

Amendment C346 to the Greater Geelong Planning Scheme

Ocean Grove Structure Plan

Expert Evidence Report, Jason Black

20 April 2016

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1 INTRODUCTION

1. My name is Jason Robert Black of 48 Gala Supreme Close, Mordialloc and I am the Managing Director of Insight Planning Consultants Pty Ltd.
2. I hold a Bachelor in Applied Science (Planning) from the Royal Melbourne Institute of Technology (RMIT). I have seventeen years planning practice experience in local government and private consultancy.
3. I am a Fellow of the Planning Institute of Australia, a Member of the Victorian Planning & Environmental Law Association and I am a Certified Practicing Planner (CPP) as recognised by the Planning Institute of Australia.
4. My experience as project director of the Toolern Precinct Structure Plan and Cardinia Road Employment Precinct Structure Plan and as a planning consultant providing advice to both local government and private sector clients in relation to numerous precinct structure plans, structure plans, development contributions plans and logical inclusion processes provides me with the necessary background to carry out a review of a range of planning documents including Structure Plans, Precinct Structure Plans, Development Contributions Plans, Open Space Strategies, Planning Scheme Provisions and relevant Implementation provisions.
5. I have been instructed by Minter Ellison Lawyers to review the Ocean Grove Structure Plan 2007 (Amended 2008), the proposed Ocean Grove Structure Plan 2015 and the various proposed changes to the Greater Geelong Planning Scheme, provide an expert evidence report and appear at the Panel hearing of this matter.
6. In undertaking my review I have assessed:
 - The strategic planning merits of the proposed *Ocean Grove Structure Plan, December 2015* with a particular focus on matters relating to the north-eastern growth area, including the use of a settlement boundary as a strategic planning tool, the appropriateness of the proposed location of the settlement boundary and the appropriateness of identifying land as a longer term growth option; and
 - The specific elements contained on the Map No. 4 – Structure Plan Map of the Ocean Grove Structure Plan.
7. In forming my opinion I have made the necessary enquiries and reviewed the exhibited and supporting documents, including:
 - *Ocean Grove Structure Plan, 2007;*
 - *Ocean Grove Structure Plan, December 2015;*
 - *Proposed Greater Geelong Planning Scheme Provisions;*
 - *Relevant background information, including the council delegate report and minutes of council meeting to adopt the Ocean Grove Structure Plan; and*
 - *Submissions made to Amendment c346 of the greater Geelong Planning Scheme.*

2 EVIDENCE STATEMENT

8. The *Ocean Grove Structure Plan, December 2015* seeks to significantly change the Structure Plan map that was included in the 2007 Structure Plan in relation to the future urban growth directions of the town.
9. Whilst it is understood that the 2015 Structure Plan seeks to follow the guidance set out in *Planning Practice Note 36 – Implementing a Coastal Settlement Boundary, August 2015* (see Appendix 2), I believe that the proposed changes go well beyond being administrative and unreasonably change the key planning directions that were set out in the 2007 Structure Plan.
10. Both the 2007 and 2015 Structure Plans acknowledge the important role that Ocean Grove plays in supporting broad hectare urban growth on the Bellarine Peninsula, which is reinforced in the *G21 Regional Growth Plan*.
11. However, the proposed 2015 Structure Plan has deleted directions relating to the accommodation of long-term growth. Not only is this likely to have significant impact on those who have made investment and land use decisions based on the 2007 Structure Plan but the 2015 Structure Plan no longer seems to support the continued and ongoing role of Ocean Grove as a designated growth area. This point goes beyond debates about land supply as it relates to setting the long term strategic direction of the town (i.e. Where can the town grow to in the future?).
12. A review of the existing planning scheme provisions (see Appendix 1) that apply to Ocean Grove and surrounds highlights that all land within the proposed 2015 settlement boundary is already zoned General Residential. Whilst it is understood that the development of this land may take a number of years, I believe that land suitable for future urban development that is not currently zoned should also be identified and included within the settlement boundary.
13. For example, in Melbourne’s growth areas, significant land is included inside the urban growth boundary however significant amounts of this land will not be required to support urban growth for many years and therefore effectively sits unzoned (without a precinct structure plan) until it is determined necessary for land supply purposes.
14. Having carried out a review of the existing and proposed Structure Plans and an on-site spatial review of Ocean Grove and surrounds, I believe the least constrained land and therefore most suitable to accommodate long term growth and integrate with the existing community is to the north of the current north-eastern growth area. Whilst there are a mix of uses in this area, including the Glasshouse Farm, I believe the appeal of the land between the current General Residential zoned land and the Bellarine Highway for rural / farming uses will be diminished once the urban development front reaches the zone boundary. That is, the ability to provide buffers between farming and residential uses will be lost.
15. Given the above I believe the settlement boundary proposed in the 2015 Structure Plan should be amended to:
 - Include all land that was shown in the 2007 Structure Plan as a long-term growth option, as this is consistent with the reasonable expectations of land owners and authorities who are likely to have made investment decisions based on this existing strategic planning direction (see Appendix 3);
 - Extend the north eastern growth area to the Bellarine Highway as this land is generally unconstrained and suitable for long term growth (see Appendix 3); and

- Require an appropriate landscape treatment along the interface between the future urban development and the Bellarine Highway to establish a rural / urban break (See Appendix 4).

2.1 PLANNING CONTEXT: OCEAN GROVE

16. Ocean Grove is identified as one of three 'District Towns' that are located on the Bellarine Peninsula. The other two District Towns are Leopold and Drysdale / Clifton Springs.
17. The *G21 Regional Growth Plan – Implementation Plan, November 2013* states that planned growth within these District Towns consists of one third dispersed infill and two thirds of conventional broad hectare residential.
18. Growth in the other towns on the Bellarine Peninsula is mainly dispersed infill with limited broad hectare residential, save for an area in St Leonards.
19. The role of the District Towns (amongst other things) is to accommodate larger scale residential (population) growth as these towns are generally well serviced by road, public transport, community facilities and service infrastructure. To this end, the *G21 Regional Growth Plan – Implementation Plan, November 2013* identifies a number of short to longer term strategies / actions that are required to support the role and function of these District Towns.
20. By supporting urban growth in the District Towns, a range of environmental, landscape and agricultural objectives can be maintained across the majority of the Bellarine Peninsula, particularly in proximity to the coastline.
21. The role of Ocean Grove as a designated growth area has been supported as the town is well connected to the regional city of Geelong, has significant community / sporting facilities and can accommodate broad hectare growth without compromising key environmental, landscape and agricultural land uses.

