



VISION AND KEY DIRECTIONS

Mildura East Growth Area Strategic Framework

INTRODUCTION

Hansen Partnership has been engaged by the Rural City of Mildura to prepare a strategic framework for the future growth and development of the land identified as the Mildura East Growth Area (MEGA). Additional specialist expertise has been provided by SGS Economics and Planning and E2Designlab.

This is the third in a series of reports which have been prepared to help shape the future of this area.

The contents of this document have been informed by a wide range of influences, including background analysis and engagement with both key stakeholders and the community. Figure 1 below identifies where we are in this process.

This document is not the Framework Plan, but seeks to articulate some of the key aspects that will be incorporated into that document for the purposes of testing these with the community and key stakeholders.

WHAT IS THE MILDURA EAST GROWTH AREA?

The Mildura East Growth Area relates to 1,050 hectares of land to the southeast of the settled extent of Mildura, encompassing the land between Mildura and the townships of Irymple and Nichols Point (see Figure 3 overleaf).

While nominally a 'farming area' as a result of its primary zoning, the land contained within the growth area is more accurately described as having a rural-residential settlement pattern, with denser development on subdivided lots along the key corridors of Eleventh Street and Fourteenth Street. While a substantial proportion of the land remains under vine, anecdotal evidence suggests only a small proportion of the vines in the area are part of larger scale farming ventures. This is unsurprising given the issues that larger scale agricultural producers face in areas which contain significant densities of residential development, and the underlying subdivision pattern of the area.

The *Mildura Housing and Settlement Strategy* (MHSS, 2014), which has informed the Mildura Planning Scheme, identified that there was a need for the future of this area to be resolved. It also identified that there may be benefit more broadly, of considering a second development 'growth' front to support a diversity of development, considering the wider 'main urban area' as shown in Figure 2. This recognises that the MEGA does not operate in isolation but sits within a cluster of settlements, which must all be considered in determining the future of this area.

It is noted that the project is also providing guidance in relation to a separate parcel of land close to the Mildura Marina, but that land is not subject to this Vision & Key Directions report. The area requires further work to bring to the same baseline footing of understanding as MEGA and as the areas are not contingent, this will accordingly emerge later in the project.

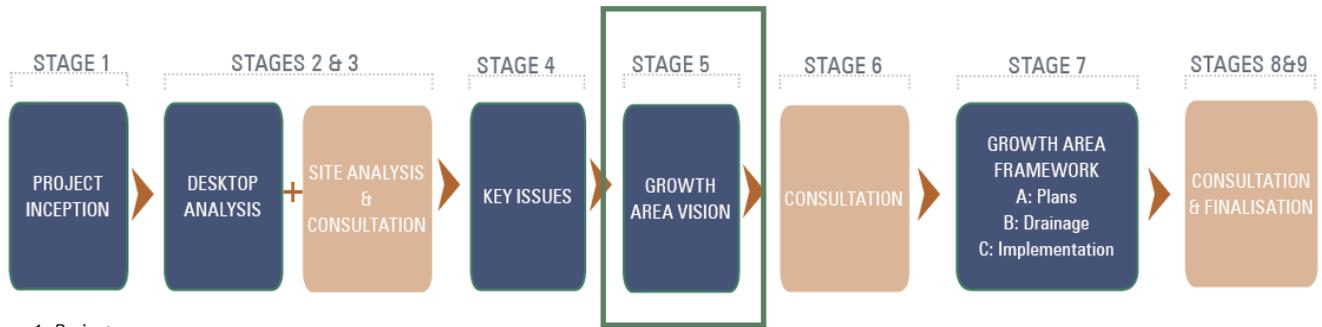


Figure 1: Project process

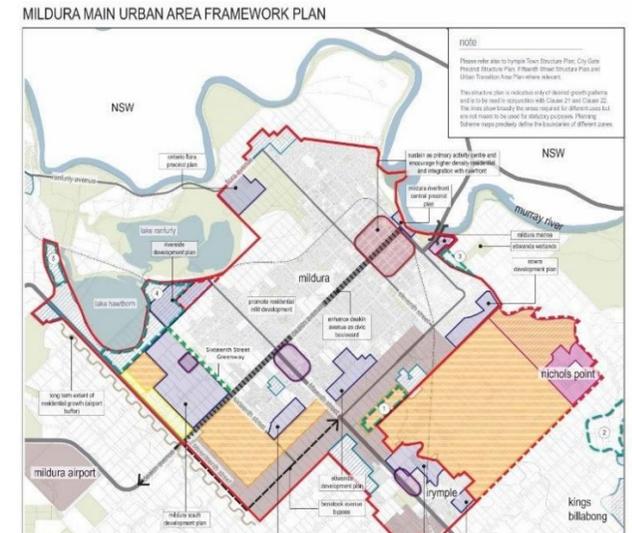


Figure 2: Mildura 'main urban area' (source: MHSS)

WHY IS A FRAMEWORK NEEDED?

As a result of the issues identified above and in the Key Directions Report, the area has been subject to considerable development pressure over time and the development of a Framework Plan for the area can achieve a number of important outcomes, including:

- It will **provide clarity to landowners** within the area as to the potential timeframes for any development in the area. While this may not align with the ambitions of all landowners, it will nonetheless allow them to make their own plans with a greater understanding of what will occur in the area.
- It will **support those who do wish to pursue ongoing agricultural production** in the area in understanding where residential development is likely to occur and over what time periods, as well as infrastructure providers such as Lower Murray Water.
- It will ensure that the location and staging of development **aligns with where drainage infrastructure can be provided** in an effective and affordable manner, mitigating some barriers to development.
- It will provide a clear picture of land use and activity in the area, and **allow for the early planning of services, facilities and linkages** to ensure a well serviced and connected community in the future.
- Importantly, it will look to provide some clear guidance around how the area can develop in a more sustainable manner, particularly setting in place 'key moves' designed to **increase the amount of canopy vegetation** in the area in advance of new development, increasing climate resilience.
- It can **provide some resolution to areas which have been subject to ongoing contention**, such as the Mildura Irymple 'interface area'.

PURPOSE OF THE VISION AND KEY DIRECTIONS REPORT

Establishing an overarching 'Vision' for the forthcoming Framework Plan, through consultation and discussion with key stakeholders, as well as analysis and understanding of best practice planning outcomes, is an important first in the planning process.

By hearing from stakeholders, and considering how their aspirations for the area can be aligned with the 'facts' established through background analysis a level of robustness can be established. Articulating key ideas in a document is also critical in allowing key stakeholders and the community to understand and appreciate not only the 'vision', but also the 'key directions' proposed to deliver that vision, as well as the rationale behind both of those.

This is particularly important in the context of the Mildura East area, where a large area was identified for 'investigation', only a small portion of which will see development over the coming decades. Ensuring that the areas identified for growth are the ones which provide the greatest overall benefit to the broader community and to future residents, prior to fully documenting the Framework Plan makes sure the project is heading in the right direction. Exhibiting this document for public and stakeholder feedback allows everyone time to review and digest the proposed approach to development in the area, and let the project team know their thoughts so any issues can be addressed.

The key directions put forward in this document will provide an overview of the principal objectives and guidance for how the framework will respond to the range of influences documented in the Key Issues Report which preceded it (and is also exhibited).

WHAT'S IN THE VISION AND KEY DIRECTIONS REPORT?

This document is broken into two key sections.

The first section outlines the feedback received from the community and other stakeholders on what the vision might look like for the area. From that feedback a draft 'Vision' has been identified for testing. The second part of the document is framed around five key 'themes' as follows:

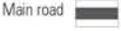
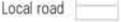
- Development and Drainage
- Landscape and Environment
- Movement
- Activity and Interfaces
- Society and Culture

Each of these themes contains a brief introduction, and a series of key objectives. How these key objectives will be delivered is then expressed through a number of 'key directions' which are also shown spatially on an accompanying plan.

Importantly, the document also identifies under each theme 'What will the Framework Plan need to do'? This section identifies the additional details or investigations that will be needed as the three final documents (the Framework Plan, Drainage Plan and Implementation Plan) are progressed. These are all important considerations the project team is aware of and which will need to be resolved to effectively deliver on the identified key directions.



