



## vision for the mildura–irymple interface

mildura–irymple interface study: **final report**

prepared for mildura rural city council by hansen partnership pty ltd

may 2006



## table of contents

<b>part a: the plan .....</b>	<b>4</b>
<b>1 introduction .....</b>	<b>4</b>
<b>2 the non – urban break.....</b>	<b>4</b>
2.1 where is the non-urban break?	4
2.2 the relationship between Mildura and Irymple	4
2.3 what is the intent of the non-urban break?	7
2.4 has the non-urban break been compromised?	11
2.5 weight given to non-urban break	12
2.6 can its intent be achieved differently?	13
<b>3 what is an appropriate future for the non-urban break?.....</b>	<b>14</b>
3.1 summary of influences	14
3.2 recommendations	15
3.3 how will we refer to the area in the future?	15
<b>4 vision.....</b>	<b>16</b>
4.1 overall vision	16
4.2 precinct 1: benetook avenue	21
4.2.1 key Issues .....	21
4.2.2 preferred future.....	22
4.2.3 objective .....	23
4.2.4 strategies.....	23
4.2.5 implications.....	24
4.3 precinct 2: north fifteenth street	28
4.3.1 key issues.....	28
4.3.2 preferred future.....	29
4.3.3 objective .....	29
4.3.4 strategies.....	30
4.3.5 implications.....	31
4.4 precinct 3: fifteenth street	34
4.4.1 expectation for precinct .....	34
4.4.2 objective .....	44
4.4.3 strategies.....	45
4.4.4 implications.....	48
4.5 precinct 4: south fifteenth street	52
4.5.1 expectation for precinct .....	52
4.5.2 objectives .....	52
4.5.3 strategies.....	52
4.5.4 implications.....	53
<b>5 implementation.....</b>	<b>54</b>



5.1	amendments to the planning scheme	54
5.1.1	municipal strategic statement (mss)	54
5.1.2	local planning policy framework (lppf)	55
5.2	implementation schedule	65
<b>part b: strategic justification</b>		<b>71</b>
<b>6</b>	<b>influences</b>	<b>71</b>
6.1	planning policy framework	71
6.1.1	non-urban break	71
6.1.2	amendment VC24	73
6.1.3	amendment C28	74
6.1.4	amendment C29	74
6.1.5	state planning policy framework (sppf)	75
6.1.6	municipal strategic statement (mss)	75
6.1.7	overlays	76
6.2	regional role	76
6.3	land supply and demand	78
6.3.1	rural land	78
6.3.2	residential land	81
6.3.3	business land	87
6.3.4	industrial land	89
6.4	key projects / development opportunities	90
6.5	image and presentation	91
6.6	stakeholder input	92
6.7	access and mobility	94

## table of figures

figure 1:	context plan	6
figure 2:	sub regional context plan	8
figure 3:	mildura town structure plan	9
figure 4:	irymple town structure plan	10
figure 5:	the framework plan	18
figure 6:	precinct 1: benetook avenue	27
figure 7:	precinct 2: north of fifteenth street	33
figure 8:	precinct 3: fifteenth street	51
figure 9:	interim framework plan	69
figure 10:	fifteenth street east montage	69
figure 10:	fifteenth street east montage	70
figure 11:	urban growth context	72
figure 12:	new zones for rural victoria	73
figure 13:	residential staging sequence plan (2030)	84
figure 14:	existing stormwater servicing capacity of R1Z land	86



## appendices

appendix a – study area analysis

appendix b – policy review

appendix c – community and stakeholder consultation



## part a: the plan

### 1 introduction

Hansen Partnership has been engaged by Mildura Rural City Council to prepare a *'Land Use Vision and Urban Design Framework for the Mildura – Irymple Interface Area'*. The project aims to:

*'Provide Council with a long term Vision and accompanying Urban Design Framework to guide future planning scheme policy and controls, subdivision, development and use in this important area of Mildura'.*

The Land Use Vision and Urban Design Framework has been undertaken in a collaborative manner to ensure the development of a rigorous and comprehensive strategy.

### 2 the non – urban break

#### 2.1 where is the non-urban break?

As identified in the Mildura Planning Scheme the non-urban break is denoted by an area of rural land between the urban edges of Mildura and Irymple. It occurs between Benetook and Sandilong Avenues to either side of Fifteenth Street (Refer to **Figure 1**). Fifteenth Street symbolises the primary face of the non-urban break.

#### 2.2 the relationship between Mildura and Irymple

Mildura and Irymple are inexorably linked. While they are distinctive settlements some distance apart, the relationship between them is anchored in the economic, environmental and social evolution of the Sunraysia region. While they are physically connected by road and infrastructure, they are distinctive places in their own right, with particular attributes and characteristics that attract (and to a lesser degree detract) change.

Historically, Mildura and Irymple have evolved as separate places. While emerging through development of the First Mildura Irrigation Trust (FMIT) in late 19<sup>th</sup> century, the settlements have grown progressively under the separate management of City of Mildura and the Shire of Mildura. Mildura as the primary urban hub and service centre for the Sunraysia district and Irymple as a small, but important township servicing the horticultural and industrial occurring at its fringe. Both places have been physically connected via the Fifteenth Street (Calder Highway) corridor and the Mildura Railway line, which traverses the landscape.



The rapid expansion of Mildura's urban areas coupled with the amalgamation of the City and Shire of Mildura in the late 90s has resulted in significant expansion between the 2 urban settlements. Growth has not been contained to Mildura alone; indeed Irymple has expanded in a north-westerly direction to a similar degree to which Mildura has extended south-east along Fifteenth Street. As this growth has continued, the open horticultural land between the places has progressively eroded (through subdivision, selling of water rights, removal of vines etc), but this has not necessarily resulted in an erosion of the urban settlements to either side.

The character and feel of Mildura's east edge is that of typical urban and Highway edge expansion. Large bulky goods retailers are positioned along the main front along Fifteenth Street, with an expanded area of traditional residential subdivision to the north and to a lesser degree to the south. The design and configuration of these estates is guided by state government controls under ResCode. It is suburban in every sense.

The character and feel of Irymple is different, albeit behind the dominant Fifteenth Street spine that dissects the township. Irymple is a small place and a setting that is influenced by its open landscape and agricultural context. While much of its fringe has been subdivided for large lot or low density residential use, the sense of place within the township is different, with open and informal streets and an outlook towards the open landscape and canopy vegetation.

Importantly, Irymple maintains a strong sense of community through a series of visible civic, educational and recreational facilities that grace the main road (highway) frontage. The offer of larger lot residential subdivision, more intimate local stores and services makes Irymple an attractive alternative as a living environment.

Given the rapid growth of Mildura and the Sunraysia region, and the increasing difficulties associated with viable farming of small fringe horticultural lots, the so call 'left over' spaces and places between Mildura and Irymple have been difficult to manage. While degradation of such land has occurred and standard residential growth has crept along the rail line to formally 'connect' Mildura and Irymple, this has not significantly affected the amenity and/or 'localness' of Irymple, which has maintained a quality of its own.

Under current circumstances, as Mildura's approved residential and commercial development marches on to the east towards the existing boundary on Benetook Avenue, and Irymple progressively grows towards Sandilong Avenue, it is likely that the narrow 1.2 kilometre 'gap' (the non-urban break) between the settlements will continue to erode, be it through lack of care, degradation and/or speculation. While it may be some time before any shift in use and form occurs within the break, it is unlikely that such will significantly alter the inherent qualities and sense of place of Irymple.

The challenge in the non-urban break and therefore for this study is to define a sustainable role for the land, which can reinforce the valued characteristics of Irymple, while also recognising the role that Fifteenth Street (Calder Highway) plays from far in the east as the primary gateway to the 'urban precinct' and the chain of events in the passage towards the heart of Mildura.





# mildura-irymple interface study

context plan

legend

- key roads
- truck route
- rail
- hubs
- boundaries
- sub-regional shopping centre
- study focus

Project Ref: 05 178  
Dwg No.: UDD-001  
Scale: N/A  
Date: 15.07.05  
Revision: A

hansen partnership pty ltd  
melbourne | sydney | vietnam  
level 8 136 exhibition st  
melbourne vic 3000  
t 61 3 9654 8844 f 61 3 9654 8088  
e info@hansen-online.com.au  
w hansen-online.com.au

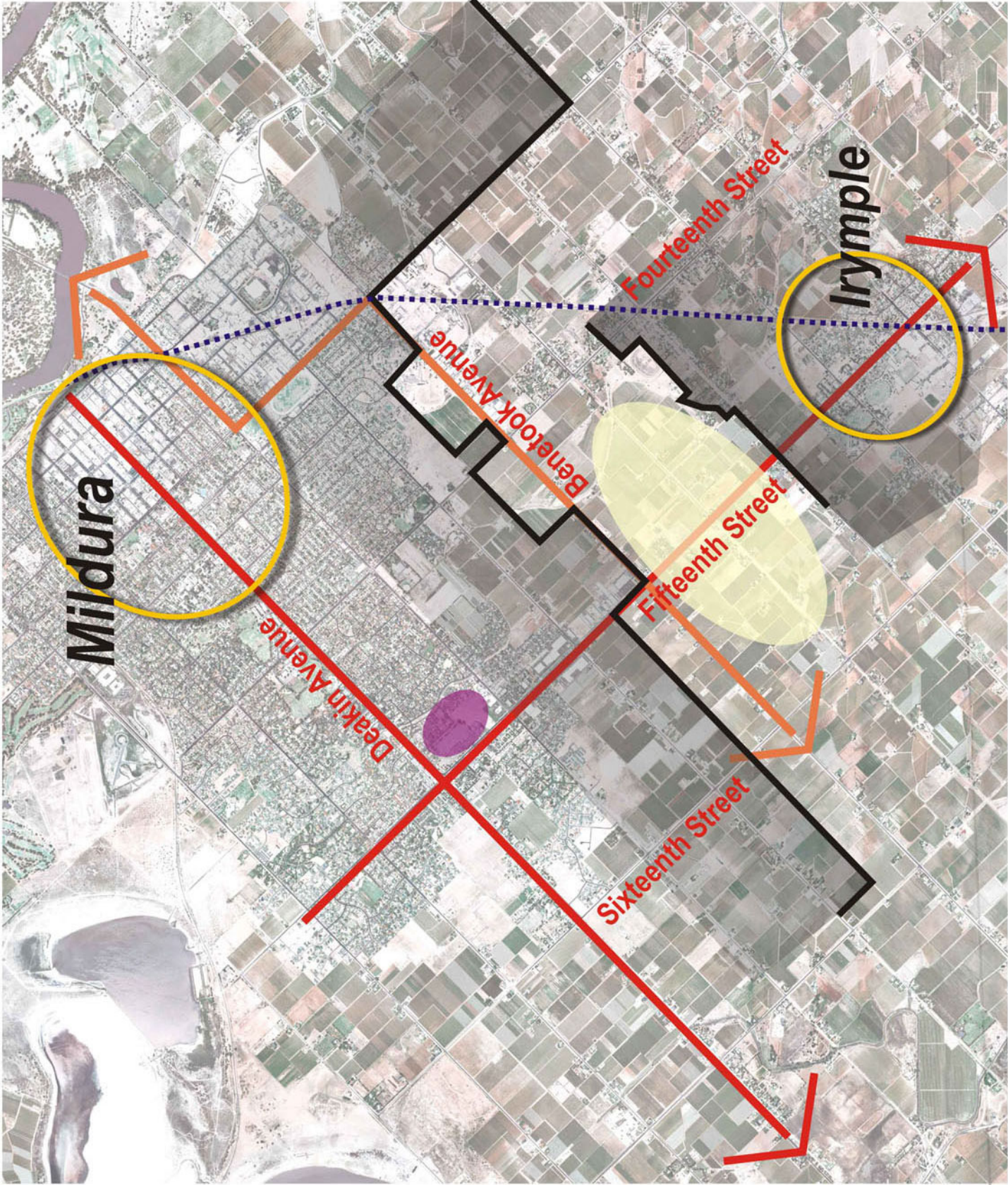


figure 1: context plan





## 2.3 what is the intent of the non-urban break?

The non-urban break or interface area is located between Mildura and Irymple. Fifteenth Street is the main public expression of this break however the non-urban break does in fact extend north and south of Fifteenth Street into the RUZ land between the two towns. (Refer to **Figure 1**).

The notion of a non-urban break was introduced into Mildura planning policy in 1999 through the 'Regional Land Use Strategy' prepared for SunRISE21, Mildura Rural City Council and Wentworth Shire Council by PPK Environment & Infrastructure Pty Ltd (Refer to **Table 1**).

At the time, the 'Regional Land Use Strategy' identified Mildura as one of the fastest growing towns in Victoria, serving a major Regional focus. The significance of Mildura as an economic and commercial hub was reinforced, as was the key role that Mildura played in terms of accommodating forecast rapid residential growth into the future.

As a function of the recognised growth and role of Mildura, and the expansion of activities along the Fifteenth Street corridor around Centre Plaza, it was identified by the Strategy that Mildura had the potential to merge with Irymple in the future. The Strategy stressed that Irymple was at risk of losing its identity to Mildura and that it was preferred that Council adopt a position to maintain a buffer between the two towns to assist in the preservation of their individual identities. Expressly, the Strategy identified the following relevant issues:

### 14.1.6 Irymple

*'While originally established to serve local needs and as the focus of packing activities, Irymple is losing its individuality and character as urban development from Mildura expands rapidly in its direction. Important land use issues for Irymple include:*

- *There is need for Irymple to retain its own identity with a buffer provided between it and the growth of Mildura;*
- *The retail sector is under significant pressure by commercial development in Fifteenth Street'.*

As a result of this Strategy the non-urban break has been incorporated into the Mildura Planning Scheme and is referred to in a number of locations, including:

- Clause 21.01-4: Infrastructure, Sub Regional Context Map (Map) (Refer to **Figure 2**)
- Clause 21.04-2: Settlement, Mildura Town Structure Plan (Map) (Refer to **Figure 3**)
- Clause 21.04-2: Settlement, Irymple Town Structure Plan (Map) (Refer to **Figure 4**)



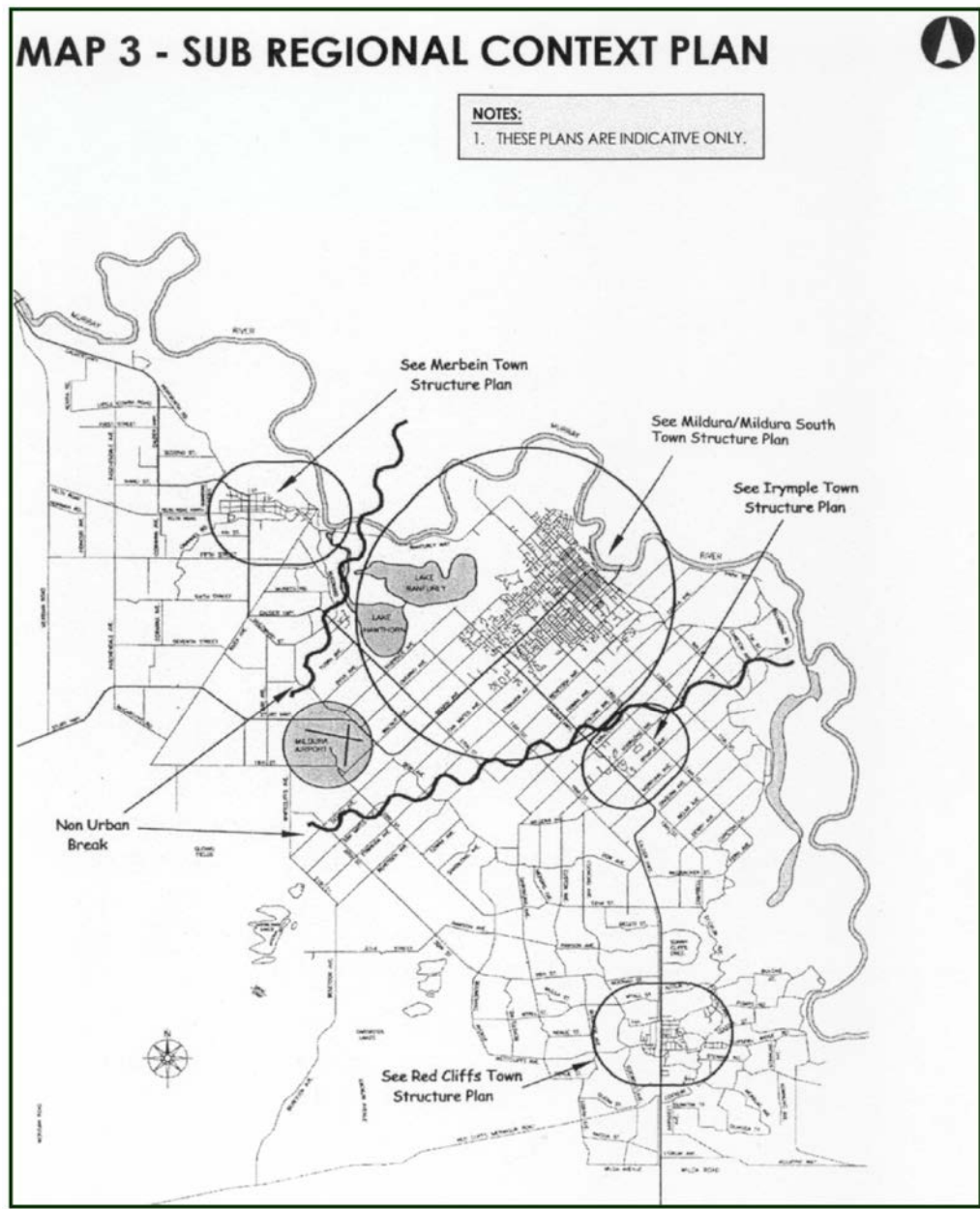


figure 2: sub regional context plan



# MILDURA TOWN STRUCTURE PLAN

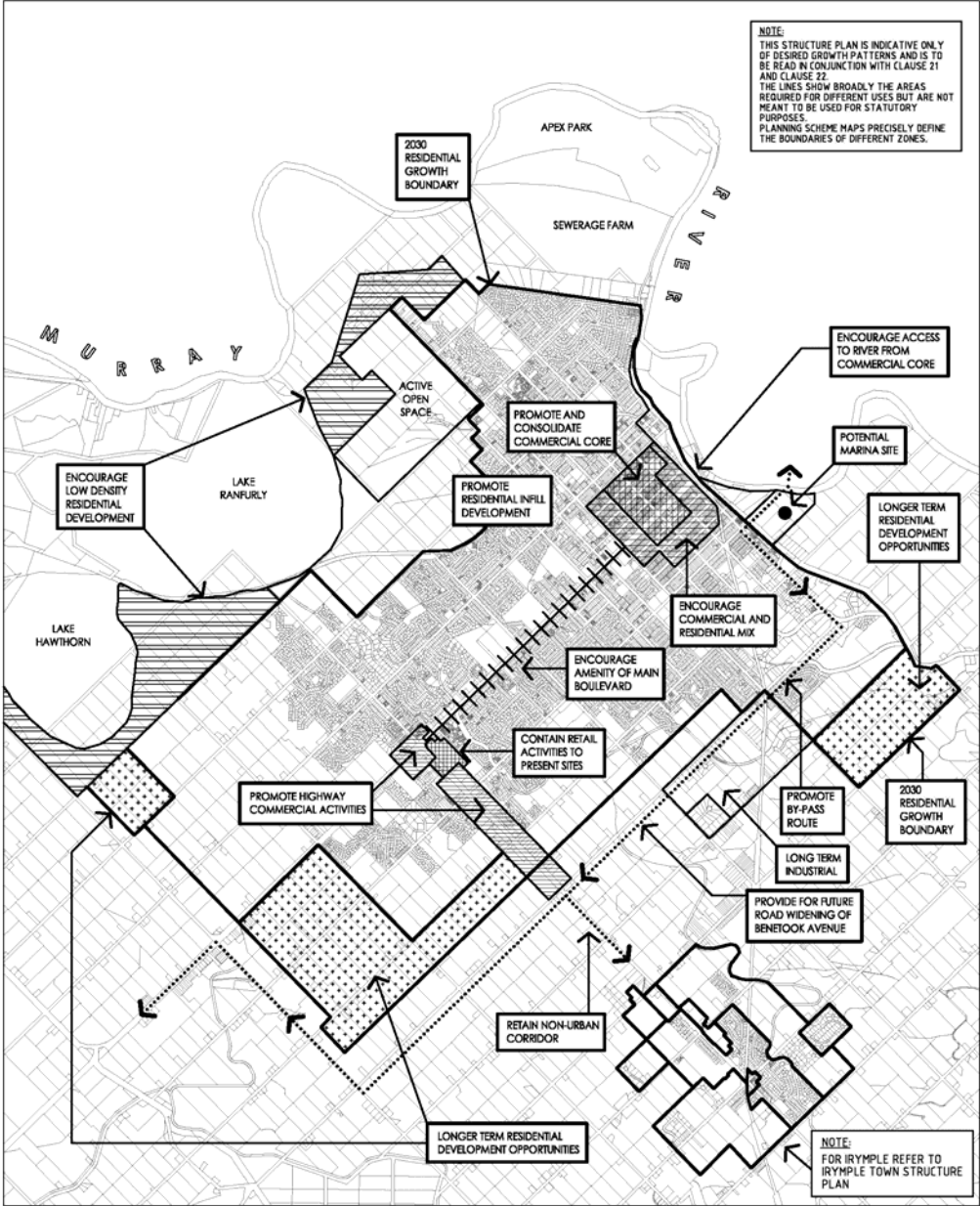


figure 3: mildura town structure plan



## IRYMPLE TOWN STRUCTURE PLAN

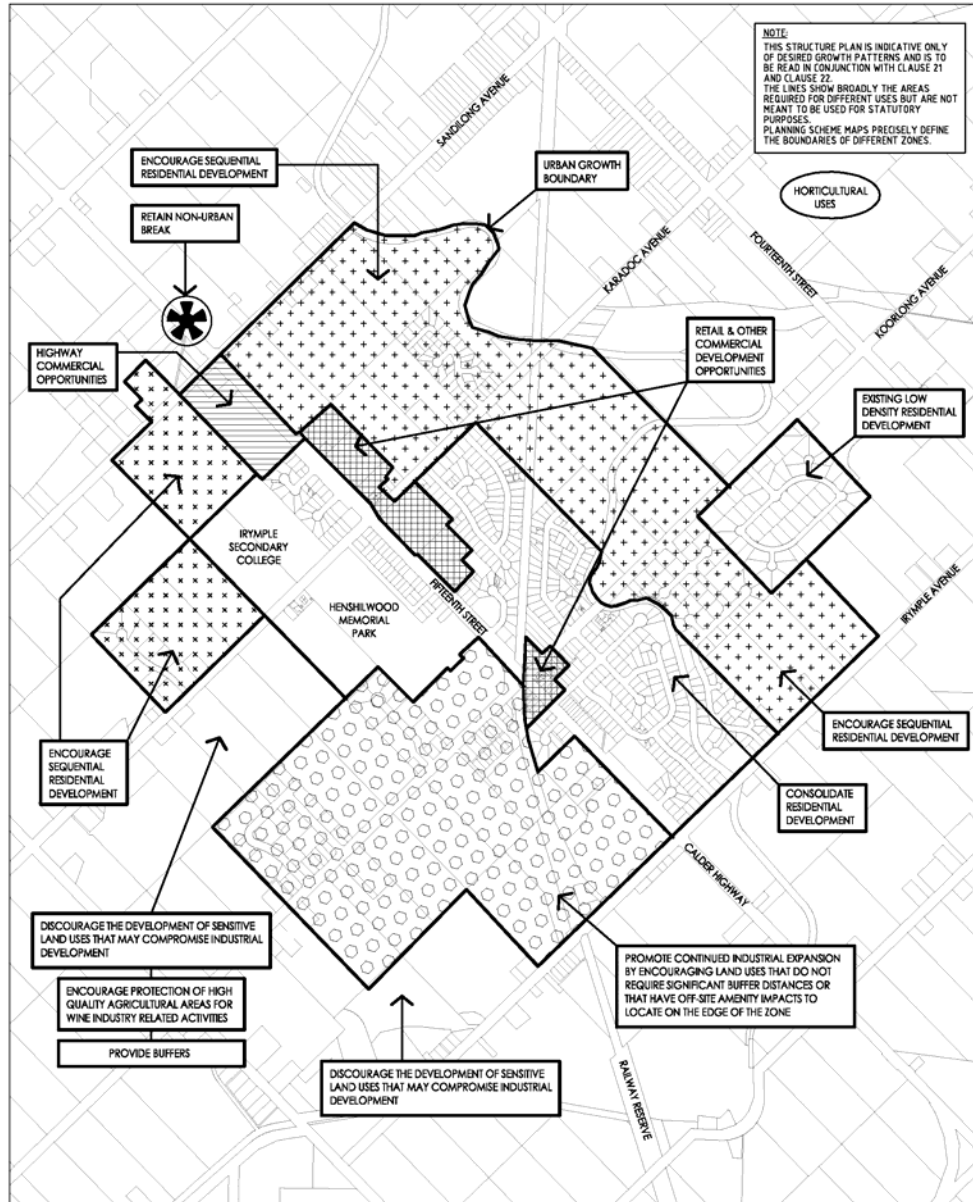


figure 4: iryple town structure plan



Having regard to the above, Clause 21.04-2 of the Mildura Planning Scheme specifically identifies the following objectives and strategies related to the study area:

- **Objective 1:** To facilitate orderly development

**Strategies:**

- *Reinforce and promote the development of **Mildura** as the key service centre of the Region providing a wide range of community and commercial services along with residential, industrial, commercial and community development opportunities.*
- *Facilitate the urban expansion of **Mildura**, **Mildura South** and **Irymple** as the prime residential growth areas of the municipality and wider region.*

The above objectives of Clause 21.04-2 of the Mildura Planning Scheme establish clear drivers for change and development within and around the non-urban break.

It is important to note that there is however no explicit policy in the Planning Scheme that refers to the role; function or extent of the non-urban area or to the preferred uses that can be located within this area; and, at what point a review of the break is appropriate. The only direct reference to the non-urban break is contained in Clause 21.04-2 in the Mildura and Irymple Town Structure Plan diagrams.

## 2.4 has the non-urban break been compromised?

Under current conditions, the non-urban break is open pastoral land between Benetook and Sandilong Avenue to the north and south of Fifteenth Street. The intent of the break is most “publicly” interpreted along the Fifteenth Street (or Calder Highway) frontage. This is the primary gateway into central Mildura from the south and east and the most visible and easily identifiable component of the break for both residents and visitors.

To support the intent of a non-urban break, land fronting Fifteenth Street between Irymple and Mildura is located in the Rural Zone (RUZ). The RUZ allows for a range of uses (including accommodation), however is generally associated with rural and agricultural based use and activity.





While the break largely supports rural related uses, there is evidence of other uses including accommodation, education and business related uses in this precinct. These are clustered in particular along road frontages such as Cowra and Sandilong Avenues. There is also considerable evidence that rural land within the non-urban break has been degraded substantially through the sale of water rights, the destruction of vines and the excision/ subdivision to traditional lots into smaller parcels. The viability of farming the traditional 10 acre lots has also resulted in a deterioration of a number of individual parcels within the study area. The intent therefore, of the break as an open, uninterrupted expanse of pastoral land that reinforces a physical separation of uses from Mildura to Irymple has as such been encroached upon and compromised over time (Refer to **Appendix A**).

Having regard to the above, consultation with land owners and stakeholders has also revealed that it is generally accepted that the break currently:

- presents as a low amenity environment that does not adequately serve the 'gateway' function of a main entry into Mildura; and equally
- does not adequately read as a transition to Irymple or articulate a clear, individual identity for/to Irymple.

The current level of presentation; pressure for alternate uses within this area; and strategic weight placed on supporting the retention of the non-urban break, has created tension amongst stakeholders and the community and generated pressure on Council to revisit the intention of the non-urban break with a view to establishing a clear direction about its future.

## 2.5 weight given to non-urban break

Strategic weight is afforded to the retention and maintenance of the non-urban break by key planning decision making bodies including VCAT and Planning Panels Victoria. And, this weight is justified given the planning policy framework that provides the context for decision making related to development within the non-urban break at present. Some recent examples include:

- **VCAT (Eileen Pica and ors V Mildura RCC and Geoff Sparkes Design, 2005):**

This decision relates to an application for the development of a truck sales and repairs business at the corner of Fifteenth Street and Cowra Avenue.