2.2 GREATER GEELONG PLANNING SCHEME ZONES & OVERLAYS

22. The current zone and overlay provisions provide a useful insight into the current assessment of the land within Ocean Grove and surrounds.

Zones

23. All land within the proposed settlement boundary in the 2015 Structure Plan is currently zoned for residential purposes with the majority of the land in the north-eastern growth area zoned General Residential. The north-eastern growth corridor also includes some Commercial 1, Commercial 2, Industrial 3, Low Density Residential 1, Residential Growth Zone 3 and Public Park and Recreation zoned land.
24. It is understood that most of the land within the north-eastern growth area was rezoned in accordance with the directions of the 2007 Structure Plan.
25. The land between the proposed north-eastern settlement boundary and the Bellarine Highway (approx. 700 metres wide) is zoned Farm, as is the land east of Banks Road and west of Grubb Road which was previously identified as either a long term growth option or future investigation site.

Overlays

26. A Development Plan Overlay (DPO) applies to all the land within the north-eastern growth area (within the settlement boundary) and the Commercial land is also partly affected by the Wildfire Management Overlay (WMO) that applies to the conservation reserve that is on the western side of Grubb Road.
27. The land east of Banks Road is affected by a Significant Landscape Overlay (SLO). There is a Vegetation Protection Overlay (VPO) along the Grubb Road reserve and along part of Banks Road reserve. There is no VPO along the Bellarine Highway.
28. A small part of the land to the west of Grubb Road toward the Barwon River is affected by Schedule 10 of the Significant Landscape Overlay and the land immediately surrounding the conservation reserve is affected by the WMO.
29. Based on the current zones and overlays, the land north of the current settlement boundary is the least constrained, which is supported by my on-site observations.

2.3 PRACTICE NOTE 36 – IMPLEMENTING A COASTAL SETTLEMENT BOUNDARY

30. The Practice Note states that *'The purpose of this practice note is to provide guidance about implementing a coastal boundary in a planning scheme for settlements outside Metropolitan Melbourne'*.
31. The Practice Note describes a coastal settlement boundary as *'the allowable extent of urban use and development for a settlement. It is a fixed outer boundary of urban development and represents the future growth expectation for a settlement'*.
32. The Practice Note acknowledges that *'a settlement boundary that defines the allowable extent of urban use and development enables landowners and authorities to make investment decisions about land use and development both inside and outside the settlement boundary with greater certainty'*.
33. A number of positive outcomes associated with establishing a settlement boundary are stated in the Practice Note, including:
 - *Preventing ribbon development along the coast and maintaining a non-urban break between towns;*
 - *Containing outward growth and safeguarding conservation areas, coastal landscapes and productive agricultural land;*
 - *Encouraging more compact and efficient urban settlements;*
 - *Establishing defined areas for future housing and other development and allowing for long term planning and infrastructure needs;*
 - *Reducing land-use conflict at the urban / rural interface.*
34. The implementation of a coastal settlement boundary is supported for Ocean Grove, however I do not support the proposed location of the settlement boundary that is shown in the *Ocean Grove Structure Plan, 2015*.
35. The reduction in the coastal settlement boundary from that previously shown in the 2007 Structure Plan as a 'long term boundary beyond 2020' is contrary to a key aim of applying a boundary, which is to provide land owners and authorities with some level of certainty to provide investment decisions both inside and outside the boundary.

36. The review of the Structure Plan provides the opportunity to be guided by the Planning Practice Note that has been prepared since the 2007 Structure Plan. In reviewing the appropriateness of the settlement boundary location I make the following observations against the matters listed in Paragraph 33 above:

- Extension of the settlement boundary to include the 2007 long term growth area and land between the north-eastern growth area and Bellarine Highway will not result in ribbon development along the coast and will maintain a non-urban break between towns.
- Locating the settlement boundary, as stated above, will safeguard conservation areas, protect coastal landscapes and will not unreasonably impact on agricultural land. It is noted that there are a significant number of dwellings located between the Bellarine Highway and the existing residential areas on both the east and west sides of Grubb Road.
- Concentrating urban development to the north of Ocean Grove along the Grubb Road corridor will ensure that an efficient and connected urban design can be applied.
- Designating the northern part of Ocean Grove as the designated growth area will provide certainty to the community, land owners and service authorities and ensure the existing values of Ocean Grove are protected.
- Extending the settlement boundary to the Bellarine Highway and including a landscape treatment along the Highway corridor will minimise any potential land use conflicts.

2.4 OCEAN GROVE STRUCTURE PLAN, 2007 (AMENDED 2008)

37. Part A of the 2007 Structure Plan identifies the key principles and directions relating to land use, urban growth and infrastructure including (amongst other things) the need to *'accommodate an increase in the town's total population of up to 21,000 persons by 2020'* and the *'majority of this growth within a designated growth corridor to the north-east of the town between Grubb and Banks Roads...'* (Pg. A-ii).

38. Part A of the 2007 Structure Plan also includes principles and directions in relation to settlement and housing, infrastructure, natural environment, economic development and employment and rural. This includes (amongst other things) 'Natural Environment' directions in relation to protecting specific environmentally sensitive areas including the coast, Buckley Park Foreshore, Ocean Grove Nature Reserve, Barwon River, Lake Connewarre and Lake Victoria wetlands and 'Rural' directions to ensure land use activities on rural land within the long term settlement boundary do not prejudice future growth opportunities and ensure urban development and non-farming activities do not impact upon agricultural production and the right to farm.

