and soft landscape elements and sculptural elements that are feasible in this tightly defined entry and that will be apparent to users of the Welsford - Knight - Wyndham Street route.
- Consider the incorporation of elements indicating that Knight Street is the signposted route to SPC and used often by visitors.

### **7.1.4 Eastern Entry – High Street Railway Crossing**

- Consider views from the 'Railway' road route north and south of this point as well as from the Midland Highway.
- Plan for the incorporation of the Hotel Terminus, the Goulburn Valley Hotel and the Shepparton Show Grounds gates into this entry area by ensuring clear views of these elements.

- Undertake visual improvements by power line undergrounding and tidying up rail reserve areas (involving exclusion of vehicles, establishment of grass and selective tree planting);
- Consider securing greater 'soft' areas within the triangle of land defined by Hoskins and North Streets in order to provide space for carefully positioned tree planting.

## 7.2 Significant Sites

**Recommendation.** Recognise formally the visual and physical significance of these sites (recorded in 3.10 above), carry out further studies to define site specific design requirements and ensure the incorporation of these requirements into site context analyses carried out by site owners/developers (refer to *Section 5.0* above).

Specific aspects of these sites include the following:

### 7.2.1 The 'Bonlac' Site

Development should:

- preserve the Butter Factory building within an appropriate context;
- permit a mid-block east-west pedestrian route;
- address the southern CAD entry as described elsewhere;
- incorporate a set back to Welsford Street appropriate to the eventual establishment of mature indigenous trees in the road reserve in order to improve visually the Welsford Street traffic route; and
- minimise vehicular entrances off Vaughan Street in order to maintain a better defined, more continuous pedestrian environment and encourage a stronger linkage into McGuire Reserve.



### **7.2.2 North-east corner Wyndham-Sobraon Streets**

Development should:

- respect the aims of the southern CAD entry (refer to *Section 7.1*);
- allow an east-west pedestrian linkage to the north of the site or within its northern edge;
- present an 'active' building façade of doors, windows and a verandah to adjacent streets; and
- allow a north-south pedestrian link to the east of the site or within its eastern edge.

### **7.2.3 K-Mart Carpark**

The visual effects of car parking on public and private land should be addressed in any further development. This should :

- consider the potential for decked car parking to increase the efficiency of the present private car park and to allow the reduction of centre of road parking in Vaughan Street, thereby restoring a recognisable 'Shepparton CAD street feel';
- restore well defined pedestrian links along the south side of Vaughan Street and incorporate continuous tree planting;
- plan for efficient and safe at grade pedestrian movement to adjacent businesses, allowing for the use of loaded shopping trolleys; and
- ensure that any building or car park structure is appropriate in appearance to the theme of the streetscape works being implemented currently along Vaughan Street.

### **7.2.4 'Billy Guyat' building**

The potential external affects of any internal remodelling should be identified and assessed.

### **7.2.5 Former Tuckerbag Site**

It is understood that Council is considering facilitating redevelopment. This site should offer an opportunity to test a contextual analysis approach to any redevelopment and to include such an analysis in any statutory or economic assessments. Opportunities exist for:

- improvements to the appearance of the Wyndham Street façade in order to present an image of a thoughtfully designed and not necessarily expensive building;
- safe pedestrian routes through to rear car parking and the Civic precinct;
- rear facades and car parking that acknowledge visibility from Welsford Street (to be a major CAD traffic route and part of the Civic Precinct) and respond by careful building design and tree planting;
- the stimulation of further visual and urban design improvements to this block which is anchored in the south by the Victoria Hotel and in the north by Queens Gardens; and
- additional street tree planting along Welsford Street.

### **7.2.6 The Civic Precinct**

The Civic Precinct does not take as much advantage of its location as it could. In urban design terms it sits at a meeting place between the 'natural' river corridor landscape and the organised landscapes of Queens Gardens and Monash Park. This strategic location is not fully exploited.

The Civic Precinct should:

- link more strongly with Queens Gardens, possibly by the use of the Gardens as a form of outdoor gallery for the Shepparton Art Gallery (this is discussed further in later sections);
- integrate better with the natural river corridor vegetation - this could be assisted by rationalising adjacent car parking to include tree planting; and
- provide from within its buildings views of both the natural and the designed landscapes- for example a view of both a refurbished Queens Garden and the river

corridor vegetation from the same first floor room would summarise the Shepparton community's relationship with the planned and the natural landscape.

### **7.2.7 Old Library/Wesley Church Site**

Large areas of this site behind the existing building are currently used for car parking, Redevelopment should:

- consider the incorporation of the existing buildings into any proposal;
- achieve a sufficient set back to Wyndham Street in order to allow street tree planting; and
- permit a pedestrian through route that will continue the approximate line of Edward Street and could allow access to development in the centre of the site via a public, north facing edge.