Council supported this decision however it was overturned at VCAT on the basis of the existing policy and need to maintain the non-urban break.

- **Planning Panels Victoria (Amendment C28 and Amendment C29)**

Amendment C29 to the Mildura Planning Scheme have been recommended for endorsement by a Planning Panel. Amendment C28 has now been adopted.



The Panel explicitly noted in both instances the need to maintain the non-urban break. In Amendment C28 the Panel supported

*‘the merit of maintaining a worthwhile non-urban ‘break’ between Mildura and Irymple’.*

In Amendment C29 the Panel noted that it:

*‘does not support requests that would erode or eliminate this break’.*

While these decisions reflect a clear strategic direction to maintain a break between the two towns, this needs to be reviewed given:

- the ambiguity generated by the planning policy framework regarding the appropriate scope of uses and scale of development within the non-urban break;
- lack of triggers within the planning policy framework as to when it would be appropriate to reconsider the role of the break and its propensity for change;
- limited opportunities to viably utilise the land for agricultural or rural uses;
- the concept of a break as being the only way to represent a physical transition in ‘place’ and ‘identity’ between Mildura and Irymple; and
- the evolving urban development pressures and associated issues that have emerged in this area over time.

## **2.6 can its intent be achieved differently?**

It is considered that if determined appropriate as a result of this review, that the intent of the non-urban break between Mildura and Irymple be maintained. However it is important to note that the objective to protect the ‘identity of Irymple’ may not necessarily need to be realised in the form of open rural buffer. Given the existing condition of the non-urban break and the issues currently faced by land owners and stakeholders, it may be possible to accommodate for sensitive change while affecting the quality, amenity and environment of Irymple. The individual identity and sense of place for both Mildura and Irymple could be achieved in alternative ways through the careful management of design, activity and character in the interface area in the future.



### 3 what is an appropriate future for the non-urban break?

The key influences and drivers for change in the non-urban break have been identified and discussed in Part B of this report. These influences form the strategic basis to consider an appropriate future for the interface area. The following is a summary of key influences.

#### 3.1 summary of influences

While in the past the physical separation of Mildura and Irymple, implemented in the form of a non-urban break may have been an appropriate planning response to ensuring the maintenance of an individual identity for Irymple, it is currently questionable in light of the present day development and planning context of the region.

Having regard to the role of the non-urban break to date; its current condition and mounting development pressure; the non-urban break is no longer the most appropriate mechanism to achieve 'distinctiveness' between Mildura and Irymple. This is particularly important along Fifteenth Street which acts as the 'public face' of the break, but also part of a much broader entry experience into Mildura from the surrounding landscape.

It is recognised that the non-urban break has been compromised over time and there is merit in enhancing the presentation of Fifteenth Street through the appropriate siting and design of new urban uses in the future. However, given current land supply in Mildura, and recent Panels recommendations for rezoning of further business, industrial and residential uses, it is too premature at this point to recommend immediate rezoning of the land for a particular use.

To revisit the land supply situation facing Mildura (Refer Part B) it is understood that currently:

- **There is an adequate supply of RUZ land in Mildura** and that this land must be rezoned in accord with Amendment VC24 to a new rural zone in the near future.
- Considering the recommended rezonings endorsed by the Panel through Amendment C28, **there is an adequate supply of LDRZ land in Mildura** to meet a 10 year supply as required by Minister's Direction 6.
- As identified by the *Review of the Mildura and Irymple Residential Land Strategies* and endorsed by the Panel for Amendment C28, **there is currently a 15 year supply of R1Z land in Mildura and Irymple.**
- As identified by *Revised Final Report: Review of the Mildura Retail Strategy 2000* (2004) and endorsed by the Panel for Amendment C29, **there is an adequate supply of business zoned land in Mildura** including: 48ha of B1Z land; 25ha of B2Z land; 45ha of B4Z land including a recommendation for the rezoning of a further 15ha of land for B4Z; and 12ha of B5Z land.
- As identified by the *Mildura Industrial Land Use Strategy* (2003) and endorsed by the Panel for Amendment C29, currently **there is a 20 year supply of IN1Z land in Mildura.**



Despite this supply scenario, it is acknowledged that there are issues related to the ability of this land to be taken up in the immediate term to respond to the existing and latent demand for appropriately zoned land in Mildura and Irymple. Infrastructure provision is currently a key impediment to the development of much of this land particularly for residential uses.

## 3.2 recommendations

Having regard to the above discussion and the Influences identified in Part B of this report; the review of the non-urban break has determined the following study area key recommendations.

- That as a matter of priority Council rezones existing RUZ land within the non-urban break to the new Farming Zone (FZ) in accord with Amendment VC24 to the VPPs.
- That Council recognise that the non-urban break no longer serves as the most appropriate way to represent a physical transition in 'identity' and 'place' between Mildura and Irymple and that Council support its removal.
- That Council recognise and support the intention for the development of urban uses within the study area at an appropriate time in the future.
- That the scale, intensity and form of development accommodated within the study area reflect the transition in 'place' and 'identity' between Mildura and Irymple.
- That new urban uses within the study area are consistent with the approved Vision and Objectives for the overall area and individual precincts.
- That Council utilise the new FZ as a "holding zone" of sorts until such time as there is an obvious demand for urban uses in this area.
- That Council respond to the existing and future land supply scenario in determining an appropriate time to proceed with the introduction of urban uses within this area ensuring that the rezoning of land within the area for an appropriate use will only be considered once all available zoned land has been exhausted.
- That Council embark upon a program of public works to the Fifteenth Street corridor to enhance the appearance, image and effect of the primary city entry.

## 3.3 how will we refer to the area in the future?

In support of the removal of the non-urban break, it is necessary to re-name this area in a way that appropriately reflects the future development intent of this area while acknowledging the important role it plays in representing the transition in 'identity' and 'place' between the towns. It is recommended that in future, the Council refer to this area as the *'urban transition'*.

The term *'urban transition'* will signify the intent of this area for change and reinforce a level of certainty to land owners and investors as well as the broader community regarding change. References to the non-urban break in the Planning Scheme and other planning documents will need to be removed in order for consistency.





## 4 vision

Based on the review of the non-urban break and key influences, the introduction of urban uses within the study area in the future is strongly recommended. In order to clearly articulate the preferred future an overall Vision and set of objectives have been prepared for the new 'urban transition' area. In addition, a set of more detailed precinct based objectives and strategies have been developed to support the realisation of the overall vision for the area. The Vision and precinct based objectives and strategies are outlined below.

### 4.1 overall vision

The overall vision for the urban transition is:

*to support an appropriate mix of uses throughout the urban transition area in the future that responds to the land supply scenario of Mildura and Irymple while articulating a clear identity for the two towns through a transition in building form, scale, use, landscape and urban design treatments throughout the precinct, particularly along Fifteenth Street.*

The key objectives that underpin this vision are:

- To maintain a difference in identity between Mildura and Irymple through a **transition in urban form and activity** across the precinct that reflects a shift in character from the open rural areas to Irymple towards a more intense urban focus to Mildura.
- To reinforce **Fifteenth Street as the key public expression** of the 'urban transition' between Mildura and Irymple.
- To establish a **high quality and recognisable urban experience/environment** along Fifteenth Street in terms of both its landscape setting and its collective built form that demonstrates innovation and the highest quality of planning and urban design.
- To use the existing **natural and environmental features** to advantage in generating a commercial and residential setting that differs from the highway experience elsewhere in Mildura while at the same time responding to its established design and landscape character.
- To support an appropriate and compatible **mix of uses** within the urban transition that responds to, and does not undermine, the existing land supply scenario of Mildura and Irymple.
- To provide for the **sequencing and consolidation of development fronts** throughout the urban transition, particularly along Fifteenth Street, in order to avoid a situation of ad hoc, fragmented development which will have a detrimental impact on the amenity and presentation of this area.



- To reinforce the role of **Fifteenth Street as the core peripheral sales precinct** of Mildura and consolidate this through the gradual expansion of this area over time as demand arises.
- To provide **new opportunities for the realisation of residential development** within a consolidated area that forms part of the greater urban environment of the Mildura – Irymple region.
- To ensure the **timely delivery of required infrastructure and capital works** to deliver the vision and objectives throughout the urban transition area.
- That Council embark upon an **immediate public works program** including landscape works that will improve the presentation and image of Fifteenth Street for an interim to medium term period to be reinforced or complimented with the stage urban development of the corridor.

Refer to **Figure 5** for overall Framework Plan for the '*urban transition*'. The overall vision for the study area is also summarised below as follows:

The vision for the Mildura- Irymple urban transition builds upon the strong physical relationship that already exists between the primary urban centre and peripheral township. While 'urban' development will ultimately embrace Irymple from the north and west, Irymple will maintain its very special sense of place and community. Its localness is its strength and just as much an influence on the character of the urban transition as retail and residential growth from Mildura.

The open and degraded agricultural and horticultural lands that have occupied the space between the townships for some time will progressively evolve, not as a continuation of the suburban development to the west, but as a careful blend of subtle commercial, business and low density residential uses, with a strong landscape overlay that allows the sense of greenery to pervade the setting. Land to the south of Fifteenth Street maintains much of its open agricultural feel and is retained in the medium term as a connection to the broad landscape to the south.

Fifteenth Street will be upgraded as a fine urban entry, not just between Benetook and Sandilong Avenue, but all the way from the eastern grid terminus to the critical junction with Deakin Avenue to the west. Fifteenth Street will be the pride of Mildura (and Irymple) and embrace the vision of other great urban boulevards, like the Sugar Gums of Mildura, the Norfolk Pines of Warrnambool or the Elms of Ballarat. The Fifteenth Street boulevard is not a homogenous experience, but will evolve as a special 'chain of events' consisting of different tree plantings and lighting treatments in association with uniform landscape setbacks.

The western end of Irymple already consists of a proud row of tall Palms. These will be duplicated to the north side of the Highway and lead to a triple row of tall native canopy trees in both road side and median position between Sandilong and Cowra Avenues. The boulevards translates to a double row of native canopy trees in grassed mounding further to the west between Cowra and Benetook, which is the basis for a further linkage towards Deakin Avenue.

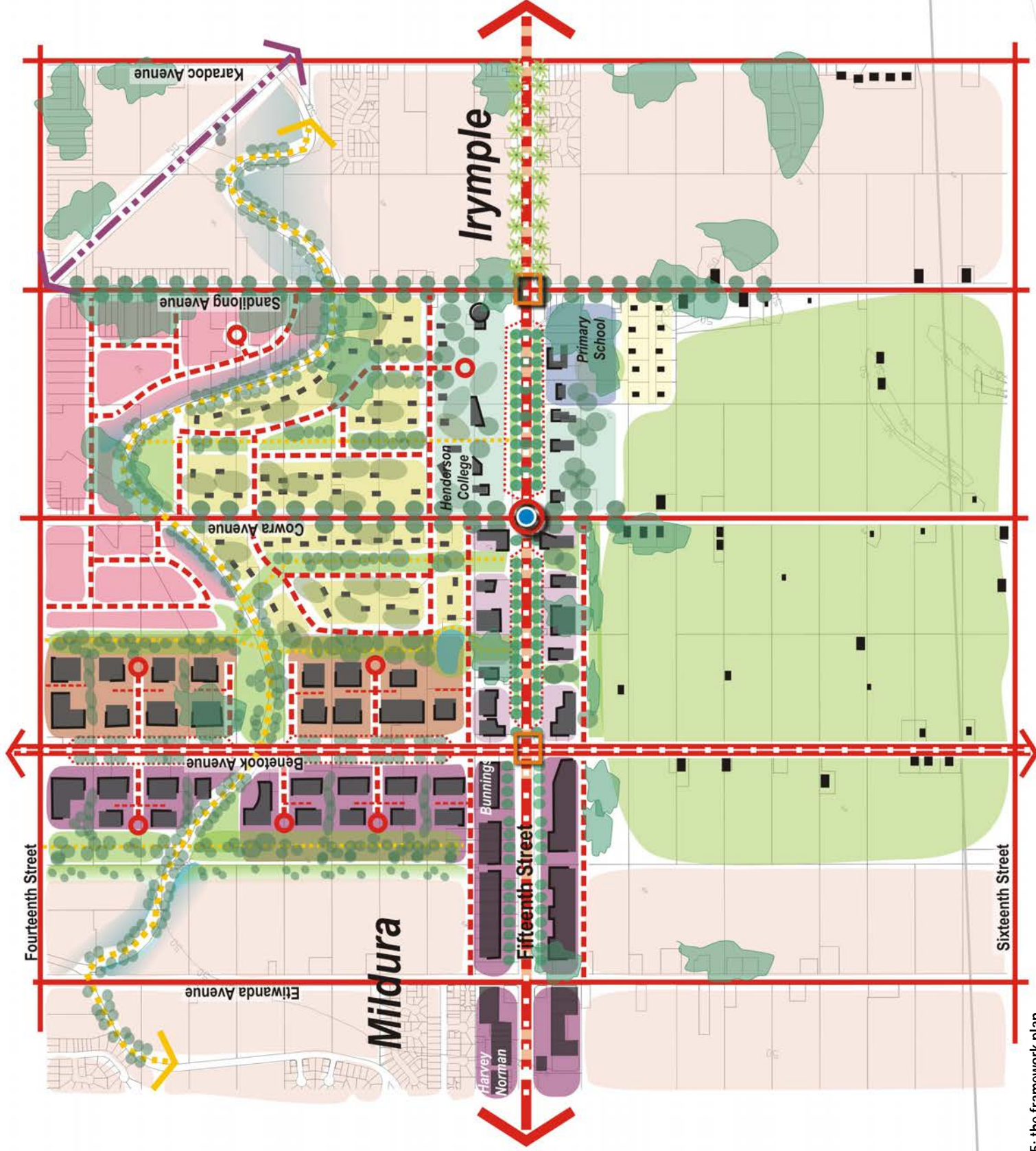


figure 5: the framework plan



Land use and building forms will proliferate along both sides of Fifteenth Street between Benetook and Sandilong Avenue. These will not consist of continuing 'big box' forms like that occurring to the west. Just as with landscape treatments, a shift in form and function occurs along the spine, reiterating the experience along Fifteenth Street as a series of 'events'. To the west between Benetook and Cowra, new businesses are located back from the street frontage behind a generous landscape setback and service road. Buildings are as tall as others along the spine, but not as wide. This allows for the careful positioning of car parking and landscape between buildings so as to reduce the sense of a continuing hard urban face. Breaks between buildings form landscape spaces which will connect with a network of linear open spaces and pedestrian networks leading to the north. The highway is not defined by large signposts and car parks, but quality roadside sales and trade outlets set within a more generous context. Service access for these uses is neatly contained behind the frontage where possible.

The eastern portion of Fifteenth Street, between Cowra and Sandilong Avenue is part of Irymple, indeed a point of demarcation is the junction between the Highway and Cowra. Proud corner buildings and gateway markers define this junction which is the effective 'border' between the City and the Town. The Highway frontage to the east of this junction has an open sense of place and will continue to be inhabited by institutions, including the Irymple Primary School, Henderson College and other future community, civic and/or recreational facilities. Tourism uses, visitor information and accommodation are encouraged within this belt, all within a generous landscape setting. Buildings, including new residential forms are generally smaller and set well back from the Highway. The prevailing experience in the passage through this part of Fifteenth Street is of landscape. While the pastoral gap between Mildura and Irymple will no longer exist, the green threshold (albeit housing buildings and uses) at Irymple's edge will; akin to a river or creek crossing on entry or departure from a small town.

Benetook Avenue will be the first front of commercial development in Mildura east, extending north from the corner of the Highway. It may be coupled with a run of Highway oriented service business to the east side of Benetook Avenue once formalised as the arterial truck route. Trucks no longer need to drive through the centre of Mildura to stop, refuel and dine; as they can be accommodated on Benetook. Benetook Avenue will also incorporate a generous landscape setback and service lane alignment with large format business establishments facing the road. Most buildings will have a well designed office or shop frontages, with service sheds and the like appended to the rear. Where lots are deep enough, an internal street network provides access to a rear row of commercial buildings. A 50m wide landscape buffer is defined between the rear of business and/or industrial uses and any adjoining residential land. A further buffer is formed within residential land to the west. These form part of the broader environmental linear park and path network.

Broad areas of land between Benetook and Sandilong, behind the primary Fifteenth Street frontage are set aside for a special type of residential development. In realising an urban transition, it is important that this land is not a simple extension of ResCode inspired suburbia, as has occurred in the past along the Rail line to the north. The nature of the residential offer here is different, due primarily to its density, but also because of its significant landscape cover, building design measures and land management techniques. The design of roads and





public areas within this precinct take on a 'casual and informal' feel, akin to a semi-rural setting.

Towards Fourteenth Street to the north, much of the existing standard residential subdivision is connected and extended southward in standard densities towards the alignment of the Irymple Green Belt, which will in due course connect Irymple to Mildura as a formal pedestrian, cycle and landscape link (along the alignment of the former canal). Small pocket parks and setbacks are positioned along the link to accommodate for recreation and leisure needs of new residents or local business employees. Wherever possible, new residential development has the potential to front the green link, providing surveillance and comfort for users.

A generous area of new lower density residential land is located to the south of the green link, taking advantage of the pocket parks and framed around a series of linear pedestrian spines extending down to Fifteenth Street. The prospects for large lot development of this land will be significant, given remaining supply is located at the urban periphery without access to Irymple's considerable community infrastructure. New lower density housing in this precinct will not adopt the typical 10 pack (10 acre lot subdivision) configuration, rather establish a varied street network framed around topography and landscape features to either side of Cowra Avenue. It will not be considered on a 10 acre lot by lot basis. Landscape and canopy cover is the prevailing element in this neighbourhood, as is experienced in other low density estates. This will be facilitated through provision of a range of lot sizes, maximum building footprint requirements and significant building setback standards. Buildings will be recessive in the landscape. This open 'feel' will be further reiterated through the use of open and transparent boundary fencing and informal sealed carriageways with open swale drainage systems. In design terms, this precinct is the antithesis of the standard residential response to the west.

Collectively, these elements contribute to a clear and legible urban transition at the interface between Mildura and Irymple. Rather than managing the interface with a direct extension of standard residential and business retail uses along Fifteenth Street, the vision has sought to build on the favourable qualities of Irymple township, to establish a green threshold (albeit developed) as the transition between the hard commercial spine of Benetook Avenue and the soft face of Irymple. The manner in which the transition has been realised behind the spine, and its expression along Fifteenth Street ensures that the Highway frontage land will not be blighted, rather celebrated a part of the memorable Calder Highway boulevard entry into Mildura, which includes the experience of passing to and through Irymple.

In order to realise the above vision, the study area has been examined according to a series of defined land use precincts (Refer to **Figures 6-9**). These are:

- Precinct 1: Benetook Avenue,
- Precinct 2: North Fifteenth Street,
- Precinct 3: Fifteenth Street, And
- Precinct 4: South Fifteenth Street



The format for each precinct, and the strategies and initiatives that would be required to implement the vision for each is outlined as follows.

## 4.2 precinct 1: benetook avenue

### 4.2.1 key Issues

The analysis of the study area identified the following key issues for the Benetook Avenue precinct:

- Benetook Avenue currently serves as the 'gateway' to the non-urban break from Mildura. The proximity to the interface area has impacted on the propensity for change in this precinct creating a preference to support a mix of non-rural uses within this area in the future.
- Through Amendment C29 to the Mildura Planning Scheme it was recommended that 15-20ha of land along the western side of Benetook Avenue be rezoned to a B4Z. The Panel endorsed this with a further recommendation to add an arrow to the Mildura Structure Plan that identifies the long term highway commercial expansion of the B4Z to the north.
- Hence, consolidation of the core Fifteenth Street peripheral sales precinct with Benetook Avenue is clearly articulated.
- While opportunities exist for expansion of commercial uses to the western side of Benetook Avenue north to Fourteenth Street, the viability of this development was questioned by a number of stakeholders. The high exposure frontage of Fifteenth Street was viewed as a preferable location for the expansion of peripheral retailing in the future.
- Explicit in the decision to direct peripheral retailing into Benetook Avenue has been the notion of the maintenance of the non-urban break between Mildura and Irymple. The recommendation to remove the non-urban break has the potential to shift development intent for peripheral sales from the proposed rezoned land on Benetook Avenue to Fifteenth Street, fragmenting the pattern of development in the future. This will require appropriate regard and management.
- The intent to direct B4Z uses to the western side of Benetook Avenue will also impact on the future of land to the east of Benetook Avenue. Currently land to the east is covered by a RUZ. The land is characterised by variable lots sizes and a mix of land owners. It is understood that land owners in this area support the opportunity for residential development on their land in the future.
- The future land use of the eastern side of Benetook Avenue must be considered in light of achieving compatibility with uses to the western side of Benetook Avenue, as well as plans to utilise Benetook Avenue as a truck bypass route in the future.



- The off-site amenity impacts of B4Z related uses west of Benetook Avenue can be managed appropriately through a variety of planning controls and overlays. However, the impact of truck movements through Benetook Avenue, pose more of a challenge to the future development of land to the eastern side of this street in terms of choice of use and management of amenity and interfaces associated with these uses.
- The potential for residential uses along the western side of Benetook is more difficult to manage in terms of off-site amenity impacts without impacting on the ability for new businesses to operate in an environment expected within a B4Z where residential uses are prohibited.
- While the road reserve is quite wide and could generate an appropriate separation of uses across Benetook Avenue, and while the pattern of residential development along main arterial roads in Mildura and Irymple is clearly established, the proposed truck route and the viability of the B4Z in this area challenge the opportunity to suitably accommodate residential development along the eastern side of Benetook.
- Residential development is proposed to the rear of the proposed B4Z to the west of Benetook Avenue with the implementation of a significant buffer between these two uses to be established by both the business and residential zone land. It is considered appropriate to replicate this pattern of development to the eastern side of Benetook Avenue.
- The notion of restricting residential fronting Benetook Avenue was also supported by the Panel for Amendment C28.
- The opportunity to consolidate commercial and service related uses within this area, along both sides of Benetook Avenue is preferred in order to manage amenity impacts.
- The notion of continuation of rural uses along this frontage is no longer considered appropriate in line with the intent for the area as an 'urban transition'.
- Obviously, the timely delivery of infrastructure to this area will need to be appropriately managed in this precinct so as to not prejudice the land use intent of this area and its propensity for change.

#### **4.2.2 preferred future**

Having regard to the above, the preferred future for this area is identified as follows (Refer to **Figure 6**):

- Benetook Avenue will develop as a core commercial and service industry precinct that will consolidate the existing bulky goods profile of Fifteenth Street.
- The character of the area will be defined by larger building forms requiring prominent exposure and clear and efficient access.
- The introduction of service industry uses within the area will provide flexibility for business owners to locate in a consolidated and high profile area in the future to meet



their business needs. These uses will compliment those permitted in a B4Z and will be directed along the eastern extent of Benetook Avenue.

- The introduction of service industry and associated uses into this area, as opposed to replication of the B4Z along the eastern side of Benetook, will also provide flexibility to establish future B4Z land in areas that are perceived as “more appropriate” for this type of use i.e. high profile, high exposure locations such as Fifteenth Street. This notion is supported through the vision and objectives for Precinct 3.
- This precinct will be reinforced as a preferred growth corridor for this type of retailing and industry and subsequent rezoning of land in alternate locations for similar uses will only be considered once this land is exhausted.

#### **4.2.3 objective**

The following key objective has been prepared for the Benetook Avenue Precinct to realise its preferred future:

- To consolidate peripheral sale retailing and associated opportunities with the core Fifteenth Street Precinct.
- To establish Benetook Avenue as a high exposure service orientated commercial experience with ribbons of landscape between large building forms.
- To create development form that provides a sense of frontage and street presence that portrays a sensible arrangement of back to back and fronts to street in a confined setting that minimises the detrimental impact on surrounding residential surrounds, through substantial landscape buffer within both business and residential sectors.

#### **4.2.4 strategies**

The following strategies have been prepared to deliver the objectives for the Benetook Avenue Precinct:

##### **Land Use**

- Support the development of a spine of peripheral sales and service industry fronting both sides of Benetook Avenue between Fifteenth and Fourteenth Streets.
- Discourage non-compatible uses from locating in the precinct that may compromise the ongoing integrity and viability of preferred uses.
- Implement a zoning strategy that recognises the land use opportunities for this area and can support expected future development.
- Exercise discretion in rezoning additional land for B4Z and IN3Z uses ahead of this Precinct in light of the need to generate the demand to meet the current supply of appropriately zoned land and avoid fragmented or ad hoc development cells from occurring.





- Actively engage with land owners in the area to secure an intention to re-develop land appropriately in the future.
- Encourage the preparation of an appropriate Planning Overlay to ensure the siting and design of uses has appropriate regard to the character of the area and particularly to sensitive interfaces.
- Ensure the timely development of infrastructure and capital works through the preparation of development contributions plans.

### Urban Design

- Establish suitable reserves to accommodate for future duplication of Benetook Avenue to four lanes with a central median strip and service lanes to either side enabling efficient movement of vehicles along this road.
- Create linear streets aligned with views through to the landscape buffer behind to minimise direct access from surrounding areas onto Benetook Avenue in order to maintain clear and efficient movement to and from commercial developments.
- Establish an attractive and inviting experience along Benetook Avenue through the introduction of native street trees within the median strips and clusters of native canopy trees within the front setbacks.
- Encourage large solid building forms with a glazed presentation to the street frontage that incorporate flat roof forms. Work buildings should be located to the rear of the main building.
- Ensure all buildings are set to street frontages with a clear sense of address.
- Manage surface carparking and servicing in 'courts' or to the rear of building to reduce the visual impact, however locate visitor parking to the front for convenience and ease of accessibility.
- Establish strong belts of native landscape between buildings to break up the visual mass of the large building forms.
- Establish a suitable buffer between the commercial development along Benetook Avenue and the more sensitive residential land use behind with strong landscape screens on both business and residential land.
- Encourage the reinstatement of the greenbelt (PPRZ) between Benetook Avenue and Cowra Avenue and encourage the introduction of a larger reserve (Benetook Park) as future recreational space that is accessible to future commercial employees, residents and potentially truck drivers as a rest stop.

#### 4.2.5 implications

The objective for the Benetook Precinct and strategies to achieve such will generate a series of implications that need to be appropriately considered. The implications are as follows:



- **Rate of Take-Up of Land**

The rate of take up of land within this precinct will have particularly serious implications for the realisation of the preferred future for Benetook Avenue.

As evident throughout the rest of Mildura the take up of appropriately zoned land for a range of uses has been slow for a number of reasons including:

- Servicing and infrastructure issues; and
- Readiness of individual land owners to proceed with development.

In addition to this, the current supply of B4Z and IN3Z land in Mildura will impact on the rate of take up of the opportunities that are being presented in this precinct.

As a result it is integral that Council:

- Actively engage with land owners in the area to secure an intention to re-develop land appropriately in the future.
- Exercise discretion in rezoning additional land for B4Z and IN3Z uses ahead of this Precinct in light of the need to generate the demand to meet the current supply of appropriately zoned land and avoid fragmented or ad hoc development cells from occurring.
- Undertake to prepare an economic development strategy to attract appropriate uses to the Region and take up the new supply of land available for uses that can be accommodated within the B4Z.
- Ensure the timely development of infrastructure and associated capital works through a development contributions scheme for the Precinct.

- **Interface Management:**

Due to the proximity of future residential development, Council will need to ensure that appropriate regard is given to the provision of buffers between non-compatible uses. Management of interfaces is integral to the realisation of this precinct. In particular the use of established landscape within buffers on both business and residential land is required.

If not managed appropriately, it is considered that off-site amenity impacts and degradation of character of sensitive abutments will result.

