

Shepparton & Mooroopna 2050

Regional City Growth Plan

March 2021



Acknowledgement of Traditional Owners

We, Greater Shepparton City Council, acknowledge the Yorta Yorta Peoples of the land which now comprises Greater Shepparton, we pay our respect to their tribal elders, we celebrate their continuing culture and we acknowledge the memory of their ancestors.

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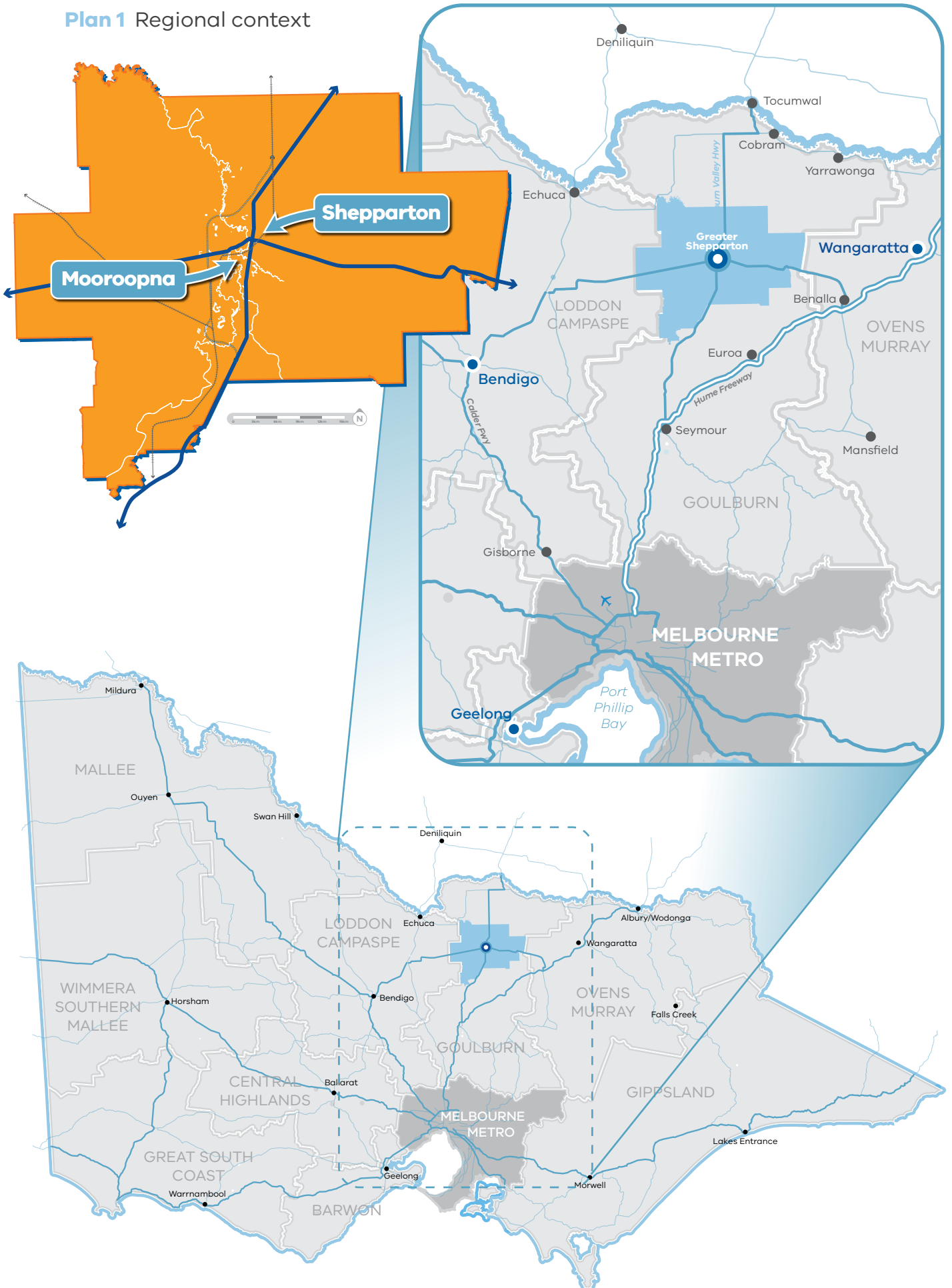
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Acronyms

ACZ	Activity Centre Zone
Council	Greater Shepparton City Council
CBD	Central Business District
CVGA	Central Victorian Greenhouse Alliance
GVWRRG	Goulburn Valley Waste and Resource Recovery Group
DELWP	Department of Environment, Land, Water and Planning
DoT	Department of Transport
DJPR	Department of Jobs, Precincts and Regions
EPA	Environmental Protection Authority
GBCMA	Goulburn Broken Catchment Management Authority
GBGA	Goulburn Broken Greenhouse Alliance
GMID	Goulburn Murray Irrigation District
G-MW	Goulburn Murray Water
GOTAFE	Goulburn Ovens Institute of TAFE
GV Health	Goulburn Valley Health
IWM	Integrated Water Management
UGZ	Urban Growth Zone
VIF	Victoria in Future
VPA	Victorian Planning Authority

Plan 1 Regional context



EXECUTIVE SUMMARY

The Victorian Planning Authority (VPA) in partnership with Greater Shepparton City Council (council) has prepared the *Shepparton and Mooroopna 2050: Regional City Growth Plan (Growth Plan)* to guide the sustainable development of the Shepparton-Mooroopna urban area to the year 2050.

The location of Shepparton and Mooroopna is identified on **Plan 1**.

The Growth Plan is a high-level and broad strategy that:

- sets out the future vision for Shepparton and Mooroopna
- guides sustainable future growth and development over the next 30 years
- identifies the steps needed to manage growth
- defines key projects and infrastructure required to support growth
- provides certainty for public and private investment decision making.

The Growth Plan addresses key challenges to guide housing, employment, infrastructure, services and other opportunities for residents and visitors while ensuring Shepparton and Mooroopna become greener, sustainable and resilient to climate change.

The Growth Plan aims to maintain and enhance the unique attributes of Shepparton and Mooroopna and sets a vision for how the urban area will grow and change until the year 2050.

The vision for Shepparton and Mooroopna is that by 2050 it will:

- Be a thriving regional hub with infrastructure to support social and economic wellbeing.
- Offer an affordable and liveable lifestyle with diverse economic opportunities for residents and investors.
- Embrace the natural environment and conserve places of cultural heritage significance.

- Celebrate the functional and recreational opportunities associated with water.
- Be a leader in renewable energy generation and climate change adaptation.

The vision will be achieved by implementing strategies and actions under six outcomes.

Each outcome includes an objective to support the delivery and highlight the key opportunities required to implement the Growth Plan vision.

As the Growth Plan sets a long-term vision to 2050, making precise growth projections is difficult. Sequencing of new growth fronts should be continuously reviewed every 5 years based equally on supply and demand analysis and on the ability to deliver needed infrastructure.

The Growth Plan is an overarching strategy, it makes recommendations on identified opportunities for urban growth and other initiatives to achieve the vision for Shepparton and Mooroopna. The areas identified for growth have been determined through a review of the residential and industrial investigation areas identified as part of the *Greater Shepparton Housing Strategy (2011)* and the implementation of the *Industrial Land Review (2011)*. This review considered land supply needs and development constraints to conclude the most appropriate areas for residential and industrial development.

The proposed growth areas are conditional on relevant council resolutions, Planning Minister support (where planning scheme amendments are required) and a range of further assessments that will occur at the appropriate time.

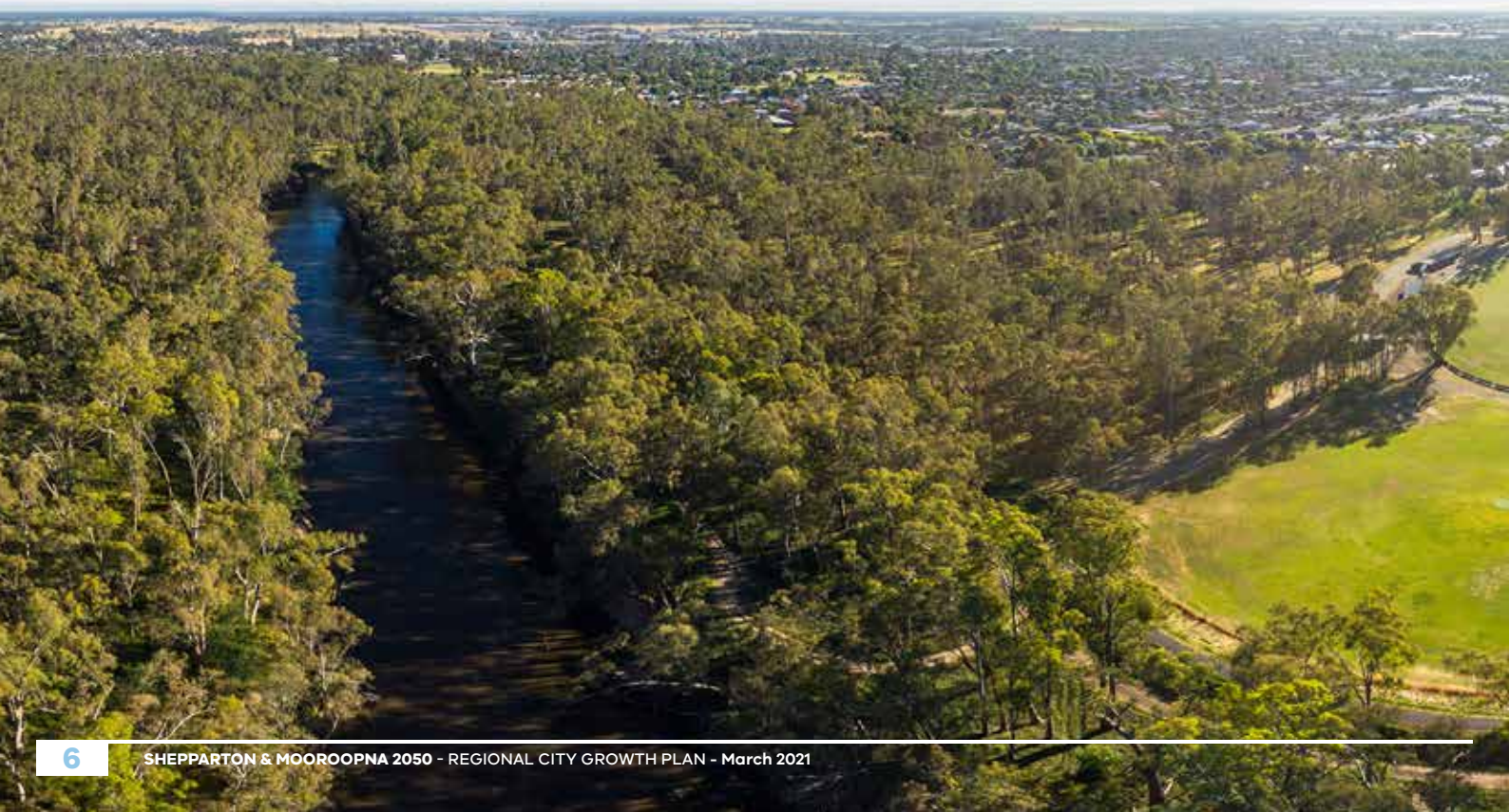
Other actions in the Growth Plan will be implemented by council programs and government partnerships.

A GROWTH PLAN FOR SHEPPARTON AND MOOROOPNA

Located in the Goulburn Valley region of Victoria, approximately 180 kilometres to the north of Melbourne, Shepparton and Mooroopna combine to form the state's fourth largest regional city. The City is positioned at the junction of the Goulburn Valley Highway and the Midland Highway and forms part of the Newell Highway corridor that provides links to Melbourne and Brisbane. Shepparton forms part of the State rail network with both V/Line passenger services and freight services. The urban centre provides a broad commercial, administrative and industrial base for the region, offering services and facilities for a local population of more than 65,000 people across the municipality, and a wider catchment of more than 100,000 extending as far as Deniliquin in New South Wales.

Our community is diverse, including one of the state's largest populations of Aboriginal and Torres Strait Islander Peoples outside metropolitan Melbourne, and people from over 30 nationalities, speaking more than 50 languages, each of which adds its cultural values to Greater Shepparton's rich character.

Shepparton and Mooroopna have been shaped by a diverse array of factors. For thousands of generations, Aboriginal Peoples managed and protected the land. The initial European explorations by Hume and Hovell in 1824 introduced successive waves of immigration that have shaped settlement patterns, developing and expanding farming and agricultural practices, including innovative irrigation systems, and the development of food processing and related industries.



Rail and road transport networks consolidated Shepparton and Mooroopna as a central hub and continue to be a major contributor to the local economy, as well as agriculture, manufacturing, construction, education, and health and community services.

Shepparton and Mooroopna offer both rural and urban lifestyles, enhanced by access to natural landscapes, arts and cultural events, unique heritage places, extensive sporting facilities, and community amenities such as Victoria Park Lake and the Shepparton Regional Park.

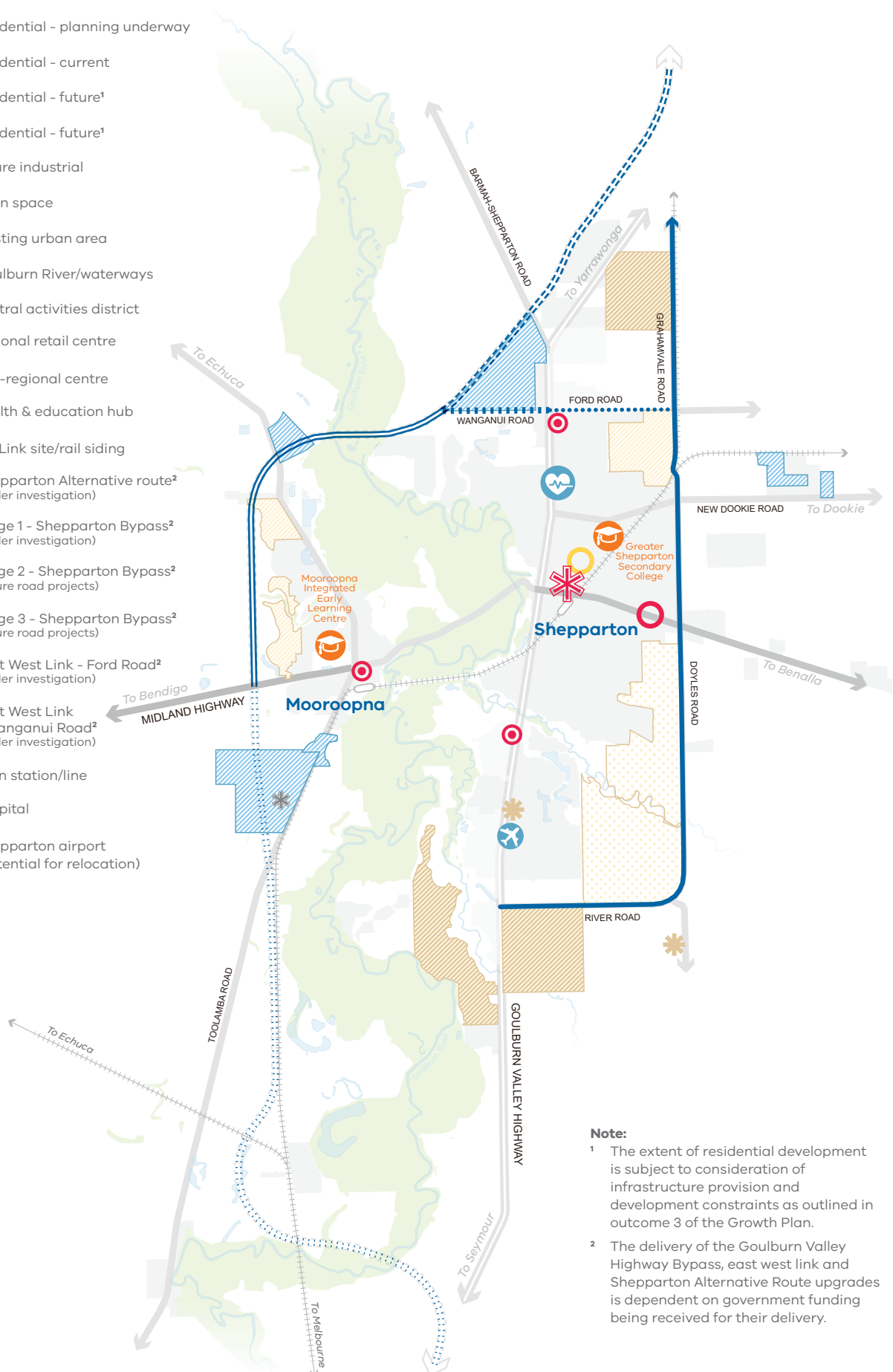
Water has been a key influence on the development of Shepparton and Mooroopna, through both the pioneering irrigation practices that have enabled the towns' growth and the flooding that has devastated the area in 1916, 1974 and 1993. The sustainable use of irrigation water and the appropriate management of development adjacent to riverine floodplains are vital to the continued growth of Shepparton and Mooroopna.

