

## 21.04 SETTLEMENT AND HOUSING

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This Clause provides local content to support Clause 11 (Settlement) and Clause 16 (Housing) of the State Planning Policy Framework.

The Council Plan 2009-2013 makes the following commitment in terms of settlement and housing issues:

*Ours will be a community:*

- *With a well developed long-term land use vision that is understood, sustainable and is the result of community engagement;*
- *Where Council delivers best practice in planning and building assessment processes; and*
- *That is connected to the river.*

### 21.04-1 Settlement hierarchy

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#### Overview

The existing settlement structure of the municipality is identified at Figure 2 in Clause 21.03. Each settlement has its own important role in supporting a local and wider catchment. Mildura is identified as a Regional City in Clause 11.11 (Loddon Mallee North regional growth) and is the dominant urban centre servicing a regional catchment extending into New South Wales and South Australia.

The vast majority of future urban growth is anticipated to be accommodated within the immediate vicinity of Mildura City, in particular the Main Urban Area identified at Figure 2 in Clause 21.03. This Main Urban Area is supported by smaller townships and low density settlements. Beyond the north-eastern area of the municipality, most settlements, with the exception of Ouyen, are experiencing population decline.

#### Objective 1

To recognise the different roles and functions of settlements within the Rural City of Mildura.

#### Strategies

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|--------------|--|
| Strategy 1.1 | Recognise the Main Urban Area of Mildura as the key settlement area and plan for continued growth and development of this settlement.  |
| Strategy 1.2 | Recognise that the development over time of the Main Urban Area will impact on the settlements of Irymple and Nichols Point and seek to ensure this evolution does not compromise the identity of these settlements. |
| Strategy 1.3 | Recognise the role of lower density settlements in supporting the Main Urban Area.   |
| Strategy 1.4 | Recognise the relationship between Merbein and the Main Urban Area and its role as both a satellite urban township and a service centre for the local community.   |
| Strategy 1.5 | Recognise the role of Red Cliffs as both a satellite urban township and a service centre for the surrounding horticultural industry.   |
| Strategy 1.6 | Recognise Ouyen as an important rural service centre and the largest settlement in the southern part of the municipality.  |

Strategy 1.7 Support the continued growth and role of the other smaller towns and settlements through the provision of residential land as required, and appropriate levels of community services for their surrounding areas, having regard to their role as identified ‘communities’ and to support tourism.

## **Objective 2**

To support settlements outside the north-eastern corner of the municipality.

### **Strategies**

- Strategy 2.1 Recognise the identities of existing ‘communities’ formed by smaller settlements as the Millewa community, the Mallee Track community and the Nangiloc / Colignan community.
- Strategy 2.2 Recognise that although many of these settlements are experiencing population decline, they play an important role in servicing the rural areas of the municipality.
- Strategy 2.3 Consider how to most efficiently provide services to these communities to ensure equitable access to services and facilities.
- Strategy 2.4 Investigate introduction or strengthening of multi-purpose hubs to service both local populations and tourists.
- Strategy 2.5 Support the future development of a new caravan park in the Nangiloc/Colignan area to promote tourism as well as provide accommodation for seasonal workers.
- Strategy 2.6 Support further development of aged care and/or retirement living opportunities in Ouyen and Murrayville to facilitate ageing in place.
- Strategy 2.7 Support further development of health services in Ouyen to reduce the need for older residents to move to Mildura.
- Strategy 2.8 Support the development of medium density housing in Ouyen to increase the diversity of housing available in the southern parts of the municipality.
- Strategy 2.9 Promote investment in improved transport connections to smaller settlements to improve access to services and facilities.

## **Implementation**

The strategies in relation to settlement hierarchy will be implemented through the planning scheme by:

### **Further strategic work**

- Update and implement the Ouyen Structure Plan (Key responsibility – Council).

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## **Urban residential land supply and growth areas**

### **Overview**

Population projection analysis undertaken for the municipality in 2011 has identified that by 2032 the municipality’s population under high growth scenarios will be approximately 65,000. Council believes that it is more prudent to rely on the higher population growth scenario for its land demand projections, to ensure that past problems arising from conservative population projections do not reoccur. These problems have included

significant shortages in the availability of residential and commercial land, resulting in market distortions.

