

21.06 ECONOMIC DEVELOPMENT

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The City of Greater Shepparton services a significantly wider region than that located within the municipal boundaries and has experienced strong growth over the past fifteen years. The local economy is diverse, and includes a range of activities including agriculture, food processing, manufacturing, retail, education, health/community services, transport and warehousing.

21.06-1 Agriculture

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Irrigated primary production and the processing of that product underpin the municipality and the Region's economy. The level of production is nationally important and the region is responsible for significant parts of the nation's milk production, deciduous canned fruit production, stone fruit crop and tomato processing production.

The region's workforce is heavily dependent on the agricultural sector with many people directly involved in agricultural production on farms, and an estimated similar number involved directly and indirectly in the processing and transport of that product. In both irrigation and dryland production the drivers of future successful agribusinesses, regardless of the scale of enterprise, are likely to be:

- Continuing current trends for significantly increased scale of production which is achieved by expanding the land area of production and/or by increasing the intensity of the production system.
- A shift to individual management of their own business risks such as consolidation into contiguous properties to manage all their own water supply.
- Agribusinesses that seek to minimize the number of neighbours.
- Agribusinesses that expand into land that is priced competitively because it is used for agriculture rather than having inflated land values because it has been subdivided for hobby farms.

It is increasingly evident that prospective agricultural investment is jeopardized, deterred, or completely lost by land uses and developments that have the potential to compromise the scale and location of such investment. In particular, agricultural investment is far less likely where land is already fragmented in ownership with housing dispersed throughout.

A Regional Rural Land Use Strategy 2008 (RRLUS) has been adopted by Moira Shire Council, the City of Greater Shepparton and the Shire of Campaspe. This strategy identifies new categories of farming areas in the municipalities and recommends different subdivision and minimum lot size provisions for dwellings for each category. The categories are as follows.

Growth areas being areas for growth and expansion of existing farm businesses and for new investment. Growth areas include those areas that have been retained in larger properties and provide the opportunity for large scale, stand alone new agricultural development as well as for consolidation of existing farm properties wishing to grow. The RRLUS seeks to discourage the establishment of new dwellings and where possible encourage farm tenements and property boundaries to consolidate and enlarge in line with the trends in agriculture associated with productivity and viability. The minimum subdivision size in these areas has been set at 40 hectares and a dwelling needs a planning permit on all land less than 60 hectares in area.

Consolidation areas being areas that support existing farm businesses to operate and expand. Consolidation areas typically include land with good soils and include many of the former closer settlement areas, but their lot sizes are no longer reflective of current farm sizes. Consolidation areas are considered to provide opportunities for development of growing agricultural enterprises that can, over time, expand and consolidate through a process of property restructure. In this regard 'consolidation' includes the consolidation of land or the consolidation of farming enterprises through acquisition of non-contiguous land to increase farm size. The development of additional dwellings threatens expanding agricultural enterprises and accordingly, new dwellings within these areas are discouraged.

The use of re-subdivision and excisions within consolidation areas will be considered in recognition that the excision of a dwelling from a farm can provide businesses an opportunity to consolidate property holdings based on the value of land for agriculture. The minimum subdivision size in these areas has been set at 40 hectares and a dwelling needs a planning permit on all land less than 60 hectares in area.

Niche areas being those areas with productive potential based on existing lot configuration and opportunities for smaller scale and specialized agriculture. Niche areas include those rural areas with productive potential due to soil type, property size or water access. The opportunity for properties within these areas to expand in response to general market trends is limited however due to land value and existing development as most lots are smaller with dwellings. Niche areas are productive farming areas and not rural living areas. Niche areas may involve activities such as spraying and frost fans etc. New dwellings within the niche area can be considered where associated with farm business activity. Given the existing size and lot configuration, it is envisaged that subdivision would rarely be required. The minimum subdivision size in these areas has been set at 40 hectares and a dwelling needs a planning permit on all land less than 40 hectares in area.

The RRLUS also discusses the conflict which arises when the expectations of the farmer and the rural lifestyle resident differ. It is acknowledged that direction is required to ensure that unplanned rural living is not displacing agriculture or preventing flexibility for farm businesses. In particular, existing minimum lot requirements that allow 'as of right' dwellings within the Farming Zone have been reviewed.

Important principles that have been applied in the rural areas are:

- The minimum subdivision size is to be less or equal to the minimum dwelling size in order to avoid expectations and perceptions that there will be an automatic entitlement to erect a dwelling on all newly created lots in the Farming Zone.
- Small lot subdivisions should not create any additional entitlements for a dwelling nor should they create an opportunity for a dwelling without a planning permit.

Objectives - Agriculture

To ensure that agriculture is and remains the major economic driver in the region.

To facilitate growth of existing farm businesses.

To facilitate growth of new agricultural investment.

To provide for small scale, specialized agriculture.

Strategies - Agriculture

- Identify 'growth', 'consolidation' and 'niche' areas in the Farming Zone.
- Encourage growth and expansion of existing farm businesses and new investment in 'growth' and 'consolidation' areas.
- Encourage opportunities for smaller scale, specialized agriculture in 'niche' areas.
- Discourage land uses and development in the Farming Zone, Schedule 1 that would compromise the future agricultural use of the land, including farm related tourism.
- Encourage tourism in the Farming Zone, Schedule 2 that is carefully managed to prevent conflict and impact on agricultural operations.
- Encourage value adding and new enterprises for agricultural production.
- Encourage the preparation of Whole Farm Plans for on farm earthworks.
- Discourage non-agricultural uses on rural land other than rural based industry.
- Discourage non-agricultural development in rural areas except where development is dependent on a rural location, and cannot be accommodated within existing industrial or business zoned land.

- Discourage non-agricultural development along major roads in rural areas especially at the fringe of existing urban areas when it may contribute to ribbon development.
- Buildings for non-agricultural purposes in rural areas should be set back a minimum of 100 metres from any road, be constructed in muted coloured 'colorbond' materials or similar and screened from any road by dense tree and shrub planting.
- Signs for industrial and commercial development in rural areas will be strictly limited in size and number.

21.06-2 Subdivision in Rural Areas

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Farm holdings in rural areas are becoming larger. Rural dwelling lot excisions continue to pose a threat to the long term viability of the agricultural sector by reducing the size of farms and by causing friction between the expectations of farmers and residents.

