8. Administration Reports

8.1. Middleton, Milang and Port Elliot Master Plans - Formal Consultation

Responsible Officer: Matt Atkinson (Acting General Manager Community)

Report Author: Kylie Weymouth (Acting Manager Strategic Development)

Recommendation

1. **That Council endorse the Middleton, Milang and Port Elliot Master Plans for formal consultation to commence in the third quarter of 2023.**

2. **That Administration be delegated the authority to make non-consequential changes (of an editorial nature) to the Master Plan documents prior to their release for consultation.**

Prior Resolutions

Meeting Date	Agenda Item Number	Report Title	Resolution Number
21 February 2022	5.4	Cr Lewis - Port Elliot and Middleton Master Plans	ACM221371
16 December 2019	3.3	Cr Lewis - Port Elliot - Middleton Master Plan	Question on Notice

Community Strategic Plan Impact

LIVEABLE	Distinctive townships, places, spaces, and transport networks that support active lifestyles vibrant cultures and productive enterprise
GREEN	Climate ready, a place where nature is valued, and resources are managed sustainably and creatively to support a new economy
CONNECTED	Created for, with and by the community. We are safe, healthy and all enjoying accessible infrastructure and services
ENABLED	Recognised as a trusted leader, known for our forward-thinking approach, can-do attitude, and operational excellence

Report Objective

That Council considers the Middleton, Milang and Port Elliot Master Plans and endorses the Plans for formal consultation with the community.

Executive Summary

The Middleton, Milang and Port Elliot Master Plans were prepared based on a series of location-based co-design workshops and MySay input from the community. The Master Plans were commenced following community outcomes from the Village Conversations, and for the Port Elliot and Middleton Plans, were also endorsed by Council as part of the budgetary process in 2019.

Whilst the Plans have been prepared directly from community input, it is considered that formal consultation regarding the final drafts be undertaken with the community in order to consider any further feedback before Council formally endorses them as Master Plans for the future development of the townships of Middleton, Milang and Port Elliot.

Context

The townships of the Fleurieu Peninsula are under pressure from a number of sometimes competing areas and it is important to understand how their communities would like to see them into the future, and to understand the opportunities and constraints facing each township. These outcomes were identified as important by the community through the Village Conversations.

The place-based Middleton, Milang and Port Elliot Master Plans were therefore prepared to guide the future development of the towns and identify actions to enhance local character and amenity. Having established plans is particularly important from a strategic planning perspective as we enter into the preparation of a new Regional Plan, driven by State Government, that will set the scene regarding the future growth of Greater Adelaide for the next 30 years. Council needs to be able to inform this process as best we can in order to have the greatest influence for our communities for sustainable growth and protection of cultural and environmentally sensitive areas through endorsed plans such as these Master Plans.

General Analysis

The Master Plans

The aim of the Master Plans (the Plans) was to develop implementable plans with clearly defined and prioritised actions to ensure the desired future character can be achieved. The Plans were developed with a number of Objectives as follows:

- Identifying any land needed to accommodate future needs of the growing population from a residential, recreation, open space, commercial and industrial perspective.
- In identifying the above needs explore the social needs of a growing community and the associated services required.
- Explore and identify any infrastructure needs particularly focussed on heavy vehicle routes and local traffic management within and around the town and any potential essential services upgrades.
- The protection and enhancement of the natural environment.
- Analyse the public realm to ensure that an agreed theme is identified and carried through any future development.
- Ensure that the plan continues to build on established facilities and tourism elements.
- Ensure that the plan acknowledges and incorporates actions and outcomes identified in other Council documents

Each of the three Plans were collaboratively developed with the community by a highly skilled multi-disciplinary team of consultants through a series of steps including:

- a working group site visit where key stakeholders from the community were met
- preparation of background material including identification of the strategic framework applicable to each
- full day co-design workshop involving stakeholders, community members and council staff comprising a workshop
- preliminary draft plans prepared
- MySay feedback on preliminary draft plans
- updated plans prepared
- Internal staff and executive team feedback provided
- Final draft plans prepared for formal consultation
- Council Information presentation overview of Plans and key recommendations

The Plans each identify a number of projects/actions/recommendations specific to the particular outcomes identified through these processes. These are summarised for each Master Plan below.