Shepparton and Mooroopna's economy is adapting to meet state, national and global trends including investment in health, education, renewable energy and agriculture. Being at the forefront of these trends will ensure the regional city continues to be an attractive location to live and invest.



Plan 2 Framework plan

- residential - planning underway
- residential - current
- residential - future¹
- residential - future¹
- future industrial
- open space
- existing urban area
- Goulburn River/waterways
- central activities district
- regional retail centre
- sub-regional centre
- health & education hub
- GV Link site/rail siding
- Shepparton Alternative route² (under investigation)
- Stage 1 - Shepparton Bypass² (under investigation)
- Stage 2 - Shepparton Bypass² (future road projects)
- Stage 3 - Shepparton Bypass² (future road projects)
- East West Link - Ford Road² (under investigation)
- East West Link - Wanganui Road² (under investigation)
- train station/line
- hospital
- Shepparton airport (potential for relocation)



Note:

- ¹ The extent of residential development is subject to consideration of infrastructure provision and development constraints as outlined in outcome 3 of the Growth Plan.
- ² The delivery of the Goulburn Valley Highway Bypass, east west link and Shepparton Alternative Route upgrades is dependent on government funding being received for their delivery.

INTRODUCTION

Why do we need a Growth Plan?

The current overarching plan for Shepparton and Mooroopna is the *Greater Shepparton 2030 Strategy* (2006). This document provides a blueprint for building sustainable economic activity and maximising the quality of life in Shepparton and Mooroopna. Since the finalisation of this Strategy, Shepparton and Mooroopna have experienced a significant amount of growth, supported by investment in infrastructure from the Victorian and Federal Governments.

The Growth Plan articulates a comprehensive work plan for guiding future growth and development, and to ensure alignment and common purpose between state, regional and local planning decisions.

Community Engagement

In early 2018 initial consultation on the Growth Plan commenced and included:

- engagement with state government agencies and authorities
- meetings with community organisations
- consultation with secondary school students
- consultation with primary school students
- responding to a range of enquiries from the community.

Key issues and opportunities report

This engagement informed the preparation of the *Shepparton & Mooroopna 2050: Regional City Growth Plan Key Issues and Opportunities Report* (February, 2019) which was released for public comment from 22 February to 25 March 2019. Three main avenues were used to gather feedback:

- interactive online story map
- community priorities survey
- written feedback.

The VPA and council received approximately 225 comments online, 50 written submissions and had conversations with approximately 90 community members. This feedback was summarised in the Engagement Summary Report.

Draft Growth Plan

Consultation on the draft Growth Plan occurred between 23 September and 28 October 2019. An online survey and written feedback were the two main avenues used to gather feedback.

The VPA and council received 37 written submissions, via email and via the online survey. This feedback was summarised in the *Draft Growth Plan Community Engagement Summary Report* (January 2020).

Additional Consultation

Additional consultation on the Growth Plan following the August 2020 Ordinary Council Meeting occurred from 16 November to 24 December 2020. The purpose of the additional community consultation was to better ensure that any interested stakeholders across Greater Shepparton have had the opportunity to provide informed feedback on the proposed planning outcomes for Shepparton, Mooroopna and Kialla. 79 submissions were received by Council, which are summarised in the *Conversation Report – Shepparton and Mooroopna 2050: Regional City Growth Plan – Additional Community Consultation* (March 2020).

Strategic context

State Policy

Growth and development in Shepparton and Mooroopna is supported by state planning policy. The development of the Growth Plan is informed by:

- *The Hume Regional Growth Plan* (2014) which identifies Shepparton as a regional city and major growth location to service the Hume region.
- *Plan Melbourne 2017-2050* (2017) which identifies Shepparton as one of ten regional cities for Victoria where significant growth will be supported.

Local Policy

Local planning policy identifies Shepparton (together with Mooroopna and Kialla) as the largest urban centre in the city of Greater Shepparton where growth and higher order services and facilities will be focussed. Shepparton is the largest city in northern Victoria and serves an immediate catchment of 120,000 people. Shepparton provides essential services to an estimated additional 100,000 people across an area that extends into the southern reaches of New South Wales.

How has the Growth Plan been prepared?

Preparation of the Growth Plan has been informed by state and local policy and:

- the *Shepparton & Mooroopna 2050: Regional City Growth Plan Key Issues and Opportunities Report* (February, 2019)
- the *Shepparton & Mooroopna 2050: Regional City Growth Plan Background Report* (September, 2019) which contains complementary information that provides an evidence base for this plan
- the *Key Issues and Opportunities Community Engagement Summary Report* (June, 2019)
- the *Shepparton & Mooroopna 2050 Primary School Engagement Report* (2018)
- the *Draft Growth Plan Community Engagement Summary Report* (January 2020)
- background reports
- community and stakeholder engagement
- *Shepparton East Agricultural Land Use Options Report* March 2020
- *Conversation Report – Shepparton and Mooroopna 2050: Regional City Growth Plan – Additional Community Consultation* (March 2020).

How will the Growth Plan be implemented?

The Growth Plan will be implemented as a Background Document with associated policy changes in the Planning Policy Framework section of the Greater Shepparton Planning Scheme. Development contributions will be collected through development contributions plans and other planning mechanisms as appropriate to pay for needed infrastructure. Planning permit applications will be guided by approved precinct plans and development plans.

Other actions will be implemented through non-planning processes such as council programs and state government partnerships.

Key tasks in the development of the Growth Plan



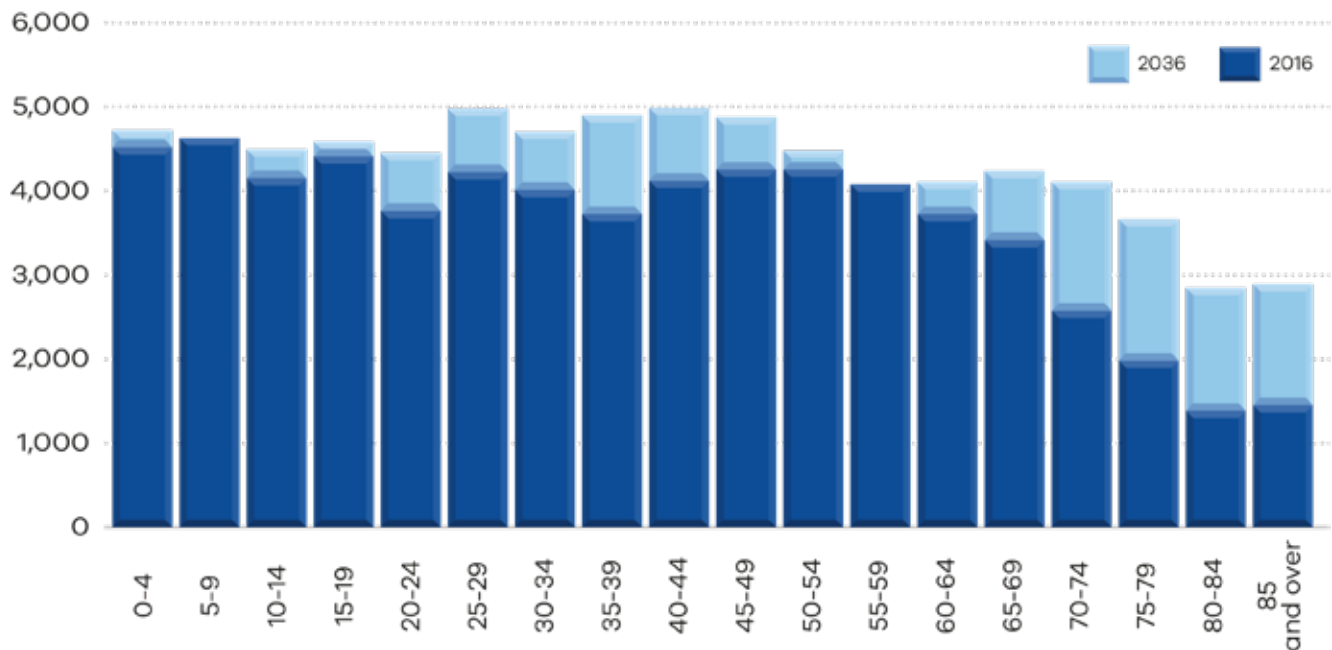
Growth context

Current drivers

The current population of the City of Greater Shepparton is 66,010 and it is anticipated to grow at an average annual growth rate of 0.9% out to 2036, for a projected population

of 77,690 (Victoria in Future, 2019)¹. The age groups that made up the population in 2016 and are anticipated to be represented in 2036 are identified in **Figure 1**.

Figure 1 Greater Shepparton population by age cohort 2016 – 2036



Source: Victoria in Future, 2019

Land and housing affordability are one key driver of population growth in Shepparton and Mooroolpna. Other key drivers include:

- Access to quality education including a range of public and private primary and secondary schools and tertiary education facilities.
- Several regional facilities including health and legal services and government offices and services.
- A thriving agricultural industry with a range of supporting businesses and services.
- A supportive and welcoming location for migrant settlement.

Future trends

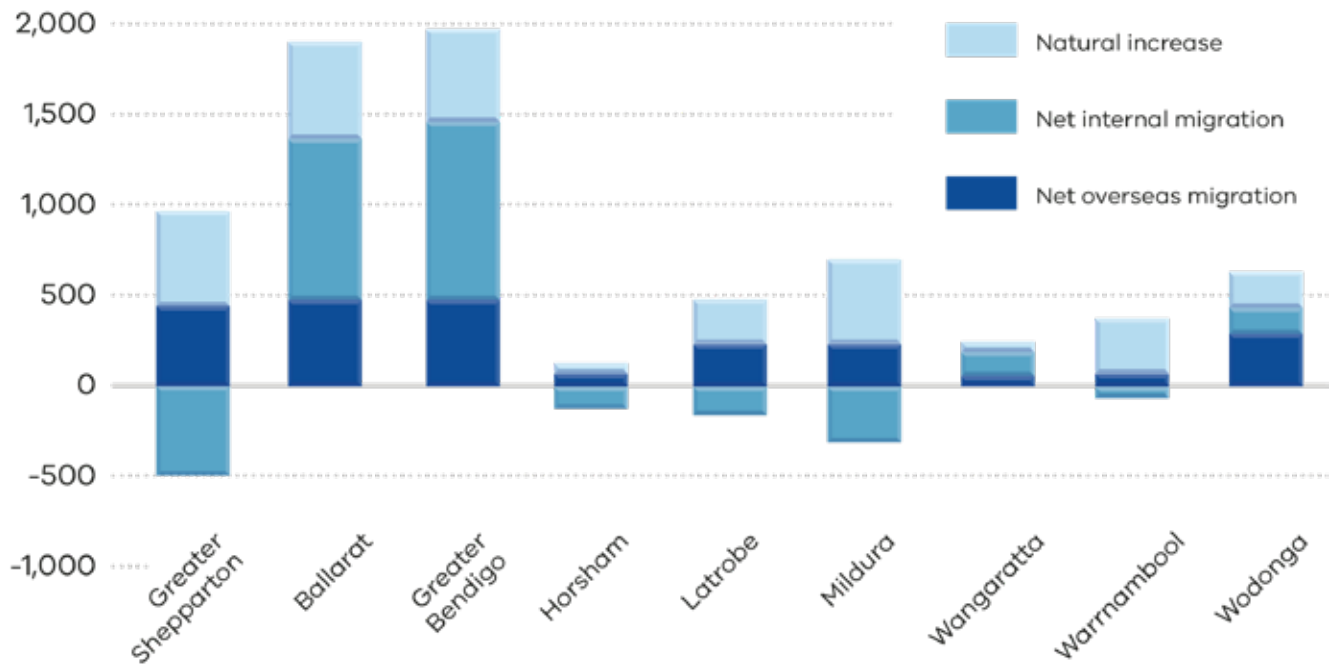
In regional Victoria, the main driver of population growth is net overseas and interstate migration (**Figure 2**). This trend is likely to increase with proposed federal government policies encouraging migrants to settle in regional areas.

Increased jobs numbers resulted in the City of Greater Shepparton having the lowest unemployment rate in 10 years, recorded in December 2018 (**Figure 3**). Continued job growth will attract new residents to Shepparton and Mooroolpna supporting population growth and economic vitality.

The Federal Government in association with several other consortia have proposed high-speed rail options to connect Shepparton with Melbourne and Sydney. These improved connections would result in an increased population growth rate, impacting on Shepparton and Mooroolpna's existing infrastructure and services. There is currently no funding commitment for this infrastructure, and it's considered unlikely construction will occur before 2050.

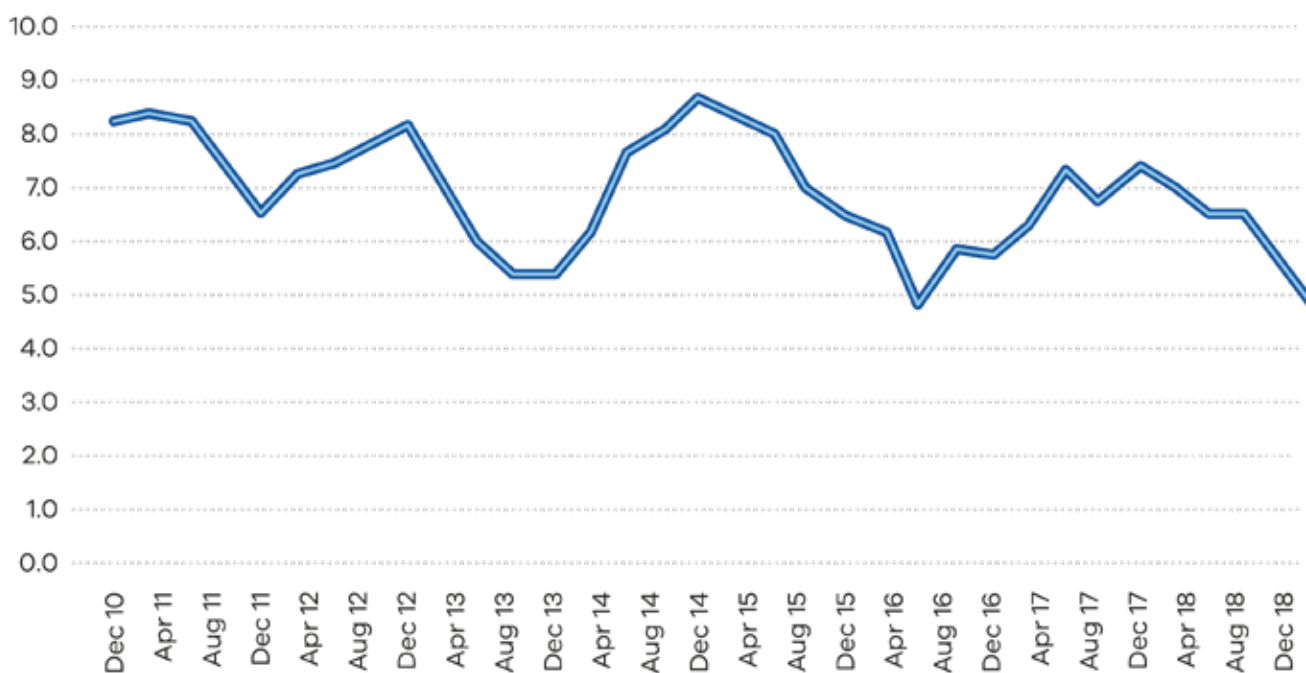
¹ Figures pre-date any known potential impact of Covid-19 on population projections.

Figure 2 Victorian regional cities components of population change 2016



Source: ABS cat. 3218

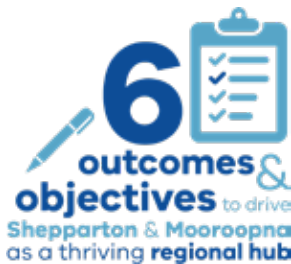
Figure 3 Greater Shepparton unemployment rate 2010 – 2018



Source: Commonwealth Department of Employment

How to read the Growth Plan

The Growth Plan is a long-term plan to guide the future of Shepparton and Mooroopna, it includes:



Shepparton and Mooroopna's unique attributes

Shepparton and Mooroopna include unique attributes that make the area desirable to live and visit, including:

- the Goulburn River and Broken River and associated Shepparton Regional Park
- KidsTown adventure playground
- Victoria Park Lake precinct
- Shepparton and Mooroopna train stations with connections to Seymour and Melbourne
- tertiary education opportunities, including La Trobe and Melbourne University and Goulburn Ovens Institute of Tafe (GOTAFE)
- a range of government and private primary and secondary school opportunities
- a large category 1 regional hospital (Goulburn Valley Health)
- a calendar of festivals and events, including the Shepparton Festival and Converge on the Goulburn
- a diverse and prosperous farming and agricultural industry
- a welcoming location for migrant settlement
- an expanding solar energy industry
- Shepparton Art Museum (SAM).