To accommodate the 2032 growth projections, it is estimated that an additional 370 dwellings per annum will be built throughout the municipality. The majority of these new dwellings will be constructed in the identified Main Urban Area and associated low density settlements. Given the amount of land currently zoned for residential development in Mildura, Irymple, Merbein and Red Cliffs, there is no need for short term rezoning of land to facilitate urban residential development. However, it is important for Mildura's long term growth that planning is commenced for the next stage of development, to avoid delays in the release of land within the Main Urban Area.

### **Objective 3**

To provide a sufficient residential land supply to meet market demands.

#### Strategies

- Strategy 3.1 Ensure that there is at least a 15 year supply of vacant zoned residential land able to readily access required infrastructure.
- Strategy 3.2 Ensure that proposals for residential development have access to stormwater infrastructure in accordance with Council's infrastructure program.
- Strategy 3.3 Co-ordinate the staging and location of urban land release with Council's infrastructure program.
- Strategy 3.4 Facilitate the urban expansion of the Main Urban Area (Mildura, Irymple and Nichols Point) as the focal point for residential growth for the municipality and wider region.
- Strategy 3.5 Develop the next stage of Mildura South in line with the Mildura South (Sixteenth and Deakin West) Development Plan.
- Strategy 3.6 Implement the Mildura South Urban Design Plan Precinct Structure Plan, *2014 Incorporated Document* to provide guidance for the remaining parts of the Mildura South Growth Area.

### **Objective 4**

To facilitate the orderly development of growth areas.

#### Strategies

- Strategy 4.1 Ensure that residential growth areas of the Main Urban Area are contiguous with existing residential estates and in locations that reflect logical and cost effective infrastructure servicing options.
- Strategy 4.2 Recognise Mildura South and Mildura East as the two main urban growth areas for the City and wider municipality.
- Strategy 4.3 Ensure that drainage and other infrastructure considerations are investigated as a priority for the Mildura East Growth Area, and consider innovative ways of managing stormwater for the whole Mildura East area, such as the establishment of a second wetland system.
- Strategy 4.4 Following the identification of drainage catchments, prepare a Framework Plan for the Mildura East Growth Area prior to more detailed structure planning, to ensure integration with existing settlements and the efficient and orderly development of this area.
- Strategy 4.5 Following the preparation of a Framework Plan, rezone an appropriate amount of land in Mildura East to provide a second growth front for Mildura. The amount of land to be rezoned for the first stage of development should be identified through the Framework Plan.

- Strategy 4.6 Ensure that the rezoning of additional land for residential development provides an appropriate balance between supply of land and diversity of development fronts, based on evaluation of demand.
- Strategy 4.7 Continue to apply Development Plan Overlays to parts of the growth areas as these are rezoned for residential purposes, to ensure appropriate integration of development, provision of non-residential land uses and active transport linkages to key destinations.
- Strategy 4.8 Ensure that planning for the Mildura East Growth Area considers interfaces to existing industrial areas in Mildura East and does not compromise on-going industrial operations.
- Strategy 4.9 Provide greater flexibility for the development of dwellings in the Farming Zone in identified growth areas through changes to the Mildura Older Irrigation Area Incorporated Document.
- Strategy 4.10 Apply siting guidelines to growth areas to ensure any interim development of dwellings does not compromise longer term urban growth.
- Strategy 4.11 Develop a policy position on the level of development contributions for any new dwelling in the identified growth areas prior to rezoning of the land.

### **Implementation**

The strategies in relation to residential land supply and growth areas will be implemented through the planning scheme by:

### **Policy guidelines**

- When deciding on an application for a new dwelling in any land in the Farming Zone identified as a future growth area, considering the following policy guidelines as appropriate:
  - A new dwelling should not be supported if it will compromise an existing horticultural use on that lot.
  - A new dwelling should not affect any on-going agricultural use of adjoining land.
  - Any application for a new dwelling should demonstrate to the satisfaction of the responsible authority how efficient urban development could occur around the proposed dwelling in line with Clauses 22.02 and 56.
  - Where it is deemed necessary by the responsible authority, an easement or setbacks should be required by a planning permit condition, to ensure longer term connections through growth areas.
  - Planning permit conditions for any new dwelling should require an appropriate landscape buffer between the proposed dwelling and any abutting agricultural land. Where the agricultural land is on a different lot, this buffer should be provided on the dwelling site.

