

# Shepparton Tertiary Education Precinct

## Development Plan Report

City of Greater Shepparton

December 2005

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# Shepparton Tertiary Education Precinct

Prepared for

**City of Greater Shepparton**

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# Executive Summary

## Overview

The Shepparton Tertiary Education Precinct ('STEP') Development Plan has been prepared to provide a detailed strategic planning framework to improve the overall appeal and reputation of Shepparton as a seat of learning and development. The *Strategy for Tertiary Education in Shepparton, 2005* adopted by Council in February provides a series of updated recommendations and strategies for the future development of the tertiary education sector within Shepparton. A key recommendation contained within the *Strategy for Tertiary Education in Shepparton, 2005* is the need to establish a comprehensively planned tertiary education precinct within the Shepparton Central Business District ('CBD').

The proposed STEP site is located to the east of the Shepparton CBD and is bounded by North Street, Fryers Street, Railway Parade and the Midland Highway/ High Street. The STEP Development Plan has been structured to assist and guide local decision making in relation to the future development of the STEP area. It seeks to:

- Engage the local community in order to achieve the visions of the STEP;
- Provide a planning framework to facilitate the co-ordinated and sustainable growth of the STEP area;
- Identify the future infrastructure and work required to fully implement the STEP; and
- Assist Council's decision making processes in the STEP area.

It is important to note that Council will have a "facilitation type role" but will not act as the "developer" for the STEP area. Where possible, Council will assist educational providers and developers to establish within the STEP area consistent with the requirements of the STEP Development Plan Report.

## Objectives

A series of primary and secondary objectives have been developed for the STEP area to ensure that the precinct delivers both an educational and urban regeneration outcome based on triple bottom line principles. The primary objectives to guide the establishment of the STEP are:

- **Objective 1** – Developing the 'critical mass' of academic facilities;
- **Objective 2** – Creating an education precinct that is a 'magnet' for students and institutions;
- **Objective 3** – Applying environmentally sustainable development principles;
- **Objective 4** – Encouraging high quality urban design outcomes; and
- **Objective 5** – Synergising with existing Council strategies.

## Background Research

An extensive background research phase including a land use survey, an educational sector analysis and a review of existing planning controls was undertaken in preparing the STEP Development Plan Report. A land use survey of the precinct and the urban area surrounding the STEP was completed. Although the urban form is in a constant transition, by identifying the key surrounding land uses, the contextual implications (i.e. opportunities and constraints) for the future development of the STEP area were able to be assessed.

In relation to the tertiary education sector, an overview of the "current state of play" was prepared. Substantial change, structural as well as operational, has become an ongoing reality in higher

education sector in Australia. Current discussions about differentiating between teaching and research universities are part of this broader development and this is likely to result in widening structural and operational differences between universities. These developments will clearly have implications for regional operations such as those in Shepparton.

The implications arising from existing planning considerations such as the local planning policies, zoning controls and Shepparton 2030 provisions have been identified and used as a basis for the development of a STEP Development Plan Implementation Framework.

### **Stakeholder Consultation**

A stakeholder consultation program has underpinned and informed the preparation of the STEP Development Plan Report. To guide and inform the overall project consultation process, a stakeholder engagement plan was prepared. An initial consultation phase was used to identify issues, ideas and opportunities for the STEP area. Individual meetings were convened with Deputy Vice Chancellors and a Chief Executive from the existing tertiary education providers within Shepparton. The Department of Education and Training were also consulted.

Consultation sessions were held in November 2005 with both the local community and servicing agencies to provide an overview of the draft STEP Development Plan Report. The local community and servicing agencies were then given an opportunity to provide the Project Team with their feedback. Where appropriate, their feedback has now been incorporated into the STEP Development Plan Report.

### **Design Overview**

Using input from various technical disciplines, a framework plan has been prepared as part of the STEP Development Plan to provide higher level guidance to all stakeholders about Council's expectations for the precinct. The STEP Concept Plan involves the integration of land use, movement and traffic management, and the form of the future built environment. The STEP Concept Plan identifies the following:

- The future Latrobe University site;
- The location of the existing heritage buildings including the Goulburn Valley Hotel and the four identified dwellings;
- The potential modification of both North Street and Stewart Street;
- The potential for car parking along the railway reserve;
- The opportunities for integration and connectivity with the surrounding urban fabric, i.e. showgrounds; and
- The potential for a public art zone in the north-eastern corner.

As tertiary education institutions provide an excellent location to showcase and promote sustainable development, a set of sustainability principles have been prepared for direct application within the STEP area.

Feedback from various institutions as part of the consultation phase indicated a desire for the STEP area to accommodate a common library facility. It is envisaged that a new joint municipal and tertiary education library facility could be established similar to the library at Mildura involving a partnership between Council and Sunraysia Tafe. A similar facility is proposed at Wangaratta. The feasibility of establishing a communal library facility within the STEP area should be further investigated.

## **STEP Development Plan Implementation Framework**

The STEP Development Plan Implementation Framework provides a structured and transparent pathway to facilitate the co-ordinated and sustainable growth of the STEP area. The implementation framework had been designed to provide a practical but flexible approach to the management of new land use and development within the precinct.

Key future actions associated with the implementation framework include:

- Amending the Municipal Strategic Statement;
- Applying a Development Plan Overlay; and
- Including a STEP Development Plan Report reference in Schedule to Clause 81.

The application of a Development Plan Overlay (DPO) as part of the initial Amendment to the Greater Shepparton Planning Scheme will put in place the formal statutory mechanism to require a development plan for the STEP.

Given the diversity of land ownership throughout the STEP area, a development plan may be prepared and implemented incrementally or as a whole depending on the proposed extent of development. Once a stage development plan has been approved, the DPO stipulates that all planning permits granted by Council must be 'generally in accordance' with the development plan.

The STEP Development Plan Implementation Framework defers the rezoning of a stage or a site until after the development has occurred. The recommended zone for application to the STEP area is the Public Use Zone 2 – Education (PUZ2). Three different rezoning options have been developed to facilitate the transition of all land within the STEP area to a Public Use Zone 2 – Education (PUZ2).

The STEP Development Plan Implementation Framework should be regularly reviewed to assess its overall performance in meeting the objectives of the STEP area. The MSS review cycle is considered to be the optimal time for Council to undertake this review.

## **Summary**

The STEP Development Plan Report has been prepared to guide the form and layout of the overall precinct. Importantly, it establishes a strategic planning framework that will:

- Identify and address any opportunities and constraints that will affect the development of the STEP area;
- Provide direction about the objectives and desired development outcomes for STEP and the overall form that development is expected to take;
- Provide certainty to existing landowners within the precinct as well as third parties about the form of development envisaged for the STEP area;
- Nominate the appropriate planning tools to achieve the desired STEP development outcomes and the overall form of development; and
- Ensure the Schedule to the DPO leads to the attainment of the desired development outcomes.

The desire to attract and, more importantly to retain well-educated students will be a greater challenge for regional areas in the years ahead particularly with the loss of university students and graduates to major centres. The STEP Development Plan will provide Shepparton with a unique educational experience and as a consequence, a competitive advantage relative to other regional centres such as Albury/ Wodonga, Ballarat and Bendigo.

# 1.0 Introduction

## 1.1 Purpose

The purpose of the Shepparton Tertiary Education Precinct ('STEP') Development Plan is to provide a detailed strategic planning framework to consolidate and support the tertiary education sector within Greater Shepparton. Maunsell Australia Pty Ltd ('Maunsell') was formally engaged by Council in May this year to prepare an overall Development Plan for the identified STEP area and to provide Council with an accompanying implementation program for the incorporation of a suite of long term planning controls within the Greater Shepparton Planning Scheme.

From the various candidate sites identified within the *Strategy for Tertiary Education in Shepparton, 2005*, Council have selected the current site as the preferred location for the establishment of a tertiary education precinct. Refer to **Figure 1 Shepparton Tertiary Education Precinct**. The STEP is located to the east of the CBD and is bounded by North Street, Fryers Street, Railway Parade and the Midland Highway/ High Street. The purpose of this report is not to assess the overall viability of the STEP concept but to provide a useable and transparent planning framework to optimise tertiary education related uses and development.

To deliver a comprehensively planned precinct, the following 'report' seeks to:

- Engage the local community in order to achieve the visions of the STEP;
- Provide a planning framework to facilitate the co-ordinated and sustainable growth of the STEP area;
- Identify the future infrastructure and work required to fully implement the STEP; and
- Assist Council's decision making processes in the STEP area.

Fundamentally, the STEP Development Plan seeks to deliver on Council's aspirations for local tertiary education by improving the overall appeal and reputation of Shepparton as a seat of learning and development.

## 1.2 Background Overview

In February 2005, the Greater Shepparton City Council ('Council') formally endorsed the *Strategy for Tertiary Education in Shepparton (2005)*, prepared by Stride Consulting Pty Ltd. This report not only reinforced Council's on-going commitment to developing and sustaining Shepparton's tertiary and higher education sector but it also represented Council's commitment to providing quality tertiary education in a climate of change.

The City of Greater Shepparton has a long history of supporting the establishment and ongoing operation of tertiary and further education providers in the local region. Council's 2001 University Strategy, its successor, the Strategy for Tertiary Education in Shepparton (2005 – 2009) and the Memorandum of Understanding with Open Learning Australia provide tangible evidence of this commitment. Other strategic initiatives of Council such as the Greater Shepparton 2030 strategy recognise the need to diversify the economy from a "brawn" based economy to a "brain" based economy. There is increasing recognition of the "social capital" that can emerge from embracing a strong culture of education. Ongoing local employment, the retention of younger people and an expanded knowledge base are all social by-products of a healthy tertiary education sector.

The desire to attract and, more importantly to retain well-educated students will be a greater challenge for regional areas in the years ahead assuming that current trends that have seen the constant loss of

university students and graduates to major centres<sup>1</sup> continue. It will be important for the City of Greater Shepparton to put itself at a competitive advantage relative to other regional centres such as Albury/ Wodonga, Ballarat and Bendigo.

There are three key factors which underpin Council's commitment and support to attracting and retaining academic institutions in the local region. These factors are summarised as follows:

- (i) At present, the Shepparton region suffers Victoria's largest 'brain drain' with net losses 72.1% above the next region. In 2000, 2,963 university students left the region to study elsewhere, while 321 students stayed within the City.<sup>2</sup>
- (ii) The High Education Survey conducted by Council and Stride Consulting in October 2003 found that not only is the demand for university places higher than generally assumed, but that this demand would increase with increased supply of tertiary courses and places.<sup>3</sup>
- (iii) Shepparton is already placed in an advantageous position with 3 major universities (La Trobe University, Melbourne University and Australian Catholic University) and Goulburn Ovens TAFE located within the City.

The *Strategy for Tertiary Education in Shepparton, 2005* provides a series of updated recommendations and strategies for the future development of the tertiary education sector within Shepparton. Council's desire to improve the provision of tertiary education within Shepparton is now being realised with GO TAFE effectively "bursting at the seams" on land adjacent to the STEP area and La Trobe University committing to the establishment of their own university facilities on a parcel of land located within the STEP area.

A key recommendation contained within the *Strategy for Tertiary Education in Shepparton, 2005* is the need to establish a comprehensively planned tertiary education precinct within the Shepparton Central Business District ('CBD').

### 1.3 Elements of the STEP Development Plan

The STEP Development Plan Report incorporates the following key elements:

- An identification of the both the land use and development opportunities and constraints for the STEP area;
- A review of the existing strategic planning policy base and statutory controls within and outside of the Greater Shepparton Planning Scheme;
- An analysis of regional demographic trends;
- A snapshot of the tertiary education sector in the local community and the wider context at a State and Federal level;
- A summary of the consultation undertaken with various community stakeholders including local residents, businesses, servicing agencies and academic institutions;
- An identification of the facilities and infrastructure services necessary to support the development of the STEP area;
- An analysis of the potential zoning, overlay and planning policy changes required to guide future land use and development within the STEP area;
- A triple bottom line analysis of relevant economic, environmental and social considerations;

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<sup>1</sup> Department of Sustainability and Environment (2003) *Regional Matters: An Atlas of Regional Victoria* p61

<sup>2</sup> City of Greater Shepparton, 'Strategic Plan for Shepparton's Development as a University City'. 2001

<sup>3</sup> Stride Consulting Pty Ltd, 'Report on the Higher Education Survey'. October 2003

- A precinct movement analysis including an assessment of the local traffic and parking conditions;
- An analysis of existing physical infrastructure provision and an identification of future infrastructure requirements;
- An urban design assessment including the preparation of a STEP Concept Plan and urban design principles for the STEP area;
- A set of sustainable development principles to guide the future design and layout of the STEP area;
- A comprehensive but flexible planning decision making framework to ensure that future development within the STEP area meets the desired planning outcomes; and
- Appropriate planning scheme amendment documentation to formally “incorporate” the STEP Development Plan within the Greater Shepparton Planning Scheme.

Figure 1 - Shepparton Tertiary Education Precinct (STEP)



01 S.T.E.P LOCATION PLAN  
SCALE: NTS

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SHEPPARTON TERTIARY EDUCATION PRECINCT  
PROJECT DETAILS  
DRAWING TITLE  
S.T.E.P LOCATION MAP

UD01	B
DRAWING NO.	REVISION NO.
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SHEPPARTON TERTIARY EDUCATION PRECINCT

## 2.0 Site Description of STEP

### 2.1 Precinct Description

The STEP area essentially comprises an irregular shaped block, centrally located within Shepparton urban area. The STEP area incorporates multiple landholdings bounded by North Street, Fryers Street, Railway Parade and the Midland Highway/ High Street. The Precinct is bisected by Stewart Street, which runs through the site in an east-westerly alignment.

The Precinct comprises approximately 3.2 hectares of land. Land within the Precinct is currently zoned Business 1 and Business 5 under the Greater Shepparton Planning Scheme. Various residential and commercial land uses currently within the STEP area.

The main forms of land use existing within the STEP area include:

- Small scale and home office type businesses, (i.e. medical centres) in residential buildings;
- Commercial and light industrial uses which include, tyre retail outlets and automotive repair shops, both used and disused;
- The Goulburn Valley Hotel, convention centre and drive-through bottle shop;
- Car parking facilities; and
- Residential properties, including an apartment building, a four-unit development and a series of single dwellings.



**Photo 1: A disused car workshop on what is known as the Pan-o-market site.**



**Photo 2: The apartment building on Fryers Street.**



**Photo 3: Medical Suites on the corner of Railway Parade and Fryers Street**



**Photo 4: The Goulburn Valley Hotel on the corner of High Street and North Street**

## 2.2 Heritage Places

### 2.2.1 Residential Properties

At the commencement of the STEP Development Plan Project, an initial assessment of the STEP was undertaken by Council's Heritage Consultant. It was established that a group of four residential properties lining the extension of Skene Street, whilst individually possessing "little cultural heritage significance", have "good streetscape value" due to the collection or grouping of structures from varying architectural eras.<sup>4</sup> The dwellings are not currently listed within the Schedule to the Heritage Overlay in the Greater Shepparton Planning Scheme.

Council's Heritage Consultant assessed that the four dwellings have local significance on the basis of the following values:

- *Stylistic details and architectural qualities;*
- *Intactness and integrity;*
- *They are representative examples of a certain type and style; and*
- *They present as a cohesive group of houses, showing similar characteristics, scale and general proportions.*

### 2.2.2 Goulburn Valley Hotel

The Goulburn Valley Hotel is located on the corner of High Street and North Street. The hotel, excluding the modern additions comprising the convention centre and bottle shop, is listed within the Schedule to the Heritage Overlay in the Greater Shepparton Planning Scheme. The citation is HO81.

Constructed in 1928, the relevant Statement of Significance describes the Goulburn Valley Hotel as:

*...a double-storey, inter-War style corner hotel with a rendered brick façade and hipped roof clad in corrugated galvanised steel. A wide rendered and parapet return verandah, supported on piers with stylised Art-Deco capitals runs along both street frontages where there are stepped and raked pediments bearing the words Goulburn Valley Hotel 1928 in pressed cement lettering...*

A gambling licence for the use of gaming machines is currently issued to the site. Other commercial uses undertaken in association with the hotel include a bar, a bistro and the convention centre rooms which are also used for parties and other events.

## 2.3 The STEP Surrounds

A land use survey of the urban area surrounding the STEP was completed by the Project Team as part of the background research phase. Although the urban form is dynamic and in a constant state of transition, by identifying the key surrounding land uses, the contextual implications for the future development of the STEP area can be assessed.

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<sup>4</sup> Greater Shepparton City Council – STEP – Historical Advice 2005

The following key existing land uses have been identified follows:

### **2.3.1 GO TAFE**

The Goulburn Ovens College of TAFE ('GO TAFE') has occupied the block bounded by Fryers Street, Corio Street, North Street and Stewart Street for approximately 20 years. The TAFE offers a variety of full and part time courses in a series of buildings located across the GO TAFE site.

La Trobe University is also currently located in the eastern portion of the main campus building on the GO TAFE site. On campus library and cafeteria facilities are shared by GO TAFE and La Trobe.

### **2.3.2 The Shepparton Showgrounds**

The Shepparton Showgrounds are located on the eastern side of the railway line, which is located immediately to the east of the STEP area. The Shepparton Showgrounds is the major recreational open space asset within the City of Shepparton. It occupies approximately seven hectares of land with the principal frontage along High Street.

In recent years maintaining and upgrading the site has become increasingly difficult, and in 2004, plans to reinvigorate the site for public use were released by Council. The Shepparton Showgrounds Master Plan details the elements of the showground complex that will be retained, and it identifies the location of future multi-purpose public buildings and spaces that will be utilised for a range of activities throughout the year. The re-developed showgrounds will '*serve both as an open park and as an event centre which will generate income, stimulate commerce and attract visitors*'.<sup>5</sup>

The north-western corner of the showgrounds complex will eventually be the site of a large multi-use building. The building is expected to have a clear span space of between 2,500 and 3,000 square metres with a high roofline, concrete floor and available utilities to support a wide variety of events. Works undertaken to date have involved the relocation of the grandstand and the associated bar, which have been repositioned to enable Fryers Street to be extended through the existing showgrounds and connect with Archer Street.

The showgrounds have local heritage significance and are identified as HO90 within the Greater Shepparton Planning Scheme.

