



# PORTARLINGTON STRUCTURE PLAN

Adopted May 2016



<b>PART A STRUCTURE PLAN.....</b>	<b>1</b>
<b>1.0 INTRODUCTION .....</b>	<b>1</b>
1.1 Purpose of the Structure Plan .....	1
1.2 How will this plan be used?.....	1
1.3 Plan Components .....	1
1.4 The Study Area.....	2
<b>2.0 KEY INFLUENCES.....</b>	<b>3</b>
2.1 Policy Context .....	3
2.2 Natural and Urban Environment .....	3
2.3 Demographics and Social Profile .....	4
2.4 Township Facilities and Services .....	4
2.5 Physical and Transport Infrastructure.....	4
2.6 Township Growth and Residential Lot Supply.....	5
<b>3.0 THE PLAN .....</b>	<b>6</b>
3.1 Vision .....	6
3.2 Role of Portarlington.....	6
3.3 Principles and Directions.....	6
<b>PART B IMPLEMENTATION AND REVIEW.....</b>	<b>19</b>
<b>1.0 IMPLEMENTATION OF THE PORTARLINGTON STRUCTURE PLAN.....</b>	<b>19</b>
<b>2.0 REVIEW OF STRUCTURE PLAN .....</b>	<b>20</b>
<b>3.0 DIRECTIONS FOR FUTURE GROWTH .....</b>	<b>20</b>
<b>PART C BACKGROUND REPORT .....</b>	<b>22</b>
<b>1.0 INTRODUCTION .....</b>	<b>22</b>
1.1 Background.....	22
1.2 Location .....	23
1.3 Role of the Township.....	24
1.4 Indigenous Heritage.....	24
1.5 Post-Contact History .....	25
<b>2.0 POLICY CONTEXT .....</b>	<b>26</b>
2.1 Key Strategies and Local Strategic Studies .....	26
2.2 Planning Scheme Provisions.....	41
2.3 Key Influences .....	46
<b>3.0 NATURAL AND URBAN ENVIRONMENT.....</b>	<b>48</b>
3.1 Natural Environment .....	48
3.2 Urban Environment.....	51
3.3 Residential Character.....	54
3.4 Key Influences .....	55
<b>4.0 DEMOGRAPHICS &amp; SOCIAL PROFILE .....</b>	<b>56</b>
4.1 Past Population Growth.....	56

4.2	<i>Peak Population 2011</i> .....	56
4.3	<i>Age Structure</i> .....	56
4.4	<i>Dwellings &amp; Household Size</i> .....	57
4.5	<i>Labour Force &amp; Income</i> .....	58
4.6	<i>Journey to Work</i> .....	58
4.7	<i>Socio-Economic Index</i> .....	59
4.8	<i>Population Projection 2016</i> .....	59
<b>5.0</b>	<b>TOWNSHIP FACILITIES &amp; SERVICES</b> .....	<b>62</b>
5.1	<i>Local Community Services and Facilities</i> .....	62
5.2	<i>Open Space, Leisure and Recreation Facilities</i> .....	65
5.3	<i>Tourism and Holiday Accommodation</i> .....	66
5.6	<i>Key Influences</i> .....	69
<b>6.0</b>	<b>PHYSICAL AND TRANSPORT INFRASTRUCTURE</b> .....	<b>70</b>
6.1	<i>Water Supply</i> .....	70
6.2	<i>Sewerage</i> .....	70
6.3	<i>Stormwater</i> .....	70
6.4	<i>Electricity and natural gas</i> .....	72
6.5	<i>Transport Infrastructure</i> .....	72
6.7	<i>Key Influences</i> .....	75
<b>7.0</b>	<b>TOWNSHIP GROWTH AND RESIDENTIAL LOT SUPPLY</b> .....	<b>77</b>
7.1	<i>Township Growth</i> .....	77
7.2	<i>Residential Lot Supply</i> .....	77
7.3	<i>Future Growth Lot Supply</i> .....	80
7.4	<i>Planning Policy and Demand – Municipal Supply</i> .....	82
7.5	<i>Rezoning Requests</i> .....	83
7.6	<i>Town Centre and Retail provision</i> .....	84
7.7	<i>Industrial Land</i> .....	86
7.8	<i>Key Influences</i> .....	87

# PART A STRUCTURE PLAN

## 1.0 Introduction

### 1.1 Purpose of the Structure Plan

The Portarlington Structure Plan is a strategic framework for the future planning and development of the township. The purpose of the Structure Plan is to:

- identify the key strategic planning issues facing the township, including community aspirations and needs;
- articulate the preferred future planning directions for the township, including the location of the Settlement Boundary; and
- identify appropriate planning controls which will protect and enhance the distinctive elements of the township, biodiversity and landscape features.

This Structure Plan is a result of a review undertaken to the 2008 Portarlington Structure Plan.

### 1.2 How will this plan be used?

The Structure Plan is to be used by the City of Greater Geelong to determine the application of local planning policies, planning zones and overlays. It will guide Council's consideration of proposed rezonings and applications for planning permits. Council will also use the Structure Plan to determine the future provision of infrastructure and services in the township.

Implementation of the Structure Plan for Portarlington will provide certainty for residents and landowners regarding the future planning direction for the township until 2031. A full review of the Structure Plan should only be undertaken if there is an update to the State or local policy that would result in the need for additional residential or commercial land in Portarlington.

### 1.3 Plan Components

The Portarlington Structure Plan contains three parts, Part A "Structure Plan", Part B "Implementation & Review" and Part C "Background Report".

Part A contains the Structure Plan which sets out principles and directions developed in response to the key influences identified in the Background Report, for the following themes:

- Urban Growth
- Infrastructure
- Settlement and Housing
- Natural Environment
- Town centre and Economy
- Rural Area

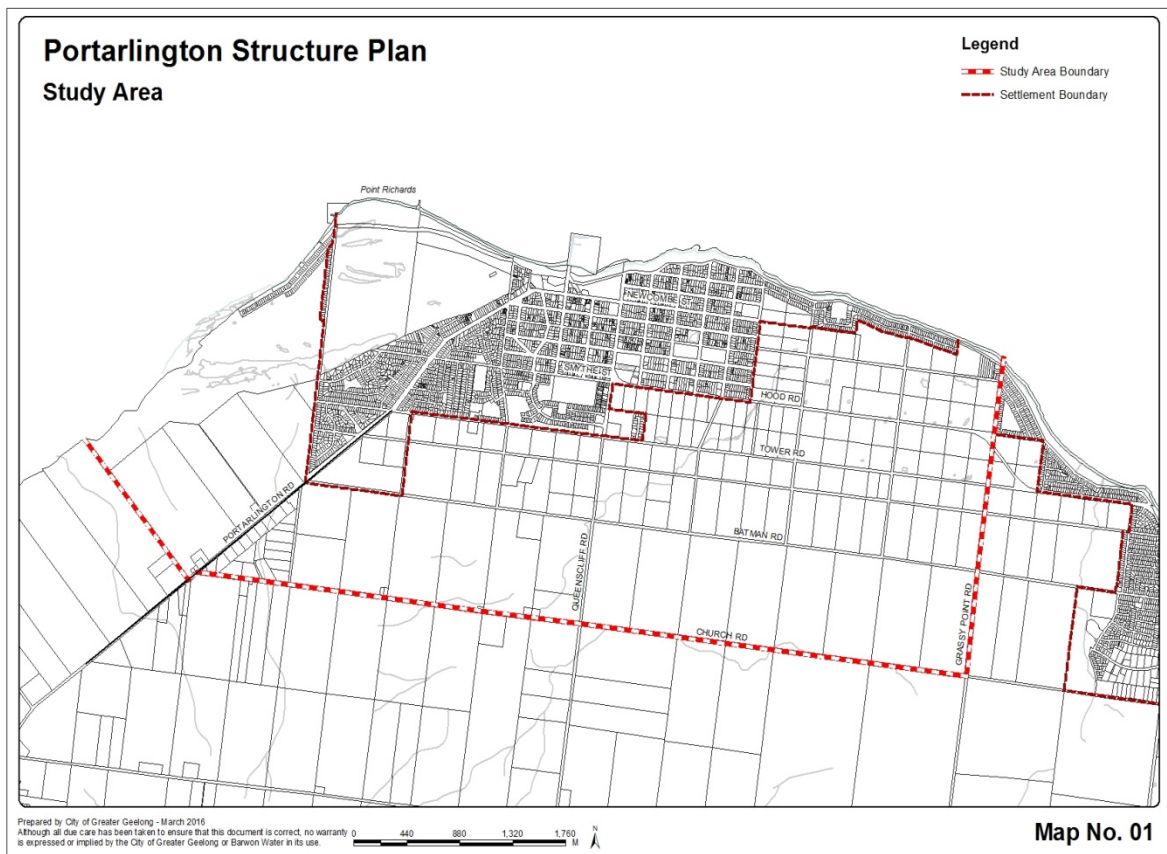
Part B contains the Implementation Program for the Structure Plan. It establishes development principles and recommendations for the application of overlay controls, identifies the need for any further strategic work or actions, and nominates the circumstances for the review of the Structure Plan.

Part C provides the background and contextual information for the Structure Plan. It identifies and analyses the issues, opportunities and constraints facing the township, in the following categories:

- Policy Context
- Natural and Urban Environment
- Demographics & Social Profile
- Township Facilities and Services
- Transport and Physical Infrastructure
- Township Growth and Residential Lot Supply

## 1.4 The Study Area

The Structure Plan will apply to the township of Portarlinton and its immediate surrounds, identified on Map 1. The Study Area extends beyond the existing urban areas of Portarlinton to enable consideration of the role and future use of land within the rural interface on the periphery of the existing urban zones.



## 2.0 Key Influences

The Background Report (Part C) identifies and analyses the key issues, opportunities and constraints, which assisted in determining the key directions developed within the Structure Plan. The key influences from each section are set out below.

### 2.1 Policy Context

- Portarlington is not a designated growth location for residential growth under the Council's Municipal Strategic Statement or the G21 Regional Growth Plan 2013, with growth limited to identified structure plan settlement boundaries.
- Portarlington has a 'Town Centre' classification under the retail hierarchy.
- Strong State and Local Planning Policy provide directions for the protection, enhancement and management of:
  - Coastal environments.
  - Sensitive environmental assets, biodiversity and landscape features.
  - Rural environments and agricultural activities.
  - Non-urban break between settlements.
  - Building design and built form in the township, including the application of a range of policy and statutory controls.
  - The Bellarine Peninsula Strategic Plan and Community Service Plan 2006-2016 set out the community service needs for Portarlington.
- There is an opportunity for Portarlington to build on and grow its tourism and aquaculture economy, which could be assisted by the upgrade of the Portarlington Pier and Safe Harbour and a potential ferry to Melbourne.

### 2.2 Natural and Urban Environment

- Significant biodiversity and sensitive environmental features, including remnant vegetation, grassy woodland, coastal salt marsh and wetland communities require protection.
- A need to recognise the significant landscape and natural features and key views, including Port Phillip Bay and the foreshore reserve, Point Richards and its wetlands, coastal ridges and the backdrop of the Bellarine Hills.
- Indigenous cultural heritage values require protection.
- Flooding, climate change and potential sea level rises could have significant impacts on low lying coastal areas.
- An Urban Design Framework has been prepared for Portarlington Town Centre and there is an opportunity to continue to enhance the character and pedestrian connectivity of the centre through an on-going program of improvement works.
- The opportunity to improve the integration of the Portarlington Town Centre with the Portarlington Pier- Foreshore precinct through the Port Harbour Masterplan.
- The opportunity to improve housing diversity and infill in Increased Housing Diversity Areas.

## 2.3 Demographics and Social Profile

- A high proportion of older residents and residents live alone, requiring a higher level of community and social services.
- A significant influx of people in the summer holiday season with high dwelling vacancy rates during the off season.
- Low labour force participation rate and household income with most residents employed outside the township.
- An area of socio-economic disadvantage.
- A private car reliant population.

## 2.4 Township Facilities and Services

- The Portarlington Town Centre provides for basic community needs with major social, health and community services provided in larger towns or in Geelong.
- There are pressures on early childhood services and primary schools in the Northern Bellarine and a need to consider demand in a holistic manner.
- A need to provide adequate community centre provision and cater for the relocation of the Neighbourhood House.
- Opportunities for the enhancement of open space areas, recreational facilities and pedestrian linkages.
- A new Country Fire Authority station to be built.
- The opportunity to improve tourist accommodation diversity and availability in proximity to the Portarlington Town Centre.
- A need for affordable residential aged care in the Northern Bellarine, including adaptable home design.
- An opportunity to develop the Portarlington Holiday Units and Pool site for residential purposes while also retaining the indoor pool.

## 2.5 Physical and Transport Infrastructure

- Future residential growth may require augmentation to the reticulated water supply.
- Urban stormwater runoff poses a substantial threat to wetlands and sensitive coastal environments and further studies need to be undertaken.
- Opportunities exist for the use of recycled water in proximity to the Portarlington Water Reclamation Plant.
- There is a lack of formal footpaths and cycle paths in the town, which results in unsuitable and unsafe pedestrian connectivity.
- Portarlington has a very limited public transport service.

## 2.6 Township Growth and Residential Lot Supply

- Historical slow take-up of land in the township;
- Over 20 years lot supply is available within the existing Settlement Boundary, including a significant number of existing vacant lots;
- There is pressure to expand Portarlinton on the fringes of the township;
- The size and intensity of Portarlinton Town Centre is appropriate to cater for growth.
- Opportunities exist for the development of vacant land and underutilised sites in the Town Centre.
- There is sufficient industrial and commercial land in Portarlinton.

## 3.0 The Plan

### 3.1 Vision

The vision for Portarlington was derived from the Bellarine Peninsula Strategic Plan 2006 - 2016 and reads as follows:

“Portarlington in 2016 will be the jewel of the Bellarine Peninsula. Our focus is a commitment to nurturing a vibrant, sustainable community, enhancing and maintaining our lifestyle, heritage and artistic pursuits.”

The Structure Plan establishes planning principles and directions consistent with achieving this vision. It is noted that an audit of the Structure Plan was undertaken in 2012 and the vision will continue to be relevant post 2016.

### 3.2 Role of Portarlington

The primary role of the Portarlington township has traditionally been as a seaside holiday village on the Bellarine Peninsula serving a small permanent population.

- Portarlington is a popular destination for holiday makers and performs an important resort role dominated by holiday makers, ‘day-tripper’ visitors and those making use of holiday homes.
- Portarlington is a popular retirement centre and elderly persons comprise a very high proportion of the permanent population.
- Portarlington is one of the centres for commercial fishing within Corio and Port Phillip Bays and is the centre for aquaculture activities.
- Portarlington is not identified as a growth location in the G21 Regional Growth Plan 2013 and growth is to be limited.

### 3.3 Principles and Directions

The Structure Plan identifies principles (objectives) and directions (strategies) relating to these key planning themes:

- Urban Growth
- Infrastructure
- Settlement and Housing
- Natural Environment
- Town Centre and Economy
- Rural Areas

### 3.3.1 Urban Growth and Land supply

The nominated settlement boundary for Portarlington has changed little since being set under the 1993 Portarlington/ Indented Head Structure Plan.

The Greater Geelong Planning Scheme *Clause 11.02-1 Supply of Urban Land* seeks to plan for population growth over a 15 year period. Residential land supply is required to be considered on a municipal basis, rather than a town-by-town basis. An analysis of residential land supply has shown that there is adequate land in the Geelong Urban Region, Bellarine Peninsula Region and the Portarlington township local area in order to accommodate projected population demand. At the local level there is over 20 years of residential land supply.

There remains a significant amount of vacant urban lots available within Portarlington and the take-up has historically been low. Portarlington is also not an area identified for Growth under the G21 Regional Growth Plan. Residential development of Portarlington should focus on development of vacant sites and infill of existing sites to meet State and local policy to maintain a compact urban form and protect the defined settlement boundary. At the same time sensitive environmental assets, significant landscape character features and the non-urban breaks between settlements will be maintained and protected.

The only area identified for future residential growth is the area bounded by Geelong – Portarlington, Batman, Allens and Tower Roads, which includes the land known as the “Olive Grove”. The area is located within the settlement boundary and has been identified for future growth for a number of years. Development of this area should be undertaken in a staged manner to assist in dispersing land supply over a number of years and encourage infill development in other areas of the town.

#### Principles

- To protect the unique character of Portarlington as a small coastal village located within a sensitive environment and significant landscape setting.
- To maintain a compact urban form and avoid linear sprawl of the township.

#### Directions

- Ensure that urban development does not occur outside the defined Settlement Boundaries shown on the Portarlington Structure Plan Map 2.
- Support extension of the residential area in a staged manner within the ‘Olive Grove’ growth area shown on the Portarlington Structure Plan Map 2 to General Residential Zone 1.
- Encourage infill residential development through the take up of vacant land in residential zones having regard to the adequate provision of infrastructure.

### 3.3.2 Infrastructure

There are a number of issues associated within the existing provision of infrastructure for Portarlinton. While Portarlinton is not identified as a growth location under the G21 Regional Growth Plan, residential development will still need to cater for an adequate level of services.

Management of stormwater is critical in order to protect the environmental values of the receiving areas from pollutants and sedimentation. Urban development is required to meet Best Practice Environmental Management targets, relating to the quantity and quality of discharged stormwater. New development should take an Integrated Water Cycle Management (IWCM) approach, looking at whole-of-cycle issues in the natural, built and servicing environments. All new developments will also be required to incorporate stormwater re-use into the design so as to reduce total volumes draining from the expanding areas of the town.

The Department of Environment, Water, Land and Planning (DEWLP) is concerned over the City's approach to the increased volume of freshwater from urban development being discharged into the low lying coastal ephemeral wetlands; particularly for RAMSAR wetlands. While Portarlinton does not discharge into a RAMSAR wetland Council is currently considering the extent of detail for assessment that is needed and what may need to be included in Structure Plans or overlays in the Planning Scheme. Further advice on the issue is required from DEWLP. Where new development drains to sensitive receiving waters, groundwater recharge and infiltration measures should be considered as part of any stormwater management strategy.

Barwon Water have undertaken a study to determine the capacity of the sewer system to 2045, having regard to assumed growth for the town. No major installations have been identified as being required for Portarlinton. Reticulated sewerage is not available to the existing residential strip on the western side of Point Richards Road and along Ramblers Road and is provided by septic tank. Due to the potential risk of ground water contamination from low lying land and a high water table, development should be limited to a single dwelling per existing lot.

The Portarlinton Water Reclamation Plant (PWRP) is located in Grassy Point Road, St Leonards and produces Class C recycled water for irrigation of local vineyards, crop producers and the Portarlinton Golf Club. There are further opportunities for utilising recycled water for high value agricultural uses in the proximity of the PWRP, where capacity allows. It is important that a 700m buffer from development is provided in proximity to the PWRP in accordance with EPA guidelines.

For water supply Barwon Water installed a pump station in Tower Road in 2014 to allow water above the 55 metre AHD contour. There may be a need to augment the existing supply as a result of future residential development, which would need to be funded by developers.

During summer months when Portarlinton has an influx of tourists the traffic movements around Newcombe Street create a barrier to the free-flow of pedestrian movements and a safety concern around the school. Future residential growth in Portarlinton may also place pressure on the arterial road network. Detailed consideration of road status upgrades and possible treatments has not yet been undertaken by council.

Large areas of the Portarlinton township and particularly older areas do not have sealed roads, with wide grassy verges and a lack of kerb and channel being characteristic. This, combined with a lack of footpath and pedestrian connectivity, is one of the major concerns of the community. The concern is exacerbated by the high proportion of older and less mobile residents in the township, including those with motorised scooters and wheelchairs who are required to travel on roads. The G21 Principal Bicycle Network, Greater Geelong Cycling Strategy and the Portarlinton Walkability Study will assist the prioritisation of paths infrastructure where appropriate.

In a small township, such as Portarlinton where the low population only contributes a very small percentage (1.4%) of the total population for the Greater Geelong Municipality, it is difficult and unrealistic to retrospectively fund a high level of services at a level provided in more densely populated city areas. Council's Comprehensive Infrastructure Funding Policy sets out mechanisms for funding infrastructure within the municipality. Where new infrastructure generally benefits only the immediate locality, rather than a broader regional benefit, the policy indicates funding should be derived, possibly in part, from abutting residents. This may be achieved by a Special

Rate and Charges scheme under provisions of the Local Government Act 1989, or by upfront agreement. These schemes are applied in existing developed or subdivided areas which lack necessary urban infrastructure, such as sealed roads, footpaths, kerb and channel, and drainage.

A SRCS has been declared by Council for sealing all unsealed portions of roads bounded by Fisher, Clarke, Mercer and Hood Streets – known as the Portarlinton North East Group. Council will consider initiating further road construction schemes in Portarlinton if there is sufficient community demand.

Portarlinton Primary School is to be redeveloped in the short term and can cater for current and future demand based on the projection for the Department of Education and Training (DET). However, there are concerns on the accuracy of the DET projections and the advice from DET may not have adequately accounted for the cumulative scale of new residential growth proposed across the Bellarine. Council should advocate to DET for them to undertake a strategic study for the primary and secondary school needs across the Bellarine, including potential site identification. Portarlinton Primary School is to be upgrading in the short term and should there be any future needs this can potentially be provided via the use of temporary classrooms.

For Kindergarden and Maternal Child and Health Services Portarlinton also caters for the needs of adjoining townships, particularly for St Leonards, Curlewis and Drysdale, which are subject to a significant residential growth. This places additional pressures on the services for Portarlinton and provision therefore needs to be considered in the context of the Northern Bellarine. St Leonards also does not provide early childhood services. Council is currently seeking to provide additional services at St Leonards, but this may not be delivered for a number of years as there are difficulties in acquiring a site. In the short term planning work is currently underway to deliver an integrated family and children's centre at Drysdale, which will provide additional capacity for the Northern Bellarine. Council will need to continue assessing an option for new or extended facilities at St Leonards or Drysdale, to relieve the pressure on Portarlinton. Portarlinton does not cater for long day childcare provision. The town is not large enough to trigger its own facility and services are provided in Drysdale. Future provision for the Northern Bellarine is to be reliant on the construction of the Drysdale Integrated Children's Centre.

The Bellarine Peninsula Community Service Plan 2006-2016 and Council's Social Infrastructure Plan 2014 – 2031 both set out a recommendation to explore options to develop a multi-purpose community hub. In February 2016 Council resolved to investigate taking over the management of the Parks Hall from Bellarine Bayside Foreshore Committee of Management and enter into a lease agreement with the Victorian State Government.

The Country Fire Authority is currently working with Parks Victoria to acquire land to redevelop and extend the currently facility on the corner of Fisher Street and Newcombe Street.

Portarlinton has good provision of recreation facilities/opportunities due to the size of the township and presence of the foreshore. New open space is therefore unlikely other than through development contributions. The emerging Open Space Strategy when adopted will provide guidance on the priorities for future open space improvements and upgrades.

#### **Principles**

- To provide an adequate level of sewerage, water and stormwater infrastructure in new and infill development areas.
- To provide community services, open space and recreation commensurate with the size and role of the township.
- To promote an improved transport and pedestrian network.

## Directions

- Support improvements to road, footpath, cycle paths and stormwater drainage infrastructure where improvements are funded by Special Rates and Charges Schemes and are prioritised in a Council strategy or plan.
- Ensure that stormwater drainage for new development adopts a catchment-wide analysis, including downstream storage and management requirements and considers Integrated Water Cycle Management principles.
- To liaise with the Department of Environment, Water, Land and Planning to agree on the level of assessment that should be undertaken for the discharge of stormwater runoff to sensitive coastal environments.
- Restrict the number of stormwater outfalls to Port Phillip Bay.
- Restrict re-subdivision and limit construction to a single dwelling for unsewered lots in the General Residential 2 Zone on the western side of Point Richards Road and along Ramblers Road.
- Restrict development within 700m of the Portarlington Water Reclamation Plant.
- Encourage opportunities for utilising recycled water to expand agricultural activities in the proximity of the Portarlington Water Reclamation Plant, where capacity allows.
- Support the establishment of a multi-purpose community hub.
- Support the redevelopment of the Country Fire Authority station.
- To advocate to Department of Education and Training to undertake a holistic study across the Bellarine Peninsula to assess needs for primary and secondary school provision.
- Support the development of the coastal path to be managed by Bellarine Bayside Foreshore Committee of Management.

### 3.3.3 Settlement and Housing

Portarlington is a seaside town in an open coastal setting with modest scale buildings set amongst significant landscape features. It will be important to preserve the residential character of the township.

There is a need to promote a compact settlement and encourage infill and vacant land development as an alternative to the continual urban expansion of the township. Not only is this an efficient use of land, but increased densities will lead to more sustainable service provision, including improvements to active and public transport connectivity and improved sense of place and social cohesiveness.

Council has identified a Increased Housing Diversity Area (IHDA) for the Portarlington Town Centre, which is the land within 400m walking distance of the town centre that is zoned Residential Growth Zone 3 (Coastal). Design and Development Overlays are in place for the town centre to ensure that development occurs at an appropriate scale and character. Within the Coastal Residential Growth Zone 3, there is a reduced height limit of 10.5m and site coverage as well as additional private open space requirements; compared to standard Residential Growth Zone areas to retain the coastal scale character of the area.

There is a very high proportion of older residents within Portarlington and it is expected that this number will continue to increase over the next 15 years. There continues to be a shortage of affordable residential aged care in the Northern Bellarine. It will be necessary to provide a range and style of housing that will be suitable for older residents. Residents should be encouraged to stay in their homes as long as possible through appropriate housing design. Furthermore, housing for older residents should be encouraged to live close to existing commercial, social and other relevant services to allow pedestrian accessibility.

Portarlington's suburban areas have a predominantly low density suburban character, with one and two storey dwellings and backyards. The suburban character is enhanced by views to natural features such as the coast and the surrounding hills. Design and Development Overlays 14 and 19 have been put in place to allow reasonable sharing of views to significant features and Design and Development Overlay 19 also seeks to ensure development is consistent with the spacing and setting of dwellings and the coastal theme of the area. Clause 21.14 should be amended to recognise that the requirement for development to provide reasonable sharing of views to the coast and foreshore only applies where there is an overlay that requires this.

To ensure the efficient use of residential land, infill subdivision development in General Residential Zoned areas should seek to meet an average density target of 15 dwellings per hectare.

The Portarlington Holiday Units in Smythe Street has for a number of years provided an important recreational resource to the Portarlington community. The facility is privately owned, but provides community and local school access to the indoor swimming pool and tennis courts. At the end of 2015, the pool closed indefinitely due to the facility no longer being financially viable and the need for upgrades to the facility. The potential loss of the pool facility is a major concern to the community. However, Council has ruled out leasing the facility or providing funding due to the land and buildings being privately owned. In February 2016 it was reported that an operator had been found to lease the pool and undertake the necessary renovations to keep the facility operating. There still remains uncertainty of the longer term sustainability of the pool.

The overall site comprises 7.2ha and is located within the Low Density Residential Zone. In 2013 Council undertook a Low Density Residential Zone Review (LDRZR) to respond to State government changes to residential zones. Under the review the site was rescheduled from a minimum lot size of 0.4ha to 0.2ha under amendment C309, adopted in May 2015. In Council's supporting report to the LDRZR, it was noted that in the longer term the site would be better suited to more intensive residential development. Redevelopment of the site for residential would require further investigation and assessment would be required through a planning scheme review process. Any future intensification of the land should advocate for the retention of community facilities to be incorporated into the redevelopment as a part of development contribution negotiations. Any future subdivision would be required to have a layout that would integrate with the surrounding Arlington Rise development, including connectivity via the road, pathways and cycle networks with permeability to Smythe Road.

#### **Principles**

- To ensure that future housing development provides for a variety of housing sizes and types, including the provision of adaptable housing designs to support lifetime home living for older people.
- To achieve a high standard of urban design in Portarlington and encourage development which respects the coastal landscape setting of Portarlington.
- To promote sustainable development principles in new residential subdivisions and infill development.

### Directions

- Development is encouraged to provide reasonable sharing of views of the coast and foreshore through the application of Design and Development Overlays 14 and 19.
- Development is encouraged to promote contemporary design that reflects the existing scale, setbacks and spacing, forms and materials of buildings in the locality.
- Encourage development which allows for the protection of significant vegetation and/or planting around buildings and has minimal impact on roadside vegetation.
- Focus infill redevelopment at increased densities within the Increased Housing Diversity Area which is balanced with residential character objectives.
- Encourage moderate housing growth in General Residential 2 areas that offer good access to services and transport which respects existing suburban character objectives.
- Residential development should seek to meet an average density target of 15 dwellings per hectare in infill General Residential Zoned areas.
- Consider residential intensification of the tourist/ recreation facility in Smyth Street to General Residential 1. Development should encourage incorporating the pool and tourist facilities into the subdivision layout and integrate with the adjoining Arlington Rise development. A development plan would be required.
- Undertake a strategic assessment to identify aged care needs across the City of Greater Geelong, including identifying design options and guidance to encourage older people to remain in their homes as long as possible through adaptable housing design.

### 3.3.4 Natural Environment

The character of Portarlington is defined by its key landscape attributes and varied topography: Port Phillip Bay, the coastal foreshore and cliffs, rural hinterlands, Bellarine Hills and reserves with environmental significance. The landscape and biodiversity features of the area surrounding Portarlington have two important roles; providing intrinsic habitat and biodiversity values to the local and wider environment and establishing the identity of the township and community.