### **Application of zones and overlays**

- Applying Development Plan Overlays to undeveloped land zoned for residential purposes.

### Further strategic work

- Implement the *Mildura South Urban Design Plan Precinct Structure Plan, 2014 Incorporated Document*.
- Prepare a masterplan for the Sixteenth Street Greenway, including landscape guidelines.
- Prepare a masterplan for the Sixteenth and Ontario Activity Centre.
- Determining the suitability of utilising land which has been subject to long term agricultural spraying for residential development. (Key responsibility – Council).

### Reference documents

- Mildura South (Sixteenth Street and Deakin west) Development Plan 2014
- Mildura Housing and Settlement Strategy 2013

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### Adaptable and diverse housing

#### Overview

The vast majority of housing development will occur in established urban centres. The demographic profile of Mildura's population is changing, and the population is ageing. Currently, the vast majority of housing is detached 'family' homes. In the future, this will result in a significant mismatch between the types of housing needed by the community and the housing stock available. It is therefore prudent to seek to establish a diversity of housing to meet this anticipated future need, or to ensure that housing can be adapted to meet these needs in the future. A diverse range of housing supports housing affordability. An ageing population requires housing that is accessible, or is able to be adapted to meet accessibility requirements. Members of the community who are mobility impaired have similar housing needs. A diverse range of lot sizes can assist in future adaptability..

#### Objective 5

To provide a diversity of housing to meet the needs of Mildura's current and future communities.

#### Strategies

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|--------------|--|
| Strategy 5.1 | Facilitate the development of well designed medium density infill development within existing urban areas, especially close to activity centres and public transport.  |
| Strategy 5.2 | Encourage the regeneration of older residential areas through renovation or medium density infill development, where land is not affected by a Heritage Overlay, and where there is no consistent neighbourhood character. |
| Strategy 5.3 | Support the diversification of the housing market and development of niche housing products, such as the Mildura marina development.   |
| Strategy 5.4 | Support the development of medium density housing options, particularly townhouse development in response to changing demographics.  |
| Strategy 5.5 | Encourage additional residential growth in the Mildura central activities district and riverfront, through the implementation of existing plans for those areas.   |
| Strategy 5.6 | Recognise the need for smaller dwellings, including apartments, to provide an affordable entry point for first home buyers.  |

- Strategy 5.7 Support the development of additional retirement living and aged care development.
- Strategy 5.8 Ensure that retirement living developments are suitably located, with easy access to services and facilities and integrated with their surrounds.
- Strategy 5.9 Encourage the provision of accessible housing to support ageing in place, and support development that considers future adaptability in design.
- Strategy 5.10 Ensure that accessibility principles are considered in the design of streetscapes and public spaces.
- Strategy 5.11 Encourage the design of subdivisions which support adaptability principles and allow for the evolution of neighbourhoods over time.

### **Implementation**

The strategies in relation to housing diversity and choice will be implemented through the planning scheme by:

### **Application of zones and overlays**

- The application of appropriate zones and overlays.

### **Further strategic work**

- Setting up a designated 'housing working group' to monitor and advocate for housing diversity within Mildura.

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## **College lease land**

### **Overview**

There are 184 commercial and residential properties that are the subject of College lease. Some of these properties are strategically important and their retention in College lease has the potential to inhibit development. Council is supporting negotiations between leaseholders/developers and the Trustees to resolve these issues while maintaining a financial outcome for the local schools.

### **Objective 6**

To ensure College lease land does not inhibit appropriate development.

#### **Strategies**

- Strategy 6.1 Ensure strategically important College lease land is able to be developed to support strategies for the area.
- Strategy 6.2 Investigate appropriate zoning of College lease land adjoining Lake Hawthorn, given environmental considerations.
- Strategy 6.3 Ensure planning for any growth areas considers the location of any College lease land, and how this may be integrated into future development.
- Strategy 6.4 Ensure any calculations of residential land supply consider possible constraints on development due to College lease land.

**21.04-5 Rural residential and low density development**17/11/2016  
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Rural residential and low density residential housing remain a popular choice in Mildura. It is critical to the continued economic development of the region that this type of housing is accommodated in areas where it will not compromise long term agricultural production. It is also important that opportunities for living on larger lots are provided in a range of settings to increase housing choice. The *Mildura Housing and Settlement Strategy 2013* identifies a number of existing areas where low density residential development is occurring, as well as new areas where low density residential and rural living opportunities should be provided in both the short and medium term.