### **2.3.3 SPC Ardmona**

SPC Ardmona (acquired by Coca-Cola Amatil in February 2005) operates their main preserving and canning manufacturing plant to the north of the Shepparton Showgrounds. Following the extension of Fryers Street through to Archer Street, the northern part of the showground will be occupied by SPC Ardmona where their existing operations will be expanded and a new warehouse facility will be developed. The entire site comprises a total of 3.22 hectares.<sup>6</sup> It is noted that the planning permit application for the proposed extension (dated June 2005) requests permission to develop a finished goods warehouse with a floor area of approximately 2.12 hectares. The proposal also includes plans to develop an administration and amenities areas, a security gatehouse, undercover despatch areas, receiving bays, truck parking areas and staff parking areas. Up to 27 people are to be employed and a total of 46 staff only car spaces are to be provided. Visitor parking is to be accommodated within the existing car parking area at the existing warehouse.

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<sup>5</sup> Alan Talbot, 'Shepparton Showgrounds Business Plan'. June 2005

<sup>6</sup> 'SPC Ardmona Town Planning Application', prepared by Ellis Group Architects, 2005

#### 2.3.4 VicTrack Rail Reserve

The strip of land directly south east of Thomas Street is reserved for railway activities and is managed by VicTrack on behalf of the State Government. This land is currently leased to Patrick Corporation. Council are currently in negotiations with the Patrick Corporation to secure this land for the provision of car parking for the STEP site.

#### 2.3.5 Other Surrounding Land Uses

Other land uses within the immediate vicinity of the STEP site include:

- A cluster of industrial uses to the south of the site and north beyond the SPC Ardmona;
- A range of commercial uses, primarily along High Street to the south and south-east of the site, including Officeworks, Liquorworks and various other smaller commercial enterprises;
- The Shepparton Railway Station is located approximately 100 metres south of the STEP site. This railway line services both freight and passenger trains and it connects Shepparton to the Melbourne and Sydney rail networks;
- An Ampol Petrol Station occupies a corner site directly to the south of the STEP area;
- Land to the west of the site is generally occupied by a suite of light industrial and commercial uses, including a hotel, eateries and retail outlets; and
- Land on the northern side of the STEP site is primarily used for residential purposes. Dwellings in this area and around the STEP site are generally post-war single dwellings. A number of individual sites have however been redeveloped and contain multi-unit and modern residential developments.

Please refer to **Figure 2 overleaf** for a plan identifying the existing land uses within the STEP area and its surrounds.

Figure 2 – Existing Land Uses within the STEP area and its Surrounds



# 3.0 STEP Development Objectives and Features

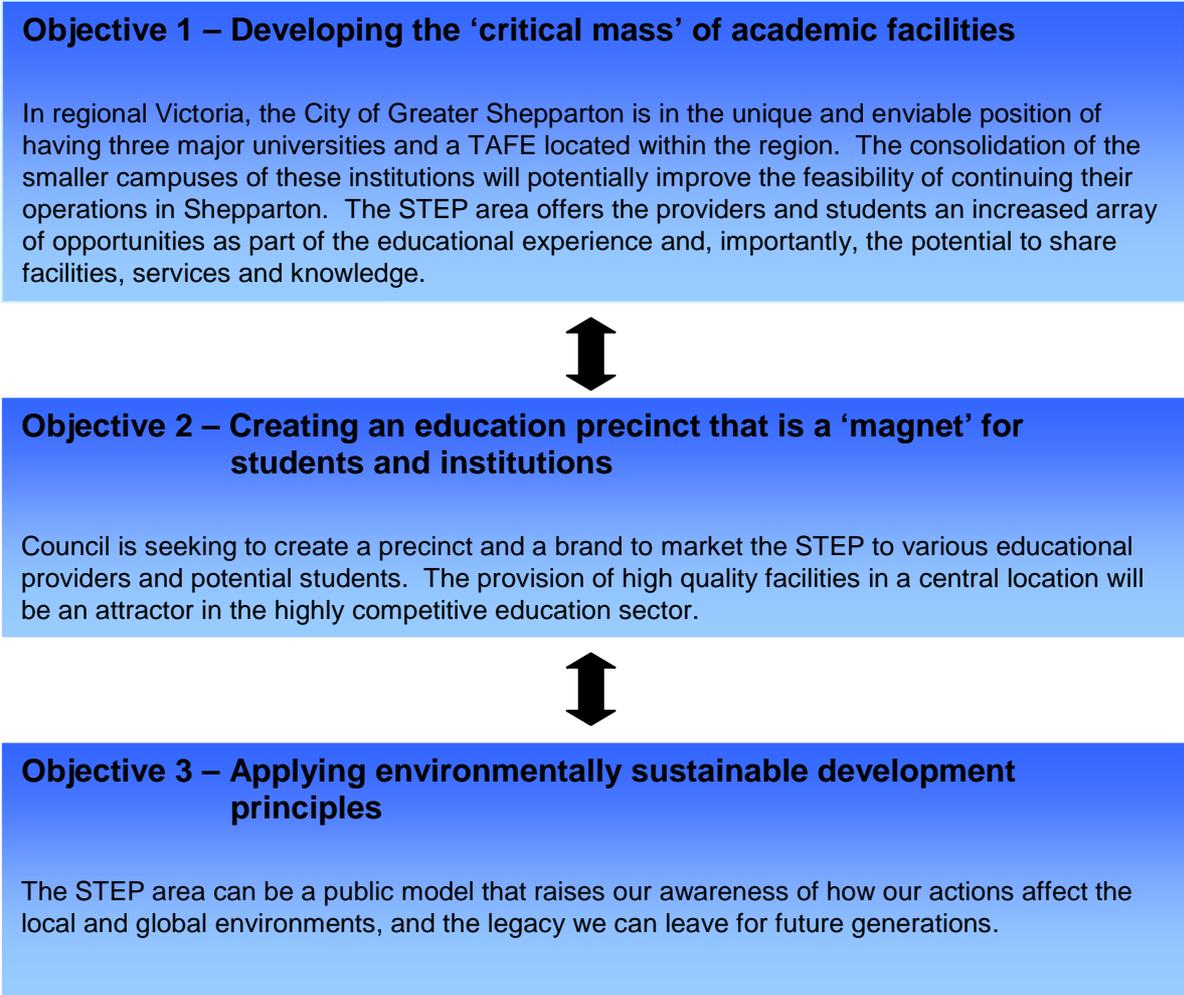
The primary objective of the STEP Development Plan is to provide an overarching, strategic planning framework to guide the future establishment and potentially consolidation, of tertiary education facilities within the STEP area.

Given the extent and diversity of land ownership within the STEP area, Council, as the “Responsible Authority” in local land use and development matters, seeks to implement a comprehensive and transparent planning framework to achieve a co-ordinated, cost effective and sustainable development of the precinct. Ultimately, the objectives for STEP are designed to deliver both an educational and urban regeneration outcome based on triple bottom line principles. That is, environmental, economic and social principles.

## 3.1 STEP Development Objectives

The STEP Development Plan has been prepared based on the following primary and secondary objectives:

### 3.1.1 Primary Objectives



## Objective 4 – Encouraging high quality urban design outcomes

The development and design of STEP should reflect the aspirations and values of Shepparton's residents. It should be accommodating, inspiring, inviting, and enduring. Urban design principles for the STEP shall seek safety in design, ease of access to and through the site and the specific requirements of academic institutions.



## Objective 5 – Synergising with existing Council strategies

The STEP Development Plan will provide guidelines for the future development of the precinct reflective the strategic principles and objectives contained within the Greater Shepparton Planning Scheme and the recently implemented Greater Shepparton 2030 Strategy.

### 3.1.2 Secondary Objectives

In addition to the overarching primary objectives listed within Section 3.1.1, the following secondary level objectives were identified in the preparation of the STEP Development Plan Report.

- Providing opportunities for more student housing including affordable housing to broaden the mix of accommodation options in and close to the CBD;
- Creating a focus for cross-sectoral as well as cross-institutional educational collaboration and pathways development;
- Introducing a venue and base for cross-sectoral VET and technical education;
- Establishing a science or technology precinct – perhaps equally or more likely a centre for rural/regional services, business support, etc;
- Using the opportunity of developing a 21st century precinct as a good example of modern technology and good urban design, and one that could embrace solar energy, water re-use and energy efficient design;
- Improving the visual appearance of the CBD and links to and from the precinct;
- Promoting pedestrian and cyclist links across the CBD to encourage greater use of non-polluting forms of transport and a reduced reliance on the car by university students and others who work in the precinct;
- Addressing problems of fear of crime in the Mall and surrounding areas by bringing more people into the town centre in the evening and identifying other improvements, such as street lighting and street furniture that will assist in branding the STEP as an integral part of Shepparton's urban fabric;
- Promoting an evening and night time economy by bringing in more people to the CBD and, in doing so, help promote Shepparton as a destination point for visitors able to enjoy local produce and a burgeoning restaurant and café scene; and
- Providing a focus for e-learning with a common library facility.

## 4.0 Tertiary Education Sector Overview

### 4.1 Existing Tertiary Education Providers in Shepparton

In the 2005 academic year, three universities are delivering a total of seven bachelor, one higher education diploma and six graduate diploma programs in Greater Shepparton through classroom teaching. The university providers in Shepparton are the Australian Catholic University, the University of Melbourne and La Trobe University. A fourth higher education provider, Open Learning Australia, is offering a range of special services through its Shepparton Learning Centre and this will supplement the distance education programs from the six universities whose degrees it offers.

The operational and structural arrangements for Shepparton's tertiary education providers are summarised as follows:

#### 4.1.1 GO TAFE

GO TAFE's main Shepparton campus is the Fryers Street campus. GO TAFE also runs courses from the William Orr campus, which is located approximately 8 km north of the CBD. GO TAFE also has campuses in Benalla, Seymour and Wangaratta. GO TAFE provides educational courses for a high proportion of people in the local community. In 2003, GO TAFE in Shepparton had 8,871 registered students involved in various programs, the effective full-time equivalent being 2,652.<sup>7</sup> The following areas of education and training are provided for at GO TAFE:

- Automotive
- Building and Construction
- Business Studies
- Community and General Education
- Electrical and Electronics
- Engineering
- Food Processing
- Health
- Social and Community Services
- Koorie Education
- Media Arts
- Migrant Education
- Hospitality and Baking
- Sports Administration

GO TAFE is planning to restructure the location of their various courses. It is proposed at some point in the future to relocate the more-industrial related trade courses from the Fryers Street campus to the William Orr Campus. Courses to be moved include Automotive, Electrical and Electronics and Engineering. The move to the William Orr Campus will provide these more workshop-based activities with the necessary space requirements. It is also understood that GO TAFE are looking to takeover the VET Courses run at Dookie.

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<sup>7</sup> Stride Consulting Pty Ltd. 'Strategy for Tertiary Education in Shepparton 2005-2009'. 2005

#### 4.1.2 La Trobe University

In 1994 La Trobe University first established a presence in Shepparton. The university is currently located within several buildings situated within the GO TAFE Fryers Street campus. La Trobe University's main campus, including the administrative wing of the organisation is located in Bundoora. Further regional campuses are located in Mildura, Bendigo, Albury Wodonga and Mount Buller.

La Trobe Shepparton operates full undergraduate degree programs in Arts, Business and Commerce. La Trobe also offers graduate diplomas in Shepparton in:

- Business Studies
- Education (Primary)
- Technology Education
- Accounting
- Educational Studies
- Vocational Education and Training

In 2004, La Trobe University had 301 students enrolled at its Shepparton campus. This represents a 4.5% increase on the total student enrolment in 2000. In EFTSU's, La Trobe University's student load in Shepparton campus had an over-enrolment of 23%. This was the highest in percentage terms of any other La Trobe campus.

In order to strengthen La Trobe's position in Shepparton and to allow GO TAFE to expand at the same time, La Trobe has been looking to acquire its own campus within Shepparton. As a result of Commonwealth Government funding and State Government funding, a site within STEP has been purchased on behalf of La Trobe. The 6000m<sup>2</sup> site, known as the 'Panamarket' site, is located within the STEP area adjacent to the south-eastern corner of the intersection of Fryers Street and North Street.

#### 4.1.3 The University of Melbourne

The University of Melbourne has a significant presence in the Shepparton region with three separate educational venues. These are:

- Dookie College, founded in 1886, formally became part of the University of Melbourne in 1994. The Dookie campus is located 30km to the east of the Shepparton CBD. It offers a range of higher education and TAFE programs. In June 2005, the University of Melbourne Council resolved that the Faculty of Land and Food Resources should enter into negotiations to transfer its VET programs from Dookie to alternative VET providers (i.e. GO TAFE). The University is currently in consultation with other institutions and has already identified a number of such providers to run these programs. Dormitory accommodation is available for all first year students and students in their second year, third year, and post-graduate students may elect to share one of the houses or fully furnished six bedroom apartments available on campus;
- The second University of Melbourne campus is the School of Rural Health. It was established in 1988. This campus is located 2km north of the Shepparton CBD and is situated opposite Goulburn Valley Health. This campus also provides student accommodation for up to 50 students; and
- The University of Melbourne Nixon Street Office was officially opened in 2003. This facility is located in the Shepparton CBD, opposite the Eastbank Centre and near the existing municipal library. The building is primarily an administration office for the university, although the Academy of Sports, Health and Education ('ASHE') is also currently operating out of this facility.

The University of Melbourne offers a number of programs within the Shepparton region. At undergraduate level, full programs are offered in agriculture, rural business and early childhood development (offered by distance education).

For graduate or post-graduate students, the University offers programs in agriculture, resource management and environment, wine technology and viticulture, health promotion and rural health.

These programs range from a graduate certificate level through to a PhD level. In 2005 the University also proposed to offer a Diploma of Education (Secondary) program. Despite significant interest from prospective students, the program was cancelled for 2005, due to a lack of applicants satisfying the requisite TER level.

ASHE was founded in 2004. The program is conducted in partnership with Rumbalara Football Netball Club. The program currently operates out of the Nixon Street level, and is conducted at VET certificate level.

It was reported in the 2005 Strategy for Higher Education in Shepparton that the totals of University of Melbourne student numbers (not EFTSU's) in the Goulburn Valley in 2004 were in the order of 600. In the same year, it was estimated that the university had 15 – 20 postgraduate students in Shepparton, and the total number of TAFE students at the Dookie College was 233.

#### **4.1.4 The Australian Catholic University**

The Australian Catholic University has offered programs in Shepparton for several years, by virtue of periodically offering certain components of graduate programs, including the Master of Educational Leadership, in Shepparton. ACU currently operates out of Notre Dame College in Shepparton; a Preschool through to Year 12 School with a 15-20 acre campus. Notre Dame is located a few hundred metres north of the Shepparton CBD.

This year, ACU commenced Diploma in Education (Secondary) program at Notre Dame College. In 2004, 55 HECS places were allocated to this course by the Commonwealth Government.

## **4.2 State of Play in the Education Sector**

### **4.2.1 Private Providers**

Substantial change, structural as well as operational, has become an ongoing reality in higher education sector in Australia. In this context, it is therefore important to highlight the key factors that may impact on the future development of the tertiary education sector in Shepparton.

In addition to the establishment of self-accrediting universities in Australia, there are currently more than 100 private providers offering their own accredited degree programs. Private provider growth is a real possibility and as market opportunities arise there will be regional implications. The private provider process is receiving encouragement and support from various government initiatives including the streamlined accreditation processes and the Commonwealth Government's Fee Help scheme.

### **4.2.2 Strategic Directions**

An important feature of the current higher education landscape is that the established universities are not only moving to strongly differentiate and brand themselves, but also to establish their own individual priorities and foci. Traditional conceptions of universities will very likely be redefined as this process continues. Current discussions about differentiating between teaching and research universities are part of this broader development and this is likely to result in widening structural and operational differences between universities.

These developments will clearly have implications for regional operations, as exemplified – in this case to Shepparton's benefit – by the 2004 La Trobe University review that has resulted in a clear commitment by La Trobe to a stronger presence in Shepparton. Another example is The University of Melbourne, which in addition to its withdrawal from its regional VET operations, is at the time of writing, engaged in a stakeholder consultation process that could contribute to changes in strategic directions that may possibly alter emphases in its Goulburn Valley Initiative. It is, for example, possible that the balance of a university's regional involvement might swing more towards research

than teaching. In the context of universities placing increased emphasis on their corporate direction and strategies, Shepparton's commitment to being a player in relation to higher education – as evidenced for example by development of a tertiary education precinct – may help to maximize its potential.

#### **4.2.3 Funding Arrangements**

Income from government is generally declining as a proportion of overall university revenues. For example, for La Trobe University, Commonwealth and State Government grants fell as a proportion of total revenue from 68% in 2000 to 62% in 2004, (2004 Report, p. 20). In 2004, more than half the University of Melbourne's revenue came from non-government sources, and only 7.7% from the Higher Education Contribution Scheme, (2004 Report, p. 100). At the same time, Commonwealth-supported places are increasingly allocated to higher education institutions for delivery in specific locations/campuses, and linked with specific degree programs. This would probably block attempts by universities to shift places away from a regional campus, and enable governments to strengthen regional operations.

#### **4.2.4 Government Involvement**

The Commonwealth and the Victorian Governments are both supportive of regional higher education. For example, a loading was recently introduced for Commonwealth-supported (HECS) places at regional campuses in recognition of higher delivery costs. At the state level, the October 2002 Ministerial Statement on Victorian Higher Education expressed a 'commitment to ensuring that all Victorians, whether in metropolitan, rural or regional areas, are provided with opportunities to enhance their skills through access to higher education'. To the extent that this commitment translates into funding, it provides an incentive for higher education providers to be regionally active.

Both levels of government are also committed to increased collaboration between institutions and sectors – e.g. VET and higher education - including stronger credit transfer and articulation arrangements. Development of a tertiary education precinct has the potential to play a significant role, especially in a regional situation, in advancing such objectives.

Demand for higher education continues at high levels in Victoria. We understand that patterns of demand for places in regional locations are a subject of current research. Rising higher education fees are likely to make the option of studying in Shepparton and living at home more viable for post-secondary students from the region. Victorian Government figures show that the number of university places per 100,000 head of population, are substantially lower in the Goulburn-Ovens-Murray region than anywhere else in Victoria. The rate of places was 255 university places (EFTSU) per 100,000 of population in Goulburn-Ovens-Murray, compared with a 634 average for non-metropolitan Victoria, and 1045 for metropolitan Melbourne.<sup>8</sup> These figures illustrate both the potential for growth both in the number of degree programs and student numbers in higher education in Shepparton, and for increased demand especially when prominent university facilities become available in a dedicated CBD tertiary precinct.