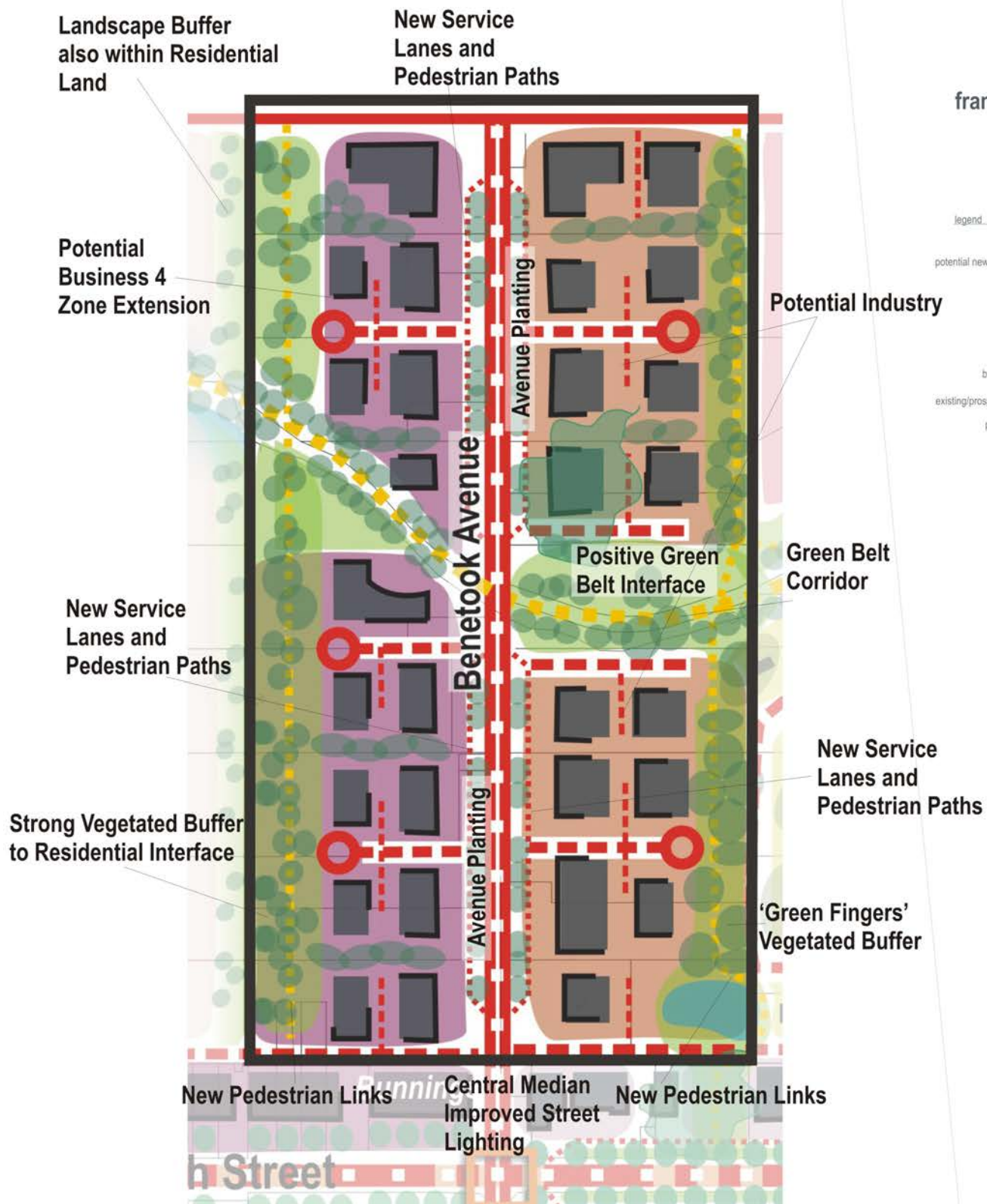


- **High Quality Environment**

It is proposed to upgrade the capacity of Benetook Avenue to support both access arrangements for new development and ensure the efficiency of this road as a truck bypass. The consultation process revealed that the current road reserve could accommodate the duplication of Benetook Avenue. It is unlikely however that any upgrading of this road will occur before the status of the truck bypass has been confirmed

Until upgrades occur the establishment of landscape and urban design treatments along this corridor will need to be undertaken to assist in enhancing the business environment of Benetook Avenue through the development of high quality streetscapes on both the west and east sides of the road.

The enhancement of the existing green belt reserve will significantly assist the upgrading of presentation and amenity in Benetook Avenue and will also provide a key pedestrian link to connect abutting uses in the future.



note:  
indicative  
subdivision  
concept only



Project Ref: 05.178  
Dwg No.: UDD-013  
Scale: 1:2000@A1  
Date: 04.04.06  
Revision: C

hansen partnership pty ltd  
melbourne | sydney | vietnam  
level 8 136 exhibition st  
melbourne vic 3000  
t 61 3 9654 8844 f 61 3 9654 8088  
e [info@hansen-online.com.au](mailto:info@hansen-online.com.au)  
w [hansen-online.com.au](http://hansen-online.com.au)

figure 6: precinct 1: benetook avenue





## 4.3 precinct 2: north fifteenth street

### 4.3.1 key issues

The analysis of the study area identified the following key issues for the North Fifteenth Street precinct:

- The area to the north of Fifteenth Street between Benetook Avenue and Sandilong Avenue is currently zoned for rural uses.
- Amendment VC24 to the VPPs introduces a series of new rural zones which Council's are required to implement through their Planning Scheme Review process. Having regard to this it was recommended by the *Mildura Rural Review* prepared by Maunsell Australia (2005) that land within the North Fifteenth Street Precinct be rezoned from RUZ to the new Farming Zone (FZ).
- While the rezoning of this land to a new rural zone is required in accord with Amendment VC24 to the VPPs the recommendation to remove the non-urban break will result in a need to review the appropriateness of the FZ in this area in the future.
- Future urban development in this area will be impacted upon by the need to develop infrastructure in this area and the cost associated with this. To ensure an appropriate return to developers, a significant yield of development will be required to make infrastructure works a viable prospect. This will impact on the potential uses that can be accommodated in this area in the future.
- There is a vast amount of land in this area. Its use is currently fragmented through the introduction of residential and education uses. The low agricultural/horticultural capability of this land as identified in the draft *Rural Areas Strategy* (2005), as well as the retirement of irrigation across various properties in this area, combine to create an uncertain future for this area.
- The pressure for residential development, of various scale and density, across Mildura has been recognised through various recent strategic processes. The ability for this Precinct to support some type of residential development has to date not been considered as a result of the non-urban status of this area. With the removal of the non-urban break the potential for investigating opportunities to accommodate a consolidated residential front between the core urban area of Mildura and Irymple should be considered.
- The pressure for residential development in this area may accelerate as a result of bringing on-line proposed residential areas to the north, east and west of this Precinct. The delivery of infrastructure to these development fronts may be compatible with a future expansion of residential opportunities within the broader Precinct.
- It is understood that land owners within the area support the intent for residential development in this Precinct in the future.
- The ability for education facilities in the area to expand to respond to the growth in resident population in Mildura generally will need to be given appropriate regard.



#### 4.3.2 preferred future

Having regard to the above, the preferred future for this area is identified as follows (Refer to Figure 7):

- The North Fifteenth Street Precinct should be considered as a residential development front offering a range of residential densities to compliment the existing pattern of development in the area while at the same time presenting a scale of development that supports the notion of a transition in identity between Mildura and Irymple.
- It is considered appropriate that a density of development accommodated within the R1Z should be pursued within this precinct north of the proposed green link to enable an 'open' landscape character to prevail when viewed from the highway.
- It is considered that at this stage low density residential development should be pursued south of the proposed green link at an appropriate time in the future to assist in achieving a visual transition in this area towards Irymple; and, to respond to the existing residential land supply and the documented real and latent demand for low density residential land within Mildura.
- It is acknowledged that Minister's Direction 6 identifies that:

*'rural residential development is inappropriate on land which is suitable and required for present or future residential use at normal urban density'.*

While at present the opportunity to integrate low density residential development at this location within the urban transition area is strategically justified, it is appreciated that circumstances related to residential land supply and demand and the appropriate siting of land in the future may change. As such, it is considered that at the time that this land is considered for rezoning to LDRZ that Council should assess the complete residential land supply situation and if appropriate consider the opportunity to support a R1Z on this land with a Development Plan Overlay (DPO) that supports the vision for this area in terms of achieving a scale and density of development which represents a transition between Mildura and Irymple.

- Until an appropriate time in the future, the FZ will serve as a "holding zone" of sorts for this precinct.

#### 4.3.3 objective

The following key objective has been prepared for the North Fifteenth Street Precinct to realise its preferred future:

- To provide opportunities for the consolidation of residential development with opportunities for a range of housing style and densities.



- To ensure a transition in form, activity and character north-south and east-west across the Precinct to respond to the identity and pattern of development at the edges of this Precinct.
- To establish as a high quality residential area that maintains a strong open landscape presence both in the public and private realms.

#### **4.3.4 strategies**

The following strategies have been prepared to deliver the objectives for the North Fifteenth Street Precinct:

##### **Land Use**

- Undertake an assessment of the potential for this Precinct to provide a future supply of Low Density Residential land across the southern part of the Precinct in the future. This may result in a LDRZ scenario or alternatively it could be realised as a R1Z scenario subject to DPO controls on subdivision size, site coverage and landscape treatments.
- Undertake an assessment of the potential for this Precinct to accommodate R1Z infill development to the north of the green link abutting the existing and future R1Z land located within the Irymple Growth Boundary.
- Review residential strategies to include the consideration of this Precinct as a future residential development area.
- Review and update the 2030 Residential Growth Boundary as required.
- Provide the ability to sequence infrastructure development with other priority upgrade areas to the north east of Benetook Avenue.
- Support the development of community based uses along the Fifteenth Street frontage between Cowra and Sandilong Avenues.
- Undertake the preparation of a Development Plan Overlay to guide future development of this area, in particular to the south where the open landscape values of the 'transition' area must be realised.
- Ensure the timely development of infrastructure and capital works through the preparation of development contributions plans.

##### **Urban Design**

- Establish the Residential 1 Zone according to the guidelines of ResCode for the northern portion of the land.
- Encourage dwellings in the area south of the Green Link to be of a low scale with large front setbacks and maximum site coverage of approximately 20%. Dwellings should utilise natural materials and muted tones. An 'open' landscape character is encouraged.
- Discourage front and side fences to create a sense of openness within the public realm.



- Encourage garages and outbuildings to be located behind the main building frontage.
- Establish a street network that is different to the typical 10 acre lot '10 pack'.
- Acknowledge the importance of drainage management and servicing of the low lying southern land.
- Utilise landscape as the common thread that can help to integrate different land uses and forms.
- Adopt the principles of ESD including Water Sensitive Urban Design in the planning of all low density residential areas. Particularly encourage street design that incorporates swales, roll over kerbs, water retention and significantly public landscape.
- Establish high quality, useable public open spaces that are highly visible, accessible and safe.
- Consider the expansion of the existing water detention area to the north of Fifteenth Street.
- Encourage strong canopy landscape that will sit above the low scale residential buildings within the precinct.
- Establish 'green links' through the precinct between 15<sup>th</sup> Street and the green belt integrating small neighbourhood parks that will provide greater permeability and recreational opportunities for future residents. Green links and the existing belt will form part of an open space contribution of new development in the area.
- Encouraging the coordinated development of streetscape treatment by advocating the preparation of a Public Domain Manual for the precinct.
- Recognising the importance of retaining existing vegetation where this is seen as significant or contributory to the character of the precinct.

#### 4.3.5 implications

The objective for the North Fifteenth Street Precinct and strategies to achieve such will generate a series of implications that need to be appropriately considered. The implications are as follows:

- **Residential Development Framework**

A large body of strategic work relating to residential land use and development has been recently prepared for Mildura, and adopted in principle through a recent Planning Scheme Amendment Process (C28).

This strategic work supports residential growth to the south and south-west of Mildura and in areas to the north of Fifteenth Street around Irymple. These residential development fronts are identified in isolation of consideration for the potential for the North Fifteenth Street Precinct to accommodate such (as a result of the assumed maintenance of the non-urban break in this work).





As a result it is integral that in support of the Vision for this Precinct, that Council:

- Reconsider residential development projections and priority areas based on the opening up of the non-urban break with a preference for locating Low Density Residential or a carefully controlled R1Z (in support of an open landscape quality) within the North Fifteenth Street Precinct.
  - Review the residential (R1Z) growth boundary as appropriate given the review of residential development strategies.
  - Review prioritisation of drainage infrastructure upgrades across the municipality to respond to residential development opportunities in this area and support a consolidated front of development.
  - It is appreciated that the expense associated with the previous and recommended work must be borne by Council, however it is considered appropriate that in the interests of realising the Vision for the *'urban transition'* area that this work is undertaken to ensure the strategic development of Mildura and Irymple.
- **Infrastructure**

Of the existing 362ha of R1Z land in Mildura and Irymple only 30ha is currently serviced and ready to be developed. Servicing is also an issue for LDRZ land.

It is understood that the low yield of a Low Density Residential development versus the cost of provision of new infrastructure is viewed as cost prohibitive to developers taking up opportunities on appropriately zoned land.

If this Precinct is considered an appropriate location for residential development in the future, the issue of servicing and provision of infrastructure will influence the actual readiness of land for the proposed use as well as the rate of take up of land. Due to the fragmented ownership in this area, the ability for small land holders to cover costs may further limit the development potential of some of this land.

This issue will need to be managed appropriately to ensure that an appropriate supply of residential land is brought on-line to meet the growing pressure from a rapidly increasing residential population. The timely delivery of infrastructure through a DCP will be required, however incentive or assistance of sorts through mechanisms available to Council may need to be investigated to prioritise and activate the necessary infrastructure and capital works.



## mildura-irymple framework precincts

north fifteenth street



### Indicative Street Layout

### Main Residential Entries

note: Residential layout/  
Subdivision in concept only,  
subject to detailed investigation



Project Ref: 05.178  
Dwg No.: UDD-013  
Scale: 1:2000@A1  
Date: 04.04.06  
Revision: C

hansen partnership pty ltd  
melbourne | sydney | vietnam  
level 8 136 exhibition st  
melbourne vic 3000  
t 61 3 9654 8844 f 61 3 9654 8088  
e info@hansen-online.com.au  
w hansen-online.com.au

figure 7: precinct 2: north of fifteenth street



## 4.4 precinct 3: fifteenth street

### 4.4.1 expectation for precinct

The analysis of the study area identified the following **key issues** for the Fifteenth Street precinct:

- Fifteenth Street is a high exposure entry to Mildura. Within the study area, Fifteenth Street represents the public face of the non-urban break between Mildura and Irymple.
- The condition of Fifteenth Street in the study area is varied. While land to both the north and south of Fifteenth Street is largely contained within a RUZ a range of uses front the street including residential (associated with the rural uses), education (within a PUZ), caravan park and other business.
- A strategic assessment of land within the non-urban break undertaken in 2004, identified that in regards to the capability of land within this area that:
  - *The subject land could support shallow rooted, lime tolerant agricultural crops such as grapes, olives, stonefruits and vegetables.*
  - *The subject land however is not considered to be the prime agricultural land of the regions.*
- The recommendation to support the introduction of urban uses within the study area is in part a function of:
  - the land capability of this area;
  - the fragmented rural development in the area, particularly north of Fifteenth Street; and
  - the incidence of retired land that is becoming degraded while waiting for the opportunity for urban development.
- The introduction of urban uses along Fifteenth Street will provide the opportunity for this Precinct to support the regional service centre and economic development aspirations of Mildura. However the mix of urban uses that can be supported along Fifteenth Street will be largely influenced by the existing (and pending) land supply scenario and the need for a transition in activity and use east to west throughout the 'urban transition' area.
- The high exposure highway frontage afforded by Fifteenth Street provides excellent opportunities for a range of uses to locate in this area.
- Uses that would be appropriate along Fifteenth Street include:
  - **Restricted Retail:**

The high exposure frontage, proximity to other related uses and potential to achieve a consolidation of restricted retailing uses within the Fifteenth Street Precinct provide a key opportunity for this area, particularly at its western edge between Benetook Avenue and Cowra Avenue.



The extension of restricted retail east to Sandilong Avenue could impact on the ability to represent and urban transition to Irymple. Demand for an extension of this use to the east presents another issue.

- **Commercial / Business:**

The high exposure frontage of Fifteenth Street provides an opportunity for other commercial and business related uses including potential high amenity combined office / warehouse development, showrooms etc.

The ability to accommodate such uses will be impacted upon by the flexibility of the land use zoning regime, preference for business development in other locations and existing land supply for such uses.

- **Restricted / service based industry:**

The high exposure frontage of Fifteenth Street provides an opportunity for service based industry and associated activities including high amenity trade and related services, warehousing etc.

The ability to accommodate such uses will be impacted upon by the flexibility of the land use zoning regime, preference for business development in other locations and existing land supply for such uses.

- **Residential:**

The presentation of residential to the street does not support the highest and best use of this frontage however is appropriate to achieve a transition in scale and activity (particularly Low Density Residential) and will assist in achieving the level of presentation or amenity that is desired.

Opportunities for alternate uses to co-exist with residential are often limited due to amenity related issues. This could fragment the potential mix of uses along this spine if clear, defined areas for residential are not identified.

- **Community based services:**

Community based services such as medical centres and neighbourhood based facilities could be appropriately located in this area to respond to the residential growth that is occurring at its edges, and potentially north within the North Fifteenth Street Precinct in the future.

This type of use would be applicable toward the eastern end of Fifteenth Street to assist in representing a transition in activity and character that can associate with the Irymple identity. These uses would compliment the education node that occurs at the eastern edge.

- **Education:**

Education facilities already exist at the eastern end of this Precinct toward the urban edge of Irymple. Opportunities for the expansion of these facilities to respond to growth in the resident population should be considered, however the introduction of new education facilities at the western end of the Precinct should be discouraged due to the commercial and retailing focus of this area.



- **Sporting and recreation:**

Opportunities for extending on the provision of existing sport and recreation facilities to the eastern edge of Irymple should be considered. The notion of informal recreation spaces to support the existing schools or future resident population and create a sense of openness and transition to Irymple are worth considering.
- Having regard to the above, uses that are considered inappropriate in this area (fronting Fifteenth Street) in the future are:
  - **General Retail:**

General retail is more appropriately located within the City Heart and Mildura Centre Plaza to support the existing retail hierarchy of Mildura.
  - **Rural Activities:**

The continuation of rural activities within the 'urban transition' will be phased out over time, particularly along the road frontage. The ability for rural uses to continue within the Precinct to the south however will be favoured due to the intact rural character of this area.
  - **Heavy Industrial:**

Low amenity or heavy industrial uses which can impact on the character of the area and create negative off-site amenity impacts will be discouraged within this Precinct.
- Accommodating the preferred mix of uses within the 'urban transition' will rely on the implementation of a suitable zoning regime. Table 2 identifies the zones that can accommodate the uses that are preferred within the Fifteenth Street Precinct at an appropriate time in the future.





	Aim of the zone	Can this zone support the preferred land use mix for the precinct?	Recommendation
RESIDENTIAL 1 ZONE (R1Z)	<ul style="list-style-type: none"><li>▪ To provide for residential development at a range of densities with a variety of dwellings</li><li>▪ to meet the housing needs of all households.</li><li>▪ To encourage residential development that respects the neighbourhood character.</li><li>▪ In appropriate locations, to allow educational, recreational, religious, community and a</li><li>▪ limited range of other non-residential uses to serve local community needs.</li></ul>	<ul style="list-style-type: none"><li>▪ Standard density residential is not preferred in this location for amenity, built form and activity transition reasons.</li><li>▪ Recent Planning Scheme Amendment Process (C28) have endorsed the rezoning of land to meet the demand for R1Z land.</li></ul>	<ul style="list-style-type: none"><li>▪ It is recommended <b>that R1Z not be implemented</b> along the Fifteenth Street Road Frontage.</li></ul>
LOW DENSITY RESIDENTIAL ZONE (LRDZ)	<ul style="list-style-type: none"><li>▪ To provide for low-density residential development on lots which, in the absence of reticulated sewerage, can treat and retain all wastewater.</li></ul>	<ul style="list-style-type: none"><li>▪ Minister's Direction 6 identifies that regional areas must provide a 10 year supply of LDRZ land.</li><li>▪ Recent Planning Scheme Amendment Process (C28) have endorsed the rezoning of land to meet this supply.</li><li>▪ The study area has not been considered in this equation as a result of its non-urban condition.</li></ul>	<ul style="list-style-type: none"><li>▪ The <b>LDRZ could be appropriate</b> in part in the precinct to support a transition in use and identity between Mildura and Lyrmple and provide housing diversity for the growing population.</li></ul>
MIXED USE ZONE (MUZ)	<p>The aim of the MUZ is:</p> <ul style="list-style-type: none"><li>▪ To provide for a range of residential,</li></ul>	<ul style="list-style-type: none"><li>▪ The MUZ is a largely urban zone and is often not used in rural areas such as Mildura.</li></ul>	<ul style="list-style-type: none"><li>▪ As standard density residential uses are not preferred in this area, <b>the MUZ is not</b></li></ul>



	<p>commercial, industrial and other uses which compliment the mixed use function of the locality.</p> <ul style="list-style-type: none"><li>▪ To encourage residential development that respects the neighbourhood character.</li></ul>	<ul style="list-style-type: none"><li>▪ The MUZ supports a mix of uses with a preference for residential.</li><li>▪ The MUZ permits residential uses as-of-right.</li><li>▪ While the MUZ provides for an opportunity to support a flexible approach to land uses within this area, the as-of-right residential component of the zone ensures that its application is generally as a de-facto residential zone.</li></ul>	<p>considered an appropriate zoning response.</p>
INDUSTRIAL 1 ZONE (IN1Z)	<ul style="list-style-type: none"><li>▪ To provide for manufacturing industry, the storage and distribution of goods and associated uses in a manner which does not affect the safety and amenity of local communities.</li></ul>	<ul style="list-style-type: none"><li>▪ The IN1Z is a flexible zone in that it can accommodate a range of uses.</li><li>▪ The IN1Z differs from other industrial zones in that it supports some small industry, however is largely focussed on service related uses, storage and distribution and associated office and other uses. Off-site amenity impacts are to be considered as part of any development within the IN1Z.</li><li>▪ The IN1Z also accommodates retail in the form of restricted retail premises and retail premises other than shops i.e. manufacturing sales; landscape gardening supplies; car, boat and caravan sales; trade supplies; market; and food and drink premises. In accord with the IN1Z restricted retailing is not as of right (unlike the B4Z).</li><li>▪ Small office uses can also be accommodated within this zone.</li><li>▪ Informal outdoor recreation can be supported in this zone.</li><li>▪ Unlike the MUZ residential uses are prohibited within the IN1Z. Education uses are also prohibited.</li></ul>	<p>The <b>IN1Z could be appropriate along the Fifteenth Street frontage</b> to provide the flexibility to accommodate a mix of higher amenity service and highway based uses.</p>



INDUSTRIAL 2 ZONE (IN2Z)	<ul style="list-style-type: none"><li>▪ To provide for manufacturing industry, the storage and distribution of goods and associated facilities in a manner which does not affect the safety and amenity of local communities.</li><li>▪ To promote manufacturing industries and storage facilities that requires a substantial threshold distance within the core of the zone.</li><li>▪ To keep the core of the zone free of uses which are suitable for location elsewhere so as to be available for manufacturing industries and storage facilities that require a substantial threshold distance as the need for these arises.</li></ul>	<ul style="list-style-type: none"><li>▪ The IN2Z is limited in terms of the mix of uses it can accommodate.</li><li>▪ The IN2Z is largely focused on supporting manufacturing and related uses.</li><li>▪ General retail cannot be accommodated in the IN2Z and restricted retail is limited to particular activities.</li><li>▪ Accommodation and education uses are prohibited in the IN2Z.</li></ul>	<ul style="list-style-type: none"><li>▪ The appropriateness of a manufacturing based uses along the Fifteenth Street frontage, the gateway to Mildura, is questionable.</li><li>▪ Consolidating manufacturing based industrial uses in and around existing core industrial areas is preferred.</li><li>▪ <b>It is not recommended that this precinct be rezoned to IN2Z.</b></li></ul>
INDUSTRIAL 3 ZONE (IN3Z)	<ul style="list-style-type: none"><li>▪ To provide for industries and associated uses in specific areas where special consideration of the nature and impacts of industrial uses is required or to avoid inter-industry conflict.</li><li>▪ To provide a buffer between the Industrial 1 Zone or Industrial 2 Zone and local communities, which allows for industries and associated uses compatible with the nearby community.</li><li>▪ To ensure that uses do not affect the safety and amenity of adjacent, more</li></ul>	<ul style="list-style-type: none"><li>▪ The IN3Z is largely a heavy industrial uses that generate off site amenity impacts.</li></ul>	<ul style="list-style-type: none"><li>▪ While a range of uses are supported in the IN3Z, the amenity impacts on sensitive interfaces and the presentation of this use as a 'gateway' treatment is not considered conducive to this area.</li><li>▪ <b>It is not recommended that this precinct be rezoned to IN3Z.</b></li></ul>



	sensitive land uses.		
BUSINESS 1 ZONE (B1Z)	<ul style="list-style-type: none"> <li>To encourage the intensive development of business centres for retailing and other complementary commercial, entertainment and community uses.</li> </ul>	<ul style="list-style-type: none"> <li>The B1Z accommodates retail based uses including entertainment, restaurants and accommodation.</li> <li>Dwellings are an as of use right in the B1Z however are limited in location by ground floor frontage controls.</li> <li>The B1Z prohibits education facilities (primary or secondary schools) and major sports and recreation facilities.</li> </ul>	<ul style="list-style-type: none"> <li>B1Z land is largely concentrated in the City Heart and the Centre Plaza. It is recommended that these locations maintain the core retailing focus for Mildura and B1Z activities remain consolidated in these accessible, serviced and active spaces</li> <li><b>The B1Z is not appropriate in this location.</b></li> </ul>
BUSINESS 2 ZONE (B2Z)	<ul style="list-style-type: none"> <li>To encourage the development of offices and associated commercial uses.</li> </ul>	<ul style="list-style-type: none"> <li>The B2Z can accommodate a mix of retail, commercial and office uses. Restricted retail is prohibited in the B2Z.</li> <li>Accommodation requires a permit to locate in a B2Z which allows greater discretion in controlling this use.</li> <li>The B2Z is generally used in association with the B1Z to provide for a broader mix of complimentary uses within a defined activity node / hub.</li> </ul>	<ul style="list-style-type: none"> <li>The B2Z provides for a range of uses however generally the B2Z is associated with retail or mixed uses town based centres.</li> <li>Restrictions relating to maximum leasable floorspace of many B2Z uses limit the ability of this zone to adequately accommodate for a change of use across the large supply of land available within the Fifteenth Street precinct.</li> <li><b>The B2Z is not a preferred zone for this precinct.</b></li> </ul>
BUSINESS 3 ZONE (B3Z)	<ul style="list-style-type: none"> <li>To encourage the integrated development of offices and manufacturing industries and associated commercial and industrial uses.</li> </ul>	<ul style="list-style-type: none"> <li>The B3Z is essentially used to support office development.</li> <li>General retail, accommodation and sporting facilities are prohibited in the B3Z.</li> </ul>	<ul style="list-style-type: none"> <li>Due to the limitations of the B3Z in terms of accommodating a wide mix of uses, and as such the lack of flexibility that this zone</li> </ul>



		<ul style="list-style-type: none"> <li>It is appropriate to apply the B3Z within the City Heart and other designated office based employment nodes within Mildura.</li> </ul>	<p>creates, it is recommended that the B3Z is avoided in the Fifteenth Street Precinct in favour of a zone that supports highway based services and uses.</p>
BUSINESS 4 ZONE (B4Z)	<ul style="list-style-type: none"> <li>To encourage the development of a mix of bulky goods retailing and manufacturing industry and their associated business services.</li> </ul>	<ul style="list-style-type: none"> <li>The B4Z offers flexibility in the range of uses it supports, however is largely used to accommodate bulky goods retailing.</li> <li>Restricted retailing is an as-of-right use in the B4Z. As is trade supplies, warehousing, and informal outdoor recreation.</li> <li>Small offices (maximum 500sqm), motels, other retail are also permitted in the B4Z.</li> <li>Education, accommodation and major sporting facilities are prohibited in the B4Z.</li> </ul>	<ul style="list-style-type: none"> <li>The B4Z offers an opportunity to accommodate a mix of highway related services and retailing along the Fifteenth Street frontage.</li> <li>The B4Z is preferred in part along the Fifteenth Street frontage to provide the flexibility to accommodate a mix of higher amenity highway service and retailing based uses.</li> </ul>
BUSINESS 5 ZONE (B5Z)	<ul style="list-style-type: none"> <li>To encourage the development of offices or multi-dwelling units with common access from the street.</li> </ul>	<ul style="list-style-type: none"> <li>The B5Z primarily accommodates office and multi-dwelling unit development.</li> <li>Retail, warehousing, service industry etc is prohibited within this zone.</li> <li>The B5Z is appropriately located within the City Heart and other designated office based employment nodes within Mildura.</li> </ul>	<ul style="list-style-type: none"> <li>Due to the limitations of the B3Z in terms of accommodating a wide mix of uses, and as such the lack of flexibility that this zone creates, it is recommended that the B3Z is avoided in the Fifteenth Street Precinct in favour of a zone that supports highway based services and uses.</li> </ul>
RURAL ZONE	<ul style="list-style-type: none"> <li>To provide for the sustainable use of</li> </ul>	<ul style="list-style-type: none"> <li>The RUZ accommodates for the continuation of rural and</li> </ul>	<ul style="list-style-type: none"> <li>The RUZ is not appropriate to a</li> </ul>





(RUZ)	<p>land for Extensive animal husbandry (including dairying and grazing) and Crop raising (including Horticulture and Timber production).</p> <ul style="list-style-type: none"><li>▪ To encourage:</li><li>▪ An integrated approach to land management.</li><li>▪ Protection and creation of an effective rural infrastructure and land resource.</li><li>▪ Improvement of existing agricultural techniques.</li><li>▪ Protection and enhancement of the bio-diversity of the area.</li><li>▪ Value adding to agricultural products at source.</li><li>▪ Promotion of economic development compatible with rural activities.</li><li>▪ Development of new sustainable rural enterprises.</li><li>▪ To ensure that subdivision promotes effective land management practices and infrastructure provision.</li></ul>	<p>associated agricultural uses in the precinct.</p> <ul style="list-style-type: none"><li>▪ Rural premises are permitted where they don't have access to a rural freeway. In this location, this use would not be permitted.</li></ul>	<p>mix of urban uses in this area in the future the.</p>
FARMING ZONE (FZ)	<ul style="list-style-type: none"><li>▪ To provide for the use of land for agriculture.</li></ul>	<ul style="list-style-type: none"><li>▪ It is recommended that the study are support urban uses in the future.</li></ul>	<ul style="list-style-type: none"><li>▪ In response to Amendment VC24 to the VPPs all Planning Schemes are to implement new</li></ul>



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	<ul style="list-style-type: none"><li>▪ To encourage the retention of production agricultural land.</li><li>▪ To encourage that non-agricultural uses, particularly dwellings, do not adversely affect</li><li>▪ the use of land for agriculture.</li><li>▪ To encourage use and development of land based on comprehensive and sustainable land</li><li>▪ management practices and infrastructure provision.</li><li>▪ To protect and enhance natural resources and the biodiversity of the area</li></ul>		<p>rural zones to replace the existing RUZ.</p> <ul style="list-style-type: none"><li>▪ It is recommended that the <b>FZ be implemented in the interim</b> as a holding zone until future urban development can be justified.</li></ul>
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Having regard to the above, the **preferred future** for this area is identified as follows (Refer to **Figure 8**):

- The continuation of rural uses along Fifteenth Street is not preferred in the long term, however in the interim will be maintained until the existing supply of appropriately zoned land in alternate locations has been exhausted.
- In response to Amendment VC24 to the VPPs a priority action for this Precinct will be the rezoning of existing RUZ land to a FZ.
- At an appropriate time, the western end of the Precinct between Benetook Avenue and Cowra Avenue should be rezoned to B4Z to consolidate the core Fifteenth Street peripheral sales hub.
- At an appropriate time in the future the eastern end of the Precinct between Cowra Avenue and Sandilong Avenue should be rezoned to accommodate a transition in activity and use toward Irymple. The intent of this area is to encourage the expansion of community related facilities including education, health etc, which will relate to the new community in the area in the future. The opportunity for tourism related uses should also be supported in this location. At this point in time, and given the existing zoning system, it is difficult to conclusively recommend a zone which could accommodate this vision, however a Special Use Zone (SUZ) could be appropriate and should be considered.
- That new urban development be underpinned by a strong landscape presence and urban design theme that maintains a notion of separation between the two towns.