The planning scheme provides for a range of subdivision sizes based on the outcomes of the RRLUS. Subdivision of rural land at a density greater than these minimums, especially for personal and financial reasons; or to create lots for "rural lifestyle" purposes, could jeopardise the economic future of the region.

The only circumstance in which Council will contemplate a small lot subdivision is if it leads to the consolidation of rural landholdings so as to promote the viability of agriculture. This is an increasingly important issue in the municipality since the deregulation of the dairy industry. Council wishes to facilitate farm consolidation so as to assist with (among other things) the rationalisation of a sustainable dairy industry. It is acknowledged that in some circumstances, small lot subdivision can assist the process of consolidation as it enables the farming land to be priced at its agricultural value rather than have it distorted by its housing value. While small lot subdivisions are discouraged in the municipality, they will be considered on a case by case basis if the outcome is farm consolidation.

The RRLUS identified new categories of Farming Zone and has included objectives and policies for each with respect to rural subdivision.

Objectives - Subdivision in Rural Areas

To limit the further fragmentation of rural land by subdivision.

To ensure that lots resulting from subdivision are of a sufficient size to be of benefit to agricultural production.

To encourage the consolidation of rural lots.

To provide for the incremental growth of farming enterprises.

To discourage "small lot" subdivision unless the balance lot is at least the minimum lot size and is of a size sufficient to support a viable agricultural enterprise.

To ensure that small lot subdivisions do not prejudice surrounding agricultural activities.

To ensure that small lots have access to adequate infrastructure including access to all weather roads.

To prevent small lot subdivision to meet personal and financial circumstances or to create lots for 'rural lifestyle' purposes.

To prevent the creation of irregular shaped lots.

To prevent "serial" small lot subdivisions from the one lot.

Strategies - Subdivision in Rural Areas

- Discourage small lot subdivisions except where:
 - Restructure is an outcome;
 - No new opportunities for additional dwellings below the minimum specified in the schedule to the Farming Zone; and
 - The impact on neighbours and existing or potential agricultural use of nearby land is minimised.

- Discourage small lot subdivision, except where the proposal assists in the use, sale, reduction in number of lots, transfer or preservation of the land for agricultural purposes.

Policy Guidelines - Small Lot Subdivision

Criteria

An application for a small lot subdivision of a lot containing a dwelling or the re-subdivision of existing lots should meet the following criteria:

- The lot containing the dwelling is to be no greater than 2 hectares in area unless there is a need for a larger parcel to take account of natural or public infrastructure features;
- The “balance” lot is of an area that complies with the minimum lot size for the zone;
- The existing dwelling is habitable; and
- The dwelling has existing use rights pursuant to Clause 63.

Exercise of discretion

It is policy to:

- Require the applicant to enter into an agreement under Section 173 of the Act which prevents:
 - The construction of a dwelling on the ‘balance’ lot unless, when combined with other land, the area satisfies the minimum lot size for the construction of a dwelling in the zone; and
 - The further subdivision of any lot created other than in accordance with the minimum lot size for subdivision in the zone.
- Discourage applications for a **re-subdivision** to realign lot boundaries if they:
 - Rely on freehold land which was previously a road reserve, channel, utility lot, crown land or similar; and
 - Create a dwelling opportunity where none previously existed.
- Support applications for a **re-subdivision** to realign lot boundaries will only be permitted for the purpose of making minor adjustments including to take account of topographical or public infrastructure features.

21.06-3 Dwellings in Rural Areas

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While it is acknowledged that a dwelling will often be needed to properly farm land, these must be limited to those that genuinely relate to agricultural production. The number of dwellings that a farm can economically sustain relates to its rural land capability, the labour needs of the farming practice, the intensity of the farm activity and the volume of rural output. Development of dwellings at a density greater than is required for the rural use of land can give rise to conflicts with legitimate farming practices. Isolated dwellings in the rural areas have the potential to disrupt agricultural activities and should not impinge on the appropriate use of farming land.

The RRLUS identified new categories of Farming Zone and has included objectives and policies for each with respect to rural dwellings.

Objectives - Dwellings in Rural Areas

To discourage new dwellings unless it can be demonstrated that it is required for the agricultural use of the land.

To ensure that new dwellings support rural activities and production and are not to meet lifestyle objectives, which may conflict with the rural use of the land.

To avoid potential amenity impacts between rural activities and dwellings in rural areas.

Strategies - Dwellings in Rural Areas

- Discourage the establishment of dwellings not associated with or required for the agricultural use of the land.
- Discourage dwellings on old and inappropriate lots where amenity may be negatively impacted by farming activities, or where dwellings may inhibit rural activities.
- Discourage dwellings which are proposed to meet personal or financial circumstances or to create dwellings for 'rural lifestyle' purposes.
- Discourage the clustering of new dwellings unless they do not limit the productive use and development of surrounding land.

Policy Guidelines - Dwellings in Rural Areas

Criteria

An application for a dwelling in the Farming Zone, Schedule 1 (FZ1) and Farming Zone, Schedule 2 (FZ2) should meet the following criteria:

- The dwelling is required for the operation of the rural use of the land.
- The agricultural use is established on the land prior to the construction of a dwelling (or an Integrated Land Management Plan under Clause 35.07-6 in place).
- The dwelling is located on a lot of at least 2 hectares in area.
- The dwelling is located on a lot created after 1st January 1960.

Exercise of discretion

It is policy to:

- Discourage the construction of new dwellings on any land that is not suitable for the on-site disposal of septic tank effluent.
- Discourage the construction of new dwellings on any land with a water table within one metre of the surface when waste water is to be treated and retained on site.
- Require the applicant to enter into an agreement under section 173 of the Act to:
 - Ensure that the dwelling is used in conjunction with agricultural production;
 - Prevent the subdivision of the lot containing the dwelling where the proposed lot size is less than the minimum lot size for subdivision specified in the zone; and
 - Acknowledge the impacts of nearby agricultural activities.
- Discourage a second dwelling unless it is demonstrated that it is necessary to support a viable agricultural enterprise.
- Discourage the occupation of the second dwelling until the agricultural use with which it is associated has commenced.
- Require the applicant to enter into an agreement under Section 173 of the Act for a second dwelling (including a caretaker's house, a manager's house or a dwelling for agricultural workers) to prohibit the further subdivision of the land around the dwelling.