The Structure Plan supports the continued application of the Environmental Significance Overlay to the Point Richards Flora and Fauna Reserve, and the Vegetation Protection Overlay to significant roadsides and linear reserves, to ensure the permanent protection of all identified environmental values. Ramblers Road Foreshore Reserve also contains significant flora and fauna that requires protecting.

The Portarlington community and wider Bellarine Peninsula communities strongly support the protection of the Bellarine Hills landscape. The landscape is intrinsic to the character of the Peninsula's townships, by providing a natural backdrop to the settlements, as well as a series of outstanding coastal and hinterland views. Significant Landscape Overlays have been applied to Murradoc Hill and the Clifton Springs to Portarlington Coast areas. The impact that development will have on the significant landscape features will need to be considered.

Areas of environmental and landscape value often have Aboriginal cultural heritage significance, particularly the coastal area. It is essential to appropriately protect and manage these areas in a manner that is respectful to the indigenous community. The designation of a Settlement Boundary that excludes key environmental features from urban development will assist in the protection of these areas.

Future work should be undertaken for the further investigation of sites of significant vegetation within the township and, where appropriate, the application of additional Overlay controls.

Other key landscape features are managed by public land managers other than Council, such as the Bellarine Bayside Foreshore Committee of Management and Parks Victoria. On-going maintenance by these agencies will ensure that these areas are protected in the long-term.

Map 07 sets out the areas currently known to be subject to flooding in Portarlington. The Portarlington East Main Drainage/Flood Study has identified the 1% AEP flood extent for the area generally bounded by Fisher Street, Tower Road and Calhoun Street. The mapped flood extent is now covered by the Special Building Overlay. Additional areas of the township are designated as flood prone for the purposes of Building Regulation 802, particularly adjacent to the coast. The extent of flood mapping is not exhaustive and is subject to change.

Portarlington's location on the Bellarine Peninsula makes it susceptible to climate change impacts, particularly those low-lying areas in the western and eastern parts of Portarlington. Council's Climate Adaptation Strategy 2011 has led to the preparation of a 3<sup>rd</sup> Pass Local Coastal Hazard Assessment. This project builds on the State Government's Coastal Inundation Dataset (2<sup>nd</sup> Pass Assessment). The project has a purpose to provide data sets and spatial mapping of Geelong's coastline and potential future inundation as a result of sea level rise, storm surge and estuarine flooding.

The Victorian 2<sup>nd</sup> pass assessment provides a high level assessment of the potential risks from sea level rise and storm surge at a state-wide to regional scale and can be used as an indicative assessment of which areas are likely to be at risk over different timeframes. The 2040 and 2100 sea level rise along with the 2100 storm 1% AEP storm surge is shown in Map 7. The impact of coastal inundation by the year 2100 will require careful coastal planning in the future. While some of these areas have established land uses, where new development is proposed it will need to be planned and assessed with regard to the State Planning Policy Framework, Local Planning Policy Framework including State Government advice on coastal planning matters and importantly, the findings and recommendations of the 3<sup>rd</sup> Pass Local Coastal Hazards Assessment and Council's Climate Change Adaptation Strategy.

#### Principles

- To protect the landscape character of the township and biodiversity of the surrounding environment.
- To ensure environmentally sensitive areas, appropriate buffers and identified ecological networks are protected from development.
- To plan for flood risk and the anticipated impacts of climate change, including coastal inundation and erosion.
- To protect Aboriginal cultural heritage values.

#### Directions

- Support public land managers in the on-going management, enhancement and sensitive development of the foreshore reserve and the Point Richards Flora and Fauna Reserve.
- Ensure that development adjacent to areas of significant landscape, environment & recreation value shown on the Structure Plan is undertaken in a manner which complements and does not impact adversely upon these features.
- Undertake further strategic assessment to assess the need for additional biodiversity planning controls.
- Protect key view lines to the coast and environmental features.
- Encourage landscaping and planting at the key gateways to the township, such as Geelong – Portarlington Road between Point Richards Road and Tower Road.

### 3.3.5 Town Centre and Economy

Portarlington Town Centre is categorised as a 'Town Centre' under the Geelong Retail hierarchy. A 'Town Centre' serves the role as a key local destination for basic convenience shopping facilities, and also as a key service centre for the surrounding local catchment, including a range of non-retail commercial, community, administrative and cultural functions. The centre provides around 11,400m<sup>2</sup> total floor space encompassing 6,400m<sup>2</sup> retail and 4,200m<sup>2</sup> non retail. The 1,533m<sup>2</sup> Woolworths supermarket located off Brown Street, completed in 2013, is the main anchor for the centre.

The existing town centre should remain the focus for commercial development within the township to foster vitality and avoid fragmentation of uses and activities. Council is currently preparing an updated Retail Strategy. Emerging findings from the Retail Strategy suggest that there is a retail shortage for Portarlington of 2,000m<sup>2</sup> to 2031. To address this an improved range of uses and services should be encouraged within the established Town Centre to provide for commercial, community and entertainment uses. However, due to limited residential growth planned for the area and the compact urban form promoted in planning policy, the size, role and intensity of the centre should remain unchanged. There is more than sufficient vacant land and redevelopment options available within the existing centre to cater for future growth. "Shop top" accommodation should be encouraged, where there are appropriate parking and access arrangements. Tourism accommodation should also be focused and promoted within the town centre.

The Urban Design Framework 2011 (UDF) for Portarlington outlines a major development opportunity for a 2,380m<sup>2</sup> undeveloped site located at 22-34 Newcombe Street. The 2008 Structure Plan recommended that this site be developed as a focal building to contain a mix of retail uses, tourist accommodation and tourism related activities. Development of the site remains a priority for the town centre. While activated uses are necessary on the ground floor, as a result of no development on the site to date, a mix of options could be considered above the first level incorporating accommodation, offices or retail. Another major development site is located to the rear of 40-42 Newcombe Street. To the front of the site the large heritage building, the 'former Family Hotel' is currently vacant. A redevelopment of the site would need to consider and be sympathetic to the heritage context.

There are a number of residential properties that are located on the eastern and western edges of the town centre, many of which are single footprint buildings with surrounding curtilage. As a result, there is a number of opportunities for development and consolidation within the town centre, with a focus of ground floor activated units and residential and office uses on higher levels.

Two secondary centres are located along Geelong Road. The first centre is a small 600m<sup>2</sup> local centre located at the corner of Geelong-Portarlington Road and Sproat Street. It is not anticipated that the area would be subject to significant change, other than improvement to the buildings and surrounding streetscape appearance.

The second area is located at 30 to 42 Geelong Road and comprises a mix of light industry/ service commercial, retail and vacant land. The site is currently subject to a planning scheme amendment to rezone the area from Commercial 2 to Mixed Use (C321). An associated planning application is proposing to develop a four storey accommodation and ground floor retail/office complex at 30 and 32 Geelong Road. The change to a mixed use zone will retain the ability for the area to cater for smaller scale, local service businesses and uses related to local produce. It will be important to encourage non-accommodation and activated uses on the street front at the ground floor level within the area. Development design should recognise the prominent entry location of the site to Portarlington. Development should also ensure that a pedestrian connection is provided from Geelong Road to the Portarlington Recreation Reserve.

The 2008 Structure Plan recognised a need to improve the built form of the town centre, including the quality of the pedestrian environment and the relationship between shop fronts and the street and the pier/ foreshore area. Building forms should be of an appropriate scale and contemporary design which invokes a coastal character. The UDF addressed how to improve the public realm in terms of improving walkability, vehicular access and parking, development of a town square, landscaping and street planting; as well as development principles for the private realm. Direction is provided for:

- Efficient utilisation of existing business zoned land and maximising site development opportunities, particularly at identified key development sites;
- Building forms and streetscapes which contribute to desired coastal and heritage characteristics;
- Centre and street access and connections (pedestrians and vehicles); and
- Co-ordinated and efficient parking arrangements on and off street.

A notable town centre streetscape upgrade was undertaken in 2011/ 2012. Primarily this occurred along Newcombe Street between Harding Street and Brown Street and included the construction of a town square/ public space, landscaping and pedestrian safety measures in the vicinity of the Rotunda. Council should continue to promote the strategies of the UDF to continue to improve the Portarlington Town Centre public realm. This includes the development of a two way rear lane system in the block behind Newcombe Street and Fenwick Street. Not only will this provide better connectivity between town centre businesses and car parking it could also allow for new businesses and lane front activation to occur.

The UDF also resulted in the incorporation of a Design and Development Overlay, Schedule 21 into the planning scheme to set out design objectives to ensure the protection of the coastal character of the town centre.

The redevelopment of the Portarlington Pier and Harbour will be an economic driver for the Bellarine Peninsula creating employment in the growing aquaculture industry and generating further opportunities for leisure and tourism. The Port Harbour Master Plan (2009, Parks Victoria) provides direction for the upgrade and extension of the harbour (Stage 1) and promotes integration of the harbour with the adjoining parkland and town centre (Stage 2). Stage 1 construction works are currently underway and includes plans for a wider pier to allow for the separation of pedestrians and vehicles and new facilities for boating-related activities for up to 45 commercial and 100 recreational berths; as well as to cater for a possible future ferry service terminal for a service to Melbourne. An anticipated date for the planning and construction works for stage 2 of the Port Harbour Master Plan to improve the foreshore areas and town centre integration is currently unknown.

Much of the open space provision concentrated along the foreshore is managed by the Bellarine Bayside Foreshore Committee of Management. Bellarine Bayside consider that the coastal reserves in and around the Portarlington Township are in urgent need of master planning and infrastructure improvement. Bellarine Bayside have advised that their strategic planning of the foreshore has largely been deferred to planning for stage 2 of the Port Harbour Master Plan.

A 6.6 hectare area of land on the north-eastern corner of Queenscliff Road and Tower Road is been zoned for industrial purposes. A large proportion of the site remains undeveloped. Based on the limited growth of development in the industrial area over the past decade and the availability of vacant land there is no additional need for Industrial land. The site has been identified as an area to cater for the growth of processing activities for the aquaculture industry. Aquaculture has the potential to provide local employment opportunities for the residents of Portarlington and potentially tourism opportunities.

#### Principles

- To consolidate commercial activity and development within the existing Town Centre to create a thriving and vibrant centre.
- To support a mix of retail, commercial, community and entertainment uses within the Town Centre to meet the daily needs of the community.
- To improve the built form of the town centre and encourage building forms that are of an appropriate scale and contemporary design which respects the coastal landscape setting.
- To promote the tourism role of the township and improve accommodation diversity as near to the Town Centre as possible.
- To promote the growth of aquaculture activities in Port Phillip Bay.

## Directions

- Make no provision for additional land to be rezoned for commercial or industrial uses within Portarlington.
- Retain the Town Centre boundary and encourage infill development and redevelopment of existing sites, in particular:
  - The development of a focal building at 22-34 Newcombe Street, Portarlington to contain activated tourist or retail uses on the ground floor and accommodation or other commercial uses above.
  - Redevelopment of the rear of 40-42 Newcombe Street in a manner that is sympathetic to and maintains the heritage context.
  - Incorporate accommodation uses above ground level retail/ activated uses where such development meets all parking and access requirements.
- Support the mixed use redevelopment of 30 to 42 Geelong Road where accommodation uses are not encouraged at the street front on the ground floor level.
- Deliver the directions set out in the Urban Design Framework (UDF) for the Town Centre to result in improvements to the public and private realm.
  - In particular, the redevelopment of the block behind Newcombe Street and Fenwick Street is encouraged, in order to improve pedestrian connectivity by creating a two-way rear lane system and additional shop front activation.
- Support the redevelopment of the Portarlington Pier and Safe Harbour, including a potential ferry service terminal and the Port Harbour Master Plan to improve integration of the adjacent foreshore reserve and the Town Centre.
- Liaise with Bellarine Bayside Foreshore Committee of Management regarding their strategic planning of the foreshore and coastal reserves.
- Retain the Industrial 1 Zone land on the north-eastern corner of the Portarlington – Queenscliff Road and Tower Road to cater for businesses servicing the township and the aquaculture industry.

### 3.3.6 Rural Areas

A key policy of the Bellarine Peninsula Localised Planning Statement 2014, Council's Rural Land Strategy 2007 and the Municipal Strategic Statement requires the protection and enhancement of the rural and coastal environment of the Bellarine Peninsula in terms of the productive agricultural capacity, rural landscape character and environmental condition. These documents also require a need to maintain non-urban breaks between settlements. A clearly defined settlement boundary will ensure this occurs and that there will be no fragmentation of rural land. In accordance with State and Local Planning Policies, no provision is made for rural residential development.

The nominated Settlement Boundary for Portarlington has been delineated to provide a distinct interface between the rural landscape and the urban area, as follows:

- The western boundary is located between the existing residential zone and the Point Richards Flora and Fauna Reserve. Further urban development westwards is inappropriate as it would irreversibly affect unique environmental assets and landscape features and undermine the non-urban break between Portarlington and Drysdale;
- The southern boundary is in place to not undermine rural land uses or the non-urban break between the surrounding townships and the hills that contribute an important landscape feature as a backdrop to Portarlington.
- The northern boundary is fixed by the Port Phillip Bay foreshore reserve.

- The eastern boundary is located along Mercer Street and at the rear of the coastal strip development along The Esplanade to protect the non-urban break with Indented Head and avoid development of low lying coastal land and areas potentially affected by flooding, potential climate change impacts and coastal acid sulphate soils.

#### Principles

- To preserve the agricultural productive capacity of rural land and the rural landscape character setting of Portarlington.
- To protect the non-urban break between settlements.

#### Directions

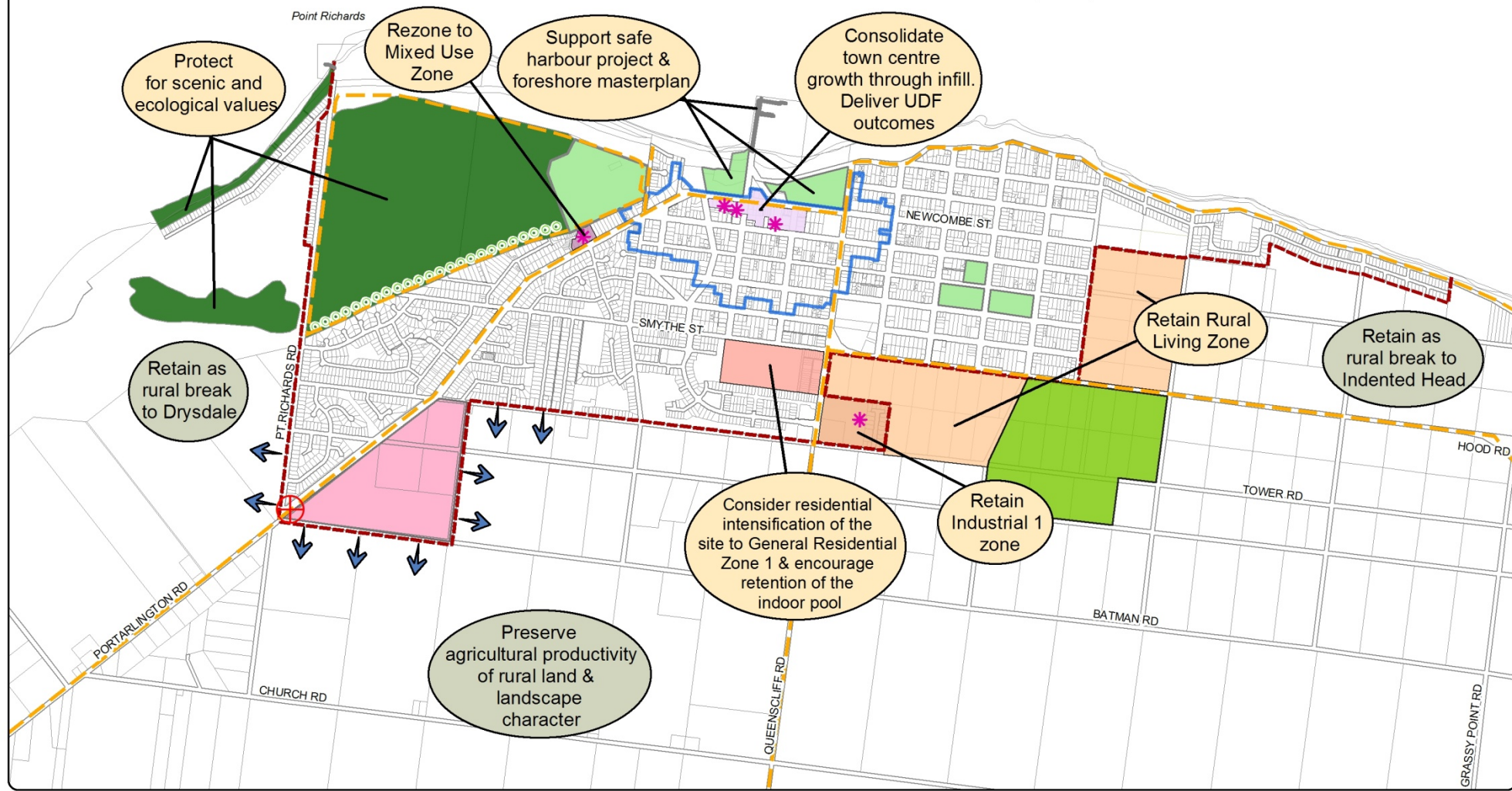
- Retain the land outside the Settlement Boundary in the Rural Zones.
- Ensure any land use activities within Rural Zones do not compromise opportunities for longer term urban growth.
- Make no further provision for Rural Living Zone land.

The above principles and directions for each of the key themes are summarised on the Portarlington Structure Plan Map 2.

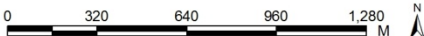
# PORTARLINGTON STRUCTURE PLAN

## Legend

- Settlement Boundary
- Towncentre
- Increased Housing Diversity Area
- Rezone General Residential 1
- Improve Pedestrian/Cycle Linkages
- Low Density Residential Zone 2
- \* Development Opportunity
- Golf Course
- + Town Entry Improvements
- Significant Environment
- Sensitive Residential Interface
- Protect Key View Lines
- Significant Recreation



Prepared by City of Greater Geelong - March 2016  
 Although all due care has been taken to ensure that this document is correct, no warranty is expressed or implied by the City of Greater Geelong or Barwon Water in its use.



Map No. 02

# PART B IMPLEMENTATION AND REVIEW

## 1.0 Implementation of the Portarlington Structure Plan

This Structure Plan provides a framework for land use planning and development in Portarlington over the 15 years with identified policies and strategies to provide a basis for future decision-making.

The Implementation and Review Section identifies provisions requiring review and key Planning Scheme alterations, or supporting strategic work, necessary to attain the principles and directions identified in the Structure Plan including:

- Introduction of planning policy.
- Further strategic work required to support additional planning controls.
- Other actions critical to attaining key principles and directions.

Implementation and Review Plan	
Using policy and the exercise of discretion	<ul style="list-style-type: none"> <li>• Apply a Planning Policy reflecting the directions and principles of Part A of the Portarlington Structure Plan, incorporating the Structure Plan as a reference document in the Greater Geelong Planning Scheme.</li> </ul>
Undertaking further strategic work	<ul style="list-style-type: none"> <li>• Advocate to the Department for Education and training to undertake a holistic study across the Bellarine Peninsula to assess needs for education and early childhood provision.</li> <li>• Undertake a strategic assessment to identify aged care needs across the City of Greater Geelong, including identifying design options and guidance to encourage older people to remain in their homes as long as possible through adaptable housing design.</li> </ul>
Other Actions	<ul style="list-style-type: none"> <li>• Facilitate the rezoning of land at 'Olive Grove' to General Residential Schedule 1 Zone.</li> <li>• Facilitate the rezoning of land at 30 to 42 Geelong Road to Mixed Use Zone (C321).</li> <li>• Consider applying the Environmental Significance Overlay or the Vegetation Protection Overlay to areas of significance identified in a future update of Council's Biodiversity Strategy</li> <li>• Continue to deliver the outcomes of the Urban Design Framework for the Town Centre.</li> <li>• Footpaths and cycle routes to be developed where they are promoted in a relevant strategy or plan; and in most circumstances as a Special Rates and charges Scheme.</li> <li>• Continue to liaise with Bellarine Bayside Foreshore Committee of Management regarding the strategic planning of the foreshore and coastal reserves.</li> <li>• Liaise with the Department of Environment, Water, Land and Planning on the level of assessment required for the discharge of stormwater runoff to sensitive coastal environments.</li> </ul>

## 2.0 Review of Structure Plan

This Structure Plan supports the release of all remaining land identified for future residential development within the established settlement boundary, including the release of land in the 'Olive Grove' residential growth area (being the area bounded by Geelong-Portarlington, Batman, Allens and Tower Roads). This along with the amount of undeveloped vacant lots and the promotion of infill development within the Increased Housing Diversity Areas results in there being over 20 years supply of residential land for Portarlington. In addition, Portarlington is not a designated growth area under the G21 Regional Growth Plan.

Overall there is sufficient lot supply to accommodate the long term future growth needs of the township. It is recommended that a review of the Structure Plan would only occur if there is a significant change to State or Local Policy that would result in a need for additional residential or commercial zoned land within Portarlington.

## 3.0 Directions for Future Growth

The Structure Plan supports the development of the 'Olive Grove' residential growth area (being the area bounded by Geelong-Portarlington, Batman, Allens and Tower Roads). Whilst the community has previously expressed concerns that development on this land will be detrimental to the landscape values of the Bellarine Hills, it is considered that the landscape impacts do not preclude development of the entire site.

To control the impacts of the built form of development on this prominent site, the application of appropriate overlays may be required to minimise visual intrusion; e.g. minimising building heights, ensuring use of appropriate building colours and materials, and landscaping.

A future rezoning would require a development plan to be prepared and approved prior to the issue of any permit for the subdivision and development of the land, to ensure that this new residential area is planned and developed in a fully integrated manner and that all major planning issues are resolved to the satisfaction of the Responsible Authority. The Development Plan will need to address a number of principles, including but not limited to, the following:

- An Urban Design Masterplan that includes:
  - A general subdivision layout including streets, drainage reserves, open space for permeability, distribution of land uses and interface treatments with adjoining residential zoned properties. The layout should include an outline for the lot configuration and incorporate lots of varying sizes to provide for diverse housing choices and identification of multi-dwelling development sites;
  - Recognition of the rural and residential interface of the subject land and the rural land to the east of Allens Road and south of Batman Road, which may include specific landscaping designs for these road reserves;
  - An outline for how an attractive entrance treatment can be provided to the township and also contributes to the amenity of Geelong - Portarlington Road by ensuring that residential development addresses Geelong - Portarlington Road (i.e. by use of service roads or internal roads to enable dwellings to face Geelong - Portarlington Road);
  - An outline of the location of unencumbered public open space providing for a minimum 10% contribution within 400m of every household;
  - The retention of significant vegetation; and
  - Development staging.
- A Visual Assessment that shows how the ridgeline to the south of the area can be protected from the visual intrusion of development, and that the development does not have any greater visual impact than the existing development on the foothills surrounding the town.

- A Road Network and Traffic Management Plan that provides:
  - An internal road network that provides permeability and connectivity to pedestrians and cyclists within the development and to adjoining residential areas;
  - The full construction of Pigdon Street, Allens Road, Batman Road and Tower Road;
  - Upgrading of the three intersections with Geelong - Portarlington Road (being Batman and Tower Roads, and Pigdon Street) to include protected right turn lanes and left turn deceleration lanes to Austroads standards to the satisfaction of VicRoads; and
  - Investigation of potential construction of a 1.5 metre wide pedestrian pathway on one side of Geelong – Portarlington Road between Tower Road and Smythe Street.
  
- Physical infrastructure proposed in the Urban Design Masterplan shall meet Council standards or if not defined, be subject to the approval of Council and be generally in accordance with the following:
  - City of Greater Geelong adopted Infrastructure Development Guidelines (IDG) 2010
  - City of Greater Geelong adopted Infrastructure Design Manual (IDM) 2010
  
- Site Stormwater Management Plan (SSMP) including:
  - Water Sensitive Urban Design;
  - Stormwater quantity and quality treatment;
  - Review of stormwater treatment measures using the Model for Urban Stormwater Improvement Conceptualisation program (MUSIC); and
  - Impact on downstream receiving waters (specifically the wetlands in the Point Richards Flora and Fauna Reserve and west of Point Richards Road).
  
- A staging plan that identifies the stages by which the development of the land may proceed, identifying the infrastructure required to facilitate development.
  
- A report outlining possible measures that could be taken to retain some of the existing olive trees on 188-235 Geelong – Portarlington Road within the proposed subdivision layout.

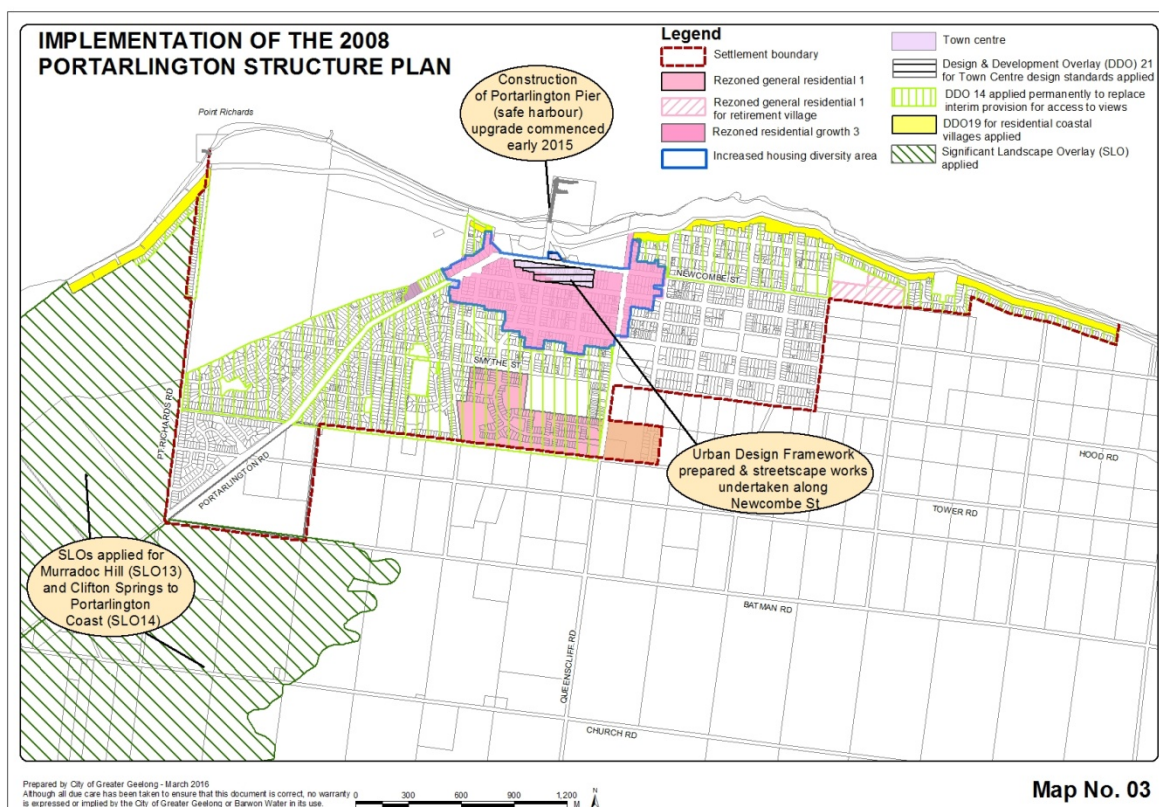
# PART C BACKGROUND REPORT

## 1.0 Introduction

### 1.1 Background

The purpose of the Structure Plan is to identify the key strategic planning issues and opportunities facing the township and articulate the preferred future directions including the location of settlement boundaries, future residential and commercial growth and future community service provision, as well as identifying appropriate planning controls.

