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Residential Development Plan East of the Grange, Mildura

*Prepared for
Mildura Rural City Council*

*November 2002
Reference: Report04_Development Plans*

Table of Contents

<i>Section</i>	<i>Page</i>
1. Introduction	1
2. Project Work Program	2
3. Development Plans	4
3.1 Purpose of the Development Plans	4
3.2 Design and Development Principles	4
4. "East of the Grange"	6
4.1 Description of Site and Surrounds	6
4.2 Town Planning	6
4.3 Infrastructure and Servicing	6
4.4 Landscape	7
4.5 Traffic	7
4.6 Strategic Context Plan	7
4.7 East of the Grange Development Plan	7
5. Implementation	10
5.1 Staging	10
5.2 Ownership	10
5.3 Development Contribution Plan	10
5.4 Future Planning Scheme Review	11
5.5 Approval processes	11
6. Draft Development Plan Schedule	12
 Appendix A	
Aerial Photograph	
 Appendix B	
Strategic Context Plan	
 Appendix C	
Development Plan	

1. Introduction

Mildura Rural City Council is committed to facilitating proper and orderly development of future residential areas through the Mildura Planning Scheme.

To assist in achieving this objective Council have commissioned Connell Wagner to prepare development plans for six (6) designated future residential areas in Mildura, Irymple and Red Cliffs.

For the purposes of this project, these areas are known as:

1. Mildura South;
2. East of the Grange;
3. Stage 3 Residential;
4. North Irymple;
5. South Irymple; and
6. Red Cliffs.

The location of these development plan areas is depicted below.

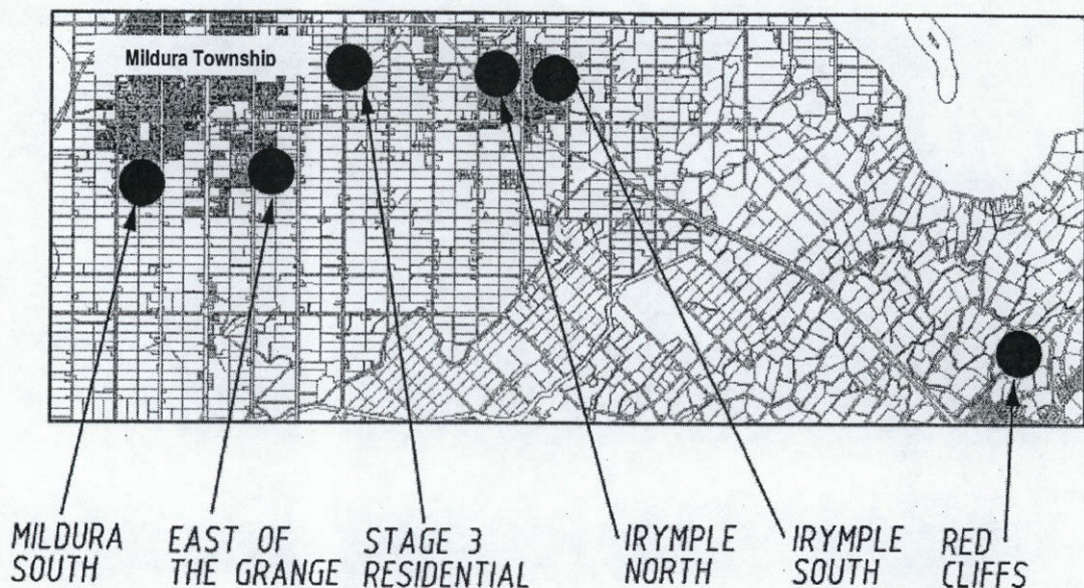


Figure 1 - Locality Plan
Not to Scale
Source: State Map Base

Each future residential development area is strategically located within designated growth corridors and in most cases is already zoned Residential 1 with a Development Plan Overlay applying to the land.

Within the Mildura Planning Scheme, the provisions of the Development Plan Overlay prevent a Responsible Authority (ie. Council) from granting planning approval for subdivision and residential development in the absence of an overall development plan.

