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Mildura Rural City Council

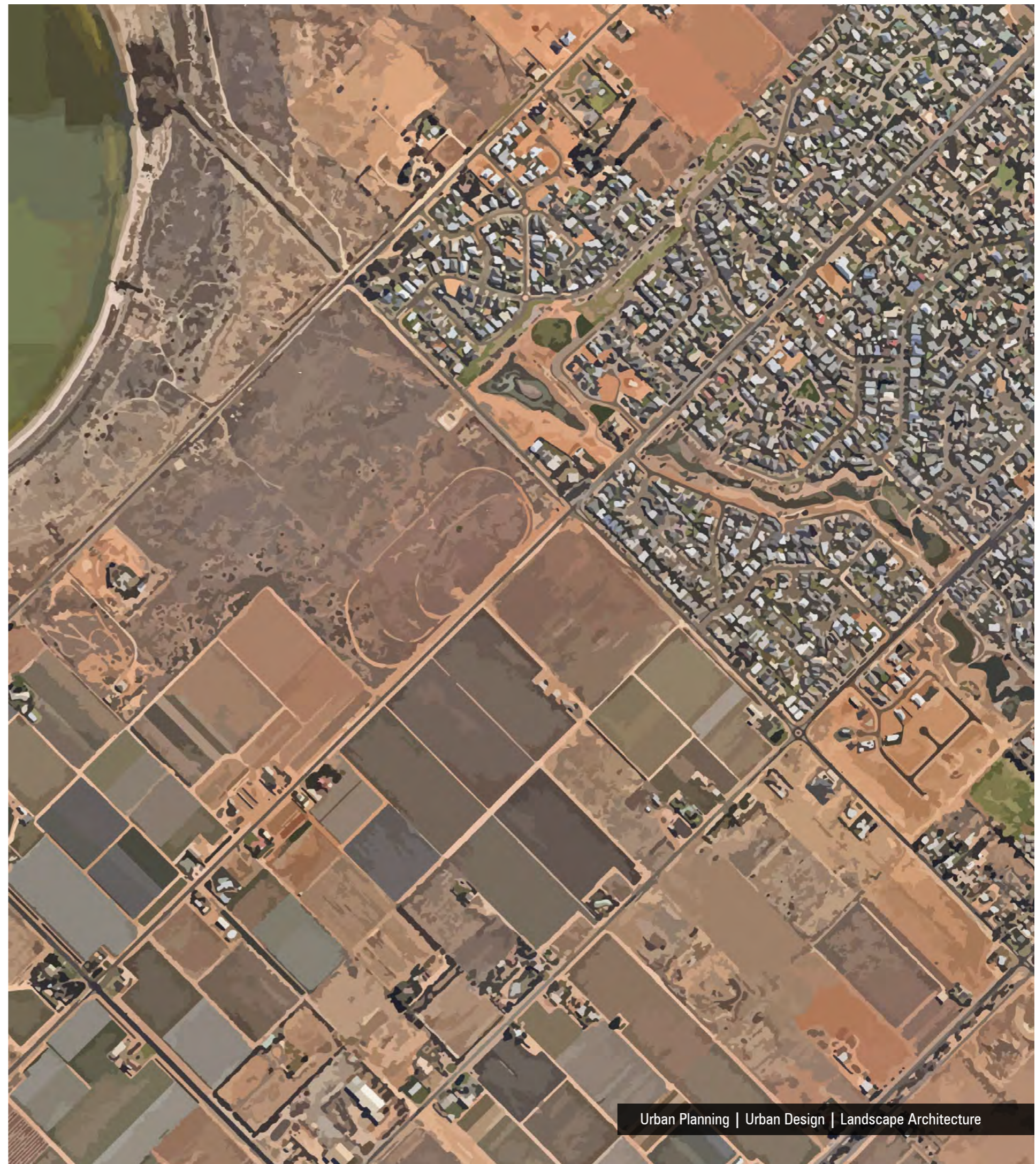


MILDURA SOUTH NEIGHBOURHOOD ACTIVITY CENTRE **MASTERPLAN**

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

September 2019

DRAFT - 3



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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 2015.

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 3,500-4,000m² 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 preparation of the Development Plan and prior to the preparation of 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 6).

Furthermore, in the absence of any detailed strategic analysis for Community Infrastructure, the team has engaged 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 7).

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.

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 three 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.

