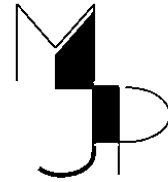


ATTACHMENT TO AGENDA ITEM

Ordinary Meeting

16 December 2014

Agenda Item 8.5	Redevelopment of the Shepparton Courts facility	
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Maureen Jackson Planning



Greater Shepparton Planning Scheme Amendment C176

Shepparton Law Courts Expansion and Redevelopment

358-360 Wyndam Street, 155-157 Welsford Street, 8-12 High St, 16-24 High Street, Shepparton

Prepared by:
Maureen Jackson Planning Pty Ltd
November 2014

Maureen Jackson Planning Pty. Ltd.



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Project Overview

Subject Site	<p>The subject land is comprised of a number of individual parcels identified as follows;</p> <ul style="list-style-type: none"> ▪ 358-360 Wyndham Street, Shepparton – existing Cash Converters ▪ 16-24 High Street, Shepparton – existing Law Courts ▪ 155-157 Welsford Street and 8-12 High Street, Shepparton – existing Police Station <p>The land is ultimately a legal precinct, which is bound by Welsford Street to the west, High Street to the north and Wyndham Street to the east.</p>
Proposed Amendment	<p>The Greater Shepparton Planning Scheme Amendment C176 seeks to:</p> <ul style="list-style-type: none"> ▪ Rezone 16-24 High Street, Shepparton from PUZ3-Health and Community to PUZ7 – Other ▪ Rezone 155-157 Welsford Street, 8-12 High Street, Shepparton from PUZ3 Health and Community to PUZ7 – Other ▪ Rezone 358-360 Wyndham Street, Shepparton from C1Z to PUZ7-Other
Proposed Changes	<ul style="list-style-type: none"> ▪ Amend Map No 17 (Zoning) to reflect the above changes
Existing Zoning	<ul style="list-style-type: none"> ▪ Public Use Zone 3 – Health and Community ▪ Commercial 1 Zone ▪ The land abuts land within the Road Zone Category 1 being the Goulburn Valley Highway and Midland Highway
Existing Overlays	<ul style="list-style-type: none"> ▪ Parking Overlay Schedule 1 - all land ▪ Heritage Overlay 79 (H079) – Shepparton Court House – applies to 10 High Street only

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Project Overview

- State Planning Policy Framework** The relevant state planning policy framework policies are:
- Clause 11.05-4 Regional Planning Strategies and Principles
 - Clause 11.10 Hume Regional Growth
 - Clause 15.03 Heritage Conservation
 - Clause 17.01-1 Business
 - Clause 19.02-4 Distribution of social and cultural infrastructure
- Local Planning Policy Framework and Municipal Strategic Statement** The relevant local planning policy framework objectives are:
- Clause 21.01 Municipal Profile
 - Clause 21.02 Key Influences and Issues
 - Clause 21.04-4 Urban Design
 - Clause 21.06-5 Commercial/Activity Centres
- Required Amendment Documentation**
- Explanatory report
 - List of changes
 - Instruction sheet
 - Updated Map No. 17 – Zone
 - Strategic Assessment Checklist
- Consultation key stakeholders**
- City of Greater Shepparton
 - Court Services Victoria, Victoria Police.
 - Department of Transport, Planning and Local Infrastructure (DTPLI)



1 Executive Summary

The purpose of this report is to outline the planning framework and justification for an amendment to the Greater Shepparton Planning Scheme. The amendment seeks to;

- Rezone the land known as 358-360 Wyndham Street from C1Z to PUZ7;
- Rezone the land known as 16-24 High Street from PUZ3 to PUZ7; and
- Rezone the land known as 155 and 157 Welsford Streets and 8-12 High Street from PUZ3 to PUZ7.

The justification for the amendment is broadly as follows;

- The current PUZ3 – Health and Community zoning of the land is not reflective of the existing and intended future use of the land as a Police Station (existing) and Law Court facility (proposed to be redeveloped). The amendment will result in the application of the most appropriate Public Use Zone being PUZ7 – Other for these uses.
- To assist in facilitating the expansion and redevelopment of the Shepparton Court. The existing facility was originally a temporary facility, which is now outdated, and no longer adequately meets the needs of the community of Shepparton and the Hume region. Hence a modernisation of the facilities is proposed to ensure the Court and its ancillary functions can serve the existing and future community.
- The land known as 358-360 Wyndham Street, has been purchased by the State government to assist in facilitating the proposed expansion and redevelopment. Accordingly, it is proposed to be rezoned both to reflect its proposed use and to be consistent with the abutting zoning (proposed).
- Funding has been allocated to the value of \$73 million in the State government budget for 2014 -2015. This funding would provide for a new court complex, additional staff and one extra Magistrate in Shepparton. Development is due to commence in 2014 and the facility completed in 2018.

To facilitate these changes, a Planning Scheme Amendment in accordance with Section 20(4) of the *Planning and Environment Act 1987* is proposed. Section 20(4) states as follows:

“The Minister may exempt himself or herself from any of the requirements of Sections 17, 18 and 19 and the regulations in respect of an amendment which the Minister prepares, if the Minister considers that compliance with any of those requirements is not warranted or that the interests of Victoria or any part of Victoria make such an exemption appropriate.”

This Amendment is required for the following reasons:

- To facilitate the redevelopment of the land to meet the needs of the community in the region for access to the full range of court related facilities.
- To consolidate this quasi-law and civic precinct.

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- The current use of the land is a Court facility and Police Station, hence the current zoning is considered to be an anomaly.
 - To provide a greater level of public safety, privacy and adequate separation of parties and movement of prisoners from the Shepparton Police Station to the Court once redevelopment occurs.
 - To meet the expectations of the community who are aware and supportive of the redevelopment as a key initiative in the State government's investment in the growth of Shepparton.
 - The project is of regional significance as existing and proposed land uses serve Shepparton and the broader Hume region.
 - The proposal is supported by the State and Local Planning Frameworks of the Greater Shepparton Planning Scheme and is consistent with the recommendations for planning in the area.

Potential benefits to the community

We understand that additional potential benefits to the community have been evaluated in the 'Making Shepparton Greater' document prepared by Council and include the following -

- Create more than 158 jobs during construction and 14 ongoing jobs when the new centre is built (source the Hon Peter Ryan,MLC, Deputy Premier,Victoria)
- Stimulate a flow-on effect for businesses associated with court services and general commercial development.



2 Background Information – Project Brief

As part of the 2014-2015 Victorian State Budget, the State Government has committed funding for the development of a new court complex and associated facilities for Shepparton and the broader Hume Region. A commitment of \$73 million has been made, which includes a new court complex, additional support staff and one new Magistrate for Shepparton. It is intended that the existing Court building will be, in part, retrofitted, as well as partially demolished, to provide for a new purpose-built multi-jurisdictional court complex. The land which abuts the existing courts to the east (358-360 Wyndham Street) has been purchased and will be integral to the development of the new facility.

The design of the development/redevelopment is currently underway, with a consultant team appointed. This has followed a detailed masterplanning phase, which focussed on [i] outlining the opportunities and constraints of redeveloping the subject land, as well as [ii] identifying the key considerations which will influence the future design. These considerations include heritage responsiveness, improved pedestrian connections, the need for iconic and high quality architectural design and additional on site carparking.

At this point in time, works are scheduled for commencement in early 2015 and completion in 2018 as per the funding conditions. It is therefore a priority to ensure the planning framework is commensurate with the works proposed, to ensure the project delivery is not compromised.

Need for a new facility

The existing facility is outdated and no longer serves the needs of the community of Shepparton and the broader Hume region. It has been recognised that the existing facility was originally built as a temporary facility, acting as the judicial headquarters for Victoria's Hume region. No improvement has occurred over the years and the facility currently cannot fulfil the functions of a range of jurisdictions, including the Magistrates' Court, Supreme Court, County Court and Federal Magistrates' Court. Difficulties also exist for the Family Court, which does not sit in Shepparton due to the poor internal conditions, while the lack of space hinders sittings of the Victorian Civil and Administrative Tribunal.

