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Mildura Rural City Council



# MILDURA SOUTH NEIGHBOURHOOD ACTIVITY CENTRE **MASTERPLAN**

Prepared by **Hansen Partnership**  
for **Mildura Rural City Council**

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**FINAL DRAFT**



Urban Planning | Urban Design | Landscape Architecture

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## INTRODUCTION

In 2019, Hansen Partnership were engaged by Mildura Rural City Council to prepare an Urban Design Masterplan for the land designated as the Mildura South Neighbourhood Activity Centre (NAC), subject to the Urban Growth Zone (UGZ1).

### Project background

The future Mildura South Neighbourhood Activity Centre forms part of the Mildura South Precinct Structure Plan adopted through Amendment C75 in 2016.

The Amendment sought to implement the strategic intent of the Mildura South Urban Design Plan Precinct Structure Plan (MSPSP) and the Mildura South (Sixteenth and Deakin West) Development Plan (MSDP) which were adopted by Council in 2014. These documents set out Council's plan for managing residential growth and the rationale for the development of a Neighbourhood Activity Centre at Sixteenth Street and Ontario Avenue, to the north-east of the PSP study area.

The Amendment introduced the Urban Growth Zone (Schedule 1) to the land identified for the NAC. As outlined in the Precinct Structure Plan and Development Plan, the NAC illustrates indicative areas for commercial, public open space, community and medium density residential uses in association with an indicative street network that corresponds with the existing road network of Mildura and roads proposed within the broader Mildura South PSP study area. The precise boundaries of the future rezoning of the land will be determined by this Urban Design Masterplan.

The Development Plan (2014) outlined the following indicative land use parameters that make up the 8ha NAC study area. These include:

- 2ha to be allocated for retail uses which should include a 3,500-4,000m<sup>2</sup> full line supermarket and associated retail and commercial uses suitable for a neighbourhood centre;
- 2ha to be allocated for community use;
- 2ha to be allocated for public open space; and
- The remaining land – approximately 2ha - to be used for residential with higher density around the retail area.

Since the adoption of the Development Plan and prior to this Masterplan, a detailed retail and commercial demand analysis for the NAC was prepared by Tim Nott to determine the appropriate type and extent of Activity Centre uses required to support the Mildura South Growth Area (refer to the Reference Document Section on page 9).

Furthermore, in the absence of any detailed strategic analysis for Community Infrastructure, the team has engaged with internal council departments and landowners to understand the breadth of possible community uses likely to be realised in this location, based on local understanding of the market (refer to Stakeholder Engagement Summary on page 11).

### What is an Urban Design Masterplan?

An Urban Design Masterplan is a document that sets out the future form and character of a particular place or locality. It is principally an urban design tool that provides a physical framework for managing change and setting new directions for the development of a place across both public and private land over time. Community values are considered alongside the needs of government departments, servicing agencies and commercial stakeholders in the overarching desire to contribute positively to the urban form of a place. A masterplan also integrates non-physical initiatives and opportunities with the built form outcomes.

Masterplans are more detailed than Structure Plans and aim to create clear parameters for the creation of practical actions, ideas and solutions that consider constraints and provide guidance for capital budgets and future planning scheme controls. A degree of flexibility is built into Masterplans in order to ensure that a particular place can adapt to different circumstances over time.

They are also intended to clearly articulate a 'vision' for what a place could be and, as such, act as a catalyst for positive change, particularly within the built environment.

### Purpose of this Urban Design Masterplan

In accordance with Schedule 1 of the Urban Growth Zone, an Urban Design Masterplan for the Activity Centre must be prepared to the satisfaction of the Responsible Authority, prior to the approval of any planning permit for the subdivision or construction of a building on the land.

The preparation of a Masterplan for the Mildura South NAC acknowledges the vision and objectives established under the earlier Development Plan and Structure Plan. It seeks to provide clarity to ensure the land reaches its full potential as a vibrant, amenable and sustainable destination for existing and future local residents. The Masterplan is the key planning and design document that will manage development within the private realm and provide direction about public works. It outlines the preferred land use, building design, public realm, transport and infrastructure directions. In doing this, the Masterplan identifies a number of key initiatives and actions to be implemented over the next 20 years.

### Project Status

In 2019, the Draft Mildura South NAC Masterplan underwent public consultation to allow landowners, stakeholders and the community to provide their feedback on the recommendations for future land use and development within the study area. Based on the review of submissions, this Masterplan has been updated in accordance with the future food, groceries, and liquor (FGL) floorspace demand over the next 20 years.

The revisions include redesigning the commercial precinct to show a 1200-1500 sqm FGL store and its expansion to a 3000 sqm supermarket overtime as demand increases; as well as, redesigning the three other precincts in accordance with this major change. In this report the FGL store is called supermarket, and council may consider a 1200 sqm as the minimum size for the first stage subject to appropriate justification.

### How the Masterplan will be used

The Urban Design Masterplan will be used:

- To guide the allocation and arrangement of land uses and destinations.
- To guide built form outcomes relating to commercial, community and higher density residential development.
- To guide public realm and streetscape outcomes in the NAC having regard to the future surrounding street network.
- To inform Council's capital works program and annual budget.
- To promote a range of partnerships and potential sources of funding for many of the initiatives identified in the Plan.

### Structure of this document

This document contains four parts, comprising:

- **Part 1:** Background analysis of the physical context, policy context and previous relevant reference documents.
- **Part 2:** Issues & Opportunities, including engagement with Stakeholder & Landowner
- **Part 3:** Recommendations for the NAC.
- **Part 4:** Implementation Table.
- **Appendix 1:** Indicative Concept Plan

# PART 1: BACKGROUND

## MILDURA SOUTH CONTEXT

### The Study Area

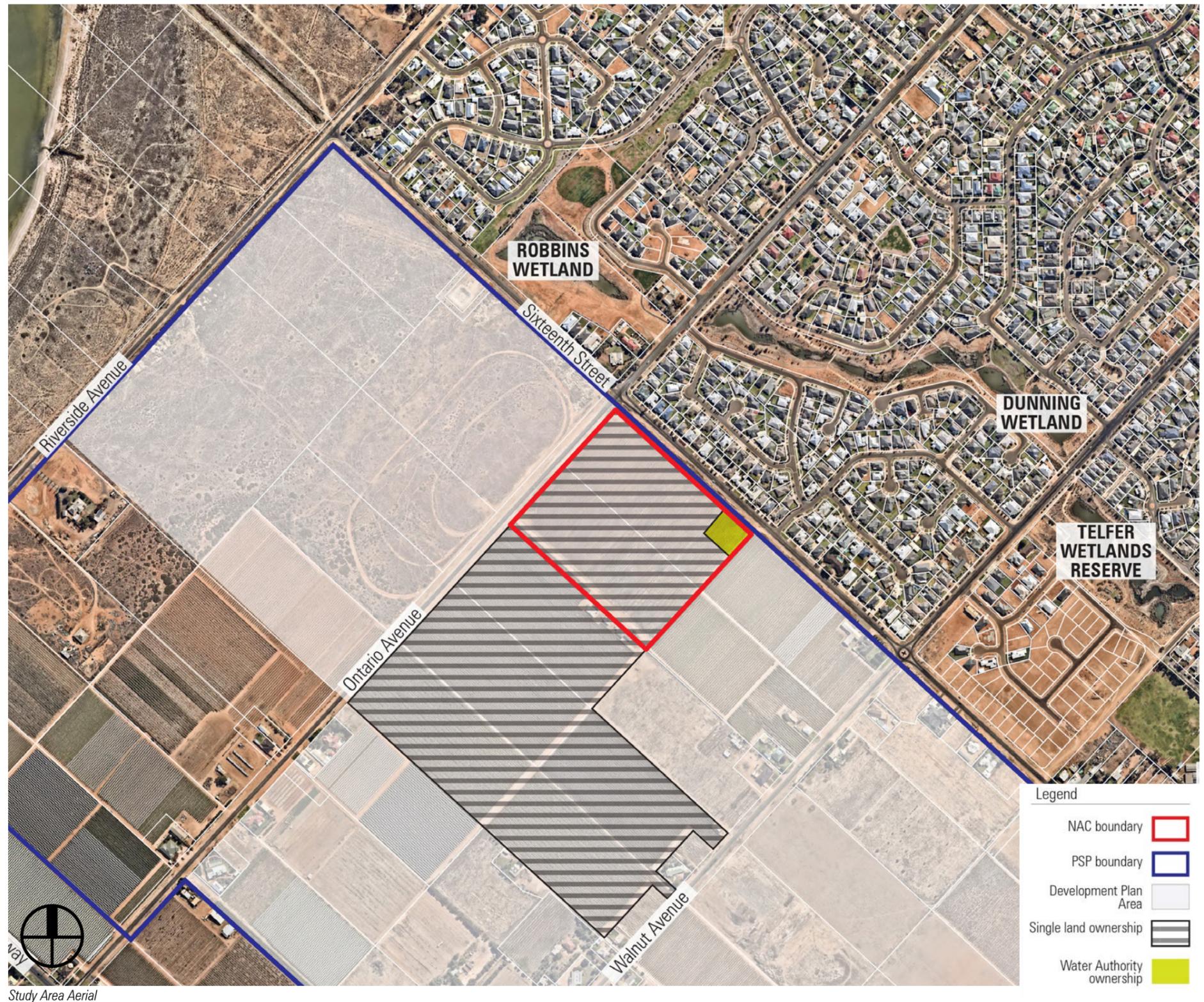
Mildura South NAC forms part of the approved Mildura South PSP area, delivered through Amendment C75. The study area is 8ha in size, positioned to the corner of Sixteenth Street and Ontario Avenue, approximately 5km to the south-west of the Mildura central business district. The study area is positioned on 2 main roads with a frontage to Ontario Avenue of approximately 260m and to Sixteenth Street of 300m. This land is currently vacant, formerly comprising a vineyard and associated horticultural uses. It is understood the study area has 2 landowner entities including a 2550m<sup>2</sup> parcel to the south-east corner of the site owned by Lower Murray Water and the remainder of the land, privately owned.

The earlier PSP and Development Plan processes determined the suitability of the NAC in this location based on extensive background research and review of existing commercial and retail catchments, ensuring adequate separation from the existing supermarkets on Fifteenth Street within and adjoining the Centro Shopping Centre. This research also highlighted the importance of new retail and commercial facilities being positioned along multiple main road frontages to maximise visual exposure and facilitate safe, convenient access from surrounding (existing and future) residential areas.

As identified within the Development Plan, the Neighbourhood Activity Centre is proposed to accommodate a combination of commercial and retail, community, medium-density residential and public open space functions. While nominal land use budget was proposed in the earlier project phases, the purpose of this work is to further refine the designation of land use and built form while having regard to the surrounding context and ambitions for future development in the Mildura South PSP area. It is also acknowledged the PSP nominates a smaller local activity centre between the proposed recreation reserve and proposed primary school site.

The diagram opposite illustrates the location of the NAC in the context of the broader PSP and Development Plan boundaries, including the land ownership pattern within and surrounding the study area.

The following page illustrates the location of the NAC in the context of the broader Mildura township including its proximity to the Mildura CBD and Fifteenth Street Activity Centre.



# MILDURA SOUTH NEIGHBOURHOOD ACTIVITY CENTRE MASTERPLAN

## ACTIVITY CENTRE CONTEXT

### Legend

- Neighbourhood Activity Centre boundary
- PSP Boundary
- Mildura CBD
- Mildura Central (and surrounding commercial)
- Supermarket (full-line)
- Commercial 1 Zone
- Commercial 2 Zone
- General Residential Zone
- Future residential development
- Low Density Residential Zone
- Public open space
- Education
- Health
- Bus route
- Strategic Cycling Corridor
- Principle Bicycle Network
- Future Greenway (DP, 2014)
- Mildura Station
- 400m radius from potential supermarket



Project Ref: 2018669  
 Dwg No.: UDD-002  
 Scale: 20 000 @A1  
 Date: 30.09.2020  
 Revision: B



The following key existing conditions of the surrounds are summarised as follows:

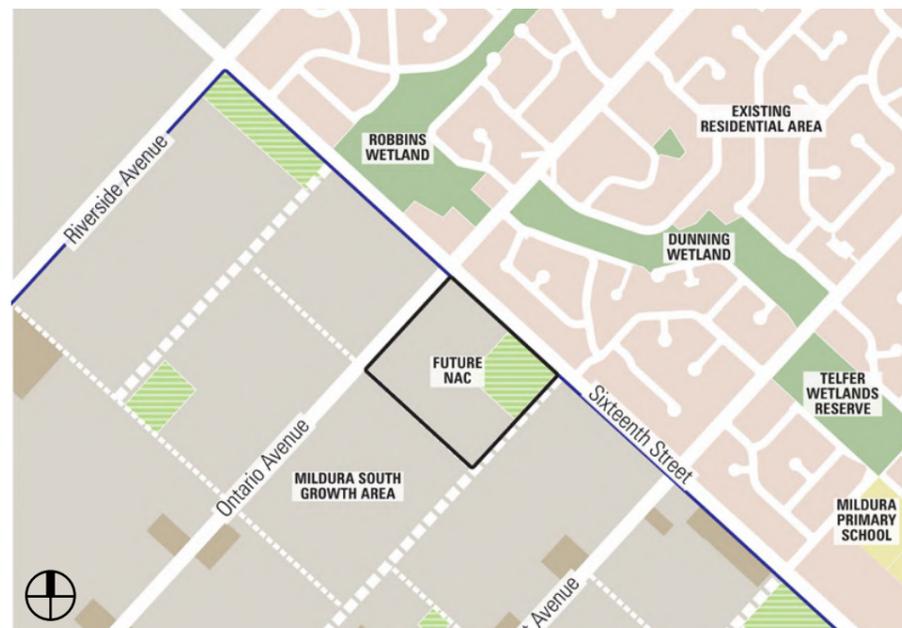
## Land Use & Urban Structure

Within the immediate surrounds of the study area, an established residential neighbourhood is located opposite of Sixteenth Street to the north-east, comprising predominately single storey brick dwellings with open front gardens (void of street fences), arranged around a curvilinear road network with cul-de-sacs.

To the north-west of the NAC, opposite Ontario Avenue is further future residential land designated under the Mildura South PSP. Further to the north is Lake Hawthorn and Lake Ranfurly, forming the western 'edge' of Mildura. Both lakes are environmentally sensitive, with drainage from the Mildura South growth area directed to Lake Hawthorn.

The south of the NAC also forms part of the approved PSP area comprising future residential development of predominately single and double storey houses and new public open spaces. Currently this land comprises horticultural uses arranged in the traditional 4ha blocks, accommodating vineyards and associated dwellings and production sheds. Further to the south of the NAC study area, along Sixteenth Street are recently constructed single dwellings with direct vehicle access from this road reserve. South of the growth area is the Calder Highway which will form the long term boundary of the Mildura township, acknowledging the Mildura Airport further to the south-west of this major road.

Existing retail services exist at the Centro Shopping Centre on Fifteenth Street and Deakin Avenue, approximately 2.5km to the north-west of the study area. This precinct comprises a full-line supermarket, other anchor big-box retailers such as Big W, Target as well as smaller retail and non-retail uses. A second full-line supermarket is located opposite this site on a separate parcel.



Existing & proposed land use & urban structure in accordance with Development Plan

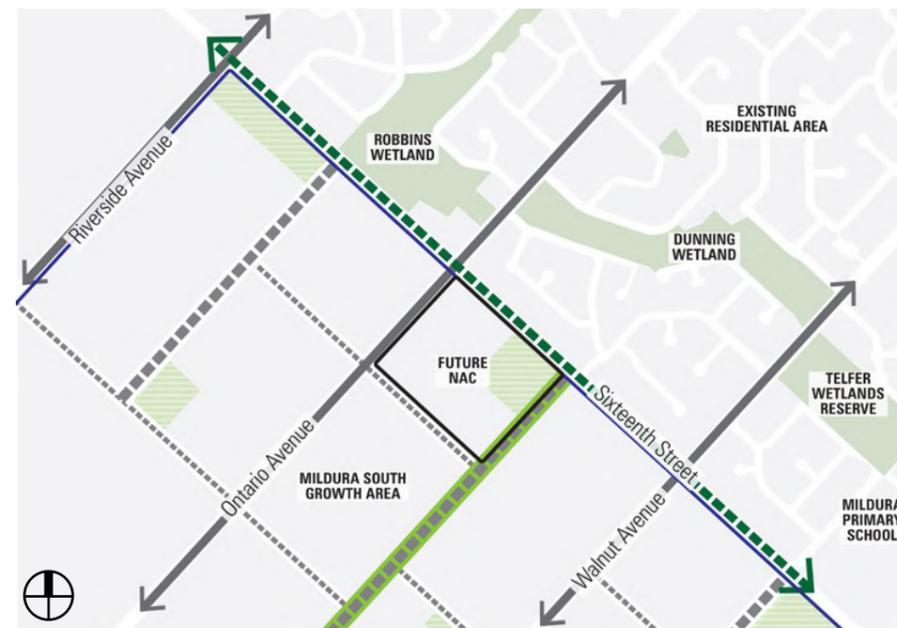
## Access and Movement

Sixteenth Street to the north-east, forms the boundary between the existing Mildura South residential areas and the Growth Area. The road reserve is approximately 30m wide and designated as a future 'Greenway' prioritising pedestrian and cycle movement with a dedicated shared user path proposed to be located along the south-west side of the road reserve. A bus route currently operates along Sixteenth Street, and further routes to the Mildura South Growth Area are anticipated as the area develops. Cross-overs to the south-west side of this road are sought to be minimised in accordance with the recently approved DDO14 – Sixteenth Street Greenway Interface (Amendment C100 Part 2), requiring rear-loaded access for lots with a primary frontage to this road.

Ontario Avenue to the north-west boundary of the study area is a key vehicular movement corridor extending from Sixth Street in the north of the Mildura township to Sturt Highway in the south (and Mildura Airport). As part of the Development Plan and PSP, this 30m wide road reserve is proposed to be upgraded to an 'Access Avenue' accommodating primary traffic movement within the development area, including bus routes and stops.

With regard to other future roadways in proximity to the NAC, Elsey Parkway to the south-east boundary will facilitate the primary north-south pedestrian and cycle movement through the wider development area. This reserve is proposed to be developed in 2 stages, with the ultimate outcome comprising a central median with separated bike paths, parallel parking and carriageways framed by new landscape.

