



PORTLAND

Integrated Growth Plan



FINAL REPORT

May 2011



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ACKNOWLEDGEMENTS

The project team is grateful for the support, assistance and valuable contributions of the Project Steering Committee, Project Working Group, members of the Portland community, and Glenelg Shire Council staff.

Details of the Project Steering Committee and Working Group are provided in [Appendix A](#). An overview of the community consultation process is provided in [Chapter 1](#), while further details are outlined in the *Portland Integrated Growth Plan: Background Report*.

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PROJECT CONTROL

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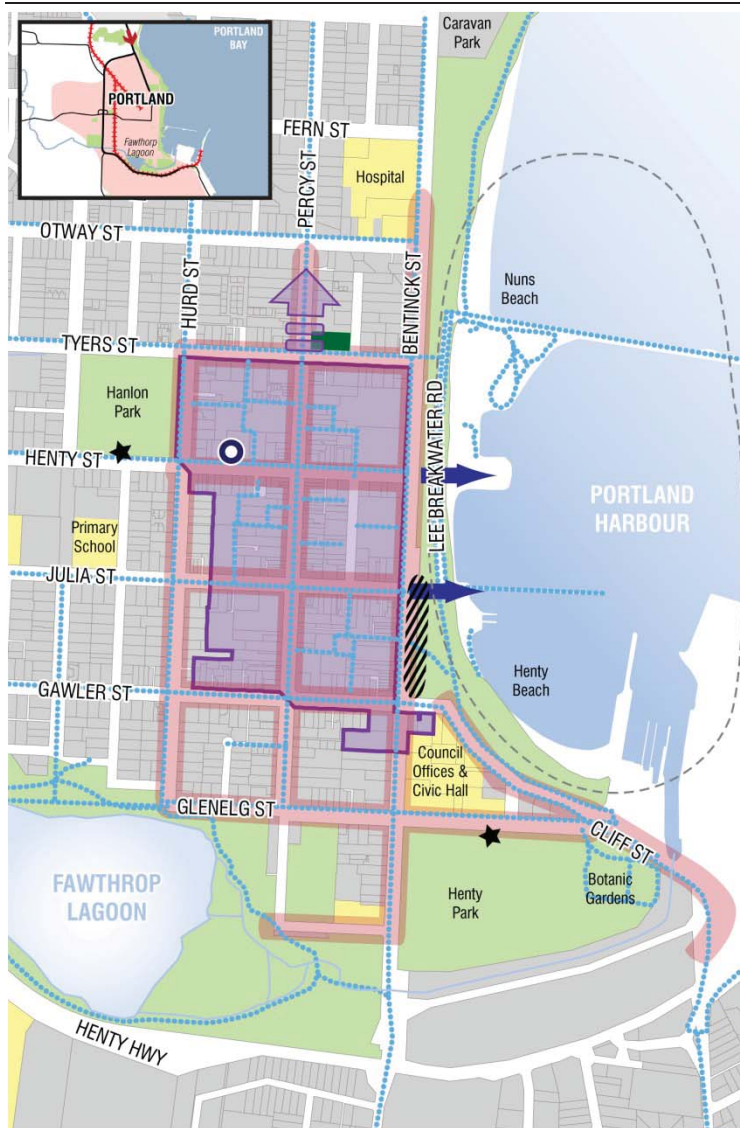


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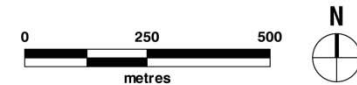


KEY PRIORITIES



Legend Recommendations

- CBD area
- Foreshore interface
 - Relocate Bentinck Street toilet block*
 - Replace chain wire foreshore fence*
- Town entrance
 - Improve landscape and signage at town entrance*
- Market Square
 - Upgrade Market Square*
- Bus interchange
 - Resolve location of multimodal bus stop location within the CBD*
- Streetscapes for improvement
 - Progressively upgrade streetscape treatments commencing with Julia Street*
- Foreshore access
 - Investigate pedestrian and vehicle access improvements between Bentinck Street and the foreshore*
- Direction of CBD expansion
 - Undertake detailed economic analysis of CBD floorspace growth requirements*
- Pedestrian and bicycle linkages
 - Prepare a Pedestrian and Bicycle Access Plan*
 - Develop a coastal promenade linking Fawthrop Lagoon with North Portland*
- Possible location for caravan / campervan parking
 - Establish and promote campervan/caravan parking locations*
- Portland harbour
 - Implementation of the Coastal Infrastructure Plan*
 - Develop strategy to boost tourism*





INTRODUCTION 1

1.1 PROJECT OVERVIEW

Glenelg Shire Council commissioned Planisphere in conjunction with Aspect Studios and UrbanTrans to prepare the Portland Integrated Growth Plan to guide growth and change within Portland over the next 20+ years. The project commenced in November 2010.