The State government has recognised that a new court facility is vital to the functioning of the judicial system in Shepparton and the broader Hume region.

2.1 Consultation

Recognising the size of this project, its importance to the community and broader region, as well as the funding requirements, consultation both formal and informal has been undertaken.

Prior to the funding announcement, officers from the Greater Shepparton City Council were consulted on the future development of the land.

Post announcement of funding, formal discussions with Council and the Department of Transport, Planning and Local Infrastructure have been undertaken regarding the proposed amendment and the most appropriate planning process to facilitate the redevelopment.

In general, both parties are supportive of the proposed amendment being considered in accordance

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with Section 20(4) of the Planning and Environment Act 1987 and consider that the process formulated is the most appropriate in this instance.

In particular, the Council and community were part of a campaign known as 'Making Shepparton Greater'. The campaign looked at five main projects to 'Make Shepparton Greater', with the redevelopment of Shepparton Courts being a key priority. A brochure as well as identification on Council's webpage made this potential redevelopment visible to the wider community.

Formal support of the amendment has been requested and be provided by the City of Greater Shepparton.



3 Site Analysis

3.1 Subject Site

The subject land is broadly bound by Wyndham Street to the east, High Street to the north and Welsford Street to the west. Land to the south of the site is developed with commercial and retail land uses.

The land is at the junction of two main arterial roads, being the Goulburn Valley Highway (Wyndham Street) and Midland Highway (High Street). This ensures the site is highly accessible as well as visible, which is expected given the civic importance of the site.

The Shepparton Police Station completes the rezoning request being located at the intersection of Welsford Street and High Street.

The current built form is currently low scale, being 1-2 storeys, with poor outlook and poor integration with the broader area.

3.2 Surrounds

The site abuts the core of the Shepparton Central Activities area, which includes a mix of retail, commercial and community uses.

The land to the west of the site generally abuts the Goulburn River, hence has high environmental and recreational values.

Shepparton itself is important, not only as an employment and service centre, but also due to the role it plays within the broader Hume Region, servicing a population of up to 160,000 persons (as outlined in Clause 21. 01 - Municipal Profile).



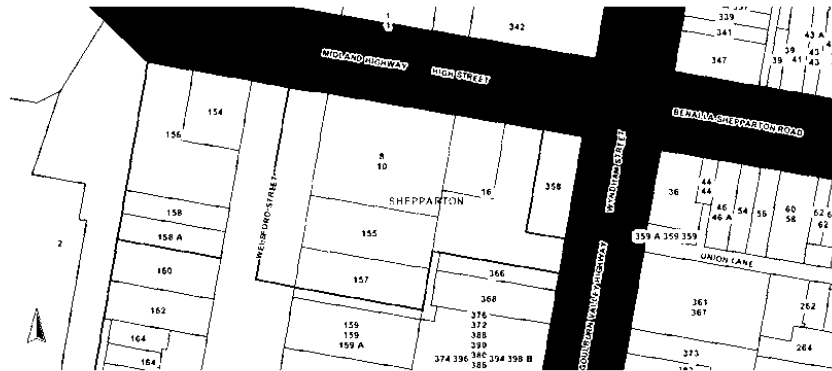
4 Current Planning Controls

The following provides a review of the current planning controls impacting the land as identified in the Greater Shepparton Planning Scheme.

4.1 Zoning

The subject land is located within the Public Use Zone 3 – Health and Community with the exception of 358-360 Wyndham Street, which is zoned Commercial 1 Zone (see Figure 1 – Zoning Map, as at August 2014). It is noted that the zoning does not follow the Title boundaries, hence this is foreshadowed to be rectified in the proposed amendment.

Figure 1. Zoning Map, Greater Shepparton Planning Scheme



The purpose of the Public Use Zone 3 – Health and Community is:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- To recognise public land use for public utility and community services and facilities.
- To provide for associated uses that are consistent with the intent of the public land reservation or purpose.

No planning permit is required for the use of the land, where the use is for the purpose described in the Table to Clause 36.01-6 and the use is carried out by or on behalf of the public land manager. Further, pursuant to Clause 36.01-5 a planning permit is not required to use land, or to construct or carry out works on land.

However, as the land is within PUZ3 – Health and Community, a planning permit would be required for any alterations to the existing use or buildings and works, as the use is not for the purpose prescribed i.e. the use is not health related.



As shown in the above map, 358-360 Wyndham Street is located in the Commercial 1 Zone. The purpose of the Commercial 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.
- To create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses.
- To provide for residential uses at densities complementary to the role and scale of the commercial centre.

In accordance with the Table at Clause 34.01-1, a planning permit is not required for the use of the land as an office (no Schedule applies to the subject land) however, a planning permit is required for a use not listed in either Section 1 or Section 3 of the Greater Shepparton planning scheme.

It is important to note that there is no definition for "law courts" or a "police station" *per se*. Although these uses could be defined as a combination of office/place of assembly, it is considered that the function and operation of the law courts and police station would be better defined as "innominate". This has been commonly applied to new police stations and law courts, such as the Moorabbin Justice Centre and the Morwell Law Courts.

Pursuant to Clause 34.01-4, a planning permit is required to construct a building or construct or carry out works.

It is also acknowledged that High Street and Wyndham Street are identified as Road Zone Category 1. Accordingly, a planning permit would be required to alter or create access to these roads.

4.2 Overlays

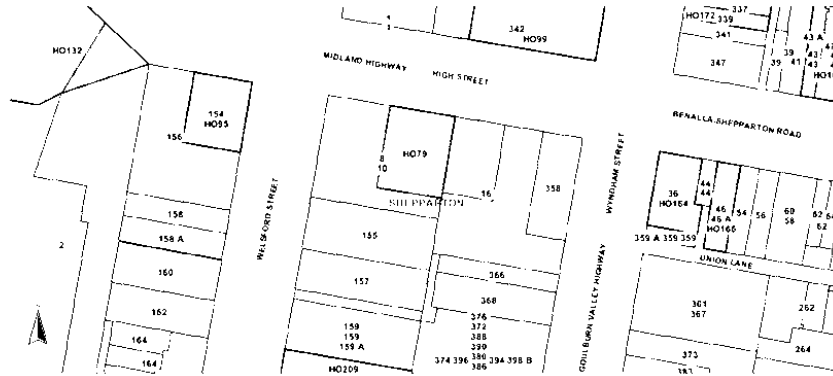
Heritage Overlay

The land known as 10 High Street, Shepparton is encumbered by Heritage Overlay 79 – Shepparton Court House (see Figure 2 for extent of overlay). The Schedule to this overlay provides additional planning permit controls for external painting and identifies that prohibited uses are permissible.

At this stage no works are to be undertaken on this site therefore it is not considered that this overlay will impact the development of the site and the overlay can be retained.



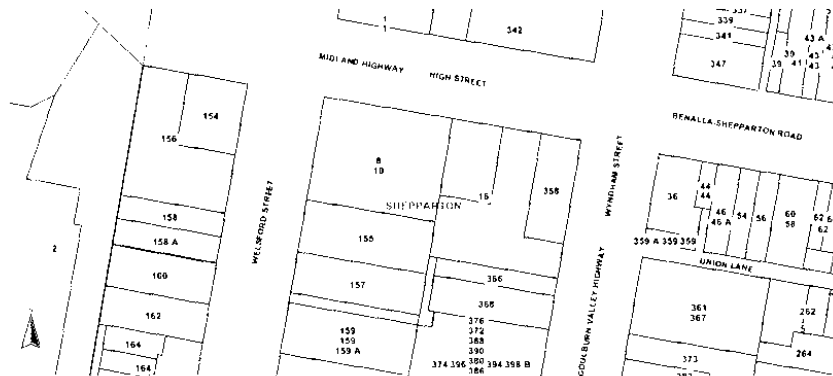
Figure 2. Heritage Overlay Map, Greater Shepparton Planning Scheme



Parking Overlay

The subject land is encumbered by the Parking Overlay 1, which extends to the broader Shepparton Central Business District (see Figure 3 for extent of overlay). This overlay was introduced under Planning Scheme Amendment VC95.