Decision guidelines

When deciding an application for a dwelling, and in addition to the decision guidelines in the zone, the responsible authority will consider the following matters:

- The relationship between the proposed dwelling and the agricultural activity on the land.
- Evidence including an Integrated Land Management Plan under Clause 35.07-6 (or similar) addressing the relationship between agricultural activities on the land and the proposed dwelling.
- The agricultural productive capacity or the agricultural potential of the land.
- The nature of the existing agricultural infrastructure and activity on the land and any new proposed agricultural infrastructure and activity at the land.
- The nature of the agricultural activities on the land and whether they require permanent and continuous care, supervision or security.
- The proposed siting of the dwelling and whether it minimises impacts on existing and potential agricultural operations on nearby land.
- The lot size, context and physical characteristics of the land.
- Whether the dwelling will result in a rural living or rural residential outcome in the area.
- The planning history of the land.
- The potential for land to be consolidated with other land to enhance agricultural productivity.
- Whether the planning scheme identifies a ‘non-agricultural’ future for the land and the implications of development on future development options.

21.06-4 Industry

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In the past few decades, Shepparton has developed a critical mass of manufacturing-based employment that has further strengthened its role within the region and is now an important component of the local economy. Owing to the presence of a number of significant national and international food processing and packaging companies within the municipality, the agricultural, food processing and manufacturing sectors are all closely interlinked.

The strategic location of Shepparton and Mooroopna at the junction of the Midland and Goulburn Valley Highways make these urban areas important freight collection and distribution centres. To accommodate and cater for this growing industry, Council has recently established the GV Link freight logistics centre to the south of Mooroopna. It will serve as an intermodal terminal and general freight area that links producers/exporters to the Port of Melbourne by rail and road. It also provides opportunities for the establishment of distribution centres, warehouses, a container park and trucking depots. The development of GV Link would contribute further to the competitiveness of the agricultural and manufacturing base within the municipality.

Tatura is also an important manufacturing centre with three significant local employers. Council has adopted the *Strategic Review of Tatura Industrial Land (2011)* to provide a long term framework for land use planning in the township and to provide an economic development framework to guide investment and promote prosperity in the town.

Greater Shepparton has a dispersed pattern of industrial areas with the main concentration of industrial activity occurring within the urban centres of Shepparton, Mooroopna and Tatura. The activities in these industrial areas vary from small-scale uses with a more localised focus to larger manufacturing and warehousing facilities operated by large national and international companies. The established industrial areas contain significant pockets of vacant undeveloped land which continue to provide opportunities for additional industrial development. The expansion of Shepparton has also resulted in many of these industrial areas now being encumbered by surrounding sensitive land uses. Industrial land

is a limited resource in the municipality and there is an ongoing need to ensure that existing industrial zoned lands are appropriately protected for industrial and related land uses.

It is recognised that industrial land use patterns within the municipality are changing in response to population increases, property price fluctuations and shifts in economic activity. In addition, a growing number of industrial developments are required to contain high amenity areas offering a higher quality environment for both workers and visitors alike. These changes must be managed to ensure conflicts between competing land uses and interface issues between non-complementary uses do not arise. It is important that an adequate supply of appropriately zoned industrial land be provided. Land supply and demand monitoring will assist in determining and future land requirements.

To coherently address these concerns, Council commissioned the preparation of the Industrial Land Review, City of Greater Shepparton, 2011 (ILR). The ILR delivers an understanding of the key planning issues relating to the location of industry in the municipality. It also includes an analysis of the land supply and demand situation that drives the market for industrial land. The ILR provides information necessary to guide the planning and future provision of industrial land in the municipality.

The ILR has found that demand for industrial land is greatest in Shepparton East and that this area will continue to be the preferred location for industry. Annual industrial land consumption within the municipality is 9 hectares – 6 hectares of which occurs in Shepparton East. The ILR found that the municipality generally contained a sufficient supply of industrial zoned land to satisfy predicted demand over the next 20 years. However the ILR recommended investigating the need to rezone additional industrial zoned lands in Tatura where anecdotal evidence indicates that this may be required. The ILR contains a number of recommendations to examine potential land rezoning within the municipality and provides the basis for more intensive future investigative work within Shepparton, Mooroopna and Tatura.

The ILR determined that there are significant challenges in accommodating material recycling facilities, eco industries and other such land uses that require extensive storage areas or buffer requirements from adjacent sensitive land uses in Greater Shepparton. Resource recovery operations include waste processing and material recycling, such as composting, biogas cogeneration, and metal, glass and paper recycling. In this sense, resource recovery is primarily related to recycling, reprocessing and re-use of materials that would otherwise go to landfill, creating significant positive environmental outcomes.

Council commissioned the *Greater Shepparton Resource Recovery Feasibility and Site Selection Study 2016* to investigate candidate sites for the establishment of a resource recovery precinct in Greater Shepparton. Due to a number of constraints, it was recommended that a single location for the precinct is not suitable. However, a multi-locational approach be pursued in the short-term, while a regional approach is developed with surrounding municipalities.

Industrial Investigation Areas

Several industrial investigation areas have been identified within the Industrial Framework Plans. These areas represent land which has potential to be rezoned for industrial use due to its proximity to existing or proposed industrial lands or transport and infrastructure assets.

However, these areas have significant issues or constraints such as environmental, flooding, infrastructure and/or land use conflicts. The relevant issues will need to be resolved on a site-by-site basis through a more detailed analysis to determine the potential of these sites to be developed for industrial purposes and any subsequent changes to the Industrial Framework Plans.

These areas (which are nominated with the corresponding number on the Industrial Framework Plans) are:

- Investigation Area 7 – Wanganui Road, Shepparton North. This area includes lands on the northern side of Wanganui Road and lands owned by Council to the south of Wanganui Road. The lands are constrained by flooding and further investigation is required to explore mitigation options to guide any future rezoning of these lands. This area could be utilised for industrial uses should an

increase in demand occur in the future as the land will be bounded by major transport routes.