### **7.2.8 84-90 High Street/1-13 Rowe Street**

It is understood that Council is considering the construction of a decked car park. This site should be treated by Council as an opportunity to test a contextual analysis approach to the design. The structure should:

- restore an appropriate façade to the High Street building line using architectural elements not normally associated with car parks; and
- allow safe and secure pedestrian movement from Rowe Street and High Street.

## **7.3 River Corridor and Open Spaces**

**Recommendation.** Recognise the need for better physical and visual links between the CAD and the river corridor and plan for a programme of public works to achieve this. Recognise also the general lack of 'soft' open space in the CAD for workers and utilise all means available for introducing 'rest' or 'lunchtime' seating opportunities.

**Actions – River Corridor**

- Define formally the northern and southern kerblines of Vaughan Street west of Welsford Street, plan for the removal of fences and above ground services, plant indigenous trees along the northern and southern nature strips and within a central median planted with indigenous grasses or other ground covers.
- Reflect the above landscape statement in Vaughan Street east of Welsford Street, allowing centre of the road parking and medians at the Welsford and Wyndham Street ends.
- Investigate the car parking currently occurring along the eastern edge of McGuire Reserve, exclude vehicles from public land and restore indigenous vegetation to any affected area.
- Signpost the entrance to McGuire Reserve at the end of Vaughan Street and indicate distances to other destinations (for example, the Civic Precinct).
- Improve views to Victoria Park Lake and to the River Corridor from the southern end of Welsford Street by removing street furniture and selectively pruning vegetation.
- Retain the old river channel south-west of the Civic Precinct and manage the indigenous vegetation to enhance the setting of the Civic Precinct, Monash Park and the CAD generally.
- Extend indigenous tree planting into the car park west of the Civic Precinct (see also 7.2.7 above).

**Actions – Other Open Spaces**

- Investigate the history and intentions of any original design for Queens Gardens, plan for the removal of the stage in the south-western corner and for the general 'restoration' of the Gardens in a culturally and historically appropriate design that responds to any opportunities to link the Gardens with the Shepparton Art Galley (possibly by providing space for permanent or temporary sculptures and/or displays of ceramic art).

- Liaise with Goulburn – Ovens TAFE and determine if, in principle, the grassed setbacks along Fryers Street can be remodelled to allow public sitting spaces to open off from the street footpath thereby providing 'pocket parks' in the heart of the CAD.
- Examine all possibilities for providing safe and secure sitting spaces or 'pocket parks' elsewhere in the CAD, acknowledging that street cafes and public kerbside seats and benches in some way provide this.
- Consider the possible future need for and use of the rail reserve to provide 'soft' sitting spaces.

## 7.4 Car Parks

Off-street car parking is a prominent feature of the CAD. These car parks provide an essential service and as discussed in Section 3 above they also provide potential pedestrian linkages. Specific recommendations for key car parks have been made above in the context of built form and open spaces. The following recommendations and actions deal with the general approach to the urban design of car parks.

**Recommendation.** Proposals for new car parks, at grade or decked, should be the subject of an urban context analysis in terms of their layout, position within a development, landscape content and pedestrian circulation. Existing car parks should be examined systematically, their potential for visual and functional enhancement documented and steps taken to encourage implementation of enhancement works.

### Actions

- **Tree Planting.** Develop guidelines for the incorporation of tree planting into new or existing car parks and include details of necessary construction works, horticultural requirements, safety measures and tree species.
- **Pedestrian Access.** Develop guidelines for the planning and demarcation of safe pedestrian routes through car parks.

- **Siting.** Develop principles for the siting of car parks in relation to the development that they accompany and emphasise the desirability of maintaining built edges to the CAD streets and, therefore a preference for parking to be concentrated in the centre of sites, behind buildings but safely laid out and appropriately connected to businesses.
- **Location.** Do not permit on street car parking to dominate streets (as currently occurs on Vaughan Street at K-Mart and on Stewart Street, south of Goulburn-Ovens TAFE).

## 7.5 Pedestrian Linkages

Pedestrian routes through car parks, buildings and open spaces have been recognised in section 3.0 as essential CAD elements. Specific linkages have been discussed above in terms of their role in significant sites, open spaces and car parks. The following recommendations and actions deal with the general urban design requirements for linkages in the CAD.

**Recommendation.** Compile an inventory of pedestrian linkages, identifying their characteristics (public land, private land and surrounding land use) and any requirements for maintenance works, signage or other improvements. Record desirable positions for future linkages and refer to the inventory when assessing development proposals.

### Actions

- Existing linkages-refer to previous sections above dealing with key sites, open spaces and car parks.
- Future linkages-refer to previous sections above dealing with key sites. Consider the need for future linkages through parts of the CAD study area that are not yet developed for commercial use. Consider the feasibility and desirability of a direct linkage across the railway line from the CAD to the station and plan appropriately.