Figure 3. Parking Overlay Map, Greater Shepparton Planning Scheme



This overlay varies the requirements of Clause 52.06 Carparking, by imposing varied rates for the provision of carparking based on use.

As there is no rate for a court facility, it is considered that the parking should be to the satisfaction of the Responsible Authority. It is therefore considered that the parking overlay does not apply to this site in terms of triggering a planning permit.



4.3 Other

Aboriginal Cultural Heritage Sensitivity

The land is not within an area of Aboriginal Cultural Heritage Sensitivity. Accordingly, a Cultural Heritage Management Plan will not be required for any works or development on the land.



5 Proposed Amendment

5.1 Changes to the Planning Controls

The amendment proposes the following changes to the Greater Shepparton Planning Scheme:

- Rezone the land known as 358-360 Wyndham Street from C1Z to PUZ7;
- Rezone the land known as 16-24 High Street from PUZ3 to PUZ7;
- Rezone the land known as 155 and 157 Welsford Street and 8-12 High Street from PUZ3 to PUZ7

The amendment is required to ensure the existing use and development of the land as a police station and law courts is reflected in the zoning of the land. Although currently in the Public Use Zone, the incorrect schedule applies to the current and future use, hence a permit would be required for both the use and any works undertaken on the site. The correct and more appropriate zoning of the land would be the PUZ7 – Other.

In addition to the above, the State Government as part of the 2014-2015 Budget, has committed funding to the expansion and redevelopment of the existing law courts. This includes the purchase of the land known as 358-360 Wyndham Street, which is currently zoned Commercial 1 Zone (C1Z). To assist in facilitating this development in a timely manner, the rezoning of this parcel of land is also required. This land has been acquired by the State government of Victoria as of 31st October 2014.

The existing overlays will continue to apply to the subject land, as will the relevant particular provisions; namely Clause 52.06-Carparking and Clause 52.29 Land Adjacent to a Road Zone, Category 1.

5.2 Policy context

The proposed amendment is supported by the State and Local Planning Policy Framework, including the Municipal Strategic Statement as outlined below.

State Planning Policy Framework

Clause 11 – Settlement

It is policy for planning to anticipate and respond to the needs of existing and future communities through the provision of zoned and serviced land for housing, employment, recreation and open space, commercial and community facilities and infrastructure.

Clause 11.05-4 Regional planning strategies and principles aim to develop regions and settlements which have a strong identity, are prosperous and are environmentally sustainable. This is achieved by following the principles of settlement planning and any relevant regional growth plan, which in this instance is the Hume Regional Growth Plan.

Clause 11.10-3 Planning for growth seeks to focus growth and development to maximum the strengths of existing settlements. Moreover, Shepparton is noted as a Major Growth Centre, which aims to facilitate major development. The current amendment directly responds to this objective in

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that it will ensure the zoning reflects the existing use and redevelopment of the land. The amendment will facilitate the development of this land for judicial/civic purposes which service both Shepparton and the broader Hume Region.

Clause 15 – Built Environment and Heritage

It is policy that Planning should achieve high quality urban design and architecture that:

- *Contributes positively to local urban character and sense of place.*
- *Reflects the particular characteristics, aspirations and cultural identity of the community.*
- *Enhances liveability, diversity, amenity and safety of the public realm.*
- *Promotes attractiveness of towns and cities within broader strategic contexts.*
- *Minimises detrimental impact on neighbouring properties.*

The amendment does not propose any works and the change in the zoning of the land will exempt future development from requiring planning approval with the exception of 10 High Street, which is within the Heritage Overlay.

Clause 15.03-1 Heritage Conservation will continue to apply, with any development needing to be commensurate with the heritage significance of the Court House.

Clause 17.01-1 Business

The objective of this policy is to *encourage development which meets the communities' needs for retail, entertainment, office and other commercial services and provides net community benefit in relation to accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities.*

This objective is achieved for locating commercial facilities in activity centres. The amendment directly responds to this goal as it seeks to strengthen the existing law and civic precinct and will in the long term result in an iconic landmark development.

Clause 19 Infrastructure

It is necessary to plan for *development of social and physical infrastructure to be provided in a way efficient, equitable, accessible and timely.*

Planning is to recognise social needs by providing land for a range of accessible community resources, such as education, cultural, health and community support (mental health, aged care, disability, youth and family services) facilities.

The amendment will enable the expansion and development of the existing law courts, which are a vital community service provider.

Local Planning Policy Framework including the Municipal Strategic Statement

Clause 21.01 Municipal Profile outlines and highlights the importance of Shepparton itself to the municipality and the broader region as a service provider. It is critical to ensure Shepparton is strengthened as regional centre. This is reinforced by Clause 21.02 Key Influences, where growth is encouraged in identified centres such as Shepparton.

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The vision of the municipality is outlined in Clause 21.03 Vision, Sustainability Principles and Strategic Directions, which is based on the following themes and principles:

- Settlement, Housing and Urban Design
- Community Life
- Environment
- Economic Development
- Infrastructure

The need to plan for growth is important given that it is anticipated that the City of Greater Shepparton will grow from 59,202 persons in 2006 to 71,509 by 2026 (Clause 21.04-1 Urban Consolidation and Growth). Expansion of the broader Hume Region will also occur, placing more pressure on existing judicial services. Hence the amendment seeks to ensure the planning framework will enable the future expansion and redevelopment of this site.

Courts Services Victoria will ensure that new development is guided by sustainability principles, with high quality architectural and urban design outcomes sought.

The importance of identifying and reinforcing the role of activity centres will lead to the fulfilment of both local and regional needs (Clause 21.06-5 Commercial/Activity Centres). The Shepparton CBD is nominated as a Regional Centre, where its continued growth as a multifunction centre is to be supported. The existing Police Station and proposed redevelopment of the Law Courts, play an important role in ensuring that the status of Shepparton as a regional centre is retained and indeed enhanced.

5.3 Process

A Ministerial Amendment in accordance with Section 20(4) of the *Planning and Environment Act 1987* is requested. The amendment has been prepared in accordance with the Minister's Direction No 11 Strategic Planning Assessment of Amendments and the Practice Note Strategic Assessment Guidelines for Planning Schemes Amendments (revised August 2004). The amendment meets the requirements of the Ministers Direction and guidelines.

5.4 Strategic Justification

An assessment of the proposal against the criteria established by Practice Note: Ministerial Powers of Intervention in Planning and Heritage Matters as to circumstances when the Minister for Planning will consider authorising a ministerial amendment is provided below.

1. *The matter will be one of genuine State or regional significance.*

As the amendment directly relates to a rezoning which will be for public uses, the matter is considered to be of high significance. This amendment will be of regional significance as it will impact both Shepparton and the broader Hume Region, recognising the rezoning will facilitate the redevelopment of the law courts for the wider community.

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The proposed expansion and redevelopment of the law courts has been granted funding by the State Government, hence the delivery of this project for the community needs to be facilitated as a priority project.

2. *The matter will give effect to an outcome where the issues have been reasonably considered and the views of affected parties are known.*

It is considered that the views of the community regarding the proposal are known, given that the police station is existing as are the law courts. In particular, the Council and community were part of a campaign known as 'Making Shepparton Greater'. The campaign looked at five main projects to 'Make Shepparton Greater', with the redevelopment of Shepparton Courts being a key priority. A brochure as well as identification on Council's webpage made this potential redevelopment visible to the wider community.

It is therefore considered that the rezoning is in line with community expectations for the land, being the continued and expanded use of the land for these purposes.