- Investigation Area 8 – Mooroopna South. All lands to the south of Mooroopna in proximity to the GV Link freight logistics centre should be considered for inclusion in the Industrial 1 Zone. This would overcome the risk of intrusion by incompatible land uses on existing industries located along Toolamba Road, Mooroopna and the GV Link freight logistics centre. Any land uses in this area must complement the purpose of the freight logistics centre and could include transport companies, automotive servicing, and food storage and distribution companies.
- Investigation Area 9 – Mooroopna North. This investigation area includes the 54 hectares of Council-owned land currently included in the Industrial 1 Zone. This land is being held by Council as a long term industrial development option and could be a suitable site for a resource recovery precinct. The impact that the construction of the Goulburn Valley Highway Shepparton Bypass will have on traffic movement and development within the surrounding area will need to be understood.
- Investigation Area 10 (Investigation Area 4 in Clause 21.04-1 Urban Consolidation and Growth) – East of Doyles Road, Grahamvale. There are a number of land use interface issues to be addressed in this area. There is a mix of agriculture, residential estates such as Dobson’s Estate, and the Shepparton East and Lemnos industrial areas. Further investigation is required in this area following the finalisation of the GBCMA’s Shepparton East Flood Study. Investigations will include issues associated with present industry, potential for expansion of industrial and / or residential uses and developments, future servicing requirements and agricultural impacts.
- Investigation Area 11 – Lemnos. Lemnos contains a strong cluster of transport and warehousing businesses. This investigation area is intended to complement and provide for the expansion of industry in this area. It is important to note that only the site owned by Campbell Australia Pty Ltd is connected to reticulated sewerage. Future industrial development in this area should be provided with reticulated services.
- Investigation Area 12 – South of Cussen Street, Tatura. This investigation area is designed to facilitate a possible small lot industrial development for lots that are less than 4,000 square metres in size. Adequate buffers and separation distances from nearby residences must be provided as part of this investigation.
- Investigation Area 13 – South of Pyke Road, Tatura. This area includes lands to the south west of the intersection of Pyke Road and the Tatura-Undera Road. It is intended to facilitate a possible small lot industrial development. Adequate buffers and separation distances from nearby residences must be considered as part of this investigation. Access to the site should be provided from Pyke Road.

Objectives and Strategies - Industry

General Objectives

To sustain a growing and diverse industrial base.

To protect the existing industrial base in the urban areas of Shepparton, Mooroopna and Tatura.

To provide an adequate supply of appropriately located industrial land relevant to measured demand that meets the needs of different industries.

To require all future industrial development and subdivisions to be of a high quality in terms of urban design, environmental standards and amenity.

To conserve places of industrial cultural heritage significance.

To minimise land use conflicts.

General Strategies

- Consolidate existing major areas of industrial zones within the new urban growth boundaries and around major transport routes and infrastructure assets.
- Protect the supply of existing and future industrial land from encroachment by incompatible land uses.
- Encourage industrial subdivisions to provide a variety of lot sizes on all undeveloped land.
- Encourage land in undeveloped areas to be retained in large holdings until it is required for development.
- Monitor industry and business investment trends to better understand and plan for changes in development, demand and locational needs. Ensure high quality design in industrial areas by requiring all future industrial development and subdivisions to comply with the requirements of the *Infrastructure Design Manual*.
- Continue to identify, assess and include places of industrial cultural heritage significance in the Heritage Overlay to conserve their significance.
- Avoid incremental approvals and development in identified investigation areas until an integrated investigation has been completed to assess and resolve future land opportunities and constraints, land use, development opportunities, subdivisional layout and servicing for the area.

Economic Development Objectives

To provide an adequate supply of appropriately located industrial land that meets the needs of different industry sectors.

To protect the integrity and viability of existing and future industrial areas within Shepparton, Mooroopna and Tatura from competing and non-compatible land uses.

To direct different types of industrial development to appropriate locations within the municipality.

To encourage future industrial land uses to locate on existing vacant industrial zoned lands and, where this is not possible, to examine opportunities to rezone additional lands to facilitate such industrial or related land uses.

To facilitate the redevelopment of under-utilised industrial sites for more intensive forms of industrial uses to make more efficient use of existing infrastructure.

To encourage resource recovery uses to establish across the region in locations where impacts on nearby land uses can be minimised.

Economic Development Strategies

- Identify future industrial areas in strategic locations adjacent to major transport routes and infrastructure assets, which are separated from areas of environmental significance or high residential amenity.
- Support the expansion of the industrial base in appropriate locations, as shown on the Industrial Framework Plans
- Promote and develop the GV Link freight logistic centre.
- Protect and facilitate the expansion of existing and designated future industrial areas from encroachment by incompatible land uses.
- Support the development of new industries in established industrial zones, with access to infrastructure and constructed roads.

- Support food related industries and the development of value-adding opportunities.
- Encourage new-value adding industries.
- Facilitate appropriately located industrial lands in rural townships for light industrial and related uses for industries associated with the storage, packing and processing of local agricultural produce or the immediate servicing needs of local communities.
- Allow limited light industry in the townships if it relates to local agricultural production or services the immediate needs of local communities, subject to servicing and environmental constraints.
- Direct industries which require substantial buffer zones from sensitive land uses to locations that minimise land use conflicts and impacts on the amenity of surrounding areas.

Amenity Objectives

To minimise any impact on the amenity and safety of surrounding land uses from traffic, noise and emissions generated by industrial land and resource recovery uses.

To ensure appropriate standards of health, safety and amenity are provided by new and existing industries.

To ensure a high standard of urban design and landscaping is achieved to improve the amenity and appearance of industrial areas.

Amenity Strategies

- Facilitate good design and landscaping outcomes for industrial developments that enhance the municipality's built form and provide amenable working environments.
- Prevent encroachment of residential development into industrial areas, as well as ensuring that new industrial developments are located an appropriate distance from existing residential areas.
- Ensure that land within 10 metres of the frontage of an industrial site (other than land required for car parking and access) is developed for landscaping.
- Assist old and inappropriate industrial areas in their transition to more appropriate land uses.
- Direct resource recovery industries to locations that minimise land use conflicts and impacts on the amenity of surrounding areas.

Built Environment Objectives

To encourage new industrial development to implement on site responsive and sustainable design principles.

To provide for good urban structuring and connectivity between local major roads.

To encourage, where possible, the grouping of similar industrial uses and showrooms to facilitate improved infrastructure and communication services to industry, and to allow such uses to benefit from economies of scale.