39. Figure 3 of the 2007 Structure Plan is the map that shows the key aspects of the Structure Plan.

40. The map includes a number of elements that were intended to guide future use and development including:

- Settlement boundary 2020
- Long term boundary beyond 2020
- North eastern growth area
- Future residential designation
- Further investigation site
- 'protect long term growth option'
- 'preserve rural / residential edge with farm-based tourism opportunities'

41. Section 3 – The Plan, of the 2007 Structure Plan clearly identifies Ocean Grove as a ‘designated growth node that can accommodate large scale residential growth beyond existing urban zoned land’. There is also recognition of the areas of sensitivity that place some constraint on future growth however states that ‘there is scope for further expansion of the town boundaries to help strengthen and reinforce Ocean Grove’s role as a hub for surrounding towns within the Bellarine Peninsula’ (See Section 3.2 – Role of Town).
42. The designation of Ocean Grove as a growth node / town is consistent with the regional planning directions set out in the *G21 Regional Growth Plan*.
43. In the context of Ocean Grove being designated to accommodate substantial growth over an extended period of time, I believe the use of various elements should be used on the Structure Plan map to guide future use and development, particularly in relation to sequencing and investigating the development potential of particular areas, at a time in the future.
44. In the case of the 2007 Structure Plan map, the north-eastern area was identified as the growth area, which has since commenced and continues development, an area on the north west corner of Shell Road and Banks Road was identified as ‘future residential’ and land on the north east corner of Shell Road and Banks Road was identified as a ‘further investigation site’. All these areas were within the ‘settlement boundary 2020’.
45. Furthermore, the 2007 Structure Plan map identifies the need to ‘protect long-term growth options’ and shows land generally west of Grubb Road within a ‘long term boundary beyond 2020’.
46. Whilst I don’t fully agree with the location of both the ‘settlement boundary 2020’ and ‘long term boundary beyond 2020’, the approach to designate certain areas as suitable for accommodating growth and using the Structure Plan map as a means of effectively reflecting sequencing preferences is not uncommon and a method I generally support.
47. As such, I would expect that all these strategic directions would remain in future versions of the Ocean Grove Structure Plan unless there were compelling reasons, such as a change in the town’s role and function or identification of major servicing constraints, for why these directions were no longer relevant.
48. In relation to the specifics of the boundary location, I believe that the ‘long term boundary beyond 2020’ should have been more defined so as to specifically follow lot boundaries, waterways or roads and the ‘settlement boundary 2020’ should have, at a minimum, been extended to the Bellarine Highway in the north-eastern (designated) growth area.
49. The objective of maintaining a rural break is an outcome that can be achieved without having to designate an area that is approx. 700 metres wide. *Planning Practice Note 36* suggests to ‘map the boundary along a cadastral feature such as a lot boundary, waterway, road’. The settlement boundary follows cadastral boundaries however the ‘long term boundary beyond 2020’ to the east of Grubb Road currently follows cadastral boundaries whilst to the west of Grubb Road it is less precise and is inconsistent with the guidance within the Practice Note.

2.5 PROPOSED OCEAN GROVE STRUCTURE PLAN, DECEMBER 2015

50. The ‘vision’ for Ocean Grove has not changed since the 2007 Structure Plan and Ocean Grove remains recognised as an high capacity urban growth location.

51. Interestingly, the Study Area for the 2015 Structure Plan had also not changed since 2007, which I believe may have limited or certainly influenced the opportunity to consider land use matters that were 'outside the study area'.
52. Specifically, the area between the proposed settlement boundary and the Bellarine Highway is outside the Structure Plan study area but potentially well suited to accommodating future urban growth.
53. Notwithstanding the above, the 2015 Structure Plan clearly reinforces the role of the north-eastern growth area 'to accommodate future residential growth away from the environmentally sensitive areas such as the coastline, Barwon Estuary and Lake Victoria environs' (See Section 3.3.1 – Urban Growth).
54. Whilst the objectives and directions of the 2015 Structure Plan are very similar to the 2007 Structure Plan there has been a change in position in relation to showing areas that are or may be suitable for accommodating future growth.
55. The 2015 Structure Plan no longer shows areas suitable for long-term growth or future investigation sites.
56. A review of the Minutes of Ordinary Council Meeting dated 8 December 2015 (See Page 48) suggests that the view has been formed that 'the inclusion of an indicative long-term settlement boundary on the Structure Plan map provides uncertainty' and that given a range of other factors including 'the extent of land supply within the nominated settlement boundary, the need to consolidate development within settlement boundaries, the need to protect rural land and the need to protect rural landscape and town identities on the Bellarine Peninsula, and also landscape and environmental features, land outside the nominated settlement boundary is not supported for urban growth as part of the Structure Plan'.
57. The matters raised against the use of a long-term boundary in the Council Report are varied and complex and therefore I refer to the matters raised for consideration in the *Planning Practice Note 36 – Implementing a Coastal Settlement Boundary* when 'defining the extent of a settlement' (See Page 2 of the Practiced Note).
58. The following matters are raised in the Practice Note as matters to be determined through a strategic planning process, such as preparing a Structure Plan:
 - *Desired future vision for a settlement*
 - *Role and function of the settlement in comparison with other settlements within the region*
 - *Constraints on development such as topography, native vegetation, rural land-use activity and areas of environmental or landscape significance and sensitivity*
 - *Areas with susceptibility to flooding (both river and coastal inundation), landslip, erosion, coastal acid sulfate soils, salinity, wildfire or geotechnical risk*
 - *Supply/demand of land within a 10 year planning horizon and opportunities for future growth (if any).*
59. In reviewing the proposed settlement boundary against these matters, I have also considered the expectations that are likely to have been established as a result of the 2007 Structure Plan identifying areas for long term growth. That is, the Ocean Grove Structure Plan is not a new concept and in most part is maintaining the status quo established in the 2007 Structure Plan. However the 2015 Structure Plan seeks to retract or remove elements that clearly would have have created some level of land use and investment expectation and therefore, I believe greater justification is required to support any direction not to include the land that is mooted for growth in the 2007 Structure Plan.
60. The vision for Ocean Grove (unlike other towns such as St Leonards) is as a designated growth area and therefore has a broader role and function. Ocean Grove (and the other two district towns) must

accommodate growth within themselves as well as draw growth pressures away from other towns that are not designated for growth. The purpose of designating growth towns is a key means of also protecting other parts of the Bellarine Peninsula from unwanted development pressures.