3. *The matter will be the introduction of an interim provision or requirement and substantially the same provision or requirement is also subject to a separate process of review.*

N/A

4. *The matter will raise issues of fairness or public interest:*

It is considered, that given the public benefit associated with the expansion and redevelopment of the law courts and considering the use and development is existing, the amendment complies with and responds to the necessary criteria to gain Ministerial support for a Section 20(4) planning scheme amendment process.

5. *The matter requires co-ordination to facilitate decision-making by more than one agency.*

The amendment will require coordination between Greater Shepparton City Council, Courts Services Victoria, Victoria Police and the Department of Transport, Planning and Local Infrastructure. The development of these relationships has already commenced and will continue to be strengthened as the project proceeds.

In accordance with Ministerial Direction 11 – Strategic Assessment of an Amendment, the purpose of undertaking a strategic assessment of the amendment is to provide a consistent framework for the evaluation of a proposed planning scheme amendment and the outcomes it produces. The matters outlined in this Direction form part of the explanatory document.



6 Impacts of the Amendment

The underlying justification for this amendment is to facilitate the expansion and development of the law courts and to ensure the use of the land is reflected in a more appropriate zone, being the PUZ7.

The amendment is considered to have positive impacts as follows:

- Removes unnecessary planning permit triggers, which are only of administrative and procedural benefit.
- Ensures the zoning reflects the community expectations for the subject land and additional property, given the existing usage.
- Enables the redevelopment of this precinct to form an iconic and high quality civic building.
- Provides social benefits through the provision of improved services.
- Creates a legal precinct by the inclusion of the Shepparton Police Station in the amendment.
- Provides economic benefits through direct and indirect employment both during and post-construction.

The proposal will have negligible environmental impacts.

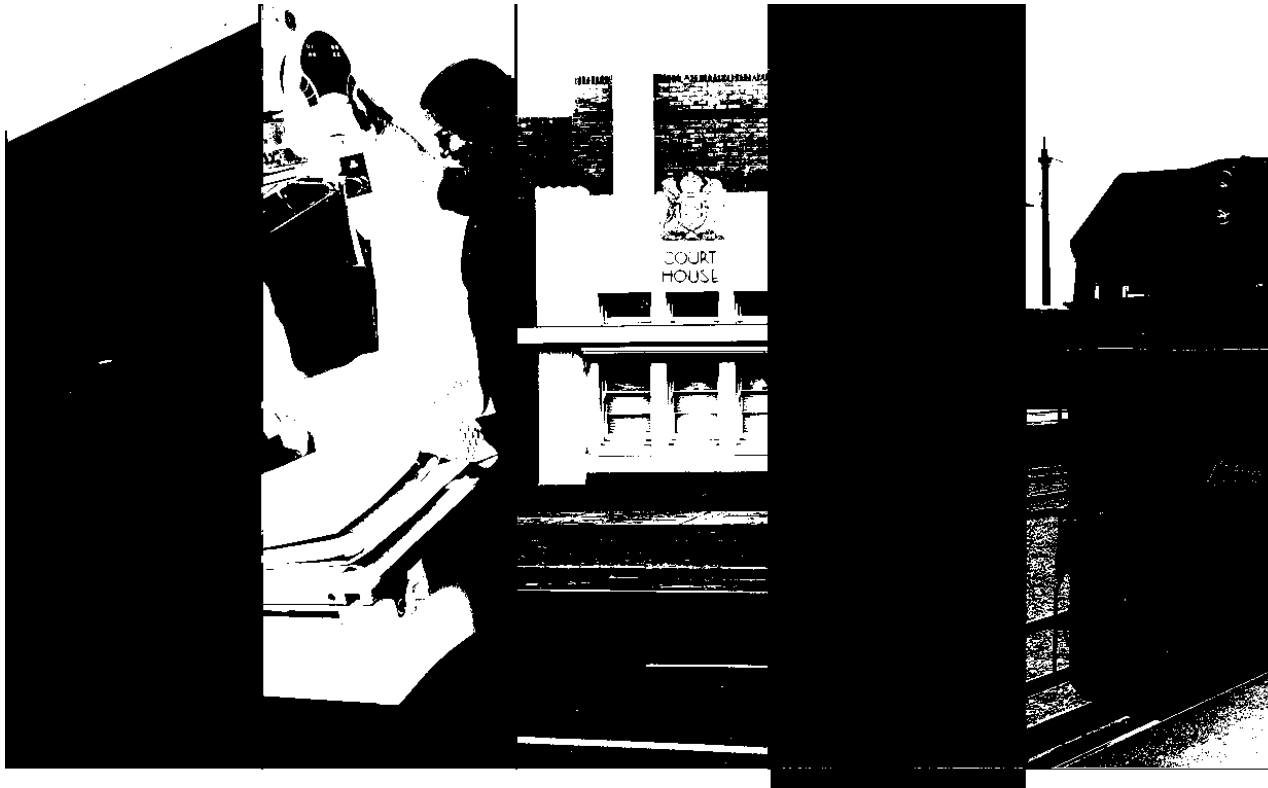


7 Conclusion

This report has assessed the proposal in the context of State and Local Planning Policy Framework, having regard to the local context and the existing site conditions. It is considered that the proposal delivers key directions of State and Local policies, having particular benefit to Shepparton and the broader Hume Region noting:

- The existing PUZ3 zoning of the land is not reflected in the existing and future use of the land as a police station and law courts. A more appropriate zone reflecting these land uses is the PUZ7.
- The rezoning of the land to PUZ7 is supported by the objectives and intent of the relevant Local Planning Policies and reinforces the existing use of the land as a police station and law courts.
- The rezoning will create certainty in the continuation of the land use into the future.
- The proposal will not have an unreasonable impact on adjoining land uses.
- The existing overlays on the land will continue to apply and future development will be considered in accordance with these overlays.

Overall, it is considered that the proposed amendment complies with and compliments the spirit and intent of all the relevant planning controls and policies of the Greater Shepparton Planning Scheme.



Greater Shepparton Priority Projects



TRANSPORT

Construction of the Goulburn
Valley Highway Shepparton Bypass



Snapshot of Greater Shepparton

LAND AREA

2,421 square kilometres

POPULATION

62,352

POPULATION GROWTH

1.06% (since 2006)

POPULATION FORECAST

80,080 (by 2031)

RESIDENTS BORN OVERSEAS

13% (nearly 8,500 residents)

RESIDENTS OF INDIGENOUS ORIGIN

3.4% (more than 2,000 residents)

CULTURAL GROUPS

More than 50 including Afghani, Albanian, Congolese, Filipino, Indian, Iraqi, Italian, New Zealander, Sudanese and Turkish

MEDIAN AGE

38 years

UNEMPLOYMENT RATE

7.07% (compared to Victoria's unemployment rate of 6.4%)

GROSS REGIONAL PRODUCT

\$2.54 billion per annum

MAJOR INDUSTRIES

Manufacturing, retail trade, health care and social assistance, agriculture and construction