#### 4.4.2 objective

The following key objective has been prepared for the Fifteenth Street Precinct to realise its preferred future:

- Reinforce Fifteenth Street as the 'public face' of the '*urban transition*' between Mildura and Irymple.
- Develop Fifteenth Street as an urban strip incorporating a diversity of uses and forms that are underpinned by a strong landscape presence that maintains a notion of transition in identity between the two adjoining towns.
- Facilitate the development of urban uses at an appropriate time in the future that responds to the land supply situation of Mildura and Irymple.



### 4.4.3 strategies

The following strategies have been prepared to deliver the objectives for the Fifteenth Street Precinct:

#### Overall Urban Design

- Establish an attractive transition experience along Fifteenth Street by introducing significant landscape treatment that evolves along the corridor reflecting the transition of character from Irymple to Mildura.
- Establish Cowra Avenue as the 'knuckle' of the urban transition through significant street tree planting along Cowra Avenue, high quality landmark buildings within the intersection and/or the provision of a gateway treatment (artwork/sculpture). This knuckle should be strengthened as an entrance gateway through a series of banners that highlight events occurring in each town.
- Facilitate pedestrian linkages across the highway to ensure that the highway reflects an active corridor that enables pedestrians to move safe and efficiently between commercial developments.
- Improve the pedestrian experience along Fifteenth Street through significant low level planting, street lighting and clear visibility.

#### West End of Fifteenth Street (between Benetook Avenue and Cowra Avenue)

##### Land Use

- Undertake a review of the Mildura Planning Scheme and rezone the existing RUZ land within the Precinct to the new FZ.
- Utilise the FZ as 'holding zone' in the interim until an expressed demand for the development of land within this Precinct for B4Z uses is recognised.
- To establish the western end of Fifteenth Street as an extension of the core peripheral sales precinct of Fifteenth Street through the introduction of a B4Z at an appropriate time in the future.
- To recognise the western end of the Precinct as the urban edge of Mildura through a review of the existing urban growth boundary.
- Council should exercise discretion in regard to the rezoning of land within this area based on a full land supply analysis of alternate appropriately zoned land. Opportunities for rezoning should not be considered until the existing supply of land has been exhausted.
- Council should undertake to prepare an economic development strategy to market the Precinct to generate future demand to secure re-development opportunities in this area at an appropriate time in the future.



- Ensure the timely development of infrastructure and capital works through the preparation of development contributions plans.

### Urban Design

- Establish a strip of bulky goods development, incorporating buildings of a moderate scale with minimal roof forms and projecting eaves. Building frontages should be a maximum of 20-30 metres wide with 'green' frontages that accommodates some convenience carparking.
- Manage surface carparking in 'courts' between buildings or to the rear of building with service access to reduce the visual impact and improve the highway presentation.
- Encourage signage along the highway to be associated with buildings only.
- Establish a rhythm of 'green' breaks between buildings that increases nearer Cowra Avenue. These green breaks should provide pedestrian access to surrounding residential areas and public open spaces.
- Encourage feature building forms at the Cowra Avenue intersection with feature roof forms, articulation above ground level, awnings and a high degree of transparency through the use of glazing to the street frontage. Buildings need not be tall, but should present attractive frontages to the junction with a clear sense of street address.
- Locate service access behind the buildings incorporating a significant native landscape buffer to reduce the visual bulk and amenity impacts of the development on the future residential area.
- Establish an avenue of native canopy trees within the road reserve with significant landscape and lighting located along the central median strip. Towards the Cowra Avenue intersection explore the possibility of introducing banners and signage with the central median to highlight upcoming events in each town.

### East End of Fifteenth Street (between Cowra Avenue and Sandilong Avenue)

#### Land Use:

- Undertake a review of the Mildura Planning Scheme and rezone the existing RUZ land within the Precinct to the new FZ.
- Utilise the FZ as 'holding zone' in the interim until an expressed demand for the development of land within this Precinct for Residential and Low Density Residential is recognised.
- To recognise the eastern end of the Precinct as the urban edge of Irymple through a review of the existing urban growth boundary.
- To establish the eastern end of Fifteenth Street as displaying an identity that can be associated with Irymple through a transition in the scale of activity in this area that builds on the existing sense of openness and low profile development through the introduction of a SUZ at an appropriate time in the future.





- To encourage the development of community based uses along the road frontage to Fifteenth Street accommodating uses that can support the existing and new community in this area in the future.
- Investigate the land supply requirements of the existing education facilities in the Precinct to respond to current and forecast residential and population growth.
- Ensure the timely development of infrastructure and capital works through the preparation of development contributions plans.

#### **Urban Design:**

- To maintain the continuation of rural uses to the south of a new spine of development along the main road frontage that reinforces the largely intact and active rural land within this area.
- Establish a low profile community focused development between Cowra and Sandilong Avenue that incorporates low scale building forms with elaborate roof forms setback approximately 10 metres from the road reserve. Buildings frontages should be a maximum of 15-20 metres wide, utilising natural materials and muted colour tones.
- Manage surface carparking to the rear of buildings in order to establish a significantly landscaped frontage.
- Large native canopy trees with ground level planting should be incorporated within the frontage setback in order to frame and envelope the development.
- Establish a triple avenue of large, dense native canopy trees and significant ground cover along Fifteenth Street with street lighting interspersed.
- Commence discussions with VicRoads regarding appropriate access arrangements for new development along this spine.
- Ensure the timely development of infrastructure and capital works through the preparation of development contributions plans.



#### 4.4.4 implications

The objective for the Fifteenth Street Precinct and strategies to achieve such will generate a series of implications that need to be appropriately considered. The implications are as follows:

- **Managing Expectations:**

The consultation process for this study identified that many stakeholders supported immediate action in the Fifteenth Street Precinct to ensure an upgrade in presentation and amenity, and to support the consolidation of commercial uses associated with the core peripheral sales node west of Benetook Avenue.

It was recognised that tension existed regarding recent recommendations to support an extension of peripheral sales activity into Benetook Avenue rather than Fifteenth Street as a function of the continuation and maintenance of the non-urban break. And it is also recognised that many land holders in the area are sitting on retired land waiting for an opportunity for urban style development to occur.

With the recommendation of this study to remove the non-urban break in favour of an '*urban transition*' area, the ability to support the aspirations of these stakeholders will be accommodated. However, the timing of this rezoning and redevelopment will no doubt generate some tension for stakeholders.

Given the existing land supply scenario and abundance of appropriately zoned land for commercial uses, particularly B4Z land, it is considered premature to recommend an immediate rezoning of land in the western end of the Fifteenth Precinct.

However, the intent for change and the support for a B4Z in this area once demand arises is a significant win for interested stakeholders. Not only does this recommendation signify an intent for change it allows stakeholders to commence pursuing preferred businesses to the area, providing certainty that their needs will be able to be accommodated in a high profile, high exposure, appropriately zoned location.

The impact of immediate rezoning of the west end on recently rezoned B4Z land would result in fragmented and ad hoc development of the regionally significant Fifteenth Street. The need to 'sequence' this development is integral to the success of the region.

In order to support a 'fast tracking' of the sequence of development it has been recommended that an IN3Z be implemented to the east side of Benetook Avenue rather than an extension of the B4Z in this area. If this recommendation is accepted, the timing for rezoning of Fifteenth Street to a B4Z will be significantly reduced as it will present the next available B4Z development front. The preparation of an economic development strategy to encourage the take up of existing B4Z land for appropriate uses will also speed up this process.



In summary, while no recommendation regarding an immediate rezoning of the western end of Fifteenth Street to a B4Z will be generated at this point in time, the intent to change, the recommendation of an appropriate zone for future urban development and the increased level of certainty that this strategy is generating is a significant gain which stakeholders should support.

The presentation and amenity of Fifteenth Street will be enhanced in the short term through the establishment of a series of urban design and landscape treatments.

- **Demand :**

As recommended, the development of both the east and west ends of Fifteenth Street is contingent on land supply issues. That is, Council are recommended to exercise discretion and rezone land only once the existing supply of appropriately zoned land in alternate locations has been exhausted. Hence the development of Fifteenth Street is dependant on the rate of take up of existing zoned land which is subject to the readiness for development and level of servicing.

However, this does not mean that the presentation of the Precinct must remain as it is at present until such time. The public realm treatments can occur immediately as the current road reserve will accommodate planting.

Cowra Avenue as a gateway intersection that incorporates banners, artwork and landscape treatment will enable an improvement in the current presentation of Fifteenth Street and will set a strong visual setting for future urban forms.

On development of this precinct, acquisition of private land on both sides of Fifteenth Street will need to be pursued in order to support the establishment of setbacks to new development through the provision of service roads. This will require negotiation with landowners in the future and may prove challenging unless an adequate return can be generated and landowners support the urban development aims of this area.

- **Existing Use Rights:**

While the objectives and strategies for the Precinct in the future signify a large degree of change, the ongoing rights of land of existing uses within the Precinct need to be recognised.

In accord with Clause 63 of the General Provisions in the Mildura Planning Scheme existing uses within the Precinct will be continued to operate even with the introduction of a new zone. Clause 63.01 identifies the extent of existing use rights:

- **Clause 63.01: Extent of Existing Use Rights**

*An existing use right is established in relation to use of land under this scheme if any of the following apply:*



- *The use was lawfully carried out immediately before the approval date.*
- *A permit for the use had been granted immediately before the approval date and the use commences before the permit expires.*
- *A permit for the use has been granted under Clause 63.08 and the use commences before the permit expires.*
- *Proof of continuous use for 15 years is established under Clause 63.11.*
- *The use is a lawful continuation by a utility service provider or other private body of a use previously carried on by a Minister, government department or public authority, even where the continuation of the use is no longer for a public purpose.*

It is not anticipated that the existing uses within the western edge of the Fifteenth Street Precinct will read as incompatible uses i.e. the caravan park, however residential uses may require more sensitive design and siting responses from new uses.



mildura-irymple  
framework precinct

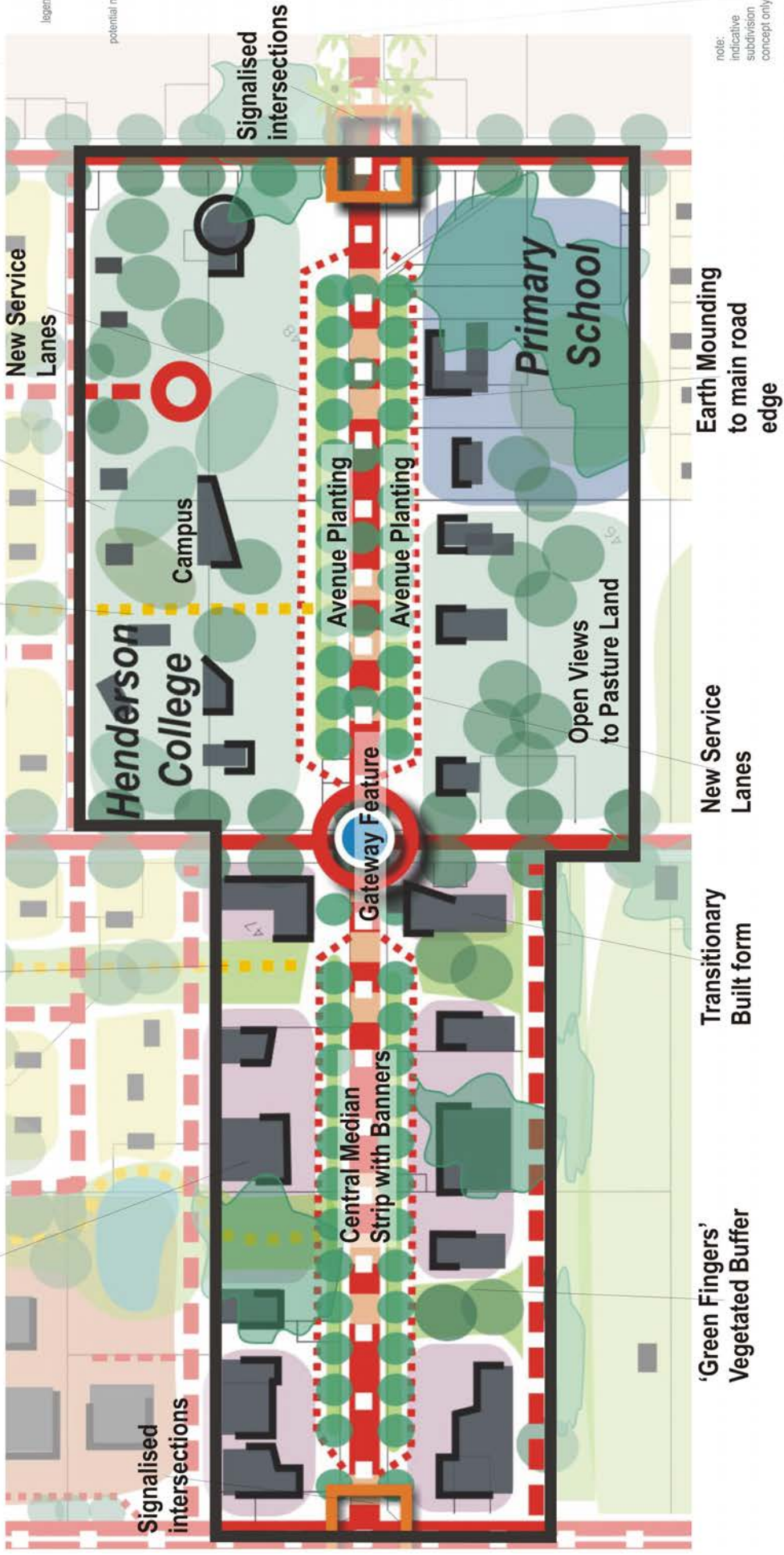
fifteenth street

Bulky goods  
with narrow  
active frontages

'Green Fingers'  
Vegetated Buffer

Pedestrian link  
connector to  
Residential

Potential Special  
Use Zone



note:  
indicative  
subdivision  
concept only

Project Ref: 05.178  
Dwg No.: UDD-012  
Scale: 1:2000@A1  
Date: 04.04.06  
Revision: C

hansen partnership pty ltd  
melbourne | sydney | vietnam  
level 8 136 exhibition st  
melbourne vic 3000  
t 61 3 9554 8844 f 61 3 9554 8088  
e info@hansen-online.com.au  
w hansen-online.com.au

figure 8: precinct 3: fifteenth street





## 4.5 precinct 4: south fifteenth street

### 4.5.1 expectation for precinct

The analysis of the study area identified the following **key issues** for the South Fifteenth Street precinct:

- A strategic assessment of land within the non-urban break undertaken in 2004, identified that in regards to the capability of land within this area that:
  - *The subject land could support shallow rooted, lime tolerant agricultural crops such as grapes, olives, stonefruits and vegetables.*
  - *The subject land however is not considered to be the prime agricultural land of the regions.*
- In contrast to the North Fifteenth Street Precinct, the South Fifteenth Street Precinct is characterised by a more intact and active rural area with less evidence of fragmented land parcels and pressure for alternate uses.

Having regard to the above, the **preferred future** for this area is identified as follows:

- Maintain the openness of the South Fifteenth Street Precinct through the rezoning of RUZ land to FZ, as recommended by the draft *Rural Areas Strategy* (2005), and restricting pressure for the development of urban uses within this area.

### 4.5.2 objectives

The following key objective has been prepared for the South Fifteenth Street Precinct to realise its preferred future:

- To maintain the open landscape and farming activity focus of this Precinct.
- To extend the public landscape treatment along Cowra Avenue south of Fifteenth Street.

### 4.5.3 strategies

The following strategies have been prepared to deliver the objectives for the South Fifteenth Street Precinct:

#### Land Use

- Support the ongoing integrity of rural activities in this area by prioritising the rezoning of RUZ land to FZ.
- Limit the opportunity for excision of land within the South Fifteenth Street Precinct for residential development in this area in the future.



- Review the appropriateness of FZ within 5 years to determine its support for on going farming activities.

### Urban Design

- Prepare an appropriate Planning Overlay to guide the siting and design of new development in this area to ensure appropriate regard is given to the maintenance of the existing open landscape character.
- Ensure protection of the important existing view corridors which contribute to an understanding of the landscape character of the precinct by requiring generous spacing between proposed buildings along Fifteenth Street.
- Establish a distinctive street treatment along Cowra Avenue from the north to the south for approximately 300 metres to reinforce and emphasise the 'knuckle' junction at the Cowra Avenue and Fifteenth Street intersection.
- Ensure the timely development of infrastructure and capital works through the preparation of development contributions plans.

#### 4.5.4 implications

The objective for the South Fifteenth Street Precinct and strategies to achieve such will generate a series of implications that need to be appropriately considered.

The implications are as follows:

- **Ongoing productive capability of this land**

As identified by the draft *Rural Areas Strategy* (2005) the rural land in the non-urban break is not recognised as prime agricultural land in the region. The ongoing productive capability of this land combined with the high yield of residential development could influence pressure for re-development of this land for urban uses in the future.



## 5 implementation

The implementation of the vision, objectives and strategies for the ‘urban transition’ area will require a collaborative and staged approach.

In order to implement the *‘Land Use Vision and Urban Design Framework for the Mildura–lrymple Interface Area’* a number of amendments to the Mildura Planning Scheme will be required, including:

- Revision of the existing MSS to remove references to the non-urban break and include new references to the urban transition area, its location and its intent.
- Preparation of a new local policy to implement the vision and objectives of the urban transition area, and the established precinct plans, as per the study.

### 5.1 amendments to the planning scheme

#### 5.1.1 municipal strategic statement (mss)

The following changes to the MSS will be required:

**Clause 21.01:** Sub regional context map

- **Remove** references to non-urban break on map.

**Clause 21.04-2:** Settlement: Objective 1 ‘To facilitate orderly development’

- **Insert** a new strategy that introduces the urban transition area into the MSS. The strategy should read:

Maintain a difference in identity between Mildura and lrymple through a transition in urban form and activity that reflects a shift in character from the open rural areas to lrymple towards a more intense urban focus to Mildura.

**Clause 21.04-2:** Mildura Town Structure Plan:

- **Remove** reference ‘retain non-urban corridor’ from map and **insert** reference ‘urban transition area’ to map identifying clearly the area that the urban transition relates to (land between Benetook Avenue, Sandilong Avenue, Fourteenth Street and Sixteenth Street).

**Clause 21.04-2:** lrymple Town Structure Plan:

- **Remove** reference ‘retain non-urban corridor’ from map and **insert** reference ‘urban transition area’ to map identifying clearly the area that the urban transition relates to (land between Benetook Avenue, Sandilong Avenue, Fourteenth Street and Sixteenth Street).



**Clause 21.06: Reference Documents:**

- **Insert** the “Land Use Vision and Urban Design Framework for the Mildura-Irymple Interface Area: Final Report’ (October 2005) as a reference document.

**5.1.2 local planning policy framework (lppf)**

A local planning policy will need to be prepared to implement the recommendations of the study, to create clear direction for the urban transition area and to respond to the vision established in the MSS (as outlined above). A draft local policy is identified below and could be used, or adapted, as part of a Planning Scheme Amendment to implement this work.

**22.11 Mildura – Irymple Urban Transition Area**

This policy applies to the land show in Figures 1-4 of this Clause.

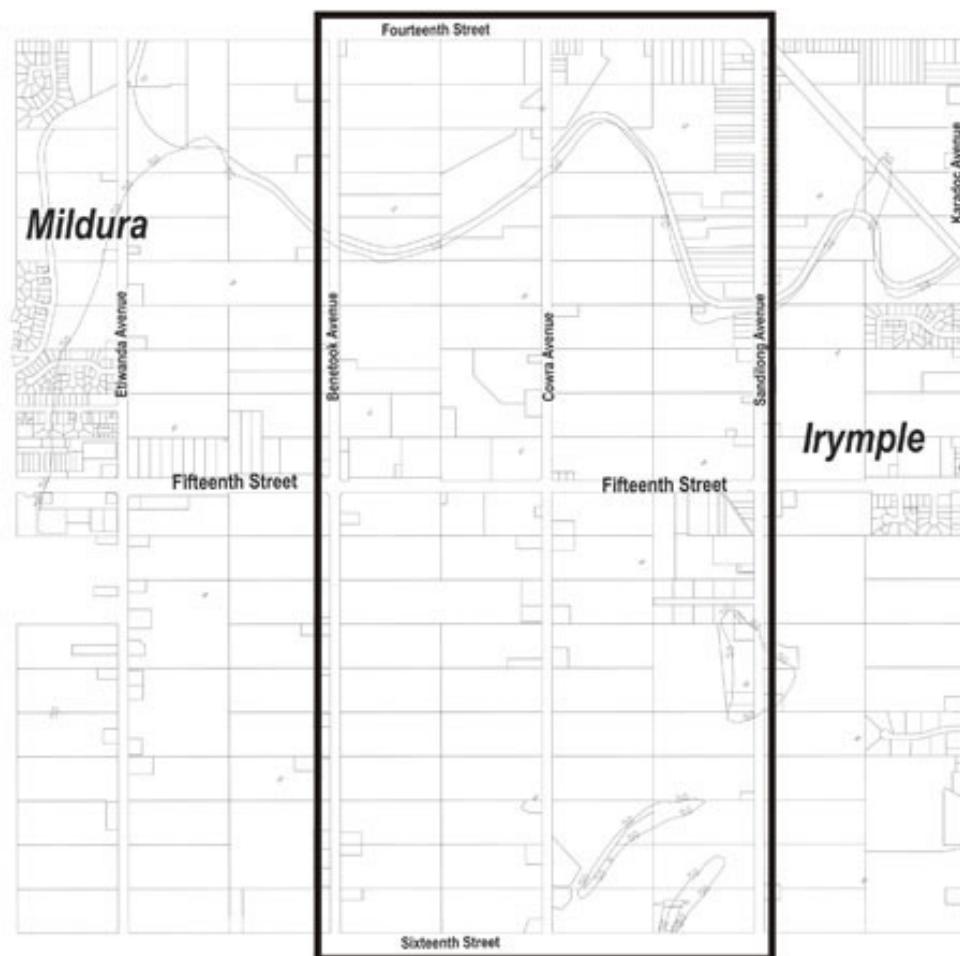


Figure 1: Urban Transition Area



### 22.11-1 Policy Basis

This policy:

- applies the SPPF objective relating to settlement to a defined local area of the municipality;
- builds on the MSS objectives in Clause 21.04-2 relating to *settlement* in particular *facilitating orderly development*;
- applies the vision of the '*Land Use Vision and Urban Design Framework for the Mildura-Irymple Interface Area*', 2005, to support an appropriate mix of uses throughout the urban transition area in the future that responds to the land supply scenario of Mildura and Irymple while articulating a clear identity for the two towns through a transition in building form, scale, use, landscape and urban design treatments throughout the precinct, particularly along Fifteenth Street.
- applies the objectives of the '*Land Use Vision and Urban Design Framework for the Mildura-Irymple Interface Area*', 2005, to direct land use, urban design and staging of development in defined precincts within the urban transition area.

### 22.11-2 General Objectives

The following objectives relate to the overall urban transition area:

- To maintain a difference in identity between Mildura and Irymple through a transition in urban form and activity across the precinct that reflects a shift in character from the open rural areas to Irymple towards a more intense urban focus to Mildura.
- To reinforce Fifteenth Street as the key public expression of the '*urban transition*' between Mildura and Irymple.
- To establish a high quality and recognisable urban experience/environment along Fifteenth Street in terms of both its landscape setting and its collective built form that demonstrates innovation and the highest quality of planning and urban design.
- To use the existing natural and environmental features to advantage in generating a commercial and residential setting that differs from the highway experience elsewhere in Mildura while at the same time responding to its established design and landscape character.
- To support an appropriate and compatible mix of uses within the urban transition that responds to, and does not undermine, the existing land supply scenario of Mildura and Irymple.
- To provide for the sequencing and consolidation of development fronts throughout the urban transition, particularly along Fifteenth Street, in order to avoid a situation of ad hoc, fragmented development which will have a detrimental impact on the amenity and presentation of this area.





- To ensure the timely delivery of required infrastructure and capital works to deliver the vision and objectives throughout the urban transition area.

The following objectives and policy relate specifically to the defined precincts within the urban transition area, identified in Figures 2-4 of this Clause:

### 22.11-3 Benetook Avenue

#### Objectives

- To consolidate peripheral sale retailing and associated opportunities with the core Fifteenth Street Precinct.
- To establish Benetook Avenue as a high exposure service orientated commercial experience with ribbons of landscape between large building forms.
- To create development form that provides a sense of frontage and street presence that portrays a sensible arrangement of back to back and fronts to street in a confined setting that minimises the detrimental impact on surrounding residential surrounds.