To encourage high quality industrial developments.

Built Environment Strategies

- Facilitate improvements to access, parking, site layout, landscaping and building design in the municipality's existing industrial areas.

- Encourage new industrial developments to utilise, where practicable, energy efficiency, water conservation and reuse, water sensitive urban design, and recycling or reuse of waste products.
- Encourage industrial developments that incorporate high quality architectural design elements, create visual interest and incorporate landscaping and/or urban art.
- Discourage the use of culs-de-sac within industrial zoned land to improve lot efficiency and to limit on-street parking problems in court bowls. A cul-de-sac may be provided where the court bowl is used to access lots of 4,000 square metres or more or where there is no viable alternative.
- Ensure all new industrial development incorporates best practice water sensitive urban design and waste management practices.

Policy Guidelines – Industrial Development in Rural Areas

It is policy to:

- Discourage industrial use and development (other than rural industry) in rural areas, except where:
 - It is unable to be accommodated in existing industrial zoned areas;
 - It does not compromise the surrounding existing and future agricultural practices;
 - It adds value to the agricultural base of the municipality; and
 - It is a rural-based enterprise; or
 - It provides for the reuse of existing large scale packing sheds and cool stores.

Policy Guidelines – Development of Resource Recovery Operations

It is policy to:

- Direct recycling and reprocessing centres to locate in existing zoned industrial land;
- Ensure recycling and reprocessing centres in the Farming Zone are only located where there are minimal offsite amenity impacts.

21.06-5 Commercial/Activity Centres

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The city's commercial and retailing centres fulfil both local shopping and discretionary shopping needs, and provide services at the regional level. The Greater Shepparton 2030 Economic Development Report noted that no foreseeable demand exists in the long term for new major freestanding centres, other than in the north and south growth corridors, and for suitably accommodating bulky goods activities. The *Commercial Activity Centres Strategy, November 2015* identified that retail floorspace in Greater Shepparton is forecast to increase by between 35,000 and 55,000 square metres between 2015 and 2036. The *Commercial Activity Centres Strategy November 2015* identifies the following updated Activity Centre Hierarchy:

Activity Centre Hierarchy Description

Level in Hierarchy	No. of Centres in Shepparton	Centre
Shepparton Central Activities District	1	Shepparton CBD
Regional Retail Centre	1	Shepparton Marketplace
Sub-Regional Centre	3	Riverside, Mooroopna CBD, Shepparton North
Neighbourhood Centre or Town Centre	3	Echuca Road (Mooroopna North), Rowe Street East (Shepparton Plaza), Tatura
Local Centre or Township Centre	29	Branditt Ave, Graham St, Parkside Drv, King St, Dunkirk Ave, Conifer St, Parker St, Macintosh St, Swallow St, Michel St, Poplar Ave, Archer St, Colliver Rd, Guthrie St, Longstaff St, Kialla Lakes, Joseph St, Maclsaac Rd, St Georges Road, Murchison, Dookie, Toolamba, Tallygaroopna, Udera, Shepparton East, Lemnos, Congupna, Katandra West, Merrigum
Enterprise Corridor	3	Benalla Road, Gateway North (Numurkah Road), Gateway South (Melbourne Road)

Source: Essential Economics

Both the *Shepparton CBD Strategy October 2008* and *Commercial Activity Centres Strategy November 2015* identify Shepparton CBD as the principal retail centre in the region. The primary issue confronting the CBD’s retail sector is competition from sub-regional centres, principally Shepparton Marketplace, and from land outside the traditional retail core (Precinct 1) that is commercially zoned. In particular, the location of uses such as supermarket and cinema within the Shepparton North and South Enterprise Corridors (Commercial 2 Zone land), could potentially undermine the retail hierarchy and the primacy of the retail core. To address this issue in the Benalla Road Enterprise Corridor, the Activity centre Zone has been applied.

The challenge for the Shepparton CBD is to maintain its attraction as a retail centre and the range and mix of retail offer including national brand retailers, boutique retailing, and enhance the offer of fresh food, specialty and convenience food and the dining/café experience. A continued focus of specialty retailing and entertainment within the traditional retail core will be important to achieving the objectives of the *Shepparton CBD Strategy October 2008* and the *Commercial Activity Centres Strategy November 2015*.

Council is committed to limiting the development of free standing centres to specified locations in the municipality’s urban growth corridors and in a number of limited locations which also meet the requirements of the dynamic retail sector (such as bulky goods retailing).

Further expansion of retail and commercial facilities may be needed to serve the residents in the north to reflect the sub-regional role of the Shepparton North activity centre. Riverside will continue to serve as the sub-regional centre for the south with a focus on ‘core’ retail uses, including supermarkets and specialty shops. An additional convenience local shopping centre or mixed use precinct may be suitable for development on the aerodrome site, if the aerodrome is relocated and this location is redeveloped for residential purposes. Peripheral sales (bulky goods) uses are directed to existing highway locations. The activity centre hierarchy identified in the *Commercial Activity Centres Strategy November 2015* recognises the role and function of different activity centres and provides a framework for the growth of existing centres and the development of new centres to meet urban growth.

Objectives - Commercial/Activity Centres

To support the hierarchy of viable activity centres.

To reinforce the Shepparton CBD as the principal retail centre in the region, in accordance with the provisions of Schedule 1 to the Activity Centre Zone, the *Shepparton CBD Strategy October 2008* and *Commercial Activity Centres Strategy November 2015*.

To strengthen the Shepparton CBD’s role as an office and commercial location, and provide appropriate retail opportunities in supporting locations.

To consolidate the traditional retail core (Precinct 1) including a continued focus of providing specialty retailing and entertainment, particularly cinema based facilities and department stores.

To maximise the regional service role of Shepparton through the provision of a dynamic and efficient activity centre hierarchy.

To ensure the provision of adequate subregional retail facilities to serve local communities.

To strengthen the image of Shepparton CBD as a regional community and cultural hub, and as a 'university city'.

To attract more people to live in the Shepparton CBD as a means of providing a greater range of housing choices and supporting the vibrancy and economy of the CBD.

To continue the revitalisation and activation of the Maude Street Mall.

To create a movement network that is convenient, connects key destinations and precincts, and prioritises walkability, cycling and public transport use.