Helen Road is proposed along the south-west boundary of the NAC as a dedicated secondary road providing connections between Ontario Avenue and Elsey Parkway. Under the Development Plan, this road is designated as a 28m road reserve accommodating footpaths with generous landscape verges, dedicated bike lanes, parallel car parking and traffic in both directions.



Existing & proposed access & movement in accordance with Development Plan

## Landscape and Public Realm

The surrounding context is largely void of significant canopy vegetation, particularly outside of the established residential areas of the township. Medium height native canopy vegetation exists along the nature strip along the north-east side of Sixteenth Street and to original dwellings on larger lots at Ontario Avenue comprising mature native trees along boundaries. It is acknowledged that the proposed future Sixteenth Street Greenway is designated for improved landscape intervention including canopy trees, grassed verges and landscaped swales.

As previously highlighted, the lakes to the north-west of the subject site are of significant environmental value and contribute to the original landscape character found within this part of Mildura. These areas, while unassuming, comprise remnant indigenous vegetation and reflect more recent open space and wetland upgrades to the north of the NAC at Robbings wetland and Ontario Park Drive.

With regard to the existing public realm condition, the north-east side of Sixteenth Street currently comprises a 7m wide verge including 2m footpath and nature strip. The residential area beyond Sixteenth Street comprises a similar public realm condition comprising 4m wide verge and 1.5m wide footpaths. A number of streets comprise footpaths on 1 side of the road.



Existing & proposed landscape & public realm in accordance with Development Plan

## PLANNING POLICY CONTEXT

A range of State, Regional and Local planning policies, plans and reports are relevant to the planning, development and management of the Mildura South NAC. The following is a brief summary:

### Planning Zones

The Neighbourhood Activity Centre is subject to **Schedule 1 to the Urban Growth Zone (UGZ1)**. The key purpose of the Zone is to manage the transition of non-urban land and provide for a range of uses and development in accordance with a Precinct Structure Plan.

In accordance with Schedule 1 of the Urban Growth Zone, an Urban Design Masterplan for the Activity Centre must be prepared to the satisfaction of the Responsible Authority, prior to the approval of any planning permit for the subdivision or construction of a building on the land.

The Zone Schedule nominates the following zones of which the exact boundary are to be determined as part of this Masterplan/ Urban Design Framework process:

- Commercial 1 Zone (Clause 34.01);
- Public Park and Recreation Zone (Clause 36.02);
- Public Use Zone (Clause 36.01); and
- Residential Growth Zone (Clause 32.07).

The precise boundary of the Commercial 1 Zone, Public Use Zone and Residential Growth Zone will be determined by the Urban Design Framework/Master Plan approved under the schedule.

### Planning Overlays

The following overlays apply to the study area:

**Design and Development Overlay – Schedule 8 (DD08)** Mildura Airport – Obstacle Height Area No.1 applies to the study area. The Objective of this policy is to ensure that building height does not adversely affect the operation of the Mildura Airport.

**The Development Contribution Plan Overlay, Schedule 1 (DCPO1)** affects the entire land located within the Mildura South Growth Area. The purpose of this Overlay is “to identify areas which require the preparation of a development contributions plan for the purpose of levying contributions for the provision of works, services and facilities before development can commence”.

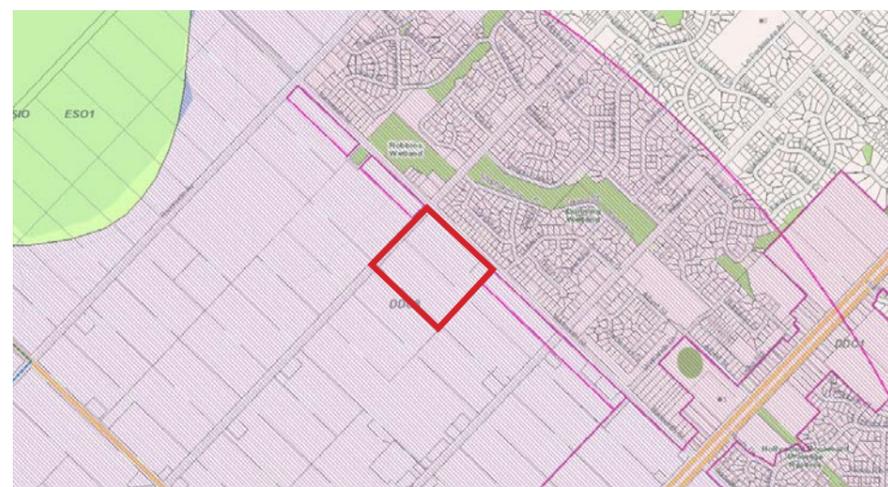
**Salinity Management Overlay (SMO)** affects the entire study area. As identified under this Overlay, the study area has a Level 2 – Moderate Risk.



Planning Zones



Planning Overlays: DCPO & DPO



Planning Overlays: DDO

## Planning Policy

State Planning Policies are the overarching policies that relate to the use of land and its development throughout Victoria. Along with strategic direction for metropolitan Melbourne established through Plan Melbourne, this masterplan also seeks to improve the planning of key regional areas through the creation of regional strategies. The regional strategy relevant to Mildura Rural City Council is the Loddon Mallee North Regional Growth Plan (Clause 11-01-1R). This Strategy seeks to promote growth of Mildura as a regional city. Relevant to this project, a key strategy of Clause 11 is to “Consider the distinctive characteristics and needs of regional and local places in planning for future land use and development.”

The Planning Policy Framework (PPF) covers issues of State importance that address settlement planning, residential development, environmental and landscape values, natural resource management, built environment and heritage, housing, economic development, transport and infrastructure.

Clause 15 of the PPF sets out objectives that guide positive urban design and built form. These objectives provide the foundation for the recommendations of this project seeking to “create urban environments that are safe, functional and high quality with a sense of place and cultural identity.”

Clause 16 of the PPF sets out objectives to provide for housing diversity that improves housing choice, particularly in those locations well serviced by public transport and activities.



Extract of Loddon Mallee Regional Growth Plan

## Local Policy

The Local Planning Policy Framework (LPPF) is made up of two key sections: Municipal Strategic Statement (MSS) and Local Planning Policies. The Municipal Strategic Statement sets out the vision for Council and more specifically the Mildura urban area, acknowledging the township is expected to increase in population in the coming years and the Mildura South Area is 1 of 2 key precincts to accommodate this anticipated growth.

**Clause 21.04- Settlement and Housing**, recognises Mildura South as one of the 2 main urban growth areas for the municipality. Relevant to the NAC, Objective 5 seeks to provide a diversity of housing to meet the needs of Mildura’s current and future communities. Relevant Strategies include:

- Strategy 5.4 Support the development of medium density housing options, particularly townhouse development in response to changing demographics.
- Strategy 5.9 Encourage the provision of accessible housing to support ageing in place, and support development that considers future adaptability in design.

**Clause 21.07-4: New Residential Development** seeks to ensure that neighbourhood design and the development of new dwellings is responsive to Mildura’s climate and considers the likely impacts of climate change (Objective 6). Relevant Strategy includes:

- Strategy 6.2 Ensure that neighbourhood design encourages the use of active transport and public transport over private vehicular usage.

Objective 8, seeks too consider the impacts on health and wellbeing outcomes for future residents in the design of new subdivisions, and require that new subdivisions are planned to provide best practice in urban design for ‘healthy living’. Relevant Strategies include:

- Strategy 8.1 Require that new residential areas are designed to facilitate attractive, safe and legible connections for pedestrians and cyclists between key areas of activity and within neighbourhoods.
- Strategy 8.4 Require new residential neighbourhoods to incorporate greenways or linear parks to connect key areas of activity and encourage active transport and incidental exercise.
- Strategy 8.6 Require the design of development adjoining key public spaces such as parks or identified key pedestrian routes to respond to this.

**Clause 21.08 – Economic Development** identifies the Mildura South Growth area to accommodate future neighbourhood centre facilities in association with the established major retail centres including the Mildura CBD, City Gate Activity Centre and the Fifteenth Street Precinct. A key objective of this policy is to “achieve balanced and sustainable retailing facilities that serve the needs of, and are accessible to, residents and visitors”.

**Clause 21.10 – Local Areas** outlines out the strategic direction for development of the Mildura South area as a result of the Mildura Housing and Settlement Strategy and subsequent Mildura South Strategic Framework plan, Mildura South Development Plan and Precinct Structure Plan. The Policy acknowledges longer term development will be delivered within this Growth Area.

## Key Reference Documents

The NAC The following documents were reviewed as part of the background analysis:

- Mildura South Neighbourhood Activity Centre Economic Assessment (August 2018)
- Sixteenth Street Greenway Interface: Amendment C100 Part 2 (June 2018)
- Mildura South (Sixteenth & Deakin West) Development Plan (October 2014)
- Mildura South Urban Design Plan: Precinct Structure Plan (October 2014)

A summary of each document and its relevance to the Mildura NAC is outlined below:

### Mildura South Neighbourhood Activity Centre Economic Assessment: (Tim Nott, August 2018)

This report provides an economic assessment of the proposed Mildura South Activity Centre having regard to residential development and retail/commercial development.

With regard to residential development opportunities, the report determined that the provision of medium density housing, including terrace housing or townhouses, is appropriate in this context and there is a demonstrated demand for such housing throughout Mildura. It was highlighted that medium-density housing in the Growth Area (in proximity to services and public transport) allows the area to be a “more complete community in itself, catering for a wide range of household types, aspirations and price points”.

With regard to Retail/Commercial offerings, it was determined that a medium-sized super market would be able to support the anticipated Growth Area population of 8,000 people including a range of speciality shops and non-retail uses. It was recommended that a medium-sized supermarket is delivered in the short-term while providing opportunities for expansion (and future-proofing) in the event the catchment exceeds the requirements of this retail offering.

### Sixteenth Street Greenway Interface: Amendment C100 Part 2 (Hansen Partnership, June 2018)

The amendment applies to land located on the south-west side of Sixteenth Street, Mildura between Deakin Avenue and Riverside Avenue (excluding the study area). The amendment introduces a new DDO Schedule 14(Sixteenth Street Greenway Interface) to the Mildura Planning Scheme. The DDO seeks to guide the development of residential land along the south-west side of Sixteenth Street consistent with the strategic vision and objectives outlined within the Mildura South PSP and Development Plan (Sixteenth and Deakin West).

Specifically, the DDO applies design requirements to the development of lots including the orientation of dwellings to the street frontage and siting of vehicle access to the rear of lots (to reduce crossovers along Sixteenth Street).

The purpose for these design requirements is to facilitate a protected shared user path along the Sixteenth Street Greenway and reduce opportunities for vehicle and cycle/ pedestrian conflict along this important road reserve.

### Mildura South (Sixteenth & Deakin West) Development Plan & Precinct Structure Plan (Hansen Partnership, October 2014)

The Mildura South Development Plan (Amendment C75) is the overarching planning document guiding the development of the Mildura South growth area defined by Deakin Avenue, Sixteenth Street and Riverside Avenue, including the land designated as the Neighbourhood Activity Centre on Sixteenth Street and Ontario Avenue. The Development Plan is based on a Precinct Structure Plan (PSP) which has been prepared for the broader Mildura South growth area (south of Sixteenth Street).

Critical to the NAC, the report outlines the rationale for the location of the centre along the future greenway spine to ensure key activities are accessible by sustainable transport modes and can service as a key destination between existing and future residential communities.

The Development Plan outlines the following relevant principles for development:

- Design the centre as an integrated whole with community facilities and parkland.
- Ensure that fine grain speciality shops/ hospitality uses are provided adjacent to both the village green and the Greenway. Discourage establishment of any drive-thru takeaway outlets within the centre.
- Include higher density housing within the centre where achievable.
- Locate the village green at the intersection of Sixteenth Street and the new Parkway.
- Locate the community facilities to the south of the parkland
- Provide direct pedestrian access to the supermarket from both Sixteenth Street and car parking areas.
- Ensure clear and amenable pedestrian access is provided to and between different land uses within the centres.
- Incorporate generous pedestrian pavement areas between parkland and the retail development sufficient to accommodate generous landscaping and outdoor dining opportunities.
- Require access to loading to be provided from Ontario Avenue rather than Sixteenth Street.
- Locate car parking off Ontario Avenue and provide a skin of residential or commercial uses at the interfaces. Where a skin of uses is not provided, require generous landscape screening to be provided, where access is not required.

A comprehensive review of background documents was undertaken as part of this project process. It includes a table of recommendations outlining key considerations found within the earlier Development Plan (2014), Economic Assessment Report (2018) and the Sixteenth Street Masterplan (2016) and how they may influence the curation of the masterplan.

## Other Reference Documents

### Mildura Tracks and Trails Strategy (2012)

The purpose of this study is to identify, develop, upgrade, manage and maintain a network of linked and shared on and off road cycling and walking paths suitable for commuting and recreation purposes.

Specific to this study, development of the Mildura South growth area is likely to contribute to create greater congestion on roads and potentially greater demand for cycling and walking opportunities to link these communities to the CBD and key recreational and entertainment areas.

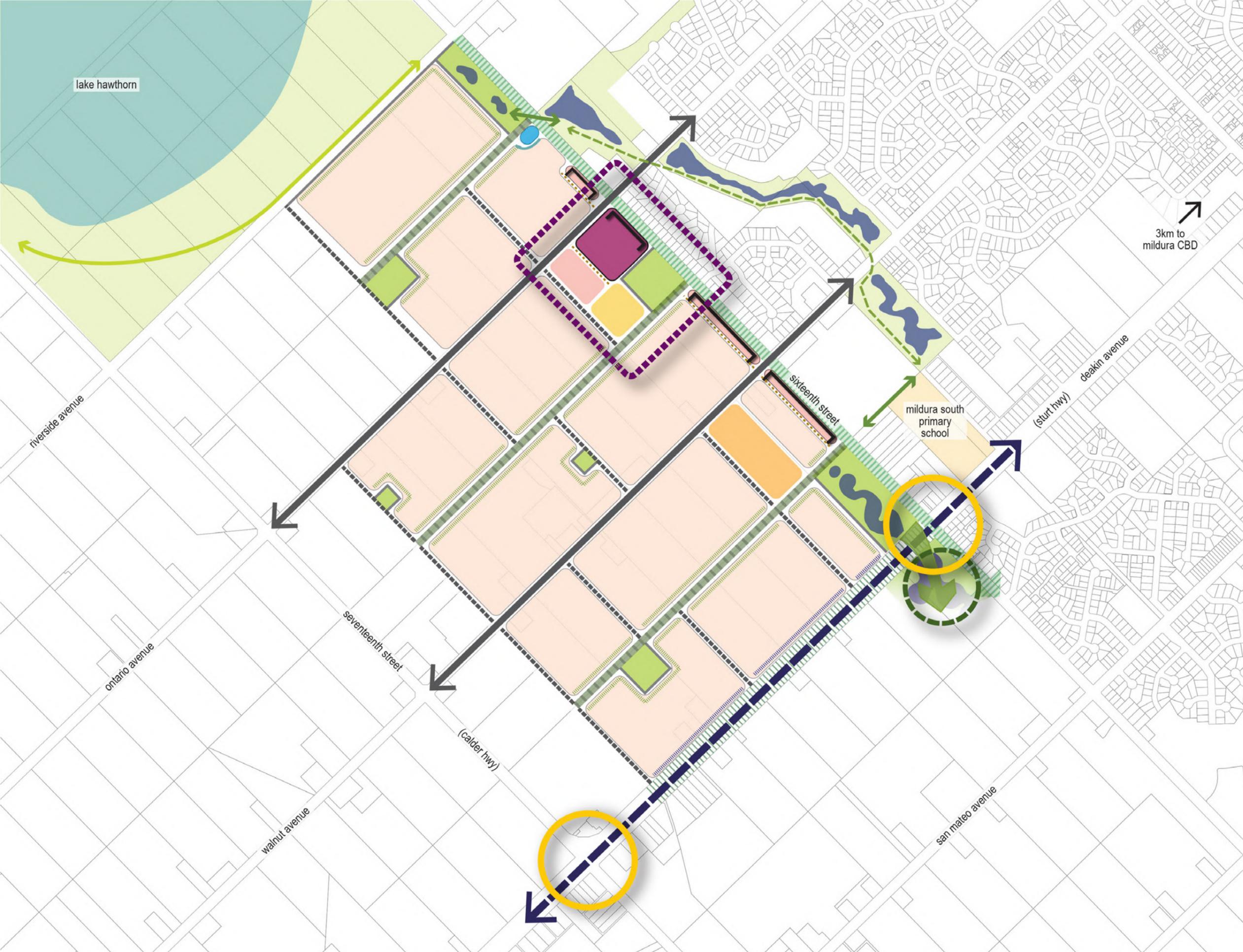
The report identifies the importance of carefully planned and constructed walking and cycling infrastructure as part of new development areas. The cycling / walking networks must be developed in such a way so that they link to the broader network, enabling local residents to link to other on and off road trails in the municipality.