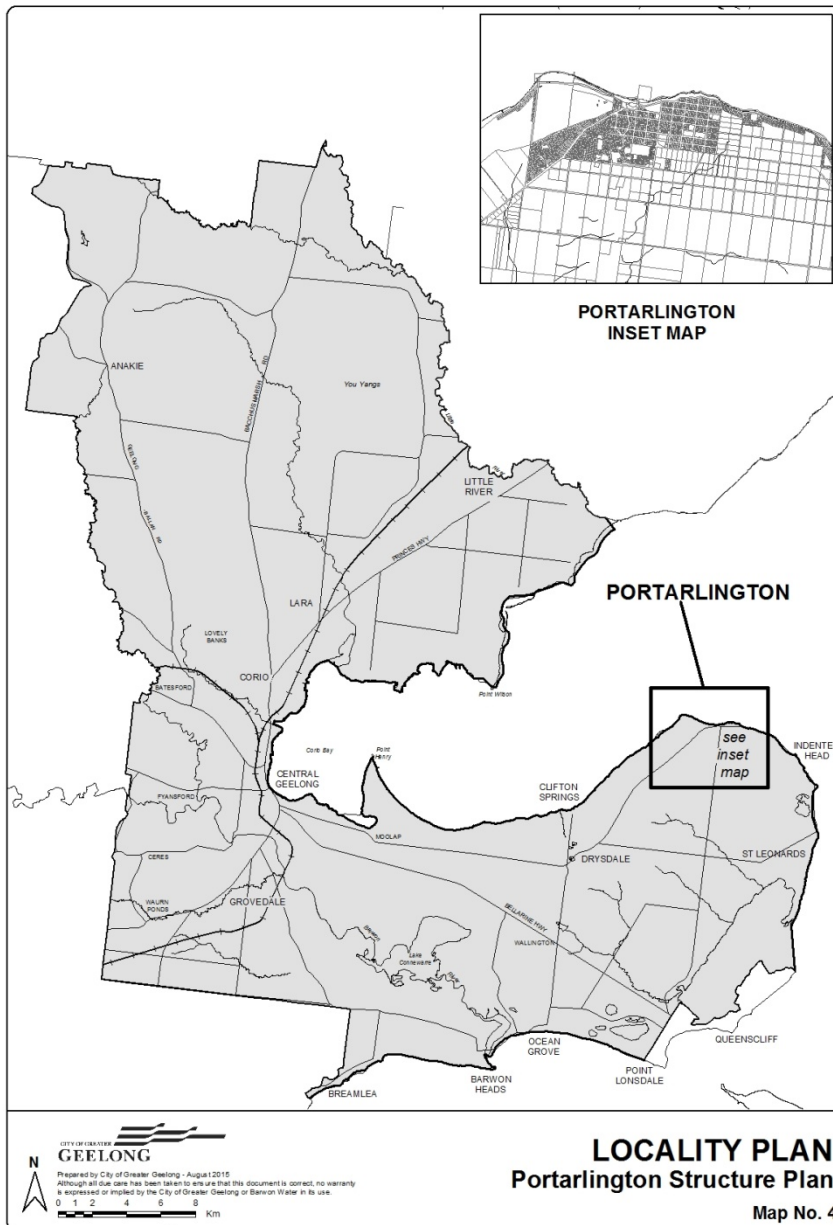
Land use and development in Portarlington has been guided by the Structure Plan adopted by the City of Greater Geelong in 2007 and incorporated in the Greater Geelong Planning Scheme in 2008. Under the 2008 Structure Plan a review was required to be undertaken after five years with particular consideration of residential lot supply. The current Structure Plan is a result of that review and has also updated the plan to identify changes to State and local policy, new Council strategies and new issues facing the town. Many of the actions made under the 2008 Structure Plan have since been implemented, including the rezoning of land for development purposes and the inclusion of Design and Development Overlay controls and Significant Landscape Overlay controls. A summary of the implementation outcomes since the 2008 Structure Plan is shown in Map 03.



## 1.2 Location

Portarlington is situated on the northern shore of the Bellarine Peninsula, approximately 30 kilometres east of Geelong. The location of the township in relation to the municipality is shown on Map 4.

The township lies between Drysdale/Clifton Springs and Indented Head and the Port Phillip Bay foreshore forms its northern edge. To the south-west of Portarlington, the Bellarine Hills form a significant landscape backdrop to the township. Land to the east of Portarlington on the coastal edge is low lying and mainly used for agricultural purposes. Geelong-Portarlington Road is the main entrance to the town from Geelong.



### 1.3 Role of the Township

The primary role of the Portarlington township has traditionally been as a seaside holiday village on the Bellarine Peninsula serving a small permanent population.

- Portarlington is a popular destination for holiday makers and performs an important resort role dominated by holiday makers, 'day-tripper' visitors and those making use of holiday homes.
- Portarlington is a popular retirement centre and elderly persons comprise a large proportion of the permanent population.
- Portarlington is one of the centres for commercial fishing within Corio and Port Phillip Bays and is the centre for the aquaculture activities.
- Portarlington is not identified as a growth location in the G21 Regional Growth Plan and growth is to be limited.

### 1.4 Indigenous Heritage

Aborigines of the Wathaurong tribe, whose territory stretched between the Werribee River and the Otway Ranges, occupied the land before European settlement. There is little specific historical information on the specific clans for the Portarlington area, however, there are recorded sites of archaeological or cultural significance within the study area, including shell middens, stone artefact scatters, areas of baked earth, ash and charcoal, and a scarred tree.

The regulations of the Aboriginal Heritage Act 2007 specify the circumstances in which a Cultural Heritage Management Plan (CHMP) is required for an activity or class of activity, which is specified as 'high impact' in areas of Aboriginal cultural sensitivity and also prescribes standards for the preparation of such plans. Advice from Aboriginal Affairs Victoria (AAV) will be essential to ascertain when and if a CHMP is required for different activities and for different areas. According to the Municipal Association of Victoria 'in essence, if an activity is both in an area of cultural heritage sensitivity and is a high impact activity on land not previously significantly disturbed, it will require a CHMP before any planning permit can be determined'.

For Portarlington, Cultural Heritage Sensitive Areas under the regulations include, but are not limited to, the following:

- Registered cultural heritage place or land within 50 metres of a registered place;
- Waterways (& within 200m) unless subject to significant ground disturbance;
- Prior waterways (& within 200m);
- Ancient lakes (& within 200m);
- Greenstone outcrops unless subject to significant ground disturbance.

#### Karreenga Action Plan 2013-2017

The Karreenga Aboriginal Action Plan articulates the steps towards developing partnerships between Aboriginal and non Aboriginal Australians in the City of Greater Geelong. The Plan addresses:

- Cultural recognition and respect;
- Aboriginal cultural heritage awareness;
- Development in arts and culture;
- Family and community support; and
- Employment opportunities.

Council will continue to maintain a relationship with the Wathaurung Aboriginal Corporation who are the Registered Aboriginal Party (RAP) for this area in regard to proposed developments that may impact on Aboriginal cultural heritage, in accordance with both the established protocol and State and Commonwealth legislation.

## 1.5 Post-Contact History

Early European settlement of the Bellarine Peninsula spread from the west and the area was originally occupied by large pastoral runs. Portarlington township was first surveyed in 1848 and named Drayton but was renamed in 1851 in honour of Lord Arlington. The town was neatly laid out along broad streets planted in some locations with English elms and pines. Land sales began in the early 1850s with much of the area taken up rapidly by both pastoral holdings and township settlement.

By the mid-19th century, the Peninsula was known as 'the granary of the colony' and Portarlington became a major player in the wheat industry with the construction of a large flour mill in 1857. Built from locally-quarried sandstone by T.H. Widdicombe, the four-storey, steam-powered mill stands today as a museum. The mill provided a considerable stimulus to the development of the area and a jetty was built to facilitate the shipment of its produce in 1859. The jetty was extended then replaced in 1871 as Portarlington began to benefit from the steamer traffic in the bay.

The fishing industry also became a significant contributor to Portarlington's economy, and while the industry has declined in recent years, it is still possible to see a number of fishing boats moored at the pier.

Later in the 19th century paddle steamers began bringing Melburnian holiday-makers to enjoy, fishing, water sports and safe bathing at Portarlington and Indented Head. Built in 1886 to provide accommodation for holiday makers and hotel services for local residents, the Grand Hotel in Newcombe Street has retained its original Victorian character and appearance, and it remains a popular hotel for tourists and the local community.

Portarlington is not the major holiday resort it was 100 years ago but is still a popular and established seaside resort. Like many towns on the peninsula, Portarlington is also increasingly popular with people who now commute to work.

## 2.0 Policy Context

Portarlinton is situated within the municipality of the City of Greater Geelong and is affected by various policies and strategies formulated by the State Government and Council. The following policies have specific relevance to Portarlinton, and have guided the development of this Structure Plan.

### 2.1 Key Strategies and Local Strategic Studies

#### 2.1.1 Coastal

##### Victorian Coastal Strategy 2014 (Victorian Coastal Council)

The VCS is prepared under the *Coastal Management Act 1995*, which requires the strategy to provide for the long-term planning of the Victorian Coast over the next 100 years, in order to:

- ensure the protection of significant environmental features;
- provide clear direction for the future use of the coast, including the marine environment;
- identify suitable development areas and development;
- opportunities; and
- ensure the sustainable use of natural coastal resources.

The strategy provides 'guidance' for agencies and statutory decision making along the coast and in marine and estuarine environments. It also provides a 'framework' for related Regional Coastal Plans, Regional Growth Plans, Regional Catchment Strategies, Local Planning Schemes, and Management Plans for coastal Crown land.

A hierarchy of principles provides the basis for a series of policies and actions to guide planning, management and decision-making on coastal private and Crown land, as well as in coastal catchments, estuarine and marine waters. The Hierarchy of principles are:

1. Ensure protection of significant environmental and cultural values
2. Undertake integrated planning and provide clear direction for the future
3. Ensure the sustainable use of natural coastal resources
4. Ensure development on the coast is located within existing, modified and resilient environments where the demand for development is evident and any impacts can be managed sustainably.

The coastal area around Portarlinton is identified as a coastal reserve. Under the recreational boating hierarchy Point Richards and Portarlinton are identified as a 'regional boating facility'.

Key issue: The strategy sets out benchmarks for sea level rise to 2100, with a commencement date of 2010. The benchmarks provide a rise of 0.8m by 2100, with 0.9 being a more conservative estimate.

##### Central Region Coastal Plan, 2015

The plan is prepared by the Central Coast Board for the Central Region that stretches from Breamlea to Inverloch. The plan interprets the desired outcomes, policies and actions of the VCS at a regional scale.

Eight key areas of focus have been identified in this, the first RCP prepared, and are identified in Table 1 below along with the key actions and outcomes that are relevant to the Structure Plan.

**Table 1. Central Region Coastal Plan Key Areas of Focus**

Key areas of focus.	Actions/ Outcomes
1. Population growth – balancing access and valuing the natural environment.	
2. Adapting to a changing climate and increased coastal hazards.	<u>Action.</u> Implement identified adaptation responses through local decisions, for example updating local planning schemes, coastal management plans and emergency plans, and prioritising future works
3. Integrating coastal planning and management.	
4. Sustainable and equitable funding mechanisms for coastal infrastructure and management.	
5. Overseeing the implementation of the Recreational Boating Facilities Framework for the central coastal region.	
6. Sustainable visitation and tourism infrastructure service level hierarchy.	Action 6.3. Identify priority areas for visitation and tourism, in particular identify: <ul style="list-style-type: none"> <li>a. resilient parts of the coast where visitation can be encouraged;</li> <li>b. vulnerable parts of the coast where demand might be reduced by encouraging visitors towards alternative sites; and</li> <li>c. vulnerable parts of the coast that provide unique visitor experiences where there is limited scope to reduce demand.</li> </ul>
7. Protecting significant coastal ecosystems and habitats.	
8. Promoting leadership, co-ordination and capacity building.	

**Landscape Setting Types for the Victorian Coast, May 1998 and Siting and Design Guidelines for Structures on the Victorian Coast, May 1998.**

The Landscape Setting Types for the Victorian Coast aims to provide an understanding of the coastal landscape by identifying significant features and characteristics of various sections of the coast. The Portarlington area is within the "Rural flat and Undulating with features" setting type along the coast between Geelong and Swan Bay. (p16).

The land form tends to be generally flat and undulating with pasture and small to medium sized towns. Swan Bay and the surrounding Bellarine Hills form a major feature in this area. This setting type is identified as being under pressure from an expanding urban Geelong with many townships becoming dormitory suburbs. Consolidated development is favoured to minimise landscape impacts.

Both documents are included as reference documents in the Greater Geelong Planning Scheme; specifically the Environmental Significance and Significant Landscape overlays.

**Corio Bay Coastal Action Plan April 2005**

Coastal Action Plans play a key role in the implementation of the VCS. The purpose of a Coastal Action Plan (CAP) is to enable the broader principles and priorities of the VCS to be further developed and applied at a regional or local level. As with the VCS, the Corio Bay CAP is referenced in the Coastal Areas policies within the State and Local Planning Policy Framework of the Greater Geelong Planning Scheme, to guide the planning authority when considering use and development proposals in coastal areas.

Portarlington is located within precinct three of the CAP and the north eastern section of Precinct Four – Bellarine.

## 5 Year Review – Corio Bay Coastal Action Plan 2012

The review was undertaken in two parts: an assessment of the status of the actions in the CAP and an evaluation of the CAP's effectiveness as a subregional planning document.

The review found that the majority of actions in the CAP have been either implemented or amalgamated in a range of other planning instruments. The actions that have not been completed are either progressing, not started (because they require funding) or are recommended for change of wording or change of lead agent.

The only outstanding action for Portarlington and Bellarine Peninsula relates to the protection and improvement of wetland environments either side of Point Richards Road as part of stormwater retention plans.

## The Northern Bellarine Foreshore Master Plan, 2012

The *Victorian Coastal Management Act (1995)* requires committees of management for Crown land coastal reserves to develop coastal management plans for land under their control. The Bellarine Bayside Foreshore Committee of Management (BBFCM) are the committee of management for the foreshore area of the Northern Bellarine between Portarlington and St Leonards.

BBFCM is responsible for managing the 17 kilometres of foreshore and 200 hectares of land, including public open spaces, foreshore buildings and infrastructure, coastal trails, boat ramps, community facilities and amenities and operating caravan parks; and camping grounds.

The vision for northern Bellarine foreshore is to be:

- an attractive, tranquil and safe coastal environment that reflects the heritage and distinctive character of Portarlington, Indented Head and St Leonards;
- connected by a well-used coastal trail with opportunities to experience the natural ecology and delight in the beauty and atmosphere of the foreshore landscape;
- a rich source of recreational and coastal experiences to engage and enhance the wellbeing of people living and working locally, and visiting the area for affordable holidays;
- a place where the need to protect and restore our fragile coast and adapt to the challenges of environmental change is finely balanced with social, cultural and economic opportunities;
- a place that is treasured and cared for, where communities have pride, and visitors feel welcome; and
- a place where local people, community groups, businesses and government agencies work together to plan, care for and enhance the foreshore.

## Northern Bellarine Foreshore Master Plan, 2013 (Approved November 2014).

The Master Plan maps out the projects and improvements to deliver the vision for the foreshore outlined in the Northern Bellarine Foreshore Plan. The master plan sets out the priority projects to be undertaken over a three year period to protect, enhance, develop and manage the foreshore (Maps 1 through to 12). There are also three special investigation areas identified for Portarlington:

- Point Richards Area (including boat ramp, car parking, connections to visitor attractions and improved amenity). Further investigations required to protect and enhance coastal ecology and provide improved visitor facilities and more reliable access to boating activities. [*Expected to commence 2015/16*]
- Portarlington Holiday Park Master Plan. To provide guidance for the future development of the Portarlington Holiday Park and identify the mix of affordable options for accommodation, public access and strategies to enhance landscapes throughout the Park. [*Expected to commence 2015/16*]

- Portarlington Activity Node Landscape Project to align with the Portarlington Safe Harbour Master Plan. A priority for the area is to protect and enhance the coastal ecology, improve facilities for visitors, create more attractive parks and improve traffic management and parking.

The Master Plan also sets out the key objectives, alignment and recommended treatments for the Coastal Trail project including guidelines for its design and use.

## 2.1.2 Environment

### City of Greater Geelong Environment Management Strategy 2014-2017

The strategy provides a framework to build healthy, connected communities, which are able to live in a clean environment that is respected and cared for. It guides Council planning, decision-making and activities that impact on the Greater Geelong environment. The key drivers for Geelong's economic future are climate change, population growth, lifestyles and the economic model.

The strategy is set out under the following five broad themes:

1. Council leadership,
2. Enhanced natural areas and ecosystem health
3. Sustainable urban and rural development
4. Greener economy
5. Sustainable living.

Key actions under the strategy for Portarlington are:

- 1.11 Develop an Integrated Water Catchment Management Strategy for areas of Council responsibility.
- 2.17 Restrict illegal and inappropriate vehicle and pedestrian access through sand dunes and coastal access tracks.
- 2.19 Minimise rubbish flowing from urban stormwater to Corio Bay.
- 2.23 Undertake works to minimise gully erosion and improve beach stability along the Bellarine Peninsula.
- 3.09 Increase the amount of tree canopy cover in urban areas.
- 5.22 Support communities to adapt to climate change via development of a vulnerability map identifying areas of the most vulnerable populations and urban areas.

### Greater Geelong Climate Change Adaptation Strategy, 2011

The Adaptation Strategy aims to prepare Council and the broader Greater Geelong community for climate change impacts and to assist Council in prioritising short and long term adaptation actions.

Council's strategic objectives for adaptation are to:

1. Lead the City of Greater Geelong community in adapting appropriately to climate change.
2. Build awareness and understanding of climate change across Council and within the community.
3. Acknowledge the links between climate change and other challenges and opportunities for the City of Greater Geelong.
4. Plan for decisions that remain viable under the widest possible range of climate futures.
5. Use lessons from the results of past decisions to inform better decisions in the future.
6. Link with others to drive understanding of and action on climate change adaptation.

7. Implement solutions that:
  - a. are cost effective
  - b. are transparent and defensible
  - c. recognise the needs of vulnerable groups
  - d. ensure equitable outcomes.

Key priority actions include:

Coastal planning is the most pressing climate change priority for the City of Greater Geelong, given the region's 'soft' erodible beaches and exposed housing stock. The risks that this area embodies not only relate to current and future planning decisions, but also challenging issues relating to the impact on existing developments and property rights.

Climate change impacts have the potential to significantly impact the region's biodiversity, through affecting ecosystem resilience and shifting appropriate habitat ranges.

### **Bellarine Peninsula- Corio Bay Local Coastal Hazard Assessment 2nd Pass Assessment Final Draft Report, April 2014**

The Bellarine Peninsula – Corio Bay LCHA study area includes the entire Bellarine Peninsula and the northern side of Corio Bay, from Point Wilson in the north, to Breamlea in the south. The key aim of this study is to provide a comprehensive understanding of the extent of coastal hazards and the impacts on the coastal environments within the study area. This was done by addressing coastal, estuarine/riverine and climate-change challenges by defining the possible magnitudes and extents of the hazards in a considered and robust manner. This provides information for local land managers regarding their sections of the coast, and provides a basis to identify additional studies to be carried out in the future. This will ensure councils and land managers are prepared for future hazard and climate-change related challenges, and to inform strategic planning and decision making.

#### *Compartment 6: Point Edwards to Portarlington*

From Indented Head to Portarlington the coast becomes more exposed to wave impact, thus, erosion issues are more significant. The combination of the erosion and inundation hazards here means the active management of this section of coast will be vital in the coming years. It is recommended that this area is closely monitored for any significant changes in the erosion that may require an immediate management response. It is also recommended that risk and mitigation studies are undertaken in the near future.

### **Corangamite Catchment Management Authority**

Key documents prepared by the CCMA include:

- Corangamite Regional Catchment Strategy 2013-2019
- Corangamite Waterway Strategy 2014 – 2022
- Corangamite Regional Floodplain Management Strategy – update 2013

The Corangamite Regional Catchment Strategy 2013–2019 (RCS) provides a vision for the integrated management of natural resources in the Corangamite region. It is a blueprint for catchment health in the future and builds on the achievements and lessons from the past. The RCS has been prepared under the provisions of the *Catchment and Land Protection Act 1994* (Vic.). Decision making by the planning authority must have regard to this strategy as required by the State and Local Planning Policy Framework of the Greater Geelong Planning Scheme at *Clauses 14.02 Water and 21.05 Natural Environment*.

Other key objectives of the Strategies include:

1. Maintain and protect existing waterways in near natural condition, which may involve the use of appropriate buffer areas alongside known waterways.
2. Improved community awareness of floodplain issues and flood risk. There is a need to ensure informed decisions on planning development can be made in full knowledge of best practice floodplain and water management.

### **Greater Geelong Flood Management Plan 2013**

Describes key flood management planning and response activities and outlines the roles and responsibilities of the key agencies. Developed jointly by Council, CCMA and Melbourne Water, the actions recommended in the report are generic to the municipality on topics including flood mapping standards, translation of mapping into planning controls, capital works programming and community education.

### **City of Greater Geelong Biodiversity Strategy 2003**

The vision of this strategy is to ensure "A natural environment that is rich in biodiversity and is managed and maintained to protect, both now and in the future, the ecological systems upon which life depends."

A number of Strategic Objectives are identified in order to ensure the long term protection and enhancement of biodiversity in Geelong. These strategic objectives include:

- Primary Biodiversity Conservation – protection of formal conservation areas, waterways, coastal areas and wetlands and threatened indigenous vegetation recognising the importance of ecological systems, corridors and links.
- Secondary Biodiversity Conservation – the role that general open space and protection of native and some exotic vegetation may play in the enhancement and protection of biodiversity, linkage functions and greenhouse reduction opportunities.
- Biodiversity planning and legal protection – The need for appropriate planning controls, incentives, zoning and policies to safe-guard biodiversity.

### **City of Greater Geelong Urban Forest Strategy 2015 – 2015**

Trees provide shade and cool the city as well as improving the look, feel and livability of Geelong. They have a strong positive influence on the health of the community and are worth investing in for the future. The strategy's vision is that "Geelong will be a cool green city for the future".

The Strategy sets guidelines for the management of the City's urban tree network and provides objectives and actions to increase canopy cover. A key target is to improve tree canopy cover from 14% to 25% over a thirty year period. The strategy encourages green roofs and walls, amenity plantings and garden beds where possible.

#### **2.1.3 Urban Growth and Land Use Planning**

##### **G21 Regional Growth Plan – 2013.**

The G21 Regional Growth Plan (Growth Plan) considers growth and land use pressures to 2050 for Geelong, Queenscliff, Golden Plains, Surf Coast and Colac Otway Municipalities. It pulls together the strategic land use and growth planning already done across the region and builds on this to identify where future residential and employment growth will occur and the critical infrastructure required to support it.

Relevant elements of the growth plan include:

- building on our strategic assets and competitive advantages to support and manage growth across the region.
- reducing pressures on our agricultural areas and natural assets.
- supporting planned growth and identified district towns across the region.
- acknowledging the key role that Geelong and the G21 region play in relation to Melbourne while preserving Geelong's identity as a separate settlement to Melbourne.
- ensuring boundaries of towns are clear and breaks between settlements are managed carefully.
- identifying the major infrastructure required to support a region of 500,000 and beyond, such as the roll out of more efficient transport networks, the National Broadband Network and water, energy and community infrastructure.

Portarlington is not identified as a town with a growth role under the plan. Portarlington is a coastal settlement that will experience modest growth and play an important tourism and agricultural role to surrounding areas. Growth is limited to identified structure plan settlement boundaries.

The Growth Plan reinforces the role of Structure Plans as the key policy document to provide more detailed growth planning for townships, including Portarlington.

The Portarlington Pier and Harbour is identified as a regional strategic asset.

### **G21 Implementation Plan**

The plan provides information, direction and a plan for critical infrastructure provision to support the key population growth directions of the G21 Regional Growth Plan. For Portarlington the Implementation Plan identified the following needs and indicative costs:

- The Portarlington Safe Harbour development project is identified as a G21 priority project. The safe harbour is estimated for completion by 2022 at \$58 million.
- The Drysdale Bypass is estimated for completion by 2022 at \$100 million.
- Upgrade of the Drysdale – Portarlington Road to be delivered 2025-35 at \$10-15 million.
- Water Supply upgrades to be delivered 2014-2025 at \$3.3 million.
- Sewer upgrades to be delivered 2014-25 at \$26 million.

The Implementation Plan prepared a number of land supply reports for housing growth locations. The reports identify broad hectare, major infill, minor infill and rural residential supply levels to provide richer, 'real supply' data for different housing supply segments. The land supply data is recommended to inform the review of Structure Plans. See Section 7.0 for more information on residential land supply.

### **Plan Melbourne (2014)**

The plan sets out the Planning Strategy and vision for Melbourne to guide Melbourne's housing, commercial and industrial development through to 2050. It seeks to integrate long-term land use, infrastructure and transport planning to meet the population, housing and employment needs of the future.

Portarlington is outside the Plan Melbourne boundary area, however there are a number of cross over strategic linkages with the Bellarine as a peri-urban region, including:

- the need to produce localised planning statements in partnership with local governments, including for the Bellarine Peninsula; and

- initiative 3.3.4 which promotes assistance to assess the potential for ferry services in the west of Port Phillip Bay, including Portarlington.

### Bellarine Peninsula Localised Planning Statement

The Localised Planning Statement seeks to identify key valued attributes of the Bellarine and put in place objectives and strategies to ensure that they are preserved and enhanced for ongoing use by present and future generations. Objectives include:

1. To protect and enhance the rural and coastal environment on the Bellarine Peninsula and maintain non-urban breaks with open farmed landscapes between settlements.
2. To support the ongoing use of rural land on the Bellarine Peninsula for agriculture and to preserve the open farmed landscape.
3. To preserve and maintain the ecology of the Bellarine Peninsula's environmentally significant coastal, wetland and vegetated areas.
4. To protect, preserve and enhance built heritage, cultural and urban character values and preserve the individual identity and role of townships.
5. In Portarlington provide retail, commercial and community uses and facilities that serve the daily needs of the community and encourage street based activity and local employment.
  - Ensure land use and development proceeds generally in accordance with the Structure Plan Map [strategy].
6. To support and encourage diverse and sustainable tourism as a key economic activity in townships and in rural areas where it complements and respects the farmed rural landscape of the area, does not impact upon existing farming activities and contributes to the local economy.



Figure 1 - Bellarine Peninsula Localised Planning Statement- Framework Plan

## Planning Practice Note 36 Implementing a Coastal Settlement Boundary August 2015 (PPN 36)

PPN36 states that a settlement boundary which is clearly articulated in the planning scheme provides an appropriate level of transparency and necessary statutory weight to help guide decision-making. A coastal settlement boundary is a fixed outer boundary of urban development and represents the future growth expectations for a settlement. A coastal settlement boundary is established on the premise of a minimum 10 year planning horizon.

PPN36 advises that any change to a coastal settlement boundary should be the product of a comprehensive strategic review. This will involve assessment of progress against the established coastal settlement boundary in the context of other planning issues arising across the municipality.

### City of Greater Geelong Rural Land Use Strategy 2007

Rural areas are highly valued by the Greater Geelong community and help with the continued economic prosperity, liveability and amenity of the whole municipality. The RLUS seeks to ensure that the predominant use of the land be retained for agriculture. The Bellarine Peninsula has some of the best agricultural land in Geelong and most is rated as Class 2 and 3, which is deemed suitable for some intensive uses and extensive cropping and grazing. The following are key directions of the policy.:

- Preserving and enhancing the productive capacity of the land, the rural farmed landscape and environmental condition of rural areas are key aspects of the strategy. It emphasises that the city's "unspoilt" rural areas can be quickly eroded by poor, out of character developments.
- Appropriate rural land subdivision controls need to be based on the size required to maintain the farmed landscape and provide opportunities for productive agricultural uses. For the Bellarine this is set at a minimum of 40 hectares.
- Housing lot excisions are inappropriate as they will result in an increased density of development.
- Maintaining a distinct separation between urban and rural areas with clearly defined urban areas is of particular importance.
- Tourism is recognised as an important part of the Geelong economy and in particular on the Bellarine Peninsula reflecting the coast and rural landscapes. The strategy directs that appropriate tourism and accommodation uses only occur where they are small scale and in conjunction with agricultural use on the property.
- Traditional rural living (rural residential) should be limited to existing nodes, with no further nodes developed.

Key outcomes from the strategy are incorporated into the Municipal Strategic Statement and the *Local Planning Policy: Clause 22.05 Agriculture, Rural Dwellings and Subdivision* and *Cause 22.06 Tourism Development in Rural Areas*. A Planning Scheme Amendment process is currently being undertaken for a new *Clause 22.64 Discretionary Uses in Rural Areas*.

### City of Greater Geelong Housing Diversity Strategy 2008

The strategy recommends that residential areas that are within 400 metres of an identified activity centre should be subject to increased housing diversity. The strategy maps Increased Housing Diversity Area (IHDA) boundaries around existing activity centres in the municipality. It recommends that areas identified for increased housing diversity should:

- Encourage increased residential densities, particularly within defined business zones and immediately adjoining business zones where mixed use and higher use of residential land can support the concepts of urban villages and activity centre planning. This may include the redevelopment of under-utilised commercial and industrial sites to provide additional housing. The intensity and scale of such development will need to be in keeping with the scale of individual centres;

- Acknowledge that residential character in these areas will adapt and evolve over time, particularly close to the centre of business areas;
- Ensure that greater consideration is given to the existing residential character/preferred character at the edges of IHDA's, where the existing and preferred character of adjoining incremental change areas will dominate; and
- Promote greater use of walking and non-private vehicle transport through design of new development that supports safe and accessible pedestrian environments to and through activity centres and IHDA's.

Key outcomes from the strategy are incorporated into the Municipal Strategic Statement and the Local Planning Policy: Clause 22.63 (Increased Housing Diversity Areas). See also Section 3.3.1, which outlines the application of the Increased Housing Diversity Areas.

#### 2.1.4 Community Development

##### Bellarine Peninsula Strategic Plan 2006-2016

The BPSP reported on the community, land use and community service issues on the Bellarine Peninsula. It brought together community visions, updated monitoring of land uses, and assessment of future residential lot supply, demographic profiles and an assessment of community service needs.

Since its adoption in June 2006, the BPSP has been utilised by Council as a key planning and reference document for determining Council priorities and actions on the Bellarine Peninsula. The BPSP is also widely used by community organisations, other levels of government, individuals, business and local communities who are interested and active in planning, providing services or addressing community priorities. The BPSP was set out in a number of parts and the relevant parts are summarised below. A five year review of the BPSP was undertaken in 2012.