To enhance the role of the Shepparton CBD as a 'university city' by creating an attractive CBD in which to study and live.

Strategies - Commercial/Activity Centres

- Support a hierarchy of retail centres that promotes the primacy of the Shepparton CBD as a multi-function centre complemented by local centres for convenience shopping, as identified in the *Commercial Activity Centres Strategy November 2015*.
- Provide for the continued growth of the Shepparton CBD as a multi-purpose retail, business, commercial, community, entertainment and tourism centre, as identified in the *Shepparton CBD Strategy October 2008* and *Commercial Activity Centres Strategy November 2015*.
- Encourage national brand retailers and specialty retail to locate in the CBD core area (Precinct 1).
- Encourage boutique and specialty retailing, and the range and mix of retail offer, including fresh food stores, specialty and convenience food, in the CBD.
- Focus attractions that generate pedestrian movement (such as shops, cafes, banks and other financial institutions, travel agents and take-away food outlets) and create active street frontages in the retail core (Precinct 1).
- Encourage the redevelopment of peripheral areas of the Shepparton CBD including expansion to Sobraon Street.
- Encourage the implementation of a best practice model for the activation of the Maude Street Mall.
- Encourage cafes, restaurants and alfresco dining in a dining and entertainment precinct in Fryers St.
- Provide for quality commercial development within the CBD, particularly properties with river frontage along Welsford Street.
- Allow higher scale buildings in appropriate locations and encourage site consolidation where necessary to support large-scale commercial development.
- Encourage smaller offices to locate in the office precincts and at upper levels of retail uses in the CBD.
- Facilitate the further expansion of the Shepparton Marketplace beyond 22,500 square metres, subject to a policy framework that ensures any expansion is complementary to the role and function of the Shepparton retail core (Precinct 1), including an economic impact assessment detailing the impact on the relative role of this centre and the Shepparton CBD.
- Support the growth of existing centres and the development of new centres to meet urban growth in line the *Commercial Activity Centres Strategy November 2015*.

- Facilitate and support the expansion and concentration of additional retail and commercial facilities for the Shepparton North activity centre, between Ford Road and Hawkins Street on the eastern side of Numurkah Road, to reflect the designated sub-regional role and function of the centre.
- Provide neighbourhood commercial and retail centres that are accessible to the local community, especially by public transport and bicycle, and that also have adequate car parking provisions.
- Encourage and promote the location of peripheral sales, bulky goods and restricted retail as shown on the Framework Plan.
- In the event of the re-location of the aerodrome within the next 20 years, and subject to an economic impact assessment, identify a potential neighbourhood centre in the southern growth corridors on the site of the existing aerodrome.
- Encourage shops to front the road, be built in line with other buildings, and have regard to the location of car parking, landscaping and pedestrian areas.
- Discourage uses such as display yards or service stations which disrupt pedestrian connections in shopping streets.
- Ensure residential uses do not occupy ground floor retail street frontages in commercial core areas, to prevent disruption to commercial activity.
- Consider the potential for a rezoning land in McLennan Street, Mooroopna, adjacent to the former Mooroopna Hospital to provide for development/uses which complement the proposed retirement complex.

Policy Guidelines – Development outside of the Central Activity District

It is policy to:

Ensure the location of any new department stores or cinemas outside of the retail core (Precinct 1) will not change the role and function of that centre and the primacy of the retail core as justified by detailing planning assessment, include an economic impact assessment.

Discourage buildings and works that facilitate cinema, supermarket, shop (other than restricted retail) and office uses outside of designated activity centres in the Shepparton South and North Enterprise Corridors, and do not undermine the primacy of the retail core (Precinct 1).

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Tourism

Another important industry is tourism which contributes significantly to the region's economic output. The tourism industry is mainly focused on shopping for locally produced and manufactured products (particularly canned foodstuffs), the meetings and business events markets, and people visiting family and friends. Council recognises the importance of the tourism industry within the municipality. Accordingly, it is appropriate to encourage the provision of facilities and services that generally support the ability to experience Greater Shepparton's natural and cultural recreational values, including the provision of short term and home hosted accommodation, host farms and similar facilities.

Objectives - Tourism

To encourage the provision of tourism facilities and services including short term and home hosted accommodation, host farms and similar facilities (from overview).

To strengthen the attraction of the Shepparton CBD as a tourist destination.

Strategies - Tourism

- Promote the unique tourism opportunities of the irrigated rural landscape and the food growing and processing industries.
- Encourage examples of landmark architecture for the Shepparton CBD.
- Encourage the integration of tourist and agricultural activities where there are no adverse impacts on the operation of rural industries.

- Improve the amenity and image of the CBD through the quality of its streetscape design.
- Support the role of retail as a significant attraction for tourists to Shepparton.
- Develop the food and wine offer of Shepparton - the 'food bowl of Australia' - and promote the CBD as a gastronomic centre of the region.
- Celebrate the cultural diversity of Shepparton through related retail offer and dining opportunities in the CBD.
- Support public art in the Shepparton CBD that projects the character and uniqueness of Shepparton.
- The river environment in the periphery of the CBD should be acknowledged and the feel of a 'river city' created thorough landscaping, access and necessary directional signage.