## 7.6 CAD Interfaces

The CAD's western edge is essentially defined by the river corridor and parkland. Urban design recommendations for this edge have been discussed. The eastern edge of the CAD is the railway which is discussed below.

On the north and south the CAD abuts areas of residential land. These junctions require appropriate design in order to protect visual and physical residential amenity and in order to more clearly define the CAD.

**Recommendation.** Further consider and define the extent of the CAD and confirm a likely residential/business interface that will mark the extent of CAD style streetscape and the location of whatever town planning or physical 'buffers' that are necessary.

### Actions

- Review the layout of planting in Nixon Street, which generally provides an appropriate 'edge' to the CAD and consider the need for additional street trees.
- Review streetscapes from Sobraon Street southward in order to define a CAD edge, plan, design and implement necessary works.

## 7.7 The Railway

Land use and development along the railway line impacts upon the urban design qualities of the CAD as:

- it provides a logical eastern edge to the CAD;
- a main traffic route skirting the CAD runs along the railway edge; and
- the eastern 'entry' into the CAD crosses the railway line.

**Recommendation.** Improve the appearance of the railway edge of Hoskin Street and Railway Parade in a manner consistent with CAD streetscape treatments.

#### **Actions**

- Review land ownership boundaries along the railway side of Hoskin Street and Railway Parade.
- Plan and implement continuous avenue tree planting within the road reserves and require that any future development abutting these reserves must retain the avenue.
- Liaise with land owners in order to control weeds and the general tidiness of land visible along the railway edge.
- Integrate streetscape works with the pedestrian link to the station (if constructed – see 7.5 above).

## **7.8 General Urban Design Issues**

As discussed above, works underway or planned consist of street tree planting, footpath repaving, street furniture installation and changes to the Mall. Building frontages provide the backdrop to much of this work and many of them would benefit from refurbishment to varying degrees.

**Recommendations.** Encourage, through publicity or direct incentives, private property face lifts within the CAD.

#### **Action**

- Allocate Council resources to the establishment of strategies for key areas. Encourage property owners to bring forward necessary maintenance works, including repainting. Reposition, remodel or remove advertising in accordance with agreed strategies.



- Define the extent to which Council could or should assist in funding these works beyond the provision of advice.
- Target a relatively attractive section of street, for example, Wyndham Street between Fryers and High and formulate a strategy for relatively low cost visual improvements, looking at signage, paint work and verandahs, the object being to establish a 'model' for other areas.
- Formulate a strategy for, and target property owners at, the northern, eastern and southern entries and suggest low cost improvements that could be made in order to start the creation of the CAD entries.

## **8 SUMMARY AND PRIORITIES**

The Shepparton CAD Urban Design Framework deals with the overall improvement of design in the CAD and in particular with the integration of building design, street landscape work and public art in a way that will achieve improvements commensurate with the local community's perception of the role and status of the CAD.

For reasons of clarity, the following three key elements have been discussed separately:

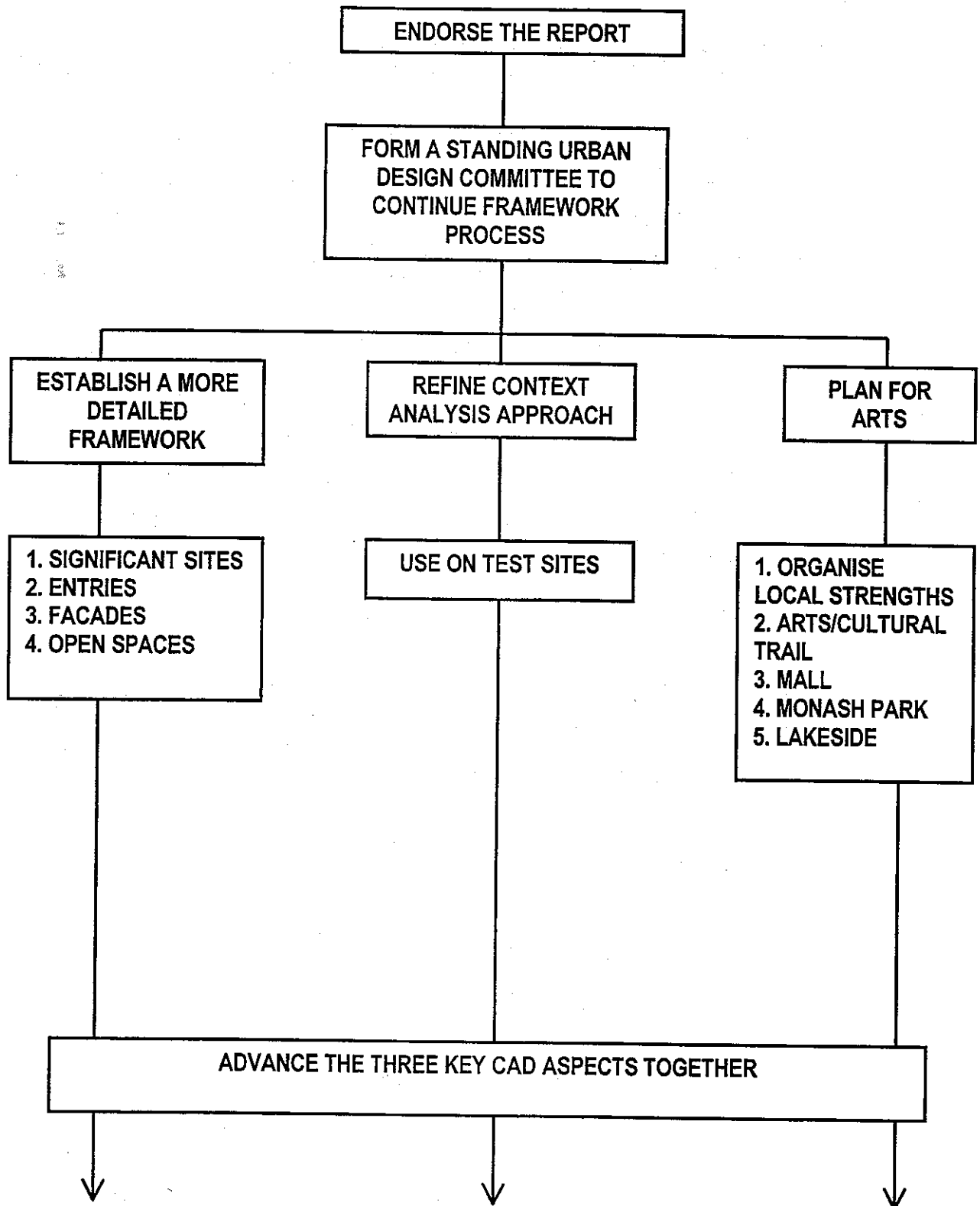
- an overall CAD framework of significant sites, entries, facades, open spaces, and routes;
- the contextual analysis as a means of improving the standard and appreciation of design; and
- the scope for public art.

These three elements cannot be considered in isolation and any recommendation for further work must provide for the development and implementation of each element in a coordinated way. This is discussed below.

### **8.1 Programme and Priorities**

Detailed recommendations are included throughout the report and in particular in Sections 4.3, 5.4, 6.6 and 7.0.

The following diagram illustrates the recommended way forward for the implementation of the report.



Key steps in order are:

- endorsement of this report; and
- formation of a standing urban design committee to continue the process of Urban Design Framework development.

The standing urban design committee should include representation by Councillors, Council Officers and the community. It is vital that the Shepparton Art Gallery, Council town planning functions and local urban designers are represented.

Immediate tasks of the committee should be as follows below.

- Commission and prepare a more detailed urban design framework for the CAD including;
  - significant site guidelines based on a detailed appreciation of planning issues and development potential;
  - CAD Entry plans for use in development control and public area development;
  - façade improvement suggestions; and
  - open space masterplans.
- Refine the Urban Context Analysis approach, obtain Council endorsement for its inclusion as a mandatory requirement of the Planning Scheme for CAD non-residential sites and mount an exercise to test the approach on a typical site.
- Produce a plan for the funding, design and implementation of public art by:
  - 'organising local strengths' (see Section 6.3);
  - implementing works to create the 'Arts/Cultural Trail';
  - commissioning works to a design brief at either end of Maude Street in the Mall, in Monash Park and on the Lakeside.

## 8.2 Budgets

Budgets for the implementation of the forward programme should include for;

- council officer time;
- specialist design consultant and artist commissions; and
- implementation costs for art works.

The following budgets provide general guidelines only.

- **Development of a detailed urban design framework.** A budget for Consultant or Council officer time, costed at market rates could be in the order of \$75,000 to \$100,000 depending on the level and extent of the community consultation undertaken as part of the process. State Government funding assistance could be available.
- **Refinement of the contextual Analysis Approach.** A budget for Consultant or Council officer time, costed at market rates could be in the order of \$15,000 to \$20,000 depending on the level and extent of the community consultation undertaken as part of the process. State Government funding and/or professional assistance could be available.
- **Plan for the funding, design and implementation of public art.** Assuming that the 'organizing local strengths' component can be completed by voluntary committee work, there would still remain a considerable amount of organisation, design and implementation in connection with the 'Arts/Cultural Trail' and the key art commissions (see 6.5 above) that cannot be costed at this stage. The costs of the art works themselves are even more difficult to establish. As discussed in Section 6.0 above, sponsorship could be available and important early steps for the urban design committee to take will be those leading to better defined and more easily costed arts projects.

## REFERENCES

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