High level cost estimates are currently being finalised for options to deliver on some of the place-based 'physical' outcome projects identified. The relative expense of individual projects will be represented by $ symbols (with more $ symbols representing greater financial cost) for consultation purposes in order for the community to understand the relative expense and the full details will be provided to Council to consider in their final decision making.

Middleton Master Plan (refer Attachment 1 provided under separate cover)

The Middleton Master Plan incorporates the entirety of the township of Middletown including the immediately surrounding Deferred Urban, rural and conservation lands.

A 'vision for the future' of Middleton was developed based on the Village Conversation engagement, together with the consultation undertaken for the Master Plan. This vision reflects the overarching A2040 vision of a '*Liveable, Green and Connected*' Alexandrina and seeks a Middleton township that will:

- Tell the story of the Ngarrindjeri people and Anglo settlers
- Be a small, cohesive community, guiding its own future and influencing council and government
- Have a village feel and relaxed beachside character, with a beautiful and green sense of place, and cultural heritage nurtured
- Have thriving main street, that is walkable and pleasant
- Have a distinct identity, separated from its neighbours by extensive, open green spaces
- Have residential areas with contemporary and diverse housing in landscaped grounds, designed with a beachside feel
- Be easy to get around on foot, bike, to visit, for business, and with well-managed local traffic. Through traffic makes use of a bypass
- Be characterised by sustainable living and sufficient infrastructure.

There are four place-based actions recommended to help achieve the Middleton community vision:

1. Middleton Main Street Project
    a. focusses on traffic calming methods, pedestrian improvements and increased landscaping
    b. Future commercial development opportunities, and consideration of rezoning north side of Goolwa Road to Township Activity Centre Zone.
2. Middleton Beach and Surfers Parade Upgrade
    a. improving the amenity and safety of the roadway (6 options provided) and improving access to the beach for all users including improved toilet and change facilities.
3. Modest Western growth to township
    a. southern side of Goolwa Road to be zoned for residential & subject to infrastructure provision very low or mixed density. Northern side to be identified in strategic planning documents to potentially accommodate education facilities, additional retail/commercial and residential land uses
    b. feasibility study to upgrade the CWMS and potential centrally located shared treatment plant with Port Elliot.
4. Strategic Transport Improvements aimed at improving safety and amenity for pedestrians and cyclists and connections to key nodes and trails including:
    a. intersection upgrades at Mindacowie Terrace and Goolwa Road (potential round-a-bout treatment) and Flagstaff Road and Goolwa Road (noting Goolwa Road is currently a DIT road);

b. Bypass road for freight and through traffic (Lines Road, Airport Rd vicinity)
c. Encounter bikeway improvements Improved connections to the town
d. centre and rail station
e. Accessible car parking with wayfinding signage
f. Walking and cycling network around township (for example the provision of a pedestrian route between Goolwa Road and Ellensford Terrace to the east of the hotel, provision of pedestrian refuge crossings on Goolwa Road)

Milang Master Plan (refer Attachment 2 provided under separate cover)

The Milang Master Plan incorporates the entirety of the township of Milang including the immediately surrounding Deferred Urban, rural and conservation lands. The Milang Foreshore Redevelopment Concept Plan 2014 was reviewed as part of the preparation of the Master Plan.