Presented within this report is a development plan to co-ordinate the proper and orderly development of land. Also presented within is an account of key matters considered during the preparation of these plans and an implementation program (including a draft schedule to the Development Plan Overlay)

2. Project Work Program

A thorough Work Program has been followed during the course of this project.

Detailed below in a brief account of each of the seven (7) stages undertaken to inform the project and to prepare the development plans and this supporting report.

Stage 1- Site Review and Research

A detailed inspection of each development area was undertaken, contemporary aerial photography purchased and relevant documentation reviewed. A valuable appreciation of each development area was provided through this work and has been incorporated into the project as appropriate.

Stage 2- Stakeholder Consultation

Discussions were conducted with a wide range of stakeholders. These included:

- Department of Education, Employment and Training
- Lower Murray Water
- Origin Energy
- First Mildura Irrigation Trust
- Telstra
- Wentworth Shire Council
- Sunraysia Rural Water Commission
- Powercorp
- Mallee Catchment Management Authority

Several departments of the Mildura Rural City Council were also consulted. These included:

- Town Planning
- Engineering
- Aged and Disability Services
- Family Services

Stage 3 - Issues Paper

An assessment of town planning (statutory and strategic), engineering (infrastructure and servicing), landscape (vegetation and urban design), and traffic engineering (roads and vehicle generation) was undertaken to inform the design of the development plans and to incorporate a multi-discipline approach preparation of the development plans. The findings of each of these assessments was presented in the form of an Issues Paper.

A summary of key issues presented in Section 4 of this report.

Stage 4 - Community and Development Industry Workshops

A series of Community and Development Industry Workshops were conducted on the 6th and 7th of June 2002. These workshops provided a valuable opportunity to inform land owner and development industry representatives of the project and to discuss the development intentions of landowners and potential design considerations.

To stimulate discussion regarding the future development opportunities, a number of development plans were presented at this time with the view to refining these with Council.

It is noted that during the Community and Development Industry Workshops, a very strong position was stated by a large majority of those in attendance that the plans should not be overly prescriptive in terms of directing future subdivision design or potentially stifling potential market badging of different residential areas. Careful consideration has been given to this matter during the preparation of the draft development plans.

Stage 5 - Draft Development Plans

A draft development plan for each development area was prepared utilising information gathered during the course of the project.

This plan represents an environmentally sensitive approach to residential development which seeks to reduce the reliance on upgraded stormwater infrastructure. Best practice stormwater water management identifies the potential for stormwater to be utilised for the purposes of natural wetland systems or temporary and permanent water bodies. In turn, these features may contribute a unique and attractive feature when coupled with open space networks and bicycle paths.

Stage 6 – Supporting Report

To support the presentation of the draft development plan, a supporting report has been prepared. This report provides an explanation of the project, presents the development plan and presents a draft implementation program through the Mildura Planning Scheme.

Stage 7 – Exhibition of Plans

The development plan will be placed on public exhibition and comments invited from interested stakeholders.

Stage 8 - Determine Preferred Development Plan

After considering written comments received during the public exhibition process, a plan will be adopted by Council (with or without amendments).

Stage 9 - Council Approval and Implementation

The preferred plan will be formally endorsed and approved by Council. Appropriate measures will be undertaken to commence implementation through the Mildura Planning Scheme.

Any submissions to be considered prior to Council approval of the preferred development plan must be forwarded to :

James Golsworthy
Planning Manager
Mildura Rural City Council
P O Box 105
MILDURA 3502

3. Development Plans

3.1 Purpose of the Development Plans

The purpose of a development plan is to guide and facilitate residential development to achieve the proper and orderly development of land.

3.2 Design and Development Principles

To guide the preparation of the development plans a suite of design and development principles has been compiled to achieve development outcomes responsive to the Mildura, Irymple and Red Cliffs situation.

These principles include, but are not limited to:

Principal 1 - Land Development

Principle 1.1 – Range of Lots Sizes

- Ability to subdivide land to a range of conventional urban lot sizes.