# mildura south development plan

## development plan

### legend

- sixteenth and ontario avenue activity centre
- retail and commercial
- higher density residential
- residential development cells
- community hub
- potential future non residential uses (school or aged care site)
- public open space
- wetlands / retention basin
- utility area
- robust urban street edge
- boulevard built form and siting response
- park edge built form and siting response
- gateway features
- future active recreational uses
- existing open space pedestrian connection
- new open space connection
- potential long term connection to lake hawthorn
- connection to major area of future open space
- deakin avenue boulevard
- greenway
- avenues
- parkways
- secondary road
- edge road
- rear access lane



Extract from Mildura South Development Plan (Amendment C75 - Gazetted in 2016)

# PART 2: ISSUES & OPPORTUNITIES

## Stakeholder Engagement

Consultation between relevant internal and external stakeholders provides the opportunity for masterplanning projects such as this to be more fully understood, to be better informed, and to encourage greater 'buy in', improving the opportunity for a more implementable outcome. Stakeholder Consultation was held over two days on the 8th and 9th of April 2019 in Mildura. Three Stakeholder groups were identified across three separate sessions, facilitated by Hansen Partnership, to identify and discuss the critical issues and opportunities that will impact the future development of the Neighbourhood Activity Centre. The three stakeholder groups included the Land owner and consultants, Internal Council Departments (including Planning, Engineering, Community Care Services/ Early Years); and External Authorities (Bus operations & DEWLP). The key themes discussed in the workshops can be summarised as follows:

### Council internal departments

- While there was support for the NAC accommodating an Early Learning Centre, it was acknowledged that the State Government prefers new facilities to be co-located with Primary Schools. It was determined that the existing Mildura South Primary School is at capacity and has limited potential for expansion or integration of new/complementary uses.
- Council are currently in the process of preparing a community use strategy to identify types and sizes of facilities required across the municipality. It is difficult to determine the exact requirements for community uses within the NAC.
- While the PSP identifies land for a primary school, the location of any potential future primary school in the vicinity is yet to be determined by the State Government.
- Strong support for the integration and alignment of community uses with public open space.
- Council see merit in the masterplan accommodating for a broad (and flexible) range of community services such as adult learning centre, childcare, maternal health, outreach programs, library outstand, medical and health promotion and multi-faith meeting facilities;
- Opportunities to facilitate youth engagement activities and facilities to engage young local residents with their community.
- Council support privatised or non-council owned community uses as part of the 2ha (approximately) land allocation.
- Retirement living or alternative housing options for down-sizers was supported by Council as a way for their aging population to maintain physical connections with services and facilities.
- Council planners were supportive of rear-loaded housing products as a means of limiting crossovers and facilitating a high quality public realm within the NAC.

- Council were supportive of future-proofing any commercial and retail offering by allowing for the expansion of a medium sized supermarket if required.

### External Stakeholders

- The location of the proposed bus interchange within the NAC may present safety and amenity issues and there is a preference for other locations to be further explored.
- The bus operator is currently undertaking a review of existing and future bus route operations and at the present time, have limited information regarding the alignment of any future bus route or bus route extension within the future NAC.
- The bus operator was supportive of a new bus stop/ or interchange located within proximity to the commercial and community uses within the NAC.
- A school bus interchange may be co-located with township bus stops, acknowledging safety and pedestrian access requirements.

### Land Owner

- The landowner has an approved planning permit for a 187 lot residential subdivision to the immediate south-west of the NAC study area. A key component is to acknowledge the road alignment of Helen Road and Elsey Parkway as illustrated within the endorsed plan.
- Discussion on the commercial/retail land designation is appropriately sized to a portion suitable land holding for short to long term needs for future community. It acknowledges demand for shopping centres in the area, including Centro at Fifteenth Street. A small to medium sized supermarket is preferred in this instance.
- Ensuring the land dedicated to medium density residential development offers a level of flexibility to deliver a product suited to the future housing market in this area of the Mildura township.
- It was acknowledged that a 3000m<sup>2</sup> parcel of land to the corner of Sixteenth Street and the future Elsey Parkway is currently owned by the Water Authority, requiring Council to purchase land to deliver the public open space and road reserve.
- The alignment of any bus route within the broader development plan area must have regard to minimum carriageway requirements efficiency of bus stop distribution.
- The landowner saw merit in the NAC offering an alternative housing product such as a park frontage townhouse or dwelling with rear-loaded access. This could potentially be a preferred future housing type appealing to down-sizers or young professionals who would like to live in close proximity to services and benefit from a high amenity outlook.

The following section identifies a summary of the key issues and opportunities associated

## Consolidation of Issues & Opportunities

with the development of a masterplan for the NAC study area, informed by a review of background documentation, including the earlier Development Plan and PSP as well as consultation with relevant stakeholders.

### Access & Movement

#### Issues:

- Ensuring the NAC masterplan and surrounding residential subdivision acknowledges the proposed road network hierarchy approved in the earlier PSP and Development Plan.
- Bus interchanges can present amenity and safety issues when positioned along streets with high pedestrian volumes. Consider alternative locations that will still provide convenient pedestrian connectivity to activities and services.
- Facilitating safe and manageable loading/unloading infrastructure for any proposed supermarket or retail premises, having regard to proximity to major intersections and future residential areas.
- Any new road access through the NAC from Sixteenth Street should have regard to pedestrian and cycle safety given the alignment of the 3m shared user path along the study area boundary.

#### Opportunities:

- Prioritise new vehicle crossovers for commercial and retail uses including those for loading and unloading to Ontario Avenue.
- Position car parking to the periphery of the NAC study area with vehicle access gained from main roads while accommodating direct pedestrian connections to activities and services.
- Advocate for new bus routes servicing the NAC to operate along Ontario Avenue and Sixteenth Street, avoiding Elsey Parkway given its designation as a key on-road cycleway.
- Consider the alignment of a dedicated cycle facility within the NAC street network facilitating direct connections with the Sixteenth Street Greenway.
- Ensure the internal Main Street is dedicated to pedestrian access between commercial/ retail and community/public open space uses.

## Land Use

### Issues:

- The extent of the supermarket provision having regard to economic reports prepared by various parties which suggest a medium sized supermarket is adequate in servicing the existing and future residential community, however 1 report advocating for land to be set aside for potential future expansion of the commercial/retail offering.
- Prior to the completion of a future needs assessment, it remains unclear as to the exact provision and type of community uses required within the NAC to service the future residential population.
- Medium-density housing products are vastly different to those found in metropolitan areas. Consideration is required to determine a suitable dwelling option that offers housing diversity while meeting the needs (and market demand) of the future residential community.
- Consideration for the dwelling typology for residential parcels with frontage to Ontario Avenue or Helen Road.

### Opportunities:

- Opportunity for community uses to be positioned directly adjacent to the proposed public open space.
- Opportunity to deliver a range of community uses in an integrated hub including but not limited to early learning centre, adult learning, youth services, health promotion and medical, library outstand, community meeting rooms, multi-faith services and amenities.
- Acknowledge the recently approved DDO8 along Sixteenth Street and seek to provide a similar rear-loading medium density housing type that benefits from outlook to public open space and proximity to services and facilities.
- Facilitate the short-medium term development of a medium sized supermarket with associated retail and non-retail offerings.
- Set aside land for potential future expansion of the commercial offering, exploring implementation opportunities for the delivery of a full-line supermarket or alternative development options in the event it remains unviable.

## Built Form

### Issues:

- Managing commercial and/or retail interfaces to Sixteenth Street having regard to the future character of the Greenway.
- Managing the staged development of land within the NAC ensuring a high quality centre can be delivered in the short-term.
- Ensuring residential products are of a high quality construction and financially viable in the local context.

### Opportunities:

- Seek to position active/vibrant retail uses to the internal Main Street with outlook to the public open space and pedestrian-oriented main street.
- Position commercial and non-retail uses to the Sixteenth Street Greenway.
- Position built form to the Sixteenth Street and Ontario Avenue intersection to maximise exposure and access.
- Residential built form to offer a mix of 1 and 2 storey forms to cater to a range of owners and occupiers including down-sizers and young families.
- Community buildings to provide opportunity to temporarily expand or open toward the public open space.

## Public Realm & Landscape

### Issues:

- The area is largely void of any significant vegetation and the soil may present salinity issues limiting the growth of new vegetation in the future.
- Managing the staged development of new streets and public spaces within the NAC to encourage walking and cycling in the short-term.

### Opportunities:

- Build on the proposed landscape concept established under the Sixteenth Street Greenway Masterplan and facilitate a green public realm providing extensive canopy vegetation for shade and amenity.
- Establish a focal point at the commercial node and internal Main Street such as a forecourt or urban plaza to draw pedestrians into the NAC from Sixteenth Street.
- Facilitate a diverse range of activities and functions within the public open space catering to all-ages.
- Council to aim to deliver public open space within the short-term to encourage investment within the centre.
- Refer to the Issues and Opportunities diagram on the opposite page, providing a review of the earlier concept sketch within the Development Plan.

The diagram on the following page illustrates the key issues and opportunities stemming from the earlier masterplan from the Precinct Structure Plan.

# MILDURA SOUTH NAC URBAN DESIGN FRAMEWORK

## ISSUES & OPPORTUNITIES (Review of Development Plan Concept)

### Opportunities

#### ACCESS & MOVEMENT

- ① Position vehicle crossovers for commercial uses to Ontario Avenue
- ② New Edge Road to be prioritised toward pedestrian and cycle movement through the NAC.
- ③ Edge road to the west of the open space may be suited to no-thru or 1-way access to Helen Road.
- ④ Provide a vehicle and pedestrian link between car park and Edge Road to increase permeability of centre.
- ⑤ Consider alignment of dedicated cycling network between the NAC and Sixteenth Street
- ⑥ Position car parking to the periphery of the NAC, access from main roads.

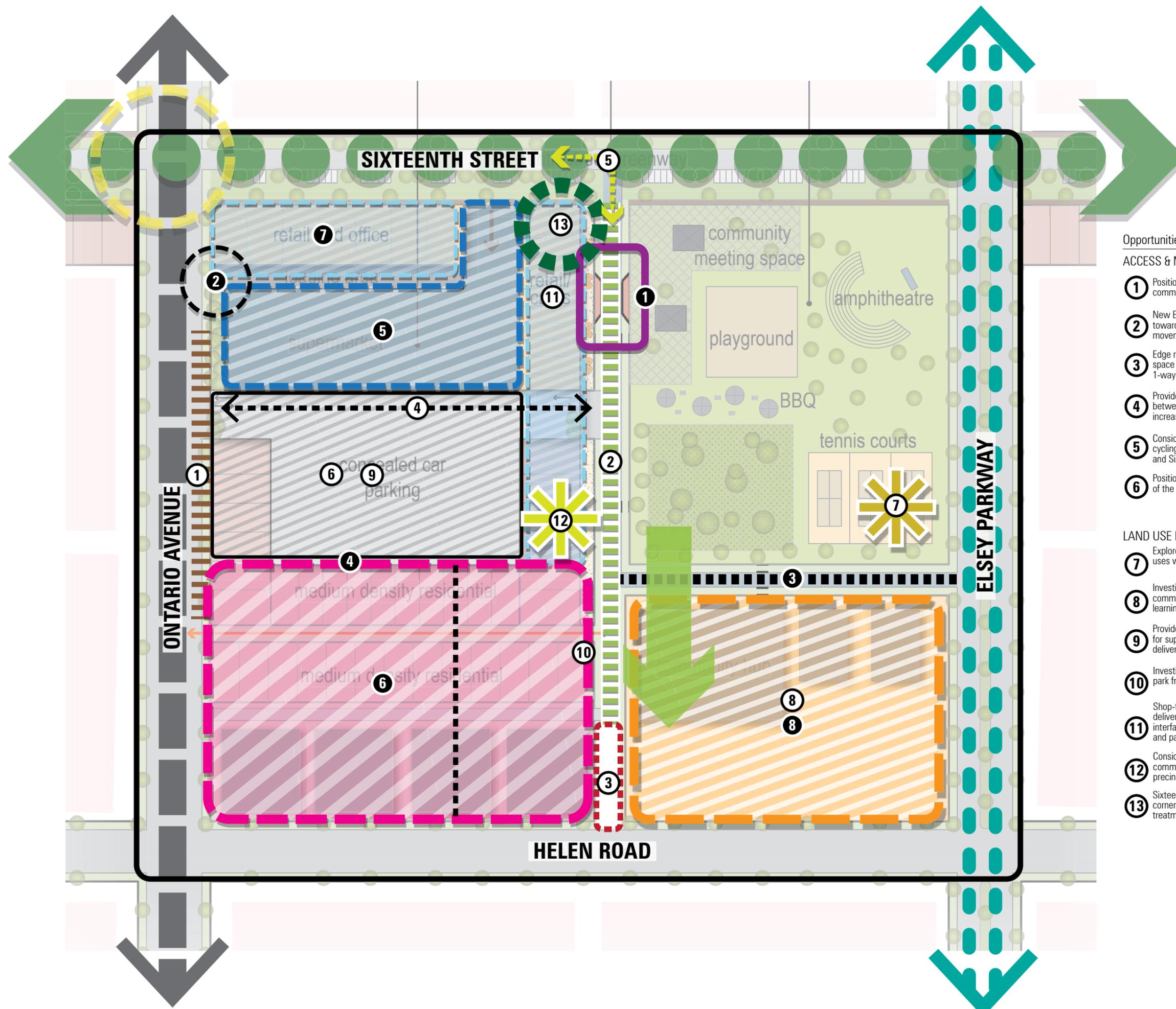
#### LAND USE MIX

- ⑦ Explore opportunity for community uses within public open space
- ⑧ Investigate potential for integrated community use hub and early learning centre adjacent to POS.
- ⑨ Provide future expansion opportunity for supermarket with flexibility to deliver residential or other uses.
- ⑩ Investigate opportunity to deliver park frontage townhouse product.
- ⑪ Shop-top accommodation could be delivered at Sixteenth Street interface overlooking public realm and park.
- ⑫ Consider integrating privately-owned community uses within commercial precinct.
- ⑬ Sixteenth Street and Edge Road corner to accommodate gateway treatment within public realm.

### Issues

- ① Location of bus interchange along Edge Road, compromising pedestrian safety and movement.
- ② Location of proposed loading area in proximity to future signalised intersection.
- ③ Investigate suitability of Loop Road around public open space dividing community uses.
- ④ Provision of vehicle access and parking to medium density residential lots.

- ⑤ Future population projection supports medium-sized supermarket. Consider viable floor space configuration that will allow for future expansion.
- ⑥ Understanding market viability of medium density products in NAC context and Mildura more broadly.
- ⑦ Consider suitability of interfaces and activation between commercial/retail uses and Sixteenth Street Greenway.
- ⑧ Council's requirement for the community uses is yet to be determined however there will be a need for a range of facilities.



# PART 3: MASTERPLAN RECOMMENDATIONS

## URBAN DESIGN MASTERPLAN

The following chapter contains the vision and masterplan for the Mildura South NAC, framed by a series of overarching ambitions, objectives and strategies, to guide the use and development of the NAC. The masterplan recognises the potential of the site to deliver a vibrant, amenable and sustainable destination for existing and future residents.

An important consideration of the masterplan is to facilitate a flexible approach for future development, allowing detailed design processes to find the best 'fit' for the study area, having regard to timing of staged development. This masterplan therefore has a degree of in-built flexibility and should not be read as a prescriptive document.

The Urban Design Framework / Masterplan (Figure 1) and the associated objectives and guidelines found in this document will be the basis upon which planning decisions and future applications be assessed against, consistent with the provisions found in UGZ1.

### A Vision for Mildura South NAC

A vision for Mildura South Neighbourhood Activity Centre, as it relates to the existing and future residential community, was developed with reference to the earlier Precinct Structure Plan and Development Plan as well as consultation with relevant Stakeholders.

#### The Vision for Mildura South NAC is:

- A Neighbourhood Activity Centre which supports a diverse mix of commercial, retail and service-based uses to meet the needs of the future residential population with consideration of long-term expansion opportunities.
- A Neighbourhood Activity Centre which supports a range of inclusive community-oriented activities and services targeted toward a diverse population, centred around a generous and welcoming public open space.
- A vibrant, inviting and safe NAC supporting a public realm which facilitates walking and cycling to key destinations and surrounding residential areas.
- An Activity Centre which offers diverse housing types for all age groups, family types and lifestyles benefiting from green outlook and proximity to services and facilities.

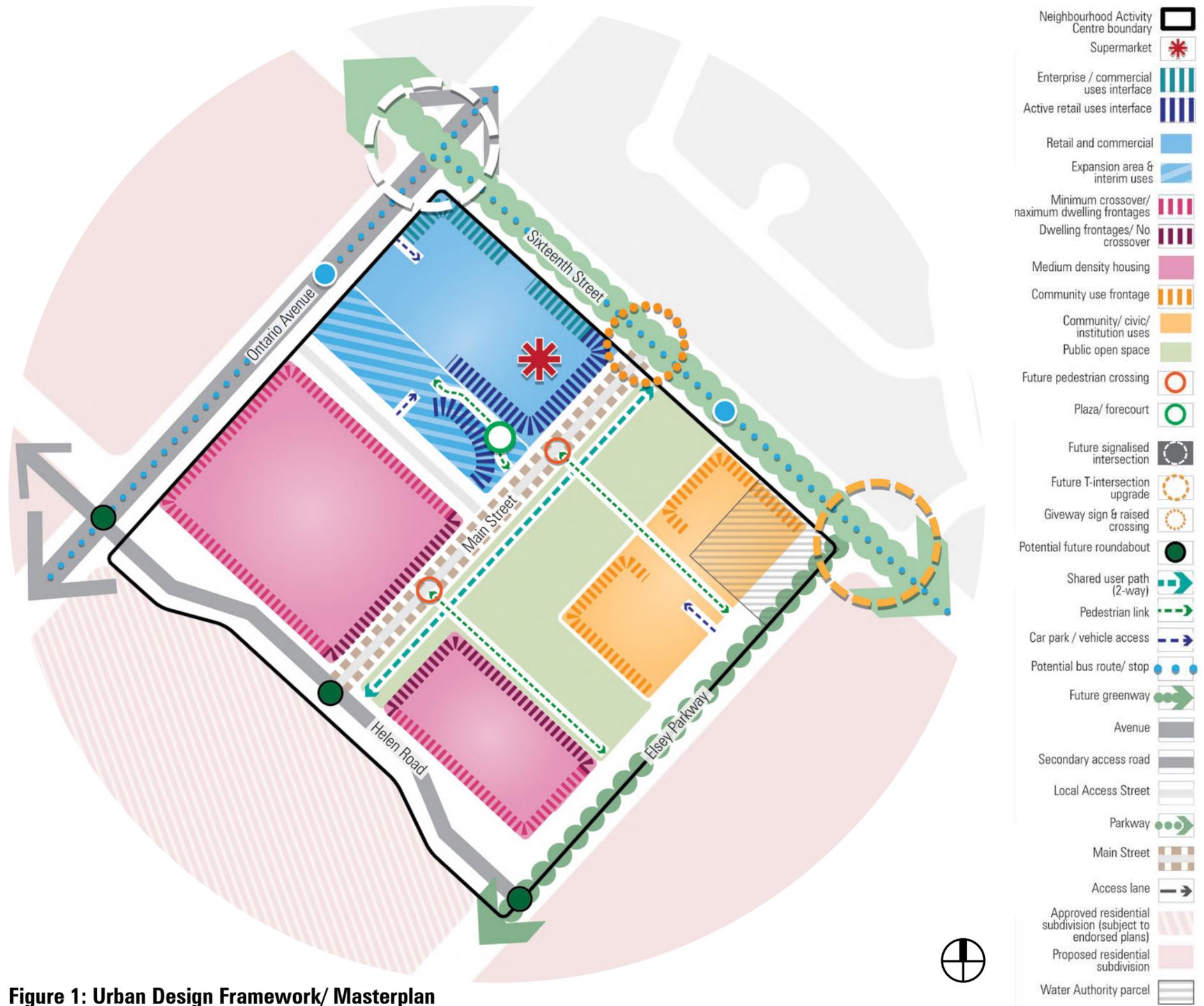


Figure 1: Urban Design Framework/ Masterplan

## Masterplan Ambitions, Objectives & Strategies

The Vision for Mildura NAC can be realised through 4 overarching ambitions and associated strategies. This includes:

1. *A Neighbourhood Activity Centre that embraces its role as a key destination for established and future residential areas.*
2. *A Neighbourhood Activity Centre which supports environmentally sustainable and convenient lifestyles.*
3. *A Neighbourhood Activity Centre which facilitates the equitable and safe movement of people.*
4. *A Neighbourhood Activity Centre which celebrates its unique regional and environmental setting.*

These masterplan ambitions include a guiding objective and associated strategies to clarify the preferred future land use, built form and design outcomes.