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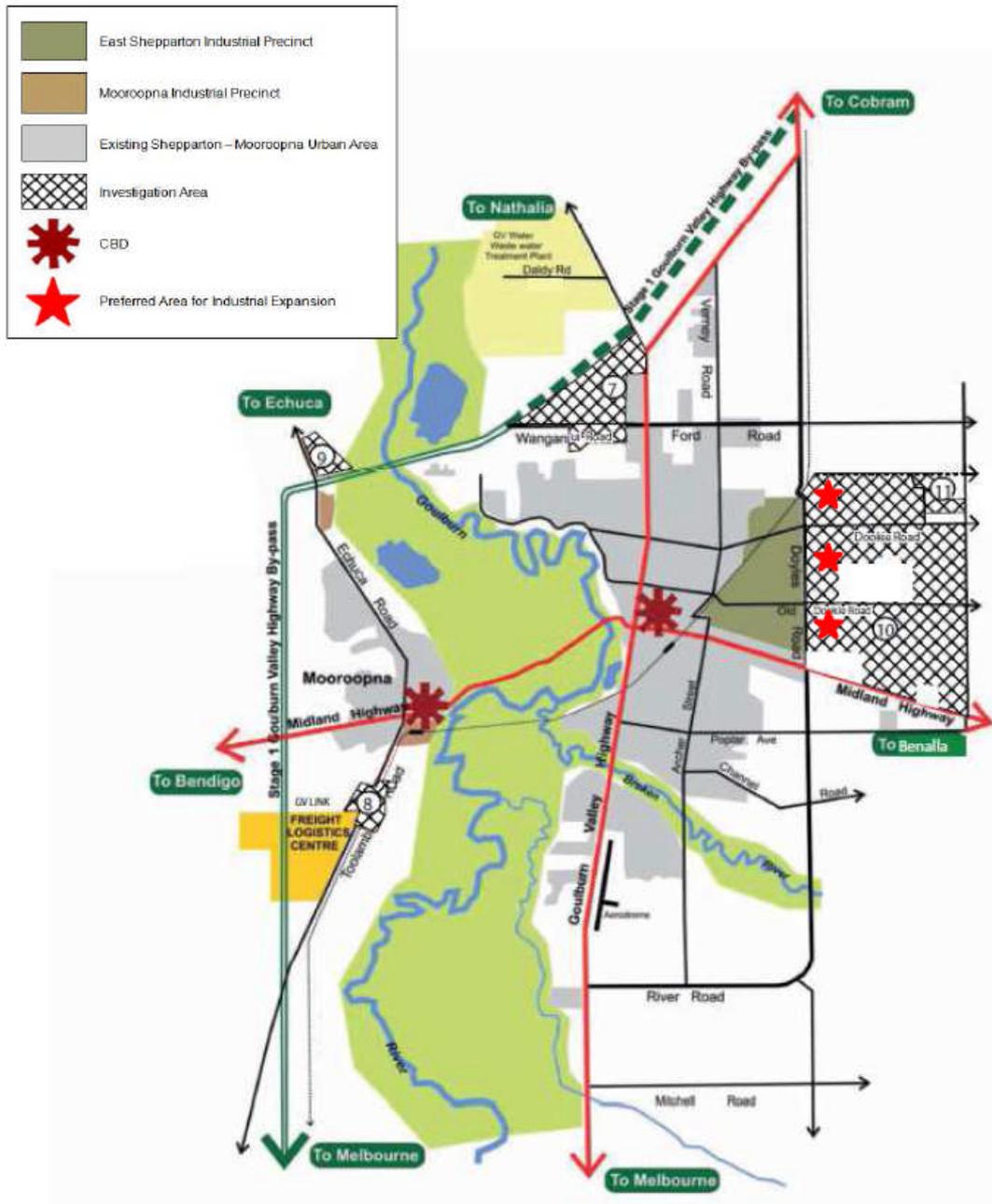
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Strategic Work Program

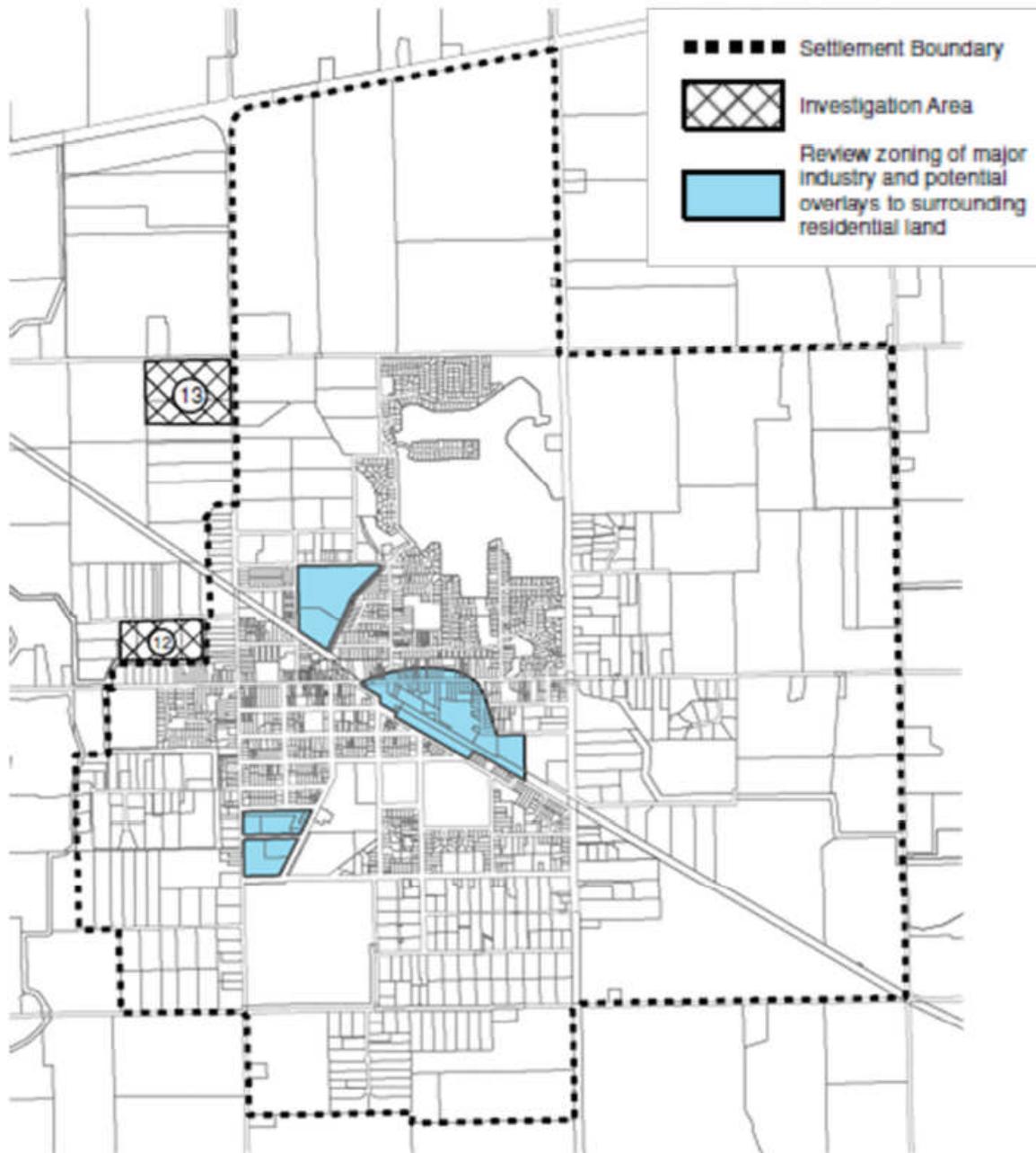
Undertaking further strategic work - Economic Development