Principle 1.2 – Potential Land Use Conflict

- Recognise the relationship between potentially conflicting land uses including:
 - Adjoining business and industrial areas.
 - Designated highways and high volume roads.
 - Railway reservations.
 - Potentially noisy service infrastructure (ie. irrigation water pumps)

Principle 1.3 – Integration with Surrounds

- Encourage the protection and continuation of recognised features of the development area and surrounds including:
 - Recognised and listed heritage properties
 - Existing drainage lines and topographical character.
 - Existing infrastructure and services.
 - Existing dwellings and properties identified through consultation.

Principal 2 - Road Network

Principle 2.1 – Safety and Efficiency

- Promote a safe and efficient local road network that eliminates short-cuts through residential areas.

Principle 2.2 – Integration with Surrounds

- Creation of a collector and local street network to compliment the surrounding roads.

Principle 2.3 – Integration with Surrounds

- Extension of local streets networks through adjacent areas (where appropriate).

Principle 2.4 – Access to Major Roads

- Minimise and restrict the number of street access points to the surrounding road network.

Principal 3 - Infrastructure Provision / Retirement

Principle 3.1 – Best practice services

- Promote best practice and environmentally sensitive solutions to the provision infrastructure and services to the satisfaction of the relevant service authorities and Mildura Rural City Council.

Principle 3.2 – Co-location of Drainage Reserves and Open Space

- Encourage the provision of a drainage reserve / open space network designed to:
 - Compliment the existing and proposed drainage infrastructure.
 - Contribute a usable open space network for active and passive recreational activities.
 - Contribute a marketable and visually attractive feature to the development area.
 - Promote centralised access to open space within the development area.

Principle 3.3 – Infrastructure Retirement / Relocation

- Retire or relocate water supply or drainage infrastructure to the satisfaction of the relevant service authority.

Principle 4 – Staging of Development

Principle 4.1 – Co-ordination of Drainage Infrastructure

- Facilitate development in such a manner that is consistent with the provision of drainage infrastructure to the wider region.

Principle 4.2 – Cost Effective and Timely Development

- Stage development in such a manner to accommodate cost effective and timely development of infrastructure for development areas.

Principle 4.3 – Co-ordination Between Landowners

- Facilitate development of individual allotments with minimal reliance on adjoining landowners to provide access.

The purpose of the development plans is to “guide and facilitate” future residential development. These plans do not exclude the need for detailed features survey, subdivision plans and engineering design to be undertaken for each development area. Flexibility should be retained in the planning controls to enable the detailed subdivision plans to be modified from Council’s adopted (preferred) development plan provided the modified plan is “generally in accordance” with Council’s adopted plan and the intent and provisions of the design and development principles are not compromised.

4. "East of the Grange"

Key characteristics of the East of the Grange area and considerations acknowledged during the preparation of development plans are detailed below.

4.1 Description of Site and Surrounds

- East of the Grange has an area of approximately 60 hectares.
- This area is located immediately south and east of an existing urban residential area.
- Land to the north along Fifteenth Street is generally characterised by industrial and warehouse activities while conventional residential development has also occurred to the north-west.
- The site is generally under vine with isolated dwellings fronting main roads.
- Presented in **Appendix A** is an aerial photograph of the development area.

4.2 Town Planning

4.2.1 Statutory Control

- Land within this area is zoned Residential 1.
- Land adjacent to Sixteenth Street is zoned Business 4.
- A Development Plan Overlay applies to all land within this area.
- A Heritage Overlay (HO177) applies to an individual allotment called "Wondonda House" approximately half way along the San Mateo Avenue frontage.
- An Airport Environs Overlay applies to the entire area.

4.2.2 Strategic Considerations

- The Mildura Municipal Strategic Statement identifies Sixteenth Street as the urban growth boundary.