These attributes are highlighted and strengthened by the Growth Plan.



Timing Key

- immediate/ongoing: **next 12 months**
- short term: **1-5 years**
- medium term: **5-10 years**
- long term: **10+ years**



VISION

The vision for Shepparton and Mooroopna was developed through engagement with council and key stakeholders. A single vision has been developed as both Shepparton and Mooroopna will contribute to the development of a prosperous regional hub.

The vision for Shepparton and Mooroopna is that will by 2050 it will:

Be a thriving regional hub with infrastructure to support social and economic wellbeing.



Offer an affordable and liveable lifestyle with diverse economic opportunities for residents and investors.



Embrace the natural environment and conserve places of cultural heritage significance.



Celebrate the functional and recreational opportunities associated with water.



Be a leader in renewable energy generation, climate change adaption, and greenhouse gas emission reduction.



PRINCIPLES

The vision for Shepparton and Mooroopna is underpinned by 10 principles. Throughout the Growth Plan, the following icons are identified in the outcome chapters to show principles that are being implemented.



1. An inclusive and healthy community

Community infrastructure will enable gathering, sharing, and learning. Diverse public open space types will allow passive and active recreation by a variety of users.



6. Resilient and sustainable neighbourhoods

Growth will be directed to neighbourhoods with good access to services, jobs and amenities.



2. A healthy environment

The retention and addition of trees and natural spaces will remain a priority. The recreational opportunities associated with the environment and water will be promoted.



7. Integrated transport networks

Investment in a comprehensive transport network including road, rail, freight, cycling and pedestrian infrastructure will ensure a connected and economically robust city. Advocate for continued investment in public transport infrastructure.



3. Protection of productive agricultural land

Growth will be directed away from productive agricultural land. The region's agricultural offering will be strengthened.



8. A city of centres

The existing hierarchy of commercial centres will be strengthened. Connections to service hubs between towns with the wider region will be strengthened.



4. Efficient use of resources

Renewable energy sources, water sensitive urban design and active transport opportunities will be prioritised. Reuse, recycling and other sustainable waste management will be promoted.



9. A thriving and diverse economy

The city will build on its strengths and achieve its economic potential across a range of employment sectors. New businesses will be attracted to the city and existing businesses supported to grow.



5. Sustainable water management and use

Conservation and efficient use of water will be encouraged. River environments will continue to be protected from pollutants.



10. Develop attractive and distinctive places

A wide variety of sporting, recreational, art and cultural activities will be encouraged in key precincts with contemporary facilities. Places of cultural and heritage significance will be valued and conserved.

OUTCOMES

Six outcomes have been developed to drive Shepparton and Mooroopna as a thriving regional hub. Each outcome is supported by an objective which outlines what to strive towards to achieve the Growth Plan vision.

The outcomes and objectives are underpinned by 28 strategies that outline how the outcome will be achieved and 61 actions that outline how the strategies will be approached and delivered.

1. A city for the Goulburn Region

Objective 1 – To strengthen the city’s unique economic and physical attributes to attract residents, visitors and investment.



2. A city of liveable neighbourhoods

Objective 2 – To ensure areas of high liveability are protected and enhanced and opportunities to improve community wellbeing are delivered.



3. A city of growth and renewal

Objective 3 – To provide sufficient land supply and urban renewal opportunities to ensure affordable and attractive living options are maintained.



4. A city with infrastructure and transport

Objective 4 – To deliver a diverse and connected transport supporting vehicles, cyclists, pedestrians and public transport.



5. A city that is greener and embraces water

Objective 5 – To ensure “greening” is at the forefront of decision making and sustainable water consumption is prioritised.

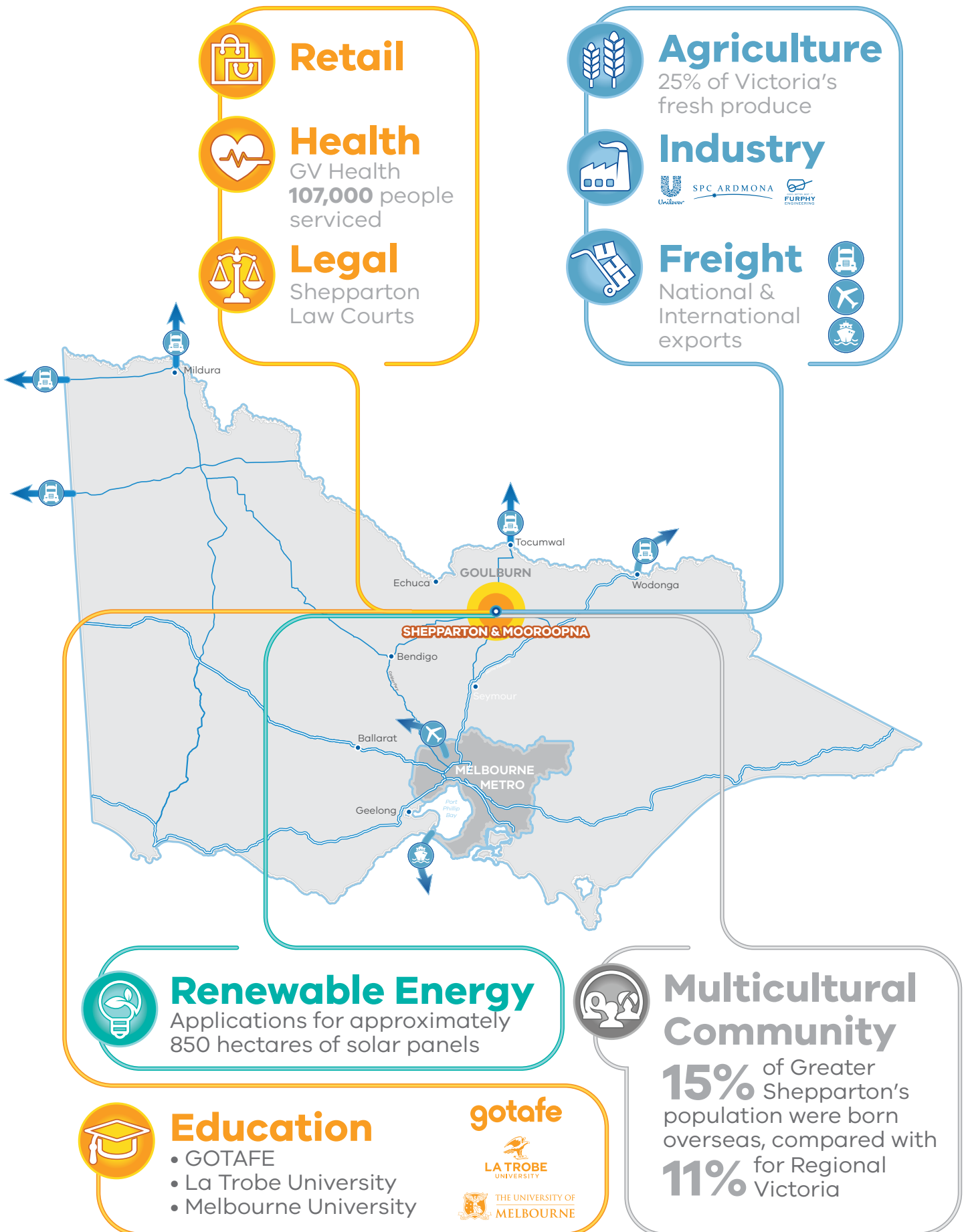


6. A city of innovation and resilience

Objective 6 – To ensure adaption to climate change, greenhouse gas emissions reduction in line with state government policy, and a robust economy for continued prosperity in times of change.



Figure 4 Service hub



Retail

Health
GV Health
107,000 people serviced

Legal
Shepparton Law Courts

Agriculture
25% of Victoria's fresh produce

Industry
Unilever SPC ARDMONA FURPHY

Freight
National & International exports

Renewable Energy
Applications for approximately 850 hectares of solar panels

Education

- GOTAFE
- La Trobe University
- Melbourne University

gotafe
LA TROBE UNIVERSITY
THE UNIVERSITY OF MELBOURNE

Multicultural Community
15% of Greater Shepparton's population were born overseas, compared with 11% for Regional Victoria

OUTCOME 1 - A city for the Goulburn Region



Greater Shepparton is recognised as the food bowl of Victoria with its economy being driven by agriculture, particularly fruit, vegetable and dairy products. The allocation of sufficient industrial land and investment in road and rail infrastructure will support the agricultural sector and the growth of existing, and the attraction of new, food processing and freight businesses.

Irrigation is critical to support the agricultural industry. The Goulburn Murray Irrigation District (GMID) is the largest irrigation system in Victoria and accounts for more than 70% of water stored in Victoria and almost 90% of water used in irrigation across the State.² Encourage ongoing investment in the GMID will ensure the prosperity of the agricultural industry and co-depending sectors continues.

Greater Shepparton is a service hub for northern Victoria and southern NSW (**Figure 4**). The city is becoming an increasingly popular location for businesses and government agencies to locate. Marketing appropriate leasable sites will be important to support this trend.

Visitors are attracted to the city to access health, retail, education, legal and government services. These sectors should be supported and encouraged to expand to continue to meet community needs. Council has adopted the *Commercial Activity Centres Strategy* (November, 2015) to ensure the Shepparton Central Business District (CBD) remains the primary focus for retail and commercial investment in the region. The Mooroopna CBD is identified as a sub-regional centre, its role is to serve an immediate catchment in the surrounding urban area, and the rural and regional hinterland.

Council and others have moved forward with significant initiatives to establish Greater Shepparton as a university city. If effectively established, the community will be able to adapt to the changing environment and maintain skills relevant to the advancement of the region. Locally based knowledge and skills can sustain a stable local labour force that drives innovation to the benefit of local based industries. Considerable investment in health infrastructure is also

underway. \$229 million was provided for stage 1 expansion of the GV Health Graham Street campus, with \$2 million committed to complete planning works for stage 2. \$26 million has also been received for an integrated cancer centre.

The *Shepparton Health and Tertiary Education Precincts Action Plan* (February 2020) has been prepared to continue to drive Shepparton as a health and tertiary education destination.

The city's key industries and services are supported by a diverse population. This cultural diversity makes the city unique, celebrating this and ensuring community awareness and understanding of the economic, educational, social and cultural benefits of multiculturalism is central to the city's future. *The Greater Shepparton Multicultural Strategy 2019 – 2022* (2019) has been developed to assist in achieving this vision.

The Yorta Yorta Nation Aboriginal Corporation are the Registered Aboriginal Party (RAP) for the Shepparton and Mooroopna area. The City of Greater Shepparton has a higher portion of people who identified as Aboriginal and Torres Strait Islander (3.4%) compared with the regional Victoria average (1.8%)³. However, anecdotal evidence shows that this is underrepresented, and this figure is nearly three times this.

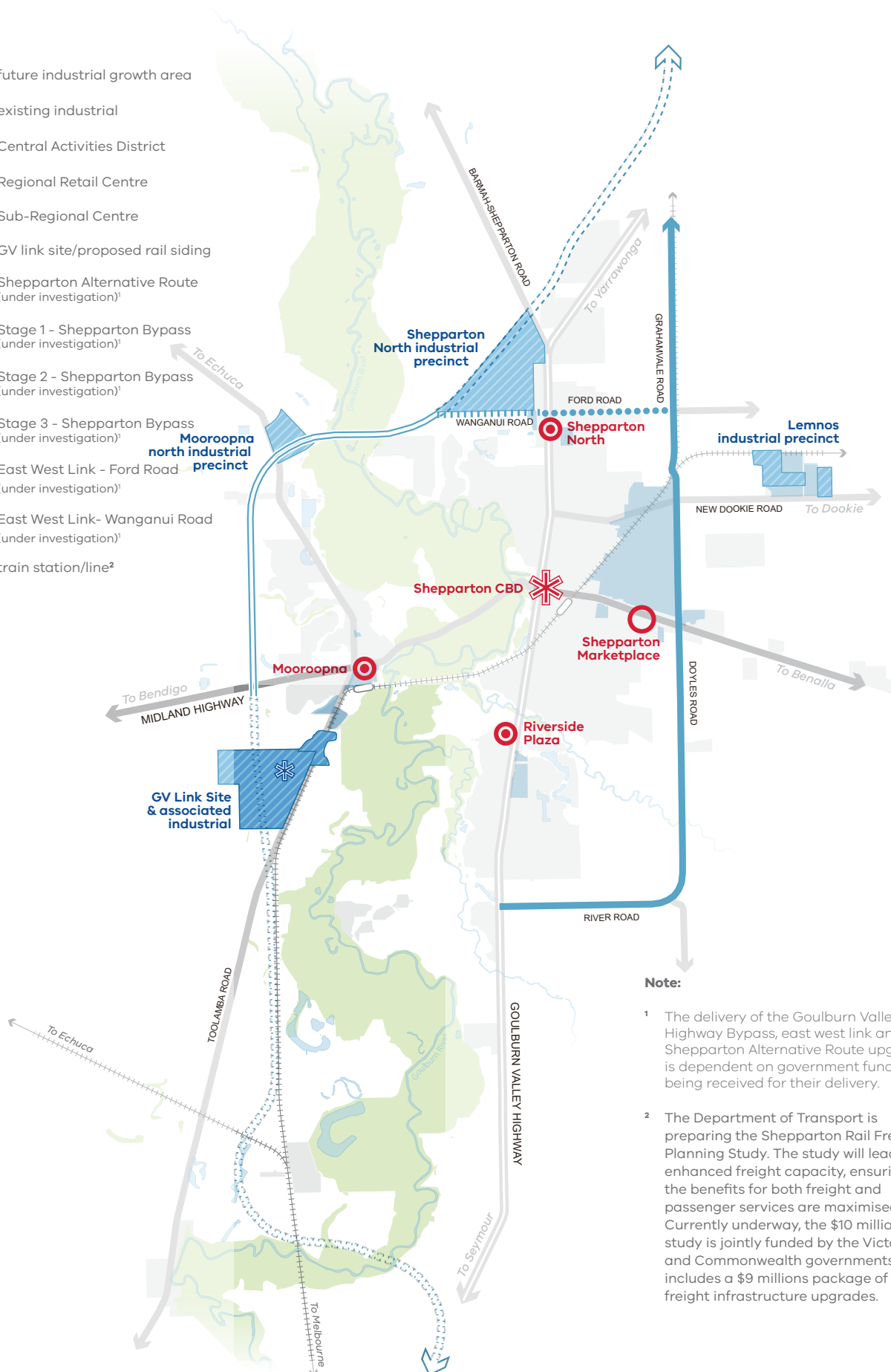
The *Greater Shepparton City Council Reconciliation Action Plan* (Reflect) (July, 2019) is an internal organisational plan that outlines Council's commitment to reconciliation and to ensuring Aboriginal and Torres Strait Islander Peoples and cultures are respected, acknowledged and celebrated. Meaningful relationships and partnerships with the Aboriginal and Torres Strait Islander community should continually be developed for an inclusive and empowered community.

² Goulburn Murray Irrigation District, GMW Connections Project Fact Sheet 10

³ id the population experts, Indigenous profile, 2016, <https://profile.id.com.au/shepparton/population>

Plan 3 Industrial Growth Areas

- future industrial growth area
- existing industrial
- Central Activities District
- Regional Retail Centre
- Sub-Regional Centre
- GV link site/proposed rail siding
- Shepparton Alternative Route (under investigation)¹
- Stage 1 - Shepparton Bypass (under investigation)¹
- Stage 2 - Shepparton Bypass (under investigation)¹
- Stage 3 - Shepparton Bypass (under investigation)¹
- East West Link - Ford Road (under investigation)¹
- East West Link- Wanganui Road (under investigation)¹
- train station/line²



- Note:**
- ¹ The delivery of the Goulburn Valley Highway Bypass, east west link and Shepparton Alternative Route upgrades is dependent on government funding being received for their delivery.
 - ² The Department of Transport is preparing the Shepparton Rail Freight Planning Study. The study will lead to enhanced freight capacity, ensuring the benefits for both freight and passenger services are maximised. Currently underway, the \$10 million study is jointly funded by the Victorian and Commonwealth governments, and includes a \$9 millions package of rail freight infrastructure upgrades.