The plan has been developed through a process of research by the project team, engagement with the community and a Project Working Group, and public exhibition of an *Issues and Opportunities Paper* (January - February 2011) and a *Draft Portland Integrated Growth Plan* (April – May 2011).

The project was undertaken over four stages:

1. Inception and review | November 2010
2. Issues and analysis | February 2011
3. Draft plan and consultation | April – May 2011
4. Final plan | May 2011

STUDY AREA

The Portland Integrated Growth Plan (IGP) is primarily focused around the town's Central Business District (CBD), shown in the map opposite. Due to the close proximity of the Port of Portland to the CBD, the plan also addresses issues associated with freight movements to the port.

The Plan sets out a long-term plan for the CBD, developed with the community, which provides a clear framework for its future growth and revitalisation.



Portland Integrated Growth Plan Study Area

PROJECT AIMS

The long-term aims of the project are:

To revitalise the functioning of the Portland Central Business District and boost readiness for growth.

To facilitate a rapid expansion of exports through the Port of Portland by improving traffic flows and eliminating conflict between port, freight transport and other land uses.

To support the growth of the town's retail, tourism and cultural precincts.

To integrate and coordinate the implementation of key infrastructure projects identified in previous reports.

In terms of how the community experiences Portland CBD on a day to day basis, the project seeks to create:

A more liveable town – by developing and maintaining a high quality public environment.

A stronger sense of place – by integrating sense of place into asset management, by enhancing the role of the town, by ensuring high quality of built design and by conserving the town's heritage.

A more compact town – by strengthening and enhancing the vitality of the Central Business District and adjoining residential areas, particularly those that may be linked to growth areas.

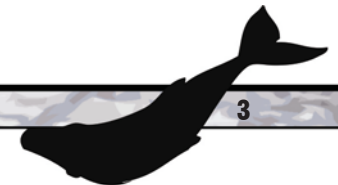
A better connected town – by developing and maintaining streets and routes that are pedestrian friendly, accessible, safe, efficient and well signed to ensure effective way finding.

A safer town – by influencing the design of buildings, public spaces and the connections between them to ensure that Portland is a safe place.

REPORT STRUCTURE

This plan has been designed to examine the 'big picture' issues and ideas relevant to central Portland and then narrows down to consider specific actions for key precincts. The report structure follows this approach:

1. Introduction
2. Land Use and Growth
3. Movement and Transport
4. Urban design
5. Focus Areas
6. Implementation.



1.2 PORTLAND – A SNAPSHOT

Portland is well known as a historic port and fishing town, being the location of Victoria’s first permanent European settlement in 1834.

The traditional inhabitants of Portland and district are the Gunditjmara people. The area is rich in sites of indigenous heritage significance, including some extremely rare examples of permanent structures.

Portland CBD serves an important role as a major service centre for Western Victoria and the Glenelg Shire, supporting a range of retail, educational and community functions for the wider area.

Portland’s location and natural assets have seen the town grow to become an important node for major industry and freight movement within the State, primarily focussed around the port and aluminium smelter.

Growth in the agriculture, mining and industrial sectors is expected to significantly increase port activity. Managing the increase in freight traffic around the perimeter of the CBD is therefore a key issue.

Over the next decade the population of Portland is also expected to grow steadily, representing more than half of the expected population growth for the Glenelg Shire as a whole.

The Portland CBD has a highly attractive historic core, set around the port and harbour. In particular, Bentinck Street’s heritage shopfronts and the foreshore reserve create a distinct image for the town that is a key tourist attraction.

The surrounding natural environment is a major asset for Portland, which is located on a spectacular coastline and in close proximity to a number of National Parks and many natural environmental assets. Tourism visitation is growing, with the main attractions being fishing, whale watching, heritage buildings and proximity to the Great Ocean Road.