4.3 Infrastructure and Servicing

4.3.1 Stormwater Drainage

- The area comprises a moderate catchment which will require careful consideration to be given to stormwater discharge.
- The Sunraysia Drainage Strategy proposes a major drainage line be constructed along Fifteenth and Sixteenth Street which could be utilised to service this area.
- Drainage from the basin would outfall from this basin to the main on Sixteenth Street into a new wetlands system prior to final discharge in Lake Hawthorn.

4.3.2 Water and Sewerage

- Water and sewerage can be incorporated into the development by extension of the existing Lower Murray Water system.
- Lower Murray Water will need to be consulted early in the planning of the development to confirm the requirement for and location of a sewer pump station.

4.3.3 Power

- The provision of power infrastructure is not envisaged to raise any problems in this area.
- Powercor will need to be consulted to confirm the requirement for transformer reservations (nominally 6m x 4m).

4.3.4 Irrigation and Services

- Irrigation infrastructure exists to service the properties beyond. This main has branches that service the site. Whilst the branches will become redundant with the proposed urban development, the main needs to be retained within an easement or relocated into the road reserve.
- The site also has drainage branches that are redundant with the proposed development. With the approval of the authority this line could potentially be retained and utilised as sub-surface drainage for the new development.

4.4 Landscape

- The area is planted to about 85% coverage with vines.
- The Wonwonda House provides a visual break to an area that is otherwise considered to be flat and devoid of significant landscape features.

4.5 Traffic

- This area is bordered by San Mateo and Etiwanda Avenues which are moderate to low volume roadways.
- Intersection treatments need to be carefully designed to reflect the high speed zoning of these roads. The development should be planned to give consideration to noise attenuation for their higher speed zones.

4.6 Strategic Context Plan

To graphically represent some of the opportunities and constraints associated with the development area, a Strategic Context Plan was prepared. This is presented in **Appendix B**.

4.7 East of the Grange Development Plan

The "East of the Grange Development Plan – Environmental Option" is presented in **Appendix C**.

This plan represents an environmentally sensitive approach to residential development which seeks to reduce the reliance on upgraded stormwater infrastructure. Best practice stormwater management identifies the potential for stormwater to be utilised for the purposes of natural wetland systems or temporary and permanent water bodies. In turn, these features may contribute a unique and attractive feature when coupled with open space networks and bicycle paths.

This plan, together with the key design and development principles that apply to the development in East of the Grange, are presented within.

4.7.1 East of the Grange – Design and Development Principles

The following design and development principles were considered during the preparation of the East of the Grange development plans and should be considered (amongst other matters) by: a

- An applicant when preparing to subdivide and development land; and
- Council when assessing an application to subdivide and develop land.

Principal 1 - Land Development

Principle 1.1 – Range of Lots Sizes

- Ability to subdivide land to a range of conventional urban lot sizes.

Principle 1.2 – Potential Land Use Conflict

- Recognise the relationship between potentially conflicting land uses including:
 - Adjoining business and bulky goods retailing area to the north adjacent to the Fifteenth Street.
 - Designated high volume roads.

Principle 1.3 – Integration with Surrounds

- Encourage the protection and continuation of recognised features of the development area and surrounds including:
 - Recognised and listed heritage properties, in particular HO177 (Wondonda House) adjacent to San Mateo Avenue.
 - Existing drainage lines and topographical character.
 - Potential for an “east-west” oriented open space network to connect with adjoining areas.
 - Existing infrastructure and services, particularly from the existing residential area to the north.
 - Provision for a potential school and associated grounds adjacent to San Mateo Avenue south of the Wondonda Heritage property.
 - Existing dwellings and properties identified through consultation for retention.

Principal 2 - Road Network

Principal 2.1 – Safety and Efficiency

- Promote a safe and efficient local road network.

Principal 2.2 – Integration with Surrounds

- Creation of a collector and local street network to compliment the surrounding roads.

Principal 2.3 – Integration with Surrounds

- Extension of local streets networks through adjacent areas (where appropriate).

Principal 2.4 – Access to Major Roads

- Minimise and restrict the number of street access points to the surrounding road network.