Industrial investigation areas

The planning scheme identifies a number of industrial investigation areas as potential locations for growth, subject to significant issues or constraints being resolved. These investigation areas were identified as part of Amendment C162 *City of Greater Shepparton Industrial Land Review* (2011). Investigation areas 7 to 11 are within the scope of the Growth Plan. Investigation areas 12 and 13 are located in Tatura and have not been resolved, these are beyond the scope of the Growth Plan. Investigation areas 7, 8, 9 and 11 are identified in **Action 1.1.1** of the Growth Plan as suitable locations for industrial development, subject to the resolution of development constraints. Investigation area 10 is also identified as a residential investigation area and is not considered appropriate for urban development, this is discussed in **Outcome 3** of the Growth Plan.

Industrial Land

The *Industrial Land Supply & Demand Assessment* (2019) concludes Greater Shepparton is currently experiencing a rapid increase in the consumption of industrial land and currently has insufficient zoned industrial land for the medium to long term.

Several industrial investigation areas are currently identified in the planning scheme. It is considered these are all appropriate for industrial development, subject to a number of development and infrastructure constraints being resolved.

The future industrial growth areas are identified on **Plan 3** and **Table 1**. Investment in road and rail infrastructure is extremely important to support the development of the proposed industrial growth areas. This infrastructure will be dependent on funding from State or Federal Government. Advocating for this infrastructure will be essential in driving the growth of the industrial sector.

Each of the future industrial area's will require a structure plan and associated infrastructure funding mechanism to support their development.

Table 1 Industrial growth areas

NAME	DEVELOPMENT CONSTRAINTS	ZONING	LIKELY USES
Shepparton north industrial precinct (previously Investigation Area 7)	Access to the surrounding road network	Currently in the Farming Zone, requires rezoning for an industrial purpose.	Future uses will leverage off strategic location adjacent to proposed transport infrastructure.
GV Link Site and associated industrial land (previously investigation Area 8)	Flooding and servicing	GV Link Site is zoned Special Use Zone to identify its role as a transport and logistics centre. The future industrial area required rezoning for an industrial purpose.	Uses that complement the GV Link Site such as transport, automotive services, and food storage and distribution.
Mooroopna north industrial precinct (previously Investigation Area 9)	Servicing infrastructure	Industrial 1 Zone.	Future uses will leverage off strategic location adjacent to proposed transport infrastructure.
Lemnos industrial precinct (previously Investigation Area 11)	Requires connection to reticulated sewerage	Existing industrial land in Industrial 1 Zone, future industrial area requires rezoning for an industrial purpose.	Expansion of the existing transport and warehousing businesses.

Objective 1 – To highlight Shepparton and Mooroopna’s unique attributes to attract people and investment to enhance strategic advantages.

Strategy 1.1 Facilitate the expansion of the freight and industrial sector

	Action	Timeframe	Responsibility
1.1.1	Plan for industrial land in the locations identified on Plan 3 by and in Table 1 by resolving development constraints and advocating for regionally significant infrastructure.	Immediate	Council
1.1.2	Advocate for investment in the road and rail infrastructure identified on Plan 3 to strengthen freight and industry as key economic drivers.	Ongoing	Council
1.1.3	Advocate for funding to deliver the Goulburn Valley Freight & Logistics Centre (GV Link site) and associated rail siding.	Medium	Council

Strategy 1.2 Reinforce the importance of the Goulburn Murray Irrigation District (GMID) to encourage ongoing investment

	Action	Timeframe	Responsibility
1.2.1	Support the preparation of the GMID Master Plan to ensure the long-term growth, sustainability and prosperity of the GMID.	Immediate	Council, DJPR, GBCMA & GMW
1.2.2	Prepare a communication and media program to increase awareness and understanding of EPA guidelines and farm management practices.	Medium	Council, GBCMA, EPA & GMW
1.2.3	Develop an agricultural brand for the region which highlights key strengths and investment attraction opportunities.	Medium	Council, DJPR, GMW and the GBCMA

Strategy 1.3 Explore the relocation of the current Shepparton Airport site

	Action	Timeframe	Responsibility
1.3.1	Continue to explore a suitable location and advocate for funding to re-locate the existing Shepparton Airport.	Long	Council

Strategy 1.4 Strengthen and support the growth of the business community

	Action	Timeframe	Responsibility
1.4.1	Update the <i>Greater Shepparton Economic Development, Tourism & Events Strategy 2016 – 2020</i> (2016) to support existing and attract new businesses.	Short	Council
1.4.2	Develop and maintain a database of available development sites and rental floorspace to streamline enquiries with government agencies and businesses.	Short	Council
1.4.3	Prepare a structure plan for the Shepparton north sub-regional centre.	Short	Council

Strategy 1.5 Strengthen the city as a leading tertiary education and health service hub

	Action	Timeframe	Responsibility
1.5.1	Implement the <i>Shepparton Health and Tertiary Education Precincts Action Plan</i> (February 2020).	Short	Council, GV Health, La Trobe University and GOTAFE
1.5.2	Develop a business case for the Shepparton Clinical Health and Education Precinct to attract investment.	Short	Council, GV Health, La Trobe University and GOTAFE



OUTCOME 2 - A City Of Liveable Neighbourhoods



Liveability reflects the wellbeing of a community and includes the many characteristics that make a location a place where people want to live now and into the future. A liveable place is one that is safe, attractive, socially cohesive, inclusive and environmentally sustainable.

Approximately 71% of people in Greater Shepparton travel to work by car slightly higher than the average of 67% across regional Victoria⁴. Designing Shepparton and Mooroopna’s streets to be walking and cycling friendly will encourage the community and visitors to walk and cycle, reducing car dependency.

The Shepparton and Mooroopna landscape is relatively flat and ideal for cycling. Investing in infrastructure to enhance cycling as a safe and convenient transport option for both commuting and recreational purposes will contribute to health and wellbeing, reduce congestion and promote environmental sustainability. This investment should include a broad range of cycling opportunities including strategic cycling corridors, principle bicycle network, BMX, mountain biking and regional trails to establish the city as a cycling destination.

Shepparton and Mooroopna include a comprehensive open space network. Existing open space assets should be protected and enhanced to continue to contribute to liveability. Funding for enhancements should be prioritised to areas of most need.

Council facilitates a community plan program in townships and neighbourhoods. A number of communities across Shepparton have developed community plans. A community plan is a written document that identifies a community’s strengths and outlines how these strengths can be utilised to build capacity and enable empowerment in the future. The community plan process helps foster social connections, which is particularly important in new growth areas where a community is emerging.

The network of townships that surround Shepparton and Mooroopna play an important role in supporting liveability. Detailed consideration of these townships falls beyond the scope of this document however they should be acknowledged as providing community infrastructure, employment and alternative and often more affordable housing options for Shepparton and Mooroopna’s residents. Planning for these townships is considered in the *Greater Shepparton Townships Framework Plan Review* (2019). This process should be supported and reviewed where appropriate in the future.

Five major venues with electronic gaming machines are in the centre of Shepparton, with an additional venue in Mooroopna. All venues are located within, or in close proximity of a neighbourhood identified as having the highest levels of socio-economic disadvantage in Victoria.

Greater Shepparton is subject to a gaming machine cap imposed by the Victorian Commission for Gambling and Liquor Regulation. However, additional guidance is required to ensure the location and opening hours of future venues minimises the harm from gaming and does not negatively affect the amenity of locations.

Several actions within the Growth Plan will also have positive liveability impacts particularly around improving access to public transport and community infrastructure, and better utilisation of the river environment for recreation.

⁴ .id the population experts, Method of travel to work, 2016, <https://profile.id.com.au/shepparton/travel-to-work>

Objective 2 – To ensure areas of high liveability are protected and enhanced and opportunities to improve community wellbeing are delivered.

Strategy 2.1 Improve streetscape amenity for a more walkable community

	Action	Timeframe	Responsibility
2.1.1	Advocate for funding to deliver a pedestrian overpass at Shepparton Railway Station to improve pedestrian accessibility and connection to the CBD.	Medium	Council and DoT
2.1.2	Prioritise the allocation of capital works funding for accessibility and streetscape improvements to activity centres, schools and train stations to encourage walkability.	Medium	Council and DoT
2.1.3	Prioritise the allocation of capital works funding for streetscape improvements on the key pedestrian links to encourage residents and visitors to walk to key attractions.	Medium	Council and DoT

Shepparton Railway Precinct Master Plan

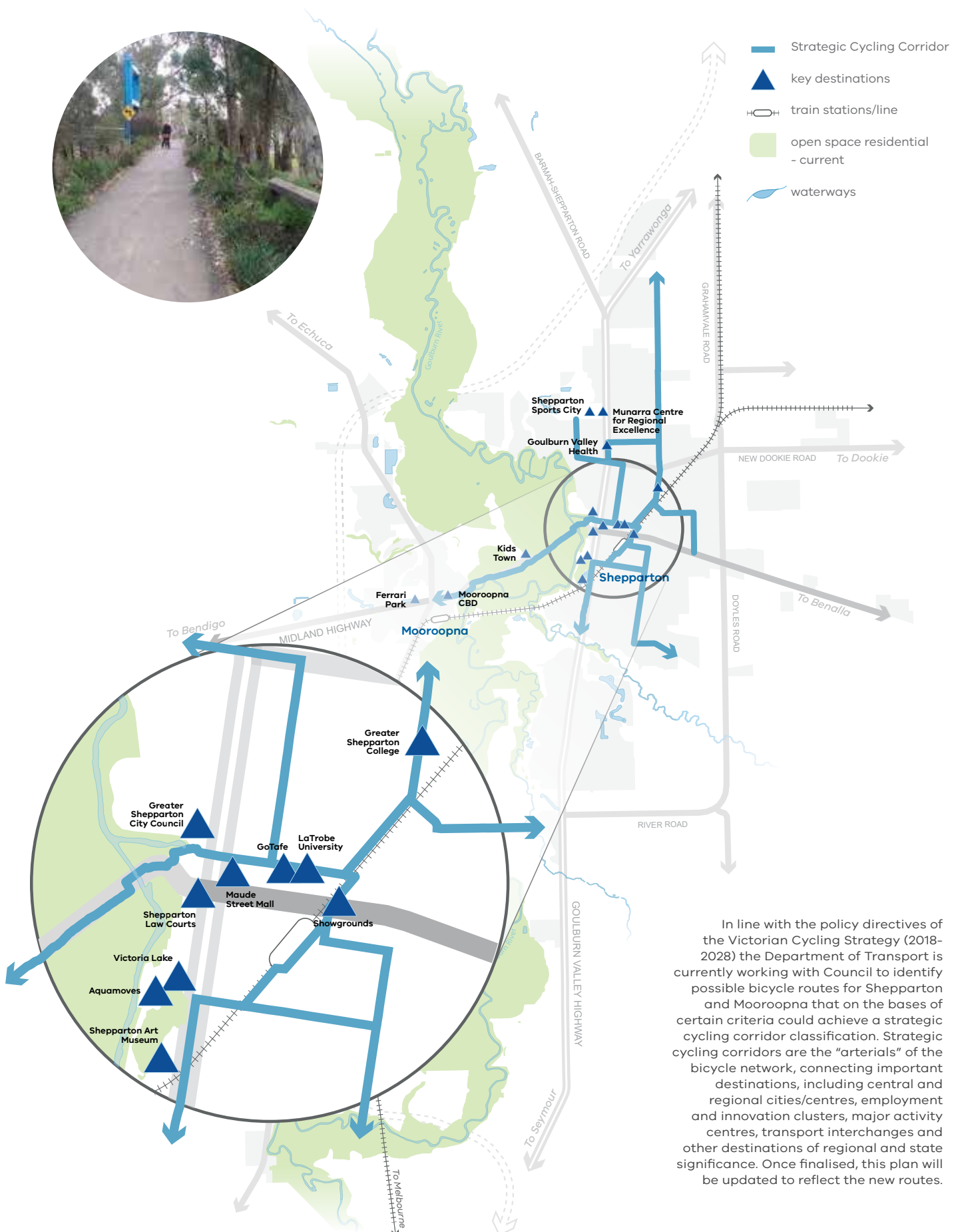
The Master Plan was prepared by Spiire Australia Pty Ltd and finalised in 2017 to set a vision for the station to be a welcoming destination that is well integrated with, and accessible to, the Shepparton CBD.

A key piece of infrastructure required to deliver this vision is a pedestrian overpass to allow access to Shepparton Station from Hoskin Street. Arcadis Pty Ltd prepared the *Shepparton Railway Station Pedestrian Overpass Concept Plan (2019)* which includes architectural drawings and artist impressions of the overpass to assist council to advocate for funding for the delivery of this project.

Shepparton Station pedestrian overpass artist impression - view from east (station car park), prepared by Arcadis Pty Ltd, 2019



Plan 4 Cycling Corridors



In line with the policy directives of the Victorian Cycling Strategy (2018-2028) the Department of Transport is currently working with Council to identify possible bicycle routes for Shepparton and Mooroopna that on the bases of certain criteria could achieve a strategic cycling corridor classification. Strategic cycling corridors are the “arterials” of the bicycle network, connecting important destinations, including central and regional cities/centres, employment and innovation clusters, major activity centres, transport interchanges and other destinations of regional and state significance. Once finalised, this plan will be updated to reflect the new routes.

Strategy 2.2 Support the city as a cycling destination

	Action	Timeframe	Responsibility
2.2.1	Update the <i>Greater Shepparton Cycling Strategy 2013 – 2017</i> (2013) to reinforce local and regional connections. Include the connections to key destinations identified on Plan 4 .	Short	Council and DoT
2.2.2	Advocate for funding to deliver township connections and enhance the existing cycling opportunities identified on Plan 5 to develop the city as a regional cycling destination.	Ongoing	Council and DoT

Regional cycling destination

Shepparton BMX track

The BMX Australian National Championships have been held at the Shepparton BMX track four times in the past 10 years, including the 2019 championships held in May. The track recently benefited from a redevelopment after receiving \$635,000 from the Victorian Government. The 2019 Championships attracted approximately 3,000 athletes and their support teams to Shepparton and is estimated to have injected \$3.8 million into the local economy. The 2020 BMX World Cup event was hosted at the track.

Mount Major Mountain Bike Course

The Greater Shepparton Economic Development, Tourism & Events Strategy 2016 – 2020 (2016) identifies updates to this mountain bike destination as a future minor project for consideration. Continued improvements to the course, trail head facilities and accessibility via Mt Major and TV Access Road is required to enhance the course and attract visitors. Melbourne University and the Goulburn Valley Mountain Bike Club and Parks Victoria are key stakeholders in this project and should be consulted with to assist with funding applications.

Shepparton Regional Park

The *RiverConnect Paths Master Plan* (2015) outlines a network of walking and cycling trails within the Shepparton Regional Park. The project provides the opportunity to connect people with the Goulburn River as well as proving a means for connecting people to an understanding of culture and knowledge through interpretive signage. The delivery of any off-road cycling trails should look to make these multi-purpose for horse riders.