A 'vision for the future' of Milang was also developed based on the Village Conversation engagement, together with the consultation undertaken for the Master Plan. This vision reflects the overarching A2040 vision of a '*Liveable, Green and Connected*' Alexandrina and seeks a Milang township that will:

- Be inclusive of Indigenous culture, beliefs and spiritual relationship with the land
- Be a quiet rural township nestled along the shores of a healthy Lake Alexandrina with a stable population and economic base.
- Be a place to enjoy the natural environment, wetlands and waters including water related activities such as boating and fishing
- Celebrate and communicate its history as a thriving rural town built around river trade
- Provide a relaxed lifestyle or getaway location for families and an older population
- Boast a variety of well-maintained green spaces including tree canopy, gardens, parks and recreational facilities
- Provide a good level of infrastructure and services aligned with community priorities and suitable for the size of the town.
- Incorporate public art and interpretation to share its history and local stories
- Have a friendly and inclusive community that supports its residents through affordable housing/affordable delivery

There are four (4) place-based actions recommended with an emphasis on targeted and implementable projects in places within the town having the greatest opportunity and need:

1. Greener liveable parklands
    a. creating a more formalised walking loop that the township can enjoy, while also improving things like vegetation management and wayfinding
2. Historic Milang Streetscape and Placemaking Project with a focus on improving pedestrian connections and safety, increasing greening, improving the general amenity of the town centre, and providing new opportunities for play such as:
    a. Improvements for Coxe Street
    b. Placemaking on Luard Street
3. Road safety, wayfinding + pedestrian improvements around Milang
4. Lake Foreshore Park improvements including new spaces for younger people and better accessibility.

Other strategic recommendations include retaining the Deferred Urban Zone land to the north of the town with no current demand for rezoning.

Port Elliot Master Plan (refer Attachment 3 provided under separate cover)

The Port Elliot Master Plan includes the whole of the township of Port Elliot and takes in the surrounding rural, deferred urban and conservation lands. The master planning process sought comparisons with other similar projects, to identify opportunities and precedents for well-designed places.

A 'vision for the future' of Port Elliot was also developed based on the Village Conversation engagement, together with the consultation undertaken for the Master Plan. This vision reflects the overarching A2040 vision of a '*Liveable, Green and Connected*' Alexandrina and seeks a Port Elliot township that will:

- Tell the story of the Ngarrindjeri people and Anglo settlers.
- Be a small, cohesive community, guiding its own future and influencing council and government.
- Have a village feel and relaxed beachside character, with a beautiful and green sense of place.
- Have thriving small business and town centre, with a historic feel and character.
- Have a distinct identity, separated from its neighbours by extensive, open green spaces (i.e., keep existing buffers).
- Have residential areas with contemporary and diverse housing in landscaped grounds, designed with a beachside feel.
- Be easy to get around on foot, bike, to visit, for business, and with well-managed traffic.
- Be characterised by sustainable living and sufficient infrastructure.

There are five (5) place-based actions recommended to help achieve the community vision for Port Elliot:

1. Enhancing the public realm of the town centre -much loved for its historic buildings, attractive shops and cafes and proximity to beaches and other attractions to offer a business, resident and tourist friendly streetscape through:
    a. Re-imagining the Strand - with 7 conceptual options provided from a 'Placemaking' approach involving lower cost 'temporary' interventions to test before committing to more significant infrastructure changes, to retention of two-way traffic and parking (car dominated design) to creating more of a pedestrian boulevard.
    b. connectivity and parking improvements on Young Street, Freeling Street, and Murray Terrace including improved pedestrian refuges and increased greening opportunities.
    c. Enhancing the connection between The Strand and the Railway Station with public realm, connectivity and parking improvements on Henry Street
    d. Placemaking improvements to improve amenity, safety and greening for North Terrace
2. Port Elliot historic area: strengthen heritage and character in new development by:
    a. undertaking a Code Amendment based on a review of the 2016 Heritage Review that seeks to:
    a. include 34 additional Local Heritage places in Port Elliot and 19 in Waterport (north of Port Elliot)
    b. expand the extent of the Historic Area Overlay to include these suggested properties as well as other locations deemed appropriate during a further review.
    c. In reference to the Heritage Guidelines provided (refer Attachment 4 provided under separate cover), review and improve coverage and clarity to the Historic Area Statement as it relates to Port Elliot (including things that are not part of the historic character or seen in Port Elliot)

a. Improving the local heritage assistance programme by:
    i. Increase the Heritage Grant maximum amount
    ii. Make applications for the Heritage Grant open more frequently
    iii. Provide a "heritage welcome pack" (when change of ownership is known)
    iv. Provide small "Heritage Incentive Scheme" signage plaques