61. A review of the land constraints was in some part explained in Section 2.2 of this report. It is my opinion that the land between the north-eastern growth area settlement boundary and the Bellarine Highway is relatively unconstrained. I also believe that given the depth of this area (approx. 700 metres) it will be quite easy to ensure a rural / urban break is maintained along the Bellarine Highway corridor. That said, I also note that the land uses along the Highway are varied and this corridor does not include a Significant Landscape Overlay and therefore a suitable landscape response could achieve the desired outcome.
62. As the current zoned land within the north-eastern growth area develops the potential for urban / rural interface issues will also increase. Therefore, given Ocean Grove's designation as a Bellarine Peninsula growth area I believe that the protection of rural uses should be focused on those north of the Highway as those to the south have already been compromised by previous rezoning decisions.
63. The land form within this area is relatively flat and has been in most part heavily farmed or used for hobby farms / rural living. It is understood that the current Glasshouse Farms operation has also indicated that they intend to relocate once the urban development front approaches as they will not be able to maintain appropriate separation distances from the future residential areas.
64. Finally, I believe the debate about land supply is less relevant in a growth area context. That is, the key strategic planning decision regarding development has already been made and therefore we know that at some point land that is designated for urban growth will be developed. Obviously, this may occur at varying rates over time but it is only a matter of time until all the land is developed.
65. Therefore, in this planning context and similar to the approach that has been applied to Melbourne's growth areas, I believe that the 'settlement boundary' within the Structure Plan should include all future development areas so that the community, land owners, investors and service authorities can appropriately respond to all matters that may arise in the fullness of time.
66. The debate about whether Ocean Grove should grow has been determined and as such clearly identifying the full extent of the development by way of a 'settlement boundary' is appropriate and is similar to the approach that has been applied in Melbourne's growth areas.
67. The decisions regarding the future rezoning of the land within the settlement boundary can be made over time as land supply requires.
68. Given the above, I believe that 'settlement boundary' on the 2015 Structure Plan map should be amended to include the land between the north-eastern growth area and the Bellarine Highway and the land previously shown as a 'long-term growth option'.

2.6 CLAUSE 21.14 – THE BELLARINE PENINSULA

69. Clause 21.14 forms part of the Local Planning Policy Framework (LPPF) within the Greater Geelong Planning Scheme. The Clause contains Structure Plan maps for the various towns on the Bellarine Peninsula.
70. To ensure that a reasonable rural / urban break is achieved along the Bellarine Highway I would also recommend including the symbol that applies to the other sensitive interface areas or similar to ensure this key strategic direction is recognised.

71. Provided the Structure Plan map is amended to include the 'settlement boundary' changes as recommended above and recognition of the rural / urban break I believe that proposed changes to Clause 21.14 as proposed in the Amendment documentation are reasonable.

3 CONCLUSION

72. Having reviewed the range of documents associated with the implementation of the Ocean Grove Structure Plan, December 2015, I am of the opinion that the following changes should be made to the amendment documentation:

3.1 OCEAN GROVE STRUCTURE PLAN

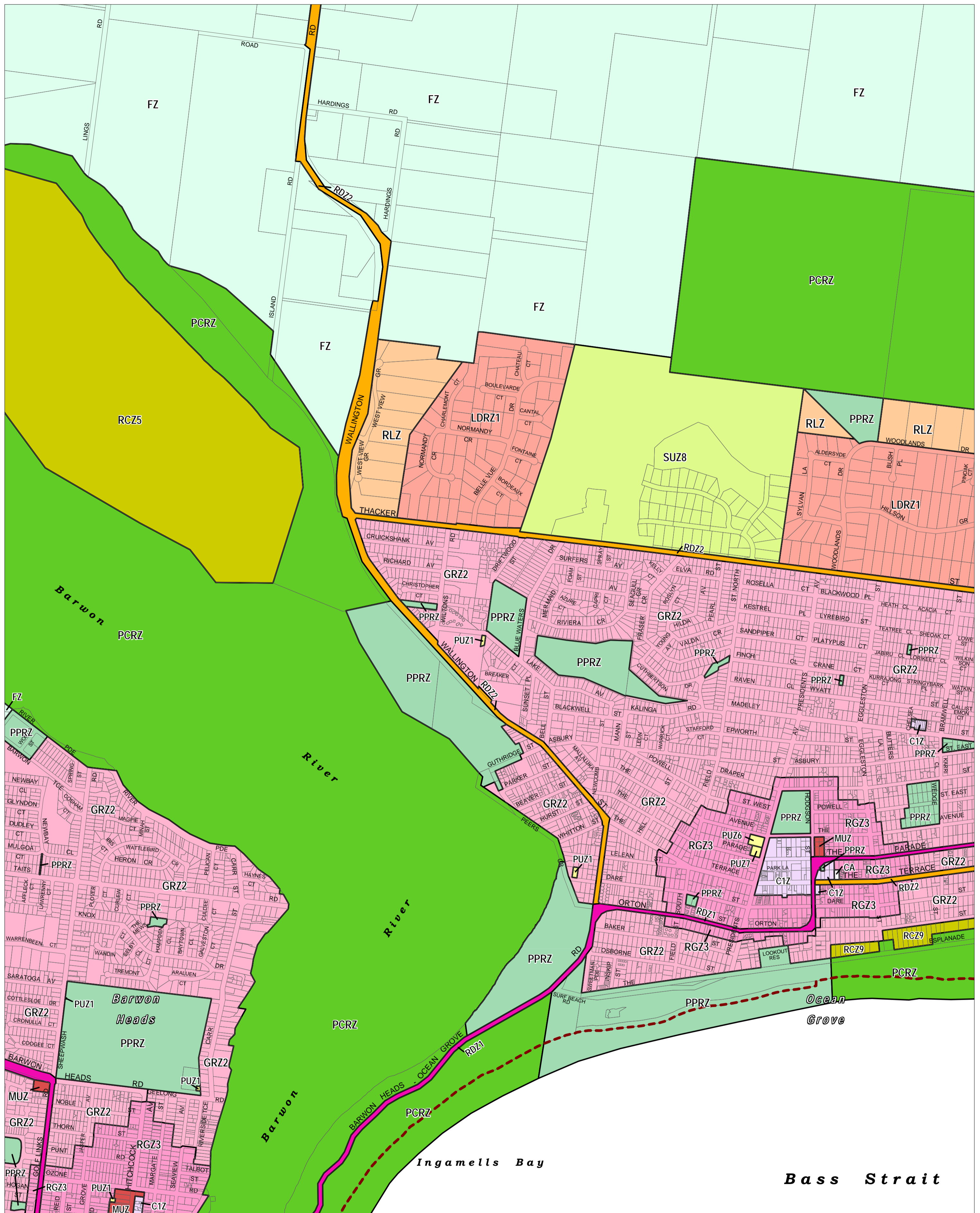
73. Amend Map No. 4 – Structure Plan to show a revised ‘settlement boundary’, that:

- Includes all land that was shown in the 2007 Structure Plan as a long-term growth option;
- Includes all land between the north-eastern growth area and the Bellarine Highway between Grubb Road and Banks Road; and
- Show a landscape treatment rural / urban break along the Bellarine Highway between Grubb Road and Banks Road.

JASON BLACK
MANAGING DIRECTOR
INSIGHT PLANNING CONSULTANTS

APPENDIX 1 – ZONING MAPS

GREATER GEELONG PLANNING SCHEME - LOCAL PROVISION



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Commercial	Road Zone - Category 1	Rural Conservation Zone - Schedule 5
C1Z Commercial 1 Zone	RDZ1	RCZ5
Public Land	Road Zone - Category 2	Rural Conservation Zone - Schedule 9
PPRZ Public Conservation And Resource Zone	RDZ2	RCZ9
PPRZ Public Park And Recreation Zone	RDZ3	RLZ Rural Living Zone
PUZ6 Public Use Zone - Local Government	LDRZ1 Low Density Residential Zone - Schedule 1	Special Purpose
PUZ7 Public Use Zone - Other Public Use	MUZ Mixed Use Zone	SUZ8 Special Use Zone - Schedule 8
PUZ1 Public Use Zone - Service And Utility	RGZ3 Residential Growth Zone - Schedule 3	Commonwealth Land
		CA Commonwealth Land Not Controlled By Planning Scheme
Rural		
FZ Farming Zone		

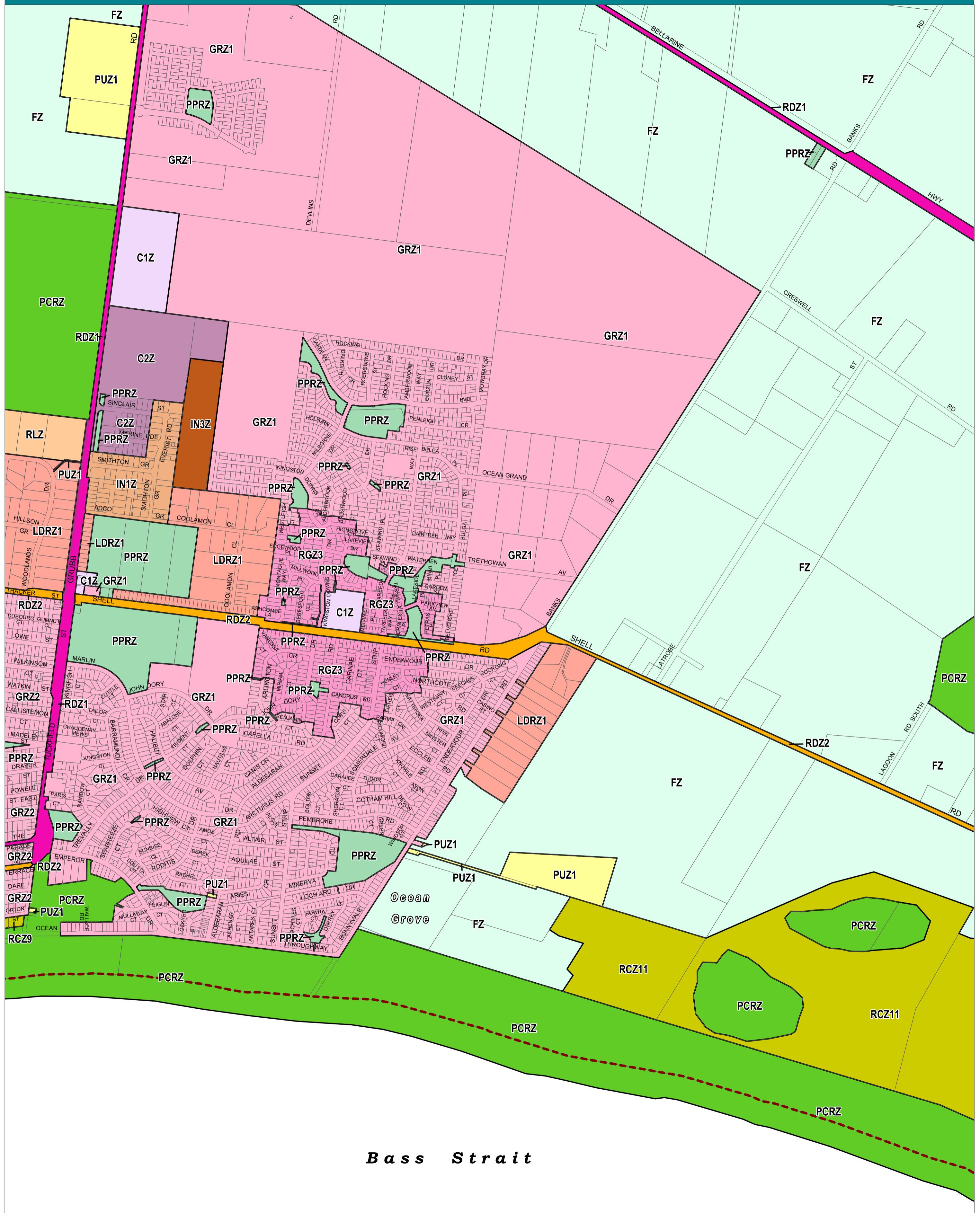
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AUSTRALIAN MAP GRID ZONE 55