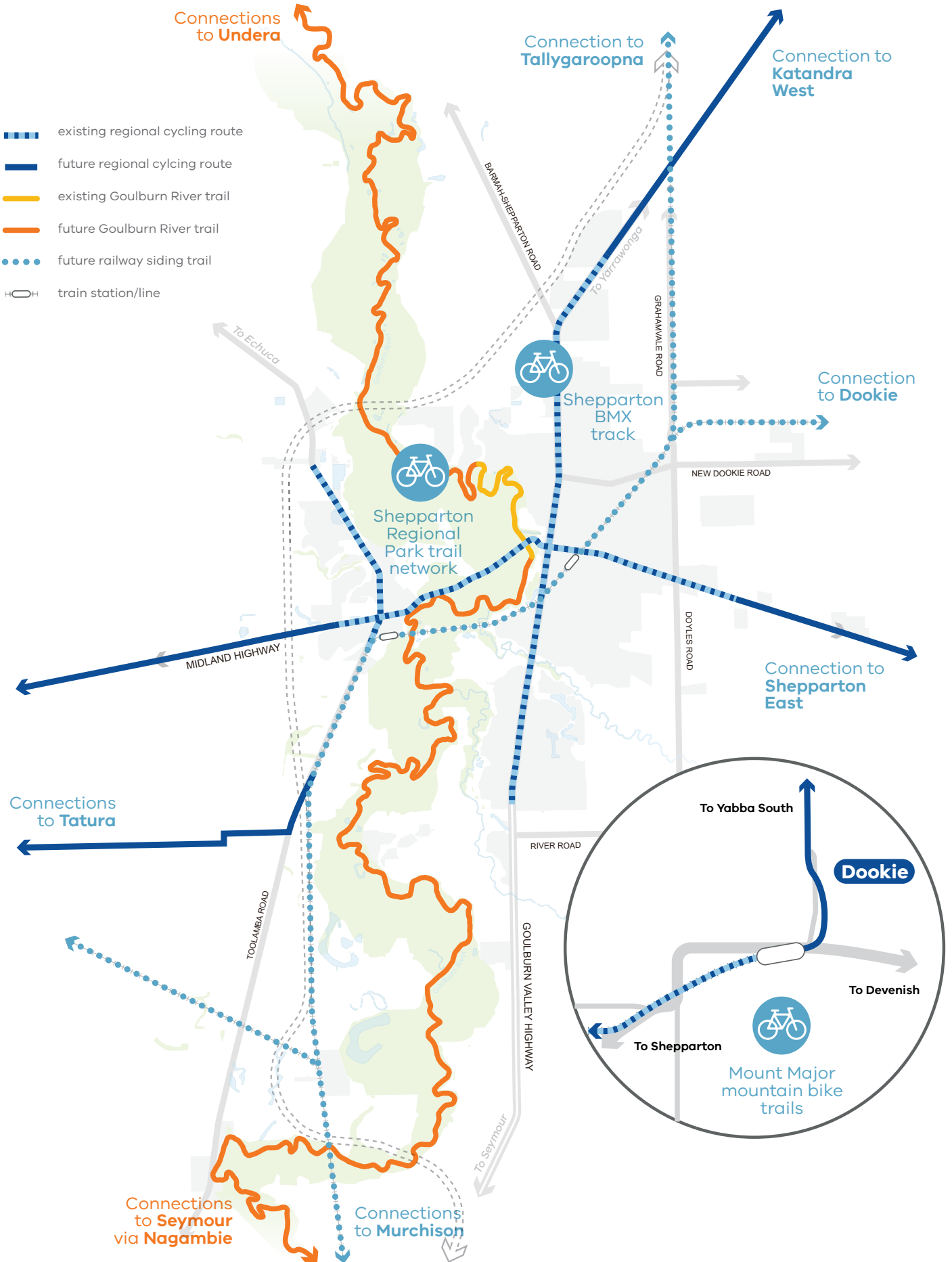
Outcome 5 of the Growth Plan discusses this network and identifies opportunities for expansion.

Shepparton to Seymour trail via Nagambie

The *Hume Region Significant Tracks and Trails Strategy 2014 – 2023* (2014) identifies a cycling connection from Shepparton to Seymour via Nagambie. The path would follow the Goulburn river so would be an attractive recreational path. This connection is costed at approximately \$17.4 million.



Plan 5 Regional cycling destination



Victorian Planning Authority, 2020. The State of Victoria does not warrant accuracy of information in this publication and any person using or relying upon such information does so on the basis that the State of Victoria shall bear no responsibility or liability whatsoever for any errors, faults, defects or omission in the information.

Strategy 2.3 Enhance Shepparton and Mooroopna’s open space network by prioritising investment in improvements

	Action	Timeframe	Responsibility
2.3.1	Prepare an audit and funding prioritisation strategy for all council’s open space assets and prepare an open space strategy to direct capital works investment in areas of most need.	Medium	Council

Strategy 2.4 Maintain the Community Planning program

	Action	Timeframe	Responsibility
2.4.1	Implement the Community Planning program in the recently completed and future growth areas identified in Outcome 3 of the Growth Plan.	Ongoing	Council

Strategy 2.5 Respond to change in the townships within Greater Shepparton to define a vision for their future

	Action	Timeframe	Responsibility
2.5.1	Implement the <i>Greater Shepparton Townships Framework Plan (2019)</i> in the Greater Shepparton Planning Scheme and ensure ongoing reviews to this plan to ensure it responds to changing needs and priorities for the townships.	Ongoing	Council
2.5.2	Review the Framework Plan for the Shepparton East township.	Immediate	Council

Strategy 2.6 Minimise negative social and economic impacts from gambling by regulating the number and location of gaming premises

	Action	Timeframe	Responsibility
2.6.1	Prepare a Greater Shepparton Gaming Policy and implement in the Greater Shepparton Planning Scheme.	Medium	Council

OUTCOME 3 - A City Of Growth and Renewal

Principles:    

Existing growth areas

The *Greater Shepparton Housing Strategy* (2011) has informed the planning of growth areas in Shepparton and Mooroopna. The current growth corridors for Shepparton and Mooroopna are identified in **Table 2**.

Table 2 Current residential growth areas

Growth corridor	Strategic document	Ultimate supply (dwellings)
Mooroopna West	Mooroopna West Structure Plan and Growth Corridor Development Contributions Plan	1,600
Shepparton North East	Shepparton North East Precinct Structure Plan and Development Contributions Plan	1,500
Shepparton South East	Shepparton South East Precinct Structure Plan and Development Contributions Plan	2,500
Total		5,600

Future growth areas

Victoria in Future (VIF) 2019 estimates Greater Shepparton will require approximately 350 new dwellings per annum to accommodate projected population growth. This equates to approximately 6,000 dwellings to 2036⁵.

The current growth corridors (see **Table 2**) will provide an ultimate dwelling supply of 5,600, which is expected to accommodate approximately 15 years supply. State policy directs that councils should provide for a minimum of 15 years land supply.

Considering some growth planning will involve the preparation of precinct structure plans that take time to complete (2 to 3 years), it's

necessary to commence forward planning for future land release. This is supported by the *Residential Land Supply Demand Assessment* (2019). A diversity in growth fronts will allow flexibility to respond to influences and changes in supply and demand.

The *Greater Shepparton Housing Strategy* (2011) identified a number of residential investigation areas that remained unresolved at the time of preparing the Growth Plan. A key outcome of the Growth Plan was to resolve the status of these investigation areas to alleviate uncertainty. The investigation areas considered and their status at the time of preparing the Growth Plan are identified in **Table 3**.

Table 3 Investigation Areas considered for residential growth

Investigation Area	Has any strategic planning work been completed to date?	Is this investigation area within the settlement boundary?
1 – Kialla Paceway & Shepparton Greyhound racing environs	Yes – identified for a mix of low density residential and equine related activities.	Yes
2 – Raftery Road, Kialla	Yes – a model of flood behaviour to show the extent of developable land.	Yes
3 – Adams Road area, Kialla	Yes – the land has been rezoned to the Urban Growth Zone.	Yes
4 – East of Grahamvale Road (also identified as Investigation Area 10 – discussed in Outcome 1 of the Growth Plan).	No	No

⁵ Figures pre-date any known potential impact of Covid-19 on population projections.



Investigation areas 1, 2 and 3 had all gone through a strategic planning process to be identified for growth, therefore are reinforced in the Growth Plan as future short-and medium-term growth areas. These areas will accommodate approximately 3,300 dwellings. These areas are expected to provide an additional 10 years residential land supply.

The Shepparton aerodrome and the former Radio Australia site were identified as strategic long-term growth opportunities. Similarly land at Kialla Central is identified in the Housing Strategy as long term future growth, this is affirmed in the Growth Plan. Considering the residential supply provided by the current, short-and medium-term growth areas, these strategic opportunities should be looked at in the long term.

Investigation area 4 is not required from a residential land supply perspective. This land will remain in the Farming Zone and reinforced as viable agricultural land as supported by the *Shepparton East agricultural land use option report* (2020).

Land immediately to the east of the Shepparton Alternative Route (Doyles Road) between the Midland Highway and the Shepparton-Dookie Railway Line will remain in the Farming Zone. The Farming Zone provisions facilitate the use of land for rural industrial uses, including transport-related uses, that do not adversely affect the use of land for agriculture and where land use conflicts can be mitigated. Where appropriate, Council will support the use of this land for rural industry, which must be considered through the planning permit process on a case-by-case basis, particularly where such uses rely on proximity to the Principal Freight Network, uses that require a large site or uses related to agriculture that cannot generally be accommodated in the existing industrial zones. It should be noted that direct access to the Shepparton Alternative Route will not generally be supported, and access should be directed to Old Dookie Road and New Dookie Road.

The future residential growth areas are identified in **Table 4**.

Table 4 Future residential growth areas

GROWTH AREAS	TIMING	SUPPLY	KEY DEVELOPMENT CONSTRAINTS
Kialla North Growth Corridor (formerly investigation area 3)	Short	2,150	Flooding, drainage, access and servicing.
Kialla West Growth Corridor (formerly investigation area 2)	Medium	800	Flooding, access, bushfire and servicing.
Kialla South Growth Corridor (formerly investigation area 1)	Medium	350	Flooding, drainage and access.
Kialla Central	Long	To be confirmed	Servicing and community infrastructure.
Former Radio Australia Site	Long	To be confirmed	Community infrastructure, native vegetation, heritage, drainage and access.
Shepparton Airport	Unkown	To be confirmed	Drainage and access.

Short term (1 – 5 years)

Kialla North Growth Corridor

The Kialla North Growth Corridor is within the Urban Growth Zone but needs a Precinct Structure Plan and Development Contributions Plan prepared to support development. The key issues that need to be addressed include an appropriate flooding and drainage solution, servicing and access onto Archer,

River and Doyles Roads. The potential widening of the Shepparton Alternative Route will need to be considered as part of the detailed planning of this growth area. It is anticipated to provide approximately 2,150 dwellings, however this number might be reduced due to drainage and flooding issues.

Medium (5 – 10 years)

Kialla West Growth Corridor

The Rural Living Zone currently applies to the land and is subject to a current 8-hectare minimum lot size requirement. A model of flood behaviour has been prepared to show the extent of developable land. This requirement will remain until a Precinct Structure Plan and Development Contributions Plan have been prepared to facilitate a low-density residential estate. Standard residential density will be considered if flooding, access, bushfire and servicing constraints can be resolved. The density of this growth corridor must be respectful of the existing context of the area, and development must recognise and be integrated with the existing Kialla West Township.

Development must recognise and mitigate risks associated with bushfire due to the vegetation in the area, as well as the location of the blast zone of the APA High Pressure Gas Pipeline.

Land west of Raftery Road, between Raftery Road and the Arcadia Downs Estate, within the Rural Living Zone and Farming Zone may realise some rural residential potential in the short-medium term. The rural residential development of this land will not require a Precinct Structure Plan.

Kialla South Growth Corridor

Further work is required to support the rezoning and development of this area including an appropriate flooding and drainage solution, servicing and resolving access onto River Road. The potential widening of the Shepparton Alternative Route will need to be considered as part of the detailed planning of this growth area. This area will include a mix of low density and equine-related low-density development. This development will deliver approximately 350 dwellings.

Development must recognise and mitigate risks associated with the location of the blast zone of the APA High Pressure Gas Pipeline.

Long (10+ years)

Kialla Central

The Kialla Central area currently includes a small number of low-density residential lots and a primary school. Dependant on land supply needs, a Kialla Central Structure Plan should be prepared in the long term to:

- Investigate the most appropriate land use mix in the area.
- Determine the need for additional community infrastructure. New development must ensure connectivity to existing road networks and walkability to existing community facilities, particularly the primary school. Any expansion must have regard to the role and function of the Shepparton Alternative Route must provide sufficient buffers to this key network.

- Investigate servicing.
- Review the application of surrounding existing residential zones and the densities proposed in these.
- Review the most appropriate zones for the land around the Kialla Central Township, having regard to the development constraints applying at the time. The development of this growth corridor must recognise and be integrated with the existing Kialla Central Township.

Former Radio Australia Site

The former Radio Australia site is located at 490 Verney Road, Grahamvale. Subject to land supply needs, this site is considered appropriate for long term development as:

- It is all in one ownership
- It is not being actively farmed.
- It has not received recent investment in irrigation infrastructure.

A development plan would need to be prepared to support the development of this site to consider issues including:

- The provision of community recreation facilities to support the existing schools on the west side of Verney Road.
- Native vegetation.
- Heritage.
- Safe pedestrian access across Verney Road.
- An appropriate buffer to ensure farming operations to the east and south are not compromised.
- Drainage.

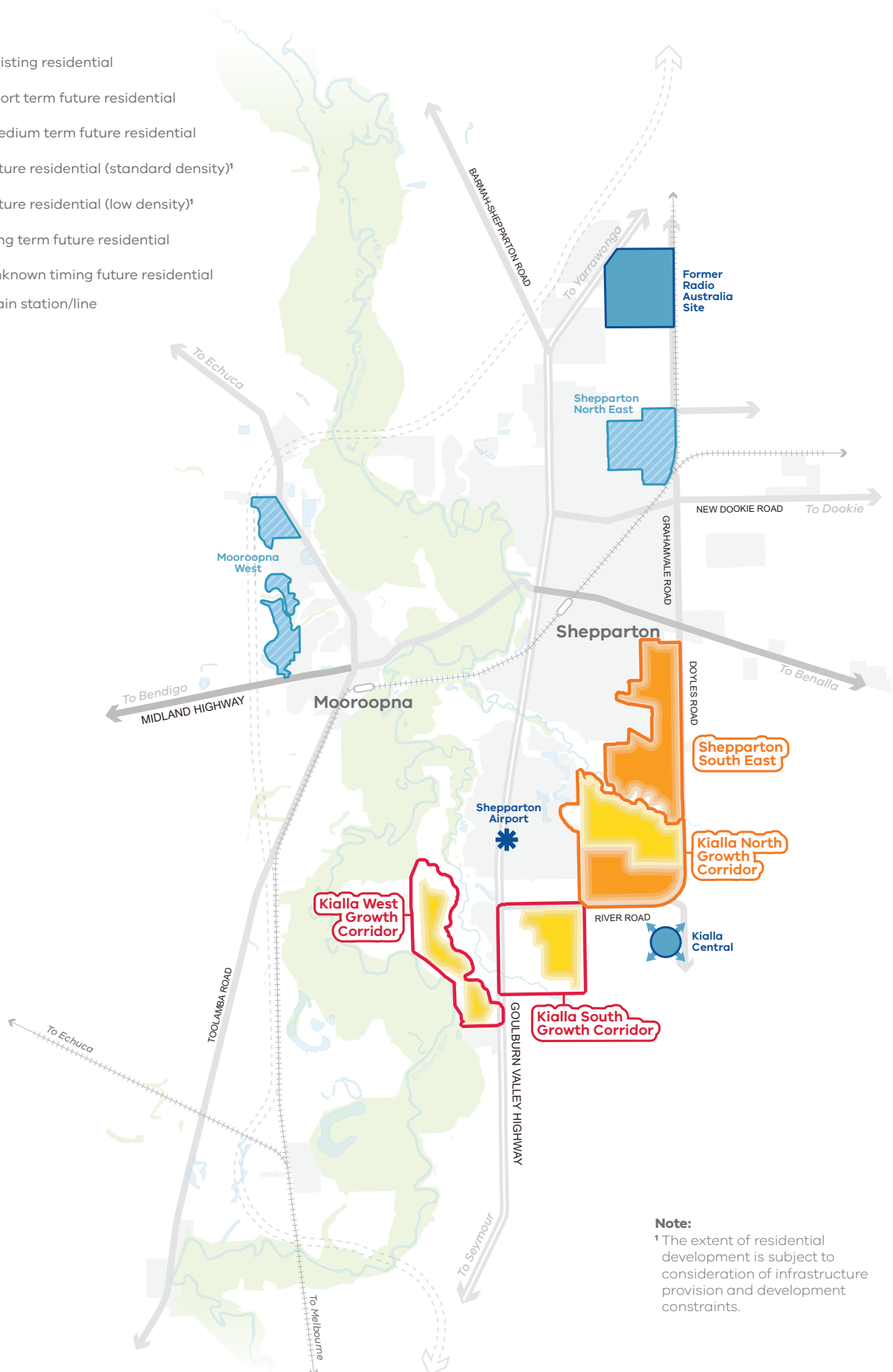
Shepparton Airport

To take advantage of opportunities for both passenger and freight movements, there is a desire to look to relocate the Shepparton Airport. If this relocation occurs, there would be a strategic redevelopment site available. A development plan and infrastructure contributions mechanism would need to be prepared to support an appropriate development depending on land supply and community needs.

Until the relocation of the Shepparton Airport is confirmed, ongoing investment at the current site should continue to be supported and encouraged in the medium to long term, particularly where that investment ensures that safety standards can be maintained.

Plan 6 Residential growth corridors

-  existing residential
-  short term future residential
-  medium term future residential
-  future residential (standard density)¹
-  future residential (low density)¹
-  long term future residential
-  unknown timing future residential
-  train station/line



Note:
¹ The extent of residential development is subject to consideration of infrastructure provision and development constraints.

Objective 3 – To provide sufficient land supply and urban renewal opportunities to ensure affordable and attractive living options are maintained.