The pressures exerted by simultaneous growth in industrial activity, freight transport, tourism and population require careful management to ensure that all sectors benefit from the opportunities presented by new investment, and that the amenity and heritage character of the CBD is retained.



Shire Context



Town Context

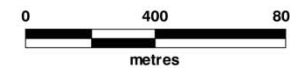


CBD CONTEXT



Legend

- Open space
- Public uses
- Portland CBD
- Other Business uses
- Industrial land
- Areas susceptible to flooding (designated by Urban Floodway Zone)
- Railway reservation
- Henty Highway (Portland Ring Road)
- Local roads
- Freight railway line
- Portland cable tram route & stop



1.3 STRATEGIC CONTEXT

A range of State and Local Government strategies and projects are relevant to the study area and the outcomes of these studies have been analysed in terms of how they will relate to this project.

Due to the close proximity and inter-relationship of the Portland CBD with the harbour and port this report is intended to, in particular, complement the broad directions and recommendations of the *Portland Bay Coastal Infrastructure Plan* and the *Port Land Use Study*.

A brief summary of each of the key documents listed below is provided in [Appendix B](#).

Glenelg Environment Strategy 2010-2020, 2010

Glenelg Hopkins Regional Catchment Strategy 2003-2007

Glenelg Planning Scheme (incorporating the State Planning Policy Framework and Municipal Strategic Statement)

Glenelg Regional Economy and Strategy Report, 2010

Glenelg Strategic Futures Plan, 2009

The Great South Coast Regional Strategic Plan, 2010

Green Triangle Region Freight Action Plan, April 2009

Port of Portland, Port Land Use Study, August 2009

Portland Bay Coastal Infrastructure Plan, November 2007

Portland Bay Coastal Infrastructure Plan Business Case, February 2010

Portland CBD Parking Utilisation Study, September 2008

Portland Urban Conservation Study, 1981

Ready for Tomorrow – A Blueprint for Regional and Rural Victoria, 2010



1.4 COMMUNITY PRIORITIES

The preparation of this plan involved a variety of opportunities for community involvement to assist in identifying issues and opportunities, testing ideas and reviewing the draft report:

Project Working Group (4 meetings, including Portland Summit)

Community Bulletins (February and April 2011)

Exhibition of *Portland Integrated Growth Plan: Issues and Opportunities Paper* (February 2011)

Portland Community Workshop (16 February 2011)

Portland Summit (17 February 2011)

Meetings with individual land owners as requested

Preparation of *My Portland* Student Resource Kit for Portland Secondary College to support curriculum activities

Meeting with Portland based members of the Glenelg Youth Council (9 May 2011)

Community Drop In (9 May 2011)

Exhibition of *Draft Portland Integrated Growth Plan* (April-May 2011)

Following is an overview of key issues and ideas raised in community consultation. The merits of these ideas are discussed in subsequent sections of the report.

Retail Offer

A greater variety of retail opportunities is needed in the CBD.

There is a lack of shops and activities aimed at the youth market.

Foreshore

Height controls need to be set for foreshore development.

The foreshore development plan needs to be implemented.

Tourism

Space should be provided for caravan parking.

Signage to key tourist attractions needs to be improved. This should include signage in a variety of languages and aboriginal place names.

The development of tourism opportunities should be a priority.

There is demand for more short term accommodation in the CBD.

Heritage & Buildings

Buildings and streetscapes need to be refurbished and upgraded.

Development should respect the existing low-rise built form.

Heritage buildings and interest points should be preserved and restored.

The Plan should reflect Portland's Indigenous and European heritage.

New Development

Infill development should be included to avoid sprawl.

The integration of residential and commercial development may increase after-hours activity.

CBD Growth

Need to provide housing options within the CBD for an ageing population.

Industrial land surrounding CBD could be used for expansion.

CBD boundary needs to be clearly defined.

Traffic Management and Parking

Connections to the CBD need to be improved.

More parking is required for visitors and residents.

Access to the boat ramp and Nuns Beach needs to be improved, and the possibility of diverting boat ramp traffic to be considered.



V/Line Bus Stop

An interchange with long term parking is needed for V/Line and local buses and taxis.

There is traffic congestion around the current V/Line bus stop in Henty Street given its location in a busy street near the local bus stop and taxi rank.

Public Realm

Undergrounding of power lines should be considered.

Median strips and pedestrian crossings need to be installed at key locations.