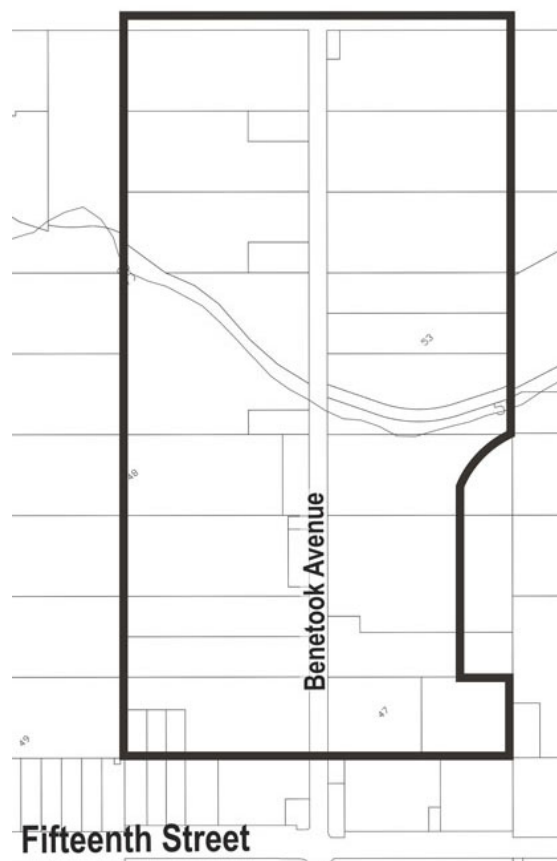


Figure 2: Benetook Avenue



It is policy to:

- Support the development of a spine of peripheral sales and service industry fronting both sides of Benetook Avenue between Fifteenth and Fourteenth Streets.
- Discourage non-compatible uses from locating in the precinct that may compromise the ongoing integrity and viability of preferred uses.
- Encourage development that provides a consistency in built form and presentation with a strong sense of address to the street.
- Encourage large solid building forms with a glazed presentation to the street frontage that incorporate flat roof forms. Ancillary buildings should be located to the rear of the main building.
- Ensure all buildings are set to street frontages with a clear sense of address.
- Establish a suitable buffer between the commercial development along Benetook Avenue and the more sensitive residential land use behind, landscape buffer to be located on land within both business and residential interfaces.
- Building height / envelope to be inserted at an appropriate time in the future.
- Establish suitable reserves to accommodate for future duplication of Benetook Avenue to four lanes with a central median strip and service lanes to either side
- Limit direct vehicle access to surrounding residential areas onto Benetook Avenue to assist with management of traffic along this road.
- Encourage surface carparking to be provided in 'courts' or to the rear of building to reduce the visual impact, with minimal customer parking located to the front for convenience and ease of accessibility.
- Recognise and protect the amenity of surrounding residential areas through appropriate management of interfaces.
- Establish an attractive and inviting experience along Benetook Avenue through the introduction of native street trees within the median strips and clusters of native canopy trees within front setbacks.
- Achieve a quality streetscape with strong native landscaping.
- Establish strong belts of native landscape between buildings to break up the visual mass of the large building forms.
- Encourage the reinstatement of the greenbelt (PPRZ) between Benetook Avenue and Cowra Avenue.
- Ensure the timely development of infrastructure and capital works.



## 22.11-4 North Fifteenth Street

### Objectives

- To provide new opportunities for the realisation of residential development within a consolidated area that forms part of the greater urban environment of the Mildura – Irymple region.
- To provide opportunities for the consolidation of residential development with opportunities for a range of housing style and densities at an appropriate time in the future that responds to the land supply situation of Mildura and Irymple.
- To ensure that an open character of mixed density residential with a strong landscape theme be accommodated in the area south of the 'green belt'.
- To ensure a transition in form, activity and character north-south and east-west across the Precinct to respond to the identity and pattern of development at the edges of this Precinct.
- To establish as a high quality residential area that maintains a strong landscape presence both in the public and private realms.
- To encourage a low density scale of residential development in a strong landscape setting.
- To implement water sensitive urban design techniques throughout the precinct.

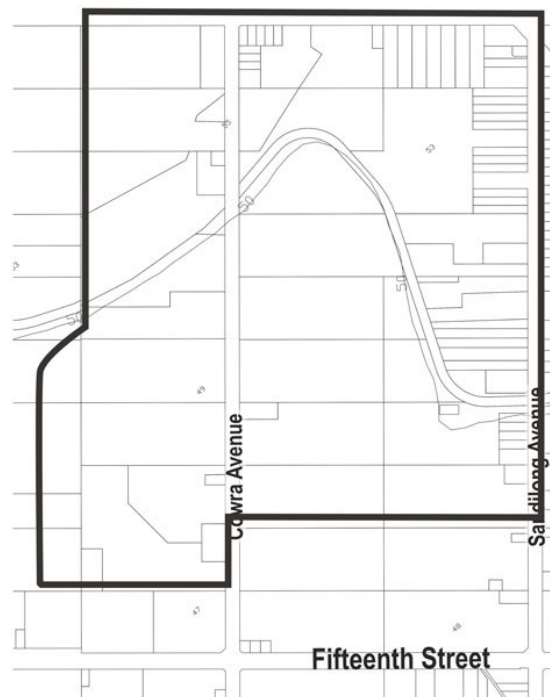


Figure 3: North Fifteenth Street



It is policy to:

- Encourage residential development to the north of the 'green belt' at standard residential densities to consolidate the existing pattern of development within the urban growth boundary.
- Encourage residential development to the south of the 'green belt' at lower residential densities to support the transition of use and scale of activity between Mildura and Irymple.
- Encourage dwellings to the south of the 'green belt' to be of a low scale with large front setbacks and maximum site coverage of approximately 20%. Dwellings should utilise natural materials and muted tones, an open landscape character is encouraged.
- Discourage front and side fences to create a sense of openness within the public realm.
- Encourage garages and outbuildings to be located behind the main building frontage.
- Establish a street network that is different to the typical 10 acre lot '10 pack'.
- Support the development of community based uses along the Fifteenth Street frontage between Cowra and Sandilong Avenues.
- Establish high quality, useable public open spaces that are highly visible, accessible and safe.
- Establish 'green links' through the precinct between Fifteenth Street and the existing 'green belt', integrating small neighbourhood parks that will provide greater permeability, recreational opportunities for future residents and ultimately form part of an open space contribution of new development in the area.
- Utilise landscape as the common thread that can help to integrate different land uses and forms.
- Recognise the importance of retaining existing vegetation where this is seen as significant or contributory to the character of the precinct.
- Encourage strong canopy landscape that will sit above the low scale residential buildings within the precinct.
- Establish strong north-south spines of landscaping to Fifteenth Street.
- Adopt the principles of ESD including Water Sensitive Urban Design in the planning of all low density residential areas. Particularly encourage street design that incorporates swales, roll over kerbs, water retention and significantly public landscape.
- Ensure the timely development of infrastructure and capital works.



## 22.11-5 Fifteenth Street

### Objectives

- Reinforce Fifteenth Street as the 'public face' of the 'urban transition' between Mildura and Irymple.
- To reinforce the role of Fifteenth Street as the core peripheral sales precinct of Mildura and consolidate this through the gradual expansion of this area between Benetook Avenue and Cowra Avenue over time as demand arises.
- Develop Fifteenth Street as an urban strip incorporating a diversity of uses and forms that are underpinned by a strong landscape presence that maintains a notion of transition in identity between the two adjoining towns.
- Facilitate the development of urban uses at an appropriate time in the future that responds to the land supply situation of Mildura and Irymple.



Figure 4: Fifteenth Street

Within the overall Fifteenth Street precinct it is policy to:

- Establish an attractive transition experience along Fifteenth Street by introducing significant landscape treatment that evolves along the corridor reflecting the transition of character from Irymple to Mildura.
- Establish Cowra Avenue as the 'knuckle' of the urban transition through significant street tree planting along Cowra Avenue, high quality landmark buildings within the intersection and/or the provision of a gateway treatment (artwork/sculpture). This knuckle should be strengthened as an entrance gateway through a series of banners that highlight events occurring in each town.





- Facilitate pedestrian linkages across the highway to ensure that the highway reflects an active corridor that enables pedestrians to move safe and efficiently between commercial developments.
- Improve the pedestrian experience along Fifteenth Street through significant low level planting, street lighting and clear visibility.
- Ensure the timely development of infrastructure and capital works.

Within the **west end of Fifteenth Street** (between Benetook Avenue and Cowra Avenue) it is policy to:

- Establish the western end of Fifteenth Street as an extension of the core peripheral sales precinct of Fifteenth Street at an appropriate time in the future.
- Incorporate restricted retail development into buildings of a moderate scale with minimal roof forms and projecting eaves. Building frontages should be a maximum of 20-30 metres wide with 'green' frontages that accommodate some convenience carparking.
- Manage surface carparking in 'courts' between buildings or to the rear of building with service access where possible to reduce the visual impact and improve the highway presentation.
- Locate service access behind the buildings incorporating a significant native landscape buffer to reduce the visual bulk and amenity impacts of the development on the future residential area.
- Encourage signage along the highway to be associated with buildings only.
- Recognise Cowra Avenue as the urban edge of Mildura.
- Encourage feature building forms at the Cowra Avenue intersection with feature roof forms, articulation above ground level, awnings and a high degree of transparency through the use of glazing to the street frontage. Buildings need not be tall, but should present an attractive frontage to the junction with a clear sense of street address.
- Establish an avenue of native canopy trees within the road reserve with significant landscape and lighting located along the central median strip. Towards the Cowra Avenue intersection explore the possibility of introducing banners and signage with the central median to highlight upcoming events in each town.
- Establish a rhythm of 'green' breaks between buildings that increases nearer Cowra Avenue. These green breaks should provide pedestrian access to surrounding residential areas and public open spaces.

Within the **east end of Fifteenth Street** (between Cowra Avenue and Sandilong Avenue) it is policy to:

- Establish the eastern end of Fifteenth Street as displaying an identity that can be associated with Irymple through a transition in the scale of activity in this area that builds on the existing sense of openness and low profile development.



- Maintain the continuation of rural uses to the south of a new spine of development along the main road frontage that reinforces the largely intact and active rural land within this area.
- Support the expansion of existing education facilities in the precinct to respond to current and forecast residential and population growth.
- Encourage the development of community based uses along the road frontage to Fifteenth Street accommodating uses that can support the existing and new community in this area in the future. Buildings should demonstrate a low scale form with elaborate roof forms setback approximately 10 metres from the road reserve. Buildings frontages should be a maximum of 15-20 metres wide, utilising natural materials and muted colour tones.
- Manage surface carparking to the rear of buildings in order to establish a significantly landscaped frontage.
- Recognise Sandilong Avenue as the urban edge of Irymple.
- Large native canopy trees with ground level planting should be incorporated within the frontage setback in order to frame and envelope the development.
- Establish a triple avenue of large, dense native canopy trees and significant ground cover along Fifteenth Street with street lighting interspersed.

#### **22.11-6 South Fifteenth Street**

##### **Objectives:**

- To maintain the open landscape and farming activity focus of this Precinct.

It is policy to:

- Support the ongoing integrity of rural activities in this area.
- Limit the opportunity for excision of land within the South Fifteenth Street Precinct for residential development in this area in the future.
- Review the appropriateness of the FZ within 5 years to determine its support for on going farming activity.
- Ensure the timely development of infrastructure and capital works.
- Ensure protection of the important existing view corridors which contribute to an understanding of the landscape character of the precinct by requiring generous spacing between proposed buildings along Fifteenth Street.
- Establish a distinctive street treatment along Cowra Avenue from the north to the south for approximately 300 metres to reinforce and emphasise the 'knuckle' junction at the Cowra Avenue and Fifteenth Street intersection.

#### **22.11-7**



## **Decision Guidelines**

When considering applications for re-zoning land within the urban transition area it is policy that the Responsible Authority:

- Exercise discretion in regard to the rezoning of land within this area based on a full land supply analysis of alternate appropriately zoned land.
- Opportunities for rezoning should not be considered until the existing supply of appropriately zoned land within the balance of the municipality has been exhausted.

### **22.11-8 Further Work**

Further work required to be undertaken includes the following:

- Preparation of siting and design guidelines for each precinct within the urban transition area consistent with the directions of the 'Land Use Vision and Urban Design Framework for the Mildura-Irymple Interface Area'.

### **22.11-9 Reference Documents**

'Land Use Vision and Urban Design Framework for the Mildura-Irymple Interface Area', 2005.



## 5.2 implementation schedule

The following table identifies the implementation schedule for the recommendations of this study:

	Action		Responsibility	Priority
Benetook Avenue Precinct	#1	Recommend Council support the inclusion of an arrow to support the extension of the B4Z north to Fifteenth Street	Council	High
	#2	Prepare an Amendment to the Planning Scheme to incorporate an appropriate local policy for this area	Council	High
	#3	Prepare Planning Scheme Amendment to re-zone RUZ on east side of Benetook Avenue to FZ	Council	High
	#4	Preparation of an urban design and landscape schedule of works	Council	High
	#5	Preparation of an Urban Design Manual to guide change in area	Council	High
	#6	Preparation of detailed design guidelines for built form	Council	High
	#7	Encourage the reinstatement of the 'greenbelt' (PPRZ) between Benetook Avenue and Cowra Avenue	Council	High
	#8	Rezone land on the eastern side of Benetook Avenue to IN3Z	Council	Medium
	#9	Prepare DDO to accompany proposed rezoning of land on the eastern side of Benetook Avenue to IN3Z to manage design and interfaces	Council	Medium
	#10	Prepare DCP for infrastructure and landscape works	Council	Medium
	#11	Liaise with VicRoads re access arrangements to new development fronting Benetook Avenue	Council / VicRoads	Medium
Fifteenth Street Precinct	#1	Prepare Planning Scheme Amendment to re-zone RUZ to FZ	Council	High
	#2	Prepare an Amendment to the Planning Scheme to incorporate	Council	High



		an appropriate local policy for this area		
	#3	Investigate potential for a SUZ to be accommodated between Cowra Avenue and Sandilong Avenue	Council	High
	#4	Prepare economic development / marketing strategy to secure demand for peripheral sales retailing in western end of Precinct	Council	High
	#5	Prepare Public Realm Urban Design Manual for Precinct	Council	High
	#6	Preparation of an Urban Design Manual to guide change in area	Council	High
	#7	Preparation of detailed design guidelines for built form	Council	High
	#8	Undertake design and landscape improvements in road reserve	Council	High
	#9	Enforce appropriate bylaws and conditions to permits that may be currently impacting on appearance of road frontage	Council	High
	#10	Engage a Council officer to liaise with land owners to encourage upgrading of presentation of frontages and investigate assistance that may be required.	Council	High
	#11	Rezone western end of Precinct between Benetook Avenue and Cowra Avenue to B4Z	Council	Medium (based on existing land supply situation)
	#12	Liaise with VicRoads re design and landscape treatments for median and road reserve	Council / VicRoads	High
	#13	Prepare DDO to guide future development of area	Council	Medium
	#14	Prepare DCP for infrastructure and landscape works	Council	Medium
	#15	Liaise with education facilities re future land use requirements	Council	Medium
	#16	Liaise with VicRoads re access arrangements to development	Council / VicRoads	Medium
<b>North Fifteenth Street Precinct</b>	#1	Prepare Planning Scheme Amendment to re-zone RUZ to FZ	Council	High
	#2	Prepare an Amendment to the	Council	High



		Planning Scheme to incorporate an appropriate local policy for this area		
	#3	Review residential strategies with consideration of potential for LDRZ and R1Z land to be accommodated in precinct.	Council	High
	#4	Review priority staging of infrastructure upgrades based on residential strategy review	Council	High
	#5	Preparation of a landscape concept plan for the green-belt upgrade	Council	High
	#6	Preparation of an Urban Design Manual to guide change in area	Council	High
	#7	Preparation of detailed design guidelines for built form	Council	High
	#8	Prepare DDO to guide future development of area	Council	Medium
	#9	Prepare DCP for infrastructure and landscape works	Council	Medium
	#10	Prepare DPO to guide development of precinct	Council	Medium
	#11	Investigate opportunity to prepare a Schedule to the LDRZ to establish minimum lots sizes that will assist in achieving the vision for this area.	Council	Low
<b>South Fifteenth Street Precinct</b>	#1	Prepare Planning Scheme Amendment to re-zone RUZ to FZ	Council	High
	#2	Prepare an Amendment to the Planning Scheme to incorporate an appropriate local policy for this area	Council	High
	#3	Review residential strategies with consideration of potential for LDRZ land to be accommodated between Cowra Avenue and Sandilong Avenue	Council	High
	#4	Preparation of an Urban Design Manual to guide change in area	Council	High
	#5	Preparation of detailed design guidelines for built form	Council	High
	#6	Prepare DDO to guide future development of area	Council	Medium
	#7	Prepare DCP for infrastructure	Council	Medium





		and landscape works		
	#8	Review viability of FZ and/or consider alternative Rural Zone	Council	Medium

In order to realise a prompt improvement in the presentation and image of Fifteenth Street an immediate program of landscape and public domain works is recommended. This should form part of the broader development program to be completed with the ultimate release of land fronting Fifteenth Street. As a guide to immediate effects, an Interim Framework Plan has been prepared outlining a series of affordable and high impact treatments including boulevard planting, earth mounding, lighting and pavement treatments. The Interim Framework Plan is included as **figure 9** and an illustrative montage of public works along Fifteenth Street East is included as **figure 10**.



# mildura-irympole interface study

## the framework plan interim



Project Ref: 05.178  
Dwg No.: UDD-011  
Scale: 1:5000@A1  
Date: 15.07.05  
Revision: A

hansen partnership pty ltd  
melbourne | sydney | vietnam  
level 8 136 exhibition st  
melbourne vic 3000  
t 61 3 9654 8844 f 61 3 9654 8088  
e info@hansen-online.com.au  
w hansen-online.com.au

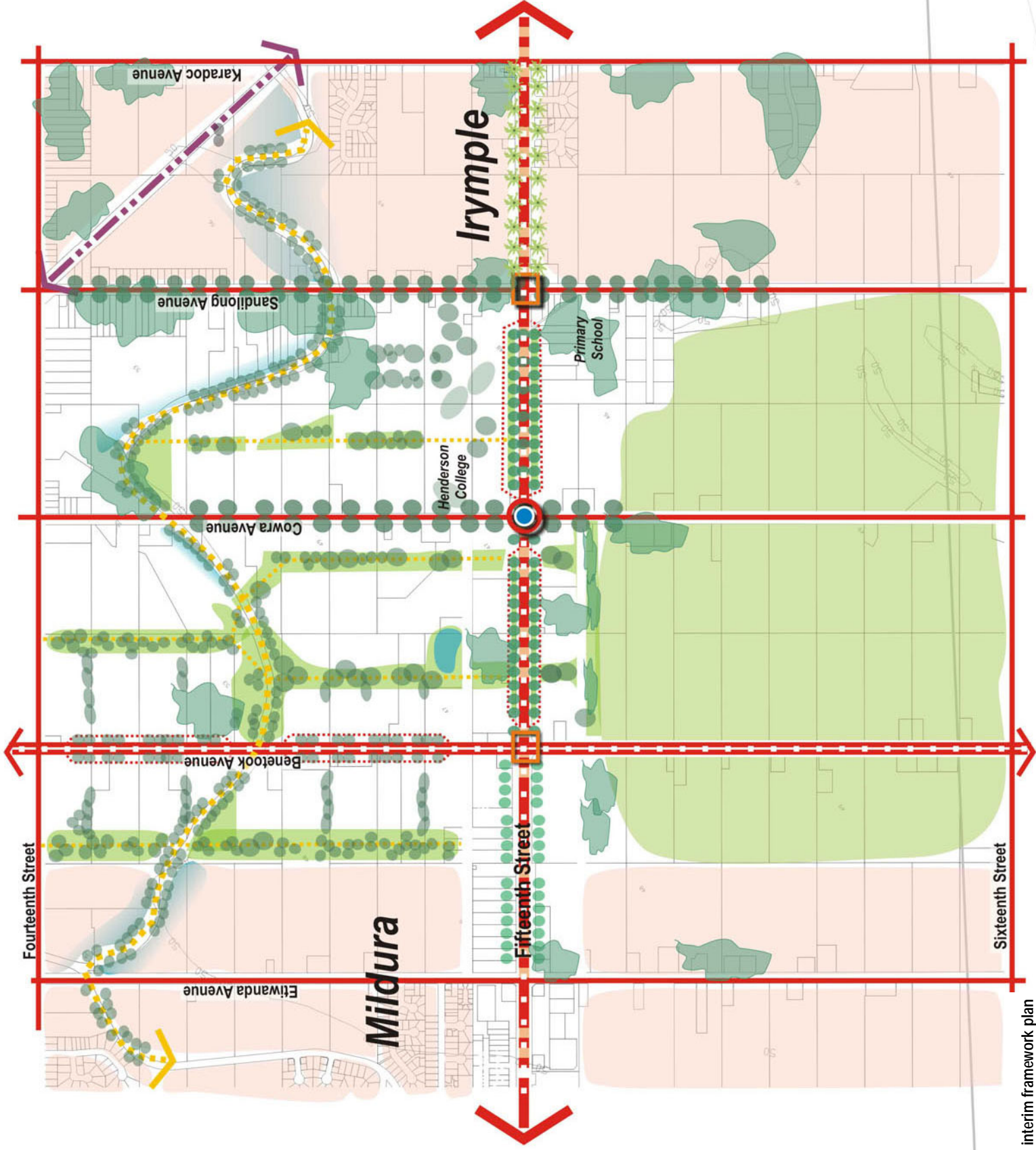


figure 9: interim framework plan



Existing conditions- Fifteenth Street East

Illustrative future image- Fifteenth Street East



Fifteenth Street East Section

Scale 1:150@A1

figure 10: fifteenth street east montage





## part b: strategic justification

### 6 influences

The following section of the report identifies the key elements that will influence the future direction of the non-urban break. These influences each act to exert pressure on the current status of the interface area and create a framework within which to consider an appropriate strategic response to its propensity for change in the future.

#### 6.1 planning policy framework

A variety of planning policies influence the future direction of the study area, not the least those relating specifically to the non-urban break itself. (Refer to **Figure 11**).














The following discussion provides an overview of the key planning policy and strategic planning decisions that influence the study area. Other relevant policies are identified in **Table 3**.

##### 6.1.1 non-urban break

As identified previously in Section 1, Clause 21.04-2 of the Mildura Planning Scheme establishes a clear intent to maintain the separation of Mildura and Irymple and support the identity of Irymple in its own right. This has led to the enforcement of a physical break of a non-urban character between the two towns.

The continuation of this break in the future is the subject of this study. Based on the recommendations of this report, existing policy references to the non-urban break will need to be reviewed accordingly.

legend

-  primary roads
-  existing residential land
-  proposed residential growth
-  low density & excised residential
-  retail expansion
-  peripheral sales expansion
-  schools/institutions
-  industrial land
-  pastoral/rural land
-  existing growth boundaries
-  possible direction of growth
-  existing city gateways
-  non urban break

n.u.b

Project Ref: 05.178  
Dwg No.: UDD-006  
Scale: 1:750@A1  
Date: 15.07.05  
Revision: A

hansen partnership pty ltd  
melbourne | sydney | vietnam  
level 8/136 exhibition st  
melbourne vic 3000  
t 61 3 9654 8844 f 61 3 9654 8088  
e info@hansen-online.com.au  
w hansen-online.com.au

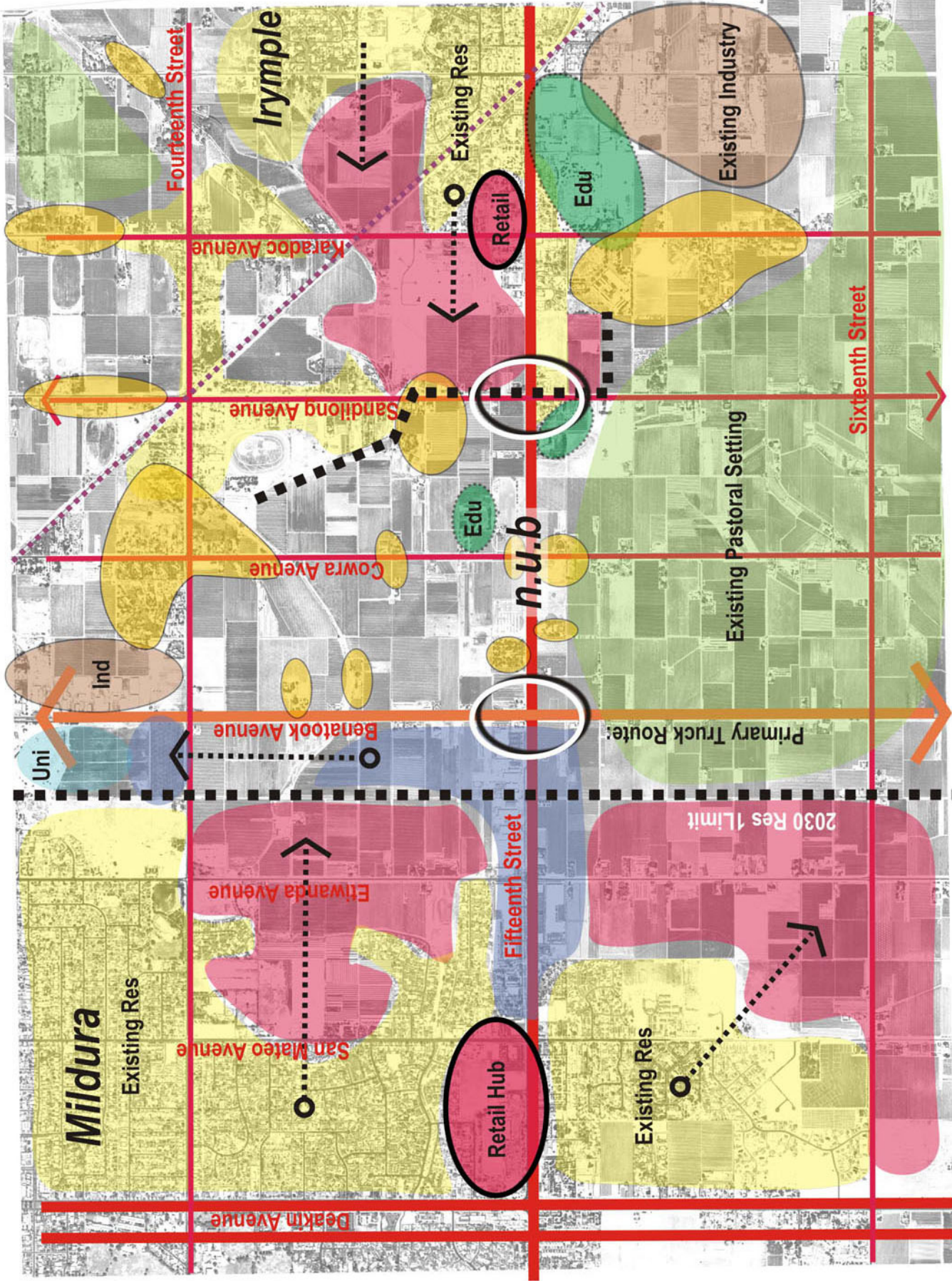


figure 11: urban growth context



## 6.1.2 amendment VC24

Amendment VC24 to the Victorian Planning Provisions (VPPs) introduces four new rural zones as identified in **Figure 12** below.

The four new zones for rural Victoria will come into effect in Mildura on amendment of the Mildura Planning Scheme.

Amendment VC24 influences the study area in that land currently zoned for rural uses will need to be reviewed in light of an appropriate new rural zone with an associated amendment to the planning scheme. Recommendations for existing RUZ land within the non-urban break have been proposed in the draft *Rural Areas Strategy* prepared by Maunsell Australia (2005). The Study recommends the following in regard to RUZ land in the non-urban break area:

*'It is recommended that this land be translated into the Farming Zone and that steps be undertaken as endorsed by Council to engage consultants to undertake detailed corridor option development and assessment'.*

This study will need to provide appropriate regard to Amendment VC24 and the recommendations of the draft *Rural Areas Strategy* (2005).

figure 12: new zones for rural victoria

<b>Farming Zone</b>	Replaces the Rural Zone. The main zone for agricultural areas.
<b>Rural Activity Zone</b>	A new zone providing flexibility for agriculture and other land uses to co-exist.
<b>Rural Living Zone</b>	Upgrades the existing zone. The main zone for rural residential areas.
<b>Rural Conservation Zone</b>	Replaces the Environmental Rural Zone. The main zone for areas with significant environmental considerations (also applies in green wedge areas).