Legend

- Study Area 
- Main road 
- Local road 

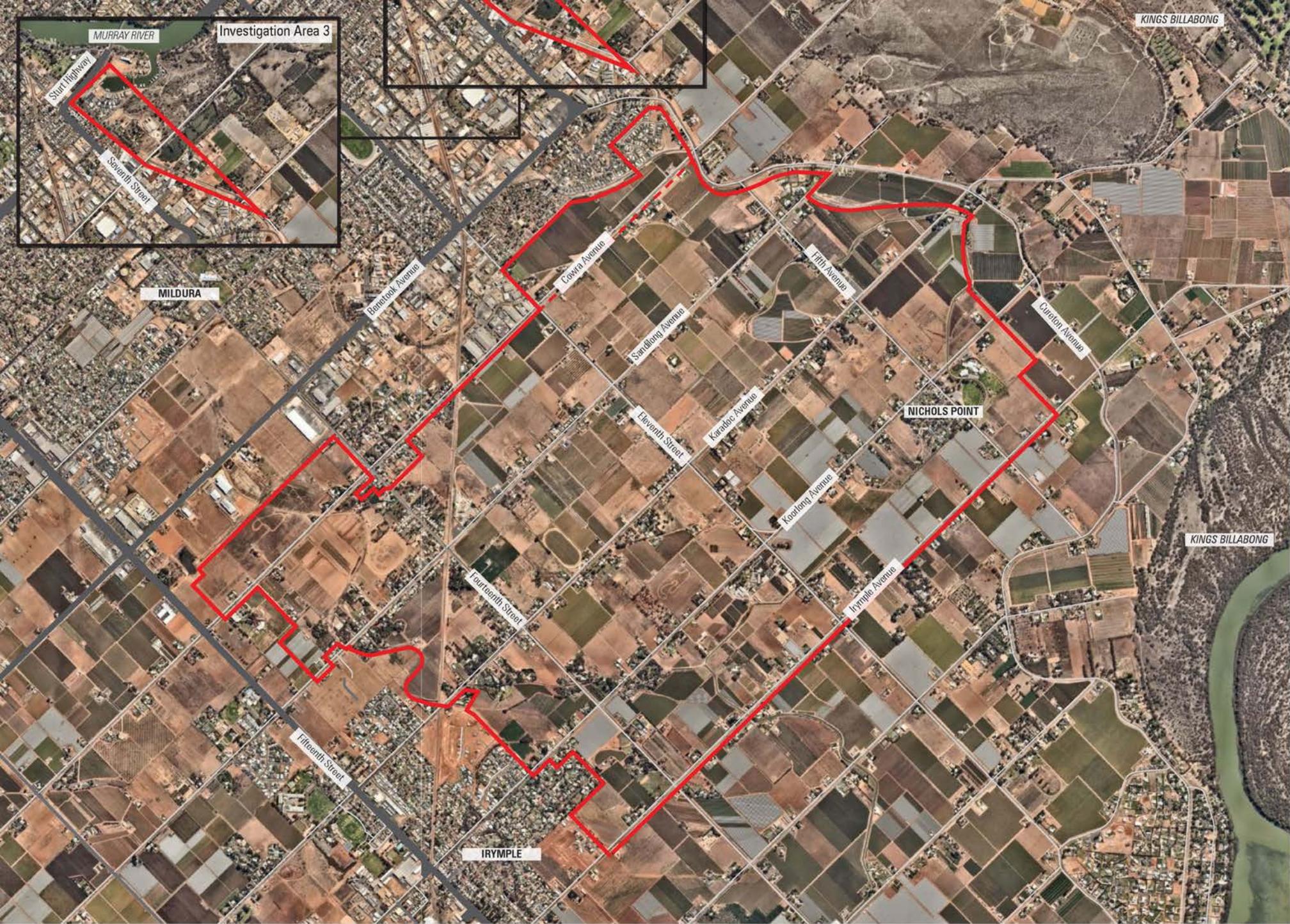


Figure 3: Mildura East Growth Area Study Area



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 Scale: 20,000 @A3
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 Revision: A

THE CONTEXT

This area is a complex one, subject to various interventions and influences over many years. While a more in-depth discussion of these matters can be found in the associated Background Analysis Report, a brief summary of some key matters is provided here.

MILDURA HOUSING & SETTLEMENT STRATEGY

While the MHSS identified potential staging of development in MEGA (Figure 5), it was clear that this was indicative and that any staging would be guided by a future Framework Plan. No presumption should be made based on those indicative diagrams, particularly given the “very long term” designation given to some of those areas. This project is assessing the appropriate outcomes from a first principles basis.

One of the key aspects raised in the MHSS in relation to this area and which has guided the development of the project brief, was the importance in considering the catchment for drainage, as well as more localised drainage conditions when determining the appropriate areas for, and staging of, growth. Importantly, the MHSS also sought to recognise that the area to the north, including Nichols Point, had a distinctly different character which should be respected and retained as any development in the area occurs (see Figure 4).

As a result of MHSS implementation, while the zoning of much of the land remained unchanged, a range of other policy changes were made. Some of these related to more permissible development within the area in recognition of its future potential as a growth area, and associated siting guidelines were developed by council. These controls will need to be revisited as part of the implementation of this project to assess if they remain appropriate for the area.

In addition, much of this land is located within the Mildura Older Irrigated Area, which has resulted in a Special Control Overlay being applied to the land. This is in recognition of the demand which has occurred for development within this area which is incompatible with current policy which envisages this area as purely agricultural.

‘THE INTERFACE’ AREA

It is of significant importance to the community of Irymple that that settlement retains a sense of individuality and separation from Mildura. Policy to deliver this ‘separation’ has been embedded in the Mildura Planning Scheme for about 15 years. However, much of the land in this area is identified as being ‘subject to further investigation’ or ‘potential future’ leading to a lack of certainty in relation to this area. The lack of integration of planning for this area with planning for Irymple (which has a separately defined study area) exacerbates this. Recent development within the area has been seen by some stakeholders as eroding this sense of separation, particularly along the Fifteenth Street corridor. While this project only looks at land north of Fifteenth Street, the *Vision and Key Directions* report, nonetheless seeks to provide some further clarity and to introduce some new ideas as to how to more effectively deliver a sense of separation between the two settlements, while also recognising the high level of access to services and facilities land within this interface area enjoys. The issues associated with this area are discussed in more detail in the *MEGA Key Issues Report*.



Figure 4: Mildura East Growth Area (nominal area)

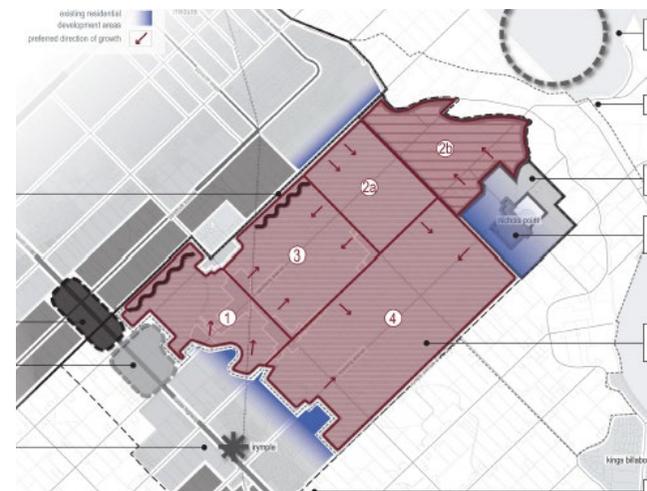


Figure 5: Mildura East Growth Area - potential staging

NICHOLS POINT

While Nichols Point is nominally within the Study Area, it is noted that a separate Development Plan has recently been prepared and adopted by Council for the settlement and its surrounding area. This Development Plan is replicated at Figure 6. Development around the existing town centre is anticipated to be on lots of around 1800sqm, reflecting the existing character of the settlement and drainage infrastructure has been sized accordingly.

While there was feedback received in relation to some more specific matters pertaining to Nichols Point, as an adopted council plan which has been subject to its own consultation processes, the Vision in this document for Nichols Point merely reflects that established through that document and more local matters can (such as the future of the old school site), and should be, addressed through more locally specific documents, such as the Nichols Point Community Plan.

The lots which will be available for development as a result of the adoption of the Development Plan (which allows subdivision applications to be lodged with Council) has been taken into account as part of the calculations on demand for dwellings in this area (see the MEGA Background Analysis reports).