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<sup>8</sup> Knowledge and Skills for the Innovation Economy, a statement by the Hon. Lynne Kosky, MP Minister for Education and Training on future directions for Victorian Higher Education, October 2002, p. 13.

## 5.0 Planning Legislation and Policy Considerations

The *Planning and Environment Act, 1987* and the Victoria Planning Provisions ('VPPs') provide a framework for a strategic orientated approach to land use planning decision-making. In this context, a number of State and Local planning policies contained in the Greater Shepparton Planning Scheme provide a policy context for the STEP Development Plan and the consideration of future development within precinct.

### 5.1 The *Planning and Environment Act (1987)*

The *Planning and Environment Act, 1987* is the over-arching legislation for planning in the State of Victoria. The objectives for Planning in Victoria, as set out in the Act are to:

- Provide for the fair, orderly, economic and sustainable use, and development of land;
- Protect natural and man-made resources and the maintenance of ecological processes and genetic diversity;
- Secure a pleasant, efficient and safe working, living and recreational environment;
- Conserve and enhance buildings or places that have scientific, aesthetic, architectural or historical interest;
- Protect public utilities and other assets and enable the orderly provision and coordination of public utilities and other facilities for the benefit of the community;
- Facilitate development in accordance with the above objectives; and
- Balance the present and future interests of all Victorians.

### 5.2 Strategic Context - State Planning Policy Framework

The State Planning Policy Framework ('SPPF') comprises the overarching planning policy objectives that the Government of Victoria seeks to implement throughout Victoria. Amongst other policies, there are State policies relating to settlement, environment, economic development and infrastructure. Those policy areas that are pertinent to the STEP Development Plan have been identified and referenced as follows.

#### 5.2.1 Clause 14 – Settlement

##### **Objective**

*To ensure a sufficient supply of land is available for residential, commercial, industrial, recreational, institutional and other public uses (Clause 14.01-1).*

##### **Implications for the STEP Development Plan**

In accordance with Clauses 14.01-1 and 14.01-2 of the SPPF, development within the STEP area should provide an adequate level of detail to facilitate the co-ordinated establishment of the precinct for educational purposes.

## 5.2.2 Clause 15 – Environment

### Clause 15.11 – Heritage

#### **Objective**

*To assist the conservation of places that have natural, environmental, aesthetic, historic, cultural, scientific or social significance or other special value important for scientific and research purposes, as a means of understanding our past, as well as maintaining and enhancing Victoria's image and making a contribution to the economic and cultural growth of the State (Clause 15.11-1).*

#### **Implications for the STEP Development Plan**

In accordance with Clauses 15.11-1 and 15.11-2 of the SPPF, development within the STEP area should ensure the protection of buildings identified as having cultural and/or heritage value.

### Clause 15.12 – Energy Efficiency

#### **Objective**

*To encourage land use and development that is consistent with the efficient use of energy and the minimization of greenhouse gas emissions (Clause 15.12-1).*

#### **Implications for the STEP Development Plan**

In accordance with Clauses 15.12-1 and 15.12-2 of the SPPF, the STEP Development Plan should promote energy efficient building design and promote consolidation of urban development and the integration of land use and transport.

## 5.2.3 Clause 17 – Economic Development

### Clause 17.01 – Activity Centres

#### **Objective**

*To encourage the concentration of major retail, commercial, administrative, entertainment and cultural developments into activity centres (including strip shopping centres) which provide a variety of land uses and are accessible to the community (Clause 17.01-1).*

#### **Implications for the STEP Development Plan**

In accordance with Clauses 17.01 of the SPPF, development within the STEP area should promote energy efficient building design and promote consolidation of urban development and the integration of land use and transport.

### Clause 18 – Infrastructure

#### Clause 18.02 - Car parking and public transport access to development

### **Objective**

*To ensure access is provided to developments in accordance with forecast demand taking advantage of all available modes of transport and to minimise impact on existing transport networks and the amenity of surrounding areas (Clause 18.02-1).*

#### **Implications for the STEP Development Plan**

In accordance with Clauses 18.02-1 and 18.02-2 of the SPPF, development within the STEP area should facilitate access to the precinct from a range of travel modes, particularly through the provision of adequate and well located car parking.

### **Clause 18.03 – Bicycle Transport**

#### **Objective**

*To integrate planning for bicycle travel with land use and development planning and encourage cycling as an alternative mode of transport (Clause 18.03-1).*

#### **Implications for the STEP Development Plan**

In accordance with Clauses 18.02-1 and 18.02-2 of the SPPF, development within the STEP area should ensure that due regard is given to facilitating access to the precinct from a range of travel modes, particularly through the provision of adequate and well located car parking.

### **18.07 – Education facilities**

#### **Objective**

*To assist the integration of education facilities with local and regional communities (Clause 18.07-1).*

#### **Implications for the STEP Development Plan**

In accordance with Clauses 18.07-1 and 18.07-2 of the SPPF, development within the STEP area should ensure that due regard is given to integrating development of the precinct with the surrounding area and movement corridors should be designed so as to encourage safe bicycle and pedestrian access.

## **5.2.4 Clause 19 – Particular Uses and Development**

### **Clause 19.03 – Design and built form**

#### **Objective**

*To achieve high quality urban design and architecture that:*

- *Reflects the particular characteristics, aspirations and cultural identity of the community.*
- *Enhances livability, diversity, amenity and safety of the public realm.*
- *Promotes attractiveness of towns and cities within broader strategic contexts.*

*(Clause 19.03-1)*

### **Implications for the STEP Development Plan**

In accordance with Clauses 19.03-1 and 19.03-2 of the SPPF, development within the STEP area should ensure that the design and form of buildings for the site, while only indicative at this stage, are reflective of community aspirations, contribute positively to urban character and enhance the public realm.

## **5.3 Strategic Context – Local Planning Policy Framework**

The Local Planning Policy Framework (“LPPF”) forms part of the Greater Shepparton Planning Scheme. It incorporates the Municipal Strategic Statement (“MSS”) at Clause 21 and the Local Planning Policies at Clause 22. In the context of the STEP Development Plan, it is relevant to note the following LPPF provisions.

### **5.3.1 Municipal Strategic Statement (MSS)**

The Greater Shepparton MSS details a suite of visions, objectives and strategies in relation to future land use, development and conservation within the municipality.

#### **Clause 21.02 - Regional Context**

This Clause states that Shepparton has the fifth largest population of the municipalities containing major provincial centres in Victoria and in 1996 the population was in the vicinity of 55,200 people. Of the municipalities containing major provincial centres, Shepparton has one of the fastest growing populations. Shepparton / Mooroopna is the largest urban centre in the region and services a population of 110,000 people that extends well beyond the municipal boundary and features a bustling central business district. Shepparton provides a wide range of higher order services and facilities to the surrounding regional community.

#### **Clause 21.03 - Local Context**

The MSS indicates that the municipality’s population will grow at a rate of about 0.9% per annum to 63,100 persons by 2011. The main growth is expected to occur within Shepparton and Mooroopna.

#### **Clause 21.04 – Looking Ahead**

This clause identifies the corporate vision contained within the corporate plan, and includes an emphasis on the development and enhancement of educational opportunities.

#### **Clause 21.05 – Strategic Directions**

Council has developed a number of strategic directions in relation to the key land use and development issues for the City of Greater Shepparton. In relation to community development, Clause 21.05 identifies Shepparton as a major regional centre for educational services, including:

*The Goulburn Valley Base Hospital is a major provider of health services, is a training hospital and is now the selected site for future University of Melbourne health training. Major educational services are provided by the Shepparton campus of La Trobe University, the Melbourne University campus at Dookie and the Goulburn Ovens Institute of TAFE at Shepparton, all of which are major employers.*

In relation to Heritage, Clause 21.05 acknowledges that much of the built form heritage has been lost in the municipality, particularly within the Shepparton CBD.

### 5.3.2 Local Policies

To support the visions, objectives and strategies in relation to land use and development outlined within the MSS, Council has developed a number of local planning policies. The local planning policies of relevance to the STEP Development Plan are:

- *Clause 22.06 Streetscape, Landscaping and Urban Design Policy;*
- *Clause 22.07 Building Lines Policy; and*
- *Clause 22.09 Heritage Policy.*

#### **Clause 22.06 - Streetscape, Landscaping and Urban Design Policy**

This policy applies to Residential, Business and Industrial Zones. The objectives of this policy are to:

- *Create uniform and consistent landscaping design, and establish themes of materials, colours and patterns that will help to create a new and definable image for the municipality;*
- *Promote sustainable landscaping through the use of local and exotic species suitable for local conditions and other techniques;*
- *Promote thematic planting in select locations/streets when applicable; and*
- *Preserve historic tree planting and areas of landscape interest, and promote the use of indigenous and low maintenance plants.*

#### **Clause 22.07 - Building Lines Policy**

This policy applies to all land in the Residential, Low Density Residential, Township, Industrial, Business, Public Use, Special Use, Public Park and Recreation, Urban Floodway, and Public Conservation and Resource Zones. The objectives of this policy are to:

- *Ensure that urban development is appropriately located and sited in relation to streetscape and environmental attributes of residential areas;*
- *Encourage central urban commercial development to build to the property frontage; and*
- *Ensure that other commercial development and all industrial development can accommodate car parking and landscaping within their front setback areas.*

#### **Clause 22.09 – Heritage Policy**

This policy applies to all heritage places and precincts in the Heritage Overlay. The objectives of this policy include:

- *To recognise, conserve and enhance places in the City of Greater Shepparton identified as having architectural, cultural, natural or historic significance;*
- *To ensure that the cultural significance of a site, involving the aesthetic, historic, scientific, architectural or social value of a place to past, present and future generations, is assessed and used to guide planning decisions; and*
- *To encourage the retention of cultural heritage places and ensure that these places are recognised and accorded appropriate protection.*

### LPPF Implications for the STEP Development Plan

The STEP Development Plan must have regard to the relevant overview statements, objectives and strategies documented in Council's LPPF, as highlighted above.

The local policies provide micro level guidance for exercising discretion for planning applications. The key consideration to derive from the above local policies is that the development of this precinct should be appropriately designed having regard to the relevant policy objectives contained within the LPPF, with particular emphasis on the need to integrate the development of this area with the surrounding area, particularly the Shepparton CBD and residential areas to the north.

## 5.4 Other Planning Considerations

A range of other planning and technical documents prepared for and on behalf of Council need to be considered when preparing the STEP Development Plan. These planning and technical documents and their key messages are summarised below.

### 5.4.1 Greater Shepparton 2030 Strategy Plan (July 2005)

The Greater Shepparton 2030 Strategy Plan has been adopted in principle by the Greater Shepparton City Council. The strategy plan will provide a blueprint for building sustainable economic activity and maximising the quality of life in the municipality over the next 30 years. The strategy plan updates the previous City of Greater Shepparton Strategy Plan, prepared in 1996, which formed the basis of the current Municipal Strategic Statement in the Greater Shepparton Planning Scheme. A significant outcome of the Greater Shepparton 2030 Strategy Plan will take the form of amendments to the Greater Shepparton Planning Scheme, including an updated MSS.

The Strategy Plan contains an overall "Strategy Report", which is derived from a number of "background and analysis" reports. These reports provide facts, analysis and commentary on a number of matters of relevance to the preparation of the STEP Development Plan.

The second of the background and analysis reports relates to **housing and settlement**. In regards to outcomes to be achieved in the 20 years, this report identifies a number of outcomes relating to tertiary education facilities, including that Shepparton will become a university city attracting young people to stay with more serious and relevant degrees being offered.

The third background and analysis report relates to **community life** and in relation to education, identifies the need for the lifelong education of the community as a major theme. This report identifies the need for post-secondary education to be available in order to retain a proportion of local youth. The report states that '*the improvement of education facilities cannot be narrowly viewed as a competition for institutions from other regional cities*'. This report identifies that the provision of appropriate community facilities remains a primary objective of the strategy and that:

*In the pursuing of a model university city, GSCC is not seeking to attract a single tertiary institution to locate in or near the centre, and then wait for the positive multiplier effects on the local economy. Greater Shepparton 2030 encourages a unique model of a university city whereby courses are provided across a number of coordinated service providers. The potential flow-on effects include the retention of youth in the region, skills development, increased business and a stimulus to social interactions and community life.*

This report identifies the departure of young people from the region as a major issue needing to be addressed, and observes that a proportion of young people may wish to remain in the region and pursue educational activities. The report identifies the high expense for families of sending young people to Melbourne for tertiary education, which may be beyond the financial capability of many families, thus denying local people the opportunity to undertake tertiary studies. The concept of sending young people away to study may also conflict with family values and cultural norms for many families, particularly within the Aboriginal and Muslim communities. The report states that the University City concept has the potential to make the town centre more vibrant, retain more skilled young people, and create a 'Café Quarter'.

*GSCC has embarked on a strategy to develop a unique regional University City based on flexible degrees across existing campuses and links to other external campuses, rather than investing all efforts in retaining one major provider. The concept extends to education of all sectors, including skills and agricultural business training to local farmers.*

*GSCC prepared a strategy plan as background to a submission to a Ministerial discussion paper into regional universities. The aim of the strategy plan is to be a net importer of university students, with a target of 2000 students in Shepparton by 2006, and to retain local students by providing a real university alternative.*

*The plan for the 'university city'/tertiary education precinct will be based on a specialist model. It does not foresee the traditional 'university town' model which is dominated by one institution.*

*The specialist model will have the following characteristics:*

- *A number of universities / institutions with complementary degrees and double degrees;*
- *A university precinct in the city, not necessarily for tuition functions, but for services, libraries, entertainment and gathering places;*
- *Some studies based on the regions' competitive advantage – food studies and rural health, with links to local businesses;*
- *Supported on-line degrees;*
- *At least one exclusive high demand degree program;*
- *Interaction between staff, students and the local community; and*
- *A municipal library linked to TAFE.*

The strategies are to be implemented by a number of actions, as follows:

- *Apply the Development Plan Overlay to the site of the University Precinct;*
- *Prepare a master plan for the University City concept to be integrated with educational facilities in the Shepparton CBD;*
- *Prepare a Housing Strategy including a report on student housing and affordable housing issues report on student housing;*
- *Prepare a Community Services Map to link age cohorts and distribution of schools at all levels;*
- *Work with key groups to facilitate and promote ancillary facilities to support the University City Strategy;*
- *Prepare a marketing plan for the University City concept to inform the broader community about the integrated concept rather than a separate singular campus; and*
- *Pursue the establishment of a joint university/community/TAFE library facility.*

The fourth of the background and analysis reports relates to the **environment**, and is of relevance to the STEP Development Plan as this report addresses the issue of heritage. This report notes that the Heritage Overlay has been applied in the Greater Shepparton Planning Scheme to properties with recognised heritage value. The report contains strategies referring to the need to promote the protection of places of heritage value as these places contribute to the character of the municipality.

The fifth background and analysis report relates to **economic development**. This report identifies as one of the desired achievements to be reached in 20 years, the attainment of Shepparton as a learning university city with relevant broad degrees on offer, fulfilled youth and farmers having access to new skills, training and experience and with internationally renowned rural and food research institutions.

The report identifies the benefits of providing access to life long education within the municipality and states that:

*The long-term strength and well being of Greater Shepparton will be based upon the capacity of individuals and the community to learn, apply principles and drive innovation and change. Development is first and foremost about developing the local community so that it can position itself to the full advantage of a rapidly changing environment in which globalization and a range of technologies are the primary drivers.*

*For Greater Shepparton the establishment and maintenance of a learning community has many dimensions.*

- *The number of local tertiary and post secondary education places, not only draws young adults out of the community to Melbourne and other regional cities for education, but also makes it harder to subsequently attract them back;*
- *The need to build upon the of local academic based research and development, with an alignment to local agriculture and food industries, distances local business from the leadership and learning that is needed to stay ahead;*
- *The characteristics of a broad ethnic community and a relatively high level of international migration creates a special educational challenge in enabling these individuals and groups to be integrated and effective participants within the local community; and*
- *As the population ages, the need to provide learning and challenges that are relevant to the older age groups poses a new dimension.*

The response to the education and learning challenge in Shepparton will be a hallmark of the municipality's success.

*Already, the Council and others have moved forward with significant initiatives to establish Greater Shepparton as a university city. If effectively established, the community will be able to adapt to the changing environment and maintain skills relevant to the advancement of the region. Locally based knowledge and skills can sustain a stable local labour force that drives innovation to the benefit of local based industries. As a consequence of the educational issues being addressed Greater Shepparton would be a more equitable community.*

The strategy report also identifies the need for Shepparton to grow to fulfil its potential as a premier Australian regional centre, and that additional attention and investment into the provision of a range of tertiary and post secondary education is desirable. The report identifies the potential for the municipality to become a national leader, and internationally recognised in matters of food science and production, but that potential is not yet realised.

The report identifies the expected outcomes arising from the implementation of the strategy plan, the report expects that the municipality will be more attractive, including through distinctive urban design, and that the built form and character of the Shepparton CBD will have gone through further substantial change, with an increase in retail, commercial and entertainment activity, a redeveloped showgrounds, and the emergence of a new tertiary educational role.

#### **5.4.2 Shepparton Urban Design Framework (January 1999)**

Prepared by Collie Landscape and Design Pty Ltd, the study area for the urban design framework is the Shepparton CBD area bounded by Welsford Street to the west, North Street & Railway Parade to the East, Nixon Street to the north and Sobroan Street to the south. The purpose of the framework is to promote good design of the built environment and provide a vision for the development of the study area and includes guidelines for the design of non residential buildings and the provision of public art works.

The framework identifies four 'arrival points' into the Shepparton CBD with the STEP being located to the immediate north of one of these arrival points, being the Midland Highway where it enters the CBD from the east, and contains recommendations regarding development at this arrival point. The framework identifies seven precincts within the CBD, with one precinct being the land on which the TAFE building is located, with its considerable building setbacks contrasting with the other CBD areas. The STEP area is located within a precinct described as being '*generally of non-retail use that includes some dwellings, light industrial style buildings or offices with forecourt parking and the railway edge*'.

The framework identifies pedestrian linkages, and identifies Stewart Street, which dissects the STEP into northern and southern halves as an important east – west pedestrian link within the CBD. The framework also identifies the Goulburn Valley Hotel as a locally significant building.

The framework explains that the Shepparton community has expressed concerns regarding a perceived lack of character in the CBD and the lack of any consistent theme. In relation to building and landscape design, the framework states that the built form of new development should respect existing CBD elements, however it should be contemporary in design and show case progressive thinking in design, with an example being the Aquamoves building.