DSE (2005) 'New Zones for Rural Victoria: Final Package'





### 6.1.3 amendment C28

Amendment C28 sets the strategic direction for future residential development within Mildura. Amendment C28 recommends the implementation of the following strategic studies:

- Review of the Mildura and Irymple Residential Land Strategies Nov 2003 (Maunsell and OPA Pty Ltd); and
- Mildura Rural Residential Study Review Oct 2003 (OPA Pty Ltd).

The key issues addressed through the Amendment C28 process related to the above documents included:

- The availability and appropriate staging of R1Z land in both Mildura and Irymple.
- The appropriate location of a 2030 Residential Growth Boundary for both Mildura and Irymple.
- The existing supply of Low Density Residential land and the need to rezone land to meet the 10 year supply requirements established by Minister's Direction 6.
- The appropriate location to rezone land for Low Density Residential.

It was recommended by the Panel that Amendment C28 be adopted generally as exhibited with the exception of removing the staging associated with the development of R1Z land in favour of allowing the market to determine sequencing of development.

Having regard to the study area, the Panel supported:

*'the merit of maintaining a worthwhile non-urban 'break' between Mildura and Irymple'.*

### 6.1.4 amendment C29

Amendment C29 finalises the implementation of the "Three Year Review" of the Mildura Planning Scheme.

Amendment C29 is retail focused and its specific aims are to implement the retail components of the strategic planning work, commissioned by the Planning Authority and arising from the strategic planning review of its new format planning scheme.

The key issues addressed through the Amendment C29 process included:

- Recognition of the need to reinforce the existing retail hierarchy in Mildura: the City Heart, Mildura Centre Plaza and Fifteenth Street Bulky Goods Precinct.
- Recognition of the need for an increased supply of retail floorspace based on revised population forecasts to satisfy both existing and latent demand.



- Recognition of the need to provide a greater supply of B4Z land.

The Panel recommended that Amendment C29 be adopted as exhibited. Having regards to the study area the key recommendations included:

- The Panel supports the choice of the west side of Benetook Avenue in expanding the 'Fifteenth Street Bulky Goods Precinct' which will give further support to the 'non urban break' between Mildura and Irymple.
- The Panel recommended the inclusion of an arrow to support the rezoning of land north to Fourteenth Street for B4Z.

### 6.1.5 state planning policy framework (sppf)

The following policies will influence the future direction of the non-urban break:

- Clause 14: Settlement
- Clause 16: Housing
- Clause 18: Infrastructure

### 6.1.6 municipal strategic statement (mss)

The following policies will influence the future direction of the non-urban break:

- **Clause 21.03-1: The Vision for Mildura City**

Clause 21.03-1 reinforces the role of Fifteenth Street as the core peripheral sales precinct in Mildura:

- *'Fifteenth Street east of Mildura Centre Plaza will function as the major regional concentration of bulky goods and other forms of peripheral sales retailing'.*

- **Clause 21.04-2: Settlement**

This policy identifies key strategies to guide the future development of the municipality.

Having regard to the study area Objective 1 of Clause 21.04-2 identifies that:

**Objective 1:** *To facilitate orderly development*

**Strategies:**

- *Reinforce and promote the development of **Mildura** as the key service centre of the Region providing a wide range of community and commercial services along with residential, industrial, commercial and community development opportunities.*



- *Facilitate the urban expansion of Mildura, Mildura South and Irymple as the prime residential growth areas of the municipality and wider region.*

The above objectives of Clause 21.04-2 of the Mildura Planning Scheme establish clear drivers for change and development within and around the non-urban break.

It is important to note that there is however no explicit policy in the Planning Scheme that refers to the role; function or extent of the non-urban area or to the preferred uses that can be located within this area; and, at what point a review of the break is appropriate. The only direct reference to the non-urban break is contained in Clause 21.04-2 in the Mildura and Irymple Town Structure Plan diagrams.

### 6.1.7 overlays

Amendment C29 to the Planning Scheme introduces Design and Development Overlay (DDO) Schedule 2 to the Benetook Avenue Business 4 Zone land. The aim of the DDO is to:

- *To identify an appropriate landscape theme for each of the gateways into Mildura.*
- *To reinforce and consolidate each theme or concept by suitable landscaping and urban design works.*
- *To promote development which strengthens and enhances the visual quality and overall amenity of each gateway.*

## 6.2 regional role

Established on the banks of the Murray River, Mildura is Victoria's largest municipality covering an area of approximately 22,330sq kms. Mildura is a historic town with evidence of heritage place and character elements.

Located in the northern corner of Victoria, Mildura shares a border with both New South Wales and South Australia. In its capacity as a transitional crossing point to both of these States, Mildura serves as a gateway to northern regional Victoria and the State generally. In association with this, Mildura also maintains a key role as a major service centre for the Region and beyond.

The economic role of the Region is defined by rural related activities however this is diversifying over time as is identified in the Municipal Profile in the Mildura Planning Scheme:

*'Mildura Rural City and the broader Sunraysia region has a diverse economic based focused on irrigation and dryland farming. It also derives significant employment and economic benefits from value-added processing industries and tourism' (Clause 21.02-1).*



The strength of the agricultural and horticultural industries in Mildura and the broader region has established a reputation for this industry that extends well beyond this region throughout the rest of the State and indeed Australia. In the context of this, the *Draft Rural Areas Strategy* prepared by Maunsell Australia (2005) on behalf of the Mildura Rural City Council identified that the *'gross value of production from these agricultural and horticultural activities exceeds \$300 million per annum'*.

On the back of the strong rural traditions in the municipality, Mildura has also been experiencing strong population growth in recent years that reflects both the unique rural and urban qualities of place that are expressed in Mildura and the opportunities associated with this.

In accord with the *'Review of the Mildura and Irymple Residential Land Strategies'* undertaken in November 2003 by Maunsell Australia, it is forecast that based on a baseline resident population estimate of 51,230 the population of the Municipality in 2030 will be between 65,800 (conservative) and 86,000 (ambitious). The 'ambitious' population projections have been endorsed by the Panel to Amendment C29.

The ability to support this population in terms of availability of serviced residential zoned land; town based employment, and retail and entertainment opportunities are however consistently putting pressure on decision makers in terms of the appropriate use and development of various parcels of land throughout Mildura.

The above context reinforces that Mildura hosts a diverse community whose needs require to be balanced against the general rural and urban aspirations of the municipality. The mix of both rural and urban uses and the importance of expansion of both are reflected in the vision for Mildura Rural City:

*'The vision for this diverse community is to build upon the pioneering spirit that has developed the vast area of the new municipality.'*

*Our Vision is of a community that:*

- *Acknowledges, respects and builds on the diversity of its physical resources, its people and their talents.*
- *Is determined to maintain the economic growth that has created a thriving community with a unique heritage, strong pioneering spirit and a tradition of self-sufficiency.*
- *Optimises its regional importance and the opportunities created by its tri-state geographic location and favourable climate.*
- *Recognises that the River systems and the Land provide life and prosperity which must be managed with sensitivity to sustain productivity for future generations.*



- *Seeks a diverse and sustainable economy able to meet the community's need for employment and business opportunities.*
- *Provides a physical and social infrastructure that supports the aspiration and needs of the whole community.*
- *Aspires to a quality of life that enhances the health, safety and personal freedoms of individuals throughout the community'. (Clause 21.03-1).*

In order to support this Vision, and reinforce the Regional service centre role of Mildura, there is a need to reinforce and grow both the rural and urban roles of the Region in a compatible and sensitive manner.

The competing demands generated by rural and, increasingly, urban activities and associated pressures will need to be balanced in light of a dual track strategy for the growth of the Region.

The retention of a role for viable rural uses and activities in areas impacted by encroaching urban development is a major influence on the future land use of land within Mildura. Having regard to the study area, this tension is perhaps more pronounced within the non-urban break and surrounds than other areas within the municipality, given the following issues:

- Proximity to core commercial and business areas in Mildura.
- pressure from commercial and residential development at the edges of the non-urban break as well as the current levels of encroachment of urban uses within the non-urban break; and
- the opportunity for the expansion of commercial and residential development along Fifteenth Street which will act as a physical representation of the strength and significance of the Region as well as provide certainty to investors about availability of land for future economic development potential in the Region.

The future of the non-urban break will act as a key influence in articulating the aspirations of the Council and other stakeholders in terms of pioneering the development of Mildura and escalating its regional role into the future.

## **6.3 land supply and demand**

### **6.3.1 rural land**

The role of Mildura has largely developed over time on the back of its horticultural and agricultural successes. The need to protect viable horticultural and agricultural land within the municipality is reinforced through the planning policy framework in the Mildura Planning Scheme.



Having regard to this, tension associated with the need to protect valuable rural land from urban development pressure is identified in all regional areas, and is not unique to Mildura. This is a particularly pressing issue that has in the past, and will continue in the future, to influence the preferred direction of land within the non-urban break.

Land within the non-urban break is largely covered by the RUZ with a few exceptions, including PUZ2 that relates to education facilities and PUZ6 that relates local government associated land.

The quality and capability of rural land within the non-urban break has been assessed on two occasions within the past 12 months.

### **Strategic Assessment of Rural Land within non-urban break: #1**

In 2004 a strategic and desktop agricultural assessment of the land within the non-urban break was undertaken. According to the draft *Rural Areas Strategy* (2005) the purpose of this study was to:

*'review the major landscape characteristics of the local area including geology, climate and soil type to assess agricultural capability'.*

An overview of the major findings of this study is identified in the draft Rural Strategy (2005). The key findings are as follows:

- *The subject land could support shallow rooted, lime tolerant agricultural crops such as grapes, olives, stonefruits and vegetables.*
- *The subject land however is not considered to be the prime agricultural land of the regions.*

Having regard to the findings it was identified in the draft *Rural Areas Strategy* (2005) that two scenarios were presented for future management and planning of land within the non-urban break. The two scenarios are as follows:

- *Scenario A provides the framework for future management and planning within the existing strategic planning and policy direction;*
- *Scenario B provides the framework for the removal of the NON-URBAN BREAK through significant modification to existing strategic planning policy.*

### **Strategic Assessment of Rural Land within non-urban break: #2**

The draft *Rural Areas Strategy* (2005) forms the second piece of strategic work to be undertaken in relation to the rural land within the non-urban break, as well as the broader outlook for rural land within the municipality at large.





In relation to the non-urban break, the draft *Rural Areas Strategy* (2005) identifies the following key opportunities and constraints:

- *'The major findings of the agricultural investigations indicate that the land could support shallow rooted, lime tolerant agriculture crops such as grapes, olives, stonefruits and vegetables;*
- *Proximity to major commercial and retail areas;*
- *Excellent highway exposure along Fifteenth Street;*
- *Increasing pressure from key stakeholders to allow further development of this land;*
- *Opportunity for major road / gateway into Mildura;*
- *Mixture of lots sizes ranging from 3.6 hectares (largest lot) to smaller lot sizes of approximately 1.4 hectares to 800 square metres;*
- *Variety of land uses, which are predominantly horticulture, interspersed with small pockets of residential and commercial development (Caravan Park). Some lots immediately adjacent to Fifteenth Street have recently been cleared and are currently vacant. Some lots in the area have access to irrigation water supply'.*

It was recommended that:

*'this land be translated into the Farming Zone and that steps be undertaken as endorsed by Council to engage consultants to undertake detailed corridor option development and assessment'.*

It is also important to note that the draft *Rural Areas Strategy* (2005) acknowledged a growing expectation to sell retired rural land for urban development. The incidence of degraded properties as a result of this situation was noted as being significant and requiring appropriate management.

Having regard to this, the draft *Rural Areas Strategy* (2005) noted the following key issues which will influence propensity for change within the non-urban break in the future:

*'It is becoming apparent that a significant portions of stakeholders are seeking improvements to the irrigation/horticulture area in relation to adoption of land management practices, which will provide opportunities for future development / redevelopment'.*

*'A common theme emerging from the investigation relates to landholder expectation to sell horticulture/agricultural properties for future residential use and detrimental impact of degraded retired land on the unique agricultural/horticultural values of the area when it is not achieved. Consequently there is a critical need to limit the occurrence of retired land and manage the expectation for future residential uses through clear policy direction'. (p25)*



This is an issue that was identified by stakeholders as occurring within the non-urban break. Stakeholders expressed concern about this scenario which is seen to contribute to the negative presentation and amenity issues particularly along the Fifteenth Street frontage. The expectation of urban development on these lots which are currently zoned for rural use is a major influence on the future of the non-urban break.

Both of the documented reviews of rural land within the non-urban break identify that there is capacity for ongoing rural activities to be sustained within this area in the future, however that increasing pressure from abutting urban development fronts will impact on the opportunities for highest and best use of this land in the context of the broader Region.

That is, the appropriateness of the continuation of rural uses within this area will be questioned and need to be balanced against the quality and capability of the agricultural land to sustain such uses at the expense of urban development. Equally, the appropriateness of the continuation of rural uses in this location, given the encroachment that exists, in favour of alternate appropriately zoned locations will need to be contemplated. These factors will considerably influence the future of the non-urban break.

### **6.3.2 residential land**

As identified in Section 2 of this report Amendment C28 sets the strategic direction for residential development in Mildura in the future.

Pressure for residential development in Mildura can be generally characterised by the following two categories:

- Low Density Residential (as defined by the Low Density Residential Zone); and
- Standard Residential density (as defined by the Residential 1 Zone).

#### **Low Density Residential**

Minister's Direction 6 sets the context for supply of land to accommodate Low Density Residential development in rural areas limiting the pool of Low Density Residential zoned land in any municipality to 10 year's supply.

*'An amendment must not provide for rural residential use or development of land which would increase the supply of rural residential land to more than that required to meet a 10 year demand for rural residential lots (including vacant lots in the existing supply), based on annual building approvals over at least the past five years or other suitable basis'.*

The *Rural Residential Review* undertaken by OPA Pty Ltd (2003) estimated that the existing supply of rural residential land in the municipality would be exhausted within approximately 5 years. Having regard to this, the Review forecast an ambitious land supply scenario of 50 dwellings per year, requiring a total of 500 lots to become available over the next 10 years.



In order to meet this 10 year forecast demand the Review recommended that Council seek to rezone in the short term approximately 82ha of land to the Low Density Residential Zone. This was supported by the Panel for Amendment C28.

The following short term priority areas for Low Density Residential were identified and supported:

- 29.2ha abutting lake hawthorn;
- 63.1ha at Nichols Point.

The forecast land supply scenario and subsequent rezoning of land responds to the existing demand for Low Density Residential within Mildura. The *Rural Residential Review* (2003) identified that at present nearly 100% of rural residential opportunities being created each year were being taken up, but that largely this was a function of decreasing opportunities for rural residential development due to:

- limited availability of land parcels on the market;
- delay in bringing on-line subdivisions on existing zoned Low Density Residential land due to drainage issues; and
- strict interpretation of the existing Rural Policy.

The rezoning and release of an increased supply of LDRZ land in the future as a result of this *Rural Residential Review* (2003) and its endorsement through Amendment C28 will attempt to remedy the current supply and demand issues, however may not overcome the situation of delay in bringing on-line subdivisions or servicing rezoned lots. Indeed, the opportunity to actually realise the Low Density Residential opportunities on rezoned land is also subject to land owner and market whims and may impact on the actual “real” supply of land available for this density of housing.

The rezoning of land for Low Density Residential throughout Mildura will influence the study area by limiting future land use opportunities in this area if it is determined that there is no strategic justification for the continuation of the non-urban break. The Low Density Residential land use style could represent a typology of urban development that is consistent with the notion of a transition in the scale and form of uses between Mildura and Irymple that assists in articulating a change in place and identity along this corridor relative to each town.

Equally, if it is determined that urban uses can now be appropriately located within the study area, it is considered that the recommendations of the *Rural Residential Review* (2003) and the Panel will need to be reviewed in light of the opportunities to supply land for Low Density Residential uses within the study area.



While it is appreciated that the areas identified by the *Rural Residential Review* (2003) for rezoning to Low Density Residential are strategically justified given the existing pattern of development and the availability of appropriately located land that meets the requirements of Minister's Direction 6, it is considered that the potential for Low Density Residential within the study area has been overlooked as a function of its current non-urban condition. That is, that the appropriateness of land within the study area to supply Low Density Residential land to support the 10 year supply requirements has not been considered as a result of its definition as a non-urban break.

However, if it is determined that urban uses are appropriate within this area then this should be reconsidered as part of an assessment of appropriately located and serviceable land to support the supply and demand for Low Density Residential.

The removal of the non-urban break could open up the land north-east of Fifteenth Street to be used for Low Density Residential.

### **Residential 1 Zone**

The '*Review of the Mildura and Irymple Residential Land Strategies*' established a 2030 residential strategy for Mildura City, Mildura South and Irymple. The strategy incorporated a residential growth boundary that reflects the intention to maintain the non-urban break.

The residential strategy was supported by the Panel through the Amendment C28 process however it was recommended that the associated residential staging map be removed in favour of letting the market place to operate freely in terms of timing of subdivision and servicing.

The Residential growth boundary and the R1Z growth areas area identified in the Strategy and are illustrated in **Figures 13**.

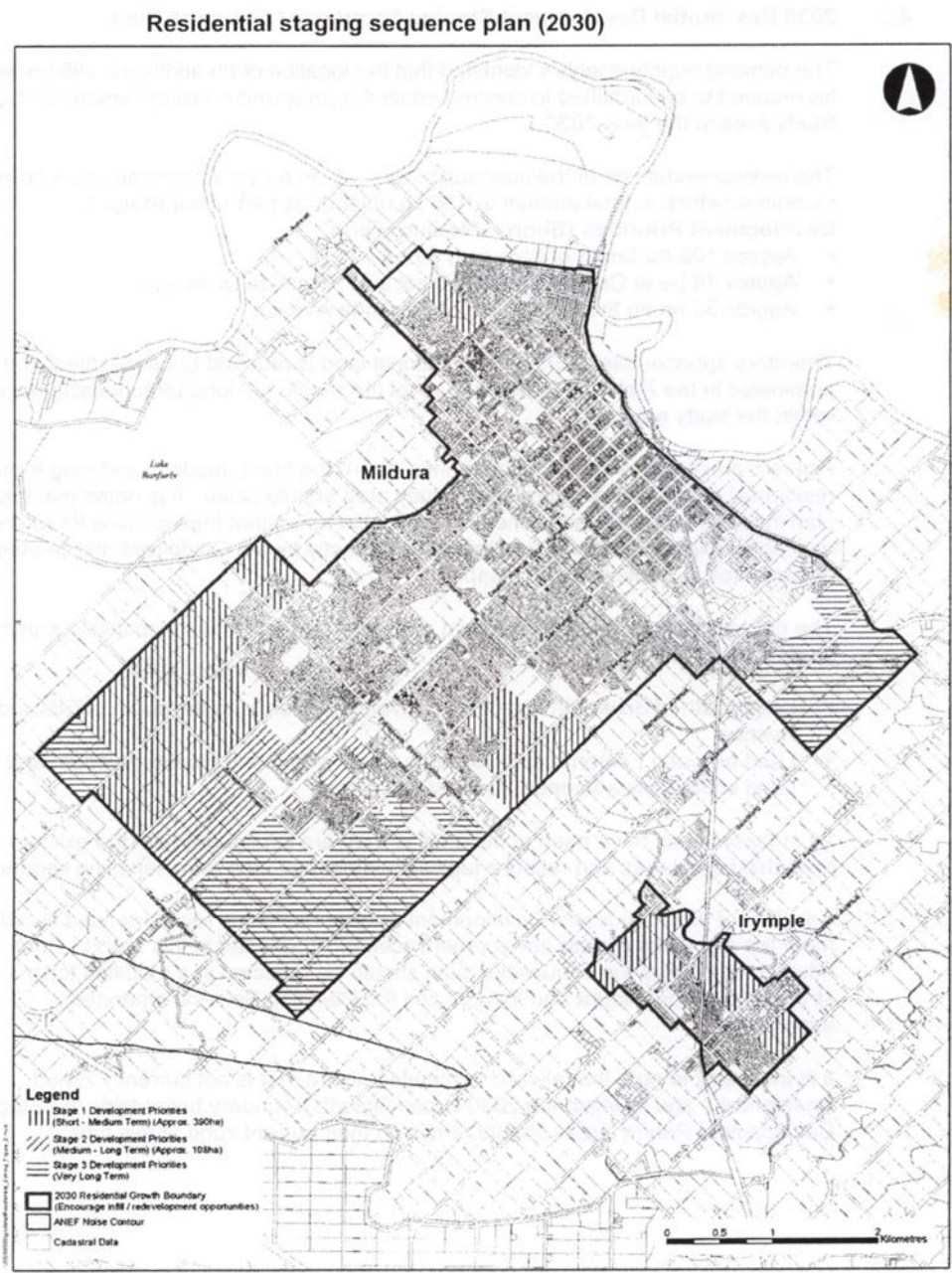


figure 13: residential staging sequence plan (2030)



At the time of the study:

- There was approximately 362ha of R1Z land within Mildura City, Mildura South and Irymple which has not been developed / not been issued a planning or subdivision permit for residential development at conventional lot densities.
- It was estimated that approximately 6,187 lots could be developed on the vacant 362ha or R1Z land in the study area.
- It was concluded that notionally the underdeveloped R1Z land in the study area represents a 14.7 year supply (based at development occurring at ambitious projection of 422 lots per year) however that significant drainage infrastructure capital works would be required for this development to occur.
- In order to accommodate the ambitious residential demand forecast, it was estimated that an additional 395ha of residential land needs to be identified and nominated for future residential development in the study area.
- Of the existing 362ha of R1Z land in the study area it was estimated that only approx 30ha of undeveloped vacant land is actually currently available for subdivision (eg land that is able to be serviced by existing storm water infrastructure) excluding infill development on serviced residential land. The remaining 332ha of undeveloped R1Z land required significant stormwater infrastructure capital works. (Refer to **Figure 14**).

This situation influences the study area if it is determined that urban uses are appropriate to be supported within the area in the future.

As identified above there is currently up to 15 years supply of R1Z land. However, the majority of land identified for short-medium term residential development is currently un-serviced, hence putting pressure on the ability of this land to meet the demand for residential development in Mildura which is being fuelled by significant population growth. While this situation can be remedied through the use of developer contributions for the provision of new infrastructure across development fronts, this condition and the associated cost may slow down the rates of development and subsequent take up of residential.

As is the case for Low Density Residential, the study area, if it is determined that urban uses can be appropriately managed in this area in the future, should be reconsidered in an assessment of residential land supply. The *Review of the Mildura and Irymple Residential Land Strategies* (2003) indicated that:

- the land north of Fifteenth Street between San Mateo and Etiwanda Avenue was a priority location for a new residential development front;
- it was recommended that stormwater infrastructure works in these areas should precede Stage 2 development on Sixteenth Street;
- Should Council commit to the provision of stormwater infrastructure works in the vicinity of Etiwanda Avenue in the short term an additional 32 hectares of land on the east side of Etiwanda Avenue was also recommended for short term rezoning to R1Z.



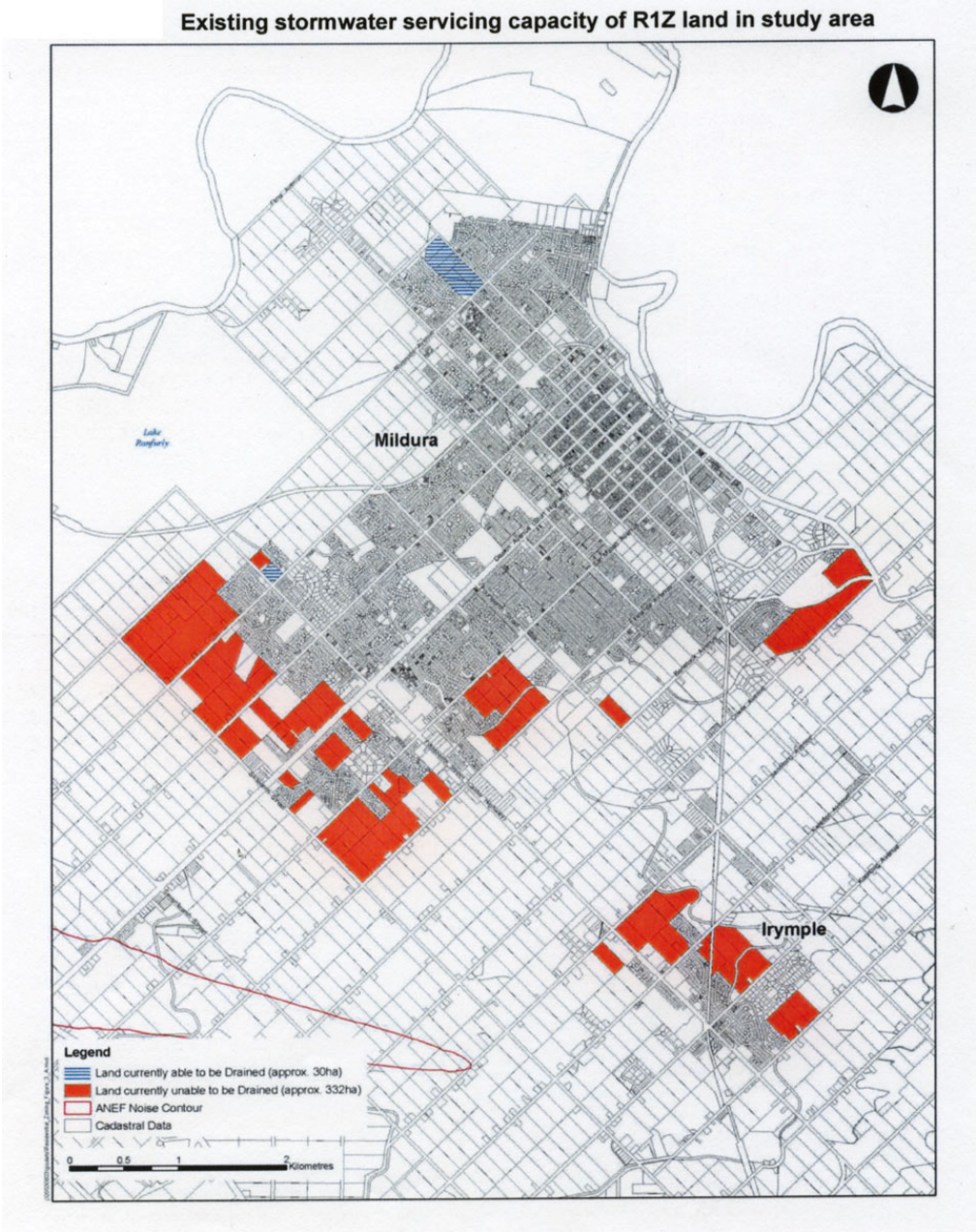


figure 14: existing stormwater servicing capacity of R1Z land



The documented preference for residential development to be consolidated adjacent to existing R1Z development fronts to the north of Fifteenth Street, within close proximity to a range of retail and commercial opportunities, establishes an inference that further development within proximity to this area (north-east of Fifteenth Street, within the study area) could be appropriately sited in the future.

The sequencing of stormwater infrastructure works in this area as recommended by the *Review of the Mildura and Irymple Residential Land Strategies* (2003) also establishes a strategic justification for considering residential uses within this area in the future and provides a driver for reviewing the proposed rezoning of 108ha south of Sixteenth Street (to connect with the Sixteenth Street drain) in light of that 'freeing up' of land within the area for urban uses.

The condition created by the non-urban break currently restricts this area from being considered as part of any residential development strategy or review. The preference for rezoning land within the Sixteenth Street precinct for residential development will need to be considered in light of the propensity for change within the non-urban break in the future.

### 6.3.3 business land

The *'Revised Final Report: Review of the Mildura Retail Strategy 2000'* (June 2004), prepared by Maunsell Australia Pty Ltd identified that there is a total of 130ha of land commercially zoned, which can accommodate retail activity.

The capacity for business zones to accommodate such uses in Mildura, were identified in the *Revised Final Report: Review of the Mildura Retail Strategy 2000'* (2004) as follows:

- Business 1 Zone (48ha);
- Business 4 Zone(45ha);
- Business 2 Zone (25ha);
- Business 5 Zones (12ha).

The forecast population growth and retail expenditure trends identified by the *Revised Final Report: Review of the Mildura Retail Strategy 2000'* (2004) anticipated that by 2021 an amount of 35,280 to 58,070sqm of additional retail floor space could be sustained in Mildura.