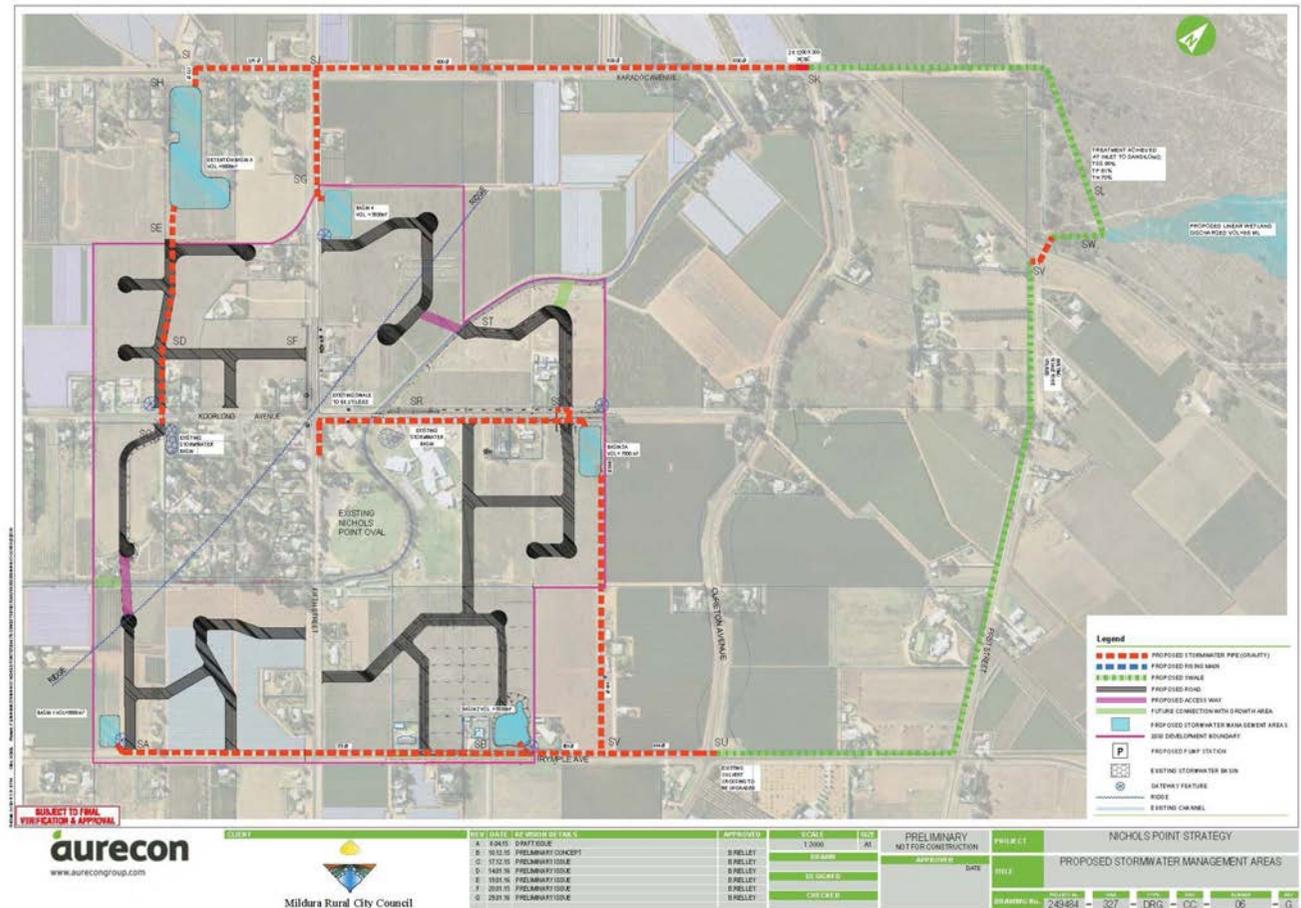


Figure 6: Nichols Point Development Plan (2021)

IRYMPLE

A separate project has recently seen the completion and adoption of an updated Structure Plan for Irymple. This project established a new 'vision' for that township and outlined a number of relevant strategies which this document has had regard to.

The Plan considered the need for additional residential land within Irymple and concluded that, with the proposed rezoning of two 4ha lots within the existing settlement boundary, there was enough land to provide for at least 15 years supply of land for that settlement.

While there was no expansion of the existing Urban Growth Boundary identified a number of areas to the north of the UBG were shown on plans as "future residential development".

There were also a number of other matters such as the location of local open spaces identified through that Plan which are considered.

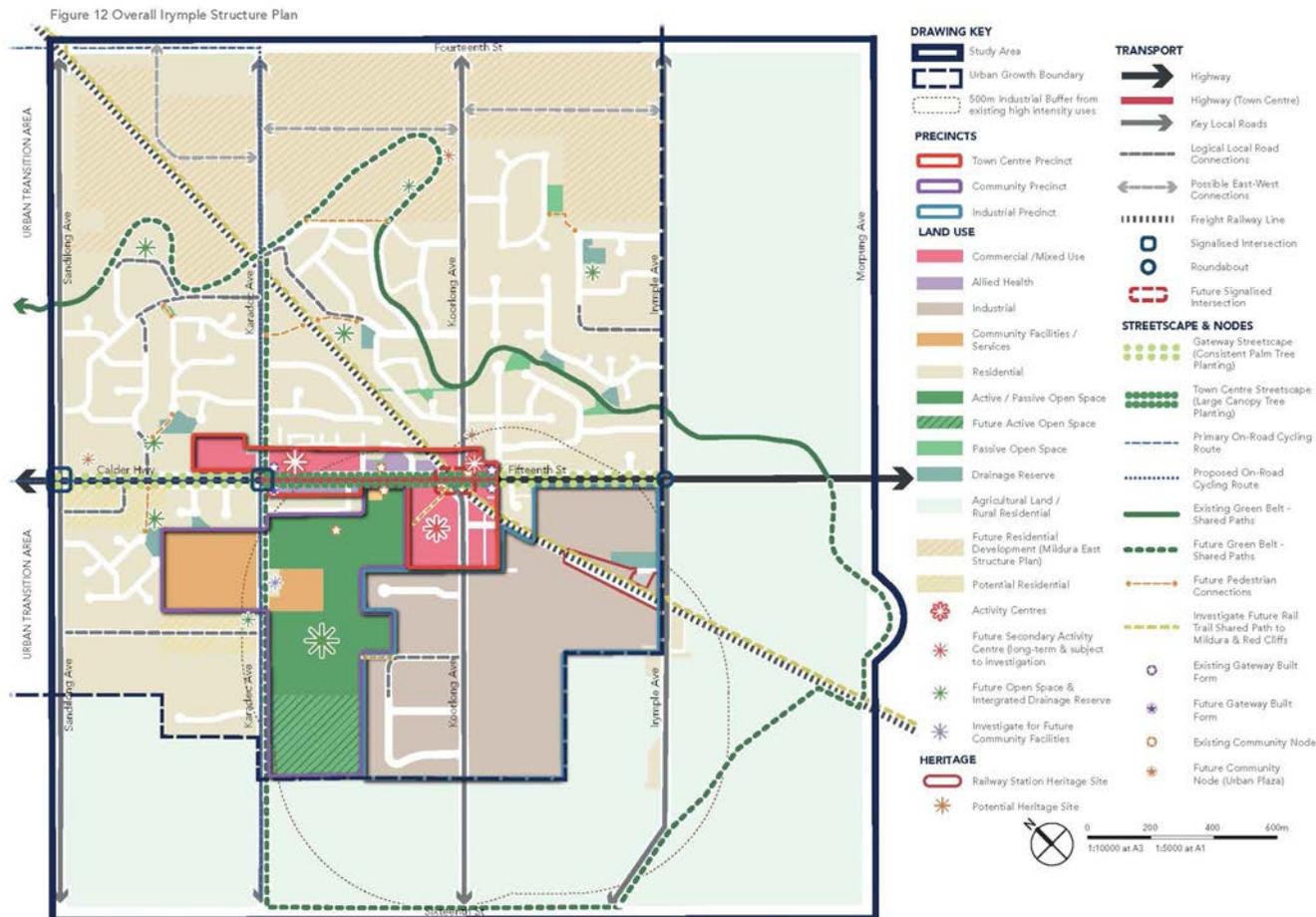


Figure 7: Irymple Structure Plan (2021)

THE VISION

Community consultation has heavily shaped the Vision outlined in this document, and the Key Directions contained within this document, and which will guide the development of the Growth Area, have been drafted accordingly.

A number of rounds of consultation have been undertaken and ideas have been proposed through all sessions - none of these ideas have gone to waste, and many of them are reflected in the content of this document. However, the second phase of consultation, held at the commencement of the Vision & Key Directions phase, did seek to engage directly with the community and other key stakeholders in drawing out specific aspirations for development in the area.

PRINCIPLES

- Create diverse and vibrant new urban communities
- Integrate transport and land use planning
- Plan for local employment creation
- Create growth corridors with high amenity and character
- Protect biodiversity, waterways and cultural heritage values
- Create open space networks
- Plan for environmental sustainability
- Stage development to ensure the efficient and orderly provision of infrastructure and services

The feedback was received through the sessions undertaken over the course of two days (10 and 11 November 2021) and with a number of groups. Importantly, these inputs have also been balanced with the important components needed to deliver on the key principles which underpin this project, outlined in the project brief and included here in the highlight box.

Aspirations for the future of the Growth Area centred on developing an area that is accessible and connected, promoting safe and active transport, is embedded in notions of integration with the natural environment and is resilient in response to a changing climate.



Figure 8: Community visioning session - wordcloud



VISION STATEMENT

The Mildura East Growth Area will provide an alternative outlet for growth in Mildura's 'main urban area', ensuring that development responds to known barriers in a manner which promotes orderly development. This orderly development will support the provision of integrated and affordable delivery of infrastructure within the growth area.

Development in the precinct will improve connections between the three settlements of Mildura, Irymple and Nichols Point, and out to Kings Billabong while retaining the unique identities of each township and responding to existing patterns of development. Connections to these settlements from the growth area will be targeted to provide easy access to existing higher order activity centres for new residents.