MAJOR EMPLOYERS

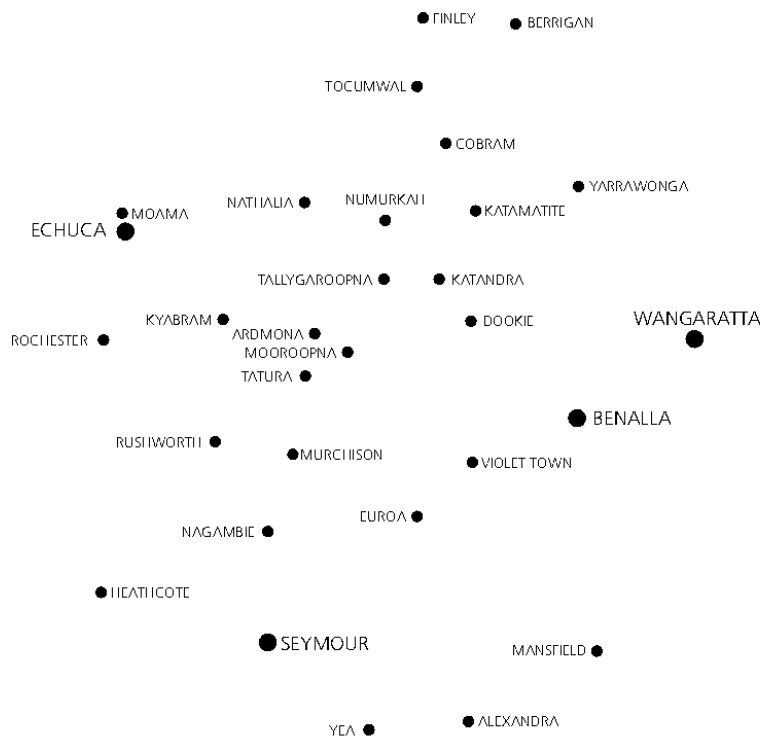
Campbell's Soup, Department of Environment and Primary Industries, GOTAFE, Goulburn-Murray Water, Goulburn Valley Health, Greater Shepparton City Council, Jelftomson, La Trobe University, Pental, Rubicon, Snow Brand, SPC Ardmona, Tatura Milk Industries, Unilever, University of Melbourne and Visy

Sources:

City of Greater Shepparton 2012-2013 Annual Report. Available at www.greatershepparton.com.au/council/councildocs/annualreport/

City of Greater Shepparton Community Profile. Compiled by iD the population experts. Available at www.profile.id.com.au/shepparton

City of Greater Shepparton Economic Profile. Compiled by iD the population experts. Available at www.economy.id.com.au/shepparton



MELBOURNE



Why invest in Greater Shepparton?

Shepparton is the largest regional city in northern Victoria. The city is a major industry, employment and service centre for a broad catchment of approximately 230,000 people. This catchment not only includes the residents of towns and rural settlements within Greater Shepparton, but also those in the nearby Moira, Campaspe, Strathbogie and southern New South Wales municipalities.

Located on both the Goulburn and Broken Rivers, Greater Shepparton is a key regional centre with regards to agriculture production. Often referred to as the 'Food Bowl of Australia', the Goulburn Murray Irrigation District, which comprises Greater Shepparton, accounts for 25 per cent of the total value of Victoria's agricultural production. The region has a strong export focus with substantial growth projections.

With the Goulburn Valley and Midland Highways passing through its centre, Shepparton is one of regional Australia's major transport hubs for intra and interstate freight movements. The city is only a two hour drive from Melbourne and has convenient road connections to Adelaide, Brisbane, Canberra and Sydney. Shepparton has passenger rail services to and from Melbourne and is designated as a station on the preferred alignment for the proposed high speed rail (HSR) network connecting Brisbane, Sydney, Canberra and Melbourne.

Greater Shepparton's business community is extremely resilient. In recent years the region's industries have faced a range of challenges including drought, flood, implementation of the Murray Darling Basin Plan, removal of import tariffs and fruit fly. Despite these challenges, Greater Shepparton continues to experience growth across all major industries.

Being centrally located, with affordable real estate, extensive business opportunities and diversified farming practices, Greater Shepparton offers the best of both regional and metropolitan living. It is one of the state's fastest growing regions and the ideal regional location to live, work, invest and visit.



An outstanding opportunity exists to transform Shepparton's central business district (CBD) into a modern, lively and desirable retail and lifestyle precinct. To achieve this, Greater Shepparton City Council has proposed a coordinated program of improvements known as the Shepparton CBD Revitalisation Project.

The Shepparton CBD Revitalisation Project consists of three major infrastructure projects as follows:

i. Vaughan Street and Maude Street Redevelopment

The Vaughan Street and Maude Street Redevelopment consists of four sub-projects. The first sub-project, completed in December 2013, was the Vaughan Street – Corio Street to Maude Street Improvements. The remaining sub-projects; Bus Interchange – Maude and Vaughan Street, Maude Street – Vaughan Street to High Street Improvements and the Maude Street Mall Redevelopment, are yet to be completed.

All sub-projects are largely concerned with improving the streetscape, parking and general amenity of each area. The Bus Interchange – Maude and Vaughan Street proposes a new bus interchange with public toilets, change rooms, a comfortable waiting area and easier access to buses for the disabled and elderly.

ii. Shepparton Railway Station Precinct Development

The position and layout of the Shepparton Railway Station sees it essentially turning its back on the Shepparton CBD. This creates a virtual barrier between the station and the CBD, reinforced by the lengthy walk from the station to the CBD and vice versa. The Shepparton Railway Station Precinct Development centres on constructing a pedestrian bridge to provide direct access between the Shepparton Railway Station and Vaughan Street in the CBD. This project also provides an opportunity to redevelop underutilised VicTrack land adjacent to the railway station.

iii. Shepparton Court Precinct Development

Refer Redevelopment of the Shepparton Court on page 6.

The three projects all complement each other and are physically connected through the creation of a direct pedestrian access from the Shepparton Railway Station to the Vaughan Street and Maude Street shopping precincts and on to the proposed Shepparton Court Precinct Development.

Vaughan Street and Maude Street
Redevelopment: **\$37.5 million**

Shepparton Railway Station Precinct
Development: **\$2.5 million**

Completion of the Shepparton CBD
Revitalisation Project will:

- create approximately 1,300 full time equivalent (FTE) construction related positions over the lifetime of the project, of which 765 FTE jobs will be supported locally
- increase business and economic prosperity for existing small to medium businesses in the CBD, with turnover in the CBD estimated to increase by \$240 million over ten years
- generate approximately 400 new permanent FTE jobs across retail and office based activities
- improve retail diversity in the CBD
- increase community engagement by providing an inviting space with the capacity to offer community orientated activities
- improve access to public transport within the CBD
- provide new commercial office development opportunities in the CBD
- create an environment conducive to developing inner city residential living spaces that will provide diversified housing options and opportunities to establish residential related businesses
- generate potential for mixed use development of the railway station
- create an important physical link between the railway station and the CBD
- improve pedestrian connectivity between the railway station and the CBD
- raise commercial property values and rental returns for premises located in and around the CBD
- increase rates revenue for Greater Shepparton City Council, part of which can be used for projects that benefit the broader community
- diversify Shepparton's employment base by providing new opportunities to deliver more retail and office based employment
- improve appeal and liveability, which will assist to attract more residents, visitors, businesses and investors to Greater Shepparton.



Goulburn Valley Health's (GV Health) Shepparton Campus is a 266 bed acute and extended care facility providing surgical, medical, paediatric, obstetrics, gynaecology, intensive care and psychiatry services. A number of non-admitted / sub-acute services operate from the Shepparton Campus including emergency, outpatients, Hospital Admission Risk Program (HARP) disease management and sub-acute ambulatory care. The Shepparton Campus also provides a range of community programs.

GV Health's Shepparton Campus is a major hub for health care in northern Victoria and without redevelopment will seriously compromise health service delivery capacity in the region. As a Regional Public Health Service, the campus provides services to a broad regional catchment of approximately 230,000 people. The campus serves the health needs of both residents and visitors in Greater Shepparton, as well as those in the surrounding Moira, Campaspe, Strathbogie and southern New South Wales municipalities.

Ageing infrastructure, inefficiencies in site configuration and difficulties meeting customer demand due to capacity constraints, particularly in theatre and emergency, all contribute to the need for a major redevelopment of GV Health's

Shepparton Campus in order to provide appropriate services to the community. The proposed redevelopment will address current conditions and configuration of the hospital's clinical care areas, inpatient accommodation and essential infrastructure services.

Priorities for the redevelopment include:

- expansion of theatre capacity to five theatres along with expanded day theatre capacity, associated recovery and instrument sterilising capability
- expansion and reconfiguration of the emergency department to meet growth in demand and closer proximity of imaging services to improve patient flow
- redevelopment and expansion of the intensive care unit and facilities for specialist outpatient, dialysis, pharmacy, clinical support and mental health services
- expanded medical and surgical bed capacity to meet current and future demand
- development of consultation and treatment capacity for new and expanded services including radiotherapy, palliative care, a women's health centre, cardiac catheterisation and community health and wellbeing services.