Principle 3 - Infrastructure Provision

Principle 3.1 – Best practice services

- Promote best practice and environmentally sensitive solutions to the provision of infrastructure and services to the satisfaction of the relevant service authorities and Mildura Rural City Council.

Principle 3.2 – Co-location of Drainage Reserves and Open Space

- Encourage the provision of a drainage reserve / open space network designed to:
 - Compliment the existing and proposed drainage infrastructure.
 - Contribute a usable open space network for active and passive recreational activities.
 - Contribute a marketable and visually attractive feature to the development area.
 - Promote centralised access to open space within the development area.

Principle 3.3 – Infrastructure Retirement / Relocation

- Retire or relocate water supply or drainage infrastructure to the satisfaction of the Lower Murray Water and/or First Mildura Irrigation Trust (FMIT).

Principle 4 – Staging of Development

Principle 4.1 – Co-ordination of Drainage Infrastructure

- Facilitate development in such a manner that is consistent with the provision of drainage infrastructure to the wider region.

Principle 4.2 – Cost Effective and Timely Development

- Stage development to enable cost effective and timely development of infrastructure for provision areas.

Principle 4.3 – Co-ordination Between Landowners

- Facilitate development of individual allotments with minimal reliance on adjoining landowners to provide access.

5. Implementation

Key issues associated with the implementation of the development plans are detailed below.

5.1 Staging

Development of the new residential areas should be staged to control the rate of release of residential land. This staging needs to take account of the relationships between separate new development precincts and within each precinct. Key considerations within the East of the Grange Development Area are:

1. Land ownership;
2. Land owners' development intention;
3. Ability to gain Council approval; and
4. Ability to service land (ie development contributions).

Considerable work is still required before the land can be developed. This includes:

- feature surveys;
- subdivision approvals through Council;
- approval from service authorities and VicRoads for various components of the development;
- undertake detailed engineering design.

Detailed below is an account of some of these factors and their role in the implementation of Council's adopted ("preferred") development plans.

5.2 Ownership

Fragmented land ownership patterns have the potential to complicate the implementation of a development plan.

Co-operation and co-ordination between landowners will be required to ensure that construction within development area proceeds in an orderly and cost effective manner.

The East of the Grange development area is characterised by multiple land ownership. An attempt to accommodate the future development intentions of individual landowners has been made in the preparation of these plans. Acknowledging that individual circumstances may change over time, the Mildura Planning Scheme and the provisions of the Development Plan Overlay (and associated schedules) have been drafted to allow changes to the plans that are generally consistent with Council's adopted development plans and their associated design and development principles.

During the preparation of the development plans, consideration was given to facilitating development of individual allotments with minimal reliance on adjoining landowners to provide access. Despite this, in some cases a greater level of landowner / developer co-operation and co-ordination will be required to implement the plans. It is recommended that this approach be strongly supported by Mildura Rural City Council through the planning approval process.

5.3 Development Contribution Plan

A Development Contribution Plan provides a single mechanism through which Council and other service authorities can co-ordinate the collection of costs associated with undertaking buildings and works to develop and service land.

An example of the type of costs that have been levied through development contributions in the past by other Council's include:

- Roads
- Streetscape and environmental works
- Active Open Space
- Drainage
- Traffic management works
- Parks
- Community Activity Centres

Under the Victorian Planning Provision, Council may apply a Development Contribution Plan Overlay to land to formalise the collection of development contributions. No overlays currently apply to any of the development areas subject to this project.

An alternative mechanism often used by Council to co-ordinate collection of development contributions is available under Section 173 of the Planning and Environment Act 1987. This mechanism enables Council to negotiate an agreement with a landowner to set out conditions or restrictions on the use or development of the land, or to achieve other planning objectives in relation to the land. A s.173 agreement is a legal contract and can be registered over the title of the land, effectively binding the current and future owners and occupiers of the land. The existence of a s.173 agreement is also notifiable under the Sale of Land Act.