The heart of the precinct will be retained as a non-urban area surrounded by a series of interconnected villages, which deliver a range of accommodation opportunities in areas with great access to services and facilities. The 'non-urban area' will become a focus for tourism, niche agriculture, hobby farms and projects which enhance the areas biodiversity.

Development within the Mildura East Growth Area will respond to the pressures of a changing climate in a region of extreme weather, supporting the resilience of existing and new communities and delivering a 'different' style of development, and a renewed focus on increasing canopy vegetation as part of a broader urban forest.

This focus on vegetation will see the early delivery of a series of Canopy Corridors through the precinct as well as the slow evolution of a Green Web across the proposed development cells, connecting a series of Local Nodes. These Local Nodes will be focused on integrated drainage outcomes set within local open space, all connected to a series of new linear open spaces which reflect the areas agricultural history through retained irrigation channels. The nodes, and the connections between them, will link existing and future communities and facilitate social interactions across all parts of the community.

The area's aboriginal history and broader landscape characteristics will be celebrated through public realm works within the precinct, with the areas unique mallee vegetation reinforcing a sense of place and connection to the broader landscape .



DEVELOPMENT & DRAINAGE FRAMEWORK

Understanding the evidence behind required land supply in Mildura East is crucial to framing the development of the Framework Plan. While there are very modest requirements for additional land, understanding the sequencing of development is fundamental to ensuring the development of a healthy urban environment. Also critical is the alignment of this development with drainage, given the barrier the delivery of timely and affordable drainage infrastructure creates in Mildura’s growth areas. Also notable in considering development and drainage is the need for a diversity of housing type, which was communicated clearly through engagement stages, reflected in the evidence base, and is consistent with the findings of the *Mildura Housing and Settlement Strategy*.

Development and drainage are closely interlinked. Drainage infrastructure is required to enable development to occur and this needs to occur in an orderly manner so that new development areas can link into existing drainage and urban areas. At the same time, there needs to be a sufficient level of development within each catchment to justify the drainage infrastructure required. There is also a need to provide flexibility, allowing development to occur within different areas and to accommodate the varying intentions, needs and timing of different landholders.

OBJECTIVES

- To ensure the development of the area occurs in an orderly fashion based on evidence based demand.
- To recognise and respond to the fragmentation of land and potential barriers to on-the-ground development.
- To support a diversity of development types.
- To support consolidated expansion of existing settlement areas rather than dispersed development.
- To deliver effective and affordable drainage assets.
- To optimise opportunities to manage existing and future water needs.
- To support healthy and valued waterways and WSUD assets and to improve resilience against extreme weather events.

KEY DIRECTIONS

- 1 **Deliver a “supply buffer”** beyond the required 15 year requirement through consideration of the ‘upside’ growth scenario (see Highlight Box on Page 13) and barriers created by lot fragmentation.
- 2 Only rezone land within the Mildura East Growth Area beyond the initial stages identified where there is a demonstrated demand. **Staging should be fixed** but the **timing of any rezoning** of the identified ‘development cells’ will be **contingent on demonstrated demand**.
- 3 **Align the extent of development cells with catchment boundaries** to facilitate affordable and orderly delivery of drainage infrastructure
- 4 Support the development of a new major piece of **drainage infrastructure at the intersection of Cowra Avenue and Cureton** and explore opportunities to integrate with a new parkland at this key and highly visible junction.
- 5 **Maximise use of new drainage infrastructure proposed** through other projects in Irymple (south of Henderson Reserve) and a new wetland to the north of Nichols Point in preference to the development of other major new drainage infrastructure.
- 6 **Recognise the need, due to the relatively flat topography of a series of smaller drainage basins** within development cells and seek to integrate these with open space and active transport networks to form a ‘green web’ through new development areas



7

Respect and support existing infrastructure

essential for existing and ongoing farming operations including irrigation and drainage channels.

8

Provide a mix of lot sizes to accommodate diverse housing preferences reflecting current patterns of demand with approximately a 70/30 split between conventional and larger 'lifestyle' lot development.

WHAT DOES THE FRAMEWORK PLAN NEED TO DO?

- Develop a clear set of criteria for how 'demand' in the MEGA will be calculated and assessed to underpin future rezoning decisions & establish process for monitoring supply of land which recognises the different markets for larger lots.
- Identify a clear set of 'content' to ensure that Development Plans within the different parts of MEGA are prepared in a consistent manner.
- Assess findings to date from piloting of the Sustainable Subdivisions Framework to ensure integration of local issues with the higher level Framework Plan.
- Once sequencing, land requirements and densities have been confirmed through this exhibition period, the Framework Plan will need to identify implications for the proposed infrastructure and its roll-out considering the assumptions in the relevant DCP, including future changes to planning for infrastructure.
- Explore levers to encourage consolidation of lots and support orderly development, including potential funding sources for catalytic infrastructure.

WHAT ELSE?



Table 1 details the characteristic of the 'development cells' being considered as part of this project. As is clear from the capacity inherent in these cells when compared to the demand outlined on the following pages, only a few of these cells are likely to be developed in the period to 2046. These cells are:

- CELL A, north of Cowra Avenue which has been rezoned for general residential and CELL D, also rezoned and subject to the Nichols Point Development Plan.
- CELL E, which would provide for identified non-residential demand.
- CELL N, which would provide a generous buffer of conventional residential land, building on recent development demand. This lot also contains and existing already zoned linear open space reserve.
- CELL B, which would provide a larger lot and alternative development front adjacent to existing zoned land. This cell also accommodates catalytic drainage infrastructure important to the broader area.

DEVELOPMENT CELL	TOTAL AREA	EXISTING LOTS	AVAILABLE LAND
A (Conventional)	29.12	1.18	27.94
B (Larger lot)	85.5ha	9.52	75.98
C	25.51	4.05	21.46
D	70.17	7.08	63.04
E (Light industrial)	23.77	0.49	23.28
F	14.8	1.15	13.65
G	18.37	3.02	12.35
H	27.51	10.77	16.74
I	29.63	0.89	28.74
J	28.28	1.71	26.57
K	18.71	5.25	13.48
L	18.06	3.61	14.44
M	40.49	3.32	37.17
N	30.13	3.82	26.32
O	24.92	2.19	22.73

Table 1: Development cell capacity

REZONING REQUESTS

Requests for rezoning have been received for a number of parcels within the Study Area. Requests for rezoning are not being considered by the project at this stage. Those requests will be considered once the agreed staging of development has been finalised.

It is noted however, that rezoning has been requested across a broad range of locations within the Study Area, and indeed, outside the Study Area. It is therefore highly likely that many of these requests are unlikely to be supported on the basis of orderly planning principles, even if rezoning is identified as an outcomes of this project.