Central to these developments is the need for:

- replacement and upgrade of essential infrastructure such as air conditioning and engineering plant, not only to meet current demand, but to support future demand and growth
- upgrade and expansion of information technology infrastructure and information systems to replace end of life systems and support contemporary clinical practice
- enhanced capacity for teaching and student placement aligning with GV Health's role as a teaching hospital.

Preliminary plans are already in place for much of the proposed works with detailed design, costing and staging of the development to be confirmed through GV Health's master planning process.

Redevelopment of GV Health's Shepparton Campus: **\$150 million**

Redevelopment is proposed in a series of staged works over a five year construction cycle.

Redevelopment of GV Health's Shepparton Campus will:

- enable development of expanded and new services to better meet the health needs of the growing and ageing population
- expand the range of services able to be provided locally
- provide an additional 213 FTE staff including nursing, medical, allied health and diagnostic specialist roles, as well as contracting services such as cleaners
- support recruitment and retention of health professionals, new technology and research.



The Shepparton Court is the judicial headquarters for Victoria's Hume Region, providing services for a range of jurisdictions including the Magistrates' Court, Supreme Court, County Court and Federal Magistrates' Court. The Shepparton Court currently provides 50 per cent of all court services delivered in the Hume Region.

Originally built as a temporary facility and following years without funding for improvements, the Shepparton Court is now outdated, inadequate, unsafe and does not comply with current legislation. Discreet areas, interview rooms, courtrooms, security and prisoner transfer are all inadequate for the modern day demands placed on the existing Shepparton Court. Issues relating to public safety, privacy, accessibility, overcrowding and separation of offenders, jury panels and other parties are ever present.

Under current conditions, prisoner movement between the adjacent Shepparton Police Station and the Shepparton Court requires prisoners be transported along a walkway that is shared with judges, magistrates and staff. Prisoners required in courtrooms two or three must traverse through courtroom one, forcing courtroom one to be adjourned, before moving through the public foyer and into the respective courtroom using the public entry.

There is also no privacy or security for witnesses entering and exiting the remote witness room with witnesses forced to walk through the public waiting area, often coming face to face with the person they are being kept separated from. Security and safety for court users and staff is severely compromised and not at an acceptable level.

Current legislation requires the Children's Court be separate from other court business. The existing Shepparton Court is unable to provide this separation and currently operates in breach of this legislation.

Due to the court's poor facilities, the Family Court refuses to sit in Shepparton and the Federal Magistrates' Court will not sit in Shepparton during periods of extreme heat. The Victorian Civil and Administrative Tribunal has to delay hearings in Shepparton because of a lack of space at the court; thus, creating a significant backlog of cases. There is also no capacity to provide therapeutic justice programs at the Shepparton Court due to space constraints.

The Shepparton Court's deteriorating condition severely impacts its ability to deliver a socially acceptable judicial service to the community and inhibits the community's access to the legal process. Residents often have to incur the expense and inconvenience of travelling to other locations for court services, during what is often a traumatic time.

Demolition of the existing building and construction of a new Shepparton Court. **\$70 million**

Construction of a new purpose-built Shepparton Court will:

- provide the community with local access to a full range of court services
 - provide both the public and prisoners with an adequate level of safety, privacy and welfare
 - prevent overcrowding and the problems associated with overcrowding
 - enable the Shepparton Court to operate within the legislation supporting the operation of the Children's Court
 - separate children and jurors from alleged offenders and other court users
- create 730 FTE construction jobs, of which 430 FTE jobs would be supported locally
 - create 170 FTE ongoing jobs, of which 85 FTE jobs would be new local office positions
 - stimulate commercial development in the vicinity of the court
 - increase demand for office space around the court as a result of the broader range of court services offered
 - consolidate the area surrounding the court as Shepparton's key professional services office precinct.



TRANSPORT

Construction of the Goulburn Valley Highway Shepparton Bypass

BACKGROUND

The Goulburn Valley Highway is an integral transport route. It connects the Goulburn Valley region with Melbourne and forms a vital link in the national highway system between Melbourne and Brisbane. The Goulburn Valley Highway also joins Melbourne and central Victoria with inland New South Wales and Queensland.

As a designated B-Double transport capacity road, the Goulburn Valley Highway is critical to the region's fruit, dairy and viticulture industries, which all depend on a direct, high grade and safe road network to transport products efficiently.

The sections of the Goulburn Valley Highway in and around Greater Shepparton can no longer adequately cater for the large and rising traffic volumes that use the highway daily. Traffic increases, combined with the high truck accident rate, have resulted in a road that presents a risk to the community.

The Goulburn Valley Highway's current route through the very centre of Shepparton poses a significant safety risk not only to highway users, but also to the many business owners and shoppers in the shopping strips along the highway and the residents whose homes are adjacent to the highway. It is illogical that in the 21st century heavy vehicles continue to pass through the centre of a major regional city.

Up to 20 per cent of the traffic that passes through Shepparton's urban area

is heavy vehicles. It is not only the sheer sizes of the vehicles passing through the urban area that create the potential for an accident of catastrophic proportions, but also the hazardous materials some of these vehicles carry.

These issues apply equally to the alternate heavy vehicle route located to the east of Shepparton's city centre. The alternate heavy vehicle route is a local single lane road with a very high accident history. It has a number of crossroads, creating an ongoing hazard for both the local and school traffic along its route. The alternate heavy vehicle route is unacceptable as an alternative to the Goulburn Valley Highway through Shepparton for heavy vehicle use.

With the opening of the nearby Nagambie Bypass in April 2013, construction of the 32.8 kilometre Shepparton Bypass is the next logical step in creating a safer and more efficient transport route through the centre of Victoria and into New South Wales.

The planning study to determine the alignment of the Goulburn Valley Highway Shepparton Bypass began as far back as 1995, with the boundaries for the proposed bypass finalised and incorporated into the Greater Shepparton Planning Scheme back in late 2006. Greater Shepparton City Council is currently waiting for VicRoads and the Federal Government to determine a program for construction of the Goulburn Valley Highway Shepparton Bypass.

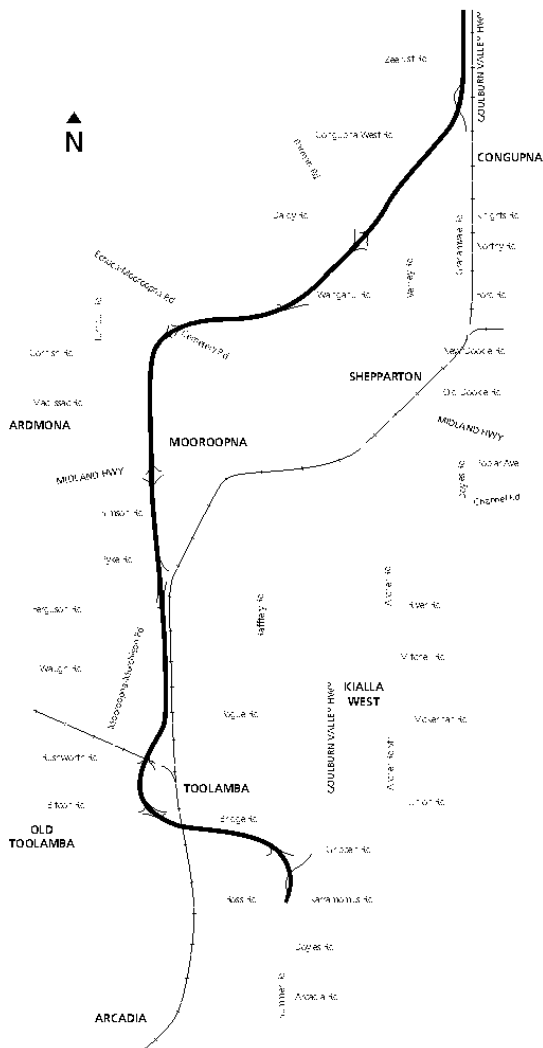
INVESTMENT

Construction of a four lane Goulburn Valley Highway Shepparton Bypass: **\$966 million**

PROJECTED OUTCOMES

Construction of the Goulburn Valley Highway Shepparton Bypass will:

- cater for the region's long term traffic growth
- address the major deficiencies required to meet National Highway System objectives
- provide an additional east-west crossing of the Goulburn River, reducing the impact of heavy vehicles on Shepparton's CBD
- improve the level of service for commercial traffic in the region
- improve safety and accessibility for both local and through traffic
- provide relief for congested intersections in the Shepparton city centre
- reduce accidents, particularly those involving heavy vehicles
- provide certainty for future land use development
- improve the amenity of the Shepparton and Mooroopna urban centres with less traffic noise and truck fumes
- create synergies with the Goulburn Valley Freight and Logistics Centre (GV Link)
- improve freight movements from the Goulburn Valley to domestic and export markets as a result of reduced travel times and transport costs.