The materials to be used in new buildings should incorporate significant highlight materials that refer to Shepparton's context and setting, an example being the use of substantial timber elements to refer to the Red Gum bushland along the nearby river corridor. In relation to colours the framework states that new buildings will be expected to demonstrate the thoughtful and appropriate use of contemporary colour schemes that address the use of the building, the form and function of the building, the context of the building within the streetscape and the colours and textures of raw materials.

#### **5.4.3 Allom Lovell & Associates (Dec 2002) Greater Shepparton Heritage Study**

This study includes criteria for grading places and buildings of heritage significance. This grading system is used to justify the type of heritage planning controls over a site or building. The Goulburn Valley Hotel is identified as a "Grade B" place.

Grade B places provide evidence of the historical, agricultural and social development of the municipality, often on a regional level (the Goulburn Valley), because of geography and distance, rather than a local level, as defined by current municipal boundaries. Such places may make a considerable scientific (technological) or aesthetic contribution. The loss of these places would adversely impact on the cultural heritage of the region and the municipality. Grade B places are recommended for inclusion on the Register of the National Estate and individual Heritage Overlay controls in the Planning Scheme.

## 6.0 Strategies for Tertiary Education in Shepparton

### 6.1.1 Strategy for Tertiary Education in Shepparton, 2005

The Strategy for Tertiary Education in Shepparton 2005 takes a fundamentally different approach from earlier strategic work in promoting the development of the tertiary education sector in Shepparton. Council now acknowledges the role of other VET providers, as well as universities, in creating Shepparton as a knowledge centre into the future. The overall STEP “concept”, that is, developing an educational precinct of excellence in central Shepparton is all inclusive and GO TAFE, as a major educational provider, has a key role to play.

The Strategy also recommends that the precinct be generally located within the triangle created by GO TAFE, the Rural School of Health and Eastbank. The advantages of this location are that the Australian Catholic University is also located within this space, the attractiveness of the area and the potential to expand, for example it was envisioned that La Trobe may expand into the site next to GO TAFE.

In the time between Council's endorsement of this strategy in February 2005 and the issue of the brief for the STEP development plan in April 2005 Council have refined their strategies for developing tertiary education in the region. The underlying theory behind the common educational precinct has developed into a strategy which will allow for the future location of universities and VET institutions in one consolidated site, namely the series of separate landholding bound by Fryers Street, Thomson Street, North Street and High Street. The precinct will be designed to connect with the existing GO TAFE facility, effectively creating a precinct between Thomson Street through to Corio Street.

Council's overall vision is to facilitate and support a conglomeration of institutions in one area, where facilities and resources can be shared, where courses can be operated in collaboration and where the institutions can provide an overall more attractive option for prospective students. The co-location of these institutions will also help create the atmosphere of a larger, metropolitan campus, providing many students with an opportunity to experience a true multi faceted educational environment.

### 6.1.2 Strategic Plan for Shepparton's Development as a University City (2001)

Prepared by Stride Consulting Pty Ltd, this strategic plan details Council's strong resolve to make Shepparton a University City and was prepared as a reference document and working paper for Council and others involved in higher education in Shepparton. The document states that the Shepparton region suffers Victoria's larger brain drain, with students leaving for other regions to study, and an accompanying low participation rate in higher education.

The strategy plan contains a target of 2000 university students in Greater Shepparton by 2006 and identifies the importance of rapidly achieving a critical mass of university students, with the aim of having 5000 university students by 2011.

The plan identifies that the model for Shepparton to become a university city is unique in that it involves a number of universities, offering complementary programs on a co-operative basis. The plan identifies the need for a university precinct and recommends that conceptual and initial planning is undertaken for the proposed precinct. The plan recognises that Council needs to play a proactive role in promoting the University City concept, particularly given the number of institutions involved; otherwise it is unlikely that the concept will become reality.

The document highlights the importance of understanding what will motivate a university to establish operations in a regional city, often the availability of funding is the key factor but other factors such as enrolment demand and strengthening image are important factors. Shepparton does not currently have a focal point for tertiary education, and this is required in the form of a designated precinct. The

document details the current level of involvement by each institution in Shepparton and likely future involvement.

### **6.1.3 A Feasibility Study Concerning Student Accommodation Requirements for Shepparton's Development as a Major Education Centre (December 2000)**

Prepared by Stride Consulting Pty Ltd, the purpose of this study is to facilitate action to provide suitable accommodation for tertiary students in Shepparton. The study identifies the need for well located student accommodation close to campuses, due to the sourcing of many students from outside the Shepparton region. The study identifies a catch 22 situation which existed at the time of the study whereby the absence of student accommodation was preventing educational institutions from generating more demand in Shepparton, while at the same time the lack of student demand stifles the provision of more student accommodation.

The study recommends that action be taken immediately to provide student accommodation in the 2001 academic year and the establishment of an organizational board to set up and manage student accommodation. The study also contains recommendations regarding how to spur investment in student accommodation and possible locations for accommodation of this sort.

### **6.1.4 University Centre Feasibility Study (2003)**

Prepared by Stratcorp Consulting Pty Ltd, the purpose of this study is to examine the feasibility of establishing a 'Shepparton / Goulburn Valley University Centre' to be owned by the Greater Shepparton City Council, with educational services to be provided by a number of institutions. The site selected for the centre is on Crown Land adjacent to the existing Civic Centre, in the Shepparton CBD.

Concept plans developed for the site included a three level complex incorporating basement car parking, stage 1 of which is to be constructed at a cost of \$8.0m of which the Council is to contribute \$3.0m of seed funding, providing enough space for the teaching of 450 students, with an ultimate capacity following stage 2 of 550 students.

## 7.0 Existing Planning Controls

### 7.1 STEP Zonings

The STEP area is located on the eastern fringe of the Shepparton CBD. The majority of the land located within the STEP area is zoned Business 1. Part of the northern section of the STEP area is zoned Business 5. Please refer to **Figure 3** for a Zoning Map below:

Figure 3 – Zoning Map



The **Business 1 Zone** comprises Clause 34.01 of the Greater Shepparton Planning Scheme. The purpose of the Business 1 Zone is:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies; and
- To encourage the intensive development of business centres for retailing and other complementary commercial, entertainment and community uses.

The **Business 5 Zone** comprises Clause 34.05 of the Greater Shepparton Planning Scheme. The purpose of the Business 5 Zone is:

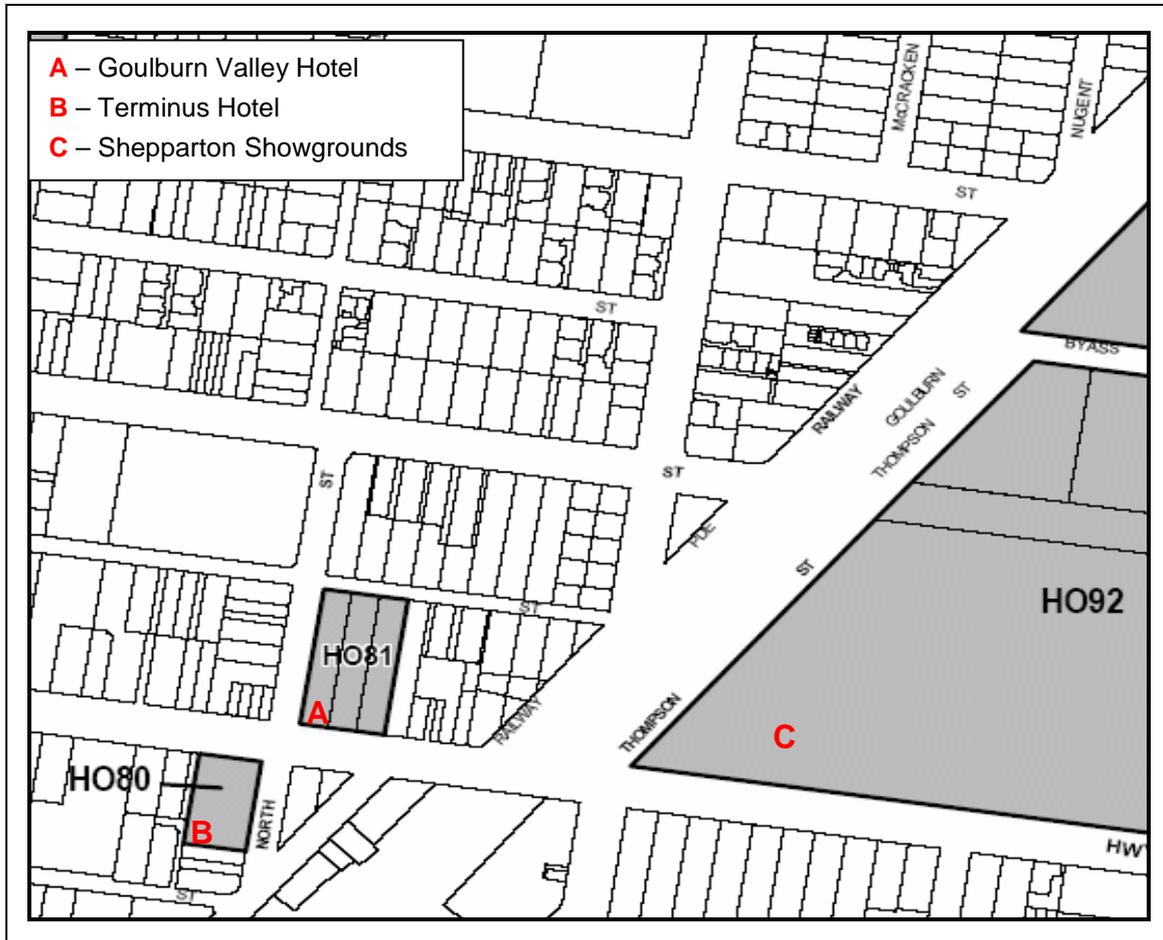
- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies; and
- To encourage the development of offices or multi-dwelling units with common access from the street.

An overview of the existing planning controls and the use and development implications is attached and marked **Appendix A**.

## 7.2 Overlays

The Heritage Overlay affects land within the south western corner of the STEP. The site contains the Goulburn Valley Hotel. Refer to **Figure 4** below for the location of the Heritage Overlay within the STEP site and the surrounding area.

Figure 4- Location of the Heritage Overlay



As previously identified, Heritage Overlay HO81 affects the Goulburn Valley Hotel located at 233-251 High Street, Shepparton.

In terms of the specific heritage controls for the hotel, internal alteration controls and paint controls do not apply to the site. The hotel is not included on the Victorian Heritage Register under the Heritage Act 1995. Prohibited uses are not permitted in the hotel building.

## 8.0 Regional Demographic Profile

An understanding of the demographic profile for the region is an important consideration in the overall development of the STEP. The overall demographic trends currently occurring in the region will have implications for the staging and timing of the development of the STEP. Apart from the strategic location decisions made by individual institutions, the regional demographic drivers will have a key role in determining the overall success or failure of the STEP. The following section summarises the current demographic characteristics of the Shepparton Region, and provides an assessment of STEP against the prevailing trends.

### 8.1 Population Change

The following section references the Australian Bureau of Statistics data for the *Greater Shepparton Local Government Area*.

#### 8.1.1 Population Growth

At the 30 June 2004, Greater Shepparton had an estimated resident population of 60,403 people. The estimated resident population of Greater Shepparton is projected to increase from 58,150 people in 2001 to 81,378 people by 2031. This equates to an average annual increase of 1.13 per cent between 2001 and 2031. In the same period the population of Victoria is projected to increase at an average annual rate of 0.87 per cent and regional Victoria by 0.79 per cent.<sup>9</sup>

#### 8.1.2 Age Structure

The changes to the regions age structure will have a significant impact in the years ahead for Greater Shepparton. In 2001 the proportion of people aged 60 years or more was 16.6 per cent in Greater Shepparton and 19.5 per cent in regional Victoria. By 2031, these figures are projected to be 27.9 per cent for Greater Shepparton and 35.9 per cent for regional Victoria.

While the population of Greater Shepparton is ageing generally in accordance with the balance of Victoria, Greater Shepparton is also experiencing a specific loss in the 20 – 24 year-old age group.

While the figures demonstrating the changes in age structure, show that while the 1976 age structure is representative of large families, a higher birth rate and lower life expectancy rates, the graph showing the data from the most recent census in 2001 demonstrates an increased proportion of aged persons and a reduced representation of people aged between 20 and 24 years old. The graph for 2011 tells us we can expect a greater proportion of older persons, the same deficiency in the 20-24 year old age group and a general increase in the number of middle-aged persons.

DSE's *Victoria in Future 2004* documents factors that can either pull people towards locating within the municipality or push them to relocate outside of the region. These factors are termed 'pullers' and 'pushers' and cite reasons like 'high living costs' or 'inappropriate local housing' as reasons why people might relocate. One of the six top reasons why people choose to move is **limited further education opportunities** while a **wide range of further education opportunities** is listed as why people might consider locating in any given place.

This fact may explain the drop in 20 to 24 year olds – when the time comes to undertake tertiary education many residents of Greater Shepparton may need to leave the municipality to seek the programs and courses they require. Another key observation is the relatively large amount of younger people in municipality (with 23.6% of the population aged between 0 and 14 years) compared to regional Victoria and the whole of Victoria.

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<sup>9</sup> DSE *Victoria in Future 2004*, 2004

## 8.2 Employment and Industry

Greater Shepparton's labour force is primarily employed in the Agriculture, Forestry and Fishing, Manufacturing, Retail Trade, Health and Community Services. The employment figures for the region present a similar labour force distribution to the rest of regional Victoria, however it also identifies that fewer people are employed within the areas of Property and Business Services, Finance and Insurance and Government Admin and Defence compared to figures for the whole of Victoria. As expected, the contribution of food technology and processing to the Shepparton economy is demonstrated by high levels of people employed in the relevant sectors.

**Table 1 – Employment by Industry 2001**

Industry Sector	Shepparton %	Regional Vic %	Victoria %
Agriculture, Forestry and Fishing	<b>12.5</b>	<b>11.2</b>	3.5
Mining	0.1	0.4	0.2
Manufacturing	<b>15.7</b>	<b>13.4</b>	<b>15.3</b>
Electricity, Gas and Water Supply	1.4	1.1	0.6
Construction	5.9	6.7	6.6
Wholesale Trade	5.7	4.4	5.6
Retail Trade	<b>16.8</b>	<b>15.3</b>	<b>14.8</b>
Accommodation, Cafes, Restaurants	3.3	4.9	4.3
Transport and Storage	3.8	3.5	3.8
Communication Services	1.1	1.3	2.0
Finance and Insurance	2.1	2.0	3.9
Property and Business Services	6.4	6.6	<b>11.4</b>
Government Admin & Defence	1.9	3.3	3.0
Education	6.5	7.5	7.1
Health and Community Services	10.4	10.8	9.7
Cultural and Recreational Services	1.3	2.0	2.6
Personal and Other Services	2.9	3.4	3.3
Non-classifiable	0.6	0.5	0.6
Not stated	1.6	1.8	1.8
<b>Total</b>	<b>100.0</b>	<b>100</b>	<b>100</b>

**Bold numbers** represent the three largest industry sectors in each area.

Source: Census 2001, Basic Community Profile

In terms of the occupations that Greater Shepparton residents perform within their industry sectors, the positions of Managers and Administrators, Professionals and Intermediate Clerical, Sales and Services are most common. Other areas of particular interest are Greater Shepparton's slightly lower proportions of Professionals (13.8% in Shepparton, compared to 15% in Regional Victoria and 19.2% in Victoria) and a higher percentage of Managers and Administrators.

Educational performance in the municipality is marginally lower than the average for regional Victoria with only 8.2% of the population having obtained a bachelor degree or higher compared to the rural Victoria average of 9% (or 17% for the whole of Victoria). In contrast, nearly 62% of the population has no recognized academic qualification compared to a regional Victoria average of 58%.

A portion of this difference in education obtained can be attributed to the types of industries prevalent in the Shepparton region. Work associated with food processing or manufacturing for example, may require more practical on-the-job training in replacement of a formal tertiary education.

**Table 2 – Education: Highest Qualifications Obtained 2001**

Highest qualification obtained	Shepparton %	Regional Vic %	Victoria %
Postgraduate Degree	0.6	0.8	1.8
Graduate Diploma and Certificate	1.2	1.4	1.8
Bachelor Degree	6.3	6.8	10.7
Advanced Diploma and Diploma	4.4	5.2	6.1
Certificate	14.5	16.5	14.5
Not stated	11.3	11.5	11.5
Not applicable	61.9	57.9	53.7
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>

Source: Census 2001, Basic Community Profile

The municipality's income statistics also reflect the local industry and common occupations held by its residents. Comparatively, there are fewer residents of Greater Shepparton that earn a negative income, and slightly less residents that earn a top-end income than Regional Victoria. This may be attributed to a lesser number of professionals in certain industry sectors, as demonstrated earlier. Greater Shepparton shows strength in the income brackets between \$300 - \$699 per week in comparison to both Regional Victoria and Victoria.

**Table 3 – Individual Income (Gross Weekly Income) 2001**

Individual Gross weekly income	Shepparton %	Regional Vic %	Victoria %
Negative/ Nil Income	4.9	5.6	6.3
\$1-\$119	7.1	7.2	7.0
\$120-\$299	27.5	30.4	25.9
\$300-\$499	20.0	18.8	16.6
\$500-\$699	15.2	13.4	13.8
\$700-\$999	10.4	9.7	11.8
\$1,000-\$1,499	5.0	5.0	6.7
\$1500 and over	2.0	2.1	3.9
Not Stated	7.8	7.7	8.0
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>

Source: Census 2001, Basic Community Profile

In summary, Greater Shepparton is experiencing reasonably strong growth as a region and based on existing trends is set to accommodate substantial population growth into the future. These demographic factors will be important considerations for both teaching institutions and private developers. Ultimately these factors will determine the level of confidence to invest in Shepparton and the STEP area in particular. The current demographic trends for the region in relation to employment and education confirm that many young people are either:

- Leaving Greater Shepparton to obtain tertiary qualifications in other areas; or
- Enlisting in occupations where a tertiary education is not necessarily required.

The challenge for the STEP will be to not only grow the existing provision of higher education but to stop the overall "student drift" to Melbourne and other regional centres.

## 9.0 Stakeholder Consultation

A stakeholder consultation program has underpinned and informed the preparation of the STEP Development Plan Report. To guide and inform the overall project consultation process, a stakeholder engagement plan was prepared. A copy is attached at **Appendix B**. Stakeholder consultation was a key process in the identification of issues, ideas and opportunities for the STEP area. The key stakeholder issues by category type are summarised below.