Having regard to this it was anticipated that an additional 10-17ha of land would be required to accommodate an increase in Business 1 and 4 Zones. The *Revised Final Report: Review of the Mildura Retail Strategy 2000'* (2004) identified that:

*Due to the occupancy of a considerable amount of Business 4 Zone land by non-retail uses provision of an additional 15ha of largely unused land is desirable.*



The key recommendations of the Report supported the notion of expanding the capacity of Mildura to accommodate Business 4 Zone through the rezoning of additional land for this use. The recommendations sought to achieve this without upsetting the prevailing retail hierarchy of Mildura and include the following:

- **City Heart:** It is recommended that the policy of maintaining the City Heart as the primary retail centre be amended so that it be sustained as the primary activity centre, encompassing strong retail, commercial, financial, community service and recreation and entertainment components.
- **Mildura Centre Plaza Precinct:** It is recommended that the Mildura Centre Plaza continue to enhance its sub-regional role and that the adjoining Vidovich land be rezoned to Business 1 since it is supportable in terms of retail demand. Actions are proposed to foster the future performance of the City Heart, subject to an integrated design concept being prepared for the whole precinct.
- **Fifteenth Street Precinct:** It is recommended that the Fifteenth Street precinct continue to be promoted as a bulky goods location and that the Business 4 Zone be extended by 15 to 20ha along the western side of Benetook Avenue north of the intersection with Fifteenth Street.

These recommendations were endorsed by the Panel as part of Amendment C29 to the Mildura Planning Scheme. In regards to the study area, the rezoning of 15-20ha of land along the western side of Benetook Avenue was supported with the recommendation to continue this zone north to Fourteenth Street in the future.

These recommendations clearly influence the study area in the following ways:

- The recommendations support the consolidation and continuation of development of peripheral sales activity within the Fifteenth Street precinct and reinforce this area as an appropriate location for such business development.
- In rezoning Benetook Avenue, the recommendations respond to the current strategic approach of maintaining and reinforcing the non-urban break by restricting the spread of bulky goods, or any other urban use, along Fifteenth Street.
- In doing so however, the recommendations may compromise the ability of Fifteenth Street to assume this role in the future if it is determined that urban uses can be appropriately accommodated in this area over time.
- The strategic justification for the rezoning of land to B4Z in Benetook Avenue clearly responds to the existing planning policy framework however this does not dispel tensions from stakeholders about the appropriateness or viability of peripheral retailing on Benetook Avenue versus the high exposure frontage of Fifteenth Street nor will it temper ambitions for a B4Z to be implemented along Fifteenth Street in the future.



- The siting of future B4Z land, when and if required, will need to be balance against the need for a complimentary spine of activity along the western side of Benetook Avenue as well as the future direction of the Fifteenth Street precinct as a non-urban or urban development area.

Having regard to the above, the perception that B4Z land would significantly upgrade the presentation of Fifteenth Street in the future, meet an existing demand for appropriately zoned land and serve as a physical representation of the regional aspirations of Mildura will need to be given careful consideration as a driver for change in the study area.

#### 6.3.4 industrial land

The *Mildura Industrial Land Use Strategy* (2003) prepared by Maunsell assumed that the likely demand for undeveloped industrial land is likely to be an average of 2.5 to 3.0ha per annum over the next 20 years.

Having regard to this, it was identified that:

*'Theoretically there is almost sufficient vacant zoned land (52.6ha) to cover what is estimated to be the additional take-up in 20 years time. However much of this land may not be readily or ever available on the open industrial land market. Perhaps as, if not more significant, is the suitability of the available vacant land in terms of location, site area or transport access. Over half of the vacant land is in, or adjacent to, the Mildura urban area' (Panel Report, Amendment C29).*

In conclusion the Panel supported the overall intent of the Industrial Policy for the municipality and that in particular:

*'...it will provide a supply of land to attract industries that require larger site areas that are best isolated from sensitive uses, such as residential'.*

The existing supply of industrial land and take up rates of this land will influence potential change of land use within the study area in the future if it is determined that urban uses are appropriate in this location.

Given the suitability of existing land for industrial uses identified in the *Mildura Industrial Land Use Strategy* (2003) there may be merit in exploring the opportunity of siting some industrial uses in an area where amenity impacts can be managed such as Benetook Avenue. This influence will need to be considered as part of this study.



## 6.4 key projects / development opportunities

A number of key projects and development opportunities have been identified that will influence the use of the break if urban uses are deemed appropriate in this location in the future. These include:

- **Big W , Fifteenth Street:**

The approval and current development of the BigW discount department store (DDS) on Fifteenth Street will reinforce the role for larger format retail within the Fifteenth Street Precinct. Opportunities for future DDS within the study area in the future could assist in consolidating this precinct further, or alternatively as fragmenting the existing retail hierarchy.

- **Irymple Supermarket, Fifteenth Street:**

The proposed supermarket development at Irymple will meet a local service need and help to reinforce a local shopping identity in the town. The supermarket will respond to rapid residential development and forecast growth.

- **Home-Maker Centre, Fifteenth Street:**

The development of the Home-Maker Centre on Fifteenth Street will reinforce the bulky goods retailing role of this precinct and acts to consolidate a spine of peripheral retail activity in the area. The take up of this development will influence future opportunities for development on B4Z land in Mildura.

- **Proposed Waterfront Development:**

The proposed development of the Mildura waterfront for a marina and associated activities will influence the ability of the study area to accommodate tourist based activity including accommodation, visitor information etc that are usually associated with a main highway entry to a regional town.



## 6.5 image and presentation

Fifteenth Street is the main public expression of the non-urban break. The presentation and amenity of this break on the public realm varies along its length between Mildura and Irymple as a function of land use, design and development issues. The following points highlight the variability of the presentation and image of the break along Fifteenth Street:

- **Land Use**

The non-urban break is expressed as a 'chain of events' from the small town, highway based strip shopping centre of Irymple through the rural uses of the interface area to the larger format bulky goods retailing that signifies the approach to Mildura's commercial precinct.

- **Character**

The character through the non-urban break is transitional, representing a clear identity to Irymple to the east and Mildura to the west.

At the edges of the break Irymple displays a small town community character through its low scale building forms, variety of community uses and local landscaping treatments, while Mildura presents as a commercial hub where large format building with surface car parking at the road frontage and limited landscaping are characteristic.

The character of the interface area is however largely uniform, defined by rural use and activity, with intact farming properties primarily located to the south. Fragmentation of the rural areas to the north is evident.

- **Landscape**

The landscape setting of the non-urban break is generally defined by a pastoral setting. This pastoral setting has established an open landscape that is dotted with clusters of native trees. Ornamental gardens are scattered throughout areas where residential development has fragmented the rural landscape.

The openness and the relative "flatness" of the land provide long panoramic views, particularly to the south, due to the slight topographical rise towards the green belt in the north.

Mildura and Irymple generally demonstrate a relative urban landscape setting characterised by large established street trees within a central median, or the wide grass verges behind which sit the ornamental gardens associated with residential development.





Whilst the agricultural nature of the break is the dominant feature there have been a number of sites within the break, particularly along the Fifteenth Street frontage, where the presentation of properties has been largely degraded and are characterised by rotting and dieing vines.

Through consultation undertaken as part of this study, it is understood that this condition is generally associated with the retirement of water rights and the degradation of the amenity of properties that is associated with land owners 'sitting on their land' with expectation for urban development opportunities in the future. This is particularly prominent along Fifteenth Street and therefore creates a degraded appearance to the highway and to the land between Mildura and Irymple.

## 6.6 stakeholder input

A series of consultation sessions were undertaken in the preparation of this strategy. Targeted consultation was undertaken in Mildura though three separate workshops held with various stakeholder groups including:

- **development/commerce stakeholders:**
  - Real Estate Agents;
  - Sunraysia Bus Lines;
  - Mildura District Dried Fruit Association;
  - Building, Planning and Design Consultants;
  - Councillors;
  - Member Developers Forum.
- **government agency stakeholders:**
  - VicRoads;
  - MRCC;
  - Lower Murray Water.
- **community stakeholders:**
  - residents from Cowra Avenue;
  - Sandilong Avenue;
  - Benetook Avenue;
  - Etiwanda Avenue, between Fourteenth Street, Fifteenth Street and Sixteenth Street.

Additional ongoing consultation was undertaken with key stakeholders throughout the project in a more informal environment.



The three consultation workshops identified above involved a presentation of the existing conditions within the non-urban break and an evolution of the key opportunities and constraints that would influence the future direction of this area. (Refer to Appendix ## for full documentation of consultation sessions).

A summary of the major issues identified through the consultation process is identified in the following points:

- Various **perceptions of the identity** of both Mildura and Irymple were articulated by participants.  
  
Some participants believed that there was no distinction between the two towns while others clearly articulated a distinction in the character, activity and use of the two towns. For these reasons it was agreed that the notion of transition in identity between the two towns may be able to be achieved in alternate ways to the present non-urban condition.
- The need for clearly **defined and legible transition** between Mildura and Irymple in the future was identified as a key issue in order to maintain a sense of identity for each town. Opportunities for gateway treatments, signature building forms in particular locations and appropriate urban design outcomes to assist in the notion of transition between the two towns were identified.
- The **presentation of the non-urban break**, particularly along Fifteenth Street was identified as an issue that would need to be addressed through this strategy.
- It was acknowledged that development should in part maximise the road frontage and highway exposure however that any new development should be **sustainable** and provided a net community benefit was supported within the break in the future.
- The **appropriateness** of Benetook Avenue for sensitive uses such as residential was questioned given the status of this road as an alternative truck route for Mildura. Possible future uses that could be accommodated in this area in the future were identified including commercial development.

Having regard to the above, a series of principles were generated and generally agreed by participants to guide the direction for the area in the future:

- Establish **clear direction** for development along Fifteenth Street in order to avoid future ad hoc development.
- Maintain the **community atmosphere** of Irymple as a distinctive place that has some separation in identity from Mildura.
- **Reinforce the greenbelt** pedestrian link through additional north south links and enhancement of existing greenbelt.
- **Enhance links** between educational facilities.
- Provide opportunities for **complimentary uses** to both sides of Benetook Avenue.



- Maintain the **rural landscape** to the south side of Fifteenth Street.
- Improve the **presentation** by creating a proud boulevard entrance setting along Fifteenth Street through significant public planting.
- Create a **unique entry point** at the intersection of Cowra Avenue and Fifteenth Street.
- Create a consistent and continuous **green corridor** to either side of Fifteenth Street incorporating transition of uses along Fifteenth Street.
- Encourage **rural residential infill** to the north of Fifteenth Street.

## 6.7 access and mobility

### Pedestrians

The original layout of Mildura as set down by the First Mildura Irrigation Trust developed a subdivision pattern of individual lots measuring 300 metres x 130 metres. This has resulted in street blocks measuring approximately 600 metres x 1300 metres (20 lots).

These block sizes accommodate small farming and rural activities however are not ideal blocks sizes to encourage walking, due to the distance between streets. Combined with the distance to local amenities, car based transport is the major form of transport within the study area. Given the current non urban condition of the study area this is not an issue at present.

The original lot layout has been subdivided particularly in the denser residential areas in the north where smaller lots sizes have become more prominent. However, the street layout of these areas generally established around cul de sacs continues to impact on the pedestrian environment and opportunities for easy access between residential streets for non car based travel.

The key off road pedestrian corridor within the study area is the green-belt. The green-belt located half way between Fifteenth Street and Fourteenth Streets extends from the urban edge of Mildura into Irymple. Improvements to the green-belt are undertaken sporadically through community planting days and "working bees". Despite this, the consultation revealed that the community regard the green-belt pedestrian link unsafe for use and that works to improve lighting, visibility and general amenity through the inclusion of bins and seats were well overdue.



## Vehicles

The two main road corridors in the study area are Fifteenth Street and Benetook Avenue. The role of both of these roads in terms of access and mobility are identified as follows:

- **Fifteenth Street:**
  - Fifteenth Street, also known as the Calder Highway, extends between Melbourne and Mildura, traversing a number of towns in the approach to Mildura including Red Cliffs and Irymple.
  - The Highway is a four lane corridor with a central median strip where lighting has been introduced, particularly at the approach to the towns.
  - There is minimal public landscape and few pedestrian connections across the highway except at the occasional signalised intersection (Sandilong Avenue the only one within the study area).
  - The Fifteenth Street corridor is considered a highly utilised pedestrian corridor, by the local residents, due to its wide footpaths, lighting, clear visibility, and lack of shadows making it safe for pedestrians.
  - The main limitation of Fifteenth Street is the lack in clear and safe pedestrian crossing both across the Highway and across the perpendicular street to the Highway.
- **Benetook Avenue:**
  - Benetook Avenue is a declared arterial road that incorporates two lanes of traffic in each direction.
  - Within the Mildura Planning Scheme, Municipal Strategic Statement, Benetook Avenue is identified as an alternative truck route to Deakin Avenue.
  - VicRoads advised that Benetook Avenue is proposed to be elevated in status to a national highway through the relocation of the Calder Highway north along Benetook Avenue. The timeframe for this upgrade is unclear as it will be part of a wider road network restructure.
  - The diversion of the Highway along Benetook Avenue will require substantial upgrades to the current situation where there are no kerbs, lighting, and the road edge is unmade.
  - VicRoads have advised that the current road reserve could accommodate for the use of Benetook Avenue as a truck route in the future.

The above points highlight key access and mobility drivers that will influence change in the area if it is determined that urban uses can be introduced at an appropriate time in the future.



appendix a  
study area analysis





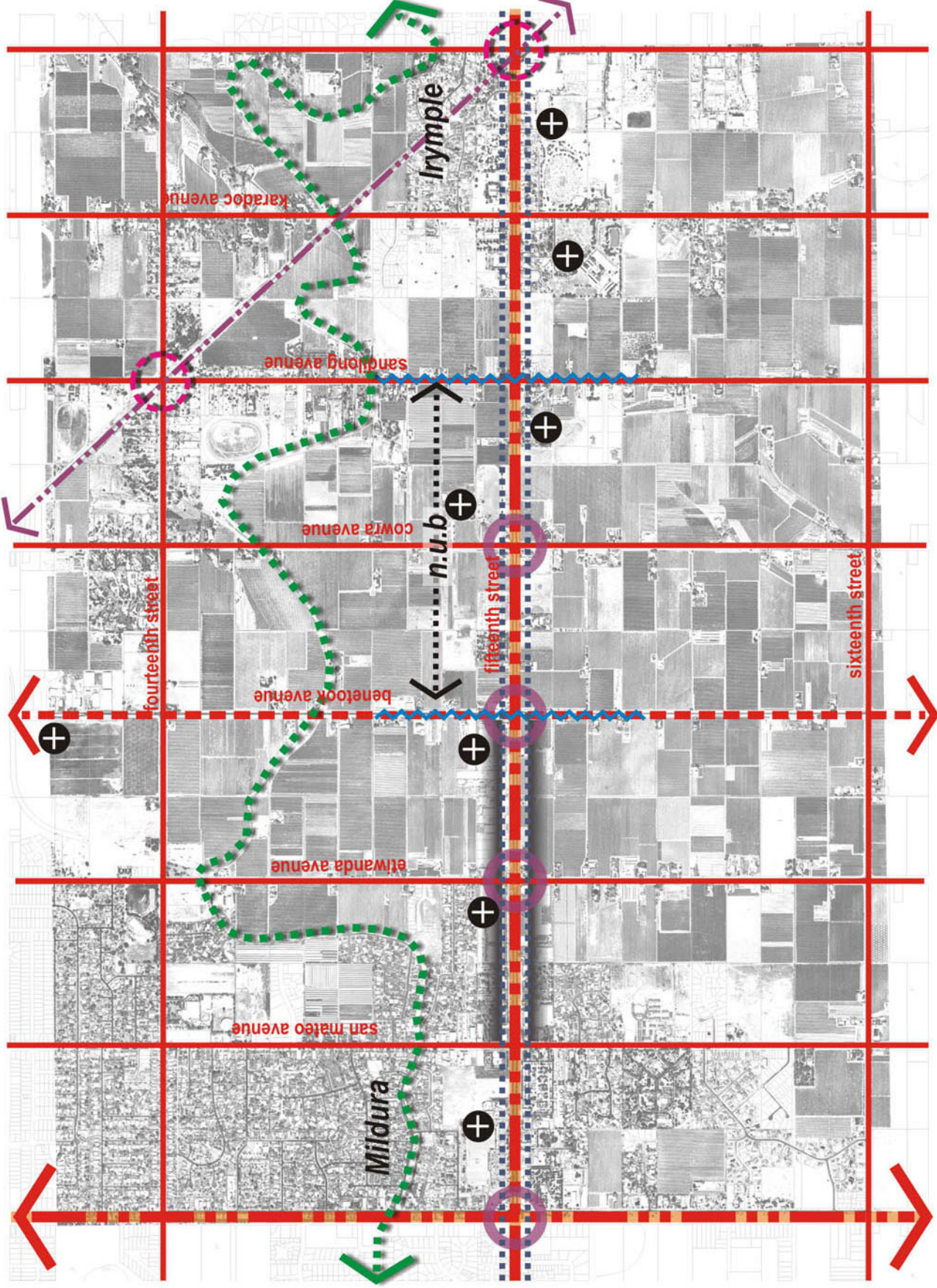
# mildura-irympile interface study

## access & movement analysis

### legend

- primary roads
- secondary roads
- truck route
- railway
- green belt link
- pedestrian footpaths
- roundabouts
- carparking frontages
- awkward intersections
- traffic generator
- non urban break

Project Ref: 05.178  
Dwg No.: UDD-003  
Scale: 1:750@A1  
Date: 15.07.05  
Revision: A







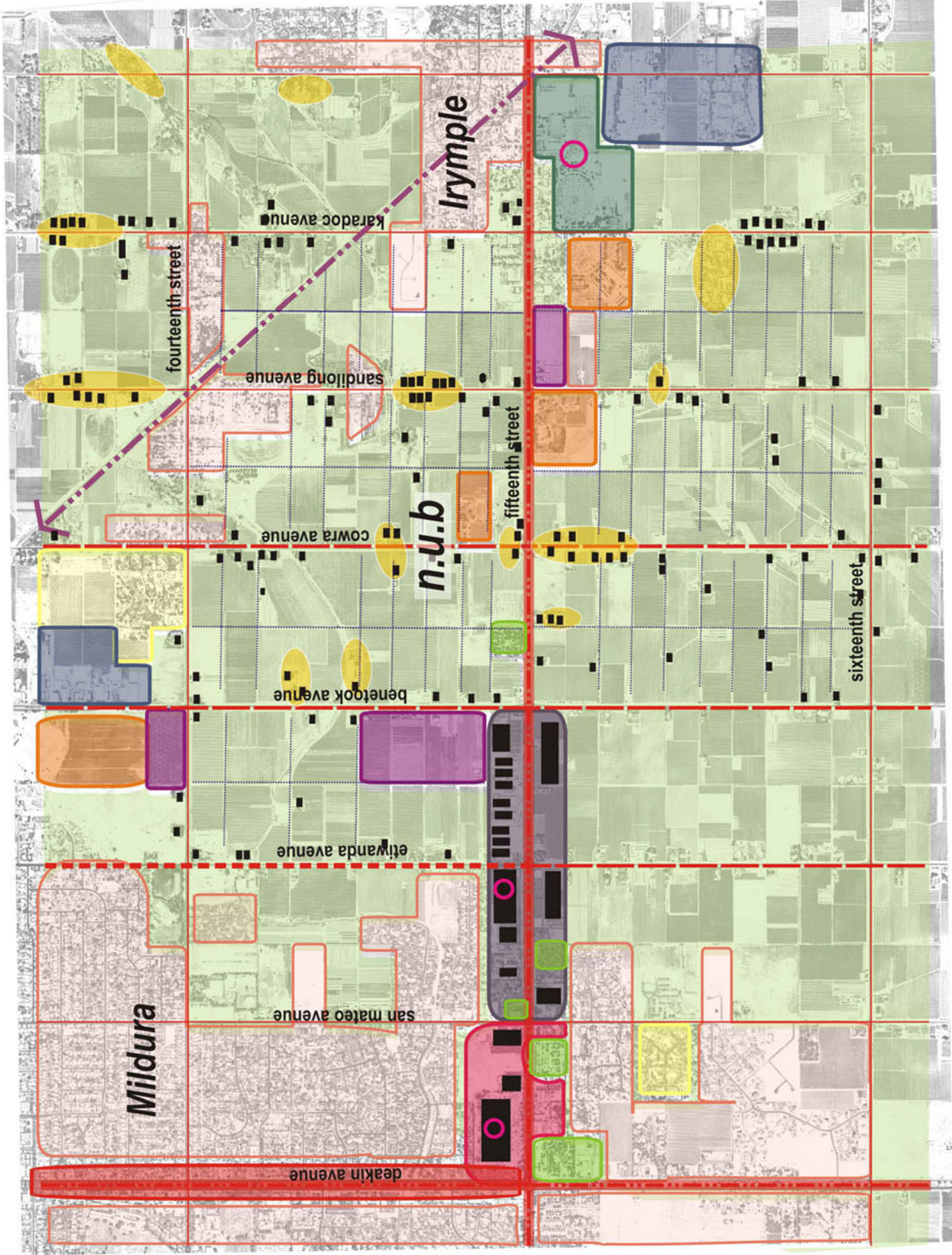
# mildura-iryple interface study

## urban form & use analysis

legend

- civic spine
- sub regional centre
- bulky goods
- future bulky goods
- industrial
- suburban stock
- low density residential
- institutional uses
- rural
- recreation
- destinations
- spot development
- non urban break
- n.u.b**

Project Ref: 05.178  
Dwg No.: UDD-004  
Scale: 1:750@A1  
Date: 13.07.05  
Revision: A







# mildura-irymple interface study

## landscape analysis

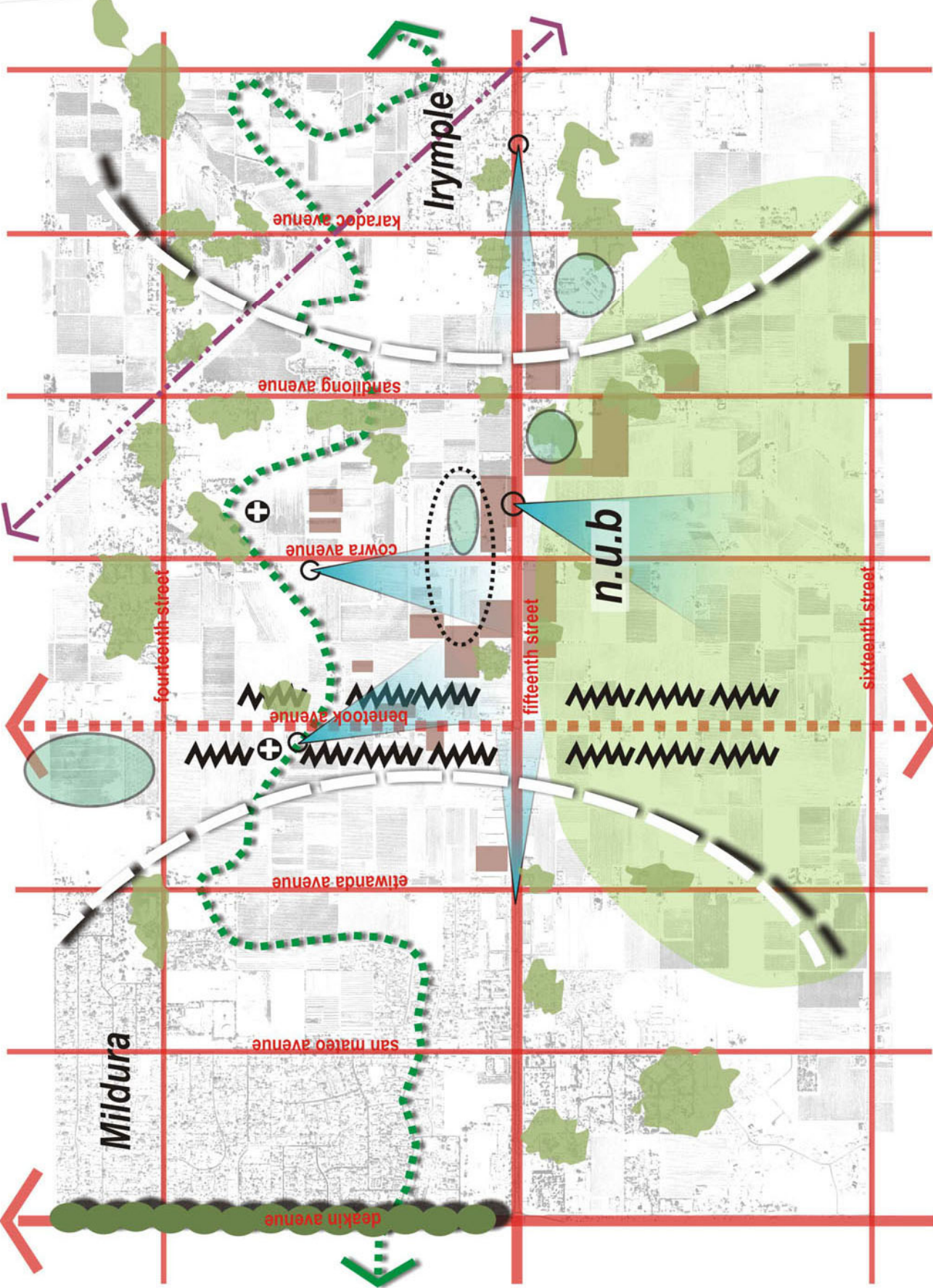
### legend

- primary roads
- existing boulevard effect
- Massed Native Vegetation
- pedestrian linkages
- high ground, viewing locations
- heavy vehicle impact
- low lying land
- school land
- topographical highpoints
- potential development sites/  
lands without water rights
- open pastoral views
- landscape edge
- non urban break
- n.u.b

Project Ref: 05.178  
Dwg No.: UDD-005  
Scale: 1:750@A1  
Date: 15.07.05  
Revision: A

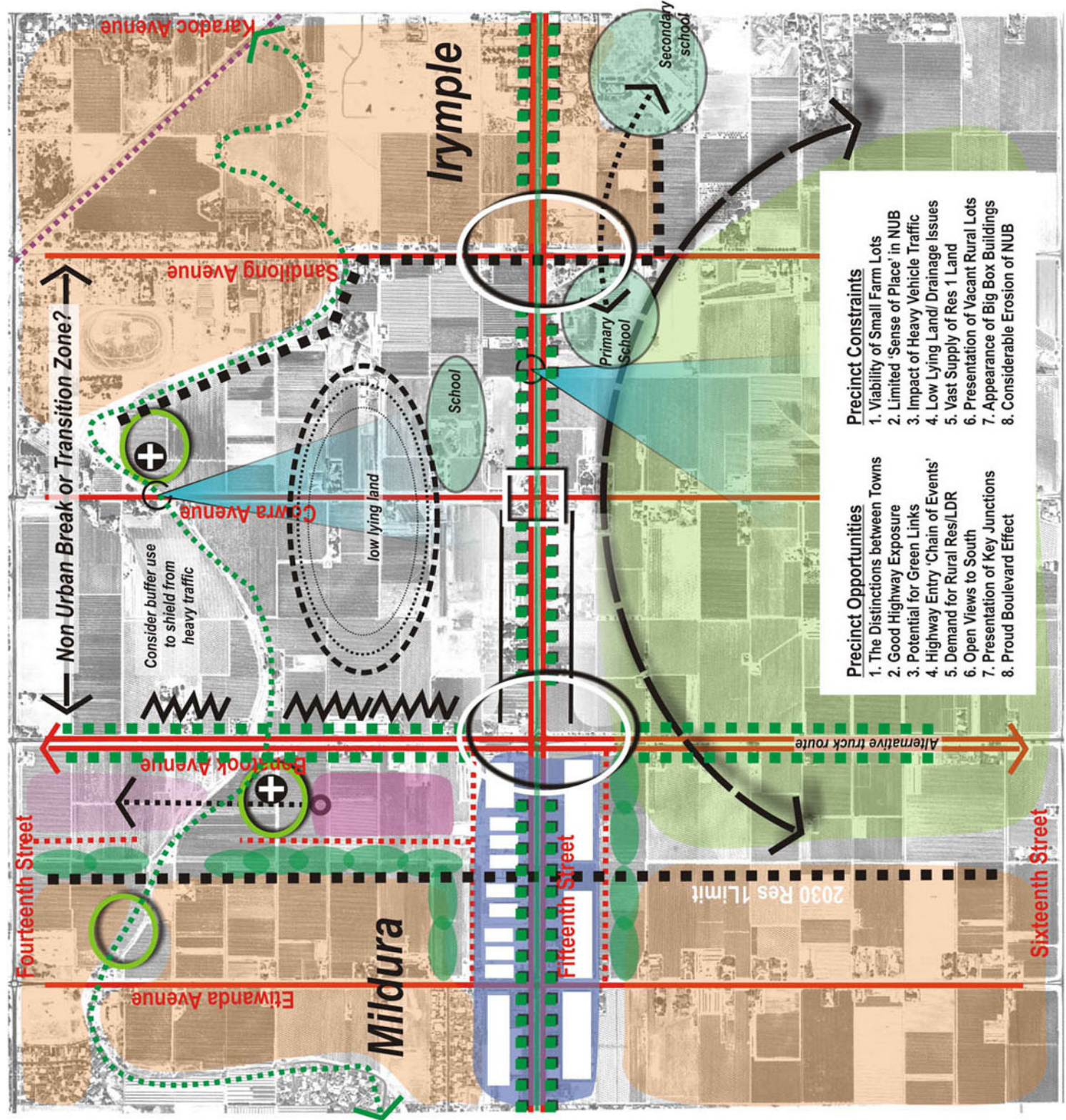


hansen partnership pty ltd  
melbourne | sydney | vietnam  
level 8 136 exhibition st  
melbourne vic 3000  
t 61 3 9654 8844 f 61 3 9654 8088  
e info@hansen-online.com.au  
w hansen-online.com.au





legend




Precinct Constraints

1. Viability of Small Farm Lots
2. Limited 'Sense of Place' in NUB
3. Impact of Heavy Vehicle Traffic
4. Low Lying Land/ Drainage Issues
5. Vast Supply of Res 1 Land
6. Presentation of Vacant Rural Lots
7. Appearance of Big Box Buildings
8. Considerable Erosion of NUB