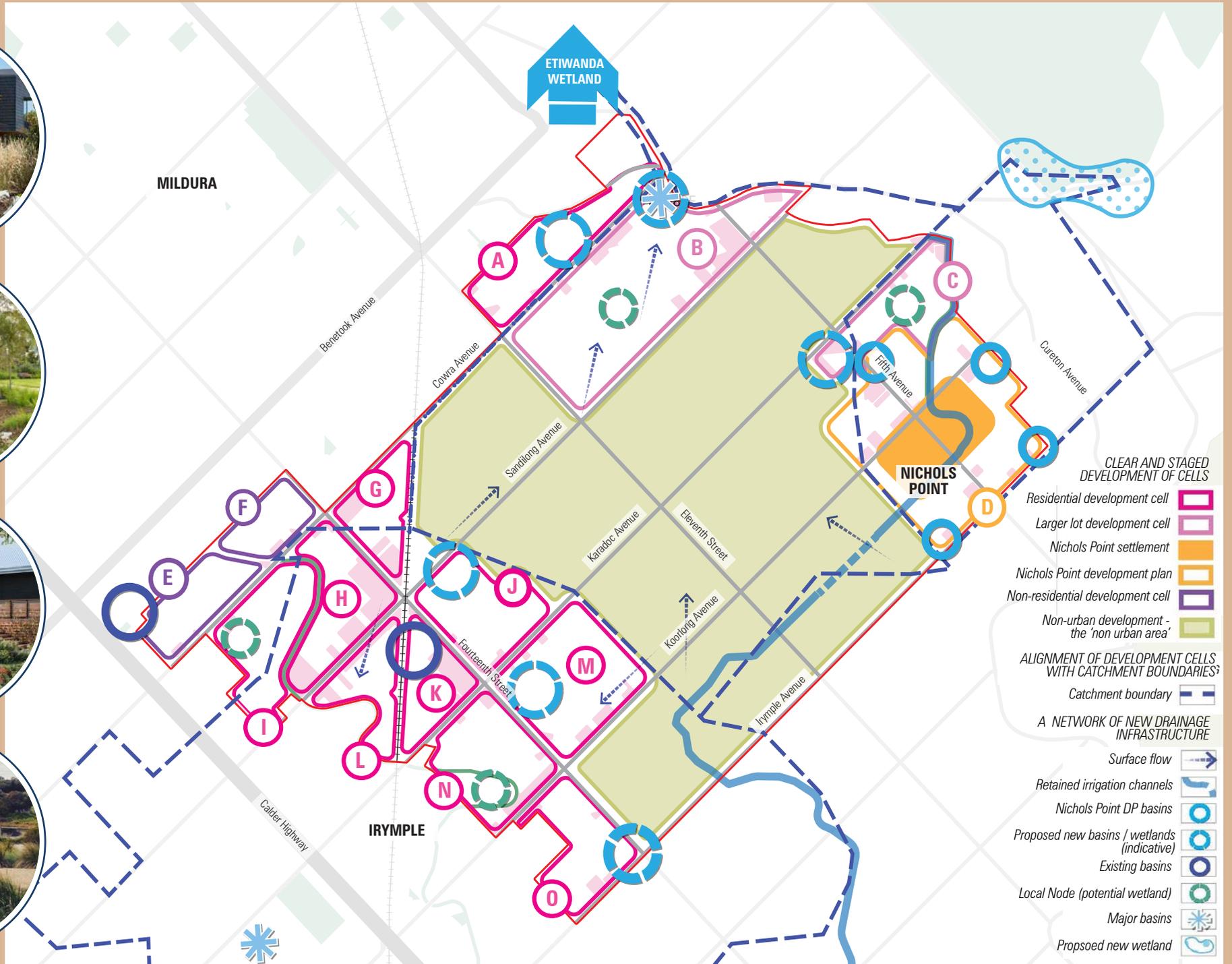


Figure 9: Key directions: development and drainage

DEVELOPMENT ASSUMPTIONS

Key Assumptions

Projections of future dwelling and employment related floorspace were prepared for the Mildura East Growth Area. Population growth data shows there was generally no COVID related surge in growth for 2019-20 in the Mildura Town or LGA overall, using previous Victoria in Future (VIF) 2019 estimates of growth rates as a reference, though a surge was observed in the Irymple Statistical Area (SA2) that contains the East Mildura study area.

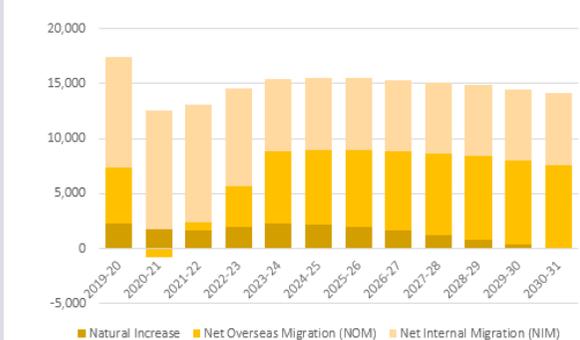
POPULATION GROWTH RATES FOR SELECTED AREAS 2019-2020 – ACTUAL (ABS) AND PROJECTED (VIF19)

	ABS Estimated Resident Population	VIF 19
Irymple SA2	2.10%	(N/A)
Mildura Town	0.20%	0.72%
Mildura LGA	0.28%	0.64%

Source: ABS 2021 and Victoria in Future (VIF) 2019

The Centre for Population suggests that regional areas are not likely to benefit from COVID related impacts on an ongoing basis after short term positive and negative disruptions. They assume that any initial uplift in growth will fall away as the impact of reduced international immigration flows through more generally.

COMPONENTS OF POPULATION GROWTH IN REGIONAL VICTORIA POST COVID



Three different dwelling growth scenarios were prepared for the study area (base case, upside and optimistic).

The projections were based on small area work undertaken in 2018 by SGS Economics and Planning as an input to Council’s Development Contribution Plans (DCPs), which in turn drew from the Victorian Government’s Victoria in Future population and dwelling projections. The DCP work identified dwelling projections at a fine grain, small ‘DCP charge’ area level, for Mildura’s growth areas including the Mildura East study area.

Similarly, retail, commercial and industrial area forecasts for the study area were projected by DCP charge area, drawing from SGS’s Small Area Model (SAM).

DWELLING FORECASTS BY BASE, UPSIDE AND OPTIMISTIC GROWTH SCENARIOS IN STUDY AREA

	2016	2021	2026	2031	2036	2041	2046	Change 2021 – 2036	Change 2021 – 2046
Base case	585	610	661	711	756	793	829	146	219
AAGR		0.85%	1.60%	1.48%	1.25%	0.96%	0.87%	1.44%	1.27%
Upside	585	623	698	774	842	898	951	219	328
AAGR		1.26%	2.32%	2.08%	1.70%	1.28%	1.15%	2.03%	1.71%
Optimistic	585	631	725	818	901	970	1035	270	403
AAGR		1.54%	2.79%	2.45%	1.97%	1.47%	1.31%	2.40%	2.00%

Source: SGS Economics & Planning 2021

Future Housing Needs

The base case scenario shows demand for 146 dwellings within the study area in the next 15 years, between 2021 and 2036. This would reflect an overall annual growth rate of 1.44 per cent, reflecting the forecasts for the study area from the DCP work. An upside scenario would see growth of 219 dwellings at a growth of 2.03 per cent each year while the ‘optimistic’ scenario would see growth of 270 dwellings at 2.40 per cent each year. In our view the base case is most likely but planning for the upside scenario would allow for a supply buffer.



An indication of the future distribution of these dwellings (by lot size) to identify the potential 'land take' can be determined by looking at the change in lot sizes in the area. The table below shows the potential distribution of housing demand and 'land take' for each of the scenarios based on the observed share of new lots by size and the effective net densities calculated from the change in 2008-2021. It suggests that the land take for the base case could be in the order of 27.8 ha (net) for lots up to 8000sqm, at the range of net densities shown, or 21.9 ha (net) if the average net density was 10 lots/ha. For the lots under 1000 sqm the land take is 8.3 ha for the base case.

LOT DISTRIBUTION AND LAND TAKE BY STUDY AREA SCENARIO

Lot Size (sqm)	Effective net density (lots/ha)	Share for Planning	Base case (dwellings)	Land take (ha)	Upside scenario (dwellings)	Land take (ha)	Optimistic scenario (dwellings)	Land take (ha)
Up to 1000	18.4	70%	153	8.3	229	12.4	282	15.3
1000-3000	5.3	20%	44	8.3	66	12.4	81	15.3
3000-8000	2	10%	22	11.2	33	16.8	40	20.3
Total	7.8	100%	219	27.8	328	41.6	403	50.9
Total land take at 10/ha				21.9		32.8		40.3

Source: SGS Economics & Planning 2021

Future employment needs

The table below shows the 'base case' demand for employment floorspace. A very modest increase in the floor space of local shops is forecast (only 34sqm over 20 years). This reflects the existing concentration of shops in the town centres outside the study area. However, the combined demand for 'local shops' and 'retail' floorspace suggests the need for an additional supermarket and associated shops. This may or may not be provided in the study area and depends on future retail planning.

Additional industrial floorspace is forecast, however, based on the assumptions for sequencing of development, this is to be concentrated near the border of the Mildura South area, to the south-west of the study area.

These estimates, particularly for local shops, could be adjusted upwards for the upside and optimistic scenarios if chosen for planning purposes.

EMPLOYMENT FLOORSPACE DEMAND (SQUARE METRES), DCPS IN STUDY AREA (BASE CASE)

	2021	2026	2031	2036	2041	2046	Change 2021-2046	AAGR 2021-2046
Local shops	9	17	24	32	38	43	34	6.7%
Retail	918	1862	2952	4144	5192	6154	5236	7.9%
Industrial	17849	19976	22264	24668	27196	29852	12003	2.1%
Office	50	173	295	402	493	572	522	10.2%

Source: SGS Economics & Planning 2021



LANDSCAPE & ENVIRONMENT FRAMEWORK

The study area is not currently notable for any particular landscape or biodiversity values, having a mostly rural character with the majority of land developed for housing, vacant or under vine. Road corridors contain the majority of canopy vegetation and provide a strong basis for the key directions relating to Landscape and Environment.

The slow rate of development in this area provides a key opportunity to actively restore some of the natural values of this area, which in turn support economic development through increased tourism opportunities and also contributes to overall community health and wellbeing. The reintroduction of canopy vegetation is particularly important in response to climate change, but there are much broader opportunities to consider how the environment is addressed through the public realm and contributes to a sense of place. Delivering multi-beneficial outcomes through key interventions is an underlying principle behind many of these directions.

Importantly, utilisation of existing and proposed drainage and transport infrastructure to bolster the open space network through canopy coverage and integrated wetlands will be a key facet of development in this area, along with an increased focus on locally relevant and climate resilient landscape outcomes.

OBJECTIVES

- To establish a hierarchy of green corridors connecting the open space network.
- To ensure that the area contributes to urban heat reduction and the maintaining human health and wellbeing through periods of extreme heat.
- To restore lost biodiversity within the central core of the precinct and support opportunities to provide habitat for local species.
- To deliver comprehensive network urban forest corridors.
- To protect the Murray River and its floodplain from the impacts on more intensive development.
- To use landscape interventions to establish a sense of place.