PART 1: BACKGROUND

MILDURA SOUTH CONTEXT

The Study Area

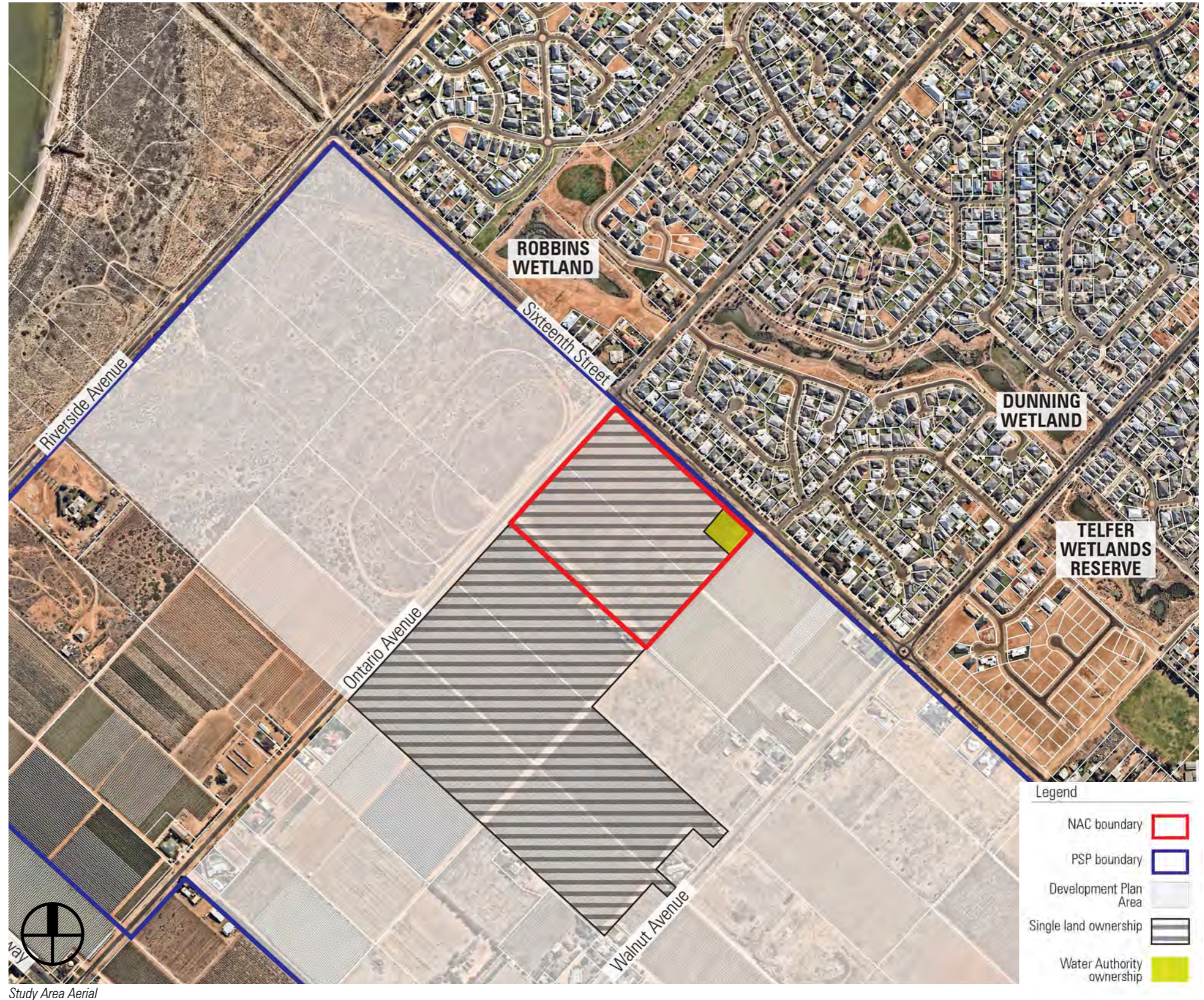
Mildura South NAC forms part of the approved Mildura South PSP area, delivered through Amendment C75. The study area is 8ha in size, positioned to the corner of Sixteenth Street and Ontario Avenue, approximately 5km to the south-west of the Mildura central business district. The study area is positioned 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 2550m² 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.



Study Area Aerial

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
 - Mildura Station
 - 400m radius from potential supermarket



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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.