### 9.1 Community and Servicing Agencies

An initial community workshop was held to gather relevant information as well as enable public participation in the early stages of the preparation of the STEP Development Plan. A workshop was also conducted with key government and local servicing agency stakeholders. The local community in particular, indicated that more meaningful feedback and input could be provided on the STEP Development Plan once a concept plan has been prepared.

The initial consultation phase raised the following issues:

- Is the physical area of STEP the right size? Some participants indicated it was too big and others suggested that it is too small;
- Many landowners questioned the implications for them and the overall timing of the project;
- Others raised the issue of how valuations would occur;
- One participant raised the fact that Shepparton is still very much car based and questioned why a green field site not chosen; and
- Servicing agencies all indicated that physical infrastructure services to the STEP are generally satisfactory and could readily accommodate the level of development that may occur.

A second round of consultation sessions were held in November 2005 with both the local community and servicing agencies to provide an overview of the draft STEP Development Plan Report. The local community and servicing agencies were then given an opportunity to provide the Project Team with their feedback. Where appropriate, their feedback has now been incorporated into the STEP Development Plan Report.

### 9.2 Education Providers and the Department of Education and Training

The existing tertiary educational providers in the Shepparton Region will be critical to the overall development and success of the STEP area. As such, individual meetings were convened with senior representatives from the following tertiary education providers and Department of Education and Training:

- GOTAFE;
- The University of Melbourne;
- La Trobe University;
- Australian Catholic University; and
- Department of Education and Training.

#### 9.2.1 Goulburn Ovens TAFE ('GO TAFE')

The Project Team attended a meeting with Mr Peter Ryan (CEO) and Mr Jeff Cobbledick (Building and Facilities Manager) on 13 July 2005, to discuss GO TAFE's current operations and the organisation's future plans for the Shepparton region. Mr Ryan highlighted the importance of the TAFE to the region, identifying that students travel from anywhere between Wallan to Bright to take part in the programs

offers at GO TAFE. More importantly however, 90% of the students come from within 50 kilometres of the campus, highlighting its importance to the local residents of Shepparton.

GO TAFE (Fryers Street Campus) has between 5,000 – 6,000 part time students enrolled or the equivalent of 1,000 full-time students. GO TAFE has been growing steadily at 3%-4% over the last few years and this growth has placed an increasing amount of pressure on the facility, in terms of space. GO TAFE's strategic plan to procure further space for their teaching programs includes a shift of their automotive programs to the William Orr campus where developable space is currently available. It was noted that additional space will be created for TAFE activities at the Fryers Street Campus following the relocation of La Trobe University, who are currently located within the eastern buildings on the GO TAFE site. Following the State Government's acquisition of the Pan-o-market site, La Trobe will be moving their Shepparton operations to within the STEP area. Should the additional space be created as proposed, the Fryers Street campus has sufficient campus space for approximately 50 years.

GO TAFE advised that the current supply of car parking to the site is generally adequate, often because many students undertake their course work after hours when the demand for on-street parking is reduced. It is noted that GO TAFE currently use an unsealed car parking area on the Pan-o-Market site.

Overall, GO TAFE is very supportive of the development of the STEP, including the scaling down of North Road to allow connectivity between the two adjoining sites. GO TAFE indicated a strong interest in an arrangement for sharing common student facilities within the STEP area. To this end, GO TAFE would consider remodelling the eastern most buildings on the Fryers Street site improve the interface between GO TAFE and the STEP.

### **9.2.2 La Trobe University**

The Project Team attended a meeting with Prof. Graeme McDowell, Deputy Vice-Chancellor, La Trobe University on 2 August 2005, to discuss La Trobe position in the Shepparton region and their future relocation to the north-western corner of the STEP.

Prof. McDowell explained that La Trobe is essentially an amalgamation of 4 different universities and is continuing to develop a brand and identity for themselves in Victoria. Despite this, La Trobe is now a significant player in providing higher education across the State, and is the major provider of tertiary education to Regional Victoria. Prof. McDowell indicated that the separation of La Trobe from GO TAFE and their establishment on a separate and identifiable site will only continue to strengthen the university's identity and position in the Shepparton region. The STEP Development Plan should therefore provide La Trobe with a clear identity within the precinct.

In their new location, La Trobe will be looking to expand their operations. La Trobe has struggled to maintain places in the past in Shepparton. The current target is around 185-190 full-time students, or the equivalent thereof, with the potential for the programs to provide for 300 equivalent full-time students. La Trobe's general intention is to provide specialist courses that are unique to the region; however it is recognised that these courses are hard establish because the initial demand will generally be low. La Trobe may choose to provide their successful Bachelor of Commerce degree, (which is a well-regarded degree and CPA recognised) and a Bachelor of Arts degree as undergraduate courses in Shepparton. La Trobe's presence in Shepparton will only be strengthened as it commences the management of several courses at Dookie College.

The current building planned for the STEP site is a 1070m<sup>2</sup> building, which includes a 362m<sup>2</sup> lecture theatre. It is envisaged that a total 10-11 staff members and up to 220 students will be accommodated on the STEP site.

La Trobe is supportive of STEP and encourages Council's ambitious approach to tertiary education within the region. In terms of their own needs, the STEP Pan-o-Market site will readily provide for La Trobe's space requirements over the next 20 years. La Trobe is also willing to participate in the development and ongoing operation of shared common student facilities, (i.e. library).

### **9.2.3 University of Melbourne**

The Project Team attended a meeting with Prof. Peter McPhee, Deputy Vice-Chancellor, University of Melbourne on 22 September 2005 to discuss the University of Melbourne's presence in Shepparton and their potential for involvement in the STEP concept.

Prof. Peter McPhee indicated that the Melbourne University has had a long history in the Goulburn Valley Region and it remains an important part of the university's overall operations. The School of Rural Health will remain one of the focus' for the university, with the clinical laboratory and proximity to the hospital key elements of the program's success. Dental courses may also be introduced in the near future. The operation now incorporates 15 staff and 60 students and the program allows for Melbourne- based Medicine students to spend one year of their studies in a rural based setting.

The other important program in Shepparton is the Academy of Sport and Health Education Program. In discussing the potential for the location of ASHE within STEP, it was stated that the current ASHE site at Nixon Street may not be ideal in terms of size and facilities, but the users feel like they have their own identifiable space and it is important that they have space within which they are comfortable. Nevertheless, there may be potential for the future expansion of this program into the STEP. The ASHE program has been successful to date and should continue to receive government funding into the future.

In relation to the sharing common facilities in the future, Prof. McPhee expressed his support and outlined the previous (unsuccessful) request for funding from the Federal Government for a similar concept. The possibility of a shared library was discussed earlier this year at a meeting between La Trobe, the Australian Catholic University and the University of Melbourne. At this same meeting the future of the Pan-o-Market site was also discussed. At that point in time it was agreed that while La Trobe would be developing the site, other institutions would be able to rent/ use a portion of the site.

### **9.2.4 Australian Catholic University**

The Project Team met with Prof. Gabrielle McMullen (Pro-Vice-Councillor) and Prof. Marie Emmitt (Dean of Education) on 06 October 2005 to discuss the STEP study.

ACU provides courses at campus' in Melbourne, Ballarat, Canberra, Brisbane, and Melbourne and at two locations in Sydney. Melbourne currently offers course programs to 3,700 students. ACU also run 'Weekend Mode' courses whereby they run off-campus courses at primarily rural locations.

ACU run a Graduate Diploma in Education at Shepparton and there have been several issues associated with getting this program off the ground. ACU have found that there are a limited number of post-graduates in the area that wish to further their studies. Feedback has been that an undergraduate program would be more popular; however these courses are typically more expensive and could not viably be operated in Shepparton in the current climate. Ideally, students would have the opportunity to undertake a degree in Arts, and then complete their Diploma in Education. This course is currently offered at Notre Dame College in Shepparton, and is operated after hours to enable the buildings to be used by secondary school students in the day. The after-hours timetable also allows ACU's students to retain their employment during working hours.

The Diploma in Education is generally considered to be an uneconomic venture; however it is accepted as part of ACU's commitment to the region. Given the current operating arrangements, the

short to medium term potential for ACU to relocate to a site within the STEP is unlikely. It is noted that Notre Dame currently provides rent-free accommodation and ACU do not have the funds to directly purchase land within STEP and develop their own facilities.

ACU were fully supportive of the STEP concept however, and should they have an opportunity to use buildings and facilities commensurate or better than their existing arrangements, then they would be prepared to establish a presence at the STEP. In relation to a possible shared library, ACU suggested that generic teaching rooms should also be provided for weekend courses for all universities.

ACU strongly emphasised the need to develop a strong marketing campaign for the STEP area. Local advertisements should be run to attract both potential educational institutions and potential students who otherwise might be looking to study in Melbourne or in other regional centres.

### **9.2.5 Department of Education and Training**

The Project Team attended a meeting with Dr Terry Stokes, Mr Peter Hollins and Ms Sian Lewis of the Department of Education and Training ('DET') on 25 July 2005 to discuss their role in the development in STEP.

DET's primary role in the development of STEP at this stage is managing the acquisition and transfer of the Pan-o-Market site to La Trobe University. An initial study has shown traces of site contamination. It was noted that no heavy metal contamination is evident on the site and groundwater tests have not revealed any other problems.

In a general discussion regarding the future of the site, DET suggested that the current level of demand for land for educational purposes would realistically see the site develop in stages. In relation to the location of shared facilities on site, Dr Stokes considers that a shared library should be built at the same time as the first institutional building. DET also highlighted the importance of providing adequate car parking on-site. In terms of minimum campus sizes and the critical mass required, DET also advised that the site should contain at least 2000 full-time students (or the equivalent thereof).

Concerns in relation to how the staging of the development is to be managed across the site and the implications for the zoning of the entire site in one stage were also expressed.

## 10.0 Detailed STEP Site Analysis

The preparation of a detailed planning framework to guide the future development of the STEP area requires a comprehensive understanding and appreciation of the prevailing land use and development opportunities and constraints. The following site analysis of the STEP area seeks to provide an existing conditions snapshot or a base line context for future land use and development.

The form and extent of development within the STEP and its stages will be inextricably linked to the following opportunities and constraints. At a micro level, these issues will need upfront consideration by proponents in preparing and lodging staging development plans and / or planning permit applications.

### 10.1 Opportunities

The main opportunities for future development within the STEP area include:

- The precinct's proximity to the Shepparton CBD. Shepparton is the key commercial and business centre for the local region. The CBD provides a range of higher and lower order goods and services for not only the urban area but also the surrounding rural and township areas;
- The precinct's interface with Shepparton Showgrounds. The redevelopment of the showgrounds will realise both the Council and local community's vision for a high quality urban open space that is actively used throughout the year. Students will be able to utilise the showgrounds and its facilities. It is quite conceivable that the Showgrounds would offer supportive use opportunities for the STEP concept, possibly in the form of recreation, display and demonstration activities;
- The absence of drainage issues and designated flood prone areas. Whilst a substantial proportion of Greater Shepparton is low lying and subject to flooding, the use of an established site located centrally in the urban area avoids the need for expensive flood mitigation infrastructure and works;
- The absence of a strong and distinguishable neighbourhood character that needs to be protected. Apart from Fryers Street, all interfaces for the precinct are non residential. The group of four heritage houses located within the precinct are positioned in a manner that will not detrimentally affect the overall development of the STEP;
- The absence of any significant flora and fauna;
- The proximity of public transport services along the Midland Highway and the Shepparton Railway Station; and
- The scope to improve low key public amenities such as seating, shelter, signage and toilets.

### 10.2 Constraints

The major constraints to the future development of the STEP area have been identified as follows:

- The overall diversity of land ownership in the precinct with many individual land owners will make it more difficult to achieve a co-ordinated and comprehensive approach to development;
- The fact that part of the precinct is occupied by residential properties will mean that typical residential amenity considerations and expectations must be addressed as tertiary education uses and associated development proceeds throughout the STEP area. The need to manage and avoid conflicting land uses whilst the precinct stages develop is unavoidable with the identified site;
- The Goulburn Valley Hotel, (a heritage listed structure), along with its associated conference centre and drive thru bottle shop occupy a significant portion of the STEP area (i.e. approximately ¼ of the total physical area). The Hotel is a licensed pokies venue. The conduct of gambling, albeit in a licensed venue, within a future tertiary education precinct is not considered to be appropriate and would be an unwarranted distraction for the education providers. On this basis, a license trade off at alternative venue may be required.

- The historical use of land within parts of the STEP area for industrial purposes presents a potential for forms of contamination to exist;
- The retention of the group of four heritage houses represents a significant win in terms of local heritage conservation but it will pose a restriction on the overall extent of new development that may occur within the north-eastern area of the STEP;
- The availability of car parking on the local street network surrounding the GO TAFE site and the STEP area is minimal. Given the existing high proportion of car usage by students within the Shepparton region, sufficient car parking needs to be accommodated within the STEP area. This will remove land from potential alternative land uses; and
- The current absence of purpose built student accommodation in both the surrounding area and in the Shepparton urban area as a whole is a constraint on the development of a “critical mass” to sustain students and tertiary education places.

### 10.3 Delivering Positive Educational Outcomes

The educational benefits from the establishment of a common tertiary education precinct within Shepparton are significant. They are generally considered to include:

- Retention of local youth within the Shepparton region;
- Attracting youth from nearby towns and centres resulting in a potential net inflow rather net outflow;
- Increased opportunities for credit transfer;
- Adding value through collaboration across subject disciplines;
- Focus on individual learners;
- Enhanced learning through ICT;
- Quality and innovation in teaching through ICT;
- Increased pathways;
- Jointly delivered qualifications;
- Innovative use of shared facilities and resources; and
- Unique teaching and learning research environment.

### 10.4 Delivering Positive Planning Outcomes

The STEP project must not be seen as a strict land use project for the tertiary education sector in isolation. The site chosen is close to the CBD, and on this basis, presents an important opportunity to secure other important planning outcomes. These include:

- Developing a mentally and physically healthy student community by providing daily opportunities for social interaction;
- Providing opportunities for more affordable student housing to broaden the mix of accommodation options in and close to the CBD;
- Using the opportunity of developing a 21st century precinct as a good example of modern technology and good urban design, and one that could embrace solar energy, water re-use and energy efficient design;
- Improving the appearance of the CBD, and public links to and from the precinct;
- Providing ancillary type services within and around the precinct such as child care facilities, business support services and medical centres;
- Promoting pedestrian and cyclist links across the CBD to encourage greater use of non-polluting forms of transport and reduce reliance on the car by university students and others who work in the precinct; and
- Addressing problems of fear of crime in the Mall and surrounding areas by bringing more people into the town centre in the evening and identifying other improvements such as street lighting and street furniture that will assist in branding the STEP as a seat of learning.

# 11.0 Economic Analysis

## 11.1 STEP Economic Features

The proposed STEP comprises two city blocks and contains a variety of land use activities with the main ones being of a residential or commercial nature. There is a significant hotel operation (Goulburn Valley Hotel) with substantial accompanying car parking. A specific car parking area is designated for use by the GO TAFE. A notable private individual operation is Bob Jane T Mart. In general, much of the commercial and service land use appears capable and ready to accommodate redevelopment in terms of the nature of the built stock and car parking areas.

The main restrictions to comprehensive redevelopment would appear to be the heritage areas and possibly the relocation of two substantive businesses, namely the Bob Jane T Mart and Goulburn Valley Hotel.

Should the STEP concept not develop as envisaged, the area could provide the opportunity for compact medium density housing within 400 metres of the Shepparton CBD. Such development appears to be feasible in terms of the suitability of much of the built area for cost effective redevelopment. It is noted that there is already one block of flats within the precinct.

## 11.2 Development Implications

Few of the existing elements in the current activity structure on the site would remain intact if the STEP Development Plan is implemented. The exceptions would appear to be the areas with identified heritage significance with the hotel component adapted to more of a student union type operation and use of the heritage dwellings for ancillary university operations.

With regard to residential activity possibly 40 or more household and over 100 people could be displaced. There are no readily identifiable alternative locations to re-accommodate these persons in the surrounding area, which is an established urban area. Council's preferred areas for new or expanded housing development are generally to the north of the Broken River.

Displaced commercial and light industrial activity could be relocated as infill in the surrounding area and/or occupy existing vacant space. Most of this activity is favoured by a central location in terms of access to their respective markets.

With the development of the STEP area, one hotel operation would disappear from the central area market although there are four other operating hotels in the general area. One hotel facility is diagonally opposite the STEP site. There would be implications for existing staff of the affected businesses.

Car parking opportunities with the development of the STEP would be changed with the future provision most likely to be geared to students, staff and visitors associate with the university operations. It is unclear as to the extent that the existing car parking is used by the general public apart from that connected to patronage of the hotel.

The on-site provision for student accommodation will help soften any adverse local economic impact of the displacement of the existing domestic residential population. Influencing the order of such impacts will depend on the number of the students in residence and the overall usage of the facilities during vacation periods.

At this stage in the development of the STEP area, it is not possible to provide detailed assessments of the economic and financial implications of the redevelopment of the subject site. Rather the issues to be addressed as the STEP area develops can be identified as follows:

With regard to the activities that are affected, relevant issues include:

- The dislocation from existing markets and suppliers of goods and services;
- The need to find an alternative site or facility where to resume business operations;
- Possible difficulties in retaining existing or securing a new workforce; and
- The financial costs involved and the adequacy of any available compensation.

Matters related to land development process include:

- Purchase and acquisition processes and funding;
- Allocation of responsibilities among private and public sector providers; and
- The overall site development management structure.

Economic spin-offs likely to occur include:

- Attraction of residential activity associated with staff and support services;
- Increase in workforce demand; and
- Improvement in the local skills base.

Less tangible issues to be taken into account include:

- Community interaction;
- Social activity facilitation for students and workforce; and
- The overall identity of Shepparton.

Council will consider these issues as part of the ongoing development of the STEP and where required, Council's Economic Development Unit can provide advice and non-financial assistance in terms of business relocation and establishment elsewhere within Shepparton.

## 12.0 Infrastructure Analysis

To accommodate the anticipated level of development within the STEP area, minimal augmentation of existing physical infrastructure will be necessary. The existing capacity of physical infrastructure servicing the STEP area and future growth issues for each servicing authority is detailed below.