Precinct Opportunities

1. The Distinctions between Towns
2. Good Highway Exposure
3. Potential for Green Links
4. Highway Entry 'Chain of Events'
5. Demand for Rural Res/LDR
6. Open Views to South
7. Presentation of Key Junctions
8. Proud Boulevard Effect

An abstract geometric composition featuring several intersecting lines. A thick, dark gray line runs diagonally from the bottom left towards the top right. Another thick, dark gray line runs diagonally from the top left towards the bottom right. These two lines intersect. A third, thinner line runs horizontally across the middle of the frame. A fourth, thinner line runs diagonally from the top left towards the bottom right, intersecting the horizontal line. A fifth, thinner line runs diagonally from the top left towards the bottom right, intersecting the horizontal line. A light gray shaded area is located in the upper right quadrant, bounded by the intersection of the two main diagonal lines and the horizontal line. The text 'appendix b' and 'policy review' is positioned in the lower right quadrant, below the horizontal line and to the right of the main diagonal lines.

appendix b  
policy review

Policy / Initiative	Objective / Focus	Key Findings	Implications for Mildura Irymple Interface Study
<p>'Regional Land Use Strategy, Volume 1: The Strategy' (Nov 1999), PPK Environment &amp; Infrastructure Pty Ltd.</p>	<p>The main purpose of the Strategy is to:</p> <p>Develop a Regional Land Use Strategy upon which the future horticultural, agricultural, industrial and urban development of the area can be planned into the 21<sup>st</sup> century.</p> <p>Ensure issues critical to the sustainability of horticulture are fully incorporated in the strategy and that initiatives developed for areas outside of the irrigated agricultural zone are complementary to, and enhance the viability of the industry.</p> <p>Ensure that the natural environment is protected.</p> <p>Facilitate a common planning strategy across State and Local Government boundaries.</p>	<p>Economic:</p> <p>The Region's economy is dominated by the agricultural industry.</p> <p>Tourism is a significant contributor to the Region.</p> <p>Commercial and Retailing Development:</p> <p>The focus of retailing in Fifteenth Street is the Centre Plaza and immediate surrounds.</p> <p>Urban Development:</p> <p>Major challenge is to provide for urban growth in an environmentally, economically and socially sustainable manner.</p> <p>Mildura is one of the fastest growing towns in Victoria and is the major town in this Region.</p> <p>Mildura has the potential to merge with Irymple.</p> <p>There is a need for Irymple to retain its own identity with a buffer between it and the growth of Mildura.</p> <p>Housing:</p> <p>Forecast need for approximately 25,510 houses by 2015 at a construction rate of 240 dwellings p.a.</p> <p>Rural and low density residential development were seen as generally inefficient form of development as they consume large areas of land and generate low lot yields. As such they should be carefully located to minimise environmental and agricultural impacts and remain close to serviced areas.</p>	<p>Mildura is recognised as the regional focus for economic and residential development and as such adequate land must be supplied to meet associated demands. The future use of the Interface Area will need to consider the broader role of Mildura in the Region.</p> <p>The strategy identified the potential for Mildura to merge with Irymple however directed that there was a need for Irymple to retain its own identity with a buffer between it and the growth of Mildura. It is understood that this is the first time the notion of a non-urban break was explored. The ongoing viability of this break will be tested throughout this study and the strategy will be required to provide a clear direction as to its future.</p>
<p>'Draft Rural Areas Strategy' (2005), Maunsell Australia Pty Ltd.</p>	<p>The aim of the study was to:</p> <p>Provide Council with a long-term framework for management of the rural areas.</p>	<p>The following key findings relate to the non-urban break:</p> <p>The subject land can support shallow rooted, lime tolerant agricultural crops such as grapes, olives, stonefruits and vegetables.</p> <p>The subject land is not considered to be the prime agricultural land of the region.</p> <p>Context</p>	<p>It was recommended that in regard to the study area:</p> <p>RUZ land within the non-urban break be rezoned to the Farming Zone (FZ) to respond to Amendment VC24 to the VPPs.</p>
<p>'Mildura Rural City Council Rural Residential Study Review – 2003' (October 2003), O'Neil Pollock &amp; Associates Pty Ltd</p>	<p>The purpose of this Review was to:</p> <p>Comprehensively assess and review the provision of rural residential lots within the municipality in order to determine if there is a need to rezone more land for low density / rural residential development.</p> <p>Respond to Minister's Direction 6 regarding rural residential land supply</p>	<p>Minister's Direction 6 identifies that 'any municipality must not provide for rural residential use or development of land which would increase supply of rural residential land to more than that required to meet a 10 year demand for rural residential lots (including vacant lots in the existing supply), based on annual building approvals over at least the past five years or other suitable basis'.</p> <p>Draft Rural Residential Study submitted to Council March 2001. Identified that a further 95ha of land to LDRZ required to meet 10 year supply requirement.</p> <p>Council disregarded recommendation and rezoned 137.5ha to LDRZ.</p> <p>Demand Analysis:</p> <p>The supply of rural living opportunities has been restricted which in turn has influenced the take up rate/demand (currently 100%).</p> <p>Two scenarios for rural residential land supply were put forward. The conservative rate estimated demand at 35 dwellings per year, requiring a total of 350 lots over the next 10 years. The likely/ambitious rate estimated demand at 50 dwellings per year, requiring a total of 500 lots over the next 10 years.</p> <p>Supply Analysis:</p> <p>There is a short to medium term supply yield of 185 lots within the LDRZ.</p> <p>Subdivision activity on LDR land has been constrained by servicing and planning issues.</p>	<p>In accord with Minister's Direction 6 'any municipality must not provide for rural residential use or development of land which would increase supply of rural residential land to more than that required to meet a 10 year demand for rural residential lots (including vacant lots in the existing supply), based on annual building approvals over at least the past five years or other suitable basis'.</p> <p>Approximately 82ha of land was recommended to be rezoned to LDRZ to meet the 10 year forecast demand. The take up of this land and pending supply to fulfil a 10 year demand will need to be considered as part of this review.</p>



		<p>Recommendations:</p> <p>That Council adopts a rural policy position that discourages lot excisions on properties less than 10ha in size but allows the creation of some vacant small lots in the Rural Zone as a trade off for farm consolidation.</p> <p>That Council seek to rezone in the short term approximately 82ha of land to the Low Density Residential Zone.</p> <p>That Council recind the November 2001 resolution to rezone 137.5ha of lad to LDR.</p> <p>Key locational requirements for the rezoning of land to LDRZ are to be met in accord with Ministers Direction 6.</p>		
<p>‘Review of the Mildura &amp; Irymple Residential Land Strategies’ (November 2003), Maunsell Australia Pty Ltd</p>	<p>The aim of this study is to:</p> <p>Review the existing residential strategies for the townships of Mildura and Irymple as articulated in the Local Planning Policy Framework to determine if and what modifications are required to provide for the residential needs of the townships to the year 2030.</p>	<p>Key findings of the study were:</p> <p>Based on a baseline resident population estimate of 51,230, it is forecast that the population of the Municipality in 2030 will be between 65,800 (conservative) and 86,000 people (ambitious estimate).</p> <p>Up to 496 dwellings must be constructed annually to achieve the ambitious projection.</p> <p>There is currently approximately 362ha of R1Z land in the study area. This represents a notional land supply of between 10-15 years at ambitious development rates.</p> <p>Approximately 85% of the new housing construction is anticipated within the study area.</p> <p>An additional 395ha of land needs to be identified to accommodate an additional 11,800 residential lots in the study area.</p> <p>Servicing of R1Z land is a constraint to its ability to accommodate future growth.</p>	<p>Key recommendations that will influence the study area:</p> <p>Encourage infill development of residential areas within township boundaries to facilitate the efficient and effective utilisation of existing reticulated infrastructure.</p> <p>Rezone 108ha of land to the south of Sixteenth Street adjoining the Stage 1 drainage works and a further 16ha of land to the north of Fifteenth Street between Riverside and Ontario Avenues to Residential 1. These areas have the capacity to be connected to existing or currently planned stormwater drainage infrastructure.</p> <p>As a matter of priority, two additional residential development fronts should be created in the study area through the construction of reticulated infrastructure. Those proposed include land north of Fifteenth Street between San Mateo and Etiwanda Avenues and all land zoned for Residential in Irymple. Stormwater infrastructure works in these areas should precede Stage 2 development on Sixteenth Street. Should Council commit to the provision of stormwater infrastructure works in the vicinity of Etiwanda Avenue in the short term an additional 32 hectares of land on the east side of Etiwanda Avenue is also recommended for short term rezoning to R1Z.</p>	
<p>‘Revised Final Report: Review of the Mildura Retail Strategy 2000: Revised Final Report’, (June 2004), Maunsell Australia Pty Ltd.</p>	<p>The aim of the Review was to:</p> <p>Provide an up-to-date retail activity audit for the City Heart, Mildura Centre Plaza and the Fifteenth Sireet Precinct.</p> <p>Determine the future role and opportunities for each centre, taking into account current development proposals.</p> <p>Assess the amount of additional floorspace that will be required to accommodate the demand for retail activity to 2001.</p>	<p>Key Issues considered included:</p> <p>Since the preparation of the Mildura Retail Strategy 2000 the only effective floor space change has been a small increase in the City Heart, as well as approval for Mildura Centre Plaza to expand its retail floorspace to 21,000 square metres.</p> <p>There is a total of 130ha of land commercially zoned, which can accommodate retail activity. The main zones are Business 1 (48ha) and Business 4 (45ha), with the Business 2 and 5 Zones containing 25 and 12ha respectively.</p> <p>Population growth has been revised since the 2000 Strategy. By 2016 the Mildura trade area population could range from 104,000 to 107,000 persons and by 2021 from 106,000 to 112,000. Most of this growth is expected to occur in the Mildura Township Area.</p> <p>Supply:</p> <p>Having regard to population growth and retail expenditure trends it’s anticipated that by 2021 an amount of 35,280 to 58,070sqm of additional retail floor space could be sustained in Mildura.</p> <p>An additional 10-17ha of land area will be required to accommodate an increase in Business 1 and 4 Zones. Due to the occupancy of a considerable amount of Business 4 Zone land by non-retail uses provision of an additional 15ha of largely unused land is desirable.</p> <p>It is recommended that an additional area of land be rezoned to Business 4. Consideration should be given to deepening the existing zoned land area along Fifteenth Street as well as extending along it and also into Benetook Avenue, subject to the development of suitable infrastructure to support the use and development.</p>	<p>Key recommendations that will influence the study area include:</p> <p>City Heart: It is recommended that the policy of maintaining the City Heart as the primary retail centre be amended so that it be sustained as the primary activity centre, encompassing strong retail, commercial, financial, community service and recreation and entertainment components. This will influence the type of uses that can be accommodated in the study area.</p> <p>Mildura Centre Plaza Precinct: It is recommended that the Mildura Centre Plaza continue to enhance its sub-regional role and that the adjoining Vidovich land be rezoned to Business 1 since it is supportable in terms of retail demand. Actions are proposed to foster the future performance of the City Heart, subject to an integrated design concept being prepared for the whole precinct. This will influence the type of uses that can be accommodated in the study area.</p> <p>Fifteenth Street Precinct: It is recommended that the Fifteenth Street precinct continue to be promoted as a bulky goods location and that the Business 4 zone be extended by 15 to 20ha along the western side of Benetook Avenue north of the intersection with Fifteenth Street. This will influence the type of uses that can be accommodated in the study area.</p>	



<p><b>‘Amendment C6 Mildura Planning Scheme: Planning Permit 00/531’ (June 2001)</b></p>	<p>The aim of Amendment C6 was to: Update the Mildura Planning Scheme in response to the recommendations of the ‘Mildura Retail Strategy 2000’.</p>	<p>The Panel Recommended that (relevant to the study area): That no land southeast of Benetook Avenue with a frontage to Fifteenth Street be rezoned. That the land at 832-834 Fifteenth Street not be rezoned. The Panel also, in the explanatory report, agrees with the Council ‘...and can see no reason for it to deviate from its policy position on this non-urban break’.</p>	<p>The findings of the Panel must be considered in light of the proceeding review of the Mildura Retail Strategy 2000, undertaken in 2004.</p>
<p><b>Amendment C18 Mildura Planning Scheme: Planning Permit P02/565’ (October 2003)</b></p>	<p>Amendment C18 was established to respond to a combined planning permit and planning scheme amendment for the ‘Vidovich land’, north of Fifteenth Street immediately east of Mildura Plaza.  The application sought rezoning of the rear portion of land from B4Z to B1Z and imposing a floorspace limit for the rear portion of the site for ‘shop use’ (to support a Big W discount department store).</p>	<p>In support of the amendment/application the Panel has found: The Mildura Trade Area can absorb a Big W store with acceptable levels of impact spread across the catchment; A Big W will fill a gap in the DSTM sector of the market; There is little likelihood of finding a suitable site for a Big W store in the City Heart in the short to medium term; The City Heart is healthy and its primacy would not be threatened by a Big W store on the subject land although the City Heart’s continued success will require ongoing support, promotion and improvement; It follows that the Mildura Centre Plaza is the obvious location at which to locate a Big W store; The local road network is capable of absorbing a Big W store on the subject land. Against the amendment/applications the Panel has found the following key things: The rezoning is ill timed, ad hoc and opportunistic; The rezoning as proposed leaves the future of the balance of the Vidovich land in limbo and available for further ad hoc development and unsuccessful integration; The rezoning of the subject land to Business 1 Zone would not guarantee its development and use as a Big W store and no evidence was presented to the Panel which attempted to provide support for the proposed rezoning for anything other than a Big W store.</p>	<p>The Panel findings identify uncertainty regarding the strategic direction and justification for rezoning of land for Business 1 Zone. This will influence the appropriateness of uses within the study area. The Panel did recognise the lack of large sites to accommodate non-traditional retailing within the City Heart. The Mildura Retail Strategy Review was being prepared concurrently with this Panel Hearing. This Review (2004) provides retail findings which will influence the future of the subject site and the Fifteenth Street Precinct.</p>
<p><b>Amendment C28 Mildura Planning Scheme: Panel Report (February 2005)</b></p>	<p>Amendment C28 is the vehicle for implementing the recommendations of the “Three Year Review” of the Mildura Planning Scheme.  This was the first of four substantial Amendments that will set the strategic framework for the future planning of the Shire. The other Amendments that have been prepared will implement the Retail Strategy for Mildura (Amendment C29), the Master Plan for the Mildura Airport (Amendment C20) and include new suite of Rural Zones in the Planning Scheme (Amendment yet to be prepared).</p>	<p>Need for the Review</p> <ul style="list-style-type: none"> <li>▪ Mildura’s Planning Scheme has not kept pace with the rapid population growth in this Rural Shire.</li> <li>▪ There is a lack of satisfactory strategic framework to assess proposals for new residential development.</li> <li>▪ The strategic work underpinning Amendment C28 has produced a convincing case for an increase in the area of land to be zoned Residential 1, Low Density Residential and Industrial.</li> </ul> <p>Residential:</p> <ul style="list-style-type: none"> <li>▪ Amendment C28 proposals to residential development are based on the ‘Review of the Mildura and Irymple Residential Land Strategy”, including its Stage 1 (March 2001), Stage 2 (August 2001) and Stage 3 (November 2003) reports.</li> <li>▪ A major constraint on the development of R1Z land in Mildura and Irymple is the availability of infrastructure, particularly drainage.</li> <li>▪ The Town Structure Plan introduced “2030 Residential Growth Boundaries” to indicate outer limits of long-term (future) residential development, including all R1Z land and future R1Z land exhibited under C28.</li> <li>▪ The Sutherlands, who have an extensive land holding on the north side of</li> </ul>	<p>It was recommended that Amendment C28 be adopted generally as exhibited. Having regard to the study area, the Panel supported the merit of maintaining a worthwhile non-urban ‘break’ between Mildura and Irymple. Having regard to the study area, the following recommendations were made by the Panel: ‘That the Mildura Town Structure Plan be adopted, as exhibited, as it applies to land abutting Benetook Avenue, through to Cowra Avenue’.</p>

		<p>Cowra Avenue (between Fourteenth and Fifteenth Street) extending (in part), through to Benetook Avenue, questioned the appropriateness of Benetook Avenue as an alternate route for heavy vehicles, considering that it should be retained as a future residential area with the Residential Growth Boundary amended to extend along Cowra Avenue.</p> <p>The Panel identified that:</p> <ul style="list-style-type: none"> <li>▪ 'Based on the Category 1 Main Road classification of Benetook Avenue, the strategic decisions made in relation to where future expansion of residential development in Mildura is to occur and the merit of maintaining a worthwhile non-urban 'break' between Mildura and Irymple, the Panel has formed the view that the location of the new Residential Growth Boundary is strategically sound and recommends it be retained as proposed'.</li> </ul> <p>Low Density Residential:</p> <ul style="list-style-type: none"> <li>▪ Ministerial Direction 6 limits the pool of Low Density Residential zoned land to 10 years' supply.</li> <li>▪ Small lot excisions on RUZ land have historically played an important role in providing rural residential living opportunities.</li> <li>▪ Low density residential estates and small lot excisions tend to be similar in size (min 4000 sqm).</li> </ul> <p>The Panel identified that:</p> <ul style="list-style-type: none"> <li>▪ '...there was merit for lots to be smaller than what is the minimum (4000sqm) set by the LDR zone where dwellings can be connected to reticulated sewerage'.</li> </ul> <p>Industrial:</p> <ul style="list-style-type: none"> <li>▪ The Planning Authority submitted that the likely demand for undeveloped industrial land over the next 20 years is an average of 2.5 to 3.0ha pa. There is currently 52.6ha of vacant zoned land.</li> <li>▪ The exiting industrial areas have limited capacity for additional industrial development.</li> <li>▪ The Sturt Highway By-Pass along Benetook Avenue was identified as a key influence on land use strategies.</li> </ul>	
<p><b>Amendment C29 Mildura Planning Scheme: Panel Report (February 2005)</b></p>	<p>Amendment C29 finalises the implementation of the "Three Year Review" of the Mildura Planning Scheme.</p> <p>Amendment C29 is retail focused and its specific aims are to implement the retail components of the strategic planning work, commissioned by the Planning Authority and arising from the strategic planning review of its new format planning scheme.</p>	<p>Key findings of the Panel include:</p> <ul style="list-style-type: none"> <li>▪ The Panel was satisfied that the MSS maintains the retail hierarchy of the Mildura CBD as the primary activity centre, Mildura Centre Plaza as a sub-regional centre and Fifteenth Street Precinct as the bulky good retailing area.</li> <li>▪ The Panel is also satisfied that the review of the Retail strategy supports the need for additional retail floor space to satisfy both existing (latent) and future demand.</li> <li>▪ The Panel supports the choice of the west side of Benetook Avenue in expanding the 'Fifteenth Street Bulky Goods Precinct' which will give further support to the 'non urban break' between Mildura and Irymple</li> <li>▪ The land to be rezoned to B4Z identified in the Amendment was supported, despite conjecture by experts about the need for only 10ha of land to be rezoned to support current demand.</li> </ul>	<p>There was recognition of the need for a greater supply of B4Z land.</p> <p>Expansion of the Fifteenth Street 'Bulky Goods Precinct' was supported to the west side of Benetook Avenue.</p> <p>In regards to the Non-Urban Break, the Panel 'does not support requests that would erode or eliminate this break'.</p> <p>These findings will influence the future direction and decision making related to future supply of land for larger format retailing in Mildura as well as future evolution of the non-urban break.</p>



appendix c

community and stakeholder consultation

key questions	group 1 development / commerce	group2 community	group3 government / agencies	agreed principles
<p><b>What is the distinction between Mildura &amp; Irymple?</b></p> <p><b>Should this distinction be reinforced?</b></p>	<p>Community atmosphere in Irymple – Mildura like Melb.</p> <p>Sense of village in Mildura – retain small communities</p> <p>Irymple lacks good opportunities for shopping–diversity.</p> <p>Enhance community shopping centres.</p> <p>Development needs to be undertaken in a sensitive manner to maintain the balance.</p> <p>Commercial development doesn't seem viable in Irymple.</p> <p>Drain of retail finances from Irymple into Mildura.</p> <p>People are moving from Mildura to Irymple–due to affordability, bigger blocks of land, access to Irymple schools– beyond their capacity.</p> <p>The possibility of Irymple growing much is unlikely.</p> <p>If Irymple is enveloped it won't detract from its identity.</p> <p>A 'green' break between Mildura and Irymple will be important/fantastic.</p> <p>Greenbelt important for pedestrian access. – links to TAFE.</p>	<p>There is no difference between Mildura and Irymple– except a couple of kms.</p> <p>Mildura is a large city.</p> <p>Irymple could be developed as a village setting. – need to maintain this in terms of future growth.</p> <p>Mildura has all the elements of a big town, Irymple has a stronger community atmosphere.</p> <p>The physical break may not need to exist as long as there is some definition of Mildura and Irymple.</p> <p>Need to maintain the NUB however need to improve the presentation of the land to establish the entrance to Mildura once again.</p> <p>Consider uses that maintain an open 'green' presentation.</p> <p>Industrial uses should not be considered for this area (fronting 15th Street)</p> <p>Consider a skin of development along 15th Street.</p> <p>Irymple – residential and industrial area Mildura – shopping destination</p>	<p>Irymple is a little community that requires a clear break between Mildura and Irymple.</p> <p>People prefer to live in a smaller community when in Irymple.</p> <p>There needs to be a physical separation between the towns – in order to prevent Irymple becoming Mildura.</p>	<ul style="list-style-type: none"> <li>▪ Maintain Irymple as a distinctive place that has some physical separation from Mildura.</li> <li>▪ Establish clear direction for development along 15th Street in order to avoid ad hoc development.</li> <li>▪ Reinforce the greenbelt pedestrian link.</li> <li>▪ Maintain the distinct community atmosphere of Irymple.</li> </ul>
<p><b>What does the Non- Urban Break (NUB) Mean?</b></p> <p><b>How is the NUB experienced by you?</b></p>	<p>15th Street has the potential to develop as a long street of commercial bldgs. bad urban design, maintain sections for a sense of identity.</p> <p>Does not need to be the vast track of land that it is currently, but potentially just to either side of 15th Street.</p> <p>15th Street needs some form of commercial aspect – not necessarily bulky goods, but should take advantage of hwy frontage, for a certain depth and then consider alt. uses – low dens. res/ institutional/ tourism – green alternatives.</p> <p>Public open space – Irymple school can't accommodate for all it's activities. (Mildura schools in similar situation)</p> <p>Irymple does not provide public parks for the children.–small park.</p> <p>Sporting facilities.</p> <p>Link between primary and secondary schools.</p>	<p>Mildura is experienced from the entrance to Red Cliffs (entry to Sunraysia)</p> <p>Explore community benefit for residents and future residents of Mildura. – could this be achieved along 15th Street.</p>	<p>Consider Green Wedge Zone objectives and requirements.</p> <p>15ha is a sustainable sized lot.</p> <p>Leisure planning is focused to the south of Mildura.</p> <p>Expansion of recreational facilities within Irymple will coexist with the drainage basin.</p> <p>A possible public open space buffer along 15th Street – possible rest stop – incorporate art – tourist information</p>	<ul style="list-style-type: none"> <li>▪ Enhance pedestrian links between educational facilities.</li> <li>▪ Create various recreational opportunities.</li> <li>▪ Integrate tourism and recreation uses along the 15th Street spine away from Benetook Avenue.</li> <li>▪ Create northern connections to the Greenbelt.</li> </ul>
<p><b>Will the Benetook Avenue Truck-Route affect the NUB?</b></p> <p><b>What type of land uses could front Benetook Avenue?</b></p>	<p>Development should mirror west side of Benetook Ave. – commercial avenue</p> <p>Commercial use with a buffer to the street frontage.</p>	<p>Not the ideal location for residential development along a truck route.</p>	<p>Restrict direct access to Benetook Avenue – in order to achieve truck efficiency.</p> <p>Land to the east side of Benetook Avenue to be commercial – capitalise on the frontage 150metre skin.</p> <p>Truck route would require a duplication of Benetook Avenue – current road reserve will accommodate for future truck route.</p>	<ul style="list-style-type: none"> <li>▪ Provide consistent uses to both sides of Benetook Avenue.</li> <li>▪ Maintain the pastoral landscape to the south side of 15th Street.</li> <li>▪ Maximise development opportunities to the east side of Benetook Avenue restricting direct access</li> </ul>
<p><b>What is the experience of 15th Street as a City Entry?</b></p> <p><b>How might this be realised in the future?</b></p>	<p>Education/ tourism/ public spaces – have a softer presence to the street – opportunity for more planting.</p> <p>Mix of opportunities along 15th Street. – as a transition zone between Mildura and Irymple.</p> <p>15th Street development must be sustainable for the future.</p>	<p>Mildura is experienced when one enters Red Cliffs</p> <p>15th Street is prime commercial land – particularly along the frontage.</p> <p>Create a different potentially community orientated use within the NUB.</p>	<p>The NUB should be a green linear strip to extend as a skin.</p> <p>Should not be residential along the highway frontage.</p>	<ul style="list-style-type: none"> <li>▪ Create a proud boulevard entrance setting along 15th Street.</li> <li>▪ Create a transition of uses along 15th Street.</li> <li>▪ Create a unique entry point at the intersection of</li> </ul>

	<p>Employment is important. Which will maintain the community.</p> <p>15th Street is not the only place for bulky goods – there are other areas to be developed for commercial uses.</p> <p>15th Street is the entry gate into Mildura – need to create a statement/ interest – landscape/ buildings/ features</p> <p>Don't lose the fact that people are driving (along 15th Street) into a vibrant setting/town.</p>	<p>Development should add value to the community of Mildura.</p> <p>Do not want to encourage 'big box' development' all the way to Irnyple.</p> <p>Improve presentation of public realm – street tree planting, lighting.</p>		<p>Cowra Avenue and 15th Street.</p> <ul style="list-style-type: none"> <li>▪ Encourage high quality architectural/ landscape design along 15th Street.</li> <li>▪ Create a sense of character between Benetook and Cowra Avenue.</li> <li>▪ Improve the presentation of 15th Street through significant public planting.</li> <li>▪ Create a consistent and continuous green corridor to either side of 15th Street incorporating accommodating uses ie. Tourism/ Recreation/ Rest stop/ dried fruits/ cellar door.</li> </ul>
<p><b>Can Rural Residential development fit within the NUB?</b></p> <p><b>Are there any other land uses that might fit?</b></p>			<p>Issues in terms of servicing and profitability.</p> <p>Quite a bit of land aside for Low Dens. Res. At Nichols Point.</p> <p>Is the use of LDRes the best use of land considering expansion rates? As it will be in the centre in 20years time.</p> <p>Standard residential is the best use of land in terms of infrastructure and economically.</p>	<ul style="list-style-type: none"> <li>▪ Rural residential infill to the east of Benetook Avenue.</li> <li>▪ Encourage further community, education, recreational activities within the NUB.</li> </ul>