KEY DIRECTIONS

- 1 Develop Eleventh Street, Sandilong Avenue and Koorlong Avenue as 'Canopy Corridors'**, with road shoulders developed as part of a broader urban forest network intended to increase liveability and support biodiversity outcomes.
- 2** Prioritise the delivery of **shaded canopy within edge road reserves** to create a welcoming urban environment when viewed from within the 'non-urban area'.
- 3** **Establish a web of blue-green corridors** connecting existing and proposed drainage basins / wetlands to facilitate active transport and connect the open space network.
- 4** Strongly support appropriate uses within the 'non-urban area' which **enhance and restore the area's biodiversity** or contribute to increase canopy cover within the area.
- 5** **Recognise the transition point in the landscape** to the north formed along the drainage line which offers views to the river floodplain beyond Cureton Avenue.
- 6** Use landscape interventions to **connect key recreational assets** to support access from the study area.
- 7** **Build on existing connections** to deliver landscape corridors which contribute to biodiversity outcomes.



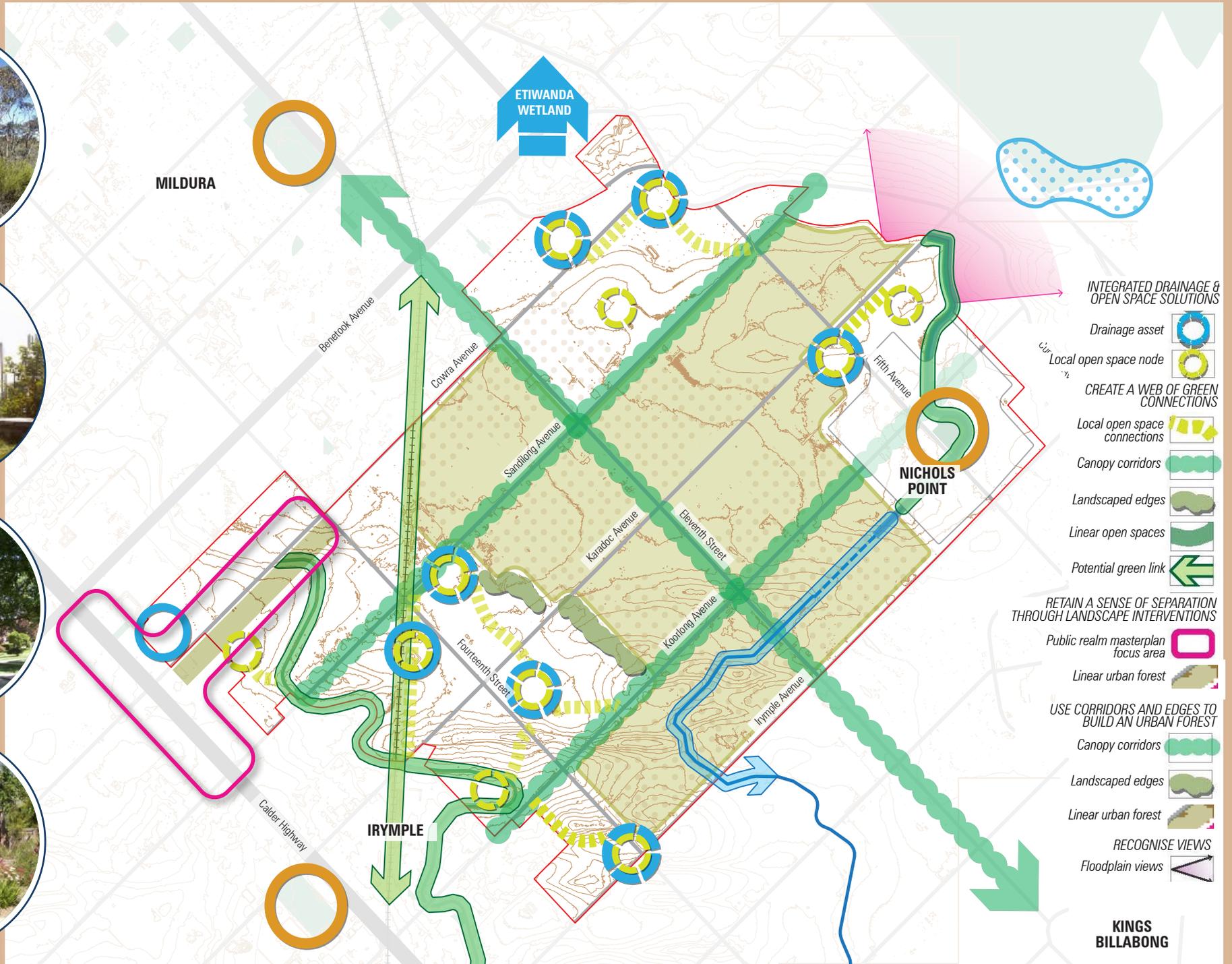
- 8 Ensure that development planning integrates appropriate measures to ensure that new residential areas are designed to **support environmentally sustainable development**.
- 9 Ensure all drainage infrastructure is delivered in a manner which **considers opportunities to provide multi-beneficial outcomes**, improvement amenity, liveability or environmental outcomes.

WHAT DOES THE FRAMEWORK PLAN NEED TO DO?

- Explore the appropriate configuration of forest roads, balancing existing conditions and multiple purposes.
- Confirm location of larger and smaller basins in response to feedback and consider characteristics of connections between nodes.
- Identify more specific opportunities for delivering biodiversity outcomes and potential funding streams to support initiatives on private land.
- Identify key components of drainage infrastructure delivery, including staging and financial considerations through the Drainage Plan and Development Plan content.

WHAT ELSE?





INTEGRATED DRAINAGE & OPEN SPACE SOLUTIONS

- Drainage asset 
- Local open space node 
- CREATE A WEB OF GREEN CONNECTIONS**
- Local open space connections 
- Canopy corridors 
- Landscaped edges 
- Linear open spaces 
- Potential green link 

RETAIN A SENSE OF SEPARATION THROUGH LANDSCAPE INTERVENTIONS

- Public realm masterplan focus area 
- Linear urban forest 

USE CORRIDORS AND EDGES TO BUILD AN URBAN FOREST

- Canopy corridors 
- Landscaped edges 
- Linear urban forest 

RECOGNISE VIEWS

- Floodplain views 

KINGS BILLABONG

ACTIVITY & INTERFACES FRAMEWORK

Given the current and historical farming conditions of much of the land within the identified Growth Area, a considered approach to appropriate land use controls must inform the development of the Framework Plan. It is evident from a comparison of the identified demand, even with a very generous lens on, that the majority of land within this area will not be needed to accommodate growth for many many decades to come. The central part of the growth area is also within its own drainage catchment and would require very significant investment in infrastructure for development, which is not possible to justify given the other land available. It is important therefore that a clear vision is identified for this area, which these key directions seek to do.

The anticipated level of demand necessitates a variety of land use controls be implemented to ensure consolidated development in appropriate areas of early stage settlement. Crucial to this staging is to ensure the long-term settlement areas have the appropriate land use controls applied, ensuring clarity of use for residents and compatibility with development prospects. Equally important is the recognition of the careful management needed in the interface area to address both the sought after sense of separation, but also responses to industrial interfaces.

OBJECTIVES

- To provide a clear sense of identity and broader range of permissible but compatible non-residential uses for land within the centre of the precinct.
- To ensure the distinctive identity of the existing settlements is maintained.
- To reinforce residential interfaces to ensure landscape vistas are maintained and enhanced.
- To encourage a diverse range of activity across the precinct and facilitate connections between activity nodes.