### 12.1 Road Access

The existing public road network provides a good level of access to the STEP area including for emergency services. Roads adjacent to the STEP are constructed using bound granular materials (flexible pavements). Pavement wearing surfaces are constructed using sprayed seals and stone aggregates. The existing public road network is constructed to an acceptable standard for future urban development and it is considered that no additional road reserves are required to service the STEP.

The STEP Development Plan identifies the following:

- Continued use of the historic road layout i.e. Fryers Street and North Street and Railway Parade to access the site;
- The narrowing of the North Street to provide limited vehicle access and the pedestrianisation of Stewart Street east of North Street; and
- A simple internal road network necessary for access to the facility and for access by emergency services and security.

The STEP area is currently bisected by Stewart Street. Consolidation of the STEP area would require the gazettal of the closure of Stewart Street. The overall staging of the precinct will determine the extent and timing of the road closure. It is envisaged that Stages A and B could trigger the closure of the western end of Stewart Street in the short – medium term. This would enable the properties to the east to maintain their existing Stewart Street access points from Railway Parade until development occurs as part of Stages C and D. Development in these stages is expected to be a longer term proposition.

### 12.2 Water

Goulburn Valley Water is the potable water service provider to Shepparton. Potable water supply is currently provided to the STEP area by existing 375 mm and 250 mm water mains in High Street and Fryers Street and 300 mm water main in Corio Street. The existing water mains are sized to ensure adequate flow rates and residual pressures, including a contribution to fire fighting.

A typical peak hour demand rate for commercial areas area of 0.4 L/s/ha has been adopted for initial planning purposes from the Water Reticulation Code of Australia WSA 03-1999. It is considered that the existing 375 mm, 300 mm and 250 mm water mains will provide sufficient flow rate for the proposed level of development within the STEP area.

Goulburn Valley Water under its “Customer Charter” will provide a minimum flow rate at the front boundary of the property. It is noted that Goulburn Valley Water also applies head works charges to all developments.

### 12.3 Sewerage

Goulburn Valley Water is the sewerage service provider for Shepparton. Sewerage reticulation is currently available to the STEP area. The existing 150 mm diameter sewer mains servicing the site should have sufficient capacity to service the level of demand that could be expected within the STEP.

Any augmentation of the sewerage reticulation network must comply with the requirements of the Sewerage Code of Australia WSA 02-1999 and /or the Plumbing and Drainage Code AS/NZS 3500. It is assumed that the existing network will be modified or abandoned in areas and new reticulation will be constructed as part of STEP.

Goulburn Valley Water applies head works charges for sewerage to all developments. This charge is essentially for augmentation works and any other works necessary to enhance the overall sewerage system as necessary to support development. The Sewerage Headworks Charge is used to upgrade the sewerage system as necessary to support development.

Effluent reuse has an important role to play in sustainable water resource management and should be considered for STEP. Water efficiency options and effluent reuse options can often complement each other in reducing the total cost of water provision to STEP.

Water use efficiency can be achieved through demand management options i.e. using water efficient fittings, education in water use, retrofitting existing fittings with water efficient fittings and water source substitution i.e. installation of rainwater tanks and grey water treatment and re use. Council advocates the installation of water saving devices in all new development within the STEP area.

## **12.4 Gas**

Origin Energy is the gas provider for the Shepparton region. Individual developers can negotiate with the gas company for an upgraded supply and this may necessitate the installation of additional gas services to the relevant development. Gas supply arrangements within the STEP area should be directly negotiated between the developer and Origin Energy.

## **12.5 Electricity**

The local electricity supply is provided by Powercor Australia Limited and electricity supply is currently available across the STEP area. The provision of electricity to any specific site or stage within the STEP area would be largely dependant on the type and size of the proposed land use and its relationship to existing infrastructure. It is noted that Medium Voltage 11 KV / 22 KV power is available to the STEP area.

Powercor Australia's current policies provide for contributions toward the cost of new electrical connections based on the economics of each supply request. The STEP Development Plan encourages the undergrounding of power overhead power lines located in Stewart Street and North Street to accommodate the proposed streetscape works and the establishment of pedestrian linkages. A series of connection pits, kiosks and switch cabinets will be required to support the undergrounding of power throughout the STEP area to the satisfaction of Powercor Australia.

## **12.6 Telecommunications**

Telstra and Optus both have in place copper and fibre optic networks within the development area. Telstra has in place a procedure that identifies new developments. Telstra would plan to provide services as per the requirements of the individual development. Detailed designs are only produced within Telstra when an infrastructure shortfall in Telstra's network is identified following the issue of a project brief.

## 12.7 Environmental

Council has an important role in facilitating sustainable environmental growth and development within the Greater Shepparton region. More particularly, Council is responsible for:

- Urban stormwater management;
- Co-ordinating technical and environmental compliance of developments;
- Floodplain management;
- Roadside conservation;
- Updating environmental policies;
- Community liaison regarding environmental issues, and
- Climate protection.

As the STEP area is already intensively developed, the opportunity for the integration of environmentally sensitive design in the development requires careful consideration. STEP provides an excellent opportunity to integrate and showcase water sensitive urban design principles in new development and this will be strongly advocated.

## 12.8 Stormwater / Drainage / Flooding

Council has developed a *Greater Shepparton Stormwater Management Plan* (2003) to improve the overall quality of urban stormwater runoff discharged into local waterways.

The aim of the Greater Shepparton Stormwater Management Plan is to identify actions to improve the environmental management of urban stormwater and protect the environmental values and beneficial uses of receiving environments. It identifies urban activities that may adversely affect water quality and sets in place strategies to protect water quality and beneficial uses from stormwater runoff.

The STEP area is not located in a floodway zone and there is unlikely to be significant flooding and drainage implications arising from the level of development envisaged within the STEP area.

**Note:** No assessment of geological and soil conditions was undertaken as part of the foregoing engineering analysis.

## 13.0 Traffic and Parking

### 13.1 Existing Conditions

As Shepparton is a rural centre most roads within the study area are local streets. The only exception to this is the A300 Midland Highway, which runs in an east-west direction through the centre of Shepparton, and forms the southern boundary of the STEP site. The Midland Highway provides a high level of service between Benalla and Bendigo. The remaining roads within the study area are local streets. Research has shown that STEP exists within a relatively safe road network, with only 21 casualty accidents occurring in the five year period from 1 January 2000 to 31 December 2004 in the surrounding street network.

An analysis was undertaken of the existing public transport services which operate within Shepparton and the study area. In terms of bus routes, the area is serviced by Shepparton Transit area on the eastern side of the Goulburn Valley River. 6 routes run throughout the week, operating hourly everyday except Sunday. Route 1 is the only route that operates through the study area. This route runs between Maude Street in the centre of town to Archer Street and runs south from Karibok Park. This route also services the Shepparton Train Station.

In terms of rail infrastructure, V/Line operates regional bus and rail services between Melbourne and rural centres as well as between rural centres. V/Line operates six rail services each day during the week from Melbourne to Shepparton and up to four each day over the weekend. Similarly, five rail services operate each day from Shepparton to Melbourne during the week and up to three on each day over the weekend.

Shepparton has a limited public transport service with buses running for only a short period of time each hour and covering a very limited area. Only one bus route passes through the STEP study area, however this bus does connect the study area to Shepparton Train Station, which would be an important link to students who may be studying in Shepparton but may be living in different parts of the region.

In terms of foot and cycle path networks, Shepparton has a shared path network that runs from the north of Shepparton, south along the Goulburn River and then branches south to Kialla Lakes and west to Mooroopna. This shared path runs along the railway line in the vicinity of STEP with connectivity to the entire network. This provides easy access to the precinct from across all of Shepparton.

### 13.2 Traffic

It is proposed to downgrade North Street will be downgraded as part of the STEP development between Midland Highway and Fryers Street, however parking will still be provided along this section through parallel parking bays.

As a result, existing through traffic will be encouraged to use an alternate route. To determine the impact of this downgrading on the surrounding network, the additional traffic was overlaid onto the existing flows. The plan of these associated impacts can be found within the full attached report. No traffic flows have been allocated along North Street as so to provide the 'worst case' scenario on the local road network.

It was determined that the relocated traffic from North Street does not significantly increase the traffic flows on the surrounding road network and the new volumes on these roads are within their capacity.

### 13.3 Access Considerations

Vehicle access to the STEP site is proposed via four entrances to the proposed car parks. These entrances are off North Street, Fryers Street and Railway Parade (as located on the concept plan).

Traffic generated by the STEP development has again been overlaid onto the already-revised traffic volumes that have been generated due to the development of the STEP site and the downgrading of North Street. The additional flows from the development site are minimal when compared to the existing flows on the local road network and therefore are assessed as generating minimal impact.

### 13.4 Car Parking

#### 13.4.1 Statutory Requirements

STEP is subject to parking requirements based on the type of land use proposed. Parking rates for different land uses are listed in Clause 52.06 of the Greater Shepparton Planning Scheme. The parking provisions stipulate that a new land use must not commence or the floor area of an existing use must not be increased until the required car spaces have been provided on the land.

Clause 52.06 identifies “tertiary institutions” as a specific land use. The Car Parking Table at Clause 52.06 states that the required rate of parking for students is 0.6 per full time student or 0.6 per three part time students.

The STEP area has the potential to cater for up to 2,000 part time students. It is noted however that this figure is not expected to be reached immediately with the precinct being developed over a number of years. On this basis, the identified level of demand for student car parking is separated into three stages consistent with reasonable development expectations for the precinct.

- Short term (1-10 years) - 600 part time students,
- Medium term (11-20 years) - 1300 part time students, and
- Long term (20 years plus) - 2000 part time students.

The statutory parking requirements for the STEP area would therefore be:

**Table 4- Statutory Parking requirements for STEP**

Development Stage	Potential Number Students	Additional Spaces	Total Spaces
Short Term	600 students	120 spaces	120 spaces
Medium Term	1300 students	140 spaces	260 spaces
<b>Long Term</b>	<b>2000 students</b>	<b>140 spaces</b>	<b>400 spaces</b>

#### 13.4.2 Parking Supply

It is envisaged that up to 250 spaces could be provided in multi deck arrangements within the STEP area. Parking nodes should be dispersed throughout the precinct to distribute traffic movements throughout the local street network.

Additional parking could be provided adjacent to the Railway Reserve along Railway Parade. It is noted that the STEP area can readily accommodate the required car parking provision for the short and medium term scenarios. Additional car parking opportunities will need to be investigated to ensure a satisfactory level of car parking is provided for the long term scenario. Alternative transport options such as park and ride facilities may need to be considered for the longer term scenario.

## 13.5 Assessment

In summary, the development of the STEP has been assessed for its potential impact on existing parking and traffic conditions and found to have minimal impact on the surrounding street network in the short to medium term. The longer term scenario will however require the provision of additional car spaces given the high level of car usage by local students.

## 14.0 Design Overview

The process of urban design involves the integration of land use, movement and traffic management, and the form of the future built environment. In the context of the STEP area, the principal urban design objective is to provide a high-quality urban educational precinct that is efficient, functional and attractive. The STEP is to be a specific place that supports and consolidates both student life and the City of Shepparton as a seat of learning and development.

### 14.1 STEP Concept Plan

A concept plan has been prepared as part of the STEP Development Plan to provide higher level guidance to all stakeholders about Council's expectations for the precinct. Refer to **Figure 6** overleaf.

The STEP Concept Plan provides an indicative precinct layout that draws on Council's vision for the site. It will also enable Council to facilitate future land use and development in a staged, logical and integrated manner. The concept plan has been prepared to be both site responsive to the physical and built environment whilst accommodating existing and anticipated market demand in both educational operations and non-educational related commercial development. The STEP Concept Plan provides a tangible linkage between design actions and the overall project objectives. It is designed to provide guidance on the preparation of a development plan by requiring the consideration of localised urban design issues, thereby ensuring an appropriate future intervention within the existing built environment.

The concept plan establishes the broad layout for the STEP by identifying a number of different functional zones. In essence, the concept plan details a "way forward" for achieving a comprehensively planned tertiary education precinct within an established urban area. Given that the overall STEP concept is still very much in its infancy, it is premature to seek to define in working detail a set layout for specific areas throughout the precinct. Nevertheless, the functional arrangements will need to be planned and developed in a comprehensive manner (i.e. via a development plan), which is consistent with the overall objectives for the STEP area.

The key features of the STEP Concept Plan include:

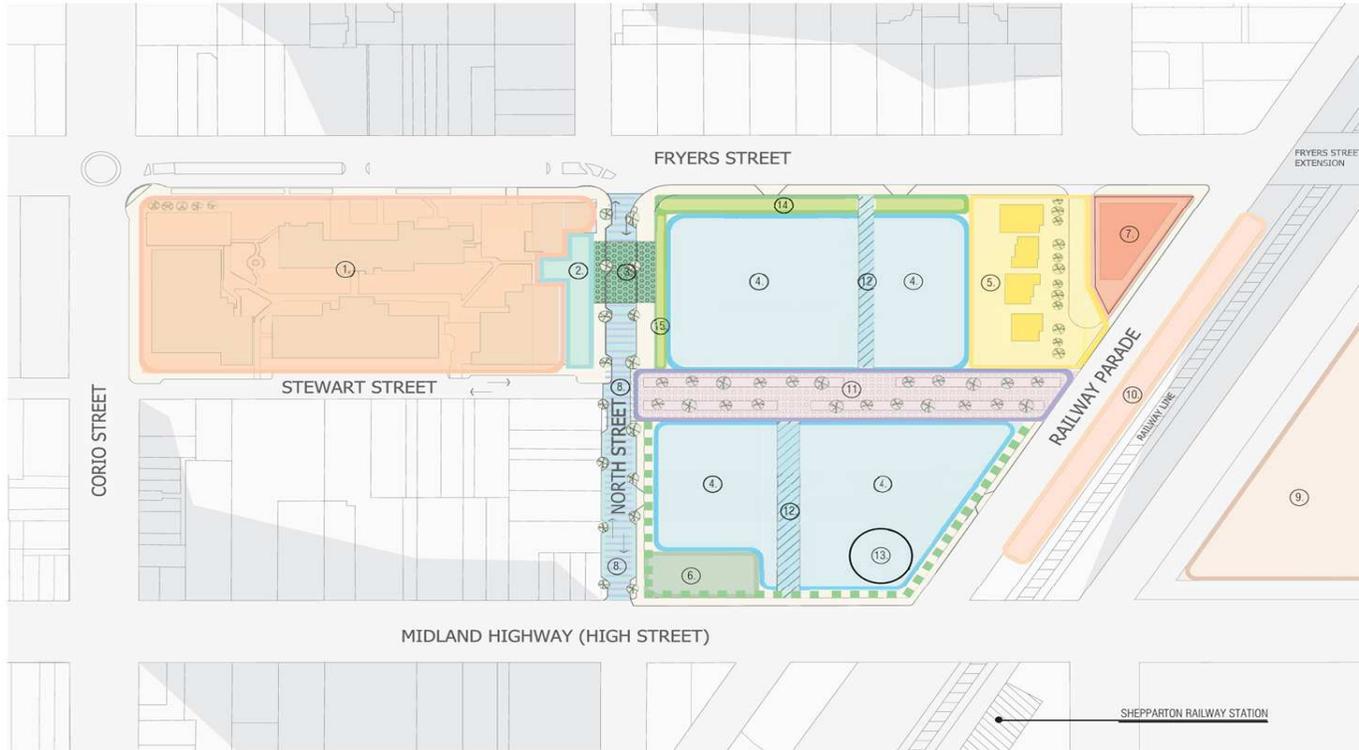
- Conceptual campus development areas (building envelope zones);
- Pedestrian and vehicular movement and circulation zones;
- Public open space linkages and a series of common open space areas (University Square);
- Opportunities for integration and connectivity with the surrounding urban fabric; and
- Potential landscaping zones and landscaping themes.

Tertiary related development should however be accommodated throughout the precinct as demand necessitates.

Figure 5 – STEP Concept Plan

KEY

-  EXISTING G.O TAFE SITE (CURRENTLY PART OCCUPIED BY LATROBE)
-  ALTERATIONS TO EXISTING BUILDING (G.O TAFE) TO PROMOTE CONNECTIVITY WITH STEP
-  PEDESTRIAN CONNECTION ACROSS NORTH STREET (PAVING APPEARANCE)
-  TERTIARY EDUCATION BUILDINGS AREA (3-4 STOREY BUILDING HEIGHT AND INCLUDES CAR PARKING AREAS)
-  EXISTING GROUP HERITAGE DWELLINGS AND STREET ACCESS TO BE RETAINED
-  RETAIN GOULBURN VALLEY HOTEL BUILDING (HERITAGE LISTED)
-  PUBLIC ART SPACE
-  FUTURE RE-DEVELOPMENT OF NORTH STREET TO REDUCE VEHICLES AND IMPROVE STREETScape
-  PUBLIC OPEN SPACE AND RECREATION FACILITY FOR TERTIARY INSTITUTIONS
-  POTENTIAL CAR PARKING (ADJACENT TO RAILWAY RESERVE)
-  STEWART STREET PEDESTRIANISATION (TERTIARY WALK NOMINALLY 20m IN WIDTH)
-  PEDESTRIAN CONNECTION ACROSS SITE, LOCATION SHOWN IS INDICATIVE
-  POTENTIAL LANDMARK / SIGNATURE STATEMENT CORNER BUILDING
-  SETBACK ZONE 5m - 7m
-  SETBACK ZONE 3m - 5m
-  HARD EDGE BUILDING WITH 0m SET BACK



01 CONCEPT PLAN  
SCALE: NTS



SHEPPARTON TERTIARY  
EDUCATION PRECINCT  
PROJECT DETAILS  
DRAWING TITLE  
CONCEPT PLAN

UD05	B
DRAWING NO.	REVISION NO.
NTS	
SCALE	0050
DATE	JOB NO.
DEC 2005	

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SHEPPARTON TERTIARY EDUCATION PRECINCT

Individual elements of the STEP Concept Plan include:

#### **14.1.1 Indicative Building Areas**

The concept plan confirms the preferred location for tertiary education related buildings within the STEP area. The STEP Concept Plan allocates space for campus style buildings with their own branding and design features. Setback zones throughout the precinct have been identified with larger building setbacks proposed along Fryers Street given the adjacent residential interface and no setbacks along the Midland Highway with its commercial focus.

An important element of the concept plan is the promotion of pedestrian movement throughout the precinct. Each individual building should be designed to maintain this design feature cohesively across the site. Appropriate building setbacks will help preserve such pedestrian zones.