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GREATER GEELONG PLANNING SCHEME - LOCAL PROVISION



Bass Strait

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Commercial	Road Zone - Category 1	Rural Conservation Zone - Schedule 11
C1Z Commercial 1 Zone	RDZ1	RCZ11
C2Z Commercial 2 Zone	RDZ2	RCZ9 Rural Conservation Zone - Schedule 9
Industrial	Residential	Rural Living Zone
IN1Z Industrial 1 Zone	GRZ1 General Residential Zone - Schedule 1	RLZ
IN2Z Industrial 2 Zone	GRZ2 General Residential Zone - Schedule 2	
IN3Z Industrial 3 Zone	LDRZ1 Low Density Residential Zone - Schedule 1	
Public Land	Rural	
PCRZ Public Conservation And Resource Zone	RGZ3 Residential Growth Zone - Schedule 3	
PPRZ Public Park And Recreation Zone	FZ Farming Zone	
PUZ1 Public Use Zone - Service And Utility		

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AUSTRALIAN MAP GRID ZONE 55

PREPARED BY: Planning Mapping Services

VICTORIA State Government

Environment, Land, Water and Planning

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AMENDMENT C203

APPENDIX 2 – PLANNING PRACTICE NOTE 36: IMPLEMENTING A COASTAL BOUNDARY

This version of the **Planning Practice Note 36: Implementing a Coastal Settlement Boundary** has been prepared for use with screen reader software. The printed publication contains design features that have been necessarily omitted from this version. In other respects this document contains identical text to that in the PDF version of the document which is available at www.delwp.vic.gov.au/planning.

Planning Practice Note 36

Implementing a Coastal Settlement Boundary

August 2015

The purpose of this practice note is to provide guidance about implementing a coastal settlement boundary in a planning scheme for settlements outside Metropolitan Melbourne.

The growth of existing coastal settlements presents significant future challenges for governments as local populations increase and pressures for lifestyle properties intensify. The *Victorian Coastal Strategy 2008* helps to conserve and manage the Victorian coast. The Strategy provides a shared vision to guide decision-making along the coast and outlines principles for coastal development.

The Strategy identifies the need to provide direction for the location and scale of use and development on the coast. Planning schemes are the primary tool to manage growth of coastal settlements and land outside existing settlement boundaries. Action 4.2a of the Strategy encourages the establishment of coastal settlement boundaries in planning schemes as the mechanism to guide the extent of use and development in coastal settlements.

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.

What is a coastal settlement boundary?

A coastal settlement boundary defines the allowable extent of urban use and development for a settlement. It is a fixed outer boundary of urban development and represents the future growth expectations for a settlement.

A coastal settlement boundary is established through a strategic planning process which involves an analysis of land opportunities and constraints with a minimum 10 year planning horizon.

A coastal settlement boundary is given statutory weight in a planning scheme through objectives, strategies and implementation measures and an associated Framework Plan in the Local Planning Policy Framework (LPPF).

Why identify a settlement boundary?

Unmanaged growth can lead to loss of environmental and landscape values, the inability to provide cost effective infrastructure and other urban services, a proliferation of urban uses on rural land and a loss of productive agricultural land.

It is the desire to protect these values and productive agricultural land that leads to the need for managed growth and the application of coastal settlement boundaries.

A settlement boundary that defines the allowable extent of urban use and development enables landowners and authorities to make investment decisions about land use and development both inside and outside the settlement boundary with greater certainty.

A settlement boundary in a coastal setting has a number of positive outcomes. These are:

- preventing ribbon development along the coast and maintaining a non-urban break between towns
- containing outward growth and safeguarding conservation areas, coastal landscapes and productive agricultural land

- encouraging more compact and efficient urban settlements
- establishing defined areas for future housing and other development and allowing for the long term planning of infrastructure needs
- reducing land-use conflict at the urban/rural interface.

Defining the extent of a settlement

Coastal settlement boundaries should be clear and easy to justify.

The location of a coastal settlement boundary should be established through a strategic planning process with a 10 year planning horizon. This process should identify the:

- desired future vision for a settlement
- role and function of the settlement in comparison with other settlements within the region
- constraints on development such as topography, native vegetation, rural land-use activity and areas of environmental or landscape significance and sensitivity
- areas with susceptibility to flooding (both river and coastal inundation), landslip, erosion, coastal acid sulfate soils, salinity, wildfire or geotechnical risk
- supply/demand of land within a 10 year planning horizon and opportunities for future growth (if any).

In some cases coastal settlement boundaries will already exist in planning schemes. In these instances it is unnecessary to do any additional strategic work. Councils should however bring the provisions in line with the structure outlined in this practice note as part of the planning scheme review process.

Strategic documents such as township strategies, structure plans, housing strategies and urban design frameworks help to define the logical extent of coastal settlements. These documents provide a basis for identifying coastal settlement boundaries in planning schemes.

Unless a coastal settlement boundary has been strategically identified and implemented into the planning scheme, the boundary of a settlement is defined by the extent of existing urban zoned land and any land identified on a plan in the planning scheme for future urban settlement.