## Ambition 1

**A Neighbourhood Activity Centre that embraces its role as a key destination for established and future residents.**

### Objective:

**To establish a resilient and adaptable activity centre that offers an adequate range of services to the community in the medium and long term as the Mildura South Growth Area evolves.**

### Strategies:

- Facilitate the development of a retail and commercial precinct supporting supermarket (minimum 1200-1500m<sup>2</sup>), complemented by a suite of specialty retail and commercial uses positioned to address Sixteenth Street and the Main Street.
- Future-proof the commercial and retail offering of the NAC by accommodating the potential expansion of the supermarket to a full-line facility (up to 3000m<sup>2</sup>), including the expansion of associated commercial/retail floorspace and car parking requirements.
- Minimise the under-utilisation of land in the precinct (in the short to medium term) by supporting multi-purpose functions of the car park and vacant sites for additional public open space to accommodate events, markets or temporary activities including pop up shops, landscaping and sitting areas.
- Acknowledge the Main Street as a local pedestrian priority street through the positioning of more active frontages and alfresco dining areas to maximise vibrancy and outlook to the park.
- Support a free-standing commercial building (comprising a medical centre, swim school or other use) at the corner of Sixteenth Street and Ontario Avenue as a complementary function to the NAC.
- In the short-term, support the implementation of a landscape buffer the Sixteenth Street interface to create a welcoming 'green' entry into the precinct.
- Acknowledge the role of Sixteenth Street as a future cycle corridor and support the positioning of commercial frontages with some retail activity for its activation with no additional vehicle crossovers.
- Establish a public plaza between the supermarket and retail hub providing an activated pedestrian link between the car park and Main Street/ open space.
- Create a new, inviting public open space providing a range of passive and active recreation functions, centred around high-quality landscape with a focus on shade during summer months. The new open space will be framed by community retail activities with direct pedestrian and cycle links to the future Greenway and Parkway.

## Ambition 2

**A Neighbourhood Activity Centre which supports sustainable and convenient lifestyles.**

### Objective:

**To provide diverse housing options and community facilities which benefit from direct outlook to public open space and proximity to retail and commercial services.**

### Strategies:

- Establish medium-density housing products suited to a regional housing market including townhouses and attached, semi-detached and duplexes (1 to 3 storeys) at the south-west of the NAC which benefit from outlook to a public open space as well as proximity to services and facilities.
- Support the provision of smaller housing products that cater to a more diverse demographic and reinforce an alternative urban lifestyle that is distinctive from typical residential products found outside the NAC and consistent with the policy ambitions of the Residential Growth Zone.
- Position an integrated community hub to the intersection with Sixteenth Street and Elsey Parkway benefiting from a direct abuttal with future public open space. This facility is to provide opportunities for a range of community services including but not limited to early childhood learning centre, adult learning centre, maternal child health care, library outpost, gymnasium, meeting rooms and function centre or youth outreach services.
- Ensure future commercial, residential and community development does not adversely impact on pedestrian access and amenity of the public realm with a consideration toward avoiding overshadowing, mitigating visual bulk and supporting passive surveillance.
- Ensure new buildings in the NAC are embedded with environmentally sustainable design principles by achieving best practice water sensitive design outcomes (in accordance with Water Sensitive Urban Design Guidelines for Mildura City Council prepared by Parsons Brinckerhoff, 2005) and minimising carbon footprint.

## Ambition 3

**A Neighbourhood Activity Centre which facilitates the equitable and safe movement of people.**

Objective:

**To establish a legible street network which acknowledges the peripheral road hierarchy recommended under the Development Plan and accommodates vibrant and safe pedestrian connections between commercial, retail, open space, community and residential uses.**

Strategies:

- Recognise the established road hierarchy set out in the Development Plan including the alignment of Ontario Avenue, Elsey Parkway and Helen Road by continuing the 'grid' street network into the NAC.
- Prioritise sustainable transport within the NAC, with priority pedestrian access along the north-south aligned Main Street. The Main Street will be supported by east-west pedestrian/ cycling links.
- Facilitate pedestrian and cycle connections from existing and future residential areas, acknowledging the role of the Sixteenth Street Greenway as a designated sustainable transport corridor.
- Position 2 consolidated at-grade car parks to the periphery of the NAC, accessed from Ontario Avenue and Elsey Parkway, to reduce vehicle movement along the Main Street and facilitate a pedestrian-focused centre.
- Loading/ servicing and car parking for commercial/ retail facilities is to be provided off Ontario Avenue to avoid large vehicles from traversing along the Main Street.
- Advocate for the location of new bus stops to Ontario Avenue, adjacent to the commercial uses and Sixteenth Street, adjacent to the public open space, facilitating direct pedestrian connections to key activities and services.
- Maintain the ambition of the Sixteenth Street greenway as a pedestrian and cycle focused corridor, by limiting the establishment of new crossovers into the NAC from this road.
- All residential lots fronting Main Street and future open space are to be provided with garages at the rear, accessible via laneways to facilitate uninterrupted pedestrian paths.
- Advocate for the signalisation of the Ontario Avenue and Sixteenth Street intersection as well as the upgrade of the Elsey Parkway and Sixteenth Street intersection to facilitate the safe movement of people to and from the NAC.

## Ambition 4

**A Neighbourhood Activity Centre which celebrates its unique regional and environmental setting.**

Objective:

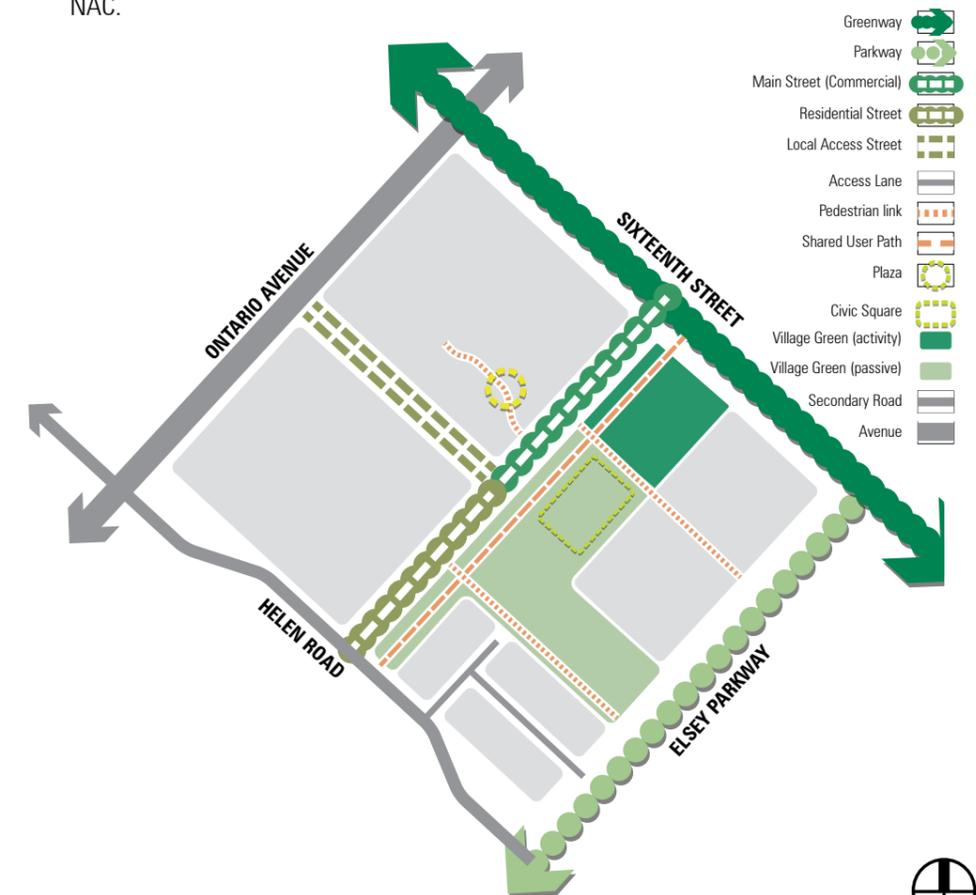
**To establish a public realm that reflects a sense of localness and acknowledges the surrounding landscape character while managing climate constraints and sustainability opportunities.**

Strategies:

- Acknowledge the slope of the NAC area through the design and management of onsite detention storage for 1 in 100 year storm events within car park areas, public open spaces and/or development footprints.
- Explore opportunities for benchmark Water Sensitive Urban Design (WSUD) initiatives in accordance with Council and Water Authority guidelines as part of place creation in future streetscape design to manage stormwater run-off and quality to distribute back into the public realm to maintain landscaping.
- Support the integration of public art, quality building frontages, active uses and tree planting at and around primary entry points to enhance the sense of arrival.
- Encourage creative artistic community-led expression within the public realm, particularly in the short to medium term, supporting multi-purpose functions of the car parks and temporarily vacant sites for events, markets which contribute to a visually engaging place creation.
- Establish generous landscape buffers around the perimeter of the NAC, with particular focus along the Greenway and to Elsey Parkway incorporating native (and where possible indigenous) planting that references the Murray River environs.
- New streets to accommodate substantial canopy vegetation and other shade mechanisms to facilitate a comfortable public realm during summer months.
- At-grade car parking should comprise substantial tree planting at the perimeter and between bays for shading and amenity.
- The public realm and open space framework within the NAC will be defined by four key public realm types, exhibiting a distinction in landscape character, while utilising a complementary suite of materials and finishes that contributes to wayfinding and placemaking. The public realm types include:
  - Urban Plaza:** between the supermarket and retail hub, comprising primarily paved areas with some garden beds. It will accommodate seating, relaxing and gathering areas with urban and feature ambient lighting. Include integrated signage for wayfinding that references local context to enhance its sense of identity as a place.

- Greenway/Parkway/ Main Street:** These are priority pedestrian and cycling routes which are tree lined with low understorey planting in garden beds. Tree species between the east-west and north-south aligned streets may vary to assist with wayfinding and sense of place.
- Village Green:** The village green will be a welcoming open, grassed area for informal passive and active recreational activities. It will perform as a neighbourhood play space and gathering space, including formal equipment such as play equipment, exercise equipment and barbecue facilities. Future play space will be located to the east, taking advantage of activities and surveillance provided by the retail node. To the south-west, at the interface with residential and community uses, the park will offer more contemplative areas of recreation including native garden beds, large shade trees and environmental learning spaces such as a dry creek bed or native fruit and vegetable gardens.
- Pedestrian Links:** are pedestrian linkages that connect car parking to various destinations in the NAC. These paved paths are to be well-lit and tree-lined, or provided with canopy for shading. Passive surveillance onto this space from residential/retail/ commercial buildings are essential for improved perception of safety.

The diagram below illustrates the proposed distribution of public realm types within the NAC.



Distribution of public realm types

## Masterplan Precincts

The Masterplan is divided into four precincts, determined by the varied uses and development outcomes required across the NAC. Refer to the diagram opposite for an illustration of the precinct extents. The precincts can be defined as:

- **Precinct 1: Commercial Heart**
- **Precinct 2: Alternative Residential**
- **Precinct 3: Integrated Community Hub**
- **Precinct 4: Village Green**

These precincts have been curated through a consideration of the ambitions from the earlier Development Plan and Precinct Structure Plan as well as consultation with relevant stakeholders. The purpose of the precincts is to recognise the importance for the Neighbourhood Activity Centre to provide for diverse uses and ensure built form and public realm outcomes are suited to the needs of the existing and future community.

A breakdown of designated precinct areas (indicative) are outlined in the following table:

| Table 01: Proposed Land Budget                               |  |                                    |
|--|--|------------------------------------|
|  | Description  | Approximate Area (m <sup>2</sup> ) |
| <b>Precinct 1: Commercial Heart (C1Z) / Ultimate Outcome</b> |  |                                    |
| Commercial   | Corner commercial  | 1000                               |
| Retail   | Supermarket  | 3000                               |
|  | Enterprise   | 850                                |
|  | Specialty Retail to Main Street                                    | 1813                               |
|  | Pedestrian plaza   | 2471                               |
| Car Parking  | Car Park and loading area  | 7000                               |
| Road reserve   | Main Street  | 1834                               |
| <b>Total Precinct Area</b>                                   |  | <b>1.8ha</b>                       |
| <b>Precinct 2: Alternative Residential (RGZ)</b>             |  |                                    |
| Residential  | Townhouses   | 17559                              |
| Road reserve   | Helen Road, Eley Parkway, Main Street, Local Access Street & Lanes | 19601                              |
| <b>Total Precinct Area</b>                                   |  | <b>3.7ha</b>                       |
| <b>Precinct 3: Integrated Community Hub (PUZ)</b>            |  |                                    |
| Community  | Early Childhood Learning Centre                                    | 3128                               |
|  | Community Centre   | 3276                               |
| Car Parking  | Car Park and access  | 3490                               |
| Road reserve   | Eley Parkway   | 2438                               |
| <b>Total Precinct Area</b>                                   |  | <b>1.2ha</b>                       |
| <b>Precinct 4: Village Green (PPRZ)</b>                      |  |                                    |
| Public Open Space  |  | 14734                              |
| Road reserve   | Eley Parkway   | 814                                |
| <b>Total Precinct Area</b>                                   |  | <b>1.5ha</b>                       |
| <b>Total Masterplan Area</b>                                 |  | <b>8.2ha</b>                       |

As outlined within Schedule 1 of the Urban Growth Zone (UGZ1), this masterplan seeks to confirm the precise boundary of land use precincts (and zones) to guide the future development of the Neighbourhood Activity Centre, refer to figure 2 and table 01.

The precincts include an overarching description of the preferred future character, strategies for the 'key moves' for the siting and development of uses within the precinct including an illustrative precinct plan and finally a series of targeted design guidelines which seek to shape specific built form, access, landscape and public realm outcomes having regard to the land use role of the precinct.

The Strategies and Design Guidelines for the precincts have regard to the state-wide Urban Design Guidelines for Victoria found within the State Planning Policy Framework of the Victoria Planning Provisions. These guidelines are underpinned by best practice knowledge and are relevant to the planning and design of regional townships as well as metropolitan areas.

## Indicative Concept Plan (Appendix 1)

An **indicative concept plan (Appendix 1)** and the corresponding indicative precinct plans were prepared to illustrate clear examples of how the overarching ambitions, strategies and design guidelines can be applied across the various land use precincts within the study area, to achieve feasible development outcomes. It is **acknowledged any future development application on the site may vary from the indicative concept plan while still meeting the requirements of the masterplan objectives and guidelines**, particularly in relation to the preferred minimum supermarket size, commercial expansion area and maximum lot sizes for residential development.

Following the public consultation of the masterplan in August 2020, further inputs were sought from CHC Architects and Trafficworks. This process included the refinement of the masterplan based on consultation feedback and to clarify a feasible commercial development footprint, across multiples stages of development. Trafficworks also provided traffic engineering advice relating to the street network, commercial car parking and loading bay arrangements.