#### **14.1.2 Building Height and Massing**

Based on the detailed site analysis undertaken, the preferred building heights across the STEP site are identified as follows:

- Double storey massing fronting North Street, Fryers Street and along High Street (Midland Highway), and
- Up to triple storey massing internally fronting the pedestrian zones.

**Note: Building heights exceeding the preferred heights may be considered by Council providing a development satisfies other identified objectives for the STEP area and does not result in adverse amenity impacts (i.e. overshadowing) for adjoining and surrounding properties.**

The existing two storey walk up flats facing Fryers Street and located within the STEP area have been identified as a specific site with the potential for student accommodation. A maximum height of three storeys is recommended for any future development on this site.

The existing GO TAFE building located on the western side of North Street, although just outside of the STEP, has been earmarked as an important building element that will contribute to the successful establishment of the STEP. To improve the building's integration and connectivity with the STEP area, it is envisaged that this building could be structurally modified to facilitate direct pedestrian access through to the STEP site.

#### **14.1.3 Communal Library and Student Amenities Area**

A future focal point within the STEP area would be a communal library facility and student amenities area. Feedback from various institutions garnered as part of the consultation phase indicated a desire for the STEP area to accommodate a common library facility. It is envisaged that a new joint municipal and tertiary education library facility could be established within the STEP area similar to the library at Mildura involving a partnership between Council and Sunraysia Tafe. A similar library facility is also proposed at Wangaratta.

The feasibility of establishing a communal library facility within the STEP area should be further investigated and a range of alternative sites assessed. In the context of this report, it is inappropriate for a specific site to be nominated for a communal library facility. A communal library facility, if it is to be established, must clearly be accessible to both the resident tertiary institutions and the broader community.

#### **14.1.4 Treatments to Stewart Street and North Street**

The STEP Concept Plan envisages the eventual closure of Stewart Street between North Street to the west and Railway Parade to the east. The vision along Stewart Street is for a dedicated pedestrian

walkway and tree lined public open space to be provided linking the GO TAFE Campus and the occupants within the STEP area with the Shepparton Showgrounds further to the east. Anticipated features of the tree lined, paved walkway include seating, extensive landscaping, public lighting and public notices boards.

The STEP Concept Plan also envisages a “downgrading” of North Street to encourage increased pedestrian activity and an overall reduction in vehicular movements. A key element for the vision of North Street is the implementation of a streetscape enhancement program. General public access needs to be maintained to access to a number of properties.

Streetscape improvements within and adjacent to the STEP area will need to be undertaken in accordance with Council’s Urban Streetscape Framework.

#### **14.1.5 Pedestrian Walkways, Open Space and Public Art**

The STEP Concept Plan envisages a series of pedestrian walkways extending from each perimeter street frontage through to the centre of the precinct. These walkways are to feature small scale landscaping and lighting treatments. The walkways will ensure a high degree of permeability throughout the STEP area. As such, the walkways should be unobstructed by building form.

Open space within the STEP area should be designed and planned to accommodate the needs and aspirations of people of all abilities, cultures and ages without compromising the desired environmental objectives. Broad-community access to the open space should be maximised. Principles for incorporation within the development plan include the following:

- Safe and convenient areas must be provided for students;
- Open space design should consider prevailing microclimatic conditions, i.e. be drought and frost proof;
- Vegetation will block winds and create shade. Increased vegetation in open space areas will also allow for increased carbon sequestration; and
- Enhance the identity and aesthetic image of different sections within the open space areas by proposing specific planting themes.

An important facet of the STEP Development Plan is the promotion of high quality urban open space and the opportunity to display public art throughout the site. A specifically dedicated space for public art has been identified in the north eastern end of the precinct.

## 14.2 Sustainability Principles

The concept of sustainability involves consideration of the long-term viability of and impacts of development on ecological systems, natural resources and urban communities. To contribute to a sustainable future within Shepparton, the following elements are to be explored, considered and applied early in the design and construction phases of the STEP with a particular focus on improving the operational outcomes:

- Energy efficiency design principles in buildings and open spaces to significantly reduce energy use and greenhouse emissions. Low energy equipment should be selected. The City of Greater Shepparton agreed to participate in the Cities for Climate Protection Program ('CCP') on 19 September 2000. Council has formally endorsed the goal of reducing both corporate and community greenhouse gas emissions from 1999 levels by 20% by 2010;
- Waste minimisation to reduce resource consumption, waste to landfill and increase reuse and recycling of materials;
- Water conservation to collect and use rainwater harvested and stored on-site, treat and re-use grey water in landscape. Black water treatment or compost toilets should be explored. Low water use equipment to be selected. Protect water quality. Use stormwater detention in appropriate locations to not only create visual interest but also provide for water filtration and re-use;
- Prioritisation of materials selected for reduced impacts on health associated with exposure to harmful chemicals, increased recycled content, durability and reusability;
- Landscape and biodiversity features to enhance local habitat, indigenous vegetation, identity of spaces and advantageous use of deciduous vegetation for seasonal shading, design for climatic conditions like drought and frost. Diverse use of space including vertical wall and roof-top gardens;
- Avoid and reduce the potential impact of any solid, water or air emissions from site; and
- Human comfort and wellness maximised through the use of open space and recreational areas, balconies and pergolas to provide outdoor interactions and zones, utilisation of natural light in design and orientation, consideration of safety and privacy.

Tertiary education institutions provide an excellent location to showcase and promote new sustainability principles. The development plan or plans should identify the practical application of the above sustainability principles wherever possible. Council will encourage and support new development that applies these principles.

## 15.0 STEP Development Plan Implementation Framework

The STEP Development Plan Implementation Framework provides a structured and transparent pathway to facilitate the co-ordinated and sustainable growth of the STEP area. The implementation framework had been designed to provide a practical but flexible approach to the management of new land use and development within the precinct.

The STEP Development Plan Implementation Framework Flowchart details a sequence of actions that Council needs to undertake for the successful implementation of the STEP. Refer to **Figure 6** overleaf.

### 15.1 Initial Planning Scheme Amendment

The first action forming part of the STEP Development Plan Implementation Framework is the preparation and adoption of an amendment to the Greater Shepparton Planning Scheme. A set of draft Amendment documents have been prepared and they are attached and marked **Appendix C**. They include:

#### 15.1.1 Amending the Municipal Strategic Statement

An amendment of the Municipal Strategic Statement (MSS) is required to seek the inclusion of appropriate references to the STEP and to recognise it as the basis for future planning and development of the area. It is recommended that the concept plan forming part of the STEP Development Plan Report be incorporated as part of the MSS framework for the STEP area.

#### 15.1.2 Applying a Development Plan Overlay

The application of a DPO to the STEP area is required to ensure that a site responsive and integrated approach to developing the precinct eventuates in accordance with the requirements of the STEP Development Plan Report. The zoning applying to the land still effectively controls the need for a planning permit, while the DPO can constrain what a permit may be granted for.

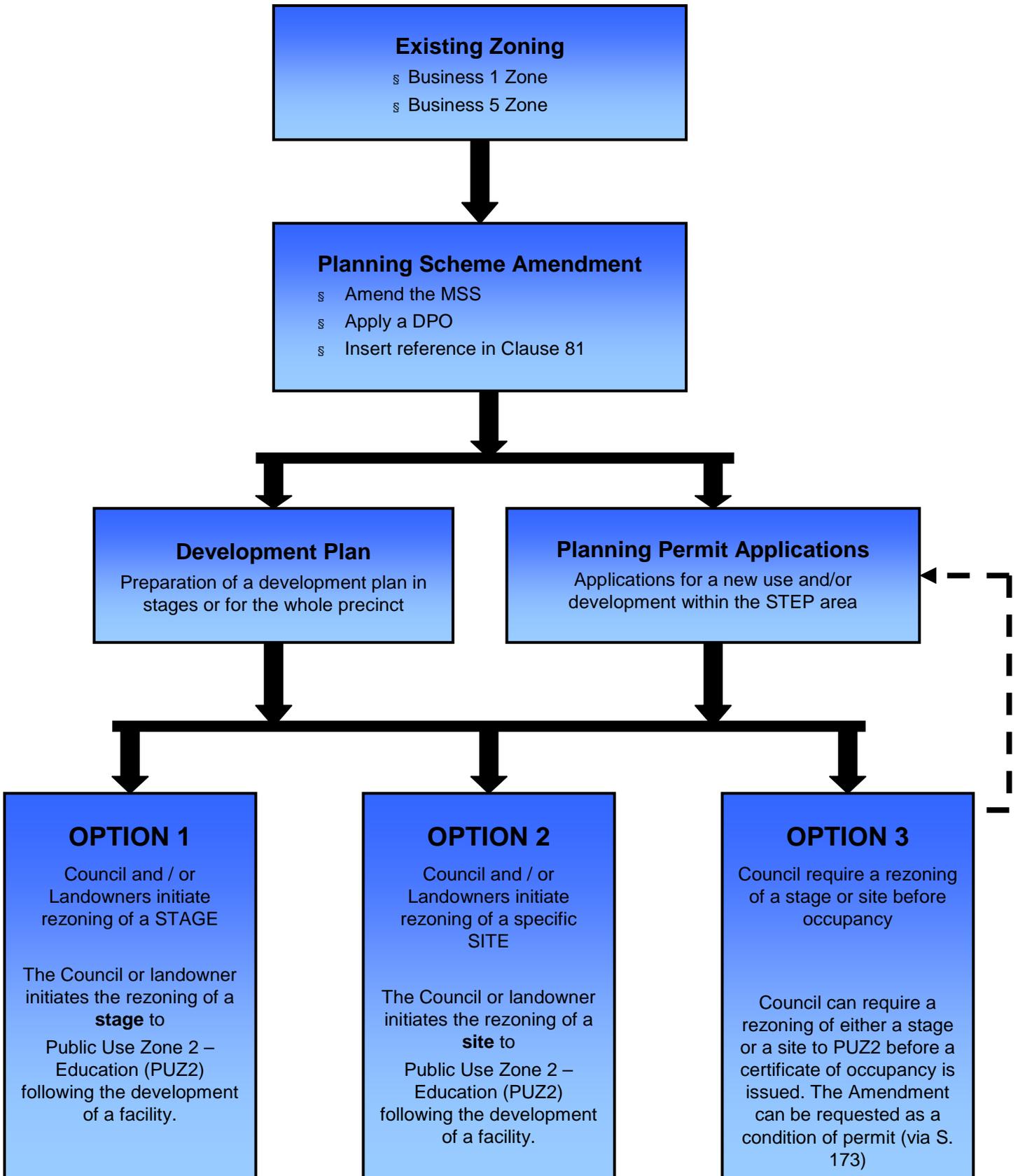
In the context of the STEP area, the application of a DPO will help:

- To identify areas that require the form and conditions of future use or development to be shown on a plan before a permit can be granted to use or develop land; and
- To exempt a planning permit application from notice and review if it is generally in accordance with an approved plan.

#### 15.1.3 Insert reference within the Schedule to Clause 81

Studies, strategies, guidelines and policies that inform the planning scheme, guide decision making or affect the operation of the planning scheme should be part of the planning scheme in some form. This can be achieved by incorporating documents into the Greater Shepparton Planning Scheme. It is therefore appropriate to modify the Schedule following Clause 81 in the Greater Shepparton Planning Scheme to include the STEP Development Plan as an "Incorporated Document".

Figure 6 - STEP Strategic Planning Framework



## 15.2 Preparation of a Development Plan

Given that the STEP concept is still in its infancy, it is premature at this point of time to seek to establish a definitive layout for the precinct. Based on the STEP Concept Plan, the area is likely to develop in a series of stages given the disparate nature of land ownership and the overall size of the precinct. If this occurs, the functional arrangements for each stage will need to be planned and developed in a manner which is consistent with the overall objectives for the STEP area.

The appropriate planning vehicle to ensure that the location, form and extent of development within each stage meets the overall STEP objectives is via the preparation of a development plan. The Schedule to the DPO details the specific information requirements including:

- Land use compatibility and integration;
- Building alignment and orientation;
- Public and private spaces;
- Pedestrian and vehicular movement;
- Infrastructure connectivity; and
- Development staging.

The development plan must describe:

- The land to which the plan applies;
- The proposed use and development of each part of the land; and
- Any other requirements specified for the plan in the Schedule to the DPO.

Once a development plan has been approved, the DPO stipulates that all planning permits granted by Council must be 'generally in accordance' with the plan. The development plan can however be amended or prepared in stages and a planning scheme amendment will not be required.

## 15.3 Planning Permit Applications

To ensure that the STEP concept can develop as envisaged, Council will carefully consider individual planning permit applications for new land uses and development within the STEP area to ensure that they are consistent with an approved development plan.

The requirement to prepare a development plan will help to coordinate a proposed use or development before a planning permit under the zone can be granted. The existing business zones applying in the STEP area will provide the necessary trigger for a planning permit. A planning permit is required to construct a building or construct or carry out works.

In conjunction with this report, the MSS references and the development plan will assist Council and proponents by providing an explicit and layered framework for the exercise of discretion with all planning permit applications in the STEP area.

Conditions applied by Council on planning permits will seek to implement the desired development objectives for the STEP area (i.e. landscaping, lighting and signage). Two specific issues relating to the future development of STEP are potential site contamination and development contributions. The following section identifies how Council will manage these two specific planning issues.

### 15.3.1 Approach to Contamination

The historical operational practices of land uses including light industrial type uses raises the potential for contaminated sites to exist within the STEP area. The Department of Sustainability and Environment's General Practice Note for Potentially Contaminated Land, June 2005 states that:

***Potentially contaminated land** is defined in Ministerial Direction No. 1 – Potentially Contaminated Land, as land used or known to have been used for industry, mining or the storage of chemicals, gas, wastes or liquid fuel (if not ancillary to another use of land).*

The STEP Development Plan Implementation Framework defers the rezoning of a stage or a site until after the development has occurred. On this basis, any issues relating to site contamination need to be addressed by proponents as part of the planning permit process.

The *Planning and Environment Act, 1987* requires Council, before deciding on a planning permit application, to consider 'any significant effects which the responsible authority considers the use or development may have on the environment or which the responsible authority considers the environment may have on the use or development,' (Section 60).

Depending on the nature of the former land use on non residential sites within the STEP area, Council may require either a Certificate of Environmental Audit or a Statement of Environmental Audit, (where there may be a restriction on a use).

### 15.3.2 Development Contributions

The existing extent and quality of physical infrastructure provided within and around the STEP area currently does not merit the application of a Development Contributions Plan Overlay (DCPO). Given the uncertain nature over the future level of development within the STEP area and the fact that the precinct is located within an established urban area, an Infrastructure Provision Plan is considered to be a more appropriate infrastructure planning mechanism.

An Infrastructure Provision Plan will need to be approved by Council, which makes arrangements for the owner or developer or both, to meet or contribute to the cost of infrastructure and utilities, both on and off the site, generally associated with, or relating to, the STEP area.

The Infrastructure Provision Plan must address arrangements for provision of any necessary infrastructure or utilities referenced in the STEP Development Plan Report including:

- The provision of underground power;
- The provision of drainage and earthworks;
- The provision of road works both internal and external;
- The provision of landscaping;
- The provision of any other incidental works;
- The staging and timing of works;
- The securing of infrastructure and utility provision requirements via a Section 173 Agreement or agreements or via other acceptable means;
- Provision for delivered or future commitments to be made by early participants in the STEP area to infrastructure and utility provision as the development progresses; in order to ensure equitable sharing of responsibility by existing and future participants across the STEP area as it develops; and
- Any other matter reasonably required by Council providing it is associated with the STEP area.

As a long term strategic plan, Council will reserve the right to apply a DCPO should alternative funding options not prove viable at the time.

## 15.4 Rezoning Options

The issue of zoning and what is the appropriate zone to apply to the STEP area is not straightforward. The question of timing in terms of commencing a rezoning is also a difficult issue to reconcile. Nevertheless, to ensure that Council has the maximum degree of flexibility, three options have been developed to guide the overall transition to the appropriate end zone.

The appropriate zone for the STEP is the Public Use Zone 2 – Education (PUZ2). Consideration was given to applying the Special Use Zone. However, as per the relevant DSE Practice Note, Special Use Zone should only be applied when there is no other zone that can be considered and when either:

- *An appropriate combination of the other available zones, overlays and local policies cannot give effect to the desired objectives or requirements.*
- *The site adjoins more than one zone and the strategic intent of the site, if it was to be redeveloped, is not known and it is therefore not possible to determine which zone is appropriate.*

The purpose of the Public Use Zone 2 – Education (PUZ2) is generally consistent with Council's desired intent for the STEP. The application of a DPO over the STEP will provide a safeguard against future development that is inconsistent with the overall objectives for the precinct. To ensure that the form and layout in the STEP area appropriately locked in, Council will only rezone the land following the issue of a planning permit.

Three different rezoning options will be available to facilitate the transition of all land within the STEP area to a Public Use Zone 2 – Education (PUZ2). They are:

**OPTION 1** - Council and / or proponents initiate rezoning of a particular STAGE. The Council or landowner will only initiate the rezoning of a stage to Public Use Zone 2 – Education (PUZ2) following the development of a facility.

**OPTION 2** - Council and / or proponents initiate rezoning of a specific SITE. The Council or landowner initiate the rezoning of a site to Public Use Zone 2 – Education (PUZ2) following the development of a facility.

**OPTION 3** - Council require a rezoning of a particular stage or site before occupancy of a development. Council can require that a rezoning of either a stage or a site to PUZ2 occur before a certificate of occupancy is issued. The Amendment can be requested as a condition of permit, (via S. 173 Agreement).

**Note:** If a communal library facility is developed and managed by Council within the STEP area, then this particular site should be rezoned to Public Use Zone 6 – Local Government (PUZ6).

## 15.5 Review of the STEP Development Plan

If market or education sector conditions significantly change in the future, the form and structure of the STEP Development Plan and its implementation framework should be re-evaluated. The STEP Development Plan Implementation Framework should be regularly reviewed to assess its overall performance in meeting the objectives of the STEP area.

The *Planning and Environment Act, 1987* requires planning authorities to regularly review the provisions of the planning scheme under Section 12(1)(c) and review their Municipal Strategic Statements (MSS) once every three years under Section 12A(5) of the Act. The MSS review cycle represents the optimal time for Council to undertake a review of the performance of the STEP Development Plan.

## 16.0 Staging and Timing

The STEP Development Plan Report provides a long term planning framework to facilitate the staged development of the overall precinct. Although a concept plan has been developed, the STEP area will only develop as a critical mass is achieved in local student numbers. If local student demand can generate additional student places, the tertiary education providers will be more likely to seek a presence within the STEP.