Implementing a coastal settlement boundary in a planning scheme

The settlement boundary

The recommended approach for applying a coastal settlement boundary in planning schemes is:

- inclusion of policy objectives and strategies for coastal settlements in the LPPF (see model provisions)
- identification of the coastal settlement boundary on a map linked to the objectives and strategies in the LPPF
- identification of opportunities and constraints that support the location of the settlement boundary
- identification of areas suitable for future urban development inside the settlement boundary.

Showing a boundary on a plan

- Use a consistent symbol to show the location of the boundary.
- Map the boundary along a cadastral feature such as a lot boundary, waterway, road.
- Use a scale that easily identifies individual parcels of land.
- Arrows or other directional imagery should not be used.

- Ensure the plan is suitable for black and white reproduction.

Other policies

In addition to identifying a coastal settlement boundary, a planning authority may also develop supporting strategies and local planning policies such as:

- the role of each coastal settlement within the region
- use and development of land identified within the coastal settlement boundary not yet zoned for urban use
- use and development outside the settlement boundary
- landscaping considerations and urban design issues
- environmental expectations and coastal influences.

Reviewing a coastal settlement boundary

There may be a need to review a coastal settlement boundary over time due to emerging information about the environmental values of an area, increased infrastructure capacity or other strategic considerations.

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.

The extent of the review will depend on the issues to be addressed. There must be adequate recognition and consideration of the *Victorian Coastal Strategy* including an analysis of the hierarchy of principles for coastal planning and management and consistency with the Strategy's objectives.

More information

See also *Planning Practice Note 53: Managing coastal hazards and the coastal impacts of climate change* on the department's website.

Example

Municipal Strategic Statement – Clause 22.04

21.04

26/10/2011 – C54

COASTAL SETTLEMENT BOUNDARIES

21.04-1

26/10/2011 – C54

Overview

Coastal settlements are expected to experience housing growth as the lifestyle and recreational opportunities in the area attract residents and visitors.

New urban development will be directed to areas where growth can be accommodated while respecting existing urban character, reducing impacts on the environment and ensuring appropriate infrastructure is available to service new residents.

A settlement boundary has been identified for each coastal settlement. The boundary of each coastal settlement is shown on the Settlement Boundary Plans. Urban development will be contained within the settlement boundary.

In areas outside the identified settlement boundary, land will be managed to protect its non-urban purpose. Emphasis is placed on retaining farming and other agricultural activity and to protect landscapes that are visually significant or have environmental conservation values.

21.04-2 Key issues

- Maintaining a capacity to accommodate some growth in accommodation for both residents and visitors within the municipality.
- Containing urban development within the defined settlement area.
- Minimising impacts on the adjoining sensitive coastal environment.
- Reducing the impact of development on the rural landscape.

21.04-3 Objective

To consolidate urban development within defined coastal settlement boundaries to protect adjoining rural land and valued environmental assets.

21.04-4 Strategies

- Define a settlement boundary for each coastal settlement.
- Contain urban development within the defined coastal settlement boundary.
- Protect the continued rural use of land outside the coastal settlement boundary from urban development.
- Protect areas of environmental and landscape value outside the coastal settlement boundary from urban development.

2.04-5 Implementation

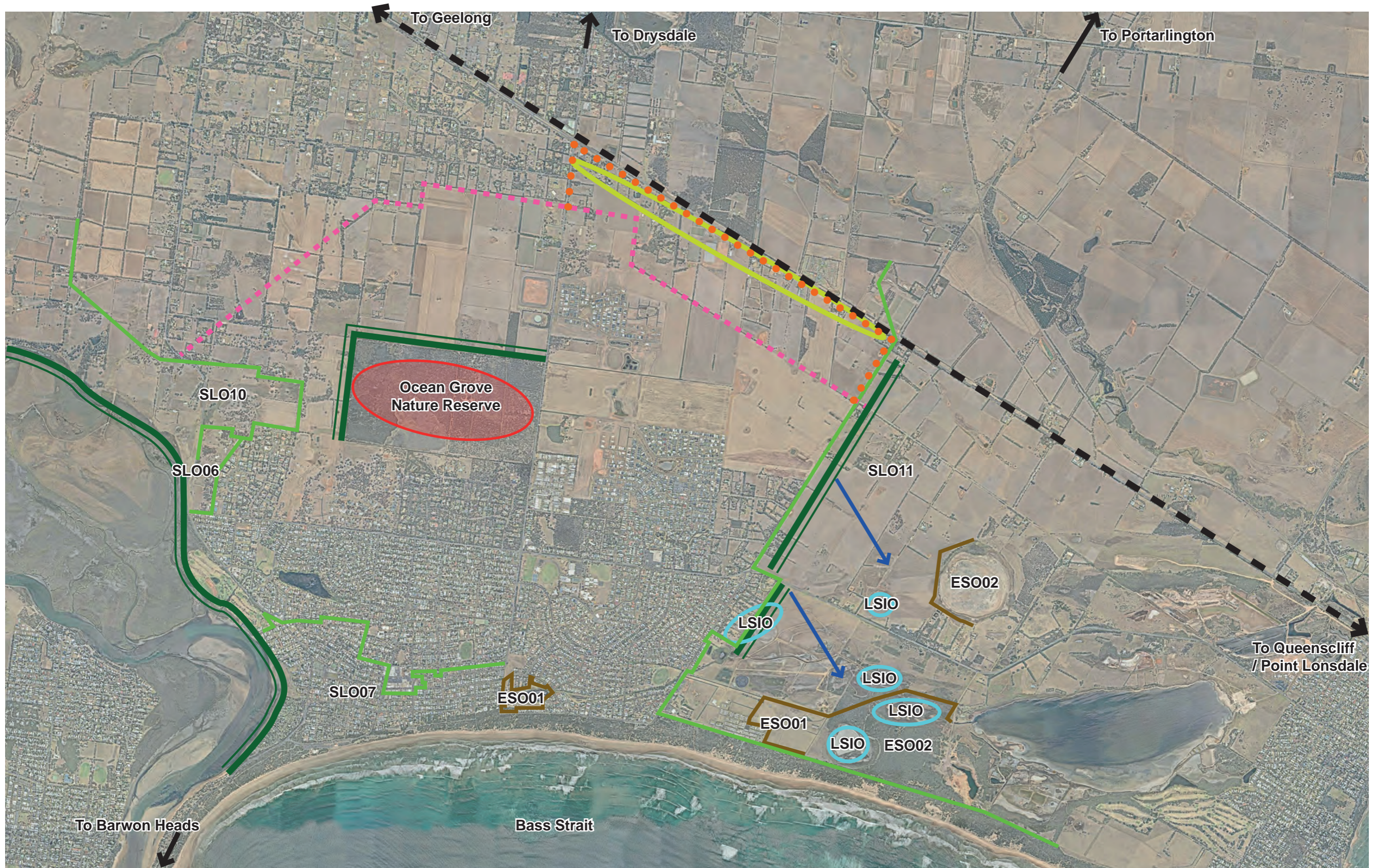
The settlement boundary for each coastal settlement is shown on the Settlement Boundary Plan of this clause.