Figure 2. Designation of Masterplan Precincts and intended future zoning

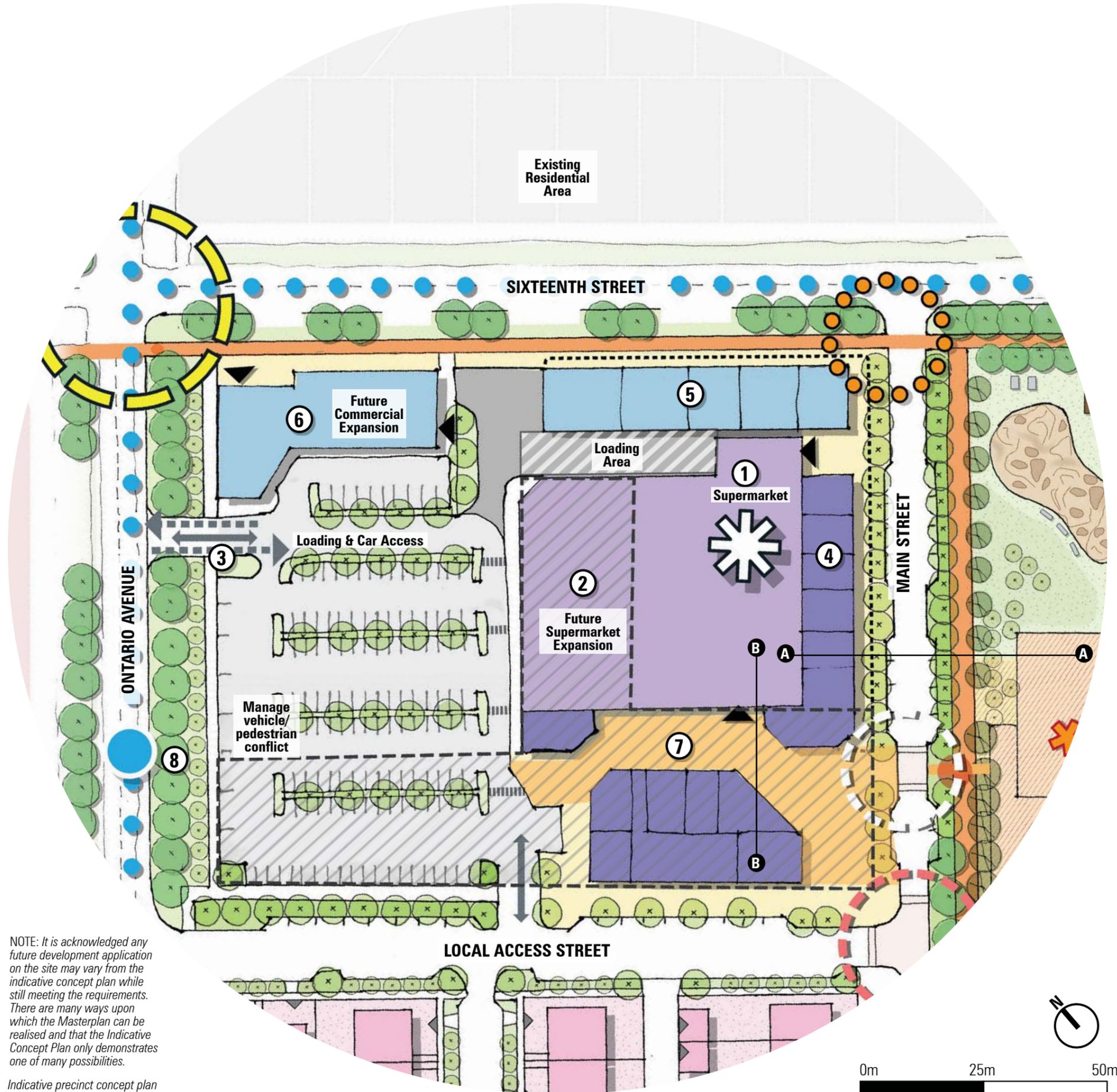
## Precinct 1: Commercial Heart

### Precinct Description

The Commercial Heart will be a vibrant anchor into the Mildura South Growth Area offering a range of retail, commercial and service based uses, benefiting from direct connections with the future Sixteenth Street Greenway and Village Green. The precinct will accommodate car parking and vehicle access from Ontario Avenue, to facilitate a pedestrian-oriented 'main street' setting to the internal Main Street.

### Precinct Strategies

1. Deliver a Neighbourhood Activity Centre comprising a **supermarket** (of a minimum 1200-1500m<sup>2</sup>) positioned to Sixteenth Street and the Main Street. This retail anchor will be 'sleeved' by specialty retail and commercial uses to take advantage of visual exposure along these streets.
2. **Future-proof** the precinct for the expansion of a full-line supermarket by retaining a **3000sqm** land holding (approximately), which should be used for a temporary public plaza and community events area, or other interim multi-purpose functions. The future expansion should continue to activate Sixteenth Street and the Main Street while retaining 'back of house' (loading, car parking) functions from Ontario Avenue.
3. Position **car parking and loading facilities** associated with commercial uses behind the supermarket, with access off Ontario Avenue. Dedicated pedestrian crossings through the car park should be established to manage pedestrian safety. Ensure the loading bay is located to efficiently manage the expansion of the supermarket in the long-term.
4. Position **fine grain speciality shops** and hospitality uses to the Main Street and built to the street (and plaza) boundaries. These uses will benefit from outlook to the public open space and opportunity to activate the public realm, including a new public plaza. Outdoor dining should be encouraged to establish a vibrant, inviting entry into the NAC.
5. **Commercial and enterprise uses** are to be positioned to the Sixteenth Street Greenway, benefiting from green outlook while acknowledging the role of the street as a critical cycle corridor.
6. Position a **free-standing commercial form** at the Ontario Avenue and Sixteenth Street junction to provide a visual anchor to the NAC. This building could comprise a privately-operated swim school. Buildings should be positioned to street frontages, with pedestrian entries directly accessible from the footpath.
7. Establish a **public plaza** between the supermarket and retail hub providing an activated pedestrian link between the car park and Main Street/ open space, incorporating outdoor seating, public art, shade structure/awnings and end of trip facilities for cyclists.
8. Advocate for a new **bus stop** at on Ontario Avenue, providing access via the new pedestrian link to the Main Street.
9. Acknowledge the sloping topography of the precinct through **onsite detention and storage of stormwater within at-grade car parks** to manage flooding impacts to surrounding commercial and retail development in accordance with Council's WSUD Guidelines.



NOTE: It is acknowledged any future development application on the site may vary from the indicative concept plan while still meeting the requirements. There are many ways upon which the Masterplan can be realised and that the Indicative Concept Plan only demonstrates one of many possibilities.

Indicative precinct concept plan

## Design Guidelines

### Building Massing and Design

- Implement a new supermarket to a minimum area of 1200-1500m<sup>2</sup> with the opportunity accommodate a future expansion of a full-line supermarket (up to 3000m<sup>2</sup>).
- The preferred maximum building height is 2 storeys, or 8m. There is opportunity to increase building height at the corner of Ontario Avenue and Sixteenth Street to 3 storeys, or 12m to demarcate this key junction of the NAC.
- Ensure the massing of the primary commercial building appears as a 'suite of forms' to street frontages, offering division and grain as well as a mix of colours and material treatments to avoid the appearance of a singular, monotonous form. This includes ensuring tenancies comprises individual entries to the street and are located along pedestrian desire lines.
- Position the supermarket entry from the pedestrian plaza to the west to ensure the entry is visible from both the car park and Main Street.
- Utilise materials and finishes which exhibit depth, texture and fine grain details that exhibit commercial character including (but not limited to) glazing, brick, stone, vertical cladding, powder-coated seam cladding or corrugated iron and textured precast concrete. Aluminium cladding products should generally be avoided or used sparingly.
- New development should incorporate weather protection, or canopy, extending over the public realm (to the back of kerb) as part of the building design to allow for continuous undercover walkways for pedestrians. This includes to Sixteenth Street, Main Street and the pedestrian plaza. Consider integrating landscape within canopies (i.e. climbing species).
- The design of commercial buildings should incorporate highly functional and adaptable spaces to accommodate various uses over time. This may include allowing for the consolidation of tenancies to accommodate to the needs of new local businesses.

For further guidance, refer to **Section 5.1 (Buildings in Activity Centres)** of the Urban Design Guidelines for Victoria.

### Building Setbacks

- Setback built form to the corner of Sixteenth Street and the Main Street to accommodate a public plaza as an entry feature to the NAC.
- Position the primary commercial/retail form to boundary along the Main Street establish a clearly defined urban edge to accommodate outdoor dining and a pedestrian footpaths outlook to the public open space.
- Setback the retail hub approximately 10m from Main Street to enable an open, splayed area to the pedestrian plaza to establish a clear visual link between the car park and street. The retail hub should offer generous pedestrian areas to all sides to enable adequate circulation, landscape and spilling of retail/hospitality activities.
- Position built form to boundary along Sixteenth Street (0m setback). Allow for the expansion of non-retail and commercial uses along the Sixteenth Street frontage to connect with the free-standing form at the corner with Ontario Avenue overtime.
- Built form to the corner of Ontario Avenue and Sixteenth Street should be built to the street boundaries along Sixteenth Street and Ontario Avenue to hold the junction.

### Building Presentation to Streets

- A minimum 70% of the street frontage should be transparent glazing and minimise the presentation of visible 'blank' walling along Sixteenth Street, Main Street and the pedestrian plaza.
- The northern interface of the supermarket (to the carpark) should provide transparent glazing where possible. Where glazing cannot be achieved (due to internal storage or services) consider the integration of textured materials, art murals, tree planting/ vertical landscaping and super-graphics to minimise blank walls and enhance the commercial precinct's identity when viewed from the public realm.
- Encourage operable glazed frontages to the Main Street and the pedestrian plaza, where hospitality uses are proposed to encourage active uses to 'spill' out onto the footpath.
- Establish a decorative semi-transparent fence or screen with landscape buffers (including trees) to the perimeter of the loading and unloading area to screen views from the commercial car park and minimise pedestrian/ vehicle conflict.
- Encourage uses which operate during evening periods to maximise the use of the NAC outside of daytime business hours, providing light spill, surveillance and activity within the public realm.
- Commercial and retail buildings should be designed to respond to the fall of the land ensuring pedestrian entries are void of steps at doorways which inhibit accessibility or alternatively provide over engineered ramp structures which detract from the building design. Any required level transitions are to be level transition contained within the building envelope.



Example of a mixed use Supermarket form addressing multiple street frontages



Example of Supermarket form providing entries and outlook to car park

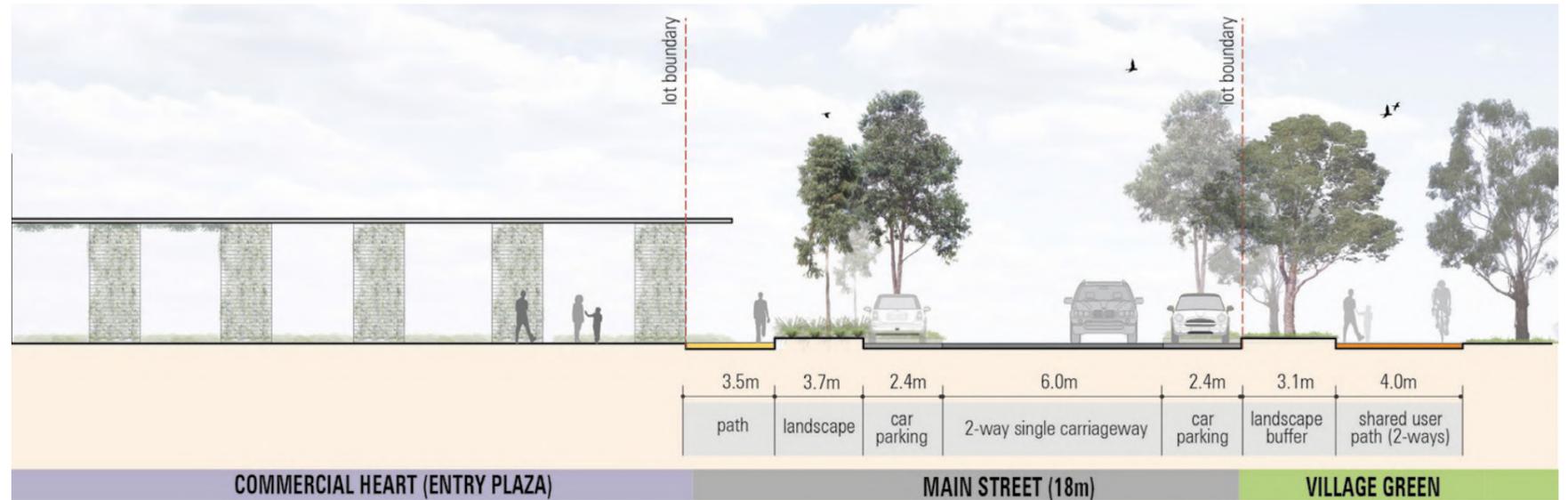


Example of fine grain frontages to open plaza

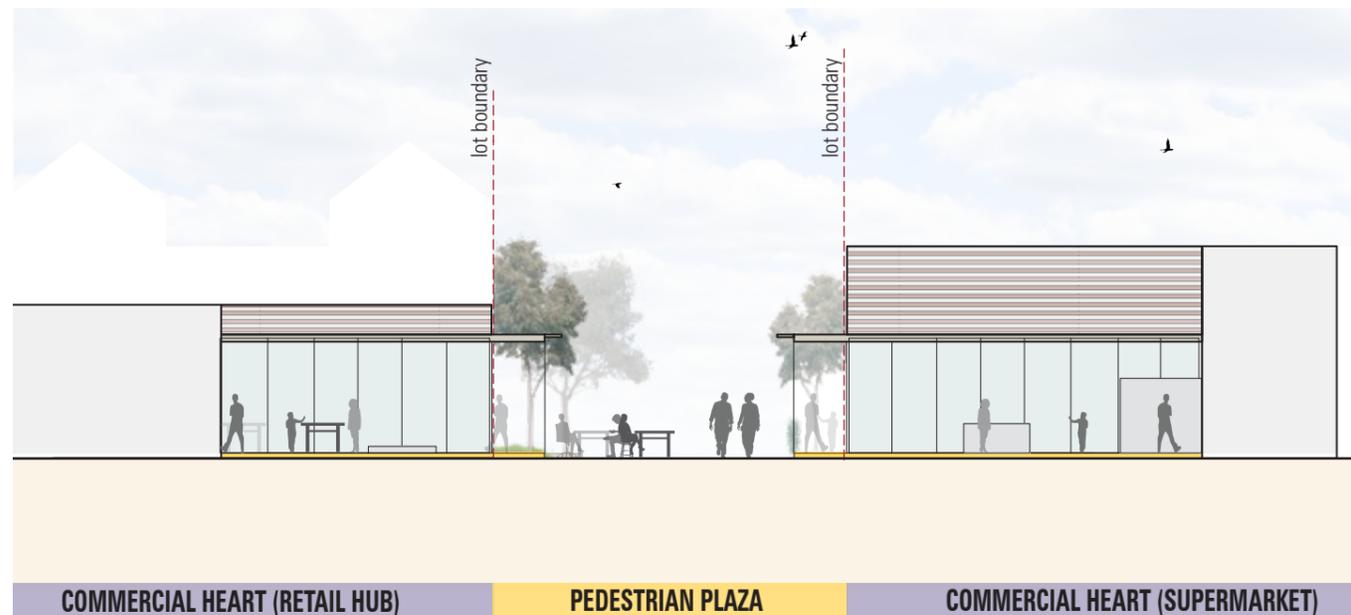
**Vehicle access and parking**

- Avoid new crossovers to Sixteenth Street to ensure pedestrian and cycle safety is maintained, acknowledging the road is identified as a future pedestrian and cycle corridor (in accordance with Amendment C100).
- Position all vehicle crossovers into at-grade parking and loading areas from Ontario Avenue, while ensuring adequate distance from the intersection with Sixteenth Street.
- Designate loading access and the primary car parking access via a shared crossover from Ontario Avenue to the south-west of the Ontario Avenue and Sixteenth Street intersection. Position a second dedicated crossover for vehicles from the local access street to the west.
- Ensure loading and unloading operations can be maintained in a forward direction by accommodating dedicated reversing/ turning bays adjacent to the loading area and separated from pedestrian movement.
- Facilitate an east - west pedestrian connection between the car park and Main Street through an open pedestrian plaza. Provide a dedicated pedestrian path along the north of the supermarket to safely filter pedestrians to and from the car park.
- Implement dedicated pedestrian crossings and wayfinding through the car park to pedestrian paths.
- Provide short-term loading bays to service specialty retail along the east side of the Local Access Street.
- Establish a raised (wombat) crossing at the Main Street from the pedestrian plaza, connecting to the Village Green.
- Ensure the main street is managed as a 'slow' street implementing kerb outstands to reduce perception of road width and create an inviting/safe pedestrian environment.
- Integrate secure bike parking and a bike station to the Main Street pedestrian plaza.
- Provide short-term parallel parking to both sides of the Main Street, framed with canopy trees and landscape to either side of the road reserve.

For further guidance, refer to **Section 2.7 (On-Street Parking)** and **Section 2.8 (Car Parking Lots)** of the Urban Design Guidelines for Victoria.



Section AA - Proposed Main Street configuration



Section BB - Proposed pedestrian plaza configuration

**Landscape & Public Realm**

- The landscape palette within this precinct should reference the horticultural surrounds of the locality, balanced with native, drought tolerant species to provide for lower maintenance landscape offering.
- Frame car parking to street frontages including Ontario Avenue and Sixteenth Street with generous landscape setbacks (minimum 2m wide) to screen views to impermeable surfaces and provide shade to the public realm.
- Provide high quality landscaping including trees within the car park to provide shade and amenity, noting residential interfaces to the south-west.
- Implement distinctive surface treatments within streetscapes and car parks to define pedestrian priority areas, outdoor dining, plazas and shared zones.
- Utilise unique pavement along the pedestrian plaza and Main Street footpath to enhance the amenity and vibrancy of the activity centre.
- Implement landscaped kerb outstands (comprising rain gardens where possible) along the main street to slow vehicle movement, frame on-street car parking and reduce hard surfaces.
- Implement a minimum 3.5m footpath plus a minimum 2.5m nature strip along the internal Main Street incorporating canopy trees and under-storey planting, maintaining views to the Village Green.
- Ensure the Main Street and pedestrian plaza, comprises seating areas at building entries and along pathways for street engagement and amenity.
- Establish a minimum landscape verges comprising canopy trees and understorey planting along the Local Access Street to provide a visual buffer to residential uses.
- Ensure any required retaining walls are designed to be no greater than 1m in height and are treated with textured materials which complement the preferred character of the Activity Centre.

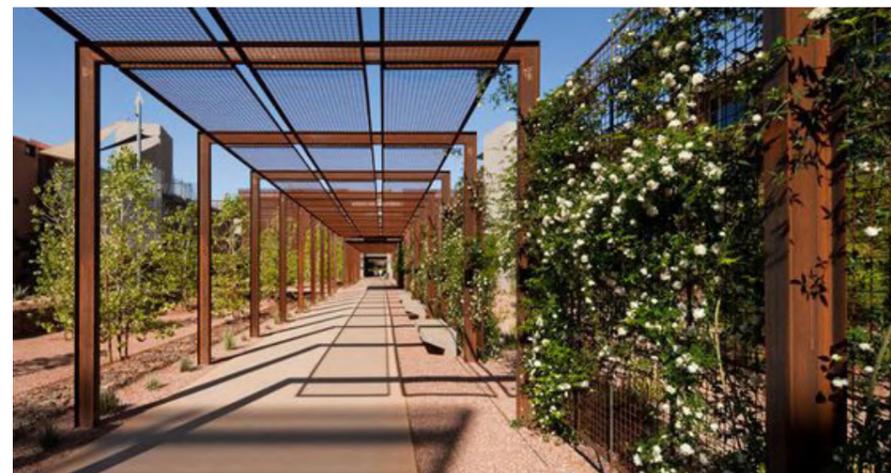
For further guidance, refer to **Section 3.2 (Streets Spaces and Plazas) & Section 6 (Objects in the Public Realm)** of the Urban Design Guidelines for Victoria.