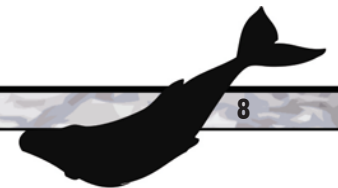
Continuous and accessible paths for pedestrians and cyclists are needed within and around the CBD.

Access points and facilities need to accommodate people with disabilities.

Alternatives to street plantings may reduce maintenance costs.

Entrance points to the town need to be improved.

More tree plantings and public art will improve the streets.



1.5 GOVERNANCE RECOMMENDATIONS

This report contains detailed recommendations about policy changes, further investigations, capital works projects and advocacy initiatives that will require ongoing commitment, funding, stakeholder collaboration and community consultation. In order to fulfil the vision expressed in this report it is essential that measures are put in place so that actions are completed in a logical and timely manner.

The following governance objectives and strategies have been provided to support the achievement of the project aims. Detailed actions to support the strategies outlined below are provided in [Chapter 6](#) of this report.

OBJECTIVE

1. Achieve the long-term aims of the *Portland Integrated Growth Plan (IGP)* through strong leadership and sound governance.
2. Involve the community in the development and implementation of the *Portland Integrated Growth Plan*.

STRATEGIES

Governance

- 1.1 Develop governance arrangements to oversee implementation of the *Portland Integrated Growth Plan* and ensure alignment with other relevant plans and strategies.
- 1.2 Investigate funding opportunities to implement the *Portland Integrated Growth Plan*.

Community Engagement

- 2.1 Ensure regular communication and engagement with the Portland community in relation to the implementation of IGP initiatives.





LAND USE & GROWTH

2



2.1 CBD ACTIVITIES

OVERVIEW

One of Portland's greatest strengths is its well-defined, compact Central Business District (CBD). Unlike many other similar towns which have been compromised by ribbon development or out-of-centre shopping malls, the historic core of Portland remains its primary business location.

Central Portland has a grid pattern road layout, making it easy to understand and move around. The CBD itself comprises six blocks, defined by Tyers Street to the north, Bentinck Street to the east, Gawler Street to the south, and Hurd Street to the west.

There are a number of clearly defined precincts within the CBD. The main retail street is Percy Street, which runs north-south through the centre of the CBD. Between Tyers and Henty Streets, the streetscape of Percy Street has been upgraded, reflecting its primary retail focus.

Bentinck Street, along the eastern edge of the CBD, has an impressive array of heritage buildings and direct views to the port and coastal reserve. It has evolved into a tourism precinct with a variety of food premises, accommodation, and recreational services.

A third distinct precinct has emerged in Julia Street. Taking advantage of a highly significant heritage streetscape and attractive views along the road alignment to the port, a range of food, accommodation and service businesses has emerged.

Beyond these three precincts the land use and built form of the CBD is less consistent.

Although fine examples of heritage buildings and interesting 20th century architecture are scattered throughout the CBD, in a number of locations the gaps between them mean they do not present as coherent precincts. In terms of land use, there is great potential to improve the clustering of land uses types, such as high-end retail and restaurants. The town particularly lacks a well defined food and entertainment precinct that can support a vibrant night life.

North of the CBD, particularly along Percy Street and to a lesser extent Hurd Street, the built form and land use pattern is more fragmented. The mixture of land uses and the inconsistent building, signage and landscaping treatments, make this an unattractive entrance to the town centre.

RETAIL AND COMMERCIAL ACTIVITY

The 'local' retail focus of Portland is an important aspect of the CBD's appeal, and a strong point of difference to other regional centres. Nevertheless, Glenelg Shire Council's *Regional Economy and Strategy Report (2010)* raises a concern about retail expenditure 'leakage' to nearby large centres such as Warrnambool and Mt Gambier.

Community feedback suggests that shoppers choose to shop outside of Portland due to a lack of large retail chains within the town, limited shop opening hours, a limited range of stock and, in some cases, a perceived lack of a service culture. These factors are said to detract from the shopping experience in Portland.

Strategies to improve the retail performance of the Portland CBD include attracting large format retailers, such as discount department stores or homewares; improving the layout of retail areas; and developing the foreshore with restaurants and specialist retail that is unique to Portland and attractive to visitors.