Strategy 3.1 Facilitate new housing in identified growth areas around the City

	Action	Timeframe	Responsibility
3.1.1	Prepare and implement the Shepparton South East Precinct Structure Plan and Development Contributions Plan in the planning scheme.	Immediate	VPA and council
3.1.2	Prepare a Precinct Structure Plan and Development Contributions Plan for the Kialla North Growth Corridor.	Short	Council and proponent
3.1.3	Prepare a Structure Plan and infrastructure contributions mechanism for the Kialla South Growth Corridor.	Medium	Council and proponent
3.1.4	Maintain the current 8-hectare minimum lot size requirement, until a Precinct Structure Plan and Development Contributions Plan for the Kialla West Growth Corridor have been prepared. The land between Raftery Road and the Arcadia Downs estate may realise some rural residential function in the short-medium term and can be considered without the preparation of a Precinct Structure Plan and Development Contributions Plan.	Medium	Council and proponent
3.1.5	Prepare the Kialla Central Structure Plan	Long	Council
3.1.6	Support the Shepparton Airport as a long-term strategic development site if relocation of this asset is realised.	Unknown	Council
3.1.7	Support the development of the Former Radio Australia site as a long-term strategic redevelopment site.	Long	Council and proponent

Infill development

Heritage

Council has prepared the *Greater Shepparton Heritage Study II (2020)* which is an amalgamation of the 2007, 2013 and 2017 studies. Further work is required to understand gaps in local heritage

significance, particularly in Mooroopna. A study on 20th century heritage is also required to ensure this component of Shepparton and Mooroopna's built form heritage is identified and protected.

Strategy 3.2 Identify and protect Shepparton and Mooroopna's built heritage

	Action	Timeframe	Responsibility
3.2.1	Complete a heritage gap assessment to understand gaps in sites with local heritage value, particularly potential sites in Mooroopna. Implement this assessment in the Planning Scheme.	Medium	Council
3.2.2	Complete an assessment to identify sites of 20th century heritage significance and implement in the Planning Scheme.	Medium	Council

Shepparton

There are several opportunities for revitalisation and renewal of key development sites in central Shepparton. Higher density housing in the Shepparton CBD will help contribute to economic prosperity and affordability. This aligns with the delivery of the Affordable Housing Policy that council has prepared. This policy seeks to build capacity in council staff and propose innovative measures to enable housing diversity and the provision of affordable housing in Greater Shepparton.

Council is in the process of planning and implementing several improvements to the CBD including streetscape, traffic management and commercial works along key retail strips in Vaughan and Maude Streets (including Maude Street Mall), as well as the Shepparton Court Precinct and the proposed Shepparton Railway Station Precinct. Higher density housing aligns with this suite of revitalisation projects.

The delivery of these projects and their sub components represent a significant coordinated investment in Shepparton's CBD, generating economic stimulus and ongoing economic benefits estimated at up to \$113 million. The Shepparton Law Courts development received \$73 million in the 2014/15 Victorian State Budget. This development is now complete and provides a regional headquarters for court services for the Hume region.

In the Shepparton CBD, the Activity Centre Zone (ACZ) has been applied as a flexible and facilitative zone to encourage a mix of uses and more intensive development close to facilities and services. The ACZ outlines development opportunities in the Shepparton CBD that have not been realised to their full potential. The extent of the ACZ application, the vision for each precinct and some infill development opportunities are identified in **Figure 5**. Selected renewal sites in the Shepparton CBD include:

- car park site: 84-90 High Street
- CFA building on Maude Street: 266-268 and 270 Maude Street
- vacant site: 3 Sobraon Street
- Pizza Hut site: 525-535 Wyndham Street
- vacant site: 517-523 Wyndham Street
- car park site: 57 and 59-65 Welsford Street
- car park site: 36-50 Marungi Street.

Strategy 3.3 Support compact dwellings developing in the Shepparton CBD for housing diversity, affordability and deliver on the CBD revitalisation.

	Action	Timeframe	Responsibility
3.3.1	Implement the <i>Affordable Housing Strategy 2020 – Houses for People</i> to encourage diverse and affordable housing stock.	Short	Council

Strategy 3.4 Reinforce the planning tools that currently provide guidance in the Shepparton CBD to facilitate more compact dwellings, including townhouses and apartments.

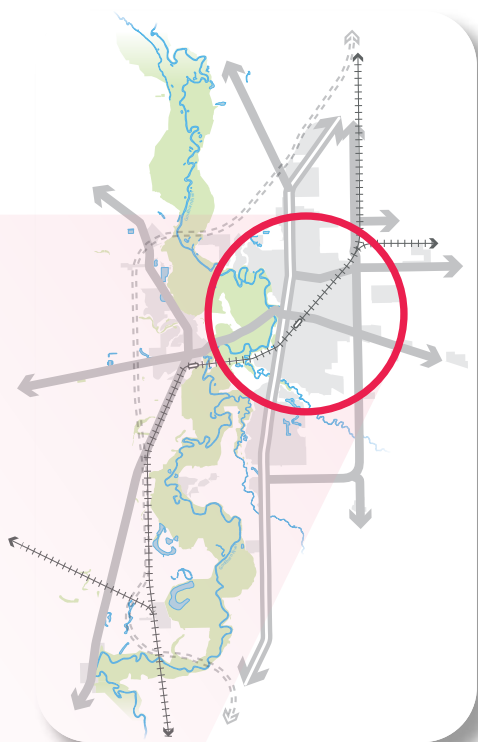
	Action	Timeframe	Responsibility
3.4.1	Promote the potential development opportunities allowed by the Activity Centre Zone (ACZ) as the planning tool that applies to the Shepparton CBD as identified in Figure 5 .	Ongoing	Council

Shepparton Law Courts



Figure 5 Shepparton CBD precincts and renewal opportunities





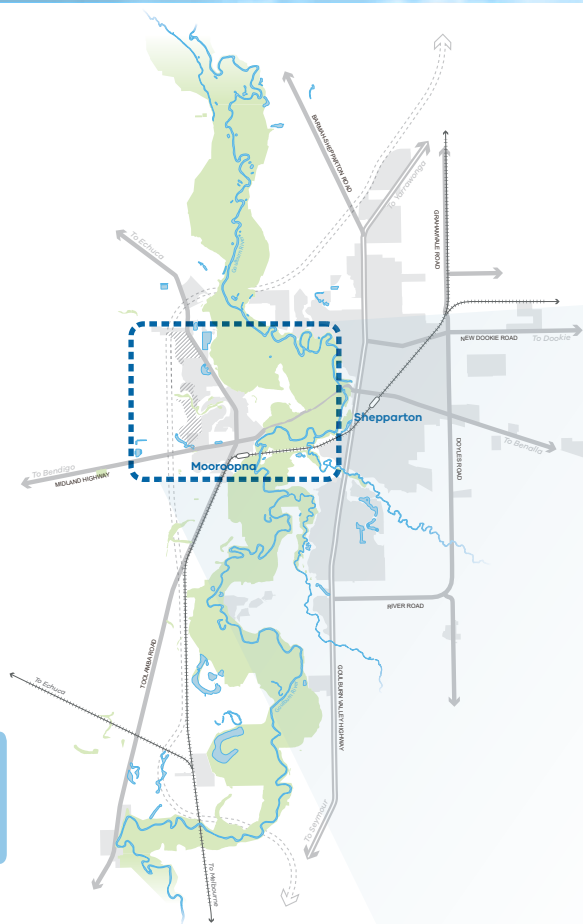
Precinct number	Precinct name	Preferred building height (m)	Suggested uses
1A	Retail core	-	Major anchor stores, specialty retail, cinemas, entertainment, dining, higher-density residential on upper levels
1B		7	
2	Office	-	Office, cafe, residential on upper levels
3A	Office, Retail and Residential	7-11.5	Medium-Density residential, commercial, office, peripheral retail
3B		-	
3C		11.5-20.5	
3D		Less than 9	
4A	Residential/ Redevelopment	11.5	Medium-density residential
4B		-	
4C		11.5-20.5	Higher-density residential
4D		Less than 15	
5A	Office and Higher Density Residential	-	Small offices, service businesses, small peripheral retail, higher density residential on upper levels
5B		7	
6	Shepparton Tertiary Education Precinct (STEP)	15	Post-secondary and tertiary education, community and student-related facilities, higher-density residential
7	Rowe Street East Mixed Use	-	Public space/plaza, retail, commercial
8A	Railway and adjoining land	-	Commercial, residential
8B/8C		11.5	
9	Shepparton Marketplace	-	Retail complementary to Precinct 1 (offices only where ancillary to retail operations)
10	Benalla Road Enterprise Corridor	-	Non-retail and large format retail uses



Mooroopna

Development in the established areas of Mooroopna is not currently guided by a strategic plan. Infill development opportunities in Mooroopna are influenced by flooding constraints, however there are opportunities for revitalisation and better connectivity within the town. Opportunities to be captured in a future strategic planning document are identified on **Figure 6**. Other opportunities include higher density housing, increased tree canopy, Watt Street bridge improvements and down grading McLennan Street for a pedestrian and cyclist focus.

Renewal of the old Mooroopna hospital site is a significant opportunity for the town. A vision showing the potential for this site is identified in **Figure 6**. Future development of this site will need to consider heritage, flooding constraints and access.



Strategy 3.5 Strengthen the unique vision of Mooroopna through the preparation of its own strategic planning document

Action	Timeframe	Responsibility
<p>3.5.1 Prepare a Mooroopna Structure Plan to identify housing needs, supporting infrastructure, connections and opportunities for change and urban renewal and the opportunities identified on Figure 6.</p>	Short	Council









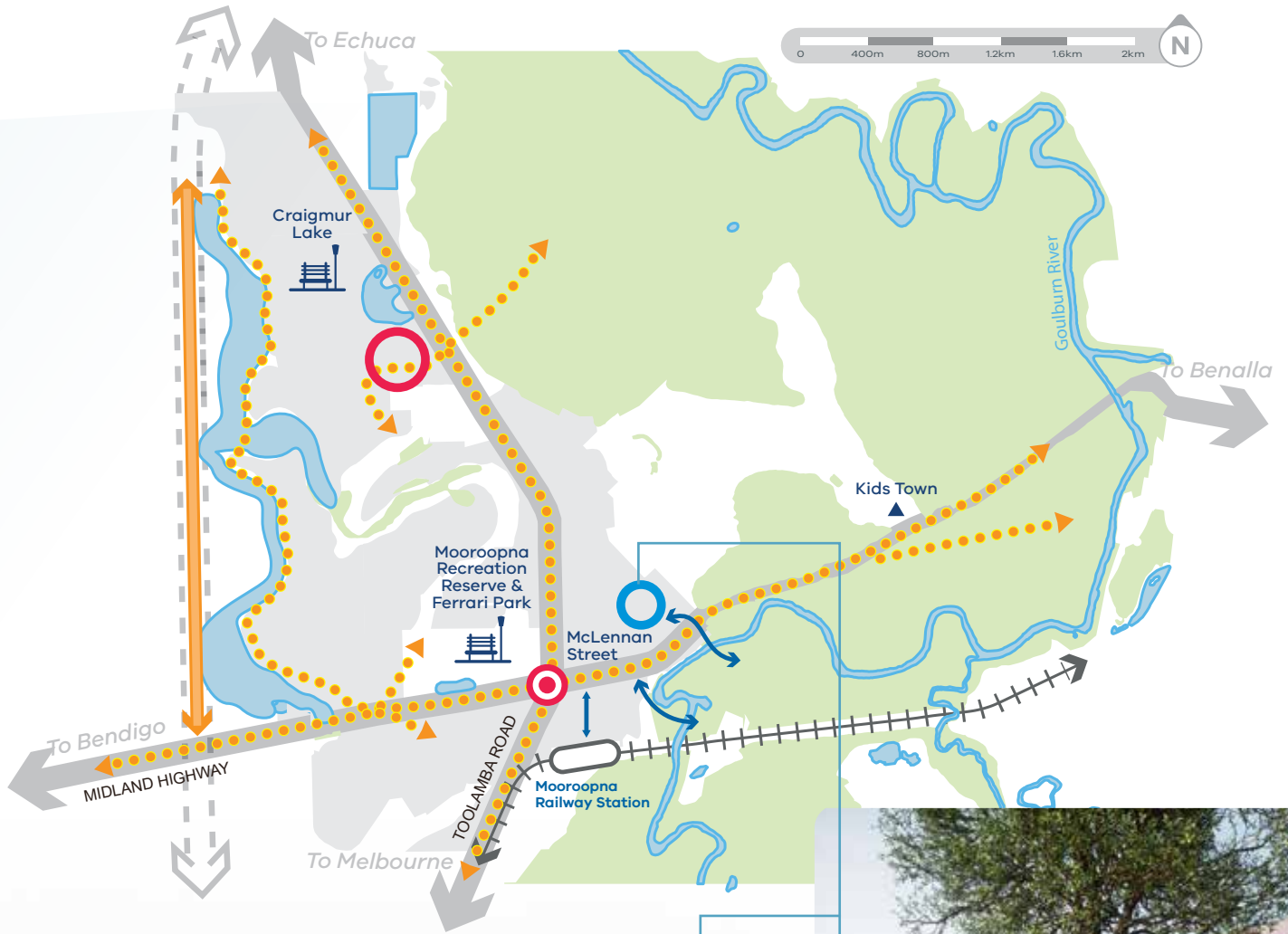
-  upgrade parks and reserves
-  improved connections
-  potential intersection upgrade (to be investigated)
-  improved pedestrian connections
-  Mooroopna Hospital potential renewal site
-  Mooroopna High School site
-  waterways
-  Stage One bypass



Figure 6 Mooroopna opportunities



Vision for Mooroopna hospital site prepared by One Collective Urban Design Studio



OUTCOME 4 - A City With Infrastructure and Transport

Principles:



Shepparton and Mooroopna have benefitted from significant investment from all tiers of government including funding towards passenger rail improvements, road projects and community infrastructure. The current total value of committed funding for major projects equates to approximately \$950 million.

The resolution of road infrastructure upgrades and projects is still ongoing with council working with the Department of Transport (DoT) and the local community to understand needs and priorities. Much of the delivery of this road infrastructure remains unfunded and will be subject to future budget processes.

The Goulburn Valley Highway Shepparton Bypass received \$10.2 million over three years in the 2017/18 State Budget for pre-planning works and land acquisition. The Federal Government has committed \$208 million to deliver Stage 1 of the Bypass. Stage 1 will include the construction of a 10km road and a Goulburn River bridge crossing to bypass the centre of Shepparton and Mooroopna. Commitment for funding for the delivery of Stages 2 or 3 of the Bypass has not been received.

The use of Ford and Wanganui Roads as the east west link connecting Stage 1 of the Bypass and the Shepparton Alternative Route (SAR) (River Road, Grahamvale Road and Doyles Road) was established in council policy in 2006. There is no current funding commitment for the delivery of this road project.

Upgrades to the SAR are currently being investigated, including potential duplication. There is currently funding to deliver roundabout upgrades at the intersection of the SAR and Old Dookie Road and New Dookie Road. No further funding for additional upgrades to this road have been committed at this stage.

Council is progressing work on the Shepparton CBD Inner East Link Road (interim name) to divert through traffic out of the CBD and respond to the transport needs associated with the Greater Shepparton Secondary College.

A third stage of funding is required to deliver the Victorian Government’s election announcement of nine return train services between Melbourne and Shepparton daily. Investment in public transport frequency and network connectivity should continually be advocated for to ensure services meet the demands of population growth. This should be in the form of network coverage for buses and timetable frequency for trains and buses. Shepparton and Mooroopna stations are not covered by the myki ticketing system, advocating for their inclusion will provide a more efficient service for patrons.

Community infrastructure provision across Shepparton and Mooroopna has generally been identified as part of the delivery of individual growth corridors, through localised strategic planning documents or in response to funding announcements. A holistic audit of existing and proposed community infrastructure is required to understand gaps and opportunities for needs in the future.

Enhancing opportunities for young people was a key theme heard as part of engagement processes to assist in addressing youth unemployment and disadvantage. The development of a youth hub was identified as a potential major project in the *Greater Shepparton Economic Development, Tourism & Events Strategy 2016 – 2020* (2016). It is recommended that a youth space be incorporated into a broader community hub that also supports the Shepparton CBD Health and Tertiary Education Hub.












Community hubs




Future development of community hubs should be designed so they can adapt and respond to changing community needs over time. Integrating shared spaces, multipurpose community rooms, community services, sport and recreation and should consider integration of other infrastructure such as a primary school. Community hubs should be accessible after hours and contain flexible spaces to adapt to changing demographic needs in the community over time.









Major projects

There are a number of major projects that have recently been delivered or have received funding for delivery. Other projects are part-funded or require funding. Council will continue to advocate for funding for these projects.