KEY DIRECTIONS

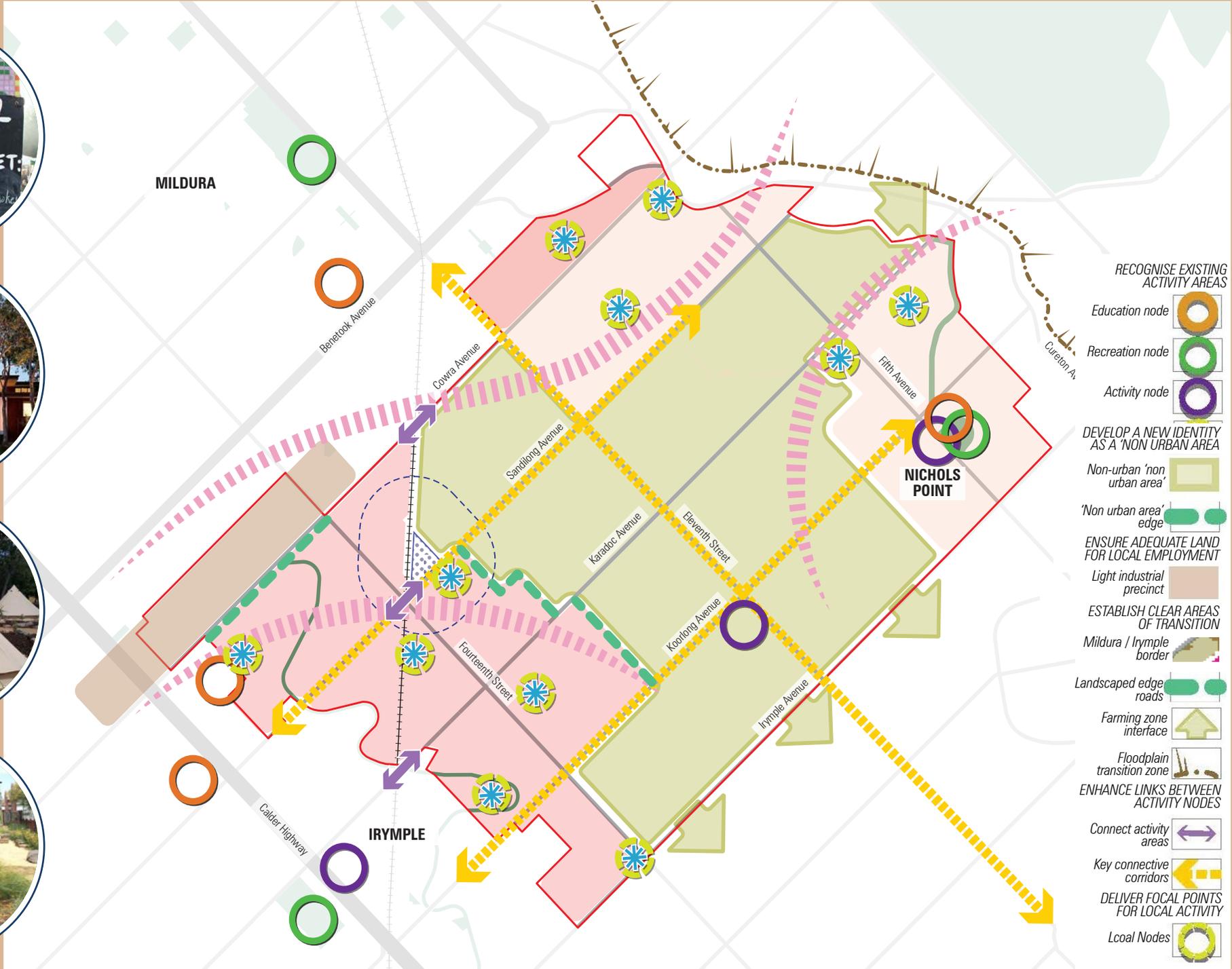
- 1 Recognise that land surrounded by Nichols Point, Irymple and Mildura and within which there is extensive residential development is unlikely to serve a wholly agricultural purpose and that the **application of the Farming Zone may need to be reviewed.**
- 2 Identify land that is unlikely to be developed within 30 years as a 'non-urban area' to **ensure that landowners within this area have clarity about uses which will be supported on their land.**
- 3 Consider land within the '**non-urban area**' for **larger scale but compatible uses**, which may not be able to be accommodated within existing urban areas, with a focus on the Eleventh Street corridor.
- 4 **Establish strong landscape buffers at urban and non-urban interfaces**, further supporting development of Mildura's urban forest.
- 5 Rezone land to provide an additional pocket of **light industrial land** within the study area where it can **contribute to a sense of 'separation'** between the settlements of Irymple and Mildura.
- 6 **Establish a linear urban forest at the interface of residential and non-residential** uses where it can support a meaningful sense of transition between settlements.

- 7 Link this urban forest to a **new program of streetscape works** to respond to urban form changes and delineate settlement boundaries
- 8 **Establish a series of Local Nodes** to encourage local activity and interaction within development cells.
- 9 Seek to **transform current barriers to future linkages** which support greater connectivity over time.

WHAT DOES THE FRAMEWORK PLAN NEED TO DO?

- Establish key aspects of any brief for streetscape works.
- Explore options for the delivery of the proposed linear forest and opportunities to deliver integrated water management outcomes.
- Confirm appropriate zoning for Mildura's 'non-urban area' through a thorough examination of options. The zone would need to be more flexible than the current Farming Zone but support a 'non-urban' range of uses.

WHAT ELSE?



- RECOGNISE EXISTING ACTIVITY AREAS**
- Education node
- Recreation node
- Activity node
- DEVELOP A NEW IDENTITY AS A 'NON URBAN AREA'**
- Non-urban 'non urban area'
- 'Non urban area' edge
- ENSURE ADEQUATE LAND FOR LOCAL EMPLOYMENT**
- Light industrial precinct
- ESTABLISH CLEAR AREAS OF TRANSITION**
- Mildura / Irymple border
- Landscaped edge roads
- Farming zone interface
- Floodplain transition zone
- ENHANCE LINKS BETWEEN ACTIVITY NODES**
- Connect activity areas
- Key connective corridors
- DELIVER FOCAL POINTS FOR LOCAL ACTIVITY**
- Local Nodes

MOVEMENT FRAMEWORK

In the transition of parts of the Mildura East Growth Areas into an urban residential environment, a considerate approach to how movement will be arranged has been taken. The key directions seek to provide a framework of movement with a focus on multipurpose green movement corridors linking both settlements and existing key destinations. The key directions also seek to extend public transport opportunities into this area to facilitate more sustainable forms of transport.

The long term potential of the rail corridor to provide a direct separated active transport link to the CBD is significant enough that it must be explored further, considering the existing and future use of this corridor. Drainage channels, urban forest buffers and other key features of the proposed vision are all linked together to facilitate the movement of people through the various development cells, with a deliberate focus on aligning pedestrian movements with green spaces and access to shade.

The key directions do not directly address local road networks as the cells have been deliberately framed to support the delivery of connected networks through any development plan preparation.

OBJECTIVES

- To provide for a safe transportation network for all through a clear hierarchy of road users and transport modes.
- To prioritise active modes of transportation along dedicated trails.
- To prioritise road traffic along key movement corridors.
- To retain a separation of road uses incompatible with local neighbourhoods.
- To provide for a universally accessible movement network that gives access to community and social infrastructure.

KEY DIRECTIONS

- 1 Recognise Eleventh Street, Karadoc Avenue and Sandilong Avenue as **'Canopy Corridors'**, providing cool and safe pedestrian and bicycle links alongside road carriageways and delivering key inter-urban links.
- 2 Align and connect existing and proposed key movement corridors to create a **cohesive network of pedestrian friendly corridors throughout the area**, and connecting to key destinations both in and beyond the Study Area.
- 3 Continue to use road treatment to **discourage heavy vehicle through traffic** from using roads in the area, other than the Mildura Freight Link (Benetook Avenue) and the Calder Freeway to the south.
- 4 **Expand existing bus services to connect Mildura to Nichols Point and Irymple**. DELWP, MCMA and future development will also benefit. If feasible, deliver increased frequency of these services in advance of residential population to support modal shift.
- 5 **Provide edge roads with generous canopy tree planting in development cells** adjoining the 'non-urban area' to mark interface. Edge roads will allow public to access and enjoy rural landscape from urban vantage point and the security/surveillance that offers.