Another strategy to enhance the performance of the CBD would be the establishment of a Chamber of Commerce to strengthen business networks and engage business operators in the promotion and development of the CBD. A Chamber of Commerce could also assist business operators with marketing campaigns, provide support and education regarding customer service, and encourage the improvement of shop frontages.

Options for creating additional retail floorspace include developing underutilised sites within the existing business areas of the CBD or expanding into greenfield locations outside the CBD. Several potential development sites were identified during consultation, including land to the north of the CBD on Percy Street and Henty Highway, Hanlon Park and Market Square.



Greenfield sites present an attractive option for developers due to their ease of development and increased capacity for car parking. However, locating new retail outside of the CBD has the potential to draw business away from existing retail areas, to the detriment of existing businesses. Development outside the CBD would also reduce the incentive to redevelop underutilised sites and re-use vacant buildings.

TOURISM

Portland offers a range of tourist attractions that include the coastline, natural environmental assets, foreshore and rich cultural heritage. Cultural attractions include the Portland Arts Centre and Arts Company, museums, and private galleries.

Recreational fishing is booming, necessitating a substantial investment in port infrastructure in order to address demand. Eco-tourism is also a growth industry and Portland's location on the Great South West Walk and proximity to National Parks are key attractions.

Council's *Regional Economy and Strategy Report* notes that tourism growth within the region has been slow, largely due to the distance from Melbourne and Adelaide and the perception of Portland as being an industrial town 'off the beaten track'. Industry has, however, also benefited tourism as evidenced by the large number of visitors to aluminium smelter each year.

The report suggests a number of potential tourism markets that could be expanded with improved facilities and infrastructure. This includes the short stay/high yield market, 'grey nomads', cruise ships, recreational fishing and boating, whale watching and nature based tourism.

Strategies to promote tourism include:

- Development of the marina, ramp and boat trailer parking on the foreshore
- Development of a small scale food/beverage outlet on the foreshore (that does not detract from the CBD)
- Creation of a calendar of events for the foreshore, to include concerts, seasonal specialty markets and festivals
- Provision of caravan parking close to the CBD
- Expansion of the Visitor Information Centre

- Promotion of the area's culinary offerings (particularly seafood) through more cafes and restaurants and an expanded Farmers' Market
- Promotion of local history – both Indigenous and European, and
- Promotion of Portland as a gateway to many natural attractions.

HOUSING

Projected population growth and demographic change will require the construction of hundreds of new dwellings across Portland over the next decade and beyond. In addition, a greater variety of housing options will be required to suit the increase in smaller household sizes and to accommodate the needs of an ageing population.

Council policy aims to contain outward residential growth and encourage residential development in areas that are well provided with services and infrastructure, such as the CBD. The strategy is not only intended to promote more sustainable forms of residential development, but also to reduce land use conflicts with industrial and agricultural activities.

There are many opportunities for infill residential development within the CBD area, close to existing services and amenities. This will be particularly important for older residents as mobility and cost of living issues become more prevalent. Development of additional housing and tourism accommodation within and near the CBD is also likely to have positive impacts on vitality and perceptions of safety in central Portland.

CIVIC, CULTURAL AND COMMUNITY FACILITIES

The CBD and immediate environs have a range of civic, cultural and community facilities. This includes schools, South West TAFE, children's and youth services, the hospital and medical precinct, the Cultural Centre, the Arts Company and numerous sporting facilities. The Arts Company includes public access galleries, studios and is home to a number of arts/crafts group.

Many young people leave Portland to pursue tertiary study. Further expansion of Portland's tertiary education offering may encourage more young people to stay in Portland. While some youth are involved in the Arts Company programs, other facilities and activities, such as a youth drop in centre are lacking.



FORESHORE ACTIVITY

The *Portland Bay Coastal Infrastructure Plan (2007)* contains detailed recommendations for the enhancement of the harbour adjacent to the CBD. The recommendations of the plan are currently being implemented and are consistent with the objectives of this report. The following discussion and associated recommendations are intended to supplement the 2007 plan.

There is a need for small scale hospitality function on the foreshore. This could include a small café or a seafood retail outlet, or fish and chips. While this would enhance the activity of the foreshore, it is essential that this activity be limited and not compete with the hospitality function of the CBD.

The foreshore is already regularly used for community events and a regular program could be developed if sufficient demand exists. There is considerable discussion taking place about the potential for cruise ships to visit Portland on a regular basis and this would present a opportunity to stage markets, festivals or concerts within the foreshore area.