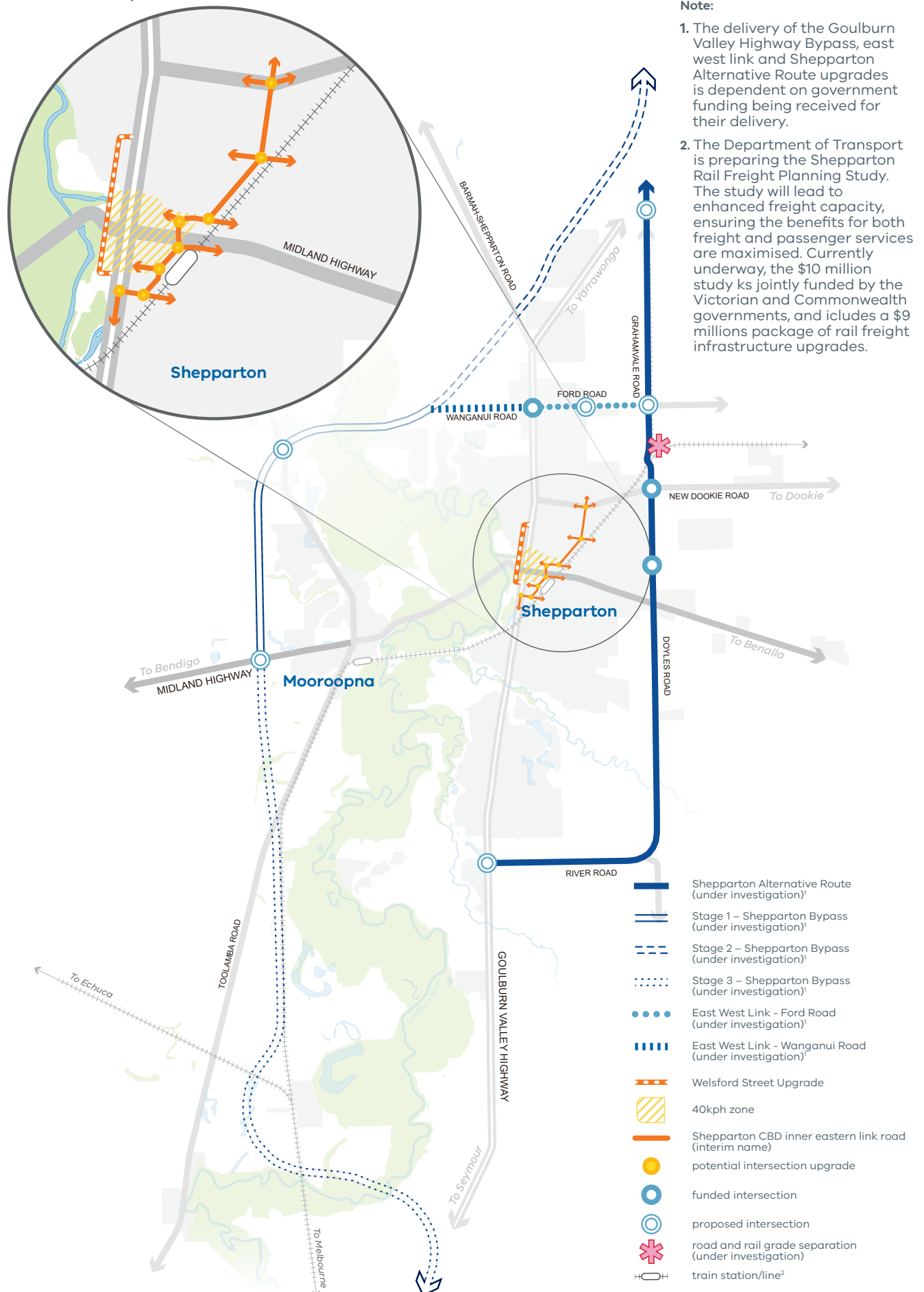
FUNDED		
Project	Amount (approximate)	Principles implemented
Shepparton Railway Freight Planning Study	\$10m	
Shepparton Art Museum (SAM)	\$52m	
Shepparton Education Plan and the Greater Shepparton Secondary College	\$1m (planning work), \$20.5m (Shepparton Education Plan) and \$119m (Greater Shepparton Secondary College)	
Goulburn Valley Health Expansion	\$229.3m – Stage 1 \$2m – Stage 2 (planning work)	
Goulburn Valley Health Integrated Cancer Centre	\$26m – integrated cancer centre	
University of Melbourne's Rural Clinical School	\$6m	
Fish Hatchery	\$7m	
Passenger rail improvements	Stage 3 – \$320m (Federal Government) \$80m (State Government)	
Museum of Vehicle Evolution (MOVE)	\$6.25m	
Vibert Reserve Pavilion Redevelopment	\$3.2m	
Shepparton CBD revitalisation: Maude Street Mall redevelopment	\$19m	

PART FUNDED			
Project	Current contribution (approximate)	Amount Required (approximate)	Principles implemented
Munarra Centre for Regional Excellence	Stage 1 – \$23m	To be confirmed	
Bypassing Shepparton Business Case	Stage 1 – \$10.2m (State funding for early works) and \$208m (Federal funding for construction)	To be confirmed	
Ford and Wanganui Roads	To be confirmed	To be confirmed	
La Trobe University Shepparton Campus Expansion	\$7m (La Trobe University), \$5m (Federal) and \$300,000 (Council)	\$7m (State funding)	

Community Health @ GVHealth (Corio Street, Shepparton)	\$4m	\$30m	
Greater Shepparton Affordable Housing Strategy	\$45m	To be confirmed	

FUNDING REQUIRED		
Project	Amount Required (approximate)	Principles implemented
Shepparton GOTAFE Master Plan	Stages 1 & 2 – \$12.3m	
RiverConnect Paths Master Plan	Route 3 – \$223,644 Route 5 – \$1.8m Routes 1, 2 and 4 – To be confirmed	 
Aquamoves Master Plan April 2020	\$31.7m	
Lemnos Industrial Precinct	To be confirmed	
Shepparton Railway Station Precinct – Pedestrian Overpass and Shared Pathway Linkages	\$18.8m (overpass) \$4.7m (shared pathway linkages) (to be met in full by Council or part with Victorian State Government funding)	
GV Link Freight & Logistics Centre Stage 1	\$15.2m (ultimate configuration)	 
GV Health and La Trobe University Clinical School	\$24.2m	
Shepparton Sports and Event Centre Redevelopment Stage 1	\$40m	 
Shepparton Airport relocation	To be confirmed	 
Building a Better Shepparton Roads initiative (includes Shepparton CBD Inner East Link Road)	To be confirmed	
Goulburn Murray Trade Skills Centre	\$10.6m	
Early Parenting Centre (Family and Baby Unit)	\$6.625m	

Plan 7 - Transport



Objective 4 – To deliver a diverse and connected transport network supporting vehicles, cyclists, pedestrian and public transport.

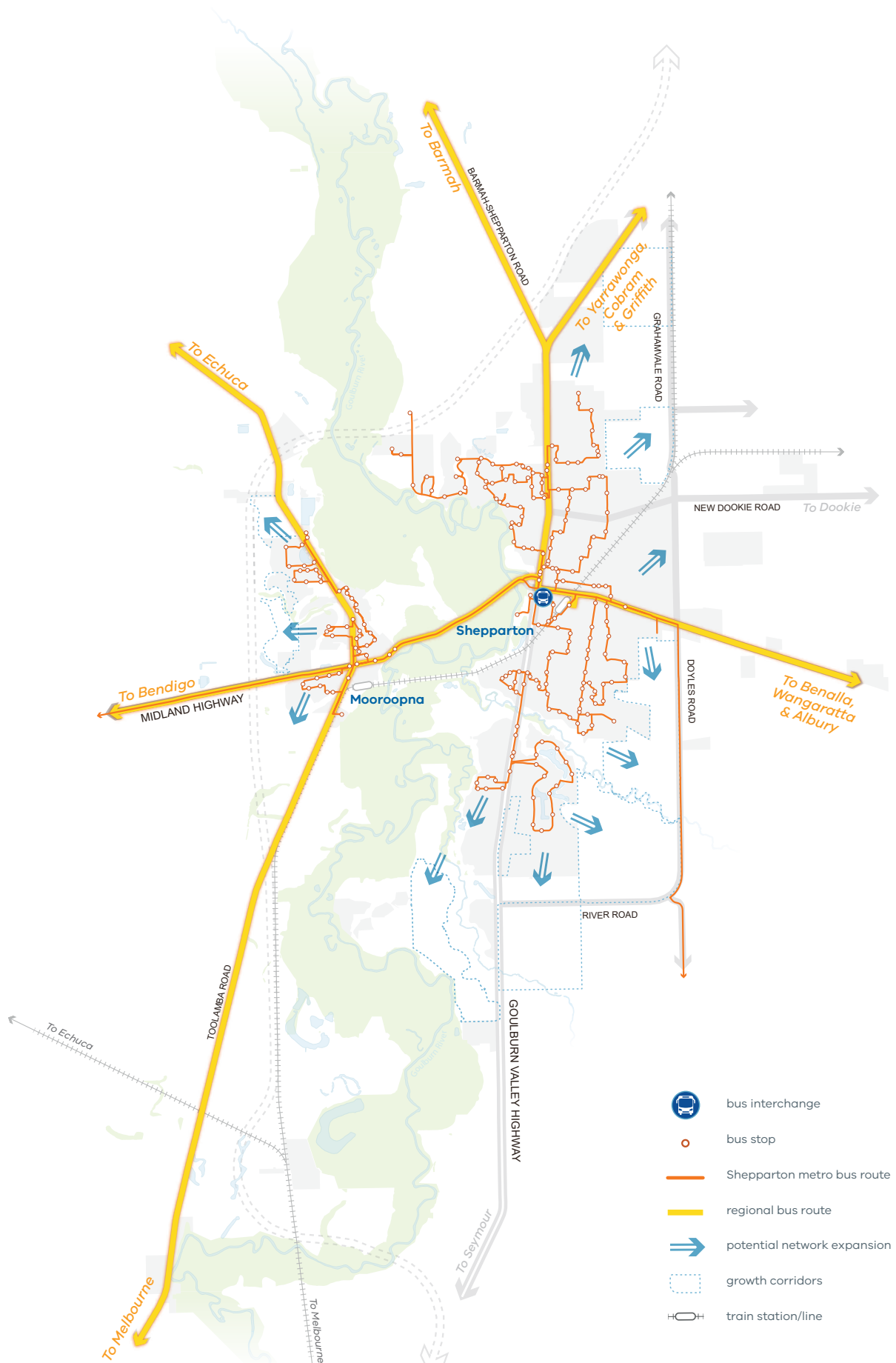
Strategy 4.1 Support investment in transport infrastructure

	Action	Timeframe	Responsibility
4.1.1	Advocate for upgrades to Shepparton Railway Station as identified in the <i>Shepparton Railway Precinct Master Plan</i> (May, 2017).	Ongoing	Council
4.1.2	Continue to work with the Department of Transport and Major Road Projects Victoria to advocate for funding for major road projects (as identified on Plan 7).	Ongoing	Council
4.1.3	Finalise the Traffic Impact Assessment Report (TIAR) for the Shepparton CBD Inner East Link Road (interim name) to divert traffic out of the CBD and respond to the transport needs associated with the Greater Shepparton College.	Immediate	Council, DET and DoT
4.1.4	Prepare a Movement and Place Strategy to understand the roles and challenges facing the transport system for all transport modes both now and into the future.	Short	Council and DoT

Strategy 4.2 Improve public transport connections and frequency

	Action	Timeframe	Responsibility
4.2.1	Advocate for improvements to the current bus network and inclusion of expansion areas identified in Plan 8 .	Short	Council
4.2.2	Advocate for a review of the bus timetabling in Shepparton and Mooroopna for more frequent services and coordination with train services.	Short	Council
4.2.3	Advocate for Stage 3 and continued improvements to the passenger rail line from Shepparton to Melbourne to achieve a service every hour each way.	Medium	Council
4.2.4	Advocate for Shepparton and Mooroopna to be included in the Myki ticketing system.	Medium	Council

Plan 8 - Bus network



- bus interchange
- bus stop
- Shepparton metro bus route
- regional bus route
- potential network expansion
- growth corridors
- train station/line

Strategy 4.3 Direct community infrastructure to locations of most need.

	Action	Timeframe	Responsibility
4.3.1	Prepare a Community Infrastructure Plan including an audit of existing Community Infrastructure to identify gaps and infrastructure needs.	Short	Council
4.3.2	Prepare a business case for a community hub in the Shepparton CBD that includes a 'youth hub' component and other services to support the Health and Tertiary Education Hub.	Medium	Council



OUTCOME 5 - A City that is Greener & Embraces Water

Principles:



Shepparton and Mooroopna are in the Goulburn Broken catchment. The city is situated on the Goulburn River and the meeting of the Broken River and Seven Creeks. Many areas within the city are flood prone and are located on the river floodplain. However, it is not just the rivers that pose a risk of flooding to Shepparton and Mooroopna, many properties are also at risk from stormwater flooding.

Several flood studies have been prepared, the implementation of these will ensure development decisions will consider recent data on both overland and stormwater flooding risks.

Investment in water security for the region is underway. The Connections Project is a \$2 billion Project to modernise the irrigation network in the region. The project is generating water savings and has benefits for the farmers, environment and broader region.

The Goulburn Murray Irrigation District (GMID) Master Plan project will include an analysis of existing data regarding water availability and set a sustainable vision for the region. Strategy 1.2 of the Growth Plan outlines the importance of supporting this project for a sustainable agricultural sector.

Council has prepared the *Urban Forest Strategy 2017 – 2037* (2017) which sets a number of targets including increasing urban forest canopy across Greater Shepparton to 40% and reducing the number of vacant street tree sites across the city to zero.

The delivery of this strategy should be prioritised and integrated into decision-making processes to deliver a greener more liveable city for residents and attract visitors and new businesses.

RiverConnect is a joint initiative of Council and the GBCMA (in conjunction with several partner organisations) which aspires to see the Goulburn and Broken River systems recognised as the life and soul of the Shepparton and Mooroopna communities. The Yorta Yorta Nation Aboriginal Cooperative is a key partner in this project. This initiative should continue to be invested in and prioritised to ensure the river environment is protected and enjoyed to its full potential.

Drainage infrastructure should identify as an engineering asset as well as an open space opportunity. This design of drainage infrastructure should align with open space to contribute to liveability and sustainability outcomes. Guiding principles should be prepared and implemented in a local planning policy in the planning scheme to ensure this expectation is communicated upfront to developers to alleviate discussions at the planning permit stage.

The management of water resources was a key concern raised by stakeholders as part of the Growth Plan process. Integrated Water Management (IWM) considers all elements of water management, supply and disposal in a single system. A council IWM Plan could consider waterway health, stormwater harvesting, water sensitive urban design, water conservation and would support existing council strategies such as the Urban Forest Strategy. Considering Shepparton and Mooroopna's hot and dry climate, IWM will be an important principle in how the urban-area will remain resilient and green in the future.

Connections Project



The project is funded by the Victorian and Federal governments to generate water savings by creating a world leading delivery system that boosts irrigator productivity and fosters healthy waterways and wetlands. The majority of Goulburn-Murray Water (G-MW) irrigation infrastructure immediately surrounding Shepparton and Mooroopna has now been modernised as part of this project.

It is estimated that the project will deliver an average annual water saving of 429GL will be achieved and irrigation water use efficiency will be increased from 70% to at least 85%.

Objective 5 – To ensure investment in “greening” is at the forefront of decision making and sustainable water consumption is prioritised.