Shepparton currently has only three passenger rail services to and from Melbourne each weekday and two services on weekends. Whilst V/Line operates a further three bus services to and from Melbourne each weekday, all connecting with trains at Seymour, the bus services are grossly inadequate.

The buses have very limited capacity, are often crowded and some don't even have wheelchair access. Even with wheelchair access, boarding and alighting the buses is still difficult for the disabled and elderly, compounded by the challenge of changing between the bus and train at Seymour. There is no 'Travellers Aid' type service at Seymour Railway Station to assist the disabled or elderly to navigate the stairs or long ramp that passengers must use to connect between the bus and the train. The bus services also take significantly longer than rail, adding at least an extra 30 minutes to an already long journey.

In addition to minimal passenger rail services, Shepparton travellers are subjected to poor timetabling of services. The first service to Melbourne on weekdays does not arrive at Southern Cross Station until 9.10 am, making it impossible for business travellers and tertiary students to arrive at their city destinations in time for the start of the business day. This poor timetabling also restricts employees of Greater Shepparton's businesses, organisations and government agencies from accessing valuable education, training and professional development opportunities offered in Melbourne.

Convenient and cost effective passenger rail services are critical to the social wellbeing and health of regional and rural communities. For many regional residents, rail travel is the primary mode of transport to access specialist medical and dental services only available in Melbourne. Greater Shepparton also has a large, recently arrived migrant and refugee population, many of whom rely on public transport to connect with family members and access specialist support services in the city.

The residents of Greater Shepparton are not the only ones affected by the lack of passenger rail services between Shepparton and Melbourne and the poor timetabling of these services. The residents of surrounding regions including the Moira, Campaspe, Strathbogie and southern New South Wales municipalities who connect with the rail services between Shepparton and Melbourne, are also impacted.

The lack of passenger rail services and poor timetabling also prevents Greater Shepparton from relieving the increasing population density issues in metropolitan Melbourne. If Greater Shepparton is to attract people to relocate to the region in order to relieve pressure on metropolitan infrastructure, then more regular passenger rail services to and from Melbourne and more convenient timetabling are essential.

Increase the frequency of passenger rail services from Shepparton to Melbourne and vice versa as per the following, with options two and three being the preferred alternatives:

Option One	Extend one morning and one afternoon Seymour service to Shepparton	\$1 million
Option Two	Enable a five train daily return Shepparton service using existing rolling stock. VLine purchases six additional VLocity diesel rail cars on the existing contract to release an additional loco hauled train.	\$33.44 million
Option Three	Enable a five train daily return Shepparton service with faster VLocity trains. VLine purchases a further nine VLocity cars. Additional network upgrades are required.	\$87.5 million



Improve the timetabling of passenger rail services from Shepparton to Melbourne and vice versa as per the following proposed timetable:

5.15 am	8.00 am	6.20 am	8.45 am
6.30 am	9.10 am	9.50 am	12.20 pm
12.50 pm	3.30 pm	3.30 pm	6.00 pm
3.40 pm	6.20 pm	4.30 pm	7.25 pm
6.40 pm	9.10 pm	6.30 pm	8.55 pm
7.00 am	9.30 am	7.50 am	9.20 am
9.50 am	12.10 pm	9.30 am	12.00 noon
1.00 pm	3.30 pm	12.50 pm	3.20 pm
4.00 pm	6.30 pm	3.30 pm	6.00 pm
6.40 pm	9.10 pm	6.30 pm	9.00 pm

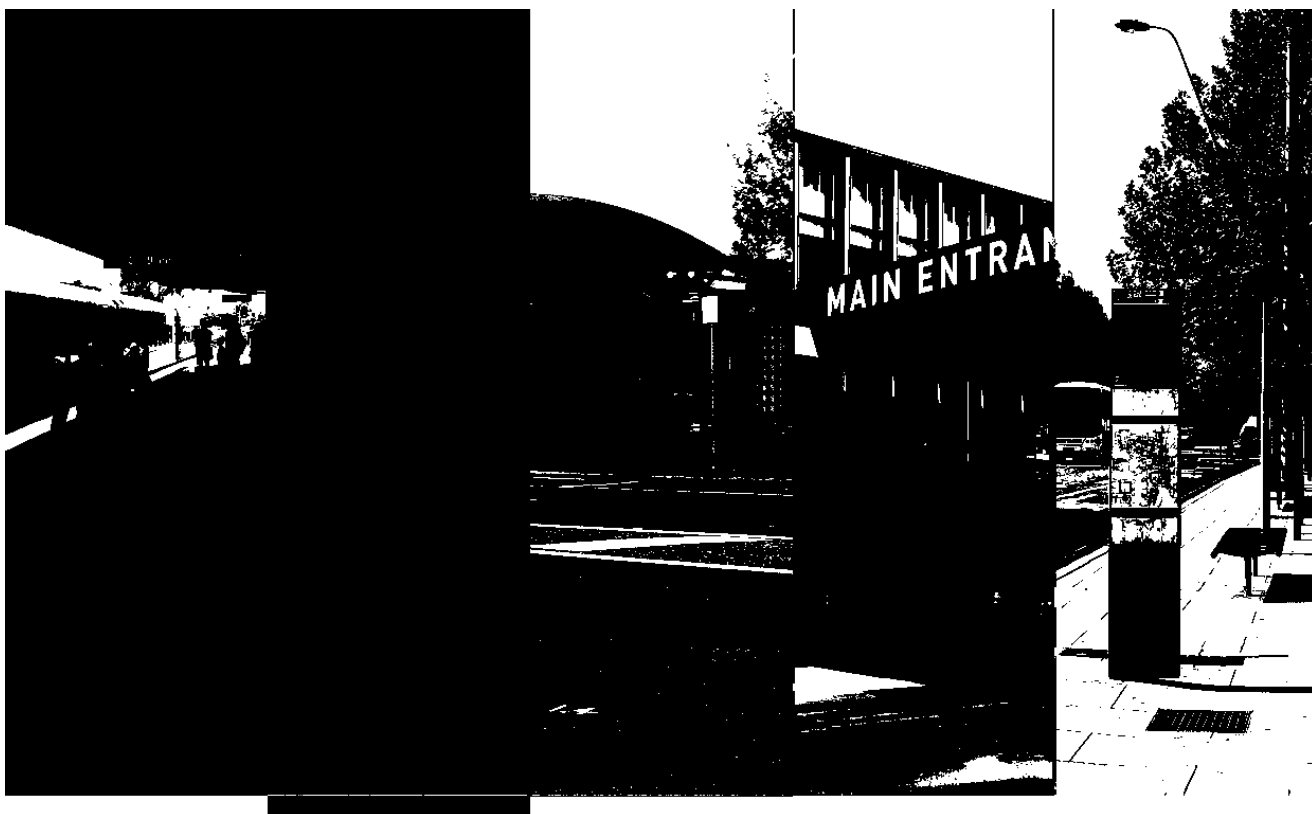
Increasing the frequency of passenger rail services between Shepparton and Melbourne and improving timetabling will:

- increase uptake of passenger rail services by both business and leisure travellers
- improve accessibility to public transport for the disabled and elderly
- reduce vehicle congestion and emissions on the roads
- increase population growth in Greater Shepparton (as evidenced in Ballarat, Bendigo, Geelong and Traralgon after completion of the Regional Fast Rail project in 2006)
- increase tourist visitation in Greater Shepparton (as evidenced in Ballarat, Bendigo, Geelong and Traralgon after completion of the Regional Fast Rail project in 2006)
- increase investment in Greater Shepparton (as evidenced in Ballarat, Bendigo, Geelong and Traralgon after completion of the Regional Fast Rail project in 2006)
- improve the social wellbeing and health of residents in Greater Shepparton and surrounding municipalities
- increase education, training and professional development opportunities for employees, business owners and students in Greater Shepparton and surrounding municipalities.