Reference document

Gumnut Coastal Settlement Strategy, 2006.

DOCUMENT ENDS

APPENDIX 3 – SITE ANALYSIS PLAN



Legend

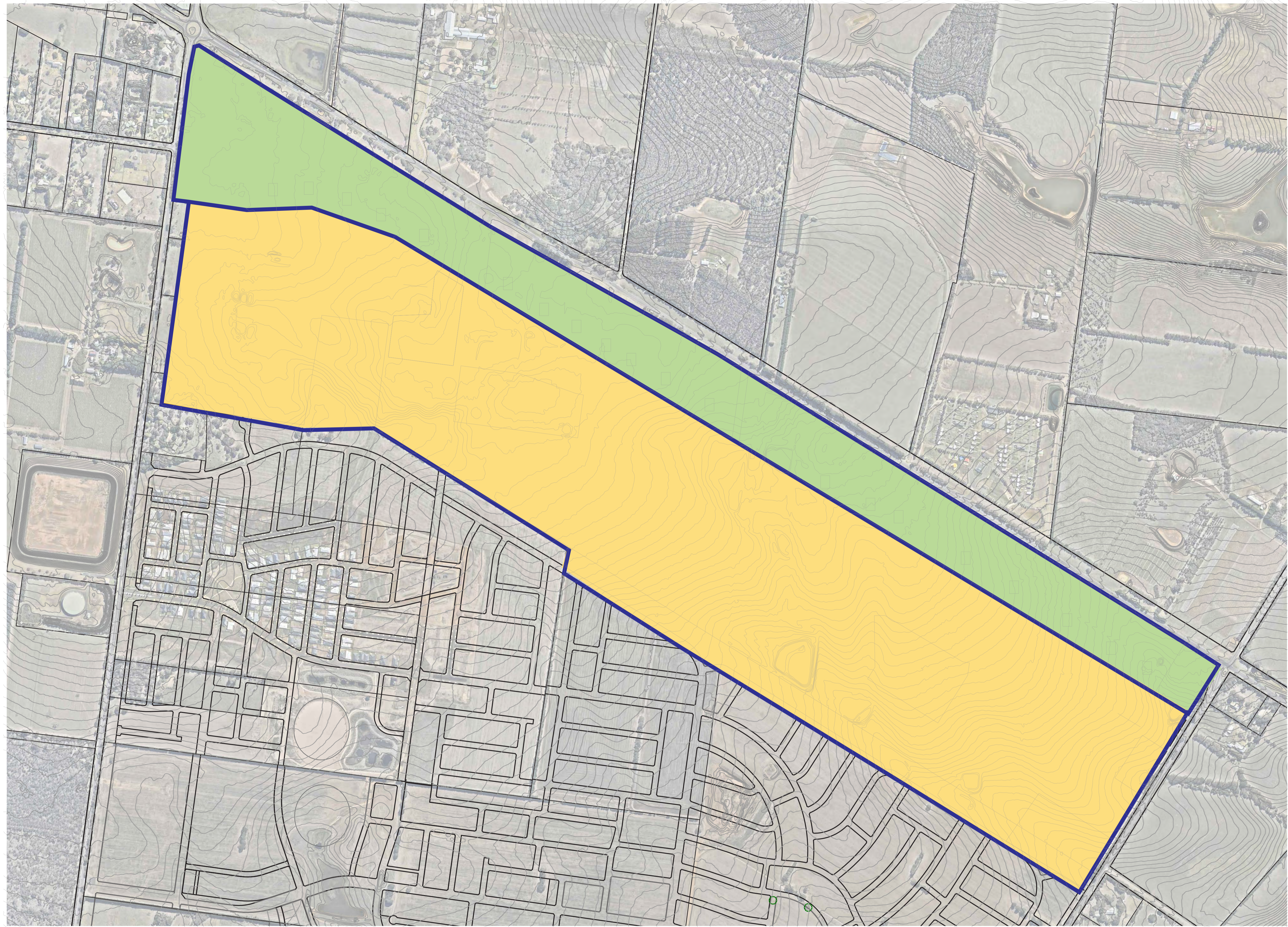
- Bellarine Highway
- Physical barrier limiting development along northern interface
- Sensitive Landscape Interface
- Wildfire Management Overlay (WMO)

- Significant Landscape Overlays (SLO)
- Environmental Significant Overlays (ESO)
- Land Subject to Inundation and Floodway Overlay (LSIO)

- Topography and slope constraints
- Future long term growth option
- Proposed future long term growth
- Rural allotments interface with Bellarine Highway

1:15000 @ A1

APPENDIX 4 – PROPOSED RURAL / URBAN BREAK



LEGEND



Indicative Conventional Residential

Rural Living/Rural Break