Whether development contributions are gathered via the Development Contributions Overlay or a Section 173 Agreement mechanism, it is strongly recommended that Council use these mechanisms to equitably collect and apply funds required for development infrastructure in the growth areas. The costs associated with the development should be presented in a suitably formatted and worded document to be incorporated into a Development Contribution Plan Overlay or a Section 173 Agreement.

5.4 Future Planning Scheme Review

Mildura Rural City Council is about to conduct a three-year review of the Mildura Planning Scheme.

It is envisaged that this review will give particular consideration to:

1. Municipal Strategic Statement (Clause 21)
2. Local Planning Policies (Clause 22)
3. Schedules to Zones
4. Schedules to Overlays

Without pre-empting the issues and outcomes of this review, it is envisaged that the planning for residential development areas will be reviewed at this time and may impact on the implementation of the development plan presented within.

5.5 Approval processes

Planning approvals to subdivide land generally in accordance with the development plans will enable normal advertising procedures to be exempted under the provisions of the Development Plan Overlay.

In all cases, Council approval will be required to subdivide land and all provisions of the Mildura Planning Scheme must be complied with.

6. Draft Development Plan Schedule

The Development Plan Overlay forms part of the Victorian Planning Provisions (VPP's) which provide a suite of planning controls that can be used by Council and Planning Authorities to control and regulate land use and development.

The purpose of the Development Plan Overlay is:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies;
- To identify areas which require the form and conditions of future use and development to be shown on a development plan before planning permit can be granted to use or develop the land.
- To exempt an application from notice and review if it is generally in accordance with a development plan.

A development plan may consist of plans or other documents and may, with the agreement of the responsible authority, be prepared and implemented in stages.

The development plan must describe:

- The land to which the plan applies.
- The proposed use and development of each part of the land.
- Any other requirements specified for the plan in a schedule to the overlay.

Draft DPO schedules for each of the development plan areas are proposed to highlight other requirements that could be incorporated in the schedule.

The purpose of these schedules are:

1. To assist in the preparation of a formal planning scheme amendment;
2. To compliment the controls of the Development Plan Overlay that apply to the majority of area covered by this project by reflecting local conditions and requirements; and
3. To guide applicants and Council in the preparation and assessment of development applications.

Depending on the Development Plan to be adopted by Council, the associated schedule may be modified (prior to being formally adopted) to accommodate issues particular to the adopted plan.

SCHEDULE 2 TO THE DEVELOPMENT PLAN OVERLAY

Shown on the planning scheme map as DP02

EAST OF THE GRANGE - FUTURE RESIDENTIAL AREA

1.0 Conditions and requirements for permits

Any subdivision must be generally consistent with the road layout and lot size distribution indicated in the development plan.

Any permit granted will require the provision of reticulated water, sewerage and electricity and sealed roads.

2.0 Requirements for development plan

The development plan should be generally consistent with the Mildura South Development Plan (Environmental Option), prepared by Connell Wagner, Reference s01004BO-02, dated 5 November 2002 and show:

- The location, dimensions and areas of all lots.
- Existing and proposed road network.
- The location of proposed open space including open space linkages.
- The location of proposed landscaping.
- The location of major infrastructure services and drainage lines.
- An overall scheme for landscape planting of vegetation.
- Staging and anticipated timing of development.

3.0 Decision guidelines

Before deciding on any application, the Responsible Authority must consider:

- The approved development plan.
- Whether the proposal will contribute to the integrated development of the area.
- Access to the road network to be to the satisfaction of, and at no cost to, the responsible authority or VicRoads.
- Design and Development Principles considered during the preparation of the East of the Grange Development Plans as detailed below:

Principle 1 - Land Development

Principle 1.1 – Range of Lots Sizes

- Ability to subdivide land for a range of conventional urban lot sizes.

Principle 1.2 – Potential Land Use Conflict

- Recognise the relationship between potentially conflicting land uses including:
 - Adjoining business and bulky good retailing area to the north adjacent to Fifteenth Street.
 - Designated high volume roads.