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The information contained in this document is correct as at the date of publication, however, is subject to change.



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Planning and Environment Act 1987

GREATER SHEPPARTON PLANNING SCHEME
AMENDMENT C176
EXPLANATORY REPORT

Who is the planning authority?

This amendment has been prepared by the Minister for Planning is the planning authority for this amendment.

The amendment has been made at the request of Court Services Victoria and Victoria Police.

Land affected by the amendment

The amendment applies to the following land parcels;

- 358-360 Wyndham Street, Shepparton
- 16-24 High Street, Shepparton
- 155-157 Welsford Street and 8-12 High Street, Shepparton.

What the amendment does

The amendment seeks to rezone the above parcels land from the Public Use Zone 3 – Health and Community and Commercial 1 Zone to the more appropriate Public Use Zone 7 – Other.

The amendment is required to ensure that the existing use and future redevelopment development is aptly reflected in the zoning of the land. The most appropriate zone in this instance is Public Use 7 – (other Public Use) in accordance with the Victoria Planning Provisions.

Strategic assessment of the amendment

Why is the amendment required?

The amendment is required to;

- Ensure the zoning of the land reflects the existing use and development of the land being as a police station and law courts thereby removing unnecessary permit triggers.
- Facilitate the redevelopment of the Shepparton law courts including expansion to the land known as 358-360 Wyndham Street and ensure delivery of this project in a timely manner.

How does the amendment implement the objectives of planning in Victoria?

The amendment implements the following objectives a, c, and f of planning in Victoria, as follows:

- *Providing for the fair, orderly, economic and sustainable use and development of land through the expansion and improvement of an existing community centre.*
- *Securing an efficient and safe working, living environment for all Victorians.*
- *Protecting public assets and enabling the orderly provision and coordination of facilities for the benefit of the community.*

- *Facilitating development in accordance with the above objectives.*
- *Balancing the present and future interests of all Victorians.*

How does the amendment address any environmental, social and economic effects?

Environmental effects

As land within the amendment sites are already developed, the amendment is not considered to have an adverse impact on the environment.

Social effects

The amendment will facilitate a project that will have positive social impacts by enhancing and improving the existing law courts to meet the current and future needs of the wider community. The provision of improved facilities will result in a net community benefit.

Economic effects

The amendment is expected to have positive economic effects by facilitating the redevelopment of the courts based on the logical public use reference. It will also reduce inappropriate and unnecessary zoning controls applying to the land.

Does the amendment address relevant bushfire risk?

The amendment is not expected to increase existing bushfire risk as the land is not within or near a Bushfire Management Overlay or in proximity to any areas with landscape fire risk.

Does the amendment comply with the requirements of any Minister's Direction applicable to the amendment?

The amendment (including the amendment documentation and the proposed planning controls) is consistent with the Ministerial Direction on the Form and Content of Planning Schemes under section 7(5) of the Act.

Under section 12(2) of the Act, Ministerial Direction No 11 – Strategic Assessment of Amendments is applicable to the consideration of this amendment:

The purpose of this direction is to ensure a comprehensive strategic evaluation of a planning scheme amendment and the outcomes it produces. It requires an explanatory report to discuss how the amendment addresses certain strategic considerations. The preparation of this explanatory report relating to this amendment complies with this direction.

How does the amendment support or implement the State Planning Policy Framework and any adopted State policy?

Clause 11 Settlement

The amendment anticipates and responds to the needs of existing and future communities by providing for the expansion and redevelopment of the existing law courts.

In accordance with Clause 11.10-3 Planning for growth, Shepparton is identified as a Major Growth Centre which aims to facilitate major development. The current amendment directly responds to this objective in that it will ensure the zoning reflects the existing use and development of the land as well as facilitating the redevelopment of this land for civic purposes which service both Shepparton and the broader Hume Region.

Clause 17.01-1 Business

The objective of this policy is to *encourage development which meets the communities' needs for retail, entertainment, office and other commercial services and provides net community benefit in relation to accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities* which the amendment will achieve. The amendment seeks to strengthen the existing law and civic precinct and will facilitate the expansion and redevelopment of the law courts which serve Shepparton and the broader Hume Region.

Clause 19 Infrastructure

Planning is to recognise social needs by providing land for a range of accessible community resources, such as education, cultural, health and community support (mental health, aged care, disability, youth and family services) facilities.

The amendment will enable the expansion and redevelopment of the existing law courts which are a vital community service provider.

How does the amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?

Clause 21.04 Settlement

The proposed amendment directly responds to this policy as it will facilitate the provision of critical community infrastructure to meet an immediate need within an established justice/legal precinct.

Clause 21.06-5 Commercial / Activity Centres

The importance of identifying and reinforcing the role of activity centres will lead to the fulfilment of both local and regional needs. The Shepparton CBD is nominated as the Regional Centre where its continued growth as a multi function centre is to be supported. The existing Police Station and proposed redevelopment of the Law Courts, play an important role in ensuring the status of Shepparton as a regional centre is retained and enhanced.

Does the amendment make proper use of the Victoria Planning Provisions?

The amendment makes proper use of the Victoria Planning Provisions. The amendment proposes to change zoning mapping of the Greater Shepparton Planning Scheme. There is no alternative way or tools to achieve these changes to the Planning Scheme other than through a formal planning scheme amendment.

How does the amendment address the views of any relevant agency?

The amendment has been prepared following discussions with representatives of the Department of Transport, Planning & Local Infrastructure (DTPLI). No objections to the proposal have been raised.

Does the amendment address relevant requirements of the Transport Integration Act 2010?

The amendment is not considered to trigger any of the requirements of this Act.

Resource and administrative costs

- **What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?**

The amendment will not have any impact on the administrative costs to the Responsible Authority. Indeed, it will reduce the requirements for a planning permit application to be lodged in accordance with the provisions of the Scheme.

Where you may inspect this Amendment

The amendment is available for public inspection, free of charge, during office hours at the following places:

Greater Shepparton City Council, Municipal Offices, 90 Welsford Street, Shepparton

The amendment can also be inspected free of charge at the Department of Transport, Planning, and Local Infrastructure website at www.dtpli.vic.gov.au/publicinspection .

Sam Kemp

From: Maureen Jackson <maureen@maureenjacksonplanning.com.au>
Sent: Wednesday, 12 November 2014 7:07 AM
To: Ian Boyle
Subject: Shepparton Courts

Hi Ian, Corrections Services would appreciate Council's assistance in reviewing and approving the user of a Section 20(4) amendment to expedite the project for the following reasons

- Early works are due to commence in February 2015
- Works must be completed by 2018 in order to meet funding commitments.
- The redevelopment of the Court is urgently needed and therefore work needs to start as soon as possible.
- The project will be of substantial benefit to Shepparton and the Hume region.

If we can offer any other assistance please don't hesitate to call.

Maureen



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