**Stormwater Management**

- The below ground piped system located within Sixteenth Street, Ontario Avenue and within the NAC area shall be designed to convey a 1 in 5 year storm event (all precincts).
- The overland flow path for volumes above the 1 in 100 year event to be conveyed out into Sixteenth Street and Ontario Avenue (all precincts).
- Onsite detention storage for a 1 in 100 year storm event must be designed to be accommodated within the NAC area, such as car park areas and/or development footprints.



*Example of Supermarket car-park with dedicated pedestrian crossings*



*Example of a shade structure with integrated climbing landscape.*



*Example of an outdoor dining space at frontage to main commercial building footprint*

**Interim Use Opportunities**

It is important that any set aside vacant land within the precinct offers interim uses until a the expansion of the supermarket (and associated uses) is facilitated. There are many types of interim uses suited to the Mildura South NAC context. Given the expansion parcel will ultimately provide a pedestrian plaza and additional retail uses, the following interim uses are suggested as a guide:

- Public open space to host community events, public art and markets.
- Food truck park accommodating outdoor dining with shade and public amenities.
- Basketball court / tennis courts and additional recreation facilities.
- Overflow car parking.
- Other 'pop-up' businesses on a lease arrangement.



Example of a pop-up food truck park

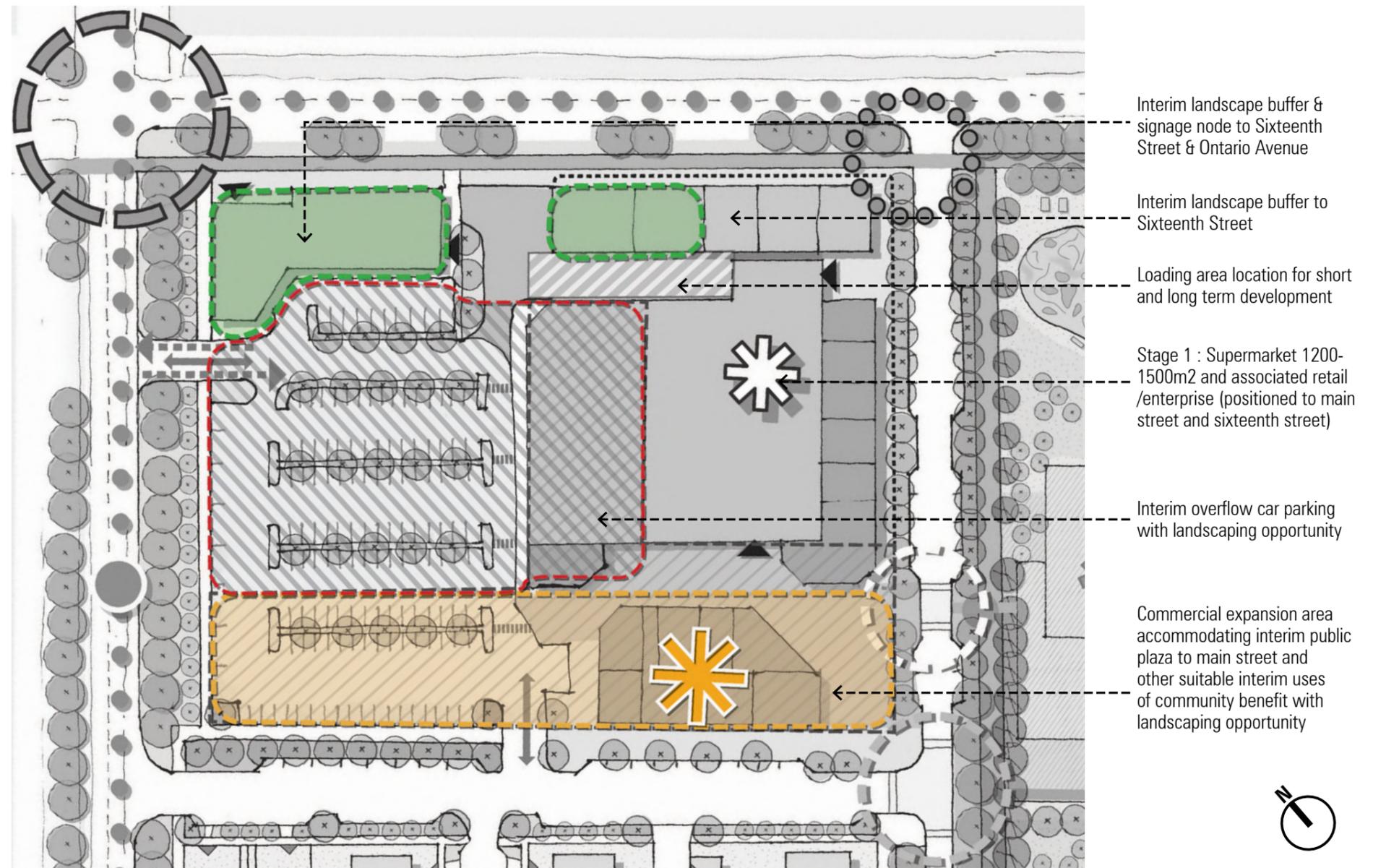


Example of a temporary public space/ events area

Acknowledging the indicative concept plan illustrates the ultimate development outcome of the commercial precinct, the following diagram indicates the preferred siting of a 1200-1500m<sup>2</sup> supermarket footprint and the indicative expansion area which can accommodate interim uses in the short-medium term.

The following table 02 also indicates the required development area to accommodate the expansion of a full line supermarket (and associated uses).

| <b>Table 02: Precinct 1 Land Budget</b>  |  |                              |
|--|--|------------------------------|
| <b>Precinct 1: Interim development of minimum 1200-1500m<sup>2</sup> supermarket</b> |  |                              |
| Commercial   | To Sixteenth Street frontage                                   | 430m <sup>2</sup>            |
| Retail   | Minimum supermarket  | 1200-1500m <sup>2</sup>      |
|  | Specialty Retail to Main Street                                | 670m <sup>2</sup>            |
| Car Parking  | Supermarket Car Park (including overflow and pedestrian paths) | 4427m <sup>2</sup> (approx.) |
|  | Future expansion area  | 4160m <sup>2</sup> (approx.) |



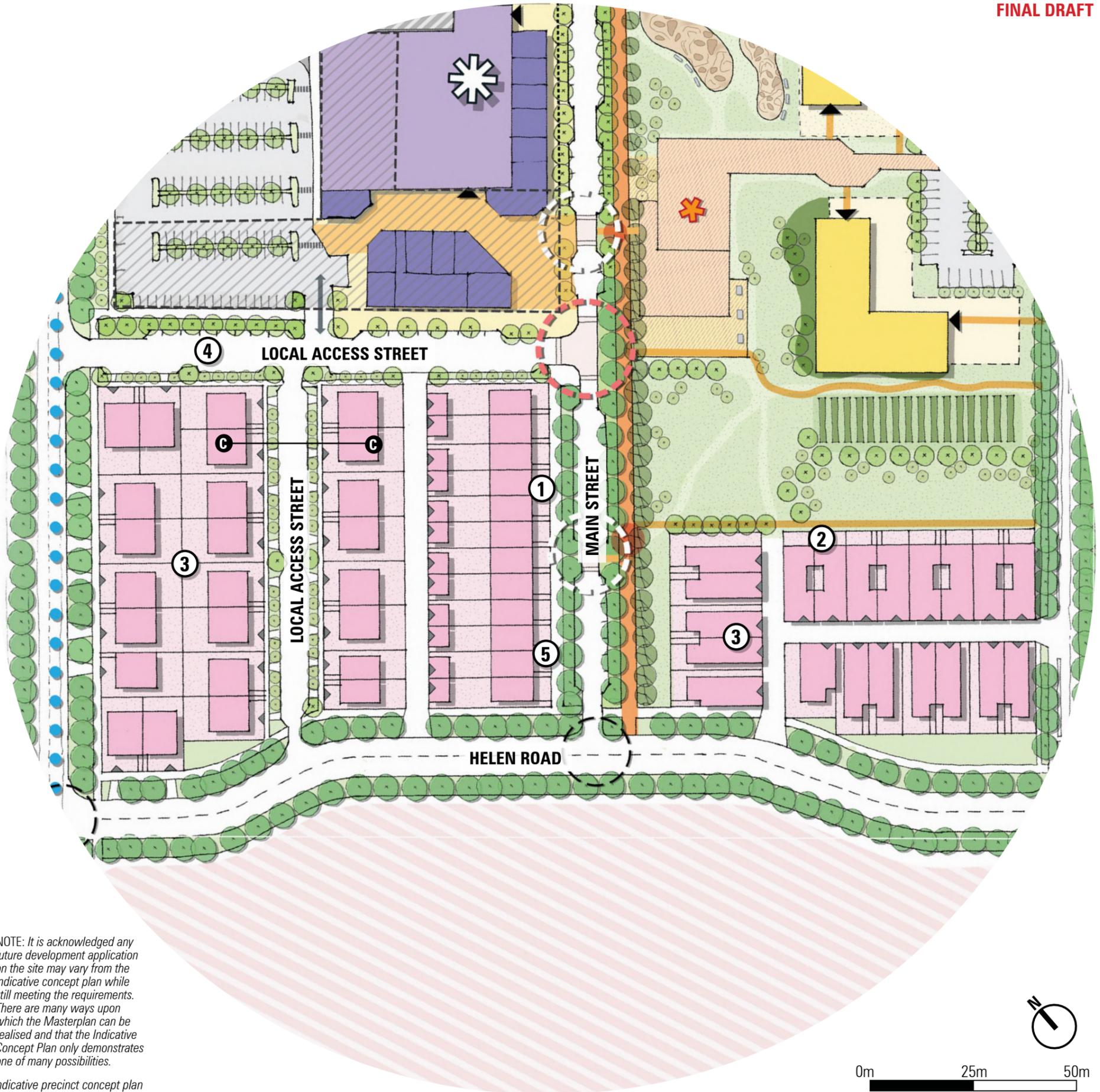
## Precinct 2: Alternative Residential

### Precinct Description

The Precinct comprises a variety of high quality medium density dwelling types offering alternative lifestyle options that cater to a variety of household types including down-sizers and young families. Future residents will benefit from amenity, services and public transport within a walking distance, minimising over-reliance on car trips. Living population in the NAC will contribute to its day and night activation and vibrancy.

### Precinct Strategies

1. Establish a precinct of well-designed, **medium density residential dwellings, maximising outlook to public open space and minimising** footpath disruption along the main street network to support a high quality pedestrian environment.
2. **Maximise the amount of park frontage.** Residential land by extending a linear park setback to the west of the Main Street comprising canopy trees and a shared user path within the Village Green.
3. Provide a diverse mix of townhouses and attached, semi-detached and duplexes (1 to 3 storeys) to support a range of household types, access needs and age groups.
4. Implement an east-west 18m **Local Access Street** between Ontario Avenue and the Main Street providing a buffer from the commercial precinct. Verges are to comprise native landscape to frame footpaths to both sides of the street.
5. Ensure dwellings maximise passive surveillance onto the public realm and are benefited with established garden setbacks to provide passive shading and amenity.



NOTE: It is acknowledged any future development application on the site may vary from the indicative concept plan while still meeting the requirements. There are many ways upon which the Masterplan can be realised and that the Indicative Concept Plan only demonstrates one of many possibilities.

Indicative precinct concept plan

0m 25m 50m

### Building Siting and Design

- Lot sizes should not exceed 350sqm and should accommodate attached, or semi-detached dwellings with sufficient area for secluded private open space (a minimum in accordance with ResCode Standard B28).
- Standard single storey detached dwellings within the NAC are generally discouraged.
- A mix of dwellings between 1-3 storeys should be encouraged with a comprising 1, 2, 3 and 4 bedroom dwellings that cater to a range of household types. Affordable, cluster or co-housing residential development models are strongly supported.
- Encourage frequent building breaks between attached housing to provide visual relief and opportunity for landscaping.
- Buildings should be setback a minimum 5m from Main Street, Helen Road and Ontario Avenue frontage accommodating front gardens including a minimum of one canopy tree (mature height of 8m).
- Dwelling entries must be clearly defined and identifiable from the street including separate pedestrian pathways to front doors.
- Dwelling orientation and separation, including upper level setbacks must be designed to maximise direct sunlight into private open space and public footpaths.
- Dwelling siting and setbacks must minimise reliance on window or balcony screening to mitigate overlooking issues.
- Utilise materials and finishes which are suited to a residential context and exhibit depth, texture and fine grain details including (but not limited to) bricks, stone or painted and natural lightweight panel/ cladding system (non-reflective).
- Roofing materials should include low profile or slimline tile roofing or powder-coated corrugated iron.
- Attached dwellings should adopt a varied palette of materials and façade articulation that enables visual breaks and dwelling definition.

For further guidance, refer to **Section 5.3 (Higher Density Residential Buildings)** of the Urban Design Guidelines for Victoria, and **the Small Lot Housing Code (VPA)**.

### Fencing & Services

- Dwellings should have no, or low front fences (1m high or less) and should be visually permeable. Where fencing along side boundaries is visible from the public realm, it should be 1m high, or less for the first 5m and up to 1.8m for the remainder. A minor landscape setback forward of the fence is encouraged
- Side fencing along pedestrian footpaths and roads should be visually permeable.
- Ensure service infrastructure such as air conditioning units are concealed and are not visually prominent from the street. Locate infrastructure services to minimise acoustic impact on adjacent properties.
- Private open space should be clear of site services.
- Dedicated bin collection areas should be located to the rear or along secondary side streets.

### Private open space and landscape

- Ensure all dwellings are provided with adequately sized private open space in the form of ground level courtyard, balcony or upper level courtyard/ rooftop area.
- Ensure private open space is highly functional and incorporates canopy vegetation and a pergola to support use during peak summer months.
- Provide 70% permeable surfaces to front setbacks, incorporating garden beds, lawn areas, gravel and permeable paving.
- Encourage the integration of plants that are drought resistant and easy to maintain.
- Ensure any required retaining walls within private open space are designed to be no greater than 1m in height and are treated with textured materials or integrated with landscape.

### Public realm and landscape

- The landscape palette for this precinct should adopt a native theme referencing the Murray River and lake surrounds, including large native trees within nature strip to provide shade and amenity.
- Grassed verges are generally discouraged in favour of native, drought tolerant species.
- Incorporate paving bands along laneways to define entries into garages and provide visual breaks along the linear concrete surface.

### Stormwater Management

- Onsite detention storage for a 1 in 100 year storm event must be designed to be accommodated within the NAC area, such as gardens or swales within nature strips, permeable paving along on-street car parking and individual water collection within residential lots (rain water tanks).



*Example of highly sustainable park frontage attached townhouses.*



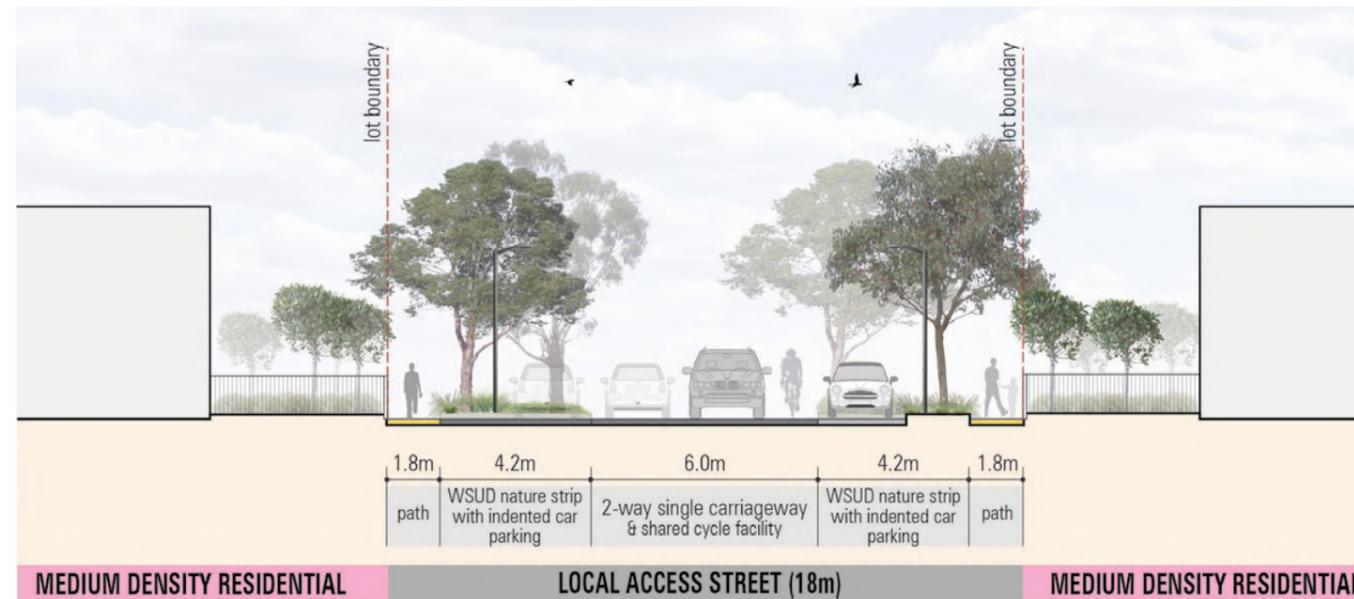
*Example of an alternative housing product with limited crossovers from the primary street frontage.*



*Example of attached duplex style dwellings with a combined crossover.*

**Vehicle access and movement**

- Car parking and garages should be located away from Main Street and future open space. Rear-loaded housing typologies is strongly supported in this location.
- Where vehicle crossovers must be provided to a street frontage, they must be designed to prioritise the safety of pedestrians and minimise pedestrian- vehicular conflict.
- Ensure crossovers are no greater than 4m wide. The consolidation of cross-overs are encouraged.
- Ensure garages and carports do not occupy more than 50% of the site frontage.
- Minimise the number of crossovers from residential lots onto Helen Road (designated secondary access road) to protect cyclist safety.
- Seek to limit vehicle access or restrict right-turning movements onto Helen Road where practical to minimise rat running through the NAC and maintain pedestrian safety between Ontario Avenue and Village Green.
- Ensure the Local Access Streets provide a minimum 1.8m wide pedestrian path and 4m wide nature strips to both sides of the street.
- Ensure driveways and laneways utilise materials and finishes, reflective of the surrounding landscape character. Suitable materials include paving, exposed aggregate and coloured concrete incorporating paving bands. Permeable paving is highly encouraged.
- Provide 1 on street visitor car space for every 2 dwellings.