Principle 1.3 – Integration with Surrounds

- Encourage the protection and continuation of recognised features of the development area and surrounds including:
 - Recognised and listed heritage properties, in particular HO177 (Wondonda House) adjacent to San Mateo Avenue.
 - Existing drainage lines and topographical character.
 - Potential for an “east-west” oriented open space network to connect with adjoining areas.
 - Existing infrastructure and services, particularly from the existing residential area to the north.
 - Provision for a potential school and associated grounds adjacent to San Mateo Avenue south of the Wondonda Heritage property.
 - Existing dwellings and properties identified through consultation for retention.

Principle 2 - Road Network

Principle 2.1 – Safety and Efficiency

- Promote a safe and efficient local road network.

Principle 2.2 – Integration with Surrounds

- Creation of a collector and local street network to compliment the surrounding roads.

Principle 2.3 – Integration with Surrounds

- Extension of local street networks through adjacent areas (where appropriate).

Principle 2.4 – Access to Major Roads

- Minimise and restrict the number of street access points to the surrounding road network.

Principle 3 - Infrastructure Provision

Principle 3.1 – Best Practice Services

- Promote best practice and environmentally sustainable design solutions to the provision of infrastructure and services to the satisfaction of the relevant service authorities and Mildura Rural City Council.

Principle 3.2 – Co-location of Drainage Reserves and Open Space

- Encourage the provision of a drainage reserve / open space network designed to:
 - Compliment the existing and proposed drainage infrastructure.
 - Contribute a useable open space network for active and passive recreational activities.
 - Contribute a marketable and visually attractive feature to the development area.

-
- Promote centralised access to open space within the development area.

Principle 3.3 – Infrastructure Retirement / Relocation

- Retire or relocate water supply or drainage infrastructure to the satisfaction of Lower Murray Water and/or the First Mildura Irrigation Trust (FMIT).

Principle 4 – Staging of Development

Principle 4.1 – Co-ordination of Drainage Infrastructure

- Facilitate development in such a manner that is consistent with the provision of drainage infrastructure to the wider region.

Principle 4.2 – Cost Effective and Timely Development

- Stage development in such a manner to accommodate cost effective and timely development of infrastructure for development areas.

Principle 4.3 – Co-ordination Between Landowners

- Facilitate development of individual allotments with minimal reliance on adjoining landowners to provide access.

Appendix A

Aerial Photograph



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Client

MILDURA RURAL
CITY COUNCIL

Project

DEVELOPMENT PLAN
FOR DISCUSSION PURPOSES ONLY

Title

MILDURA
EAST OF THE GRANGE

Date 14/11/2002

Scale A3 1:5000

Job No. S010.04

Dwg S01004A0

Rev

Appendix B

Strategic Context Plan

Strategic Context Plan

Open Space Linkages

↑ AEO2
AEO1 ↓



Indicative, not to scale
This plan has been prepared for identifying the features of the development area

Connell Wagner

East of the Grange

East of the Grange

- smaller lots for residential use behind larger lots for business activity.
- larger lots for rural uses.
- Large lots for rural uses with associated dwellings on smaller lots fronting the Street
- Grange Estate medium sized lots and surrounding small lots.
- Small narrow lots front the north-south streets with remaining lots of a mixed orientation.
- No adjoining rat-runs and no potential access point from existing estates.
- Precinct is surrounded by major roads to the north and south (15th and 14th Streets)