1. The Portarlington Community Vision is set out in Part B: The Bellarine Peninsula Community Visions 2006 – 2016. For Portarlington the community vision is:

*"Portarlington in 2016 will be the jewel of the Bellarine Peninsula. Our focus is a commitment to nurturing a vibrant, sustainable community, enhancing and maintaining our lifestyle, heritage and artistic pursuits."*

The vision also sets out objectives and a series of actions, targets and partners to assist the Portarlington community in meeting the vision.

2. Bellarine Peninsula Community Service Plan 2006 - 2016

The plan is a joint service plan which identifies areas of community service need and recommended responses for the Bellarine Peninsula, including Portarlington.

3. Bellarine Peninsula Strategic Plan – Five Year Progress Report (2012)

The audit provides a mid term report of the 'Actions' set out in the BPSP Visions and Service Plans parts of the strategic plan. Most (83%) of the actions set out in the Portarlington Community Vision are either on schedule (53%) or completed (30%).

Key actions delivered under the plans include:

- Completion of the Portarlington Structure Plan, and incorporation of the Portarlington community vision, including encouraging 'in-fill' development in undeveloped areas and preventing new greenfield land beyond the 10 year lot supply.
- Prepare an Urban Design Framework for the town centre and include design objectives on planning controls such as Design and Development Overlay.

- Streetscape works 2010-2011; beautification and upgrade programs 2007-2008.
- Portarlington Neighborhood Centre Upgrade 2008-2009.
- Portarlington Recreation Reserve wetlands and environment works 2011-2012.
- Bus shelter provision 2007-2008; and 2011-2012.

The following actions are on-going or yet to be started:

- Establishment of a multi-tenanted or multi-purpose community facilities to meet the needs of the community.
- Create attractive town entrances.
- Improve facilities for a larger aquaculture industry.
- Provide extensive walking/ cycling paths, including links across the Bellarine Peninsula
- Encourage development of high quality tourist accommodation.
- Develop a tourist information centre.
- Development of a safe harbour and introduce a ferry service with appropriate infrastructure.
- Establish tourist facilities linking the foreshore to the retail centre.

#### **City of Greater Geelong - Social Infrastructure Plan 2014 – 2031 Executive Summary.**

The SIP is intended to inform and assist the provision and delivery of social infrastructure through planning, partnerships and advocacy advice. It provides direction to CoGG for its role and acknowledges that Council does not have sole responsibility for funding the social infrastructure requirements as identified in the SIP. Importantly, the Plan emphasises the need for Council to partner with a range of stakeholders such as funding bodies to provide the required infrastructure.

The vision for CoGG social Infrastructure is to be:

1. Well designed and inspiring.
2. Planned to be flexible, versatile and innovative to match changing needs over time.
3. Well managed and provides a focal point to enhance community identity.
4. Existing facilities/space will be maximised and will complement new facilities/spaces.
5. Well located and connected to the community it serves.

Council has adopted the executive summary for the Social Infrastructure plan, but not the full document and detail for implementation. Further discussion around community facilities is provided in Section 5.1.

#### **2.1.5 Economic and Infrastructure**

##### **G21 Economic Development Strategy 2014**

The strategy identifies the economic opportunities and advantages in the G21 region and outlines strategies to support regional development that is accommodating of the G21 region's anticipated growth. These strategies include:

- Prioritise new and existing economic development opportunities.
- Identify opportunities that will lead to an increase in wealth, prosperity and regional standards of living;
- Identify the genuine competitive advantage of the G21 region.

- Produce a compelling and evidence-based map showing how to 'build value' into the G21 regional economy.
- Provide advice on the most appropriate governance model to implement the strategy.

The Strategy sees tourism as an integral element of the Region's economy and acknowledges the Bellarine Peninsula's potential for increased tourism activities.

### **Geelong Retail Strategy 2006**

The purpose of the Retail Strategy is to provide direction for the development and planning of retail uses within the municipality. It was formulated having regard to population growth, socio-economic and demographic characteristics, retailing trends and growth in new residential areas. The foundation of the Strategy is to support the established retail hierarchy within the municipality to provide for a viable and accessible retail sector.

Based on the retail definitions within the existing strategy Portarlington is defined as a 'Town Centre', where a 'Town Centre':

*"generally [sic] serves the role as a key local destination for basic convenience shopping facilities, and also as a key service centre for the surrounding local catchment, including a range of non-retail commercial, community, administrative and cultural functions. The role of Town Centres as a focus for holidaymaker and other visitor spending is recognised and where appropriate suitable retail facilities and town centre amenities should be made available for this market (eg, bus parking; public toilets). This may result in a higher provision of retailing being made available than the resident population would otherwise support."*

### **Draft Retail Strategy 2016.**

Council is currently undertaking an update to the Retail Strategy. A final draft is yet to be received or subsequently adopted by Council. Emerging outcomes of the Strategy have been used in Section 7.6 to guide the policy outcomes.

### **Draft Geelong and the Bellarine Tourism Development Strategy 2015.**

The Tourism Development Strategy has been prepared for the Greater Geelong and the Bellarine region, which includes Greater Geelong, Queenscliff and Golden Plains Local Authorities. The Strategy has been developed to identify projects which will assist in growing the visitor economy in Greater Geelong over the next 10-15 years.

Portarlington is located within the Bellarine North sub region of the strategy. It is estimated that in 2014 total visitation was 771,985 people capturing 16% of total visitation to the region. Of this, 70% were overnight visitors and 30% daytrippers. Key attractions to the areas include nature based tourism, such as fishing charters, heritage in terms of the Portarlington Mill, the Portarlington Golf Club and 14 wineries across the sub-region. There is a low supply of high quality accommodation in the sub-region.

Key opportunities identified include:

- Portarlington Harbour and moorings improvements to grow the boating market.
- Development of onsite accommodation at the wineries to encourage overnight stays.
- Development of self-contained apartment/ hotel accommodation, including development of a large resort with coastal views in proximity to Portarlington.
- Development of a branded tourist park.
- Improving the aquaculture experience and potential destination trail/ touring route.
- Improving the cycling and walking trails network with better linkages to the broader network.

- Development of an underwater gallery at Portarlington.
- Destination branding and signage.
- Improving the road network and road connections to the Geelong Ring Road.

### **Geelong Seafood Industry Strategy 2003 (City of Greater Geelong)**

The Geelong Region is home to a comprehensive range of seafood-related activities including, wild catch, aquaculture, processing, retailing, research and development, education, training and tourism. The Geelong Seafood Industry's Vision is to "*Position Geelong as the Seafood Capital of Victoria*". This vision is supported by five objectives and strategies. The strategies specific to Portarlington are set out below.

Objective 1: Develop the Geelong Region as the base for aquaculture activities in Victoria.

- 1.2 Make Portarlington the "Service Port of Choice" for all new aquaculture sites in Corio Bay and Pinnacle Channel.

Objective 2: Develop Geelong as the seafood processing centre of Victoria.

- 2.1 Encourage development of the Portarlington Industrial Zone, focusing on service bases for the aquaculture industry, and limited processing of local seafood.

Objective 3: Encourage the continual improvement of the Geelong Region's facilities and infrastructure to attract and maintain fishing fleets.

- 3.1 Work with the State Government to obtain funding for the redevelopment of the Portarlington Safe Harbour, to attract investors for the new aquaculture leases, and to provide improved facilities for existing users.

Objective 4: Maximise tourism opportunities from seafood related conferences & the recreational fishing experience.

- 4.6 Encourage the use of public facilities including the Portarlington waterfront and Geelong waterfront for events, where seafood consumption is a complementary aim.
- 4.7 Encourage and support the establishment of suitable retail premises around the key wharf facilities of Geelong and Portarlington, to enhance the seafood experience.

Objective 5: Facilitate world class infrastructure in the Geelong Region for seafood industry investment.

### **Geelong Arm Aquaculture Fisheries Reserve Management Plan December 2005 (Department of Primary Industries).**

The purpose of the Plan is to prescribe management arrangements within a framework of Ecologically Sustainable Development for the Reserves outlined below. The vision of the Plan is to develop environmentally sustainable, economically viable and socially equitable marine aquaculture at the Reserves that contributes a significant commercial supply of high quality seafood.

- Clifton Springs Aquaculture Fisheries Reserve (CSAFR) – a 315 hectare area located approximately 1.1 km offshore from the Bellarine Peninsula;
- Grassy Point Aquaculture Fisheries Reserve (GPAFR) – a 252 hectare area located approximately 600 metres offshore from the Bellarine Peninsula;
- Kirk Point - Werribee Aquaculture Fisheries Reserve (KWAFR) – a 200 hectare area located in the Geelong Outer Harbour; and

## City of Greater Geelong Integrated Comprehensive Transport Plan January 2015

The Plan provides a cohesive transport and land use planning framework for the City. The Plan outlines short, medium and long term actions for planning, development and management of an integrated transport system.

The Plan outlines a number of actions and challenges facing the municipality that are relevant to Portarlington and include:

- Action 1b- Investigate the funding and delivery options available to ensure footpaths are provided where they are required.
- Action 1c- identify those streets in populated areas where footpaths either do not exist or are not provided on both sides of the road.
- Action 1d- Produce a prioritised delivery program for providing footpaths in populated areas where they do not exist or are not provided on both sides of the road (Medium to Long term). Action 1g- Work with VicRoads to prioritise and deliver the proposed Principal Bicycle Network.

## G21 Integrated Public Transport Strategy 2008

The strategy includes a number of outcomes related to improving road and rail infrastructure, freight transport, integrated public transport and improved amenity associated with walking and cycling and alternative transport modes. Actions under public transport include:

- improving the effectiveness and coverage of public transport related service;
- developing land use and spatial planning approaches to facilitate access to transport services.
- developing a Regional Public Transport Policy to provide for integration of networks and encourage best practice.

## Department of Transport Public Transport Guidelines for Land Use Development 2008

The guidelines aim to facilitate walking, cycling and public transport in new urban and regional developments. The guidelines will deliver broad community benefits, by:

- encouraging sustainable travel options.
- alleviating traffic congestion.
- improving urban amenity, connectivity and accessibility between communities, workplaces and urban centres.

The guidelines set out design principles and provide advice on where to access detailed public transport and planning information. This includes advice on trains, trams, buses and interchanges. There is particular advice on:

- bus routes in new subdivisions.
- road design.
- walking and cycling.
- design requirements for public transport infrastructure such as stops and parking facilities.
- *Disability Discrimination Act* requirements for public transport.

## **Review and Analysis of Historical and Proposed Commuter Ferry Services on Port Phillip (Report for the Department of Transport 2008)**

The study concluded that a high speed commuter ferry service between Geelong and Melbourne is a viable alternative to land based transportation. However, the service is likely to cater for a niche market, rather than being a viable alternative to the train and motor car and will therefore struggle to win market share.

## **Melbourne Ferries Background Study Discussion Paper, DPCD 2013**

The study reconsiders the possibility of passenger ferry services to connect areas on the west of Port Phillip Bay [Williamstown, Altona, Point Cook, Werribee, Geelong and Portarlington] with Melbourne's CBD. It was undertaken alongside the preparation of the Metropolitan Planning Study for Melbourne and a medium to longer term option to counter congestion in the growing western corridor.

The study seeks to go further than previous studies and identify preconditions, possible pathways and mechanisms to establish and maintain a sustainable service.

Portarlington is identified as being significantly closer to Wyndham and the Melbourne Docklands than Geelong. It estimates a travel time of around 60 to 80 minutes for a direct service from Portarlington to the Melbourne Docklands. The time variant is a result of speed restrictions currently in place on the Yarra River, which have implications of the feasibility of ferry services. Other speed scenarios have been tested under hypothetical changes to the speed restrictions.

Further technical work is being undertaken by the project team to assess the passenger demand analysis, more detailed technical feasibility assessments and economic and commercial feasibility analysis.

### **2.1.6 Open Space and Recreation**

#### **City of Greater Geelong Study of Open Space Networks 2001**

This Study analysed the existing open space within the municipality and it aims to identify links between open space areas, and future uses for open space to maximise their accessibility to, and benefits for, the community.

The study is now largely out of date and is due to be replaced by the emerging Open Space Strategy when this is adopted by Council. See section 5.2 for further discussion around open space and recreation provision.

#### **City of Greater Geelong Bellarine Peninsula Recreation & Leisure Needs Study 2005**

This Study was undertaken to investigate and determine the recreation, open space and leisure needs of the current and future Peninsula communities, and to provide a broad direction on future resource allocation for the area. It recognises the Bellarine Peninsula as one of the fastest growing areas within the City of Greater Geelong.

The Study makes various recommendations in relation to open spaces and their features, and linkages throughout the township, such as, improvements and/or additions to existing recreation facilities and pedestrian links. See also Section 5.2.

#### **Portarlington Recreation Reserve Master Plan 2011**

The master plan was endorsed in November 2011. The master plan guides the future management of both the conservation reserve area and the recreational facilities.

## Cycling into the Future 2013-23

The Victorian Government's cycling strategy, Cycling into the Future 2013-23, recognises the important role that cycling plays in our state – as part of the transport system, as an enjoyable recreation activity, a healthy form of exercise and a tourism draw card.

It aims to make it easier for people to get out on their bikes and safer for people who already ride. It will improve the well-being of all Victorians, create better places to live, support a stronger economy and generate jobs and contribute to a healthier environment.

## City of Greater Geelong Cycle Strategy, 2008

The Strategy has been developed to provide Council with guidance on expanding Geelong's on and off road cycle network, improving bicycle facilities, enhancing cyclist education and delivering promotions that encourage people to cycle as a means of transport, recreation and sport. Providing for cycling is about connecting key origins such as residential areas with key destinations such as employment, education and sport or recreation areas via quality bicycle lanes and paths. Priorities for the improvement of the network are outlined in Section 6.5.3.

## 2.2 Planning Scheme Provisions

Many of the strategies and guidelines detailed above form part of the Greater Geelong Planning Scheme, and are included as reference documents to guide the exercise of discretion when considering applications for uses and/or development within Portarlington.

The key State and Local Planning Policies, together with the zone/overlay provisions are summarised in Tables 2 to 5.

Table 2. State Planning Policy Framework

Clause	Key Objectives & Strategies
11: Settlement – Urban Growth	Seeks to ensure there is sufficient land available for existing and future communities through the provision of housing, employment, commercial, recreational and open space, community and infrastructure. It sets out the need to facilitate the orderly development of urban areas through the preparation of a hierarchy of structure plans.
11.14: Localised Planning Statements	To protect and enhance the valued attributes of the distinctive areas of the Bellarine Peninsula.
12: Environment and Landscape Values	To protect the health of ecological systems and the biodiversity they support (including ecosystems, habitats, species and genetic diversity) and conserve areas with identified environmental and landscape values.
13: Environmental Risks	To adopt a best practice environmental management and risk management approach which aims to avoid or minimise environmental degradation and hazards.
14: Natural Resource Management	To assist in the conservation and wise use of natural resources including energy, water, land, stone and minerals to support both environmental quality and sustainable development.
15: Built Environment and Heritage	Ensure all new land use and development appropriately responds to its landscape, valued built form and cultural context, and protect places and sites with significant heritage, architectural, aesthetic, scientific and cultural value.
16: Housing	Planning should provide for housing diversity, and ensure the efficient provision of supporting infrastructure, access to services and affordability.

17: Economic Development	To contribute to the economic well-being of communities and the State as a whole by supporting and fostering economic growth and development by providing land, facilitating decisions, and resolving land use conflicts, so that each district may build on its strengths and achieve its economic potential.
18: Transport	To ensure an integrated and sustainable transport system that provides access to social and economic opportunities, facilitates economic prosperity, contributes to environmental sustainability, coordinates reliable movements of people and goods, and is safe.
19: Infrastructure	Planning for efficient, equitable, accessible and timely social and physical infrastructure.

Table 3. The Local Planning Policy Framework

Clause	Key objectives	Strategies and implications for the study area
21.05: Natural Environment	The municipality includes a rich diversity of flora and fauna, including rare and unique species and communities, major waterways, large coastal areas and complex freshwater and marine wetlands.	To consider and protect, maintain and enhance waterways, biodiversity and coastal environments.  To consider impacts of floodways, wildfires, climate change adaptation and the efficient use of natural resources.
21.06: Settlement and Housing	Between 2006 and 2031, it is estimated that the municipality will need to accommodate an additional 63,000 persons and approximately 41,000 new dwellings.	Portarlington is not a designated growth area within the City of Greater Geelong.  Provide for consolidation of urban areas in a managed way and ensure development responds to existing neighborhood character. New subdivisions target of 15 dwellings per hectare.  Increased housing density should be encouraged around the Portarlington Town centre which has been identified as an Increased Housing Diversity Area.
21.07: Economic Development and Employment	The provision of high quality living, working and recreational environments is critical to attracting and retaining highly skilled people and the businesses in which they work.	Ensure that new retail development is directed to activity centres and is consistent with the role and function described in the Retail Activity Centre Hierarchy. The role of the Portarlington centre is defined as a 'Town Centre'.  To provide an adequate supply of appropriately located industrial land.  Within the Bellarine Peninsula rural areas, support appropriately scaled, high quality, landscape responsive tourism uses that are subservient and complimentary to their rural landscape and environmental setting and are associated with agricultural activity on the land.  Support the development of food, horticulture and viticulture industries in appropriate locations on the Bellarine Peninsula and the development of seafood and aquaculture in appropriate locations at Portarlington.
21.08: Development and Community Infrastructure	Establishes the need to provide social and community infrastructure and other key infrastructure such as utilities, roads, rail, port, public transport and open space in a	To ensure safe, accessible and connected community infrastructure and open space network and improve public transport, bicycle and pedestrian linkages.

	efficient and timely manner.	
21.14: The Bellarine Peninsula  (Subject to change through a planning scheme amendment process for the Portarlington Structure Plan)	The Bellarine Peninsula is one of the fastest growing areas in Geelong. Appropriately managing urban growth will be critical to retaining the Peninsula's identity and attributes.  It is important to preserve the individual character, identity and role of each Beallrine township and maintain urban breaks between settlements.	Support a mix of retail, commercial, community and entertainment uses within the Portarlington town centre.  Encourage development which respects the coastal landscape setting of Portarlington by: <ul style="list-style-type: none"> <li>• Providing reasonable sharing of views of the coast and foreshore.</li> <li>• Promoting contemporary design that reflects the existing scale, setbacks, spacing, forms and materials of the buildings in the locality.</li> <li>• Ensuring that development allows for the protection of significant vegetation and/or planting around buildings.</li> </ul> Support the development in Portarlington of a community centre within an existing building, a new fire station, a focal building at 22-34 Newcombe Street and the integration of the town centre with the pier-foreshore area.  Support development in the Portarlington town centre, incorporating accommodate uses above ground floor level.

Table 4 – Greater Geelong Planning Scheme Zones applicable to Portarlington

Zones	
Residential Growth Zone Schedule 3 (RGZ3)	The zone has been applied to land surrounding activity centres, known as Increased Housing Diversity Areas. It supports the provision of housing at increased densities and a range of housing types in locations offering good access to services and transport. Schedule 3 allows for a maximum building height of up to 10.5 metres.
General Residential zone. Schedules 1 and 2. (GRZ1 & GRZ2)	The zone provides for residential development at a range of densities with a variety of dwellings to meet the housing needs of all households. The majority of land in Portarlington is zoned General Residential - Schedule 2, known as incremental change areas.
Low Density Residential Zone Schedule 2 (LDRZ2)	This zone has been applied to the area known as the Portarlington Holiday Units on Smythe Street/ Queenscliff Road. Schedule 2 allows subdivision to a minimum lot size of 0.2ha in areas connected to reticulated sewerage.
Rural Living Zone (RLZ)	The zone provides for residential use in a rural environment.
Commercial 1 Zone	The town centre is zoned Commercial 1. The purpose of this zone is to create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses.
Commercial 2 Zone	The small commercial area on the west side of Geelong Road on the approach to Portarlington town centre is zoned Commercial 2. The area is currently subject to a planning scheme amendment to change the zone to mixed use.
Farming Zone (FZ)	The majority of the land beyond the settlement boundary is zoned FZ.
Other zones	<ul style="list-style-type: none"> <li>• Public Park and Recreation Zone (PPRZ)</li> <li>• Public Conservation and Resource Zone (PCRZ)</li> <li>• Special Use Zone Schedule 3 - Private Golf Course (SUZ3)</li> <li>• Public Use Zone Schedule 1 - Service and Utility (PUZ1 ) and Schedule 5 - Cemetery/ Crematorium (PUZ5).</li> </ul>

	• Road Zone
--	-------------

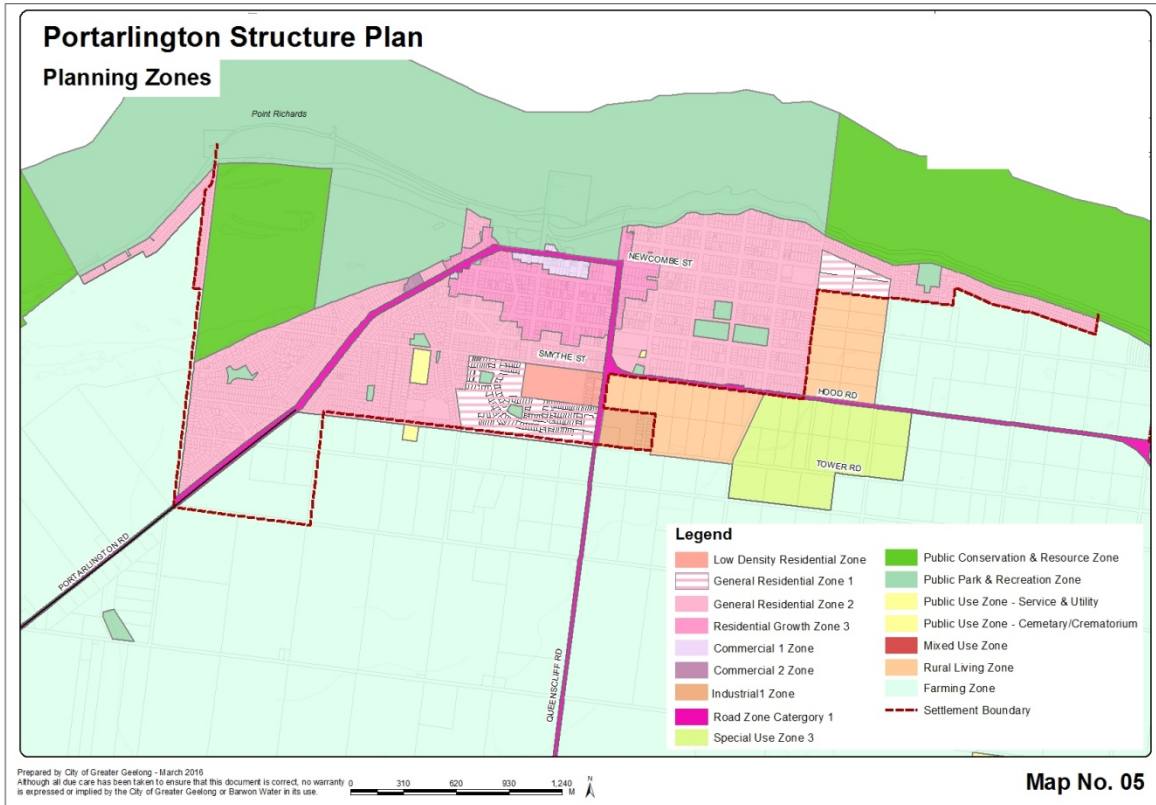
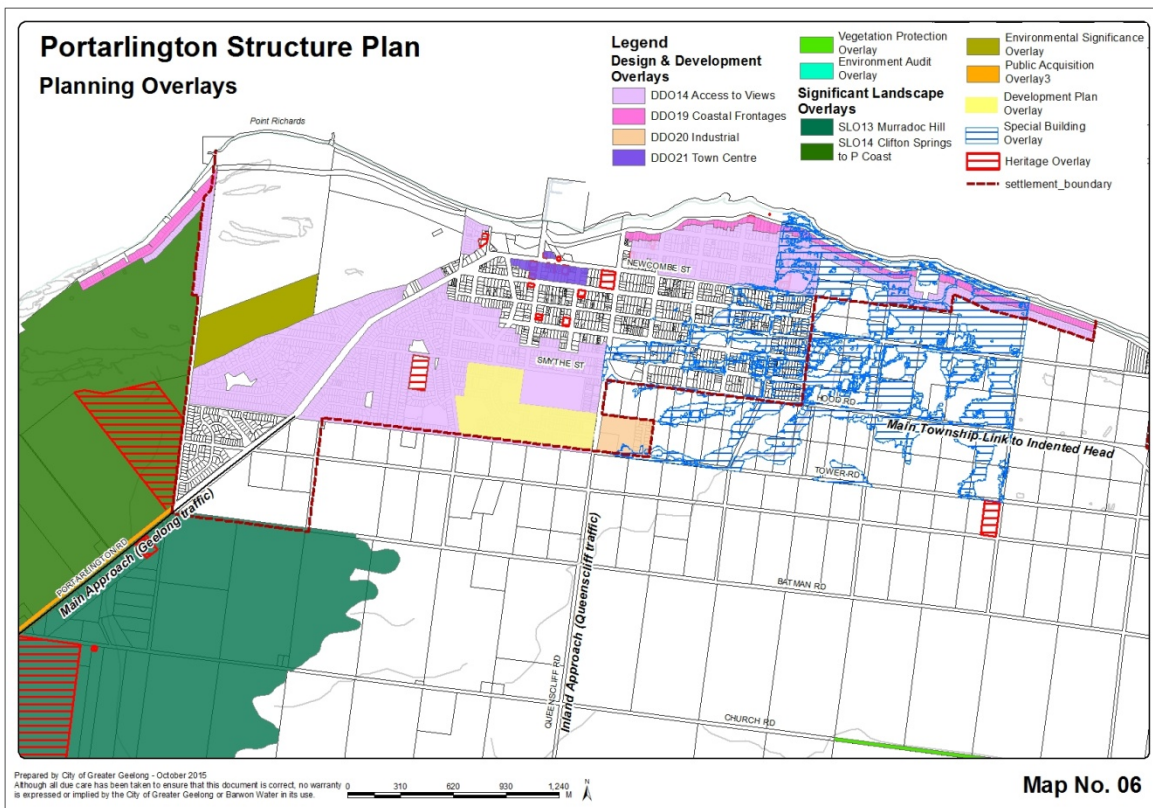


Table 5 – Greater Geelong Planning Scheme Overlays applicable to Portarlington

Overlays	
Design and Development Overlay	<ul style="list-style-type: none"> <li>• Schedule 14: Dwellings over 7.5 metres in areas with access to views.</li> <li>• Schedule 19: Residential Coastal Frontages</li> <li>• Schedule 20: Industrial 1, 2 and 3</li> <li>• Schedule 21: Portarlington Town Centre</li> </ul>
Significant Landscape Overlay:	<ul style="list-style-type: none"> <li>• Schedule 13: Murradoc Hill</li> <li>• Schedule 14: Clifton Springs to Portarlington Coast</li> </ul>
Vegetation Protection Overlay	
Environmental Significance Overlay	
Environmental Audit Overlay	Applied to land at 44-46 Geelong Road to ensure that potentially contaminated land is suitable for a use affected by any contamination.
Public Acquisition Overlay	Schedule 3 (VicRoads Proposed Road –Category 1)
Development Plan Overlay	Applied to Arlington Rise development area.
Heritage Overlay	<ul style="list-style-type: none"> <li>• HO1544 St. John's Anglican Church 11 Brown Street</li> <li>• HO1545 Masonic Hall 28 Brown Street</li> <li>• HO1557 (former Mansell Lodge) 6 Drysdale Street</li> </ul>

- HO1558 "Claremont" Residence, 15 Drysdale Street
- HO1562 Residence (former Post Office), 1 Harding Street
- HO326 R.S.L. Hall, 8 Harding Street, Portarlington
- HO1563 St Patrick's Catholic Hall, 10 Harding Street
- HO1564 former Methodist Church), 27-29 Harding Street
- HO1575 Band Rotunda and Weighbridge, Newcombe Street
- HO1576 former Family Hotel, 40 Newcombe Street
- HO1577 former Old Bakery, 48 Newcombe Street
- HO1578 Shop 62 Newcombe Street
- HO323 "Grand Hotel", 76-80 Newcombe Street
- HO1579 Portarlington Primary School, 100 Newcombe Street
- HO1580 197-201 Newcombe Street
- HO49 Rosedale (formerly Lincoln's Farm House), 1-65 Point Richards Road
- HO1588 2450 Portarlington Road, Bellarine
- HO1592 Portarlington Cemetery, 32-40 Smythe Street
- HO324 Matthew Flinders Memorial, The Esplanade
- HO1603 "Carrick" 30 The Esplanade
- HO1607 "Nargoondy" 470 Tower Road
- HO19 Portarlington Flour Mill, 7 Turner Court



**Planning Scheme Amendments of note.**

- C93. Rezoned the land at 23-31 Mercer Street and 6 – 18 Oxley Street and a portion of the adjoining Dylene caravan park from Rural Living Zone to Residential 1 zone to provide for a retirement village. (November 2009)
- C129. (January 2010). This involved a major review of the Municipal Strategic Statement of the Planning Scheme. Specific to Portarlington, Clause 21.14 (Bellarine Peninsula) based on outcomes from the adoption of the Portarlington Structure Plan in 2007. C129 also included the application of a DDO21 for land in the town centre and replace the DDO [DDO14] for sharing views in areas of land with residential

coastal frontage with a new DDO19.