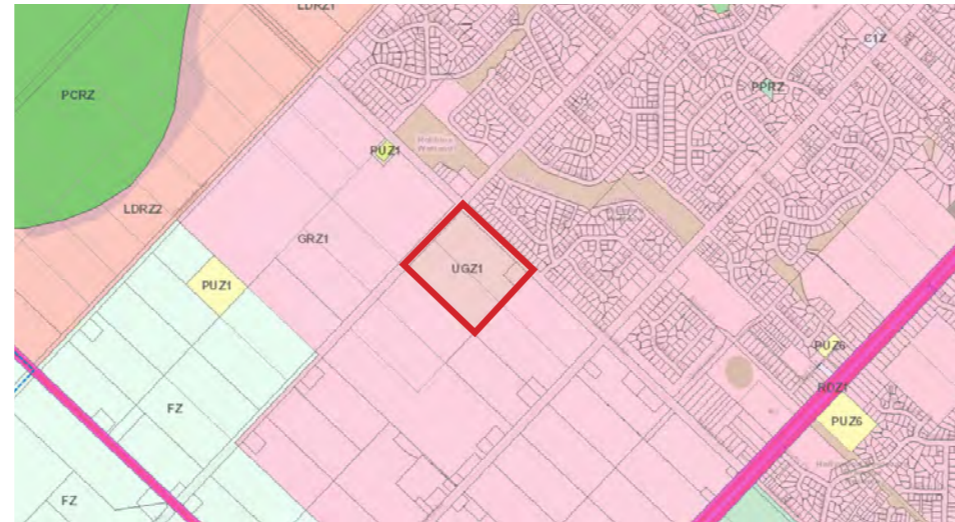
Planning Overlays

The following overlays apply to the study area:

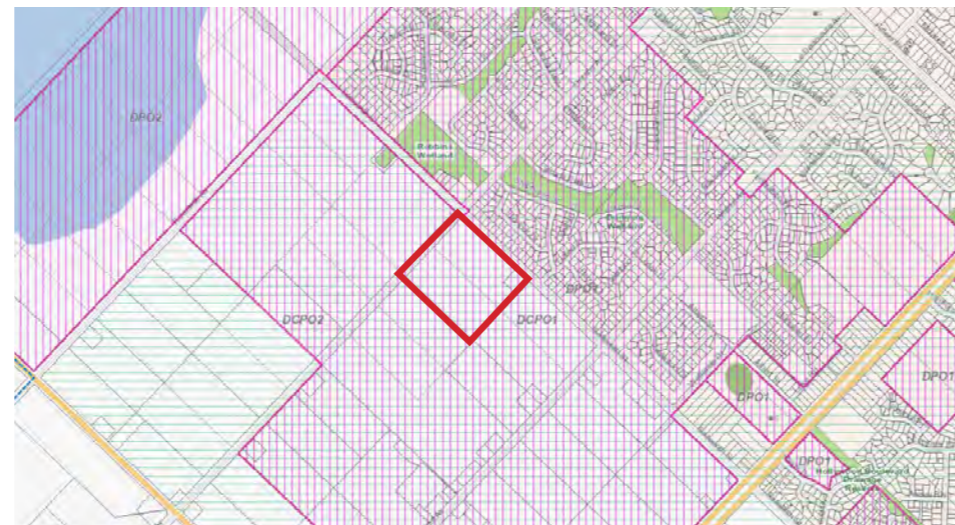
Design and Development Overlay – Schedule 8 (DD08) Mildura Airport – Obstacle Height Area No.1 applies to the study area. The Objective of this policy is to ensure that building height does not adversely affect the operation of the Mildura Airport.

The Development Contribution Plan Overlay, Schedule 1 (DCP01) 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”.

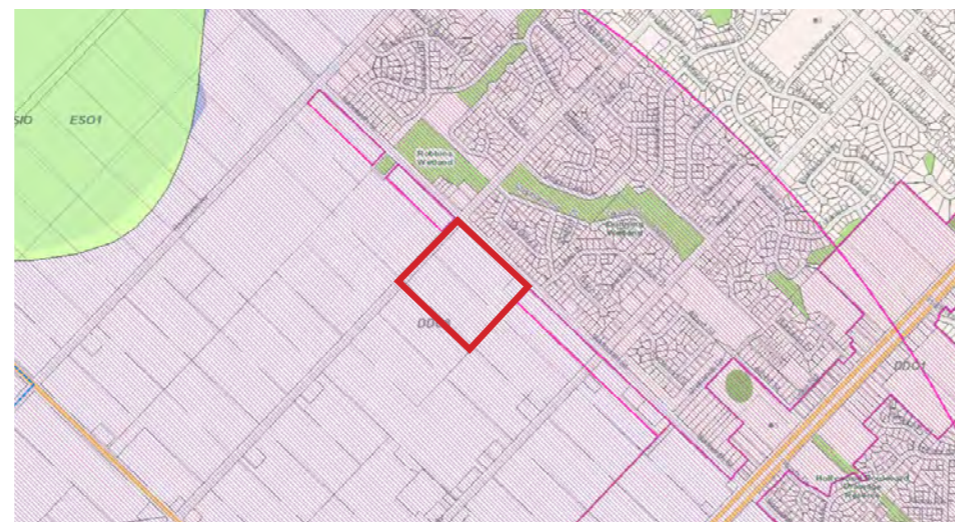
Salinity Management Overlay (SMO) affects the entire study area. As identified under this Overlay, the study area has a Level 2 – Moderate Risk.