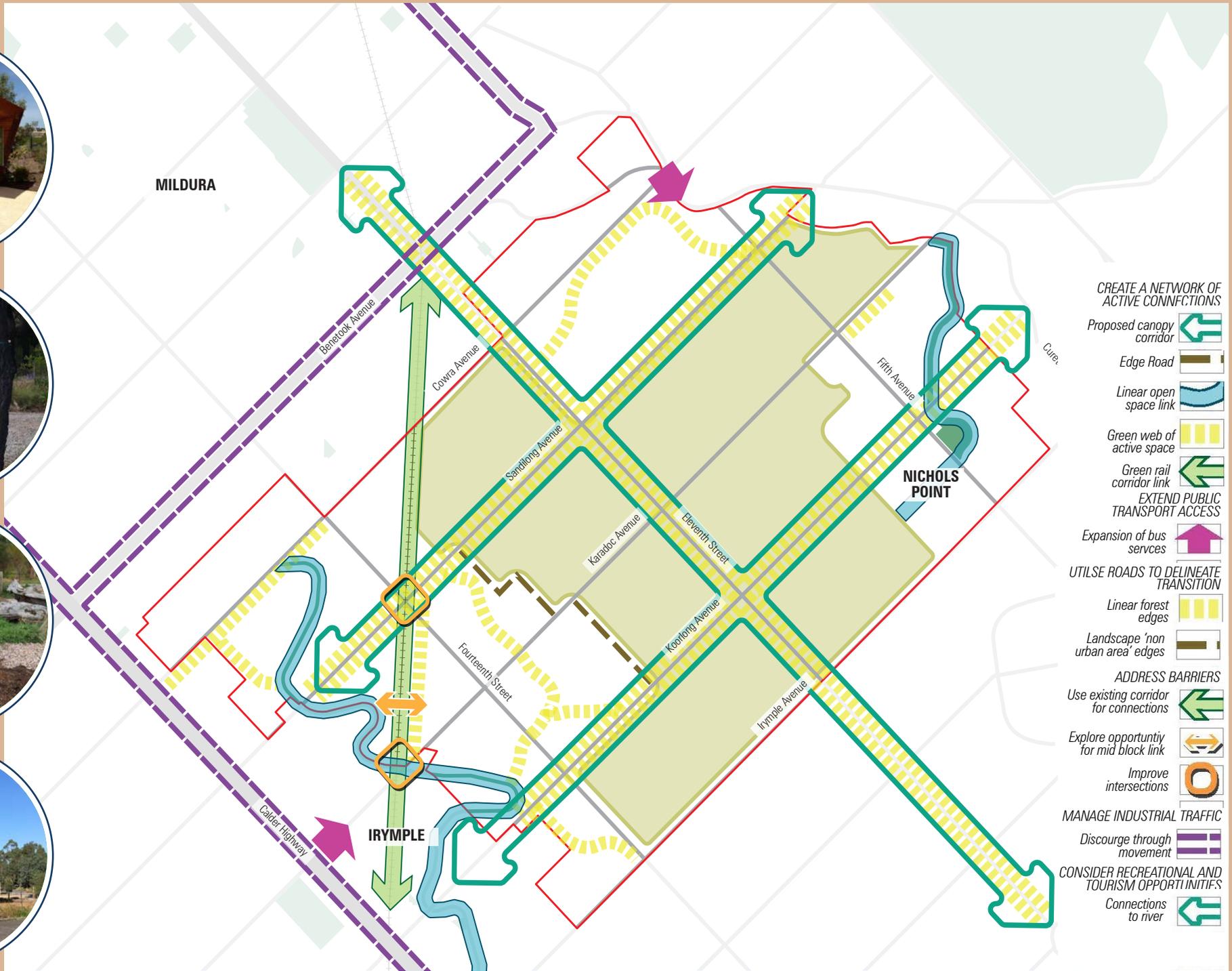
- 6 Utilise **key connections within development north of Irymple** to make use of existing Street and Avenue network and existing rail crossing points to create a connected network of local streets within development cells.
- 7 Improve the safety, function and amenity of **pedestrian crossing points of freight line** at Karadoc Avenue and Sandilong Avenue / Fourteenth Street and explore opportunities for a mid block crossing point.
- 8 Explore opportunities to use the proposed network of open space active transport linkages to **deliver exercise or tourism trails**.
- 9 Consider the **integration of electric vehicle charging points** within key corridors or at key nodes.

WHAT DOES THE FRAMEWORK PLAN NEED TO DO?

- Establish any more significant upgrades to roads required beyond standard requirements to inform Development Contribution updates.
- Deliver a clear set of criteria to guide development of localised road networks within development cells.
- Provide examples of preferred and non-preferred street configurations within development cells.
- Identification of preferred (indicative) streetscape cross-section for Canopy Corridors and exploration of opportunities for early delivery to support climate resilience and existing community needs.
- Through discussion with Department of Transport, resolve parameters for delivery of the proposed rail link and management of safe crossing points.

WHAT ELSE?





- CREATE A NETWORK OF ACTIVE CONNECTIONS**
 - Proposed canopy corridor
 - Edge Road
 - Linear open space link
 - Green web of active space
 - Green rail corridor link
- EXTEND PUBLIC TRANSPORT ACCESS**
 - Expansion of bus services
- UTILISE ROADS TO DELINEATE TRANSITION**
 - Linear forest edges
 - Landscape 'non urban area' edges
- ADDRESS BARRIERS**
 - Use existing corridor for connections
 - Explore opportunity for mid block link
 - Improve intersections
- MANAGE INDUSTRIAL TRAFFIC**
 - Discourage through movement
- CONSIDER RECREATIONAL AND TOURISM OPPORTUNITIES**
 - Connections to river

SOCIAL & CULTURAL FRAMEWORK

Accommodating staged development, the provision of cultural and social infrastructure within the Growth Area should be reflective of the identified needs of the existing community and accommodate future residents. The particular characteristics of the area and the likely rate at which development occurs make this area somewhat different from more traditional growth areas. As such there is not proposed to be a new activity centre or large scale commercial facilities proposed. Resident will instead be provided with enhanced links to existing areas of activity supporting and enhancing those areas. They will interact with their local neighbourhoods through a considered series of local nodes, offering places to connect and move through the neighbourhoods as these develop over time. Some of these nodes may develop over time to accommodate some small scale nonresidential uses such as a medical centre, child care centres or local cafes if there is demand and appetite for such development identified through The relevant planning processes for each of the development cells.

The key directions also seek to instil a strong sense of place through a range of measures focused on recognising the particular landscape and historic features which distinguish Mildura for all other Victorian regional centres.

OBJECTIVES

- To celebrate local context to create place specific outcomes.
- To ensure that sufficient community facilities and services are provided to service new communities.
- To foster social interactions, both formal and informal, within new and existing communities.
- To retain the distinct identities of settlements within the Main Urban Area of Mildura.
- To support community health and wellbeing outcomes through the creation of cool and attractive active space corridors.

KEY DIRECTIONS

- 1 Create a **new 'identity' for land between the two proposed development fronts** to recognise and support a broader range of uses which respect existing agriculture and restore and enhance the areas biodiversity.
- 2 Avoid continuous residential development between Irymple and Mildura to **retain a sense of separation** and use linear forests and streetscape upgrades to create a strong sense of visual separation, if not spatial separation.
- 3 **Protect and celebrate the existing valued character of larger, more vegetated lots** around Nichols Point by directing more 'conventional' residential development to the south of the precinct.
- 4 **Strengthen existing community hubs** to service increased populations in preference to identifying new activity centres.
- 5 Ensure most **residential development is within 400m of wetland/open space** node or linear open space.
- 6 Combine existing and proposed wetland/ drainage corridors and active transport corridors to **form a 'green web' of linkages connecting key destinations**, supported by small-scale infrastructure such as seating to facilitate social connections.

- 7** **Locate social and cultural assets where the web intersects** and form focal points where opportunities for multiple assets combine in the one location.
- 8** **Retain a sense of openness** towards the Murray River floodplain.
- 9** **Bring the mallee into Mildura East** through mallee forest corridors, the use of indigenous understorey plantings and unsealed tracks alongside more 'urban' infrastructure.
- 10** **Increase recognition of local Aboriginal culture and connection to the land** and work with local representatives to explore opportunities within the area to celebrate connections to Country and to enhance broader understanding and recognition of the areas history, including for visitors.
- 11** **Identify local points of interest** and, where possible integrate these with local design outcomes and storyboards, for example, a 'plane' themed playground close to identified WW2 plane crash sites.

WHAT DOES THE FRAMEWORK PLAN NEED TO DO?

- Provide details as to how the 'mallee' landscape character could be integrated into landscape and streetscape works in a practical and attractive manner.
- Once development cells are confirmed assess the need for any additional community services and the preferred 'local node' for their location.
- Explore opportunities to support biodiversity outcomes on private land in a way which is compatible with landowner aspirations.
- Consider required setbacks or other mechanisms required to deliver linear forest.
- Set key parameters for streetscape works to celebrate distinction between Irymple and Mildura in collaboration with Department of Transport / VicRoads.
- Spatially locate any areas of historic interest so they are carried through to the Development Plan phase. Do you know any? Let the team know!
- Identify a set of key 'themes' which celebrate local history to be integrated into local design outcomes during any development phase.

WHAT ELSE?



RECOGNISE AND CONNECT TO EXISTING FACILITIES AND SERVICES

Key Activity Centres

Commercial node

Education node

Recreation node

LOCATE ANY NEW USES IN LOCAL NODES

Priority nodes for community uses

Local nodes

FOCUS ON ACTIVE LINKS BETWEEN AREAS OF ACTIVITY

Web of connections to activity nodes

RETAIN LOCAL IDENTITY THROUGH CLEAR SEPARATION

Non-residential land uses to reinforce transition

Linear forests

RESPECT EXISTING CHARACTER

Reflect existing larger lot character

NEXT STEPS

This *Vision and Key Directions Report* will be exhibited publicly over the summer of 2022.

During this time, interested parties will be invited to provide written feedback to the Council on the content of this document, or to provide their thoughts via a survey. This process is intended to let the project team know if they are on the right track prior to the drafting of the Framework Plan.

It's important if you agree with something to let the team know so it can be retained in the Framework Plan. And if you disagree with one of the objectives or key directions - or even some of the assumptions - then make sure you let the team know why so they can provide you with an appropriate response.

The team will be in Mildura during the exhibition period to answer any questions you might have or to hear your thoughts about how we might be able to effectively deliver the 'vision'.

So keep an eye out for correspondence and make sure you let the team know what you think!