- C134. Rezoned the land at 60 – 82 Smythe Street and 161 – 239 Tower Road (Arlington Rise) from Low Density Residential Zone to Residential 1 and apply a number of DDOs. (February 2008).
- C177. Applied Significant Landscape Overlays (SLOs) on the Bellarine Peninsula including SLO13 and SLO14 to the south west of Portarlington; and updated the Municipal Strategic Statement. (February 2011)
- C222. Rezoned the car park at 43-45 Fenwick Street from Residential 1 to Business 1 (now CZ1) and modify DDO21 based on recommendations of the UDF.
- C245. Introduced the revised DDO14 permanently into the Planning Scheme and replace the interim provision that had been in place since 2000. (July 2012)
- C265. Introduced the Special Building Overlay (SBO) to land subject to flooding by the 1% AEP flood event.
- C300. Implemented the new residential zones, that were applied across Victoria, into the Planning Scheme. Residential land in Portarlington was included in the General Residential Zone, Schedules 1 and 2 and Residential Growth Schedule 3.
- C309. Implements the findings of the Low Density Residential Zone Review (2013) and included the Low Density Residential Zone land within Portarlington as LDRZ Schedule 2; allowing subdivision down to 0.2ha. (May 2015).

#### **Significant amendments – Yet to be determined.**

- C321. Rezone the land at 30-42 Geelong Road from Commercial 2 to Mixed Use. The Environmental Audit Overlay will also be applied to the land subject to rezoning.
- C327. Rezone the area bounded by Geelong – Portarlington, Batman, Allens and Tower Roads from Farming Zone to General Residential Zone – Schedule 1.

### **2.3 Key Influences**

- Portarlington is not a designated growth location for residential growth under the Council's Municipal Strategic Statement or the G21 Regional Growth Plan 2013, with growth limited to identified structure plan settlement boundaries.
- Portarlington has a 'Town Centre' classification under the retail hierarchy.
- Strong State and Local Planning Policy provide directions for the protection, enhancement and management of:
  - Coastal environments.
  - Sensitive environmental assets, biodiversity and landscape features.
  - Rural environments and agricultural activities.
  - Non-urban break between settlements.
  - Building design and built form in the township, including the application of a range of policy and statutory controls.
  - The Bellarine Peninsula Strategic Plan and Community Service Plan 2006-2016 set out the community service needs for Portarlington.
- There is an opportunity for Portarlington to build on and grow its tourism and aquaculture economy, which could be assisted by the upgrade of the Portarlington Pier and Safe Harbour and a potential ferry to Melbourne.

DRAFT

## 3.0 Natural and Urban Environment

The character of Portarlington is defined by its key landscape attributes: Port Phillip Bay, the foreshore, rural hinterlands and reserves. The values of these key attributes are significant for the local and wider environment and are intrinsic to the identity of the township and the community. A number of strategic documents were outlined in Section 2.1 that address the coastal and natural environment, climate change and flooding.

### 3.1 Natural Environment

#### 3.1.1 Key Environmental Features

Significant natural features form two of the edges of the township. The first is Port Phillip Bay and the foreshore to the north and the second is the Point Richards and its wetlands to the west.

Port Phillip Bay and the foreshore reserve form the entire northern edge of the township and this provides a natural barrier to development. These features form not only a focus and connection to the sea, but also provide significant scenic, recreational and environmental values for the township. Landform along the Portarlington foreshore is dominated by low cliffs and narrow sandy beaches. The cliffs back on to open grassland areas with walking and bike tracks for people to enjoy the views. The township is perched on top of the cliff and overlooks the pier and the bay. Buildings on the foreshore are low in form and generally sit nestled into the lee of the cliff.

Portarlington is an area of varying topography. At its western edge the land rises from the coastline at Point Richards to form Mount Bellarine at a height of approximately 130 metres AHD. Land to the east of the Portarlington – Queenscliff Road levels out so that the highest point in this area is only approximately 30 metres AHD. The majority of the eastern section of the Portarlington township consists of low lying coastal lands. Land to the west of Portarlington is partly coastal wetland and partly farming land. A significant landscape backdrop to the Portarlington township is formed by the Bellarine Hills.

Point Richards marks the north-western point of the Bellarine Peninsula where the coastline changes direction and heads southeast to Corio Bay. Point Richards is a large, triangular sand accumulation feature that projects over one kilometre seaward. It is the largest single sand accumulation feature on the Port Phillip Bay coast and has regional significance. The coastal area west of Ramblers Road to Spray Farm Road is also a site of regional significance. This contains a variety of coastal depositional features resulting from the relict coastal ridges, lagoons and the broad terrace of clay overlaid by coarse beach sand and shells.

Vegetation in the area is characterised by the existence of grasslands and farmland. However, there are interspersed pockets of treed areas, especially within the vicinity of the Portarlington Golf Course and on shoreline areas. Large Cypress trees are a dominant feature of the foreshore reserve, including the Bellarine Bayside Caravan Park and extending as far as the Portarlington Pier.

The main area of flora and fauna significance in the locality is the Point Richards Flora and Fauna Reserve. This reserve features grassy woodland, coastal salt marsh and wetland communities that have State significance. It is home to endangered remnant vegetation, rare plant species, wetland birds and the Southern Brown Bandicoot, which is listed as endangered under the Environment Protection and Biodiversity Conservation Act 1999. The Bellarine Catchment Network have also indicated that it is home to populations of the Growling Grass Frog (*Litoria raniformis*), which is listed as vulnerable nationally and endangered in Victoria.

Point Richards Road is a very important wetland for flora and fauna species and has a unique relationship between the Bay and stormwater inflows from the Portarlington Township. Ramblers Road Foreshore Reserve is located west of Point Richards Road and extends 1.1 kilometres westwards of the existing boat ramp at Point Richards. The reserve contains a low energy beach and coastal dune with a mix of remnant indigenous Dune Shrubland vegetation and planted exotic and native vegetation. There are areas of remnant salt marsh vegetation, wetland lagoons and a sandbar at the wider western end of the reserve. A management plan has been prepared for the Ramblers Road Foreshore Reserve and this is due to be updated by Council's Environment Team.

### 3.1.2 Key Views

A number of key views are identified throughout the township and enhance the coastal meets rural character of the township. The following views and vistas were identified:

- The Portarlington foreshore reserve and Port Phillip Bay from elevated areas of the township.
- The Portarlington township from the Geelong Road entry.
- Across Port Phillip Bay to the You Yangs and Melbourne from the Portarlington foreshore and hills surrounding the township.
- The rural land between Drysdale and Portarlington from the Geelong – Portarlington Road
- The roadside and Portarlington Golf Course vegetation from Hood Road.
- The back drop to the township formed by the rolling hills to Mt Bellarine from Point Richards and Port Phillip Bay
- The panoramic view from Murradoc Hill in Drysdale.

The Coastal Spaces Landscape Assessment Study was implemented in 2011 (C177). Significant Landscape Overlays (SLO) were applied to 5 locations across the Bellarine Peninsula. The SLO seeks to protect locally significant views and vistas that contribute to the landscape and to protect coastal vegetation when viewed from the coast. SLO13 (Murradoc Hill) and SLO14 (Clifton Springs to Portarlington Coast) are relevant.

### 3.1.3 Flood Risk

Map 07 sets out the areas currently known to be subject to flooding in Portarlington. Most of the area to the east of Portarlington is flat low lying coastal land that is subject to flooding and poor drainage. The drainage lines run in a north west direction from elevated areas of Portarlington commencing at Tower Road, Hood Road and Fisher Street. The area of land or 'gap' between Portarlington and Indented Head is also subject to flooding. The built up urban areas that are subject to flooding include the western edge and south western corner of the township as well as part of the Portarlington Golf Course and Portarlington Pony Club reserve.

The Portarlington East Main Drainage/Flood Study was adopted by Council in 2010. This report identifies land subject to flooding by the 1% AEP event within the low-lying area generally bounded by Fisher Street, Tower Road and Calhoun Road. The report recommends a mitigation scheme including levee construction, upgrades to the pipe network and basin improvements at a cost of \$4.4M to minimise hazardous and above floor flooding rather than eliminate all flooding in the study area. Amendment C265 applies a Special Building Overlay to flood prone areas identified by the report.

On the western side of the township there are areas outside of the flood study designated as flood prone for the purposes of Building Regulation 802 and are based on historic storm tide levels. These are predominantly along the coast, including Ramblers Road, the Bellarine Bayside Holiday Park and the Point Richards Flora and Fauna Reserve. Land south of Tower Road is also known to be flood prone, particularly adjacent to the main valley/watercourse.

It is noted that flood studies undertaken within the municipality have generally focussed on areas known to be subject to the frequent and serious drainage related flooding. Areas outside of those modelled cannot be assumed to be flood free, as Council and Corangamite Catchment Management Authority may undertake further studies/investigations.

Stormwater is discussed in Section 6.3.

### 3.1.4 Climate Change

The issue of climate change is complex and requires an integrated and collaborative risk management approach.

Portarlington's location on the Bellarine Peninsula makes it susceptible to climate change impacts, particularly those low-lying areas in the western and eastern parts of Portarlington.

In furthering the objectives of Council's Climate Adaptation Strategy 2011, one of the priority work areas, Coastal Planning, has seen the preparation of a 3<sup>rd</sup> Pass Local Coastal Hazard Assessment. This project also builds on the State Government's Coastal Inundation Dataset (2<sup>nd</sup> Pass Assessment). The project is currently emerging but its purpose is to provide data sets and spatial mapping of Geelong's coastline and potential future inundation as a result of sea level rise, storm surge and estuarine flooding. Upon completion of the 3<sup>rd</sup> Pass assessment, the findings of the report will assist planners and land and infrastructure managers to make decisions about land use and development on a local scale. Risk assessment and future options for climate change adaptation will form the implementation of the 3<sup>rd</sup> pass project.

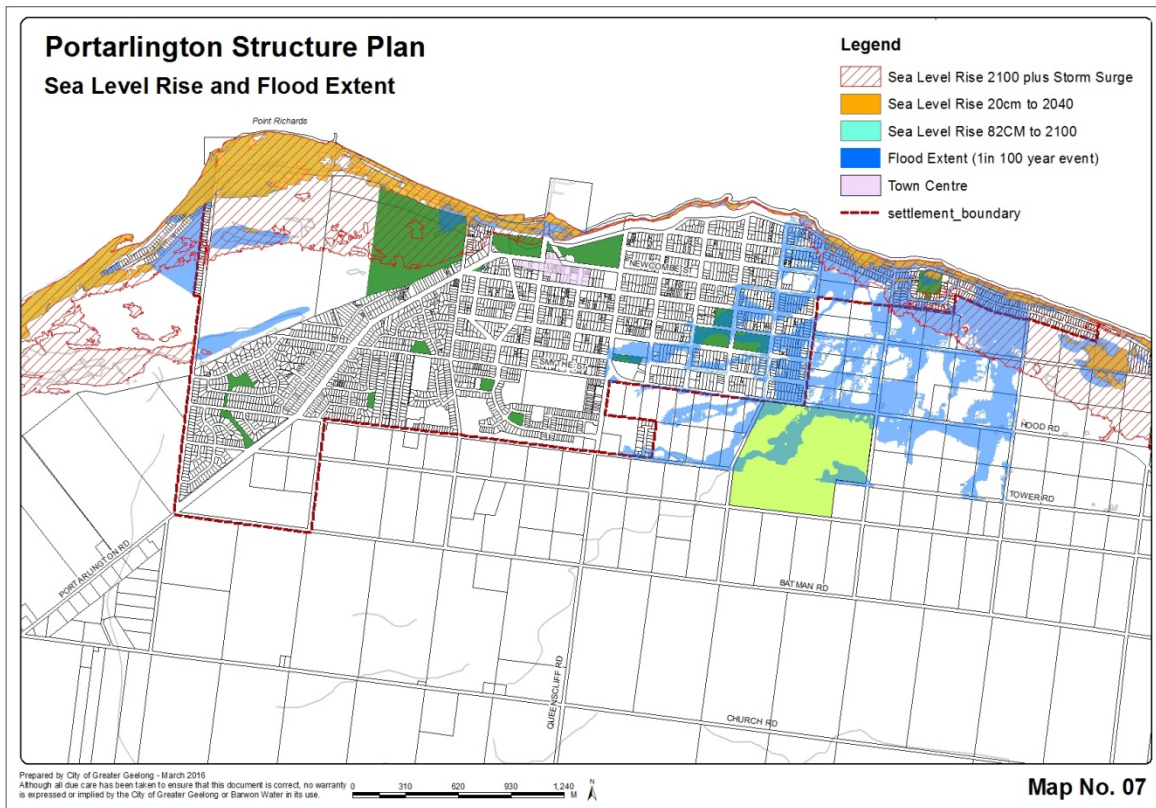
The Victorian Coastal Inundation Dataset provides a high level assessment of the potential risks from sea level rise and storm surge at a state-wide to regional scale for four different time periods (2009, 2040, 2070 and 2100). It can be used as an indicative assessment of which areas are likely to be at risk over different timeframes where a more detailed local assessment is not available. The Greater Geelong Planning Scheme requires Councils to plan for the 2100 year sea level rise (0.8 metres) for new greenfield development. In planning for possible sea level rise, an increase of 0.2 metres over current 1 in 100 year flood levels by 2040 may be used for new development in close proximity to existing development (urban infill).

There is a broader consideration required about the need for specific planning controls to guide land use and development in coastal adaptation areas, such as a new planning zone or planning overlay. These would need to be developed by the State Government. Until sufficient adaptation investigations have been undertaken on a state-wide basis, it is unlikely that such controls will be prepared. There has been discussion about the potential to amend the Land Subject to Inundation Overlay to include coastal sea level rise hazard, but this would need to be supported by detailed adaptation investigations.

The 2040 and 2100 sea level rise along with the 2100 storm 1% AEP storm surge is shown in Map 07. The impact of coastal inundation by the year 2100 will require careful coastal planning in the future. While some of these areas have established land uses, where new development is proposed it will need to be planned and assessed with regard to the State Planning Policy Framework, Local Planning Policy Framework including State Government advice on coastal planning matters and importantly, the findings and recommendations of the 3<sup>rd</sup> Pass Local Coastal Hazards Assessment and Council's Climate Change Adaptation Strategy.

#### **Ramblers Road**

Ramblers Road is amongst the built up areas most exposed to coastal hazards within the municipality. The area has a long history of drainage problems as a result of the low elevation and lack of grade, with recent works including the construction of a pump station. There has been a requirement for beach renourishment over the years, as well as construction of low scale coastal defences, to maintain the primary dune system. As this area of foreshore is Council managed, construction of further defensive structures exposes Council to long term expenditure and risk, adding complexity to management of the coast. In this context the 3<sup>rd</sup> Pass Local Coastal Hazards Assessment will need to carefully consider what adaptation measures are realistic and whether it would be appropriate to restrict the replacement of abandoned buildings. Consultation with the community on the project is expected during 2016.



### 3.2 Urban Environment

The urban environment of Portarlington is dominated by housing, which is located along each of the main approaches to the township, with the main commercial centre in the Study Area adjacent to the Portarlington foreshore.

#### 3.2.1 Portarlington Town Centre Character

The varied styles and setbacks of buildings within the town centre have not established a clearly distinguishable coastal character compared to other Bellarine Peninsula townships. A consistent element is the low-scale form of buildings, with the focal point of the centre being the Portarlington Grand Hotel.

As a part of the preparation of the 2008 structure plan feedback from the community identified a need to improve the appearance of buildings within the town centre. Another key element sought by the community was to encourage street life and pedestrian interaction, including an improved relationship between the pier/foreshore area. The 2008 Structure Plan required that the following be implemented:

- Prepare an Urban Design Framework (UDF)
- Apply a Design and Development Overlay to the Portarlington Town Centre, incorporating outcomes from the UDF
- Integrate the Town Centre and pier-foreshore area.

### 3.2.2 Streetscapes – Town Centre Urban Design Framework (UDF)

An urban design framework (UDF) for the Town Centre was completed in September 2011. The UDF provides direction for:

- Efficient utilisation of existing business zoned land and maximising site development opportunities particularly at identified key development sites;
- Building forms and streetscapes which contribute to a desired coastal and heritage characteristics;
- Centre and street access and connections (pedestrians and vehicles);
- Co-ordinated and efficient parking arrangements on and off street.

The UDF considers the public realm in terms of improving walkability, vehicular access and parking, development of a town square, landscaping and street planting and development principles for the private realm.

A notable town centre streetscape upgrade was undertaken in 2011/ 2012. Primarily this occurred along Newcombe Street between Harding Street and Brown Street and included the construction of a town square/ public space, landscaping and pedestrian safety measures in the vicinity of the Rotunda. To accommodate the town square Pier Street was blocked off at the previous intersection with Newcombe Street. Car parking, streetscape works and street plantings were also undertaken as a part of the Newcombe Street improvement works.

As part of the development of a Woolworths supermarket off Brown Street during 2013, some additional streetscape, car parking and streetscape works were undertaken.

Council should continue to promote the strategies of the UDF to continue to improve the Portarlington Town Centre public realm. This includes the development of a two way rear lane system in the block behind Newcombe Street and Fenwick Street. Not only will this provide better connectivity between town centre businesses and car parking it could also allow for new businesses and lane front activation to occur.

Other relevant strategies of the UDF include:

- Car parking and landscaping along Harding and Fenwick Streets; as well as on the western entrance to Portarlington Town Centre on Newcombe Street.
- On site car parking to be provided unless demonstrated that adequate provision can be made within the on-street network.
- Continuing to protect the Queensland Lacebark tree located near to Rotunda and Childcare centre.
- Promoting development at key sites, such as 22-34 Newcombe Street, which was also identified in the 2007 structure plan. There is also an opportunity to extend the car park off Fenwick Street, providing a connection to the supermarket.

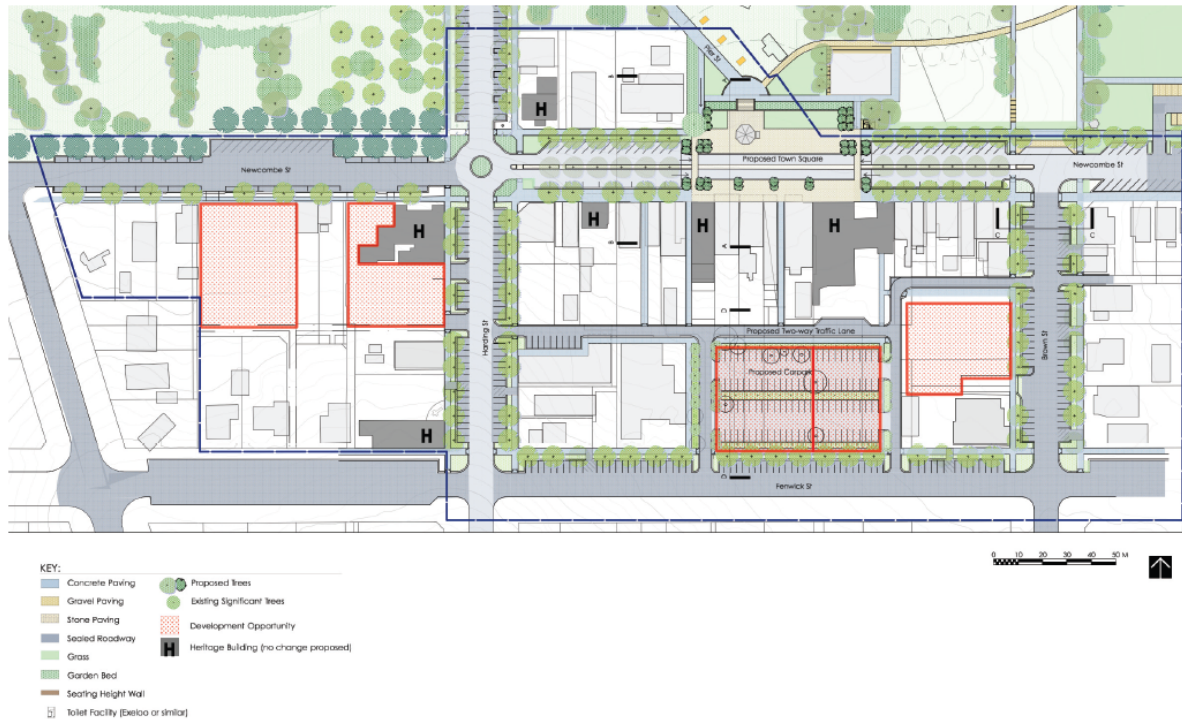


Figure 2. Portarlington Town Centre UDF - Public Realm Concept Plan.

### 3.2.3 Town Centre – Design and Development Overlay

A Design and Development Overlay, Schedule 21 was incorporated into the Greater Geelong Planning Scheme in 2011 (C222) to reflect outcomes of the UDF. This provides general design objectives for future development of the Town Centre.

### 3.2.4 Portarlington Pier and Safe Harbour

Section 2.1.5 set out the various of local and State strategies and policies that promote the upgrade of the Portarlington Safe Harbour. It is also identified as a priority project in the G21 Implementation Plan. The redevelopment of the harbour will be an economic driver for the Bellarine Peninsula creating employment in the growing aquaculture industry and generating further opportunities for leisure and tourism.

Portarlington Pier and Harbour is managed by Parks Victoria and provides amenities for commercial and recreational boat users, and fishermen. In 2009 Parks Victoria published the Port Harbour Masterplan. The masterplan provides direction for the upgrade of the harbour and foreshore and promotes integration of the harbour with the adjoining parkland and town centre. It includes plans for a wider pier that allows for the separation of pedestrians and vehicles, as well as new facilities for boating-related activities including:

- up to 45 commercial berths;
- up to 100 recreational berths;
- a service berth comprising refuelling and pump out; and
- capacity to accommodate a possible future ferry service and tall ships within breakwater extensions.

The State Government in 2014 committed \$15 million to the delivery of Stage 1 of the project to upgrade the existing pier (\$3 million; completed mid 2015); and deliver the commercial berths, ferry berth, and extension to the pier and breakwater (\$12 million; due to commence Feb 2016).

### 3.3 Residential Character

Portarlington is a seaside town with a low density suburban character and predominantly one and two storey dwellings with backyards. The majority of subdivisions within the established part of Portarlington have wide grass verges with no footpaths or curb and channelling.

Since the 2007 structure plan was adopted a number of implementation actions have been completed as outlined below:

- A Design and Development Overlay, Schedule 14 (DDO14) was revised and permanently incorporated into the Greater Geelong Planning Scheme to replace an interim provision that was in place since 2000. DD)14 applies to various properties in Portarlington and provides guidance around the sharing of views to significant features.
- A Design and Development Overlay, Schedule 19 (DDO19) was applied to properties along the coastal edge. This DDO guide's development along the foreshore area to ensure there is opportunity for view sharing and to ensure development is consistent with the spacing and setting of dwellings and the coastal theme of the area.

Clause 21.14 The Bellarine of the Greater Geelong Planning Scheme contains a strategy that requires development to respect the coastal landscape setting of Portarlington by providing for the reasonable sharing of views of the coast and foreshore. The strategy was included in Clause 21.14 to recognise the DDO14, DDO19 and DDO21 overlays. In a decision by the Victorian Civil and Administrative Tribunal in 2013 relating to a planning permit for 11 Hawthorn Street, Portarlington (P3541/2012) it was determined that the sharing of views under Clause 21.14 applied across the entire residential area of Portarlington. This is not the intention of Clause 21.14. Clause 21.14 should therefore be amended to provide a link to the overlays.

#### 3.3.1 Increased Housing Diversity Areas

In 2008 Council adopted the City of Greater Geelong Housing Diversity Strategy 2008 (Section 2.1.3). Increased Housing Diversity Areas (IHDA) were incorporated into the Planning Scheme through Amendment C129. These areas were rezoned Residential 3 at the time. Portarlington was an area identified as an IHDA and the extent is shown on Map 2.

#### Amendment C300- Reformed Residential Zones

In 2013 the State Government released new residential zones for Victoria. The new residential zones- Residential Growth Zone, General Residential Zone and Neighbourhood Residential Zone- replaced the existing Residential 1, 2 and 3 zones. The new residential zones better respond to present-day requirements and give greater clarity about the type of development that can be expected in any residential area.

The City of Greater Geelong implemented the reformed residential zones through Amendment C300 to the Greater Geelong Planning Scheme. The amendment also made consequential changes to the Planning Scheme including the Local Planning Policy Framework, Planning Overlays and Incorporated Documents.

The proposed changes to the Portarlington township include the conversion of the Residential 1 Zone to the General Residential Zone Schedule 1 and the Residential 3 or IHDA to the Residential Growth Zone Schedule 3. For Portarlington the Residential Growth Zone included a Schedule 3 to the Residential Growth Zone, Coastal Increased Housing Diversity Areas. This sets a maximum building height of 10.5m.

An additional *Clause 22.63: Increased Housing Diversity Areas* was added to the Local Planning Policy Framework. Clause 22.63 also provides specific design objectives relating to the coastal areas such as Portarlington. This seeks innovative architecture to suit the coastal setting and streetscape openness and canopy tree and large scrub plantings on sites.

### 3.4 Key Influences

- Significant biodiversity and sensitive environmental features, including remnant vegetation, grassy woodland, coastal salt marsh and wetland communities require protection.
- A need to recognise the significant landscape and natural features and key views, including Port Phillip Bay and the foreshore reserve, Point Richards and its wetlands, coastal ridges and the backdrop of the Bellarine Hills.
- Indigenous cultural heritage values require protection.
- Flooding, climate change and potential sea level rises could have significant impacts on low lying coastal areas.
- An Urban Design Framework has been prepared for Portarlington Town Centre and there is an opportunity to continue to enhance the character and pedestrian connectivity of the centre through an on-going program of improvement works.
- The opportunity to improve the integration of the Portarlington Town Centre with the Portarlington Pier- Foreshore precinct through the Port Harbour Masterplan.
- The opportunity to improve housing diversity and infill in Increased Housing Diversity Areas.

## 4.0 Demographics & Social Profile

Statistics in this section refer to the 2011 census and the ID.Profile module or forecasts from the ID.Forecasting module. The boundaries for both modules are different and the ID.Forecast module includes more of the rural land outside of the settlement boundary and areas outside of Portarlington.

### 4.1 Past Population Growth

In 2011 Portarlington had a total permanent population of 3,226 usual residents. This is an increase from a population of 2,878 in 2001, or 348 people; 1.15% annually. Portarlington's population in 2016 is estimated to be 3,576 persons and is calculated by extrapolating the ID.Profile statistics.

Table 06. Portarlington usual residence population.

Year	2001	2006	2011	2016
Population of Portarlington (Usual residence)	2,878	3,018	3,226	3,576

### 4.2 Peak Population 2011

Portarlington is a coastal township and tourist destination, which experiences high dwelling vacancy rates outside the summer holiday period. On census night in 2011 the vacancy rate was 43.4% or 1,116 out of a total 2,572 dwellings. This high vacancy rate suggests there is a high level of holiday homes in the town. Traditionally this has been the case with the vacancy rate being relatively consistent over previous census nights at 43.6% and 40.7% in 2006 and 2001 respectively. This has implications for housing growth in terms of whether Council should be promoting future housing growth to cater for the holiday market, rather than permanent residents.

The significant numbers of tourists and holiday makers who visit Portarlington each summer have a considerable effect upon the resident population and retail sectors of the township. The estimated peak overnight population for the township over the Christmas school holiday period from December 2013 to January 2014 is 16,678 people. Table 6 below provides a snapshot of the distribution of tourist/holiday maker accommodation.

Table 7 –Peak Overnight Population 2013/2014 (Dec 2013-Jan 2014)

Population Holiday Homes	Population Caravan Parks or Camping Sites	Population Hotels, Motels, Units & B&Bs	Peak Overnight Population
6,626	6,185	35	16,678

(Source: Geelong Economic Indicators Bulletin, 2013)

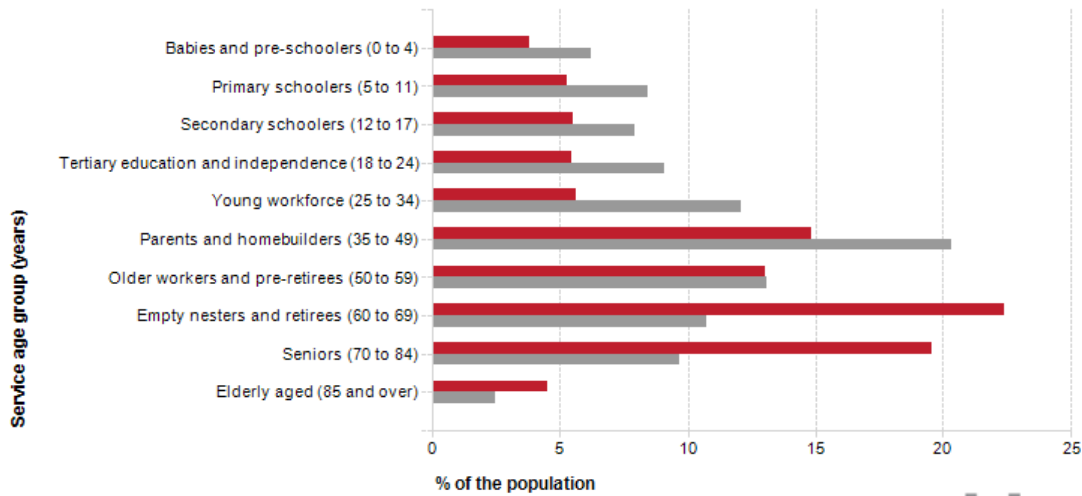
### 4.3 Age Structure

Almost half (46.4%) of Portarlington's population is aged over 60 years old as shown in Figure 3. This is significant when compared to the Greater Geelong age structure profile, which has only 22.8% aged over 60 years old. Conversely, Portarlington has a lower percentage of people in age of the service age cohorts under 49 years old when compared with Greater Geelong. The 'Young workforce' (25-34) is particularly low at 5.6% when compared to the Greater Geelong 12.1%.