A sound shell or stage in the foreshore area would assist with the staging of concerts and events. While a permanent structure would be well used, it might also become an obstruction when not in use. As an alternative, a permanent location for a demountable structure could be established. This would have a power source and facilities to mount gantry which could be removed when not required.

The foreshore includes several playgrounds located in close proximity to each other. An option for consideration is the removal of this disparate equipment and replacement with a single playground. This would be of a larger scale and designed with an appropriate theme (such as ships or pirates). Playgrounds such as this have considerable potential to become major visitor attractions. A proposal to upgrade the skate park to contemporary standards is already underway.



2.2 CBD DEVELOPMENT CAPACITY

As a long-term plan for the future, an important focus for the Portland Integrated Growth Plan is to consider options for increasing retail, tourism, commercial and community activity within and around the CBD.

There are a number of drivers of change that necessitate this type of planning:

Population growth, which will require an expansion of retail floor space as well as private and community services. The extent of new floor space required will depend on how fast population grows.

Increased tourism, which will be an important source of employment for Portland into the future and may require additional retail floor space beyond that required to support a larger population.

The **ageing of the population**, which will create demand for more health and community services, and place additional emphasis on the need for accessibility and convenience

The need for a greater **diversity of housing** types and locations to meet the different needs of residents and visitors as the community continues to evolve and change.

The question of how growth can be accommodated into the future is a key issue for consideration by the IGP. Recent enquiries to Council about potential locations for large scale development proposals indicate that there is some urgency to develop a future plan that will provide certainty to all parties.

It is essential that the preferred location for these proposals is determined with the objective of supporting and enhancing the role of the Portland CBD as the primary business and community focus of the Shire.

SUPPORTING THE PORTLAND CBD

The retention and strengthening of the Portland CBD as the primary focus for retail, commercial and tourism activity is seen as an important overriding objective for the future of the town. In order to support the vitality of the CBD strategies will need to be put in place to encourage the refurbishment and redevelopment of

underutilised land, protect heritage buildings, promote high quality design for new buildings, and bolster street life and activity.

Several significant challenges will need to be addressed if the Portland CBD is to be consolidated and enhanced. These include:

Fragmented property ownership, which makes it difficult to consolidate sufficient land for large floorplate developments.

The importance of protecting and enhancing **heritage buildings and places**, which both define the character of Portland, but also place constraints on building design and available land.

Car parking requirements. Many of the current development opportunity sites within the CBD are car parking lots. Development of the sites would not only require replacement of the existing spaces, but also the provision of additional spaces to support the new development.

Property values and construction costs, mean that solutions that apply in metropolitan areas, such as building basement car parks, will likely render projects unviable in Portland.

Community concerns about **traffic, car parking, public transport and pedestrian accessibility** within the CBD (these issues are addressed elsewhere in this report).

GROWTH OPTIONS

A number of options for future CBD growth were suggested and discussed at the Community Workshop and the Portland Summit in February 2011. For the purposes of this plan three options were developed and explored to accommodate future retail, commercial, tourism and residential development opportunities in central Portland.

The three options are:

Option 1 – CBD Consolidation

Option 2 – Development of Hanlon Park



Option 3 – Expansion to the north.

A detailed discussion about the merits of each of these options is provided in [Appendix C](#).

It is not possible without further economic analysis to provide a definitive recommendation in relation to the future growth of the Portland CBD. Given the moderate population growth projected by *Victoria in Future (2008)*, the existing CBD has the theoretical potential to absorb most, if not all, of anticipated demand for new floor space. As noted above, there are challenges and costs associated with development within the existing CBD that may compromise the feasibility of redevelopment and have the potential to divert new development elsewhere.

Hanlon Park appears to provide an obvious solution. However, the proposition of redeveloping this sporting ground has significant hidden costs and challenges. On balance, it is considered that this is not a particularly easy or desirable option and development of such a large site may in fact compromise broader objectives for the CBD.

The preferred approach would be to develop a policy of consolidation within the existing CBD, while further exploring the economic costs and benefits of rezoning strategic portions of the Business 4 Zone to the north of the CBD. The consolidation policy would need to be accompanied by strategies and actions to ‘unlock’ development potential within the CBD, such as reviewing heritage controls, streamlining processes and preparing development guidelines.