- Update the Economic Development Strategy, incorporating a review of the Tourism Strategy and analysis of trends in the agribusiness sector.
- Update and review as appropriate, the Greater Shepparton Industrial Development Guidelines 1998.
- Undertake regular monitoring of industrial land supply and demand to maintain a 15 year supply.
- Work with existing industrial land stakeholders to facilitate improvements to existing industrial areas and developments and to consider strategic issues.
- Prepare urban design guidelines for development and signage of visitor services, particularly future highway service precincts at the access points to the Goulburn Valley Highway Shepparton Bypass.
- Prepare a series of broad urban structure plans to guide future development of the municipality's urban areas with a focus on improved road connectivity and reduced interface issues between potentially conflicting land uses.
- Investigate a regional approach to resource recovery with the Goulburn Valley Waster and Resource Recovery Group.
- Investigate opportunities for the revitalisation and activation of Maude Street Mall.
- Apply the Special Use Zone to the Tatura Abattoirs site.
- Investigate application of noise attenuation controls surrounding industrial sites in Tatura.
- Implement the South East Precinct Structure Plan in relation to Shepparton Marketplace.
- Prepare and implement an Urban Design Framework/ landscape masterplan for Mooroopna CBD, to provide a high quality street based shopping environment.
- Implement the DPO/ DCP and DDP for Riverside to ensure long term planning and design framework for the centre.
- Prepare and implement an Urban Design Framework to guide built form and development outcomes in the Shepparton North Enterprise Corridor.
- Prepare and implement structure plans for Mooroopna, Riverside and Shepparton North Activity Centres which include urban design frameworks.
- Review the application of the Activity Centre Zone for the Shepparton North Activity Centre and the Shepparton North Enterprise Corridor to reinforce the retail hierarchy.

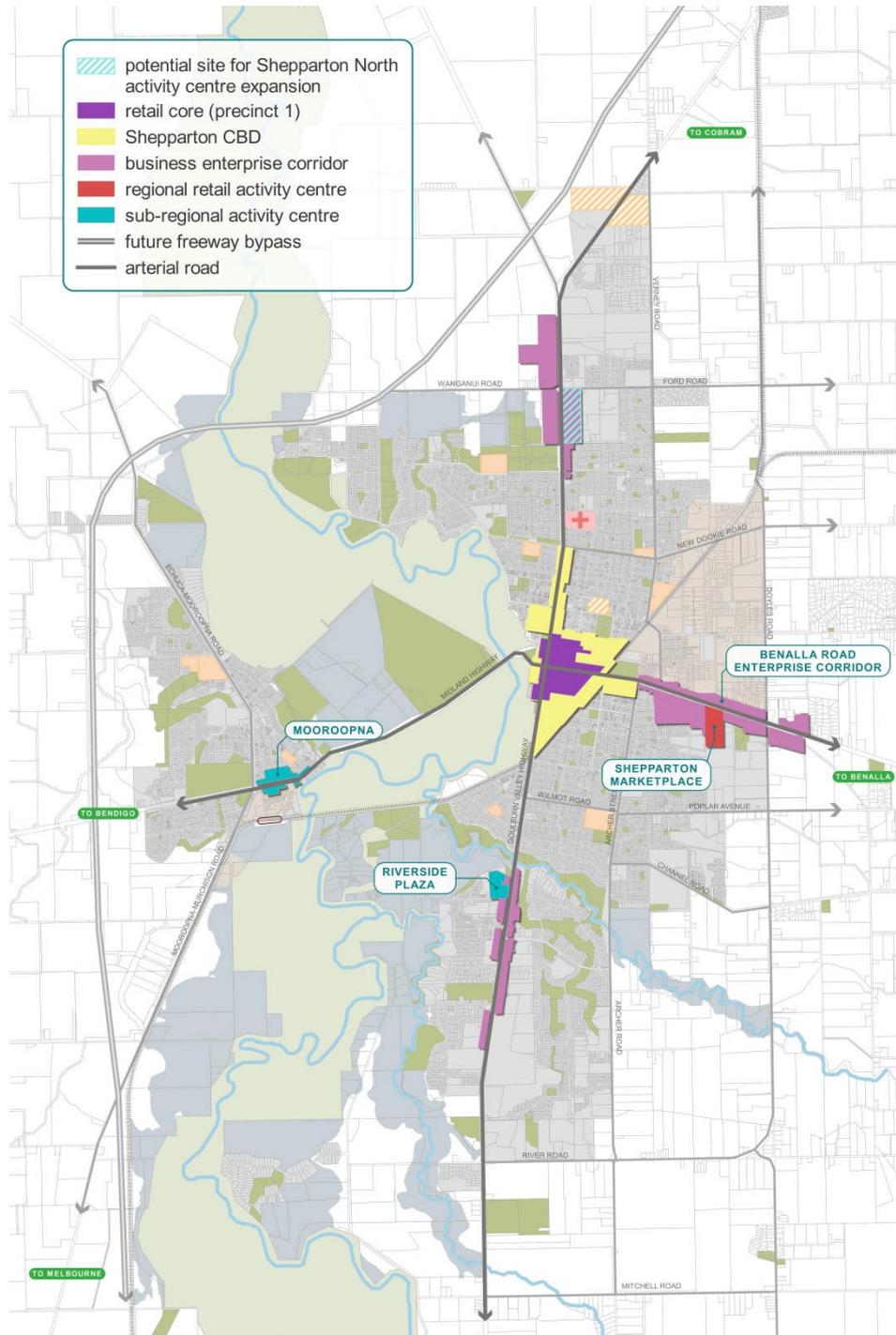
- Develop a corridor access strategy to guide decision making along all main roads.
- Undertake a Rural Living review.



Shepparton Industrial Framework Plan



Tatura Industrial Framework Plan



Shepparton Business Framework Plan