## Age structure - service age groups, 2011

Total persons

■ Portarlington ABS State Suburb ■ City of Greater Geelong



Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Usual residence data)  
Compiled and presented in profile.id by .id, the population experts.

.id  
the population experts

Figure 03. Age structure by service age groups.

### 4.4 Dwellings & Household Size

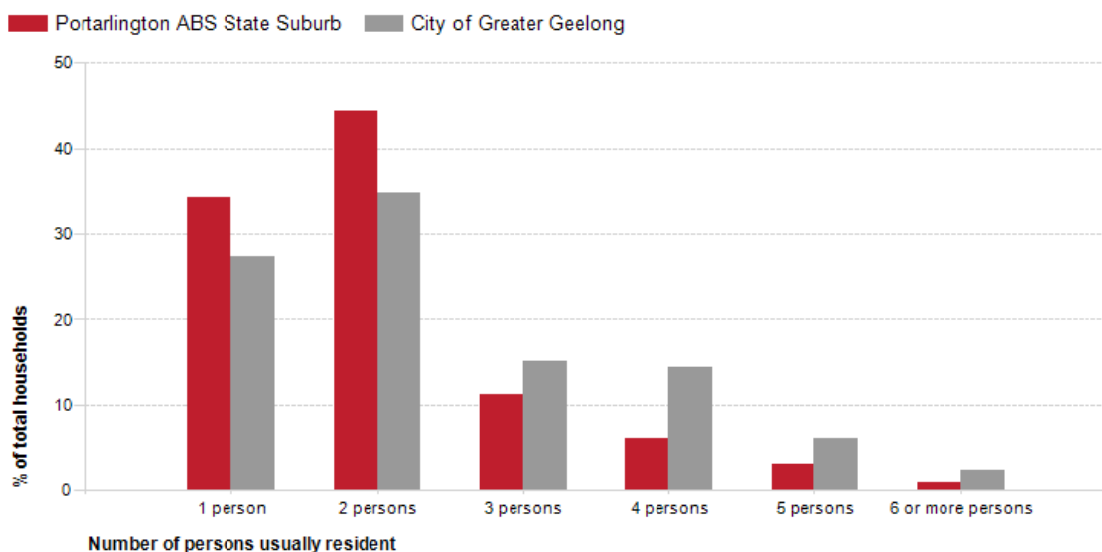
The total number of dwellings in Portarlington was 2,572. Of the total Portarlington households, 51.1% were fully owned; a decrease from 64.8% in 2001. The percentage of households mortgaged was 21.0% with 22.0% rented. Rented social housing is low at 0.8%, particularly when compared with Greater Geelong at 4.2% (See Figure 4).

The average household size in Portarlington is 2.06 persons, which is considerably lower than Greater Geelong with a average household size of 2.42 persons.

Portarlington household size is dominated by sole (34.3%) and two persons (44.4%) usually in residence, which is higher than Greater Geelong at 27.4% and 34.8% respectively. The number of four persons usually in residence in Portarlington at 6.1% is half that of Greater Geelong at 14.4%.

A large proportion of persons over 65 years old reside within sole person households at 19% in Portarlington, which is almost double the Greater Geelong percentage of 10.9%. These statistics reinforce the older age structure of Portarlington, and highlights that community services for residents in the above 65 age group will be those most in demand in Portarlington, especially for those who wish to remain independent and living in their own homes.

## Household size, 2011



Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Enumerated data)  
Compiled and presented in profile.id by .id, the population experts.

.id  
the population experts

Figure 4. Portarlington household size.

### 4.5 Labour<sup>1</sup> Force & Income

The Labour Force Participation Rate for Portarlington was 39.8% per cent, which is significantly lower than the Greater Geelong rate at 58.8% and is the lowest across the municipality. Of the 1,125 people in the Portarlington labour force, 52.2% were fully employed, 39.1% were part time employed and 6.0% were unemployed. These labour force figures are similar to those for Greater Geelong.

Only 11.6% of Portarlington's population was under the age of 15 years, compared to 18.4% for Greater Geelong. This, coupled with the high percentage of the population aged 15 and over and not in the labour force (53.4%; 1,724 people), reinforces that a significant proportion of the township's population is retired.

Of those people employed in Portarlington the most prominent industry sector categories were 'health care and social assistance' (13.0%), 'construction' (12.5%), 'retail trade' (9.7%) and manufacturing (9.3%). The most prominent occupation of employment, based on the census categories were 'technicians and trades workers' (17.0%), 'professionals' (16.1%) and 'clerical and administration' (13.6%).

For weekly household income 40.8% of Portarlington households are in the lowest income quartile and only 10.3% are in the highest quartile, which shows significantly lower income rates when compared with 29.0% and 19.5% respectively for Greater Geelong. To reinforce the low income rates, this median individual weekly income was \$786, which compares to \$822 for Greater Geelong and \$868 across the entire State.

### 4.6 Journey to Work

The private car was the dominant mode of transport for Portarlington residents to travel to work, either as a driver or passenger at 72.2%<sup>2</sup>. Only 1.3 people walked to work and 1.0% cycled. People working from home in Portarlington was 7.0%, which was more than double the percentage for Greater Geelong at 3.2%.

<sup>1</sup> Proportion of the population aged 15 years and over that was employed or actively looking for work.

<sup>2</sup> Note that 15.3% of people did not go to work or did not provide a response to the census.

These statistics highlight that the majority of Portarlington residents who are in the workforce, must use a private vehicle to travel to work and are likely to be employed outside the township. This conclusion is consistent with the labour force figures above, which indicated a significant proportion are employed in industries not in the township.

#### 4.7 Socio-Economic Index

The Socio Economic Index for Areas (SEIFA) measures the relative level of social disadvantage. The SEIFA index is derived from attributes that reflect disadvantage such as low income, low educational attainment, high unemployment, and jobs in relatively unskilled occupations.

The Australian average of SEIFA is set at 1,000 so both Greater Geelong (992.9) and Portarlington (953.4) are below this amount and are therefore relatively disadvantaged. Portarlington is the eighth most disadvantaged suburb out of 29 for Greater Geelong<sup>3</sup>. The SEIFA index for Geelong ranges from 745.4 in Norlane – Northshore to 1102.7 in Wandana. Victoria has a SEIFA of 1009.6.

Australian Early Development Index 2012 (AEDI) measures childhood development across five domains: physical health and wellbeing, social competence, emotional maturity, language and cognitive skills, and communication skills and general knowledge. When compared to Greater Geelong, Portarlington children have lower than average rates of vulnerability with 11.1% of children being identified as developmentally vulnerable in one or more domains of the AEDI compared with 18.8% of the Greater Geelong community. This does not reflect the low SEIFA rating for the township.

One potential factor that may skew the results for Portarlington and is not considered in the SEIFA index is the issue of people who are “asset rich and cash poor”. This phenomenon is becoming more evident in townships on the Bellarine Peninsula, where many of the large elderly population own highly valuable developed real estate, but they have relatively low weekly incomes.

#### 4.8 Population Projection 2016

The projected population of Portarlington to 2031 is shown in Table 8 below. As noted earlier the boundaries for both ID.Profile and ID.Forecast modules are different. Both figures have been provided in Table 8 below.

Table 8 – Portarlington Projected Population

Year	2015	2016	2021	2026	2031
ID. Profile Persons	3,512	3,576	3,881	4,229	4,530
ID. Forecast Gazetted locality	3,701	3,769	4,090	4,456	4,771

The forecast age structures for service age groups are shown in Figure 5. The total change forecast for each service age group is shown in Figure 6.

The population projections indicate that the township will continue to have a large proportion of older residents. Therefore, providers of community and health services will have to focus on supporting elderly residents. It is

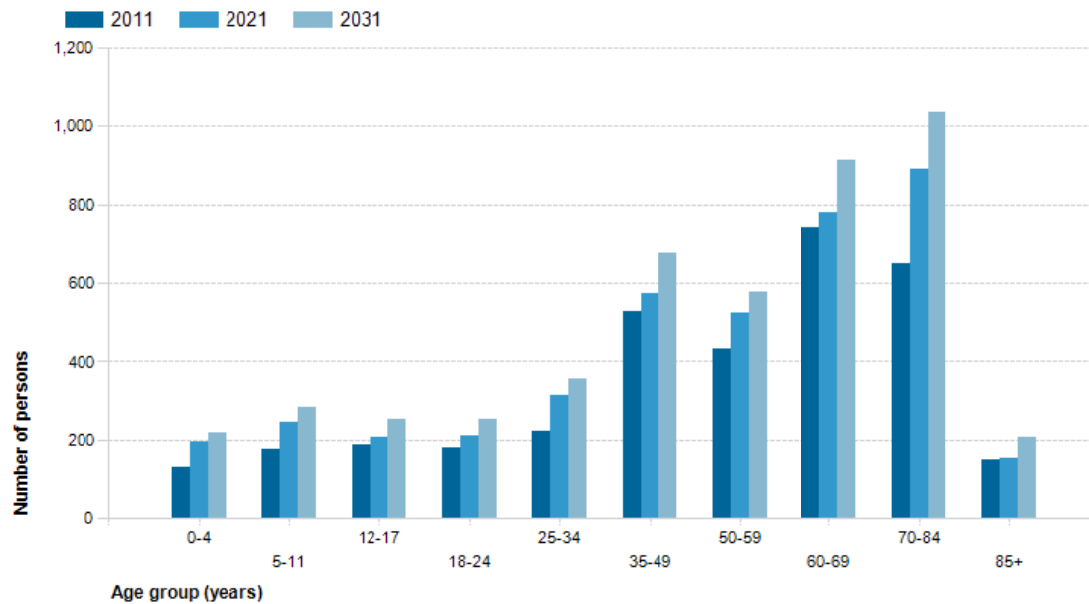
<sup>3</sup> For SEIFA the State Suburb boundary is used. Not all Greater Geelong State Suburbs have a SEIFA index provided, including rural State Suburbs with small or limited populations.

indicated in the projections that there will be a need to provide services for children, including, pre-school and primary education in Portarlinton.

Additionally, there may be a need for the provision of a greater range of housing choices, such as, medium density housing and housing on smaller lots to meet the needs of the aged population.

### Forecast age structure - Service age groups

Portarlinton - Total persons



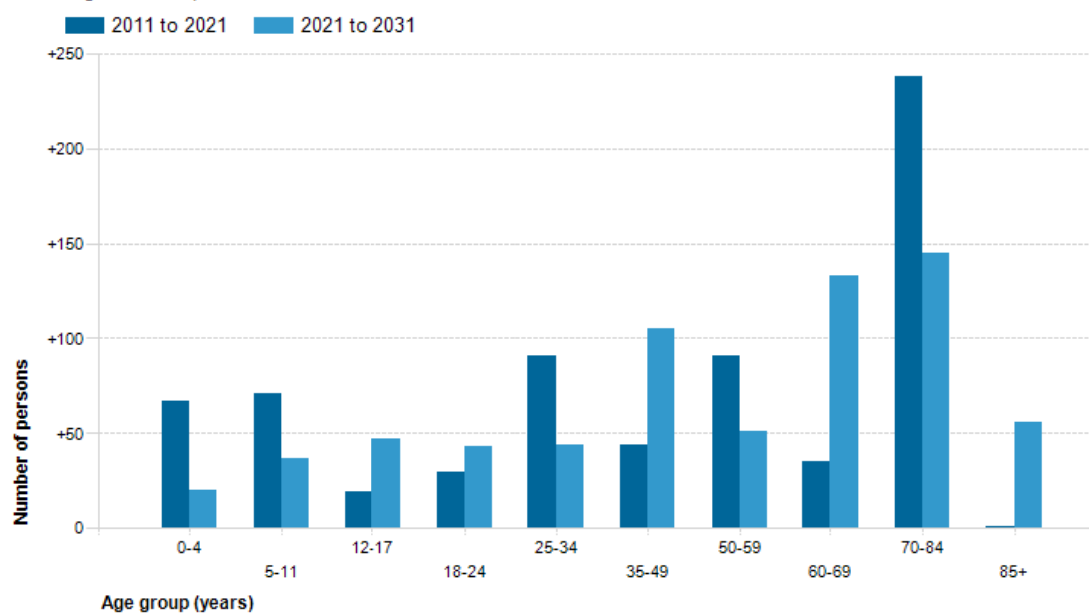
Population and household forecasts, 2011 to 2036, prepared by .id the population experts, May 2015.



Figure 5. Forecast age structure.

### Forecast change in age structure - Service age groups

Portarlinton - Total persons



Population and household forecasts, 2011 to 2036, prepared by .id the population experts, May 2015.



Figure 6. Forecast change in age structure.

#### 4.10 Key Influences

- A high proportion of older residents and residents live alone, requiring a higher level of community and social services.
- A significant influx of people in the summer holiday season with high dwelling vacancy rates during the off season.
- Low labour force participation rate and household income with most residents employed outside the township.
- An area of socio-economic disadvantage.
- A private car reliant population.

DRAFT

## 5.0 Township Facilities & Services

Portarlington is relatively well serviced by a range of 'local' community services, open space and recreation facilities. The majority of health, social and community services are based in larger adjacent towns or in Geelong and are provided on a regional-wide basis.

### 5.1 Local Community Services and Facilities

The following list outlines the most important facilities available within the township of Portarlington, also shown on Map 8:

- Community Health Centre including Maternal and Child Health Service
- Portarlington Pre School
- Portarlington Primary School
- Community Centres; including a Neighbourhood House, Parks Hall (Managed by Bellarine Bayside Foreshore Committee of Management (Bellarine Bayside) and a senior citizens centre
- Aged Care Facility
- Country Fire Authority Station
- Police Station
- Post Office
- Four Churches and a cemetery
- Returned and Services League Sub Branch
- Portarlington Pier and Safe Harbour

#### 5.1.1 Health Services

Bellarine Community Health Inc (BCH) provides a wide range of primary health and aged care community services to residents of the Bellarine Peninsula, including community health programs and Home and Community Care Services. BCH operates five community health centers on the Bellarine Peninsula, including Portarlington Community Health Centre that services the northern Bellarine.

BCH has no formal plans to change the current level of services provided at the Portarlington Community Health Centre. Some minor refurbishments have recently been undertaken at the centre. However, the centre is in the latter stages of its lifespan and a new building will be required in the longer term.

#### 5.1.2 Aged care

Ann Nichol House was sold by Bellarine Community Health to Arcare in September 2014. Ann Nichol house is a 60 bed residential aged care facility that provides permanent and respite accommodation for 40 frail aged or disabled persons and 20 people with dementia. Arcare have indicated they will seek to extend the facility by up to 40 beds in the future.

The provision of aged care and the loss of Ann Nichol House was a concern for the community. BCH continue to focus on providing services to help people remain in their homes and community as long as possible. There is a very high proportion of older residents within Portarlington and it is expected that this number will continue to increase over the next 15 years. There continues to be a shortage of affordable residential aged care in the Northern Bellarine. It will be necessary to provide a range and style of housing that will be suitable for older residents. Residents should be encouraged to stay in their homes as long as possible through adaptable housing design. Furthermore, housing for older residents should be encouraged close to existing commercial, social and other relevant services to allow pedestrian accessibility.

### 5.1.3 Education Facilities – Schools

Portarlinton Primary school is located to east of the town centre. The school has a capacity of 200 students and in 2015 had an enrolment of 171 students; up from 158 in 2014. The Department of Education and Training (DET) have advised that Portarlinton Primary School is currently enrolling below its demographic demand. The capacity of the school could be exceeded in the next five years if they enroll more students from their local area (closer to demographic demand). If this should occur, enrolment numbers are expected to peak in 2021 with a capacity shortfall of around 25 students. In the longer term, the existing capacity would be sufficient to absorb demographic demand as it is expected to decline from 2021- to 2026.

The DET projections do not take account of growth from the potential subdivision of the 'Olive Grove' development (See Section 7.2), which is likely to provide an additional 250 lots. DET note that additional school provision is generally provided at a rate of 15-18 government primary school students per 100 new dwellings. A new school is generally triggered by a plan to develop around 3,000 new dwellings with a capacity of 450 students. Smaller provision demands can generally be accommodated through upgrades to existing schools. To this end, the Education Minister announced in early 2015 \$5.7 million in funding to redevelop the school. Plans for redevelopment are currently being prepared by the school and DET and a commencement date is expected in the short term.

Family services note that the enrolment figures from DET can be unreliable and under projected when compared with Council projections and compared to evidence from other areas. Should additional provision be needed at Portarlinton Primary School in the future this could potentially be provided via the use of temporary classrooms. Primary school provision is therefore considered sufficient for Portarlinton.

The Northern Bellarine is well serviced by secondary schools with campuses of the Bellarine Secondary College in Drysdale and Ocean Grove, as well as two private schools located at Drysdale.

#### Strategic Bellarine school provision

Provision for schools has historically been considered on a individual township or structure plan basis. Provision, or the lack of provision, in one township can lead to capacity pressures in another town. Further, there is significant growth proposed across the Bellarine and particularly in the growth areas towns of Ocean Grove, Drysdale/ Clifton Springs and St Leonards. It is considered that advice from DET for school provision may not have adequately accounted for the scale of new residential growth development proposed across the Bellarine. Council should consider advocating to DET for them to undertake a strategic study for the needs of education (primary and secondary schools) and early childhood across the Bellarine. This may also seek to identify potential site locations if any needs are identified.

### 5.1.4 Early childhood services

Pre-school/kindergarten facilities are located in Portarlinton, Ocean Grove, Drysdale and Clifton Springs. A range of early childhood services are provided in Portarlinton, including maternal child and health, the Portarlinton Children's Centre (kindergarten and playgroups) and other playgroups. Both the MCH and kindergarten cater for children from both St Leonards and Indented Heads. Two playgroups currently operate at the Portarlinton children's centre and one at Portarlinton Primary School, which operates an Outside School Hours Care (OSHC) program. The playgroups are full, although there are currently no plans to offer additional services unless provided by local community organisations.

There is no long day childcare provision provided in Portarlinton, either by Council or privately. Family Services have advised that the population of Portarlinton is not large enough to trigger a childcare centre on its own and currently the two centres in Drysdale cater for the needs of children across the Northern Bellarine. Population growth in the Northern Bellarine and the growth locations of Drysdale/ Clifton Springs and St Leonards will impact on the ability to deliver services. In Portarlinton alone, it is anticipated that for children aged between 0-4 years will increase by around 80 to 2031. To address projected need the Municipal Children's Services Infrastructure Plan 2013-2030 (MCSIP) identifies that a Drysdale Integrated Children's Centre is proposed to be

constructed in the short term; however delivery of the facility has been delayed. This will provide additional provision for long day childcare and Kindergarten facilities, as well as a Maternal Child & Health Service.

The kindergarten at the Portarlington Children's Centre is licensed for 53 places, which is adequate to cater for the local population. However, there currently is no kindergarten located in St Leonards and this, combined with recent growth in the Northern Bellarine, has resulted in the Portarlington facility reaching capacity. The MCSIP notes that the Portarlington Kindergarten was expanded in 2011, but is landlocked and unable to expand further. The MCSIP does identify an opportunity for the co-location of early childhood facilities on land adjacent to the school at St Leonards. Council has been seeking to acquire land via a land swap from the catholic church adjoining St Leonards Primary School. Negotiations have not yet been successful. Council will need to continue assessing what options are needed and available to address the need for new or extended facilities at St Leonards or Drysdale to ensure that Portarlington can adequately cater for its own local population.

The MCSIP and the Social Infrastructure Plan outline that the MCH facility in Portarlington operates from the Bellarine Community Health Centre and does not meet required program standards. Further investigation is needed in the medium term to identify options for future service location and requirements.

The Australian Early Development Census (AEDC) in 2012 indicated that vulnerability outcomes for children in Portarlington are favorable when compared against the average for Greater Geelong, which is a significant improvement from a similar assessment undertaken in 2005.

#### **5.1.5 Community Centres**

Portarlington has over 80 community groups, which is a high level of community activity for a small population. Providing the necessary infrastructure to support these activities is challenging. Three main centers provide for these needs, including the Senior Citizens Centre, the Parks Hall managed by Bellarine Bayside and the Portarlington Neighborhood House (PNH).

The PNH currently leases the old Masonic Hall, however, the lease ends in 2016. The Senior Citizens Centre has been deemed too small to cater for the PNH and programs. The BPCSP and SIP both set out a recommendation to explore options to develop a multi-purpose community hub. Council resolved in February 2016 to investigate taking over management of the Parks Hall from Bellarine Bayside and transform this to a multi purpose community hub and enter into a lease agreement with the Victorian State Government. The community hub will cater for existing community functions as well as being an operational base for the PNH and offer longer term financial sustainability.

#### **5.1.6 Emergency Services**

Emergency services such as police and ambulance are provided to Portarlington on a region wide basis. The Portarlington Police Station has operated reduced police hours since 2014, however there are plans to reinstate the station to full police hours in the short term. Rural Ambulance Victoria (RAV) services Portarlington from the Bellarine Branch at Drysdale. Given the case load and response time which is not ideal, RAV is considering the provision of a new ambulance facility at Portarlington in the medium to long term.

The Country Fire Authority (CFA) provides a volunteer service to Portarlington from the existing Fire Station located on the foreshore reserve adjacent to the intersection of Fisher Street and Newcombe Street. The facility does not comply with current design, operation or site area standards. The CFA is currently working with Parks Victoria to acquire land to redevelop and extend the currently facility south to the corner of Fisher Street and Newcombe Street. A new 3,100m<sup>2</sup> four bay fire station is proposed to be constructed over the next two years.

## 5.2 Open Space, Leisure and Recreation Facilities

Portarlington is serviced by a range of open space, recreation and leisure facilities, including:

- Portarlington Recreation Reserve providing sports facilities for AFL, cricket, tennis and netball  
Portarlington Lawn Bowls Club
- Portarlington Pony Club
- Portarlington Golf Course caters for members and social golfers as well as providing restaurant, bingo, lounge and gaming facilities.
- Portarlington Sailing Club
- Skate Park Facilities
- Foreshore including Nash Reserve and W G Little Reserve, the jetty, playground, camping and barbeque areas
- Conservation reserves: Point Richards Flora and Fauna Reserve
- Boat Ramps at Point Richards, Fairfax Street and Grassy Point.
- Swimming Pool (part of the Portarlington Holiday Units facility)
- Passive open space is predominantly provided on the foreshore and at Wiley Langdon Reserve. Some smaller spaces are provided in neighborhood areas.

Major facilities are shown on Map 8.

The Portarlington pier and Port Phillip Bay is popular for a range of water based recreation activities including swimming, boating and fishing. Portarlington is also a popular destination for recreational cyclists. Portarlington also hosts a number of events and festivals, such as the mussel festival in January that contribute to the cultural and recreational activities available to the community.

### 5.2.1 Improvements to Open Space, Recreation and Leisure Facilities

The current and future needs of open space is currently considered in the Open Space Networks Study 2001 and Bellarine Peninsula Recreation and Leisure Needs Study 2005. Both of these documents are still considered by Council, however, they are due to be replaced by the emerging Draft Open Space Study (OSS). Both studies concluded that Portarlington has good provision of recreation facilities/opportunities. Due to the size of the township and presence of the foreshore new open space is unlikely, other than through development.

Many of the actions for both of these documents have either been delivered, superseded or will be carried over to the OSS. At this stage the outcomes of the Draft OSS are not able to be incorporated into this Structure Plan, but advice has been provided by Sport and Leisure as to open space and recreation needs for Portarlington.

The Schedule to Clause 52.01 of the Greater Geelong Planning Scheme requires a public open space contribution of between five to 10 percent of the land area or land value depending on the number of new allotments created. Only two passive open spaces have been created as a result of development since 2007 - within the Arlington Rise development off Smythe Street/ Tower Road. Both new parks have an area of 0.5ha. Sport and Recreation have advised that any future subdivisions will be required to provide their own unencumbered open space and be responsive to the topography and views of the township when locating and designing the spaces.

The main active sports reserve for Portarlington is the Portarlington Recreation Reserve and this provides a range of sports as set out above. This 'local' level facility will continue to serve Portarlington and Indented Head, but no further active open space is proposed for the town. Several upgrades have occurred to the Portarlington Recreation Reserve in accordance with the master plan for the reserve. This includes the conversion of two

tennis courts to netball and the construction of a netball change room facility. Any future works will be subject to budget bid application and approval process. Higher level sporting provision is provided at the Drysdale Sporting Precinct. A stage 1 upgrade commenced in 2015 with an additional \$3.5 million contribution allocated from the state government for 2016/ 2017.

The Bellarine Peninsula Leisure & Recreation Needs Study outlined a proposal to relocate the Pony Club to the Recreation Reserve and upgraded to a Grade 1 cross country facility to serve the Bellarine. This would result in the facility crossing into the Flora and Fauna Reserve and Coastal Management Act (CMA) approval would be required. Both BBFCoM and Sport and Leisure do not support the relocation.

The pony club is located on two reserves that are separated by Fairfax Street. The western reserve is earmarked for drainage works to serve the broader Portarlington area. The ability to function as a Pony Club will not be impacted and the works are logical in this local circumstance. The eastern reserve is unencumbered and is important to both the open space network and the functioning of the pony club.

The Geelong Play Strategy 2012 to 2021 notes that playgrounds are scheduled for upgrades in Stage 8 for 2018/ 2019 for Wiley Langdon Reserve and Wiffen Park. Hawthorne Reserve is scheduled for an upgrade for 2020/ 2021.

Council should be encouraged to consider opportunities for joint partnership initiatives on foreshore areas that are likely to have lasting recreational benefits for local communities, potential Council investment should be considered on a case by case basis.

### **5.2.2 Bellarine Bayside Foreshore Committee of Management Coastal Reserves**

Much of the open space provision concentrated along the foreshore is managed by Bellarine Bayside. Bellarine Bayside has adopted a foreshore plan and master plan, to guide the future use and development of the foreshore area (See Section 2.1.1).

Bellarine Bayside have advised that any strategic planning of the foreshore has been largely deferred to the Safe Harbour Integrated Master Planning Project. Bellarine Bayside hold the view that the coastal reserves in and around the Portarlington Township are in urgent need of master planning and infrastructure improvement in consultation with the community.

The Coastal Path project is a major infrastructure project to be delivered by Bellarine Bayside who propose a 17km continuous shared pedestrian and cycle path from Portarlington to St Leonards.

### **5.3 Tourism and Holiday Accommodation**

Section 2.1.5 outlined the importance of tourism to the Bellarine Peninsula and Portarlington and notes the low supply of high quality accommodation in the northern Bellarine sub region. An important area for growth in the tourism accommodation market for Portarlington involves improving off peak visitation and expand the diversity of accommodation types.

Most accommodation in Portarlington is provided in three camping/ holiday parks that predominantly cater for family holiday accommodation, including:

- The Portarlington Holiday Park which is managed by Bellarine Bayside and is located on the Point Richards Foreshore. It is a very large park that provides a range of accommodation, including over 800 sites (powered, caravan and camping), around 20 ensuite sites and 20 cabins.

Bellarine Bayside are considering the installation of additional cabin accommodation in SS Nash Reserve, that would be appropriately designed and landscaped.

- Dylene Camping Park which provides for over 200 powered sites and 10 cabins, most of which are 'annual' sites.

- Fairhaven Holiday Park which provides around 100 powered sites, all of which are 'annual' sites.'

There is a small amount of hotel/ motel accommodation provided at the Grand Hotel, Portarlington Beach Motel and the Portarlington Holiday Units and bed and breakfast accommodation. It is common for private properties to provide holiday rentals (i.e. AirBnB/ Stayz).

Council is currently considering a Planning Scheme Amendment for the rezoning of the Commercial 2 Zoned land at 30-42 Geelong Road to the Mixed Use Zone (C321). An associated planning application for 30 and 32 Geelong Road to allow for the development of a four storey accommodation and retail (ground floor) complex. If constructed the complex will provide for 55 one and two bedroom units that provide both short term (serviced apartment) or long term occupancy.

### 5.3.1 Portarlington Holiday Units and Pool Site.

The tourist facility at 80 – 110 Smythe Street has for a number of years provided an important recreational resource to the Portarlington community. The facility is privately owned, but provides community and local school access to the indoor swimming pool and tennis courts.

At the end of 2015 the pool closed indefinitely due to the facility no longer being financially viable and the need for upgrades to the facility. The potential loss of the pool facility is of major concern to the community, which was evident from consultation. However, Council has ruled out leasing the facility or providing funding due to the land and buildings being privately owned. The Portarlington Community Association has shown a commitment to try and find a viable future for the pool. In February 2016 it was reported that an operator had been found to lease the pool and undertake the necessary renovations to keep the facility operating. There still remains uncertainty of the longer term sustainability of the pool.

The site comprises 7.2ha and is located within the Low Density Residential Zone. In 2013 Council undertook a Low Density Residential Zone Review (LDRZR) to respond to State government changes to residential zones. Under the review the site was rezoned from a minimum lot size of 0.4ha to 0.2ha under amendment C309; adopted in May 2015.