NOTE: It is acknowledged any future development application on the site may vary from the indicative concept cross section while still meeting the requirements. There are many ways upon which the Masterplan can be realised and that the Indicative cross section only demonstrates one of many possibilities.

Section CC - Potential local access street profile (Indicative only)



Example of detached 2-storey townhouses with consolidated car park and communal open space with limited crossovers from the primary street frontage.



Examples of 2-storey semi-detached townhouses with front-loaded and visually recessive garages.



Example of 2-storey duplexes with front-loaded and visually recessive garages.

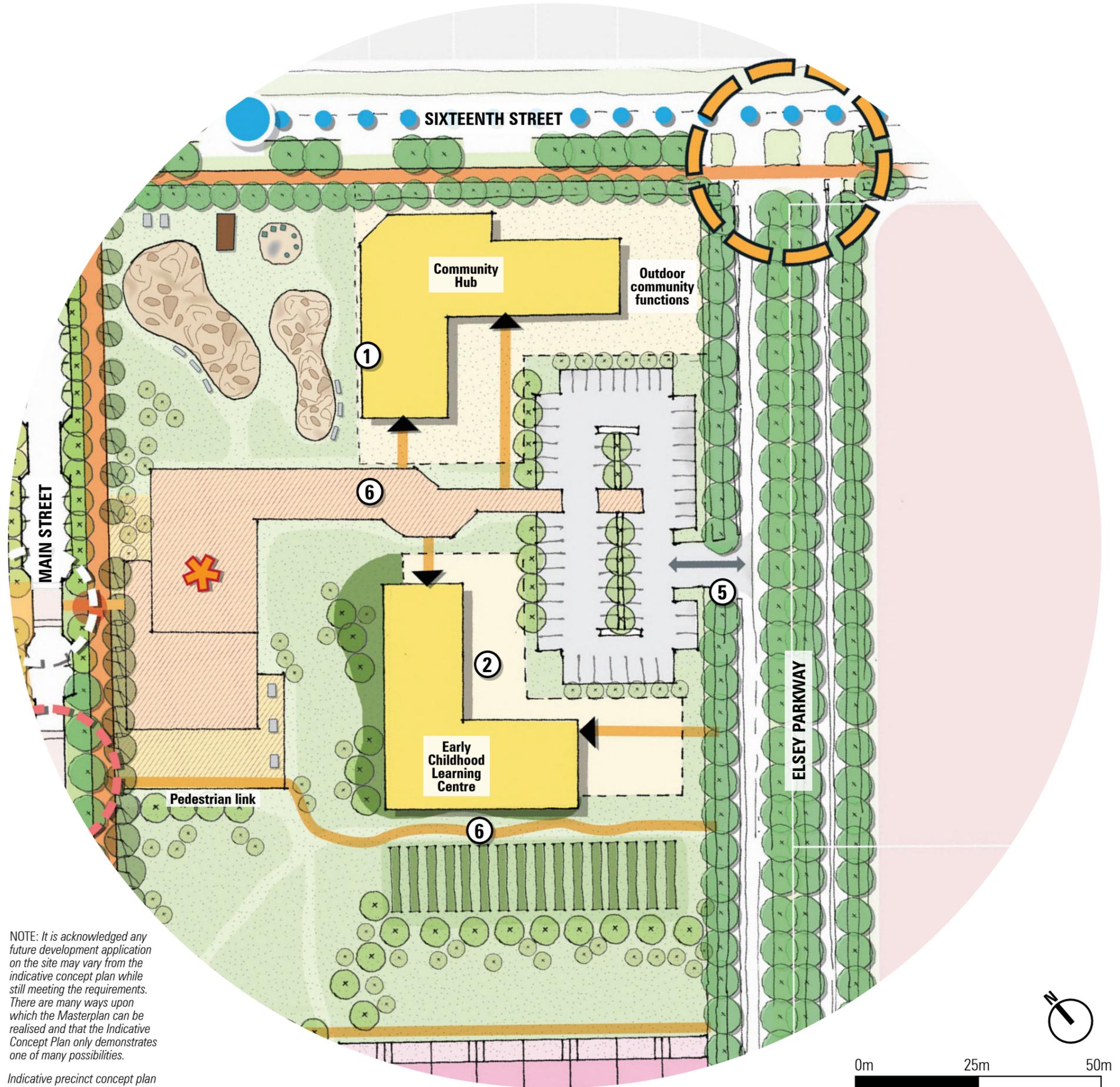
### Precinct 3: Integrated Community Hub

#### Precinct Description

The Integrated Community Precinct will be a highly sustainable and functional precinct offering a wide-range of services for a diverse population. The precinct will benefit from a direct frontage to Village Green and Sixteenth Street Greenway as well as key pedestrian and cycle connections from the future Eley Parkway. Uses within the precinct will include a balance of public and private offerings, dependant on the nature of investment within the NAC over a medium-long term period while the residential area at its periphery is established.

#### Precinct Strategies

1. Establish **free-standing buildings** positioned to address Eley Parkway, Sixteenth Street and the Village Green, offering outlook, pedestrian connectivity and potential expansion of uses during special events.
2. Support the development of **highly adaptable and functional** community buildings which can accommodate a diverse mix of uses both inside and outside. Uses may include privately owned community-based functions such as early childhood learning centres while allowing shared uses after hours.
3. Facilitate the integration of community uses which operate during both **day and evening** periods to maximise activation and surveillance within the NAC.
4. Ensure new community buildings **achieve benchmark measures Environmental Sustainable Design** and adopt low carbon footprint, integrating renewable energy, sustainable materials and passive heating/cooling to better manage long term maintenance costs for government and private community use providers.
5. Vehicle access is to be provided via a **single, crossover from Eley Parkway** to a consolidated car parking servicing both buildings.
6. Provide **clear pedestrian connections** from surrounding precincts, through the public open space to the community buildings.
7. Acknowledge location of the precinct at the highest point in the NAC through management of **onsite detention and storage** of stormwater to avoid flooding of surrounding residential and commercial areas.



NOTE: It is acknowledged any future development application on the site may vary from the indicative concept plan while still meeting the requirements. There are many ways upon which the Masterplan can be realised and that the Indicative Concept Plan only demonstrates one of many possibilities.

Indicative precinct concept plan

## Design Guidelines

### Building Siting and Design

- New buildings should not exceed 3 storeys in height and avoid overshadowing of footpaths and outdoor communal spaces.
- Buildings should be designed in the round to minimise visual exposure of 'back of house' from Elsey Parkway, Sixteenth Street and the Main Street.
- Buildings should be setback a minimum 5m setback to Elsey Parkway and Sixteenth Street to accommodate new landscape, wrapping from the public open space and car park edge between buildings and public footpaths.
- Buildings should be setback a minimum 3m setback to Public open space to accommodate landscape and open space areas for community uses.
- Ensure pedestrian entries (to all uses) are designed and sited to avoid steps or complicated ramp structures at building frontages. Any required level transitions are to be level transition contained within the building envelope.
- Building should incorporate operable façades to the public open space interface, allowing the expansion of uses for special community events.
- Encourage no fencing along the street frontage. Where fencing is to be provided for functional reason, it should be permeable to avoid inactive, blank walls and encourage passive surveillance to the surrounding public realm.
- Buildings should be designed to allow for flexibility and adaptable spaces to accommodate a range of uses.

### Vehicle access and parking

- Avoid multiple crossovers to street frontages or crossovers within close proximity to the Sixteenth Street and Elsey Parkway intersection which disrupt pedestrian and cycle paths.
- Refer to General Design Guidelines for design and management of at-grade car parking.

For further guidance, refer to **Section 2.7 (On-Street Parking)** and **Section 2.8 (Car Parking Lots)** of the Urban Design Guidelines for Victoria.

### Landscape & Public Realm

- Frame street frontages to Helen Road and Sixteenth Street with generous landscape setbacks, comprising low shrubs and grasses as well as staggered canopy vegetation, to screen views to impermeable surfaces and provide shade to the public realm.
- Incorporate native and where possible indigenous species as part of the planting regime within all setbacks.
- Provide wayfinding signage along pedestrian paths at Sixteenth Street, Elsey Parkway and within the public open space to entries of community buildings and various uses.
- Fencing to the public open space should be semi-transparent to allow outlook and passive surveillance between uses.
- Provide multiple (gated) access points from the Village Green to community uses to manage both connectivity and privacy between precincts (particularly for early childhood centres).

### Stormwater Management

- Manage onsite water detention and storage for a 1 in 100 year storm event within the site including car parking areas and/or within the building footprint (rain water tanks).



Example of outdoor community spaces and facilities



Example of a low carbon footprint early childhood learning centre



Example of a community building screened with native landscape and trees

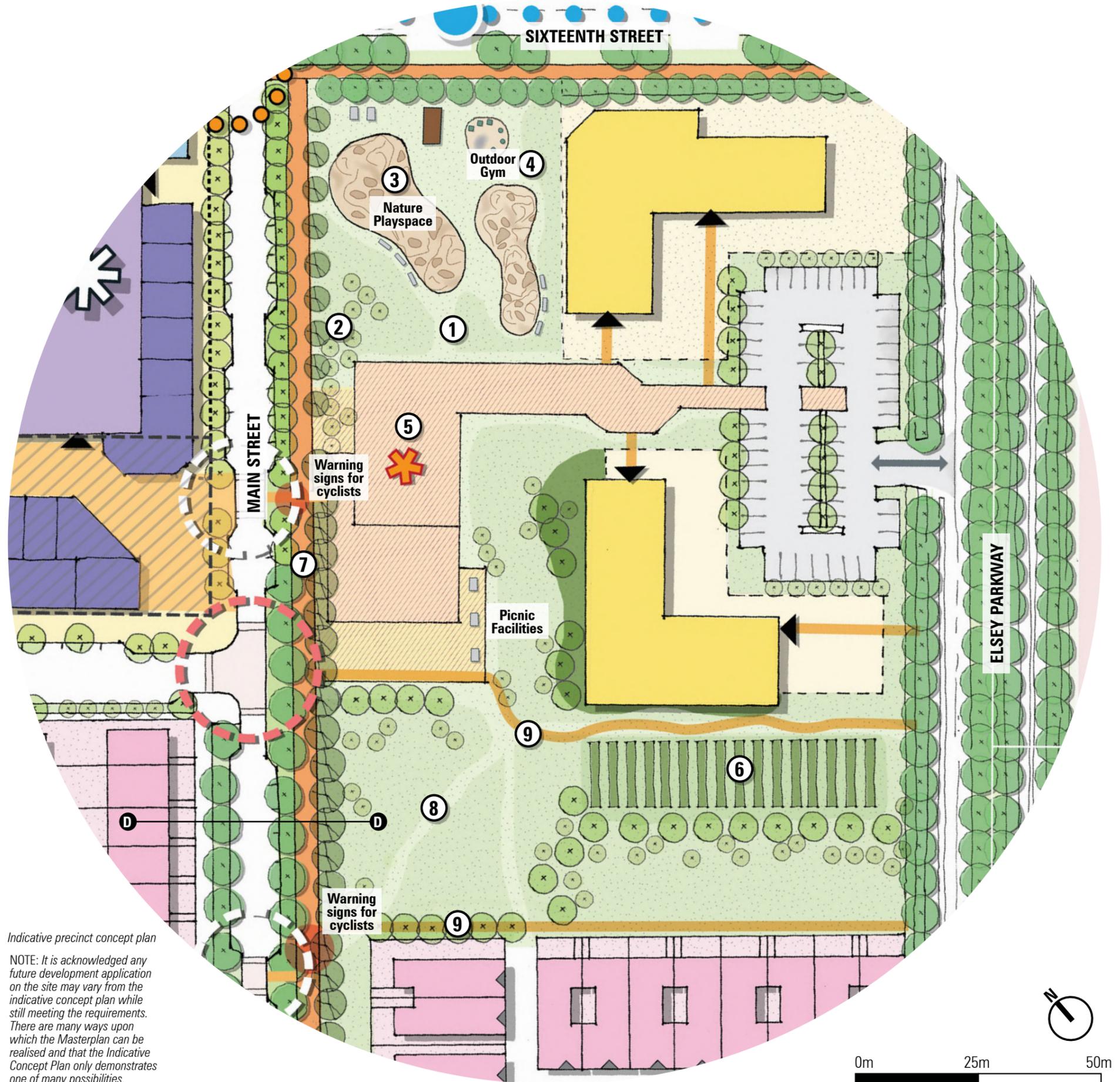
## Precinct 4: Village Green

### Precinct Description

The Village Green will be an inviting public open space in a highly accessible location at the edge of the future Greenway and Elsey Parkway. The open space will offer a range of active recreational and passive recreational activities, benefiting from direct abuttal with community uses and outlook from commercial and residential uses. The public open space will include canopy vegetation offering shade and respite to local residents, while accommodating community events during evenings and weekends to maximise the function of this important public asset.

### Precinct Strategies

1. Establish distinct precincts for uses within the public open space with the east functioning as an **active recreation** precinct, benefiting from direct connections to the Greenway and the Commercial Heart, while the south east offering **passive recreation** and contemplative spaces benefiting from direct outlook from the Lifestyle living precinct.
2. Provide a **gradual shift in landscape character** within the park between the Commercial Heart Precinct, referencing the horticultural operations of the surrounds, toward the Lifestyle Living Precinct, referencing a rural native palette of the Murray River.
3. Position a **Nature Playground and picnic area** to the north-east of the precinct benefiting from direct pedestrian connection and views from the Commercial Heart and Sixteenth Street.
4. Establish an **outdoor gym station** adjacent to the Greenway providing a bike station and rest area to maximise exposure and connections to residential areas.
5. Establish a **civic square/ flexible event space** between the Community Hub and Civic Precinct comprising an open paved area with flexible seating and framed in trees and landscape.
6. Establish a **community garden** adjacent to the community precinct and Elsey Parkway to maximise the functional use of the parkland and connect with community buildings.
7. Implement a 3m wide **shared user path** along the boundary of the precinct, adjacent to the Main Street, providing off-road cycle connections between the Greenway and Helen Road to key destinations.
8. Establish a **passive recreation area to the Main Street frontage** between the Civic Square and Helen Road offering generous garden beds and canopy planting for shade and green outlook .
9. Implement key **pedestrian pathways** through the Precinct, connecting the Parkway with the Main Street at the Commercial Heart and local street.
10. Acknowledge the sloping topography of the precinct through **onsite detention and storage** of stormwater to avoid flooding of adjacent residential and commercial areas.



Indicative precinct concept plan

NOTE: It is acknowledged any future development application on the site may vary from the indicative concept plan while still meeting the requirements. There are many ways upon which the Masterplan can be realised and that the Indicative Concept Plan only demonstrates one of many possibilities.

## Design Guidelines

### Siting and Design

- Support the realisation of a small pavilion, or shade structures and public toilets. These structures should be located closer to other activity to benefit from passive surveillance while not dominating the Village Green.
- Future pavilions/ shelter should be designed as lightweight structures maintaining views between and avoiding the presentation of high blank walls to the public realm.
- Position the nature playspace to the north-east of the Village Green to benefit from pedestrian connectivity and outlook from the active retail uses of the Commercial Heart.
- Position park benches and flexible seating nodes (i.e. seating rocks or logs) surrounding by landscape to the periphery of the nature play area to allow parental/guardian surveillance.
- Establish a low and permeable fence and gate to the perimeter of the nature playspace to restrict children from running onto the street. Position the playground access to the inside of the Village Green (south).
- Avoid siting substations or service-related infrastructure in public open space.
- Position an outdoor gym to Sixteenth Street encouraging arrival by walking and cycling. The outdoor gym should incorporate free-standing equipment and exercise facilities.
- Support a community garden hub to Eley Parkway which provides cycle and pedestrians links to the surrounding residential area and offers opportunity for future expansion as the community grows.

For further guidance, refer to **Section 3.3 (Local Parks)** of the Urban Design Guidelines for Victoria.

### Landscape & Vegetation

- Establish open lawn and garden areas to the frontage of row townhouses and the park frontage of the community precinct. Elsewhere, utilise drought tolerant, native planting or permeable surfaces such as compacted gravel where possible to avoid reliance on frequent maintenance and water.
- All grassed areas should be designed with slopes no steeper than 1:6 to manage ongoing maintenance such as mowing.
- Establish low planting in garden beds within the park, particularly to the interface with the community precinct as well as surrounding the nature playspace, picnic area and outdoor gym, to maintain views throughout the precinct.
- Establish tree planting every 10m along the shared user path adjacent to the Commercial Heart to provide views between retail uses and Village Green.
- Establish tree planting every 5m along the shared user path adjacent to the Residential Precinct to provide green outlook from dwellings and shaded recreation.
- Incorporate a mix of deciduous and evergreen canopy vegetation between the Community and Residential Precincts to provide a balance of shade and sunlight throughout the year.



Example of a nature play space



Example of pedestrian paths surrounded by native landscape



Example of an outdoor gym station



Example of a multi-functional path network providing active and passive uses

**Public Realm**

- Ensure the use of colour and materials for playground and public furniture elements has regard to the landscape character of the surrounds.
- Encourage the use of exposed aggregate or paving for new pedestrian paths in the park. Avoid the use of plain concrete.
- Implement a mix of lighting types including low level bollard, in-ground lighting and pole lighting along footpaths and at key activity areas at the north of the Village Green. Ensure lighting adjacent to the Residential precinct limits excessive spill or reflection into dwellings.