Appendix C

Development Plan

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Client

MILDURA RURAL
 CITY COUNCIL

Neighbour

DEVELOPMENT PLANS
 FOR DISCUSSION PURPOSES ONLY

Title

EAST OF THE GRANGE
 ENVIRONMENTAL OPTION

Date

15/11/2002

Scale

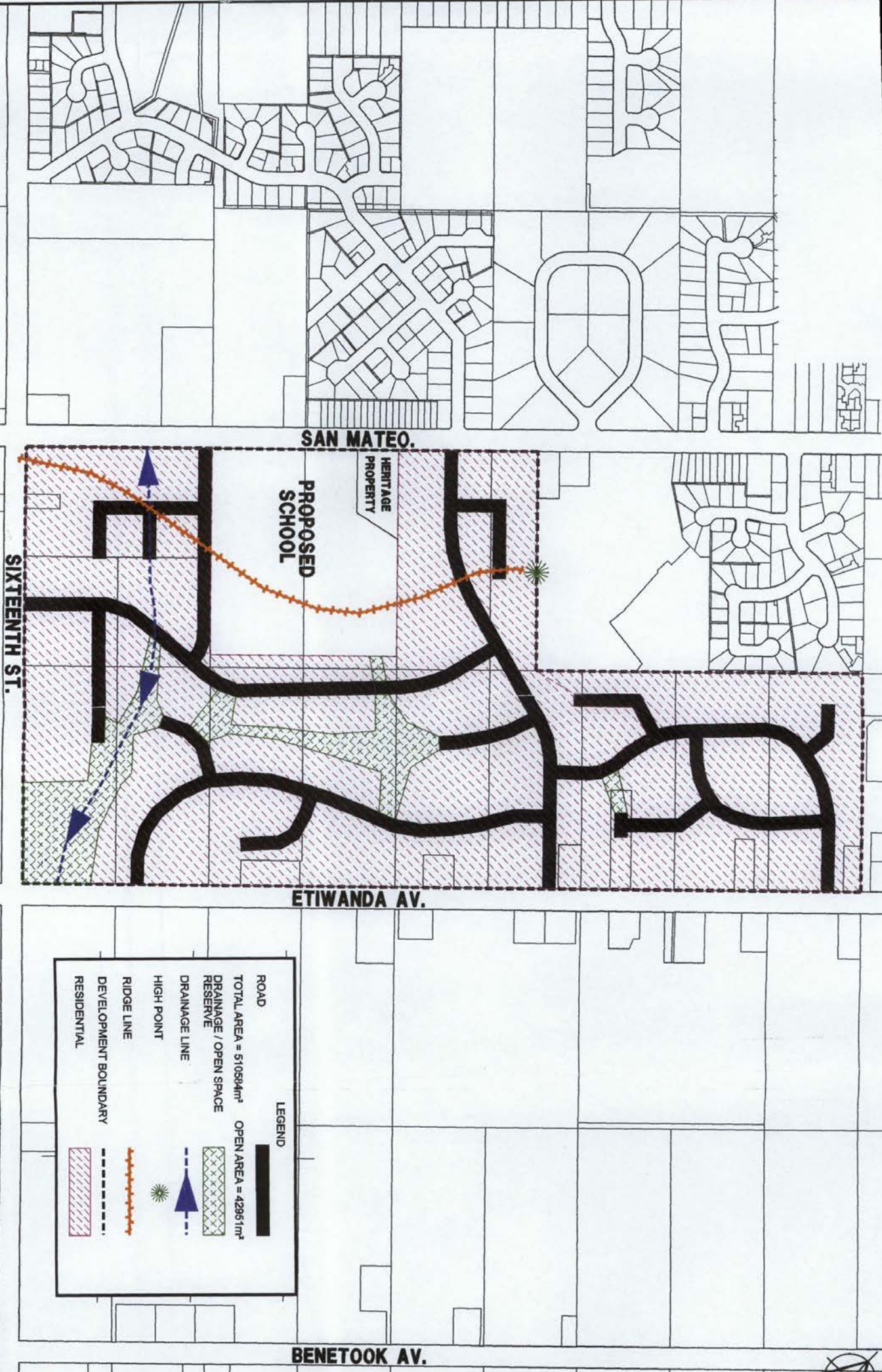
1:5000 at A3

Job No.

S010.04

Draw

S01004B0-02



LEGEND	
	ROAD
	TOTAL AREA = 510594m ²
	OPEN AREA = 42961m ²
	DRAINAGE / OPEN SPACE RESERVE
	DRAINAGE LINE
	HIGH POINT
	RIDGE LINE
	DEVELOPMENT BOUNDARY
	RESIDENTIAL