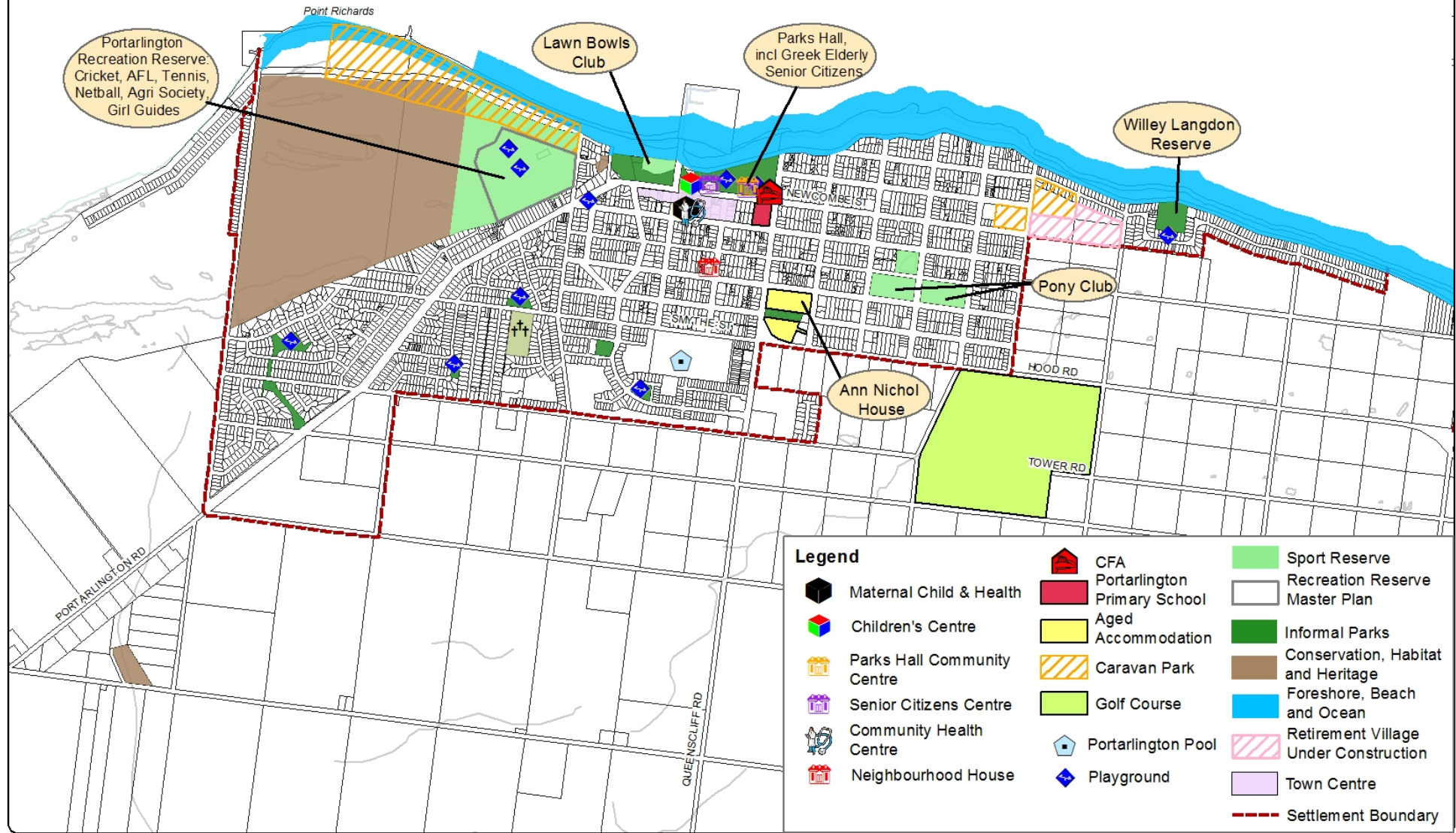
The site should still be retained for its community resource to the best possible ability. However, the site has been noted historically as being underused and is surrounded by the Arlington Rise development. In Council's supporting report to the LDRZR, it was noted that in the longer term the site would be better suited to more intensive residential development. Any future intensification of the land should advocate for the retention of community facilities to be incorporated into the redevelopment of a part of development contribution negotiations. The site could also be considered for more intensive tourism accommodation purposes to address a need that is identified in the Draft Geelong and the Bellarine Tourism Development Strategy (2015) (See Section 2.1.5). This type of development would reduce pressures for development in the rural area.

Redevelopment of the site for residential would require further investigation and assessment would be required through a planning scheme review process. Barwon Water advised through the LDRZ review that the area is partially sewered but it is not connected throughout the whole area. A future developer would need to fund upgrades to the existing sewerage network. Councils Engineering Department have advised that this large site is not serviced internally and that the site could impact on drainage downstream which is under capacity. Any proposal must be informed by a detailed Site Stormwater Management Plan. The area is also nominated as a Bushfire Prone Area under the Building Regulations but is not affected by a Bush Fire Management Overlay under the Planning Scheme. Any future subdivision would be required to be designed to have a layout that would integrate with the surrounding Arlington Rise development, including connectivity via the road, pathways and cycle networks with permeability to Smyth Road.

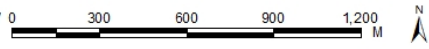
Development of the site could yield up to 100 lots.

# Portarlington Structure Plan

## Community, Recreation and Open Space Facilities



Prepared by City of Greater Geelong - March 2016  
 Although all due care has been taken to ensure that this document is correct, no warranty is expressed or implied by the City of Greater Geelong or Barwon Water in its use.



Map No. 08

## 5.6 Key Influences

- The Portarlington Town Centre provides for basic community needs with major social, health and community services provided in larger towns or in Geelong.
- There are pressures on early childhood services and primary schools in the Northern Bellarine and a need to consider demand in a holistic manner.
- A need to provide adequate community centre provision and cater for the relocation of the Neighbourhood House.
- Opportunities for the enhancement of open space areas, recreational facilities and pedestrian linkages.
- A new Country Fire Authority station to be built.
- The opportunity to improve tourist accommodation diversity and availability in proximity to the Portarlington Town Centre.
- A need for affordable residential aged care in the Northern Bellarine, including adaptable home design.
- An opportunity to develop the Portarlington Holiday Units and Pool site if the site is sold.

## 6.0 Physical and Transport Infrastructure

### 6.1 Water Supply

Potable water is supplied by Barwon Water to the Portarlington area by gravity feed from the Clifton Springs tank via a series of pressure reducing valves (PRVs). The Portarlington Service Basins and the small elevated tank in Tower Road that previously served Portarlington have now been decommissioned.

The 55 metre AHD contour is the upper limit for gravity supply of water at Portarlington, however a pump station was installed in Tower Road in 2014 to allow water supply above this level. Any future development will need to consider whether there is sufficient water supply and any shortfall would need to be funded by developers. There may be a need in the future to augment the existing supply and/or to provide new mains to serve additional urban growth in Portarlington.

### 6.2 Sewerage

Portarlington forms part of the Bellarine Peninsula's eastern sewerage system. Sewerage is collected from the townships of Portarlington, Indented Head and St Leonards via a series of gravity sewers, pump stations and pressure mains. Sewerage is then transferred to a main collector pump station north of St Leonards and subsequently re-pumped to the Portarlington Water Reclamation Plant (PWRP) via a pressure main.

In 2007 Barwon Water undertook a study on the Bellarine Peninsula to determine required upgrades to the sewer system associated with growth to 2045. The report assumed future residential development of these towns. A number of pump stations were identified for upgrades to support this growth. Primarily this supports growth for St Leonards as the township has significantly higher levels of growth planned over the next twenty years.

Reticulated sewerage is not available to the existing residential strip development on the western side of Point Richards Road and along Ramblers Road and is provided by septic tank. Critical management of these sites is essential due to the potential risk of ground water contamination from low lying land and a high water table. Any future residential development should therefore be limited to a single dwelling per existing lot.

#### 6.2.1 Portarlington Water Reclamation Plant (PWRP)

The PWRP is situated on 130 hectares of land in Grassy Point Road, St Leonards. The PWRP is a lagoon based treatment plant and irrigation scheme, which produces Class C recycled water and is used to irrigate local vineyards, crop producers and the Portarlington Golf Club. There are further opportunities for utilising recycled water in the proximity of the PWRP. However, the sustainability of the facility is dependant on the responsible use of this recycled water due to weather and seasonal variability.

Excess water from the PWRP is discharged to a managed woodlot. As flows to the plant increase, Barwon Water's ability to adequately dispose of excess water diminishes. To address this Barwon Water will construct a pipeline to Clifton springs to connect to the Geelong sewerage system. Construction of this pipeline is expected in 2016/ 2017. It is important that a 700m buffer from development is provided in proximity to the PWRP in accordance with EPA guidelines.

### 6.3 Stormwater

An area of approximately 13.7 km<sup>2</sup> drains through the study area, with all outfalls discharging to Port Phillip (Figure 7). The following are relevant catchment areas for Portarlington:

- The Portarlington West (C047) and Sproat Street (C048) catchments discharge to the Portarlington Recreation Reserve and the adjoining Point Richards Flora and Fauna Reserve. The wetland extends west of Point Richards Road, across land in private ownership, before discharging to the bay.
- The urban area west of Fisher Street is generally well serviced with underground drainage. East of Fisher

Street, the Rural Shire of Bellarine developed a number of drainage schemes, which were not constructed, resulting in an infrastructure gap. It was decided not to include underground drainage as part of the Portarlington North East street construction scheme (see section 6.5.1) in order to reduce cost. Council's infrastructure funding policy suggests future construction would be funded by affected landowners either by a Special Rates and Charges scheme or through development of the land. Parts of the designated Increased Housing Diversity Area are poorly serviced by drainage infrastructure and further subdivision must be carefully managed so that the ability to deliver adequate infrastructure is not compromised.

- The Portarlington Golf Course is within the Oxley Street (C060) and Calhoun Road (C062) catchments and is traversed by a natural watercourse. The course takes advantage of the watercourse for water hazards and irrigation, with the concept of stormwater harvesting having been originally discussed with the Rural City of Bellarine. A rising main in Mercer Street diverts stormwater from the urban area of catchment C060 to an off-line dam within the golf course.

Previous Structure Plans have identified that the management of urban stormwater is a critical issue for development in Portarlington. There are risks and challenges associated with the potential of increased flow rates, volumes and pollutant loads leaving urban areas and ultimately reaching the shores and waters of Port Phillip Bay. Further, existing stormwater outlets and infrastructure in the township present a range of unresolved environmental, public health, safety, access and visual amenity challenges. The need to improve outlets to Port Phillip Bay has been the subject of ongoing discussion and actions over many years between the Department of Environment, Land Water and Planning (formerly DEPI/ DSE), Council and the foreshore manager, Bellarine Bayside Foreshore Committee of Management (Bellarine Bayside).

Stormwater outfall remediation works have been included in Council's ongoing capital works program, in response to requests Bellarine Bayside. The purpose is generally to remove beach obstructions, provide erosion protection and improve aesthetics, rather than increase capacity.

Wetland areas have been the subject of an assessment which expresses concern about the environmental impacts caused by the discharge of stormwater. Council's Environment Team have advised that the Federal Environment Office is concerned over the City's approach to the increased volume of freshwater from urban development being discharged into the low lying coastal ephemeral wetlands; particularly for RAMSAR wetlands. While Portarlington does not discharge into a RAMSAR wetland Council is currently considering the extent of detail for assessment that is needed and what may need to be included in Structure Plans or overlays in the Planning Scheme. Further advice on the issue is required from DEWLP. Where new development drains to sensitive receiving waters, groundwater recharge and infiltration measures should be considered as part of any stormwater management strategy.

Most of the area to the east of Portarlington is flat low lying coastal land. This type of land is difficult to drain either by open or underground systems due to lack of grade and is impacted by a range of factors including soil structure absorption, water table levels, tide levels, storm surge and acid sulphate soils.

New developments must meet Best Practice Environmental Management targets for the quantity and quality of discharged stormwater, however contemporary practice seeks to extend this by considering whole-of-cycle water management, rather than simply treating stormwater at the point of discharge. Integrated Water Cycle Management (IWCM) considers the natural, built and service aspects of the water cycle, and should be considered in any development proposal, particularly greenfield subdivision.

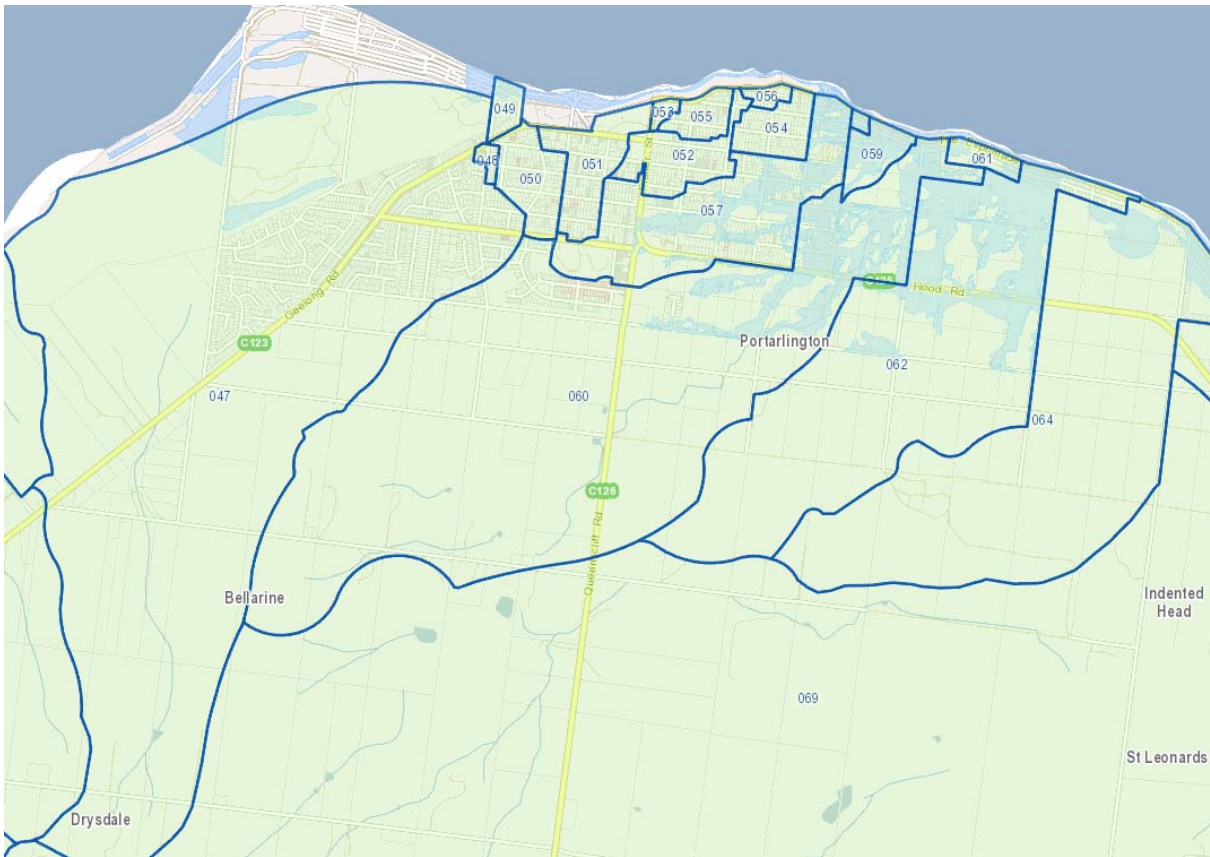


Figure 7. Water catchment areas and delineation.

## 6.4 Electricity and natural gas

Powercor provides electricity supply to the area through 22,000 volt feeder lines and a network of localised transformers and low voltage lines from the Drysdale Zone substation. Powercor has an on-going ten year plan to upgrade the network and reviews its plan each year when it considers any changes in expected development.

Portarlington has been serviced by a reticulated natural gas supply since 2003.

## 6.5 Transport Infrastructure

The transport network within Portarlington is focussed on road based movements. There is a lack of formal pedestrian paths and linkages between open space areas in the township.

### 6.5.1 Roads

The Portarlington transport network is shown on Map 9. The Geelong-Portarlington Road (C123) provides the main direct access to Portarlington. This road is classified as a secondary arterial road and collects the majority of traffic from Geelong and Melbourne and the townships to the west of Portarlington. Hood Road (C125) intersects with The Esplanade, which links Indented Head to St Leonards and serves as the principal access road from the south east. The inland approach to Portarlington is from Portarlington-Queenscliff Road (C129) and links Portarlington to Queenscliff.

Currently, VicRoads does not have plans for any major upgrades/improvements to the arterial road network within the Portarlington area. It will continue to work with Council regarding road safety issues and monitoring the appropriateness of speed limits.

Further development in Portarlington may place pressure on the arterial road network and some preliminary consideration has been given to possible treatments in Table 8. It should be noted that the nature, extent and funding responsibilities for these treatments and road status has yet to be considered in detail.

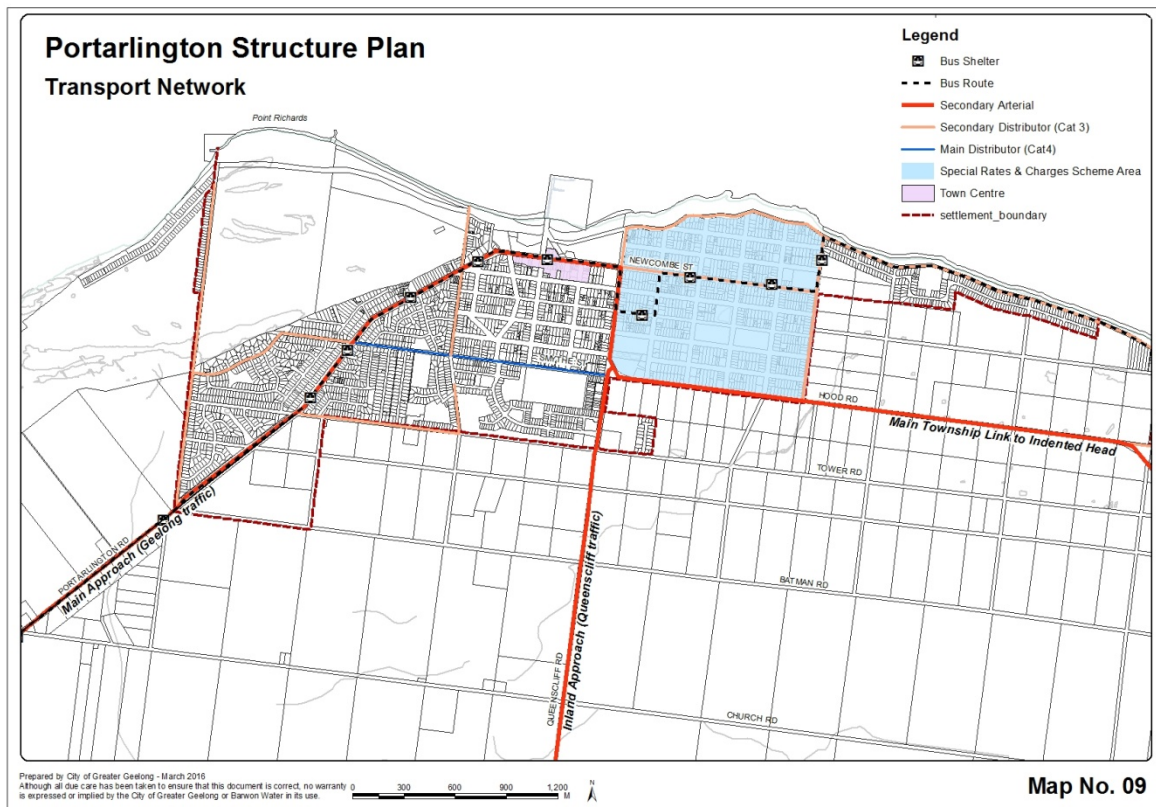
**Table 8. Potential treatment upgrades for roads resulting from potential development.**

Location	Possible Treatment
Geelong-Portarlington Road/Pigdon Street	Type 'CHR' right and left turn treatments required.
Geelong-Portarlington Road/Tower Road	Type 'CHR' right and left turn treatments required as a minimum. Depending on how development proceeds, a roundabout, which would require land acquisition on the south eastern corner, may be necessary.
Portarlington-Queenscliff Road/Tower Road	Type 'CHR' right and left turn treatments required.

The Geelong-Portarlington Road is duplicated from Geelong to the Grubb Road/Jetty Road, south west of Drysdale. In 2014 the Victorian Government committed to building the \$109 million Drysdale Bypass; a six kilometre arterial road from Jetty Road to Portarlington Road, north of Whitcombes Road, Clifton Springs. Construction is expected to commence in 2017/ 2018 and will be completed by 2020. The road is not located within the Portarlington area, however, it will improve access and travel times to Portarlington from Geelong and Melbourne; potentially making the town more desirable to live in or visit.

A Special Rates and Charges Scheme has been declared by Council in January 2016 for sealing all unsealed portions of roads bounded by Fisher, Clarke, Mercer and Hood Streets – known as the Portarlington North East Group. This includes 8.5 km of roads that will benefit 501 individual properties. The proposed works include road construction only with no additional kerb and channel or formal drainage works. The total cost of the project is estimated to be \$4,424,517 with owner's contributing \$3,368,546 (76%). It is anticipated that funding for the scheme will be considered under the 2016/ 2017 budget. Council will consider further road construction schemes within the township if there is sufficient resident demand in line with priorities in an adopted strategy or plan.

Council's Asset and Traffic Team have noted that Newcombe Street currently functions as a Main Road that effectively dissects the township with high volumes of traffic, including heavy vehicles. This is exacerbated during summer months when the township has an influx of tourists, creating a barrier to free-flow of pedestrian movements, and a safety concern around the School. To relieve congestion in Newcombe Street Council should consider reviewing the classification status of Newcombe Street and whether Secondary Arterial status would be more appropriate on Tower Road or Smythe Road. This may require treatment works at the intersections with the Geelong – Portarlington Road and the Portarlington-Queenscliff Road. In addition, Fenwick Street should be included in an investigation for upgrading to collector road status as it provides a connection to the parking area at the rear of the shopping strip and to the school.



## 6.5.2 Public Transport

Public transport Victoria reviewed and amended the Bellarine bus route network and timetable in July 2015. Public transport to Portarlington remains limited to one bus route (60). Route 60 runs to and from Geelong, Indented Head and St Leonards on a daily basis. The route runs approximately every 1 and a half hours week days, with extra services provided at peak times. On Saturday and Sunday the service runs approximately every two hours with less early morning and later evening buses.

The cross peninsula service from St Leonards to Queenscliff has been discontinued and users must travel via the Leopold interchange.

Due to the disproportionate representation of elderly and economically disadvantaged in Portarlington this may indicate a need for a community bus or other assisted means of public transport.

## 6.5.3 Pedestrian and Bicycle Network

The lack of footpath and pedestrian accessibility is one of the major issues of concern to the local community. The foreshore area of Portarlington is the focus for pedestrian activity in the township. However, the majority of residential streets in Portarlington do not have formal pedestrian paths. Wide grassy verges and a lack of kerb and channel are characteristic of the older parts of the township. There is also a lack of formal pedestrian paths and linkages between open space areas in the township. The concern is exacerbated by the high proportion of older and less mobile residents in the township, including those with motorised scooters and wheelchairs who are required to travel on roads.

A pedestrian path extends along most of the foreshore, providing a connection from Portarlington to St Leonards. Bellarine Bayside foreshore Committee of Management have developed a concept to upgrade and extend the coastal trail. The result will be a 17km safe and continuous shared pedestrian and cyclist trail that connects Point Richards on the western edge of Portarlington to Indented Head and St Leonards. The trail is expected to be upgraded over the next few years as funding availability allows.

There is currently a limited amount of formalised cycle paths, either on road or off road in Portarlington and cycle movements are generally restricted to the grassy verges and roadways. Council's Cycle Strategy (Section 2.1.6) has identified opportunities to create areas of on road and off road cycling paths; although much of this is still proposed infrastructure. A number of infrastructure upgrades are recommended for Portarlington:

Network Improvement Priorities:

- Install bicycle lanes along the north end of Sproat Street and Newcombe Street (priority A). **Not completed.**
- Work with VicRoads to review the Municipal Bicycle Network and advocate for the expansion of the Network to include the Bellarine Peninsula. (priority A). **Ongoing through PBN.**

Long Term Proposals. **Not completed:**

- Improve cycle provision on The Esplanade (Portarlington / Indented Head) (medium priority)
- Install on road bicycle lanes along Portarlington Road (Portarlington – Queenscliff Road). (medium priority)
- Investigate installing a recreation trail around the Portarlington Recreation Reserve with connections to the Esplanade lanes.

The G21 Principal Bicycle Network (PBN) has also been endorsed by Council and VicRoads. The PBN has been prepared by Bike Safe and provides a strategic plan to prioritise and encourage investment of key roads and paths across the region for upgrading, modification and/or completing or building connections.

The PBN priority projects adopted by Council in January 2014 for bicycle path improvements does not identify any infrastructure for Portarlington. Generally this identifies the major links that would have greatest overall benefit for the Greater Geelong Community. The existing and proposed roads identified in the Cycle Strategy and the PBN are shown in Map 10.

A Walkability Study was prepared by Council for Portarlington in 2009. This study, while not formally adopted, is used as a guide to determine the location for future footpath upgrades. It is noted that across Greater Geelong there is a significant need for the installation or upgrading of footpaths and is subject to resourcing and Council identified priorities. Recent improvements to the footpath network are shown on Map 10 and focus around Fisher Street and Gellibrand Street. The developers of the Arlington Rise estate have constructed footpath along Harding Street, from Smythe Street to the town centre, which was identified as a key north-south link.

The Urban Design Framework (Section 3.2.2) seeks to improve walkability and pedestrian connectivity around the town centre, including Harding Street, Fenwick Street, Brown Street, connections from Newcombe Street to Pier Street and construction of a rear laneway behind Newcombe Street. The installation and upgrade of the Coastal Path to be completed by Bellarine Bayside was noted in Section 5.2.2.







## 6.7 Key Influences

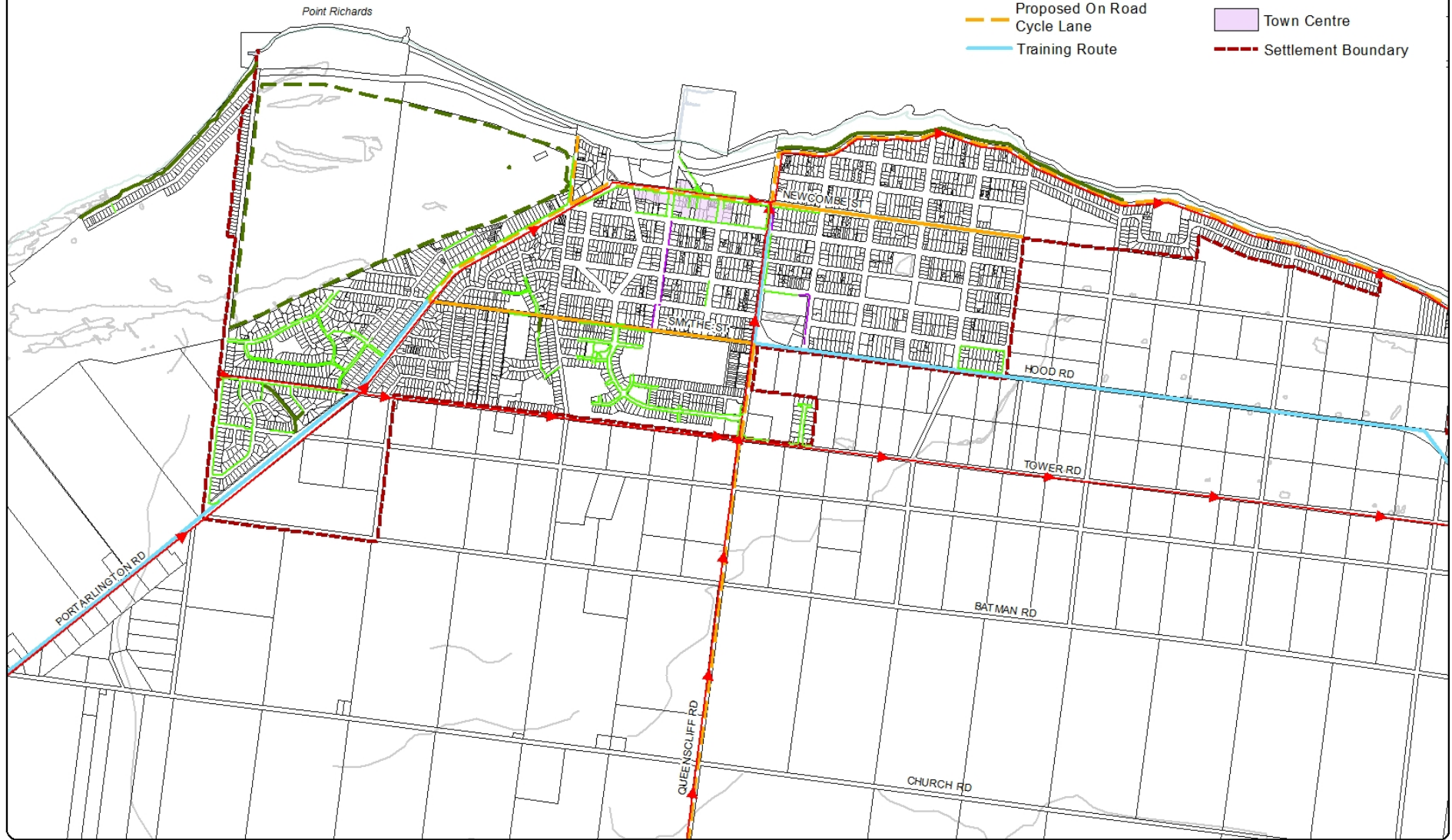
- Future residential growth may require augmentation to the reticulated water supply.
- Urban stormwater runoff poses a substantial threat to wetlands and sensitive coastal environments and further studies need to be undertaken.
- Opportunities exist for the use of recycled water in proximity to the Portarlington Water Reclamation Plant.
- There is a lack of formal footpaths and cycle paths in the town, which results in unsuitable and unsafe pedestrian connectivity.
- Portarlington has a very limited public transport service.