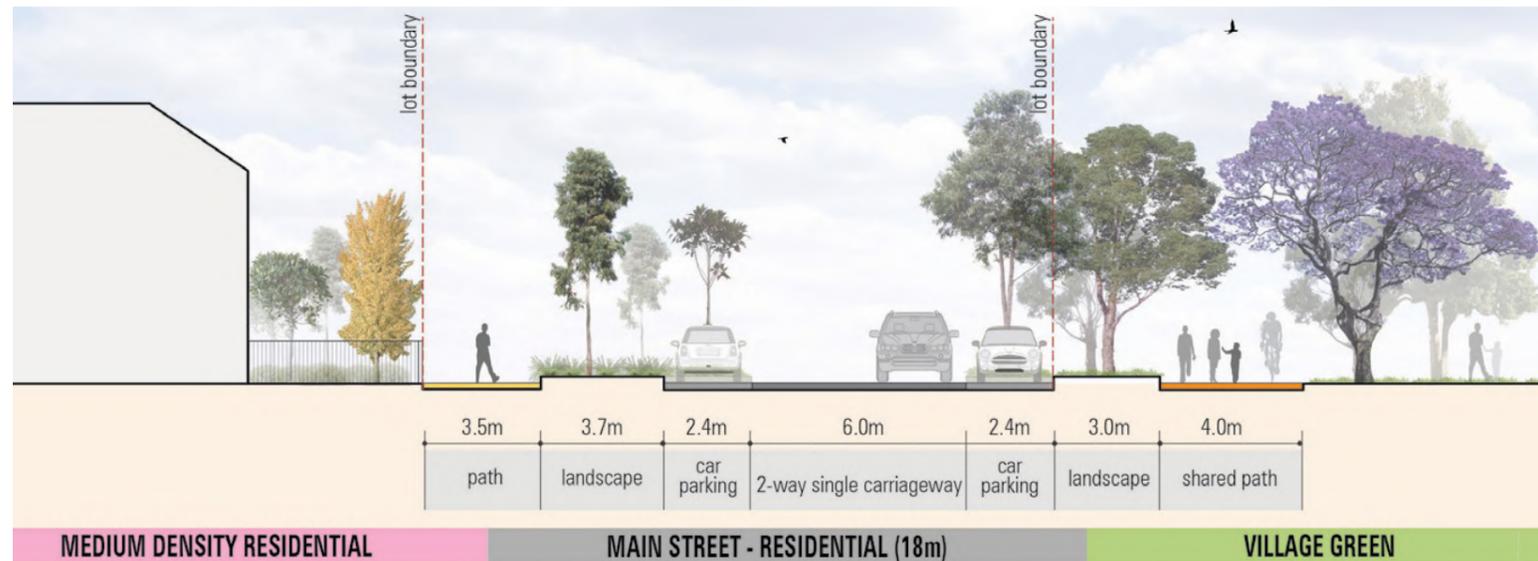
For further guidance, refer to **Section 6 (Objects in the Public Realm)** of the Urban Design Guidelines for Victoria.

**Stormwater Management**

- Manage onsite detention and storage for a 1 in 100 year storm event within permeable areas of the Village Green.

**Access and Movement**

- Establish 2 pedestrian crossings along the Main Street, including adjacent to the Commercial Heart and the Local Access Street adjacent to the Alternative Residential Precinct, providing direct pedestrian and safe pedestrian access between precincts (and uses).
- Establish warning signs to cyclists along shared user path to give way to pedestrians crossing Main Street to the Village Green. Treatments could include painted surfaces and pole signs.
- Ensure pedestrian crossings are clearly defined along the Main Street integrating signage and where possible raised treatments (i.e. wombat crossings).
- Establish parallel parking to the Main Street at the park interface to the village green.
- Establish several landscaped pinch-points along the Main Street (removing 1 parallel car park to each side of the street) between Helen Road and the Access Lane to reduce the width of the road and visual extent of parallel car parking.
- Establish bike parking at key uses within the public open space including at the playground and outdoor gym.
- Investigate opportunity for roundabout at Helen Road and Main Street intersection to calm traffic along Helen Road. This will need to consider the transition of the Helen Road eastbound bike lane onto footpath level. Alternatively a T-intersection could be accommodated in tandem with a right-turn lane.



Section DD - Proposed Main Street (Alternative Residential to Village Green)



Example of a raised wombat crossing with landscape pinch-points



Example of a mid-block pinch-point



Example of a shared user path within public open space

## Design Themes

The facilitation of a high-quality arrival experience and legible navigation through the future NAC is integral in ensuring a sense of place is achieved, framed by its unique regional landscape attributes. The NAC should exhibit a strong presence at the Sixteenth Street and Ontario Avenue junction, welcoming people on all modes of transport including pedestrians and cyclists.

The Masterplan has identified 3 key design themes which can influence design language, material and landscape palette for the precinct.

### Murray River Heritage

The Murray River is a significant environmental and cultural asset of the Mildura Region. It is the longest river in Australia, supporting an extensive ecosystem of flora and fauna with evidence of Aboriginal occupation from over 20,000 years ago.

While views to the river cannot be experienced from within study area, its proximity to Lake Hawthorn and Lake Ranfurly to the north, provide exceptional landscape and material palette references. This character can be established within the residential and community interface streets as well as within the adjacent public open space (to the west of the NAC).

### Horticultural Surrounds

The introduction of irrigation within the region in the late 19th century facilitated a rapid expansion of farming for the production of fruit and vegetables, establishing as a critical economic and employment contributor for Mildura.

Acknowledging the most recent use of the land as a vineyard and existing horticultural operations at the periphery of the Mildura South Growth Area, references to this unique character can be recognised within the public realm, particularly surrounding the Greenway and commercial area and potentially to vacant sites in the interim.

### Greenway Interface

The proposed Sixteenth Street Greenway provides a useful reference for the future design of the public realm in the NAC. The ambition of the Greenway is to provide relatively uninterrupted pedestrian and cycle movement along the southern side of the road reserve, framed by new canopy vegetation, linear native under-storey planting and dry river bed swales.

This proposed treatment lends itself to expand into the adjacent public open space and Main Street within the NAC, to enhance the wayfinding experience of the study area as a pedestrian and cycle focused centre.

## MURRAY RIVER HERITAGE



## HORTICULTURAL SURROUNDS



## GREENWAY INTERFACE



# PART 4: IMPLEMENTATION RECOMMENDATIONS

The following section outlines a brief discussion on a range of issues, considerations and recommendations associated with the implementation of the Masterplan.

## Issues & considerations

One of the key strengths of the Masterplan lies in its ability to set a template to guide and influence development approvals within the neighbourhood activity centre and the balance of the Masterplan area. It also functions to identify areas of public works and community facilities, such as the Integrated Community Hub (Precinct 3) and the Village Green (Precinct 4).

A key issue for the masterplan to contemplate relates to the potential funding of various civil and community infrastructure. In a typical Precinct Structure Plan process, during the rezoning of the land for future urban development it involves the preparation of the Development Contributions Plan Overlay (DCPO) which outlines a range of required developer contributions required to deliver identified civil and community infrastructure. From a review of the current planning controls a DCPO currently applies to the land, and sets out required financial contributions to be applied to future development.

However, a quite important consideration for the current Masterplan is that the public and community facilities outlined for Precincts 3 & 4 were not previously identified nor costed within the DCPO. This means there is no formal mechanism for Council to charge a developer contribution towards the cost of these identified facilities.

With regard to the proposed Integrated Community Hub (Precinct 3), the Masterplan designates that it is intended to be a: *highly adaptable and functional community building which can accommodate a diverse mix of uses both inside and outside. Uses may include privately owned community-based functions such as early childhood learning centres while allowing shared uses after hours*.

In order to further inform the size and type of community hub building required, as well as the intended future uses, it is necessary to undertake a detailed analysis of required community infrastructure. This additional piece of work would function to determine the size and requirements based on current and future needs and demand as the Mildura South growth front progressively develops. However, without this work having been completed, it creates uncertainty for Council regarding exactly what community facilities are needed to be delivered, as well as the financial ability to deliver such facilities to meet current and future demand.

Yet, in considering the broader question of the timely facilitation of development within the Masterplan area, Council does have an option to take a leading role. For example, Council could choose to take the lead in the facilitation of the Masterplan by opting to solely fund and develop such community facilities early. Should Council opt for this approach, it would function as a catalyst to encourage the timely development within the balance of the Masterplan area, particularly as it would be likely to stimulate sales and development of private land for residential development in the knowledge that community facilities are already in place, or in the process of being developed. However, should Council not be in a financial position to facilitate community infrastructure in this matter, there is potential to look at other public/ private partnership models to assist with its timely delivery.

Beyond such considerations, the Masterplan will act best as a mechanism to assess development proposals and functions as an advocacy tool for Council.

## Potential staging

The potential staging of development within a PSP or Masterplan becomes a much greater consideration when dealing with large land parcels or development fronts, so as to ensure the appropriate sequencing of development relative to the roll out of civil infrastructure (power, gas, water sewerage etc). Due to the more compact size of land within the Masterplan area, sequencing of development is of lesser concern, although some initial investigations with servicing authorities is warranted.

Assuming that civil infrastructure does not raise any staging or sequencing issues, potential staging is more related to timing of the establishment of commercial and community facilities. Often a significant criticism of residents moving into new residential estates is the time lag between the completion of housing and the development of commercial and community facilities.

For obvious reasons commercial businesses are clearly not interested in developing and opening shops in the absence of an established commercial catchment. However, to avoid a potential delay in commercial businesses being established, Council could investigate a range of financial incentives such as rate reductions to encourage the earlier establishment of commercial businesses.

Likewise, as briefly discussed in the section above, Council could opt to facilitate the early development of the Integrated Community Hub (Precinct 3) and/ or the Village Green (Precinct 4).

## Recommended actions

To ensure the masterplan has the greatest success of implementing its vision, this section identifies a number of recommended actions and specific projects across short, medium and long timeframes:

- Short term – 0 to 2 years
- Medium term – 3 to 5 years
- Long term – 6+ years

Each action has been further defined by the following categories to assist with their planning and delivery:

- Precinct – the precinct/s to which the action relates.
- Tool – how the action is to be implemented.
- Responsibility – person, department, or agency responsible for implementation.
- Requirement – whether or not the action is a mandatory action for Council, or could be actioned on a discretionary basis.
- Funding source – potential funding source to implement action.

| Action   | Precinct         | Tool   | Responsibility  | Requirement   | Funding Source  |
|--|------------------|--|---|---------------|---|
| Short Term   |                  |  |   |               |   |
| Following public consultation, finalise the Masterplan for formal endorsement and adoption by Council in accordance with the UGZ.  | All              | Council meeting                                      | Council Planning Department   | Mandatory     | N/A – facilitated as part of normal Council functions   |
| Develop an internal monitoring and review process, and embed within Council processes to ensure outcomes of masterplan are achieved and workable.  | All              | Internal Council processes                           | Council Planning Department (in consultation with relevant departments)               | Mandatory     | N/A – facilitated as part of normal Council functions   |
| Liaise within servicing authorities (water, sewerage, power, gas, telecommunications), to establish if there are any technical servicing issues which would inform or influence staging of development within the Masterplan area.   | All              | Advocacy<br>(with all relevant servicing agencies)   | Council Planning Department (or otherwise as delegated to other Council departments), | Discretionary | N/A – facilitated as part of normal Council functions   |
| Work closely with developers/ permit applicant to ensure surrounding residential subdivision approvals acknowledge the peripheral road network established under the Development Plan, Precinct Structure Plan and reinforced in Masterplan.   | All              | Advocacy<br>(with developers / permit applicants)    | Council Planning Department   | Discretionary | N/A – facilitated as part of normal Council functions   |
| Planning Department to proactively work with developers / permit applicants to ensure guidelines and strategies outlined in the masterplan are actively worked into schematic design/s.  | Precinct 1 and 2 | Advocacy<br>(with developers / permit applicants)    | Council Planning Department   | Discretionary | N/A – facilitated as part of normal Council functions   |
| Undertake community infrastructure analysis to establish the current and future needs and demand for community facilities, and to determine the type and timing of delivery of required facilities.  | Precinct 3       | Strategy   | Council Community Infrastructure & Services Department                                | Mandatory     | Council funds may need to be allocated, otherwise facilitated as part of normal Council functions |
| Investigate Council's ability to acquire land for Precinct 3 early and to potentially facilitate the development of the Integrated Community Hub.  | Precinct 3       | Internal Council processes                           | Council Assets, Community Infrastructure & Services Departments                       | Discretionary | Council funds may need to be allocated, otherwise facilitated as part of normal Council functions |
| Investigate the potential for Council to lease/sell community hub land to accommodate privately operated facilities.   | Precinct 3       | Internal Council processes & commercial negotiations | Council Assets, Community Infrastructure & Services Departments                       | Discretionary | Council funds may need to be allocated, otherwise facilitated as part of normal Council functions |
| Seek the early purchase/ acquisition of land bounded by Sixteenth Street, Main Street, Eley Parkway and Precinct 3 to facilitate the early development of the active elements of the Village Green, including the nature playspace, picnic facilities, community garden and outdoor gym. | Precinct 4       | Advocacy and negotiation with landowners             | Council Assets, Community Infrastructure & Services Departments                       | Discretionary | Council funds, or other sources of grant funding  |
| Develop parking demand and management strategy for the centre to inform car parking requirements.  | All              | Strategies   | Council Planning Department   | Discretionary | Council funds may need to be allocated, otherwise facilitated as part of normal Council functions |
| Investigate undertaking a formal amendment to the existing DCPO to capture additional funds required to development community infrastructure elements to be delivered in line with the Masterplan.   | Precincts        | Planning Scheme Amendment                            | Council Planning Department   | Mandatory     | N/A – facilitated as part of normal Council functions   |

| Medium Term   |                  |  |   |               |   |
|---|------------------|--|---|---------------|---|
| Undertake ongoing monitoring and review of the Masterplan implementation in line with the process developed and established in the short term.  | All              | Council internal processes                   | Council Planning Department (in consultation with relevant departments)   | Mandatory     | N/A – facilitated as part of normal Council functions   |
| Ensure subdivision and development applications are generally in accordance with guidelines and strategies of masterplan.   | Precinct 1 and 2 | Development applications                     | Council Planning Department   | Mandatory     | N/A – facilitated as part of normal Council functions   |
| Tender Expression of Interest for private operator and developer for community hub and potential for Public Private Partnership with Council.   | Precinct 3       | Tender                                       | Council Community Buildings Department                                    | Discretionary | N/A – facilitated as part of normal Council functions   |
| Develop masterplan for village green and tender for construction.   | Precinct 4       | Public space                                 | Council Parks Department  | Mandatory     | Council funds, grants or other sources of grant funding |
| Determine potential for Council development of public car parking site as incentive for commercial development based on current market demand for supermarket development.  | Precinct 1       | Capital Works                                | Capital Works   | Discretionary | N/A – facilitated as part of normal Council functions   |
| Investigate opportunities for Council to be able to provide economic incentives such as rates reductions to secure an anchor tenant and early development the supermarket site.   | Precinct 1       | Advocacy with developers / permit applicants | Council Economics Department & land owner                                 | Discretionary | N/A – facilitated as part of normal Council functions   |
| Work with PTV and bus operators to explore location of bus stops and interchanges and design and deliver infrastructure.  | Precinct 1 and 3 | Advocacy                                     | Council, PTV, Bus operator  | Mandatory     | N/A – facilitated as part of normal Council functions   |
| Planning permit for subdivision and development to condition the construction of local streets, public realm, and infrastructure, as determined by public works list, generally in accordance with Master Plan and Council Engineering Department requirements. | Precinct 1 and 2 | Development applications                     | Council Planning Department, Council Infrastructure Department, developer | Mandatory     | Developer works   |
| Facilitate the acquisition of the balance of Precinct 4, bounded by Main Street, Helen Road and Precinct 4, and undertake completion of passive recreational areas.   | Precinct 4       | Advocacy and negotiation with landowners     | Council Assets, Parks and Recreation                                      | Mandatory     | Council funds, or other source of grant funding         |
| If the early acquisition and development of the northern active area of Precinct 4 is not possible, facilitate the acquisition of the entirety of Precinct 4, and undertake the full development of Precinct 4.   | Precinct 4       | Advocacy and negotiation with landowners     | Council Assets, Parks and Recreation                                      | Mandatory     | Council funds, or other source of grant funding         |
| Long Term   |                  |  |   |               |   |
| Undertake ongoing monitoring and review of the Masterplan implementation in line with the process developed and established in the short term.  | All              | Council internal processes                   | Council Planning Department (in consultation with relevant departments)   | Mandatory     | N/A – facilitated as part of normal Council functions   |
| Rezone land within activity centre to ensure consistency with completed activity centre development (C1Z, RGZ, PPRZ, PUZ).  | All              | Planning Scheme Amendment                    | Council Planning Department   | Mandatory     | N/A – facilitated as part of normal Council functions   |

## Monitor and Review

The Masterplan has been developed based on the latest and most up-to-date information available and in line with Council aspirations. Due to the nature of a masterplan, it will likely be subject to change as new information becomes available; as various stages of development are negotiated with private developers; and with changing Council directions.

Key influences that may result in changes to the masterplan are:

- Future changes in retail and commercial demand.
- The provision of community facilities in line with need & demand analysis.
- A lack of development occurring on the ground within a given timeframe.

It is important then that the Master Plan is subject to review at various intervals and as different stages are implemented so as the document is workable and flexible enough to adapt to change.

# APPENDIX 1

INDICATIVE CONCEPT PLAN



Legend

| Land Use and Activity                              |  |
|--|--|
| Retail anchor                                      |  |
| Civic plaza  |  |
| Supermarket  |  |
| Commercial expansion area                          |  |
| Speciality retail                                  |  |
| Commercial   |  |
| Medium Density Residential                         |  |
| Community and civic                                |  |
| Public open space                                  |  |
| Existing residential subdivision                   |  |
| Approved residential subdivision                   |  |
| Proposed residential subdivision                   |  |
| Indicative park seating nodes                      |  |
| Potential public toilet                            |  |
| Extent of awning                                   |  |
| Access and Movement                                |  |
| Pedestrian desire line                             |  |
| Loading access/egress                              |  |
| Car park entry/exit                                |  |
| Shared user path                                   |  |
| Pedestrian Plaza                                   |  |
| Future signalised intersection                     |  |
| Future T-intersection upgrade                      |  |
| Giveaway sign & raised crossing                    |  |
| Wombat Crossing                                    |  |
| Raised intersection                                |  |
| Cyclist giveaway point (surface treatment & signs) |  |
| Potential future roundabout                        |  |
| Potential bus route/ bus stop                      |  |
| Building address                                   |  |
| Garage access                                      |  |
| Potential loading dock                             |  |

NOTE: It is acknowledged any future development application on the site may vary from the indicative concept plan while still meeting the requirements. There are many ways upon which the Masterplan can be realised and that the Indicative Concept Plan only demonstrates one of many possibilities.