At present the Business 1 Zone applies across the entire CBD. As part of a general policy of consolidation it would be worth reviewing the extent of the zone in an effort to encourage the creation of distinctive retail, office and tourism precincts. Again, additional economic analysis would need to be undertaken in order to justify any changes to the zone boundary.

In terms of rezoning Business 4 Zone land the preferred options would be:

Firstly, land immediately to the north and contiguous with the CBD, so that the redevelopment is staged in a manner that supports the consolidation policy and enhances the appearance of the northern entrance to the town centre.

Secondly, the strategic development site at the corner of Henty Highway and Percy Street. This site is strategically too important to be allowed to develop in an ad hoc manner under the Business 4 Zone. However, any rezoning and redevelopment should be undertaken in such a way that a variety of land uses are achieved on the site and that any retail component serves only a local function that supplements, rather than undermines, the role of the CBD.



2.3 LAND USE RECOMMENDATIONS

In response to the issues and analysis described above, the following objectives and strategies have been developed to guide future land use decision making and projects. Detailed implementation actions and priorities are provided in [Chapter 6](#) of this report.

OBJECTIVES

3. Retain the role of Portland's CBD as the primary commercial centre of the Glenelg Shire.
4. Determine the most appropriate pattern for growth for the CBD into the future.
5. Strengthen the role of the CBD as a hub of community, civic and cultural activity.
6. Increase tourist visitation to the CBD as a major focus of the local economy.
7. Provide a range of housing options within the CBD.

STRATEGIES

Retail and Commercial Activity

- 3.1 Provide strong policy direction within the *Glenelg Planning Scheme* that reinforces the role of the CBD as the primary location for retailing and business within the Shire.
- 3.2 Locate major office and retail development within the existing CBD Business 1 Zone.
- 3.3 Support opportunities to consolidate small lots, develop vacant sites and redevelop buildings that are past their useful life.
- 3.4 Actively seek new businesses and development opportunities for the CBD.

- 3.5 Facilitate stronger business development networks for local business operators and retailers.

Future Growth

- 4.1 Identify the following retail and commercial 'investigation areas':
 - Percy Street, immediately north of Henty Street – potential CBD expansion
 - Corner Henty Highway and New Street – potential mixed use development, including possible local retail function.
- 4.2 Investigate projected retail and commercial floorspace demand and supply in Portland.
- 4.3 Ensure that the economic impact of major 'out of centre' development on the Portland CBD is taken into account in decision making.

Civic, Cultural and Community Activity

- 5.1 Develop the CBD as a focus for local arts and culture.
- 5.2 Facilitate more opportunities for entertainment within the town, particularly for young people.
- 5.3 Encourage the development of youth-focussed facilities and spaces within the CBD.
- 5.4 Support the upgrade of the Star Cinema as a cinema, performance/function venue and community hub.
- 5.5 Investigate the potential to expand the tertiary education offer of Portland to encourage more young people to stay, or come to, the town.
- 5.6 Encourage the development of new education facilities, particularly tertiary, within the CBD.



Tourism

- 6.1 Review tourism strategies and promotional material for Portland.
- 6.2 Improve the attractiveness and pedestrian 'friendliness' of the CBD.
- 6.3 Encourage a wider range of dining options that highlight local produce and seafood.
- 6.4 Continue to enhance the foreshore and harbour as key attractors of visitors to Portland and an integral element of the local economy.
- 6.5 Develop the marina, ramp and trailer parking on the foreshore to support recreational fishing as a key tourist attractor.
- 6.6 Establish regular events on the foreshore, such as markets, outdoor cinema, festivals or exhibitions.
- 6.7 Develop signage for town entry points and wayfinding signage within the town.
- 6.8 Provide more short term caravan and campervan parking close to the CBD, in various locations.
- 6.9 Expand the role of the Visitor Information Centre.

Housing

- 7.1 Encourage residential development and tourist accommodation within and around the CBD as a way of increasing its liveliness and activity.
- 7.2 Promote the redevelopment and refurbishment of the upper levels of CBD buildings for permanent and tourist accommodation.





MOVEMENT & TRANSPORT

3



3.1 PEDESTRIANS & BICYCLES

CHANGING THE FOCUS

The promotion of a more liveable town centre requires a balanced approach to traffic management, with a greater emphasis to be placed on planning for the slow traffic movement of pedestrians and cyclists.