Planning Zones



Planning Overlays: DCPO & DPO



Planning Overlays: DD0

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.

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. The notational area requirements can be referred to in the table below:

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.

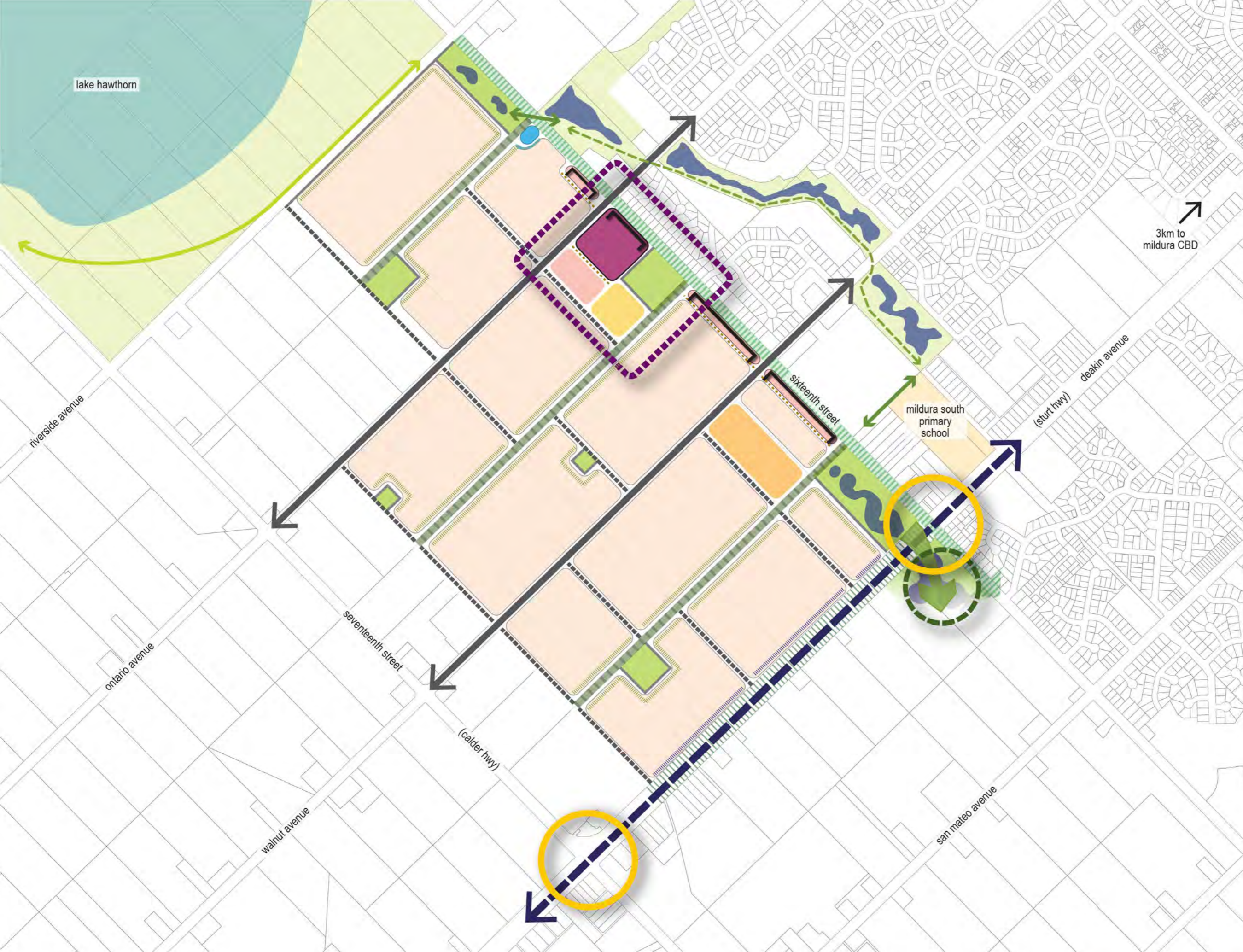
Refer to Appendix A for a comprehensive review of background documents including a table of recommendations outlining key considerations found within the earlier Development Plan (2014), Economic Assessment Report (2018) and the Sixteenth Street Masterplan (2016) and how they may influence the curation of the masterplan in following Stages. The table is broken into 3 themes including access and movement, public open space and land use mix.

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



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 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, pending endorsed plans. A key component of the Condition 1 requirements is to acknowledge the preferred road alignment of Helen Road and Elsey Parkway as illustrated within the PSP and Development 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 3000m² 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.

Consolidation of Issues & Opportunities

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

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.