Strategy 5.1 Strengthen the city’s resilience to floods

	Action	Timeframe	Responsibility
5.1.1	Implement the <i>Shepparton & Mooroopna Flood Mapping and Flood Intelligence Project</i> (2019) and the <i>Shepparton East Overland Flow Urban Flood Study</i> (2017) in the Greater Shepparton Planning Scheme.	Short	Council and GBCMA

Strategy 5.2 Implement the Urban Forest Strategy to achieve a greener city

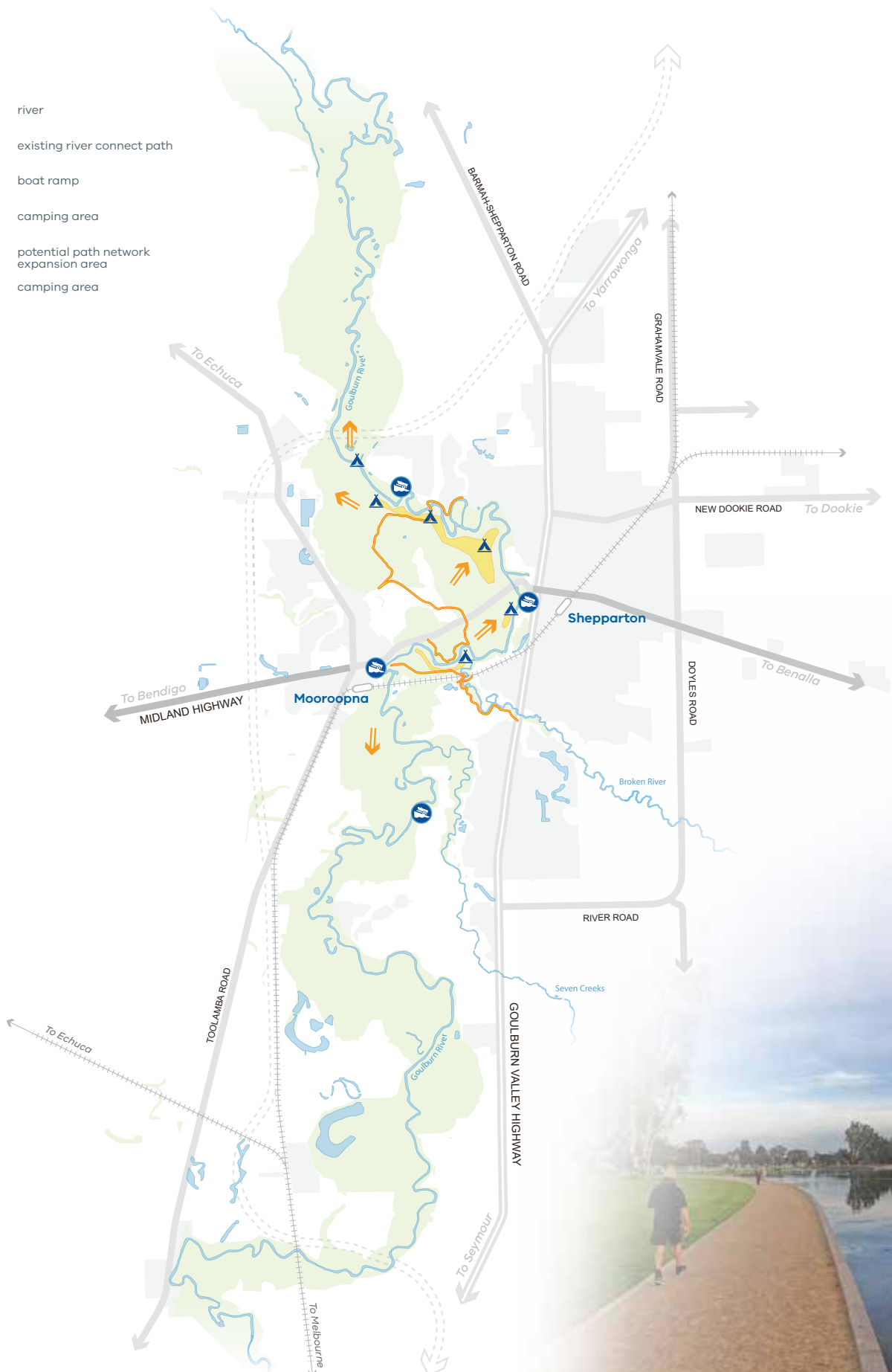
	Action	Timeframe	Responsibility
5.2.1	Continue to allocate budget to implement this strategy and advocate for grants that assist in achieving the identified actions.	Ongoing	Council
5.2.2	Allocate budget to plant new trees, replace missing and renew street trees particularly in the Shepparton and Mooroopna CBDs	Ongoing	Council

Strategy 5.3 Provide increased recreation opportunities along the Goulburn and Broken river corridors

	Action	Timeframe	Responsibility
5.3.1	Deliver the gaps in the proposed trail network identified in Plan 9 and explore engaging a trail building company to establish the Shepparton Regional Park as an off-road bike trail destination.	Medium	Council, GBCMA, DELWP and Parks Victoria
5.3.2	Develop a camping policy and subsequent marketing material to identify new and formalise existing camping locations (see Plan 9) to attract visitors.	Short	Council and GBCMA
5.3.3	Review current boat ramp locations with the intent of improving access, functionality and identification of new locations if required (see Plan 9).	Short	Council and GBCMA

Plan 9 - Embrace the river

-  river
-  existing river connect path
-  boat ramp
-  camping area
-  potential path network expansion area
-  camping area



Strategy 5.4 Improve the alignment of open space with drainage infrastructure

	Action	Timeframe	Responsibility
5.4.1	Develop and implement a local planning policy that provides guidance on aligning open space with drainage infrastructure to inform the design of council infrastructure and subdivision applications.	Medium	Council & GMW

Strategy 5.5 Strengthen Greater Shepparton’s approach to Integrated Water Management (IWM)

	Action	Timeframe	Responsibility
5.5.1	Seek funding from DELWP to prepare an Integrated Water Management Plan to establish a vision and goals to guide IWM initiatives across Greater Shepparton.	Medium	Council, DELWP, GMW & GBCMA



OUTCOME 6 - A City of Innovation and Resilience

Principles:



Outcome 3 of the Growth Plan outlines the importance of increased living opportunities to meet diverse housing needs in the Shepparton and Mooroopna CBDs. Ensuring development at increased densities (such as units and apartments) includes Environmentally Sustainable Design (ESD) principles will have benefits such as reducing running costs and improve comfort and health through thermal efficiency, orientation and natural lighting.

Several Victorian councils have included ESD policies in the Planning Policy Framework sections of their planning schemes. These policies have successfully provided a framework for consideration of sustainable design elements as part of the planning application process.

Council is partnering with eight other regional councils to deliver the ESD for subdivisions in regional Victoria. This project seeks to improve the consideration of ESD principles during the subdivision approval process.

Council also supports ESD in existing commercial buildings as an Environmental Upgrade Finance (EUF) participating council. This initiative should be promoted through existing economic development partnerships.

Greater Shepparton is well placed to play a more significant role as a leader in renewable energy generation. Large scale solar farms have been approved within Greater Shepparton and it is likely applications for this infrastructure will continue. Solar farms should be supported in locations consistent with Victorian government policy. The expansion of the solar energy sector has the potential to transform Greater Shepparton into a renewable energy baseload storage hub.

In addition to large scale solar farms, there are missed opportunities for Solar PV on rooftops for the residential and commercial sector. The Victorian Government Solar Homes program provides an opportunity to harness this technology.

Industry, freight and agriculture are key components of Shepparton and Mooroopna's economy. The city needs to be at the forefront of opportunities for innovation in these sectors to ensure these economic drivers are resilient to change and are at the forefront of national and global trends.

Investment in technological innovations for the diversification of transport energy sources should be explored. The Parliament of Victoria Inquiry into electric vehicles (May, 2018)⁶ identified that regional communities rely heavily on fuel. Alternative transport energy sources could provide the fuel security regional communities need. This should include considerations of energy sources such as electric and hydrogen fuel sources for transport energy.

The Central Victorian Greenhouse Alliance is partnering with a number of regional councils (including Greater Shepparton), the EV Council Australia and DELWP to develop a business case for providing a network of public electric vehicle charging infrastructure across the state.

The Goulburn Valley Waste and Resource Recovery Group has prepared an *Implementation Plan* (2017) as the key guiding document for waste and resource recovery for councils in the Goulburn Valley region. Agricultural production and associated industries present a challenge and an opportunity for sustainable waste management. Composting and waste to energy are opportunities for sustainable waste management associated with these industries.

The *Shepparton Climate Adaptation Plan* (December 2016) states that Shepparton and Mooroopna are likely to experience increased average temperatures in all seasons, continuing decrease in winter rainfall and harsher and longer fire seasons.

The Goulburn Broken Greenhouse Alliance (GBGA) and the Goulburn Broken Catchment Management Authority (GBCMA) have completed the Climate Smart Agricultural Development (CSAD) project. The CSAD examined the anticipated impacts of agricultural related climate change to 2050. This study included 17 commodities in the groups of Cropping, Forestry, Fruit, Pasture and Vegetable. The study modelled the crop response for current conditions and included crop biology, soils, terrain, irrigation and climate factors.

Individuals and industry groups will need to consider transition planning to ensure agricultural practices adapt to the impacts of climate change that are identified in the CSAD project.

⁶ Parliament of Victoria, May 2018, https://www.parliament.vic.gov.au/images/stories/committees/SCEI/Electric_Vehicles/EIC_58-13_Text_WEB.pdf



Objective 6 – To ensure adaptation to climate change and a robust economy for continued prosperity in times of change.

Strategy 6.1 Support Environmentally Sustainable Design (ESD) principles in new and existing buildings and subdivisions

	Action	Timeframe	Responsibility
6.1.1	Prepare an Environmentally Sustainable Design (ESD) policy and implement in the planning scheme.	Short	Council, Sustainability Victoria and DELWP
6.1.2	Continue to work with partner organisations to implement the Environmentally Sustainable Design (ESD) for Subdivisions project	Ongoing	Council
6.1.3	Promote Environmental Upgrade Finance (EUF) as an initiative supported by council through existing marketing and promotion avenues.	Ongoing	Council

Strategy 6.2 Support and store electricity generation using renewable sources

	Action	Timeframe	Responsibility
6.2.1	Require the installation of solar panels on all public buildings.	Ongoing	Council
6.2.2	Increase community use of Solar PV by promoting the 'solar homes' initiative.	Ongoing	Council and Solar Victoria
6.2.3	Support and encourage large scale solar energy farms in locations consistent with the guidance provided in the <i>Solar Energy Facilities Design and Development Guidelines</i> (July, 2019).	Ongoing	Council, GMW, GBCMA and DELWP
6.2.4	Establish Greater Shepparton as a renewable energy baseload storage hub.	Long	Council

Strategy 6.3 Create opportunities for Shepparton to be a leader in electric and hydrogen fuel sources for transport energy

	Action	Timeframe	Responsibility
6.3.1	Support the business case for the electric vehicle charge network for regional Victoria.	Short	Council, CVGA, GBGA, EV Council Australia and DELWP.
6.3.2	Explore the inclusion of hydrogen filling stations and electric vehicle charging stations in industrial areas, the GV Link site and key tourist destinations.	Long	Council and DoT
6.3.3	Investigate transitioning all local government vehicles to a zero emissions fleet and plant by using renewable fuel sources such as hydrogen or electric.	Long	Council and DoT

Case study:



Moreland City Council hydrogen refuelling station

The Victorian Government has committed \$1 million to help Moreland City Council implement a renewable hydrogen refuelling station to transition local government vehicles to a zero emissions fleet. The council has also partnered with Toyota Australia to trial two hydrogen fuel cell powered Mirais as part of its ongoing investigation of options to provide a zero-emissions transport fuel for its commercial vehicle fleet. The council is also investigating an initiative to develop a Renewable Hydrogen Refuelling Station on Council land and trial 'zero emissions' waste trucks.



Strategy 6.4 Strengthen the sustainable waste management industry

	Action	Timeframe	Responsibility
6.4.1	Increase the diversion of recoverable materials from landfills by identifying opportunities for sustainable waste management practices.	Short	Council and GVWRRG
6.4.2	Assess the potential of appropriate waste to energy investment in addressing the regions organic material for sustainable energy production.	Medium	Council and GVWRRG
6.4.3	Support opportunities to aggregate and/or consolidate organics to support investment for new or expanded facilities.	Long	Council and GVWRRG
6.4.4	Support a circular economy model for sustainable waste management that links businesses to facilitate innovative reuse and recycling initiatives.	Long	Council and GVWRRG

Case study:



The City of Kingston ASPIRE program – Circular waste management economy

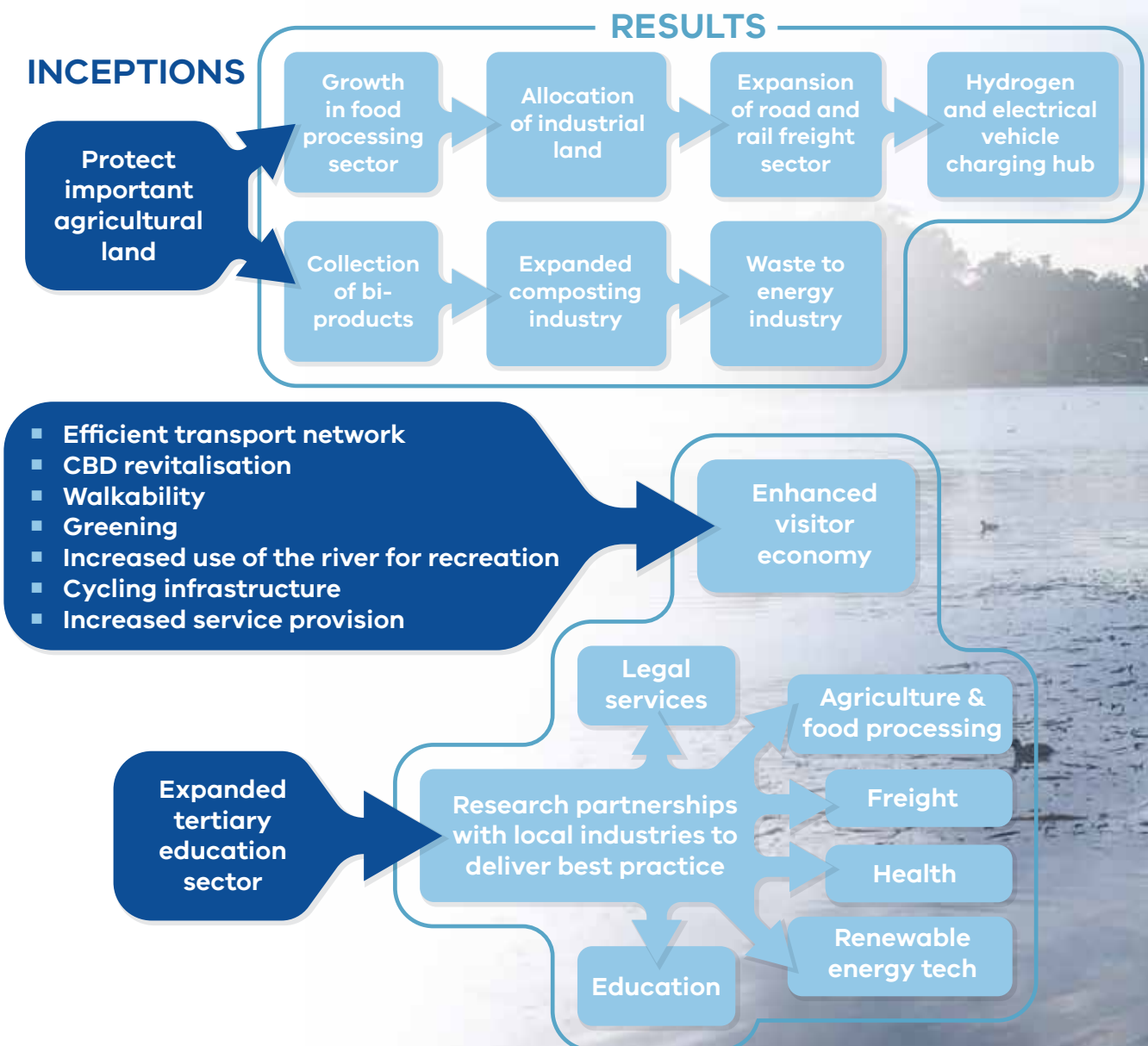
ASPIRE is an online waste “match-making” tool that has been developed in response to manufacturing companies providing feedback on waste disposal costs, particularly those associates with increasing landfill levies. The online service provides an opportunity for companies to exchange waste and provide alternatives to resource disposal.

Casafico, a sustainable building product supply company has benefited from the program by accessing a continuous stream of waste paper and polystyrene from the Wrapping Paper Company and Kingston Council. This has re-directed this waste from conventional recycling methods for re-use in the building sector.

Economic Resilience

The Growth Plan outlines a number of Actions to achieve the vision for Shepparton and Mooroopna. A number of the actions within the Growth Plan will contribute to the city having a robust and resilient economy ensuring employment opportunities and prosperity. These opportunities are captured in the economic resilience road maps in **Figure 7**.

Figure 7 Economic resilience road maps



IMPLEMENTING THE VISION

The Growth Plan identifies a number of actions to support implementation. The Growth Plan is for a long timeframe for which it is difficult to make precise growth projections. Therefore, sequencing of growth fronts should be continuously reviewed based on supply and demand analysis and equally on the ability to deliver needed infrastructure. Subject to approval by council, the delivery of proposed growth corridors can be brought forward if supported by appropriate assessments.

Other actions in the Growth Plan will be implemented by council programs and government partnerships

The Growth Plan should be reviewed every 5 years to track the progress of implementation and ensure delivery and investment decisions are accurately reflected.