The STEP Development Plan Implementation Framework sets out a prioritised sequence of steps that Council will follow to undertake the successful implementation of the STEP. A 20 – 25 year time horizon is envisaged by Council for the development of the STEP area.

# Appendix A Overview of Existing Planning Controls

## Overview of Existing Planning Controls

### Business 1 Zone (Clause 34.01 of the Greater Shepparton Planning Scheme)

Under the provisions of the Business 1 Zone, the following relevant land uses are permitted without a planning permit:

Table 5 – Table of uses and planning requirements under the Business 1 Zoning provisions

Permitted Land Use	Conditions
<b>Betting agency</b>	
<b>Caretaker's house</b>	
<b>Child care centre</b>	Any frontage at ground floor level must not exceed 2 metres and access must not be shared with a dwelling (other than a caretaker's house).
<b>Cinema</b>	
<b>Cinema based entertainment facility</b>	
<b>Dwelling (other than Bed and breakfast and Caretaker's house)</b>	Any frontage at ground floor level must not exceed 2 metres.
<b>Education centre</b>	Any frontage at ground floor level must not exceed 10 metres and access must not be shared with a dwelling (other than a caretaker's house). Must not be a primary or secondary school.
<b>Food and drink premises (other than Hotel, Restaurant and Tavern)</b>	
<b>Home occupation</b>	
<b>Informal outdoor recreation</b>	
<b>Mineral exploration</b>	
<b>Mining</b>	Must meet the requirements of Clause 52.08-2.
<b>Office (other than Electoral office)</b>	The combined leasable floor area for all offices must not exceed any amount specified in the schedule to this zone. Please see Clause 34.01 for further condition)
<b>Postal agency</b>	
<b>Railway</b>	
<b>Restaurant</b>	Must not be on land specified in the schedule to this zone.
<b>Telecommunications facility</b>	Buildings and works must meet the requirements of Clause 52.19.

### Redevelopment Implications:

Land uses such as a betting agency and land uses associated with mining activity and mineral exploration *cannot* be as-of-right uses in a specific tertiary education precinct. Other uses like childcare facilities and food and drink premises could and should be permitted on site, however, a permit should be required for the development of these uses, in order to ensure their compliance with the overall development plan and Council's intentions for the site. Finally, the conditions attached for the use of Business 1 Zone for an Educational facility are not conducive to the development of this precinct as a tertiary education centre.

### Business 5 Zone (Clause 34.05 of the Greater Shepparton Planning Scheme)

Under the provisions of the Business 5 Zone, the following relevant land uses are permitted without a planning permit:

**Table 6 - Table of uses and planning requirements under the Business 5 Zoning provisions**

Permitted Land Use	Conditions
<b>Caretaker's house</b>	
<b>Dwelling (other than Bed and breakfast and Caretaker's house)</b>	
<b>Education centre</b>	Any frontage at ground floor level must not exceed 10 metres and access must not be shared with a dwelling (other than a caretaker's house). Must not be a primary or secondary school.
<b>Home occupation</b>	
<b>Informal outdoor recreation</b>	
<b>Mineral exploration</b>	
<b>Mining</b>	Must meet the requirements of Clause 52.08-2.
<b>Office</b>	Must not be in the same building as a dwelling (other than a caretaker's house).
<b>Minor utility installation</b>	
<b>Natural systems</b>	
<b>Telecommunications facility</b>	Buildings and works must meet the requirements of Clause 52.19.

**Redevelopment Implications:**

The Business 5 Zone permits similar uses to the Business 1 Zone. Therefore, for similar reasons, Business 5 is not a suitable zoning for a portion of a tertiary education precinct.

# Appendix B Stakeholder Engagement Plan

## STAKEHOLDER CONSULTATION PLAN

The stakeholder engagement plan has been prepared to **find out** if the STEP outcomes are desirable or feasible, to **identify** what will be needed to achieve these outcomes with regard to design and then to **explore** stakeholder reactions to these outcomes.

Accordingly, our stakeholder engagement plan is divided into two stages. We have called the first stage **information gathering** and the second stage **information dissemination**.

The information gathering stage is to focus on potential occupiers and academic institutions in the new precinct, public sector and other agencies that have the potential to influence the project and major landowners whose investments could be positively or negatively affected by the proposal. This will give us a clearer idea of whether the overall project is feasible together with any design constraints or parameters, which would have to be incorporated or overcome in the final design.

The information dissemination stage of the research would be targeted at all stakeholders. It would distil the findings from the information gathering stage and would present a clearer picture of what the STEP precinct could realistically deliver for Shepparton. This second stage would be a chance to gauge residents' reactions to the proposal drawing on their local knowledge and would then establish further parameters that would need to be considered in the detailed working up of plans for the site.

### Information Gathering

In this initial stage, we would wish to speak with three groups of stakeholders. These are:

- **Academic institutions**, including the University of Melbourne, Notre Dame College, the Australian Catholic University, Latrobe University, Wanganui Secondary College and G.O. TAFE. We would also be pleased to meet with other further and higher education providers that the Council identifies, including at least one local business with an interest in investing in the area for research purposes such as SPC. We would also appreciate a chance to get introductions from local representatives with whom Council has been in contact. Our preference would be to meet with someone with an appreciation of the institution's current and future accommodation requirements as these interviews will identify stakeholders' current and future plans and their spatial needs;
- **Public and other agencies**, including VicRoads, the Country Fire Authority, Goulburn Valley Water, Goulburn Catchment Management Authority, Powercor, Telstra, Origin, VicTrack, the Victorian Police, the Department of Sustainability and Environment, the Environmental Protection Authority, the Department of Education and Training and the relevant service departments from within the City of Greater Shepparton. These interviews will help us appreciate any site constraints or policy issues that will need to be addressed in working up the project in more detail.
- **Stakeholders** with landholdings or interests close to, or within the precinct. All addresses within 200 meters of the study are to be invited to the public meeting via post. The public meeting should occur late afternoon (4:00pm) and will identify any potential impacts of the proposal as well as opportunities, if they should arise, to collaborate with these landowners.

We would prefer to run one-on-one and face-to-face interviews with the first two of the stakeholder groups using a topic guide format. The advantage of this method is that it will allow us to gather information in a structured format and, at the same time, will allow participants the chance to express information and attitudes in a confidential environment. Spoken and non-spoken attitudes and views will help us appreciate stakeholders' interests and any issues that are likely to arise as the project is finished.

The following topic guides have been prepared for each stakeholder group.

### **Academic Institutions' Topic Guide**

- Introduction to the Maunsell team and the STEP project;
- Clarification of the role of the interviewee;
- Identification of the activities of the institution across Australia, Victoria and in Shepparton;
- Identification of future investment plans for Shepparton;
- Clarification of current building stock and floorspace in Shepparton;
- Clarification of numbers of students, staff and others who use the space;
- Identification of advantages and disadvantages of current building stock and floorspace;
- Examination of any constraints in remaining in current accommodation
- Identification of STEP site;
- Exploration of advantages and disadvantages of the STEP site and project;
- Identification of commitment to participate in the STEP project and likely floorspace requirements; and
- Identification of concerns with participating in the STEP project, including timescales to participate, funding etc.

### **Public and Private Agencies' Topic Guide**

- Introduction to the Maunsell team and the STEP project;
- Clarification of the role of the interviewee;
- Identification of STEP site and project, including the proposed mix of uses;
- Exploration of responses to the proposal;
- Identification of pertinent policies to be considered in preparing a more detailed project; and
- Exploration of responses to the proposal, including any concerns and design issues that will need to be accommodated.

### **Community Meeting Topic Guide**

- Introduction to the Maunsell team and the STEP project;
- Clarification of the study area by reference to a map;
- Clarification of importance of higher/tertiary education to Shepparton (economy, future, attracting people to the city, etc.)
  - Council's long-standing strong support for tertiary/higher education, and the strategy that has resulted in 3 universities having operations in Shepparton
  - Council's support from community to become a university/tertiary centre
  - Strong support from all players for the tertiary/university centre to be centrally located, rather than stuck out in the outskirts where it will be hard to attract people
- Spell out likely developments for La Trobe University
  - it has made a strong commitment to the region
  - the Commonwealth is making a contribution to a campus, which La Trobe will be required to be willing to share with other universities
  - the State Government is considering support with a site
- Identification of future plans for sites nearby or within the study area;
- Identification of the residents' requirements or visions for the urban design;
- Exploration of responses to the proposal;
  - any enhancements of the area that might make it more attractive to students (and generally increase amenity)

- Exploration of opportunities for collaboration with the STEP project and to secure the range of potential outcomes, including student housing and ancillary uses to support the STEP project and measures to improve access into the CBD; and
- Identification of pertinent local issues or concerns that the STEP project team should be mindful of as the project is progressed.

## **Stage 2: Information Dissemination**

We will report back to Council the findings of our interviews with stakeholders and will use this valuable information to inform the format for the information dissemination stage.

We would envisage Council assisting Maunsell to prepare for a public exhibition to discuss the STEP project with locally affected residents and businesses, and others who may have an interest in the project. In particular, we anticipate the following actions being carried out by Council:

- Doing a leaflet drop to all affected residents and businesses within a 500m of the STEP site, and notifying all local schools, local resident groups in the central Shepparton area of the STEP project.
- Placing an advertisement in the local paper, local libraries and the main reception area at Council.
- Advertising the exhibition on Council's Internet site.

Our preference is to avoid a formal public meeting until such time as the project is sufficiently advanced and will be available for public comment. Rather, we would prefer an exhibition that will provide a chance for informal comment and would avoid any potential for confrontation or conflict given that this project could change the character of the area.

The format to be adopted for the public exhibition we envisage would be:

- Two exhibition boards, each one staffed by a Maunsell member of staff with support from a Council officer.
- The exhibition boards would present the project and provide an aerial photograph of the site and detail. An A4 copy will also be provided.
- We will ask residents and local businesses to discuss the project and tell us their views, both positive and negative about the proposal.
- We will record what residents and local businesses tell us but we will also give them a chance to write down what they think and tell us if they would like to be kept informed about the proposal.

# Appendix C Draft Planning Scheme Amendment Documentation

**DRAFT ONLY****21.05-8 Community Development****Local Context**

The municipality is a major regional centre for employment, entertainment, cultural, health and educational services. The Goulburn Valley Base Hospital is a major provider of health services, is a training hospital and is now the selected site for future University of Melbourne health training. Major educational services are provided by the Shepparton campus of La Trobe University, the Melbourne University campus at Dookie and the Goulburn Ovens Institute of TAFE at Shepparton, all of which are major employers. *Council has identified the preferred location for the establishment of a dedicated tertiary education precinct in the Shepparton CBD, to be known as the Shepparton Tertiary Education Precinct ('STEP'). It is envisaged that this precinct will accommodate a number of institutions with shared student facilities and services.*

Goulburn Murray Water at Tatura is also a large employer. Shepparton has its own television services produced by WIN TV.

There is an inequitable distribution of community facilities and services across the municipality. Apart from primary schools, recreation reserves and children's services found clustered in either small centres outside Shepparton or as single purpose facilities in sparsely populated areas, most facilities are located in Shepparton. Shepparton is the major regional focus, not only for commerce but also for health, social support, education, sports and recreation facilities.

Since amalgamation, Council has worked to address the lack of co-ordination of services, ensuring that services are provided in developing areas.

With the growth in residential, commercial and industrial areas, there is also a need to consolidate and coordinate development of community services and facilities. Development contribution plans and Development Plan Overlays are important tools to ensure adequate provision of such facilities and services.

**Key Issues**

- Distribution of community facilities and services throughout the municipality relative to the population concentrations and transport network.
- Continuous improvement in management of community services and facilities.

**Objectives and Strategies**

- § Stimulate and promote interest in the utilisation of existing facilities and infrastructure and to develop the artistic and cultural fabric of the municipality.
- § Examine the locational, spatial and distributional requirements of a range of community facilities and services ensuring that they match the geographic, age and socio-economic needs of the target population.
- § Ensure any new residential development fits harmoniously into the established network of facilities, services and programs and meets the changing needs of the population, in terms of size and characteristics.

- § Ensure any new development is part of an overall road and transport network, ensuring that accessibility to a wider range of community facilities and services within the municipality.
- § Develop more efficient models of service provision, better co-ordination of services, the development of multi functional spaces and the co-location of facilities.
- § Encourage better utilisation of existing facilities and the sharing of community facilities, such as school resources, if appropriate and if necessary, on a user pays basis.
- § *Encourage the establishment of a dedicated tertiary education precinct within the Shepparton CBD, with courses offered by a number of institutions.*
- § Build community safety and crime prevention considerations and specifications into the planning, design and development of the urban environment.
- § Maintain the existing standard of community service programs and promotion of community development through co-operation, communication and linkages with other relevant support agencies
- § Minimise Council's direct involvement and allocation of resources.
- § Seek development contributions to provide some of the infrastructure needed to service the growing population.

### Implementation

These strategies will be implemented by use of the planning scheme policies, overlays, and through undertaking the following actions:

- § Foster community spirit by advocating and creating a sense of pride.
- § Progress relationships with the Koori community.
- § Investigate and report on the feasibility of establishing a Community Chest.
- § Facilitate community based management of Childcare and Preschool Services.
- § Continue regular Council in the Community Programs.
- § Facilitate community interest groups, ie. Safer City Programs, Neighbourhood Watch and Keep Australia Beautiful.
- § Facilitate local reference panels on specific projects such as the streetscape development.
- § Develop and implement a Municipal Public Health Plan.
- § *Implement the recommendations of the Shepparton Tertiary Education Precinct Development Plan Report.*
- § *Continue discussions with tertiary education providers with a view to encouraging their involvement in the Shepparton Tertiary Education Precinct.*

**DRAFT ONLY****SCHEDULE XX TO THE DEVELOPMENT PLAN OVERLAY**

Shown on the planning scheme map as **DPO XX**

**Shepparton Tertiary Education Precinct**

This schedule applies to land in the Shepparton Tertiary Education Precinct (STEP) bounded by Fryers Street to the north, Railway Parade to the east, High Street (Midland Highway) to the south and North Street to the west.

The development plan is to provide a framework for considering the use, development and subdivision of land to facilitate the establishment of a tertiary education precinct within Shepparton that consolidates the City as a seat of learning and development.

**1.0 Requirement before a permit is granted**

The responsible authority may grant a permit for subdivision, use or development prior to the approval of a development plan provided that the responsible authority is satisfied that the subdivision, use or development will not prejudice the future use or development of the land for tertiary education purposes.

**2.0 Requirements for development plan**

A development plan for the STEP area must be generally in accordance with the STEP Concept Plan (Ref: K20 Architecture, Drawing No.UD05, Rev B). A development plan may be prepared in stages and where required, amended to the satisfaction of the responsible authority.

The Stage Development Plan must incorporate the following plans:

**A *Urban Design Framework*** for the site which addresses:

- building height in accordance with that identified in the STEP Development Plan, namely;
  - two storey massing fronting North Street, Fryers Street and along High Street (Midland Highway);
  - a preferred maximum of three storey massing internally fronting the pedestrian zones;
  - a preferred maximum of three storey massing to provide student accommodation on land fronting Fryers Street.
- building setback in accordance with that identified in the STEP Concept Plan, namely:
  - 5 to 7 metre setbacks for all development fronting Fryers Street.
  - 3 to 5 metre setbacks for development fronting the northern end of North Street (i.e. north of Stewart Street).
  - No setback for development fronting southern end of North Street (i.e. south of Stewart Street).
  - No setback for development fronting Stewart Street.
  - No setback for development fronting High Street.

- Building bulk, materials and appearance should generally be in keeping with the objectives of the Shepparton Urban Design Framework (January 1999) including:
  - contemporary in design and show case progressive thinking in design.
  - incorporates significant highlight materials that refer to Shepparton's context and setting.
  - thoughtful and appropriate use of contemporary colour schemes that address the use of the building, the form and function of the building, the context of the building within the streetscape and the colours and textures of raw materials;
  - the manner in which buildings on the site will complement the surrounding environs.
- the need to promote pedestrian movement across the site and through the ground floor of each building.
- the interface treatment of the site within and without the STEP;
- an appropriate amount of car parking to be provided;
- the screening of car parking through landscaping;
- the location of signs on the site showing all identification signs including height, size and design.

A ***Traffic Management and Impact Mitigation Plan*** to the satisfaction of the responsible authority and Roads Corporation that includes the identification of;

- appropriate road access and circulation within and around the STEP area;
- the interaction of these arrangements with, and impact of the development on, the existing road network, and any upgrade works necessary to accommodate traffic generated by the use of the development and to mitigate the impact of the development.

A ***Landscape Plan*** which addresses the internal environment and the surrounding environs of the site including:

- the provision of landscaped open space areas within the STEP.

A ***Sustainability Plan*** which addresses:

- energy efficient design principles in buildings and open space;
- waste minimization, including reuse and recycling;
- water conservation measures, including rainwater harvesting and stormwater reuse;
- selection of materials based on health considerations;
- landscape and biodiversity features to enhance local habitat; and
- the opportunity to showcase and promote sustainability principles.

An ***Infrastructure Provision Plan*** which addresses arrangements for the provision of any necessary infrastructure or utilities referenced in the STEP Development Plan Report including:

- The provision of underground power;

- The provision of drainage and earthworks;
- The provision of road works both internal and external;
- The provision of landscaping;
- The provision of any other incidental works;
- The staging and timing of works;
- The securing of infrastructure and utility provision requirements via a Section 173 Agreement or agreements or via other acceptable means;
- Provision for delivered or future commitments to be made by early participants in the STEP area to infrastructure and utility provision as the development progresses; in order to ensure equitable sharing of responsibility by existing and future participants across the STEP area as it develops; and
- Any other matter reasonably required by Council providing it is associated with the STEP area.

### 3.0 Decision guidelines

Before approving a development plan, the responsible authority must consider:

- The need to integrate each of the development plan in order to establish a cohesive tertiary education precinct.
- The manner in which the proposed site or stage relates to the adjoining land within and outside of the STEP area.
- The need to provide for safe and efficient pedestrian and vehicle access and movement throughout the STEP area.
- The need for an appropriate agreement, conditions or other arrangements to ensure financial or other contributions towards the provision of shared facilities for tertiary education providers, such as a communal library and shared amenities.

A development plan must be approved by the responsible authority before the commencement of development on any part of the land, including any building, works or landscaping.