# Portarlington Structure Plan

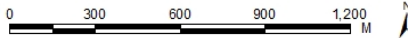
## Path Network

### Legend

-  Shared Path (Off Road)
-  Proposed Shared Path (Off Road)
-  On Road Cycle Lane
-  Proposed On Road Cycle Lane
-  Training Route
-  Pedestrian Footpath
-  Recent Footpath Construction
-  Principle Bicycle Network
-  Town Centre
-  Settlement Boundary



Prepared by City of Greater Geelong - March 2016  
 Although all due care has been taken to ensure that this document is correct, no warranty is expressed or implied by the City of Greater Geelong or Barwon Water in its use.



**Map No. 10**

## 7.0 Township Growth and Residential Lot Supply

### 7.1 Township Growth

The settlement boundary of Portarlington has changed little since 1975 although there are some significant areas of land that have been rezoned for urban purposes within the settlement boundary since that time.

#### West of Geelong Road

Land on the western side of Geelong Road in the triangular area between Point Richards Road and Tower Road was rezoned from Rural Future Urban to Reserved Residential under the 1993 Structure Plan. Subdivision of this land was completed in 2004.

#### 60 – 82 Smythe Street and 161 – 239 Tower Road (C134). 'Arlington Rise'

A 24.6ha site bounded by Smythe Street, Queenscliff – Portarlington Road and Tower Road was rezoned from Low Density Residential and Rural Living to Residential 1 in April 2008.

A subdivision for the site was granted in 2008 for 301 lots and development commenced later that year to be undertaken in 16 stages. To date less than a quarter of the lots have an occupied dwelling constructed on them.

Under the 2007 Structure Plan the rezoning of this site was prioritised ahead of the development of the "Olive Grove" residential growth area.

#### 23-31 Mercer Street and 6 – 18 Oxley Street – Portarlington Village (C93)

A 5.2ha site, previously outside the settlement boundary, was rezoned from Rural Residential to Residential 1 in 2009. The amendment was combined with a permit for the development of a retirement village, which was also allowed in 2009. Use of the land is subject to a Section 173 agreement under the Planning and Environment Act 1987, which limits the use of the land to a retirement village for 99 dwellings and a central residents centre. The development is to be undertaken in nine stages. The first stages of development on the western portion of the site commenced in 2009.

### 7.2 Residential Lot Supply

Council's preferred method for establishing land supply data within the municipality and for individual towns is the G21 Region Residential Land Supply Monitoring Tool prepared by Spatial Economics June 2015.

Council is required to consider residential land supply on a municipal basis, rather than on a town-by-town basis. However, it is useful to review localised development trends to inform the Structure Plan review process. Figure 7 sets out the residential supply for the Portarlington urban area, including vacant urban lots, recent and future proposed developments and potential undeveloped land.

The G21 Residential Land Monitoring Tool uses various supply types definitions for residential land that are defined as:

- **Broad hectare**, which is new development on Greenfield sites (sites that have not been used for urban development previously or previously subdivided for normal density development), typically on the fringe of the established urban areas.
- **Major Infill**, which is undeveloped land or sites identified for redevelopment within the existing urban area, zoned for residential development, and parent lot or existing lot greater than 5,000sqm and with an expected lot/dwelling yield greater than 10.
- **Minor Infill** is defined as vacant land within the existing urban area or within broadhectare land release areas, zoned for residential development and existing lot sized less than 5,000sqm.

- **Future (potential) Residential**, which is land identified by the relevant municipal authority for future residential development and current zoning not supportive of 'normal density' residential development. Land which has an 'Urban Growth Zone' applied, and a precinct structure plan has not yet been approved, falls into this category.
- **Rural Residential**, which is defined through the land zoning; the Low Density Rural Residential (LDRZ) and Rural Living (RLZ) zones.

To determine lot supply it is necessary to consider the three factors of supply as set out below and Figure 8 / Tables 9 to 11:

- Broad Hectare land supply
- Vacant urban lot supply; and
- Future urban land supply (potential residential).

In terms of future land supply a total of 335 lots are proposed to be created over the next five years. It is proposed that 239 lots will be created over a 1 – 2 year timeframe within the Arlington Rise and Portarlington Village developments. Over the 3 – 5 year timeframe a further 96 lots will be created. It is important to note that timing identified in the land supply report map is only indicative of anticipated release (typically overstated) and not a reflection of years supply or adequacy of supply.

There are 301 vacant urban lots, which are spread across Portarlington.

Table 10 and 11 set out the timing for the release of land in Portarlington and the nature of vacant lots.

### 7.2.1 Future urban land supply – Olive Grove

A Planning Scheme Amendment application (C327) was lodged in February 2016 seeking to rezone the area bounded by Geelong-Portarlington, Batman, Allens and Tower Roads, which includes the land known as "Olive Grove" from Farming Zone to General Residential Schedule 1. The application is anticipated to provide for around 250 lots on the 27.7ha site.

This site was considered at the last structure plan review stage (C121). A number of issues were outlined at the time for consideration at the planning scheme amendment stage:

- The need for Council to approve a Development Plan Overlay for an overall subdivision layout plan.
- A need for detailed storm water management plans, to address the need to install water detention basins and water quality treatment wetlands, and address the implications of additional residential runoff on environmentally significant land and the Flora and Fauna Reserve.
- A need to address community concerns over the impact of development on surrounding landscape character and the Bellarine Hills, including consideration of the protection of key ridgelines.
- Consideration for the need for appropriate overlays to control the impacts of development on this prominent site to limit visual intrusion.

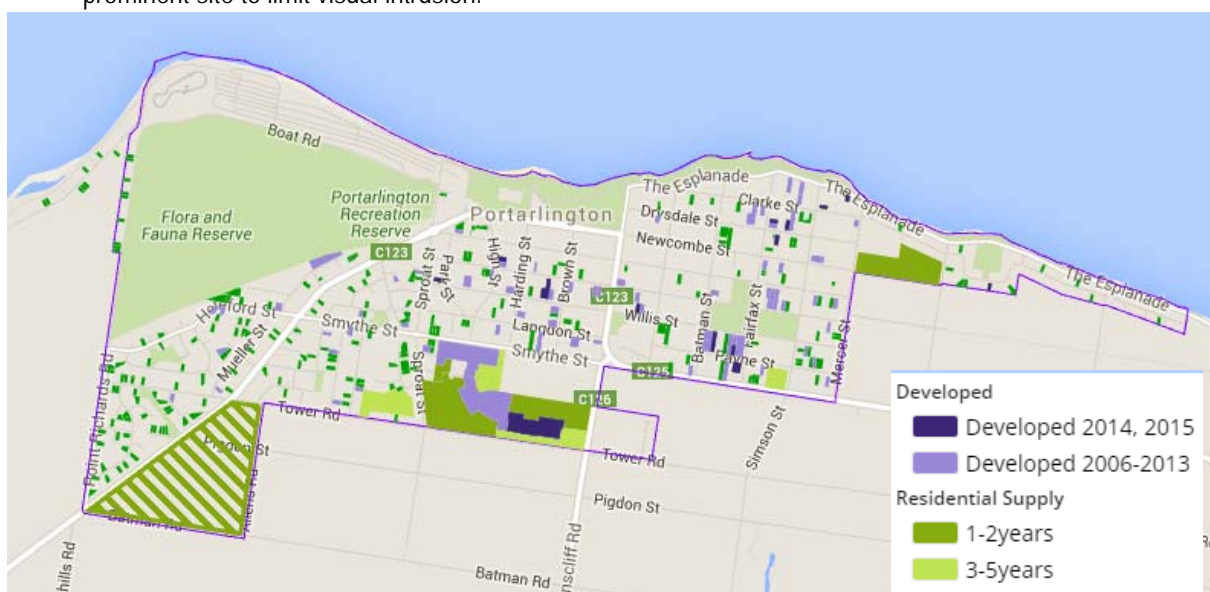


Figure 8 Residential Lot supply in Portarlington.

Table 9 - Residential Lot Potential by Supply Type

Region/Urban Centre/LGA	Broad hectare	Major/ Minor Infill	Potential Residential (unzoned)	Vacant 'Urban' Lots	Rural Residential	Total Lots
Portarlington	335	0	250	301	0	886

Source: Spatial Economics – Land Supply and Monitoring Tool 2015

Table 10 – Timing of the release of residential supply

Suburb	Average Annual Lot Production July 2006 to March 2013	1-2 years	3-5 years	6-10 years	11+ years	No Timing	Total Zoned (lots)	Potential Residential (unzoned)	Total (lots)
PortA	33	239	96	0	0	0	335	250	585

Source: Spatial Economics – Land Supply and Monitoring Tool 2015

Table 11 - Urban Vacant Lots

Suburb	Less than 500 sqm	500-800 sqm	800 to 1200 sqm	1200 to 2000 sqm	2000 to 5000 sqm	Total Lots
PortA 2015	39	192	53	7	10	301
Port A 2013	36	191	63	7	12	309
Port A 2006						472

Source: Spatial Economics – Land Supply and Monitoring Tool 2015 and 2008 Portarlington Structure Plan

### 7.3 Future Growth Lot Supply

The previous section set out what supply of land is available for residential development. Two methods are used to forecast future lot supply capacity:

- Analysing historical lot construction trends; and
- Analysing historical building approval rates.

Historical lot construction trends have been extracted from the G21 Residential Land Supply Monitoring Tool. Table 12 shows that the average number of historical lots created between 2006 and 2015 is 32.6 per year. The number of lots created varies significantly from year to year with a minimum of 5 in 2006/07 and 84 in 2009/10. In a non growth area township with a small population, such as Portarlington, there will not necessarily be a consistent supply of land being brought on through subdivision or stages of subdivision. This compares to a growth area town where there is likely to be a number of growth fronts and developments providing consistent lot supply on a yearly basis. In these areas lot construction will generally track faster than buildings approvals and is considered to reflect land supply more accurately. A further reason may relate to the number of vacant sites noted earlier and the redevelopment of existing sites.

Table 12. Historical lot creation trends for Portarlington 2006 to 2015.

Year	2006/07	2007/08	2008/09	2009/10	2010/11
No. Approved	5	6	6	84	27
Year	2011/12	2012/13	2013/14	2014/15	TOTAL
No. Approved	53	25	76	11	293
Average No. lot construction/ yr	32.6				

(Spatial Economics – Land Supply monitoring Tool June 2015)

Estimating demand based on building approval rates can present some methodology issues. Some new builds may occur on a site where the existing building is demolished. In the circumstance where the demolition only results in a replacement dwelling being constructed this is a net increase of zero. To address this, historical demolition building data has been assessed for where a replacement dwelling has been constructed. In the circumstance where more than one dwelling is constructed, this increases the dwelling supply, but not the number of lots (unless subdivided and would therefore be captured).

Table 13 shows that the average number of residential buildings averages at 46.1 per year and has not varied considerably over that time; with a peak of 59 in 2010/11 and a trough of 34 in 2006/07. For 2012 to 2014 building permit activity has been slightly below average. Over the period from 2006 to 2015, there were a total of 33 buildings that were demolished and subsequently replaced by a new dwelling; on average around 3.3 per year. This results in 42.8 additional buildings on new sites per year.

Table 13 – Portarlington Residential Building Permit Activity 2004-14

Year	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10
No. Approved	40	46	34	53	43	51
Year	2010/11	2011/12	2012/13	2013/14		TOTAL
No. Approved	59	52	40	43		461
Average No. Dwellings/ yr	46.1					
Average Demolitions/ yr	3.3					
Total/ yr	42.8					

(Economic Indicators Bulletin 2005-2014, CoGG Building Department). Note figures for 2014/15 have not yet been updated by Enterprise Geelong.

### 7.3.1 Land supply based on growth rate scenarios.

Land supply scenarios are shown in Table 14. Scenarios have been provided for the two methods that have been identified for forecasting lot supply capacity noted on the previous page. This shows that there is between 21 and 27 years of lot supply capacity. At the local level there is more than sufficient lot supply to cater for housing needs over the life of the structure plan.

Table 14- Land Supply Based on Growth Rate Scenarios

Location	No. lots	Lot creation average growth @ 32.6 lots / yr	Building permit activity @ 42.8 lots / yr
Broad Hectare Land	335	10	8
Vacant urban land	301	9	7
Future urban (Olive Grove)	250	8	6
Total Supply (years)		27	21

Note: Figures Rounded

### 7.3.2 Comments on lot supply.

Residential Development trends are not static and can be subject to change over the lifetime of the structure plan. There are other factors that may impact on lot supply.

### Infill Development and Future Development.

The significance of the identified Increased Housing Diversity Area around Portarlington Town Centre is important to note. The purpose of the IHDA is to support increased residential densities around existing activity centres. The intent of IHDAs has also been supported through the application of the Residential Growth Zone (Schedule 3). Whilst an increase in densities around the Town Centre will be incremental, it is nonetheless an important factor to consider in terms of urban consolidation and utilisation of existing services in a coastal town with significant landscape and environmental attributes.

For some of the larger lots identified in Table 11 there is the potential for more than one dwelling to be constructed. This also does not account for possible infill redevelopment within existing areas. For example the potential redevelopment of the Portarlington Holiday Units and Pool Site could yield 50 – 100 lots (See Section 5.3.1).

## Vacant urban lot supply

It is generally not realistic to expect development of vacant urban land to occur at the same rate as lots within broad hectare sites. This is, however, complex to predict as there are a number of factors which impact on the development timing of vacant lots, including:

- whether broad hectare land is also available making the on-sale of land more competitive,
- desirability for dwelling construction in newer suburbs over older suburbs.
- purchase price of land making land banking possible (land may be more affordable than other coastal locations),
- the demand for purchase of land for retirement or a future holiday home, and
- planned development i.e. commercial, tourist attractions, job opportunities etc which attract more people to an area encouraging growth.

There is a significant amount of vacant urban lots available within Portarlington and the take-up is relatively low. This is an indication that there is sufficient land available in existing areas that should be developed before any extensions are considered to the existing settlement boundary.

## 7.4 Planning Policy and Demand – Municipal Supply

The Greater Geelong Planning Scheme *Clause 11.02-1 Supply of urban land* seeks to ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses. To achieve this objective, it seeks to plan to accommodate projected population growth over at least a 15 year period and provide clear direction on locations where growth should occur. Residential land supply will be considered on a municipal basis, rather than a town-by-town basis.

An analysis of projected dwelling requirements and land supply within the municipality, including Geelong Urban and the Bellarine Peninsula is provided below. The summary below shows that the adequacy of land supply in the municipality is sufficient to accommodate the projected population demand.

*The G21 Residential Land Supply Monitoring Report has considered the data published within the 'Victoria in Future 2014' (VIF 2014), the State Governments' population projections undertaken by the Department of Environment, Land, Water and Planning (DELWP) to determine future demand for dwellings within Greater Geelong. In addition to VIF2014, the report also considers population and dwelling projections undertaken by .id consulting (.id 2015) as an additional projection/scenario.*

### ***In Summary:***

#### **Greater Geelong Municipality**

*Projected dwelling requirements sourced from VIF 2014 indicate that from 2015 to 2031 there will be a total dwelling requirement of 35,004 (2,059 average per annum).*

*As measured from 2015 to 2031, the average annual projected demand by Region within the municipality of Geelong is:*

- *Geelong Urban: 1,377 dwellings per annum; and*
- *Bellarine Peninsula: 682 dwelling per annum.*

*The above dwelling requirements equate to an average annual 1.5% population growth rate and a 1.8% dwelling growth rate (measured from 2016 to 2031).*

*Projected dwelling requirements sourced from .id 2015 indicate that from 2015 to 2031 there will be a total*

*dwelling requirement of 35,890 (2,111 average per annum).*

*As measured from 2015 to 2031, the average annual projected demand by Region within the municipality of Geelong is:*

- Geelong Urban: 1,412 dwellings per annum; and*
- Bellarine Peninsula: 699 dwellings per annum*

*The above dwelling requirements equate to an average annual 1.6% population growth rate and a 1.8% dwelling growth requirement (measured from 2016 to 2031).*

*The difference in annual projected demand between VIF 2014 and .id 2015 is minimal.*

*It is considered there is no need for additional broadhectare residential land stocks across the municipal area of Geelong, from a land supply and demand basis. Based on dwelling projections contained within VIF 2014 and .id consulting 2015, there is **24 to 25 years** of zoned broadhectare land supply. It is considered the broadhectare lot construction trend demand scenario considerably understates demand, due to historic broadhectare land supply constraints. This demand scenario equates to 33 years of zoned stocks.*

*In terms of the future broadhectare land supply stocks (PSP required and unzoned), based on the two dwelling projections contained in VIF 2014 and .id consulting 2015, there is an additional **13 years** supply to cater for projected demand across the municipality.*

#### *Geelong Urban Region*

*It is considered that there is no need for additional zoned broadhectare residential land stocks across the Geelong Urban Region of Geelong. Based on dwelling projections contained in VIF 2014 and .id consulting 2015, there is **29 to 30 years** of zoned broadhectare land supply.*

*In terms of the future broadhectare land supply stocks (PSP required and unzoned), based on the two dwelling projections contained in VIF 2014 and .id consulting 2015, there is an additional **14 years** of supply to cater for projected demand across the municipality.*

#### *Bellarine Peninsula Region*

*It is considered that there is no need for additional zoned broadhectare residential land stocks across the Bellarine Peninsula Region of Geelong. Based on dwelling projections contained in VIF 2014 and .id consulting 2015, there is **14 years** of zoned broadhectare land supply.*

*In terms of the future broadhectare land supply stocks (PSP required and unzoned), based on the two dwelling projections contained in VIF 2014 and .id consulting 2015, there is an additional **10 years** of supply to cater for projected demand across the municipality.*

Note: The above assumptions exclude minor infill land figures and for the Bellarine.

## **7.5 Rezoning Requests**

There were no submissions requesting the rezoning of land when consultation was held by Council during October and November 2015 regarding the review of the Structure Plan. It is noted that the following two areas outside of the settlement boundary have been subject to redevelopment request history over a number of years and were considered at the last Structure Plan stage.

### **7.5.1 Port Bellarine Tourist Resort**

The Port Bellarine resort site was situated between the Geelong-Portarlington Road, Point Richards Road and the Port Phillip coastline. Special legislation was enacted, the *Port Bellarine Tourist Resort Act 1981*, to allow for a marina and canal residential development on crown and freehold land. The Act included an agreement between the State Government and the developer requiring that the whole development of the Tourist Resort shall be completed by 1 January 1995. *Port Bellarine Repeal Act 2012* repealed all aspects of the original legislation, including the termination of all agreements and leases granted. The project has not been acted on in any way and has now lapsed.

Should a new proposal be put forward the project would be difficult to justify if assessed against current Council policy/guidelines, as well as Federal and State environmental legislation. In February 2003, the Minister determined that if the project is to be reconsidered, it will be subject to an Environmental Effects Statement, a planning scheme amendment, and need consent under the provisions of the Coastal Management Act and EPA approvals. The development would encroach into the non-urban break between Portarlington and Drysdale. In addition, the area is within the estimated extent of probable coastal acid sulphate soils and the wetlands within the site are saline discharge areas.

### **7.5.2 Land between Portarlington and Indented Head**

The Land between Portarlington and Indented Head behind the coastal strip, including the 'settlement break' between Portarlington and Indented Head, is currently undeveloped and zoned Rural. This area has been subject to requests over the years for rezoning and residential development, none of which have been supported by Council.

The entire area is low lying, subject to poor surface gradients and potentially affected by a high, saline water table and acid sulphate soils. During extreme storm surge events shallow ponding over much of this area is expected and there are increasing potential risks as a result of climate change impacts. Some of the land in this area is classified as Flood Prone under the Building Regulations and urban development could exacerbate flooding issues affecting existing property owners and occupiers.

Enhancing the 'coastal reserve' between the two townships was identified as an action of the Study of Open Space Networks in 2001 (PP2) for landscape and amenity and conservation and habitat purposes.

The Bellarine Peninsula Clause 21.14 under the Municipal Strategic Statement clearly encourages the protection of the rural buffer between the two townships. This is supported by the Bellarine Peninsula Localised Planning Statement and has been strongly supported by the community through consultation.

Overall the area should be retained as a "buffer" and remain undeveloped to ensure the area does not become fragmented.

## **7.6 Town Centre and Retail provision**

Portarlington is categorised as a 'Town Centre' under the Geelong Retail hierarchy. The emerging Retail Strategy and audit notes that Portarlington is a small and lively beachside retail strip that provides for a range of facilities, as shown in Figure 9. The centre provides around 11,400m<sup>2</sup> total floor space encompassing 6,400m<sup>2</sup> retail and 4,200m<sup>2</sup> non retail with 800m<sup>2</sup> vacant. Portarlington includes a large hospitality component, which is approximately a quarter of net land area. The 1,533m<sup>2</sup> Woolworths supermarket located off Brown Street is a major new development in the Town Centre completed in 2013 and acts as a retail anchor.



Figure 9. Types of uses located within the Portarlinton Town Centre

Initial findings from the emerging Retail Strategy suggest that there is a retail shortage for Portarlinton of 2,000m<sup>2</sup> to 2031. Due to limited residential growth planned for the area and a compact urban form encouraged in planning policy, the size and intensity of the centre is likely to remain unchanged. The northern Bellarine is also well serviced with supermarkets until 2031. Further work is needed in terms of the role of the centre as the strategy is finalised, however, it is reasonable to assume that there will be a strong association with Drysdale, providing the majority of service needs due to its growth area status and population base. Leopold and Central Geelong will provide the higher end, once in a month type shopping experience.

Overall based on policy and the nature of the existing shopping centre, there is more than sufficient vacant land and redevelopment options available to cater for future growth. The Urban Design Framework 2011 outlines a major development opportunity for a 2,380m<sup>2</sup> undeveloped site located at 22-34 Newcombe Street. The 2008 Structure Plan recommended that this site be developed as a focal building to contain a mix of retail uses, tourist accommodation and tourism related activities. Development of the site remains a priority for the town centre; and while activated uses are necessary on the ground floor, as a result of no development on the site to date, a mix of options could be considered above the first level incorporating accommodation, offices or retail. Another major development site is located to the rear of 40-42 Newcombe Street. To the front of the site the large heritage building, the 'former Family Hotel', is current vacant. A redevelopment of the site would need to consider and be sympathetic to the heritage context.

There are a number of residential properties located on the eastern and western edges of the township, many of which are single footprint buildings with surrounding curtilage. As a result there is a number of opportunities for development and consolidation within the town centre, with a focus of ground floor activated units and residential and office uses on higher levels.

### 7.6.1 Secondary Centres

Two secondary centres are located along Geelong Road. The first centre is a small 600m<sup>2</sup> local centre located at the corner of Geelong-Portarlinton Road and Sproat Street; comprising three shops, including an IGA and a dilapidated house. It is not anticipated that the area would be subject to significant change, other than improvement to building appearance and surrounding streetscape appearance.

The second secondary centre is located at 30 to 42 Geelong Road and comprises a mix of light industry/ service commercial, retail and vacant land. The site was zoned Business 4 under the 2008 Structure Plan. The Business 4 Zone was amended to Commercial 2 as a result of State Government changes to the Victoria Planning Provisions in 2013.

The site is currently subject to a planning scheme amendment to rezone the area to Mixed Use (C321). An associated planning application is proposing to develop a four storey accommodation and ground floor retail/office complex at 30 and 32 Geelong Road. The rezone recognises the importance of this prominent site as an entry or gateway location for Portarlinton. Currently the area does not have a high aesthetic with a number of light industry style buildings, some underutilised. Redevelopment will therefore provide renewal and investment opportunity. The 2008 Structure Plan set out that the area should be retained to cater for smaller scale, local service business and uses related to local produce. Council has determined that this is still the case under the Mixed Use Zone and there is sufficient land zoned Industry off Tower Road to cater for Industry purposes. There may be pressures for further developments on adjoining properties. It will be important to encourage non-accommodation and activated on the street front at the ground floor level and the impacts of the non accommodation uses can be managed to not compromise accommodation uses. Development design should recognise the prominent entry location of the site to Portarlinton. Development should also ensure that a pedestrian connection is provided from Geelong Road to the Portarlinton Recreation Reserve and this should be incorporated as a part of the design.

### 7.7 Industrial Land

A 6.6 area of land on the north-eastern corner of Queenscliff Road and Tower Road has been zoned for industrial purposes since the introduction of the Geelong Regional Interim Development Order in 1975; currently zoned Industry 1 (Figure 10). Part of the site was subdivided into 22 small lots in 2005 and 14 of the 22 lots (64%) remain undeveloped. The 1.2 hectare site on the corner of Queenscliff Road and Tower Road was constructed as a service station in 2014. A large 3.2 hectare proportion of the site remains undeveloped or further subdivided.

The site has been identified as an area to cater for the growth of processing activities for the aquaculture industry. Based on the limited growth of development in the industrial area over the past decade and the large availability of vacant land there is no additional need for industrial land over the next 15 years.

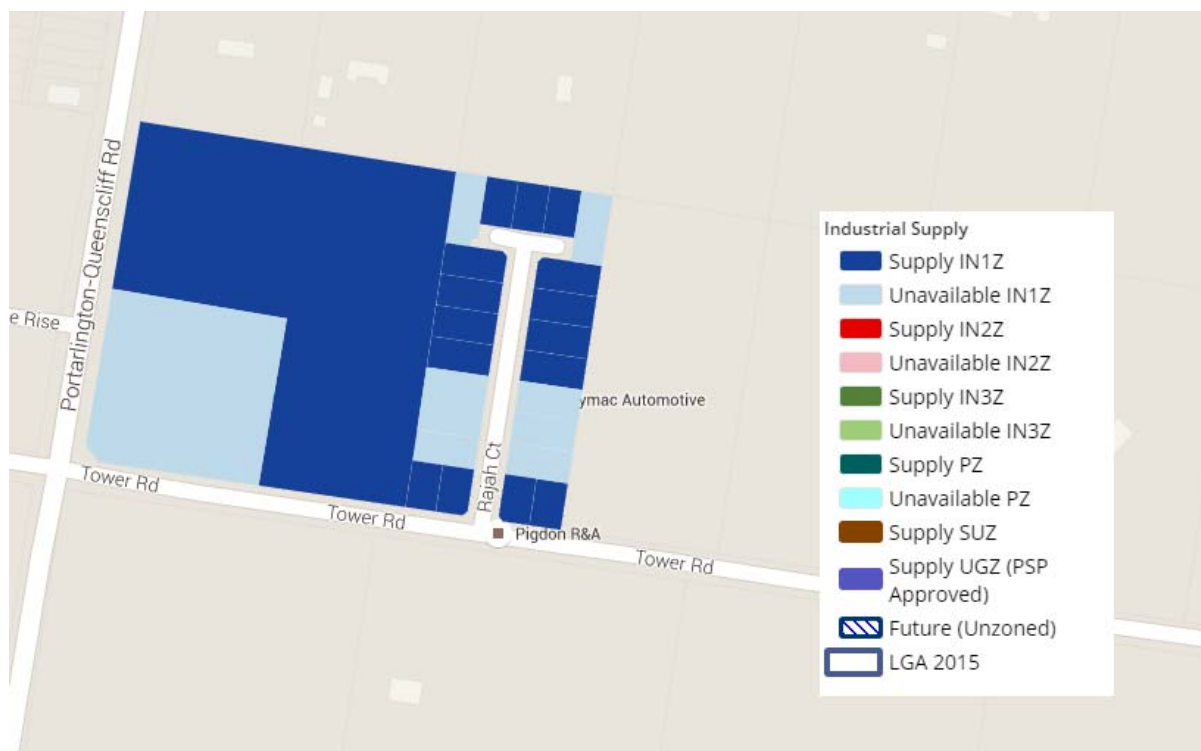


Figure 10. Industrial land supply in Portarlington. Note that one additional site has been developed (unavailable) since the study was undertaken.

### 7.7.1 Aquaculture processing

Section 2.1.5 set out the strategy and opportunities for expanding the seafood industry for Geelong and Portarlington.

Aussie Blue Mussels is currently the major farmer and producer of mussels in Portarlington. Further growth of the industry should consider aquaculture farming and processing that is linked to tourism opportunities and potentially the Portarlington Safe Harbour redevelopment to encourage local employment.

### 7.8 Key Influences

- Historical slow take-up of land in the township;
- Over 20 years lot supply is available within the existing Settlement Boundary, including a significant number of existing vacant lots;
- There is pressure to expand Portarlington on the fringes of the township;
- The size and intensity of Portarlington Town Centre is appropriate to cater for growth.
- Opportunities exist for the development of vacant land and underutilised sites in the Town Centre.
- There is sufficient industrial and commercial land in Portarlington.