**Objective 7**

To accommodate the planned provision of future rural residential opportunities in appropriate locations.

## Strategies

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|---------------|---|
| Strategy 7.1  | Accommodate the demand for rural residential and low density residential development in planned estates.  |
| Strategy 7.2  | Identify rural living opportunities where residents will have access to existing services and facilities.   |
| Strategy 7.3  | Continue to develop the existing Kings Billabong low density residential area in a manner consistent with environmental and infrastructure constraints.   |
| Strategy 7.4  | Investigate a separate, discrete area north of the Kings Billabong low density residential area as a potential environmental living area, subject to controls which reflect proximity to the environmentally sensitive Kings Billabong. |
| Strategy 7.5  | Continue to develop the Woorlong Wetlands Rural Conservation Zone environmental living area in line with relevant policy guidelines.  |
| Strategy 7.6  | Support limited rural residential development in the proposed Rural Conservation Zone north of Flora Avenue, where land is not affected by flooding.  |
| Strategy 7.7  | Recognise Koorlong's role as a discrete low density residential settlement close to Mildura.  |
| Strategy 7.8  | Ensure future development in Koorlong is consistent with the existing neighbourhood character, particularly in relation to public realm treatments, and is guided by a development plan to ensure integration between estates.          |
| Strategy 7.9  | Require any future development in Koorlong to provide a vehicular connection from Twenty-First Street to Benetook Avenue.   |
| Strategy 7.10 | Allow limited rural residential development opportunities in Cardross, to support the local shops and school, on land to the south of the township that is not affected by flooding.  |
| Strategy 7.11 | Recognise existing areas of informal rural residential development, where identified in the <i>Mildura Housing and Settlement Strategy 2013</i> .   |
| Strategy 7.12 | Develop low density residential estates at the periphery of the Main Urban Area, where these will not compromise long term agricultural production or future urban growth.  |

- Strategy 7.13 Recognise existing low density residential estates at Cabarita, and support some additional low density development to the north and east of McEdward Street.
- Strategy 7.14 Encourage rural living development around Merbein, as identified in the Mildura Housing and Settlement Strategy 2013, to provide a greater choice of living options and rural living opportunities close to the Main Urban Area.
- Strategy 7.15 Support the development of lower density housing at Lake Cullulleraine, in line with the Cullulleraine Structure Plan (2006).
- Strategy 7.16 Discourage the ad hoc development of small lots for rural residential development within irrigated areas other than in accordance with the Mildura Older Irrigation Area Incorporated Document (August 2016).

### **Implementation**

The strategies in relation to rural residential and low density residential development will be implemented through the planning scheme by:

### **Policy guidelines**

- When deciding on an application for a dwelling or subdivision in the Rural Conservation area west of Woorlong Avenue, the following criteria should be met:
  - A building envelope of not less than 3000 square metres for each lot should be identified and sited so as not to compromise views to the billabong for each lot.
  - A dwelling should be located within the building envelope.
  - All buildings should be setback 20 metres from a road, 10 metres from any other boundary and 50 metres from any land within the Public Conservation and Resource Zone.

### **Application of zones and overlays**

- Rezoning additional land in Koorlong to the Low Density Residential Zone.
- Applying a Development Plan Overlay to land in Koorlong.
- Rezoning land in Cardross to the Rural Living Zone.
- Rezoning land in Cabarita to the Low Density Residential Zone, and applying a schedule specifying a minimum lot size of 0.4ha.
- Applying a Development Plan Overlay to land in Cabarita.
- Rezoning land in Cabarita to the Rural Living Zone and applying a schedule specifying a minimum lot size of 1ha.
- Rezoning land in Merbein to the Rural Living Zone, and applying a schedule specifying a minimum lot size of 1ha to land south of the settlement. Rezoning land in Irymple to the Low Density Residential Zone, and applying a schedule specifying a minimum lot size of 0.4ha.
- Applying the Rural Conservation Zone to the Woorlong wetlands and land north of Flora Avenue in Mildura adjoining the Murray River.

### **Reference documents**

- Rural Residential Review October 2003

- Lake Cullulleraine Structure Plan 2006
- Mildura Housing and Settlement Strategy 2013