3. Hill Street Placemaking for businesses with:
    a. 'Gateway' treatments, footpath and greening improvements and
    b. extending the Community Wastewater Management Scheme (CWMS) to Hill Street.
4. Targeted Land Use Planning Changes to Support Community Needs including:
    a. Rezone showgrounds to Community Facilities Zone and Open Space Zone
    b. Rezone Tourism Development Zone (Historic Area) to Established Neighbourhood Zone
    c. Rezone Tourism Development Zone (Bashams Beach) to Open Space Zone
    d. Subject to CWMS upgrades/extensions - align infill housing opportunities within the township through TNV for Semi-detached dwellings
    e. Rezone Tourism Development Zone (Frenchman Drive) to Neighbourhood Zone
    f. Strengthening the separation of townships through "splitting" of Neighbourhood Zone with Open Space Zone.
5. Strategic Transport Improvements aimed at better managing traffic congestion, improving safety and amenity for pedestrians and cyclists and connections to key nodes and trails including:
    a. upgrades to the Waterport Road to the extent that Waterport Road is designated the DIT arterial road, enabling North Terrace to become a Council Road, and reducing freight vehicle movements.
    b. Revised intersection treatments with North Terrace and Improving safety for Murray Terrace / Murray Place and Strangways Terrace junction
    c. The Strand pedestrian promenade and traffic management (in combination with streetscape upgrade) - reducing traffic to one-way
    d. Park and walk - on-street and off-street parking opportunities in walking distance to main streets
    e. Improved pedestrian and cycling paths and connections

The Master Plan also identifies other strategic planning matters including the maintenance of the protection of township separation, the need for additional community infrastructure.

In all, the three Master Plans reflect a comprehensive preparation process and seek to identify key projects and strategic planning outcomes that will help realise each community's vision for the future of their town.

Consultation

Subject to the timing of the next round of Village Conversations enabling the Master Plans to be used to inform the new Regional Plan, it is recommended that the formal consultation of the Master Plans be combined with the Village Conversations and that the consultation will involve a further workshop and further opportunity to make comment via MySay for a period of time. It is expected that the consultation will take place in the 3rd quarter of 2023. Consultation timeframes will need to be timed to be able to inform the new Regional Plan development and so may need to be separated if the consultation on the Village Conversations is delayed.

The CEO has also agreed to meet sub committees of the Port Elliot Town and Foreshore Improvement Association and Middleton Town and Foreshore Association to discuss their individual plans.

Comparative Analysis

Nil

Financial and Economic Implications

In accordance with the Alexandrina Council's Adopted Budget / Long Term Financial Plan, the financial implications of adopting this recommendation are considered low as the formal consultation will be undertaken using existing resources and Council will retain the ability to individually decide which if any of the proposed projects are progressed and in what timeframe.

An identified requirement of the Port Elliot Masterplan is the need for a traffic study. With remaining funds in the 2022/23 Masterplan budget the traffic study will be funded in the current financial year.

Risk Management

In accordance with Alexandrina Council's Risk Assessment Matrix, the risk of adopting this recommendation is considered Low.

Conclusion

The Master Plans for Middleton, Milang and Port Elliot were derived through a collaborative approach with the communities of Middleton, Milang and Port Elliot and followed an extensive ground truthing and strategic overview process. Whilst the plans have been prepared through community workshops and have already had further consultation, it is considered necessary to consult formally with the community on the final drafts.

Attachments (provided under separate cover)

Attachment 1 - Middleton Master Plan

Attachment 2 - Milang Master Plan

Attachment 3 - Port Elliot Master Plan

Attachment 4 - Port Elliot Township Master Plan Heritage Guidelines