This is an important aspect of increasing the activity and vitality of a town centre, and creating a place that is designed for people, not cars. The management of the CBD streets should no longer be primarily focussed on the needs of the car – whether moving or stationary.

Planning for a walkable CBD is also vital to Portland’s image as a tourist destination. While many visitors will arrive by car, the most enjoyable experiences of Portland will be undertaken on foot.

Comprehensive action needs to be taken to optimise walking and cycling opportunities throughout the CBD, create improved amenity and strengthen linkages to surrounding areas, particularly the foreshore.

This Plan identifies a generous supply of on-street car parking in many areas within central Portland. The opportunity therefore exists to improve facilities for walkers and cyclists through the reallocation and redesign of parking to accommodate bicycle lanes and enhanced footpath spaces. Additional space for tree planting and occasional seating will enhance the appearance of the CBD and provide greater pedestrian amenity.

THE PEDESTRIAN NETWORK

There is an opportunity to promote greater levels of walking by identifying the destinations and routes most used by pedestrians and supporting these movements through the provision of safe crossing facilities and pedestrian linkages. This would also assist access for scooter and mobility device users as well as people travelling with prams.

There are numerous locations where pedestrian mid-block crossings are occurring, but very few where they are being assisted. Techniques to assist pedestrian movements may include painted zebra crossings (with flashing pedestrian lights), raised platforms with zebra crossings, pedestrian refuges, pram crossings and footpath extensions. The type of treatment and priority will be dependent on the volume of pedestrians and budgetary considerations.

The street blocks of the Portland CBD are large and require a finer grain network of laneways, arcades or small streets to make pedestrian movement through the CBD easier.

There are also many instances of pedestrian paths that are misaligned with crossing points, do not reflect desired walking routes or are confusing.

In particular, pedestrian access to the foreshore requires improvement. This issue is discussed at length below.

The Pedestrian and Bicycle Access map (following) shows where these pedestrian connections could be strengthened and where crossing points are required.

A detailed traffic management strategy is recommended to identify specific locations where pedestrian safety and priority requires improvement. This strategy would be able to identify specific measures to be applied in appropriate locations.



FORESHORE PEDESTRIAN ACCESS

Pedestrian access to and within the foreshore is in need of improvement. As one of Portland's key tourist and visitor areas, in the vicinity of Julia Street the foreshore appears to be dominated by roads and parking, particularly during peak fishing times.

Access to the foreshore from the CBD is indirect. Pedestrian desire lines from the CBD (at each east-west street) are not enhanced with clear pathways or crossing points at these locations.

Raised intersection treatments should be installed at Bentinck Street intersections with Gawler, Julia and Henty Streets. These should include raised pavements or pram kerbs and zebra crossings to promote pedestrian priority. Landscaping beds and other features such as high kerbs that hinder pedestrian crossing movements should also be redesigned.

The significant change in level between the foreshore and the CBD means pedestrians have to negotiate the steps near the Julia Street intersection. It may be possible to redesign these steps in such a way that makes them more accessible and attractive and provides an opportunity to create a viewing platform that overlooks the foreshore. A design concept for pedestrian access at Julia Street is provided in [Appendix D](#).

Additional pedestrian pathways through the foreshore area could include a pedestrian path constructed as a part of the tram route, and other paths closer to the cliff top or water, as required.

ROUNDAABOUTS

There are numerous roundabouts located throughout the CBD. Most of these are designed to facilitate car access and circulation, with little consideration for pedestrian and cyclist needs. Some roundabouts have been equipped with zebra pedestrian crossings; however, the majority provide no assistance for pedestrians and actually force pedestrians to deviate significantly from their desire lines.

Increasingly, in urban areas, roundabouts are now retrofitted with zebra crossings on all legs. Where budgets permit, these zebra crossings are also accompanied by raised platforms to physically slow down vehicles.

A formal retrofit initiative for all roundabouts in Portland's CBD should be investigated. It should focus first on installing painted zebra crossings on all legs, to be followed by implementation of raised platforms as budgets allow. Priority should be given to those intersections experiencing the highest number of pedestrian crossing movements.

CYCLING

Cycling is a viable option for local transport within the CBD and to nearby areas, particularly for young people. The safety and connections of cycling paths may need to be improved to encourage more people to cycle.

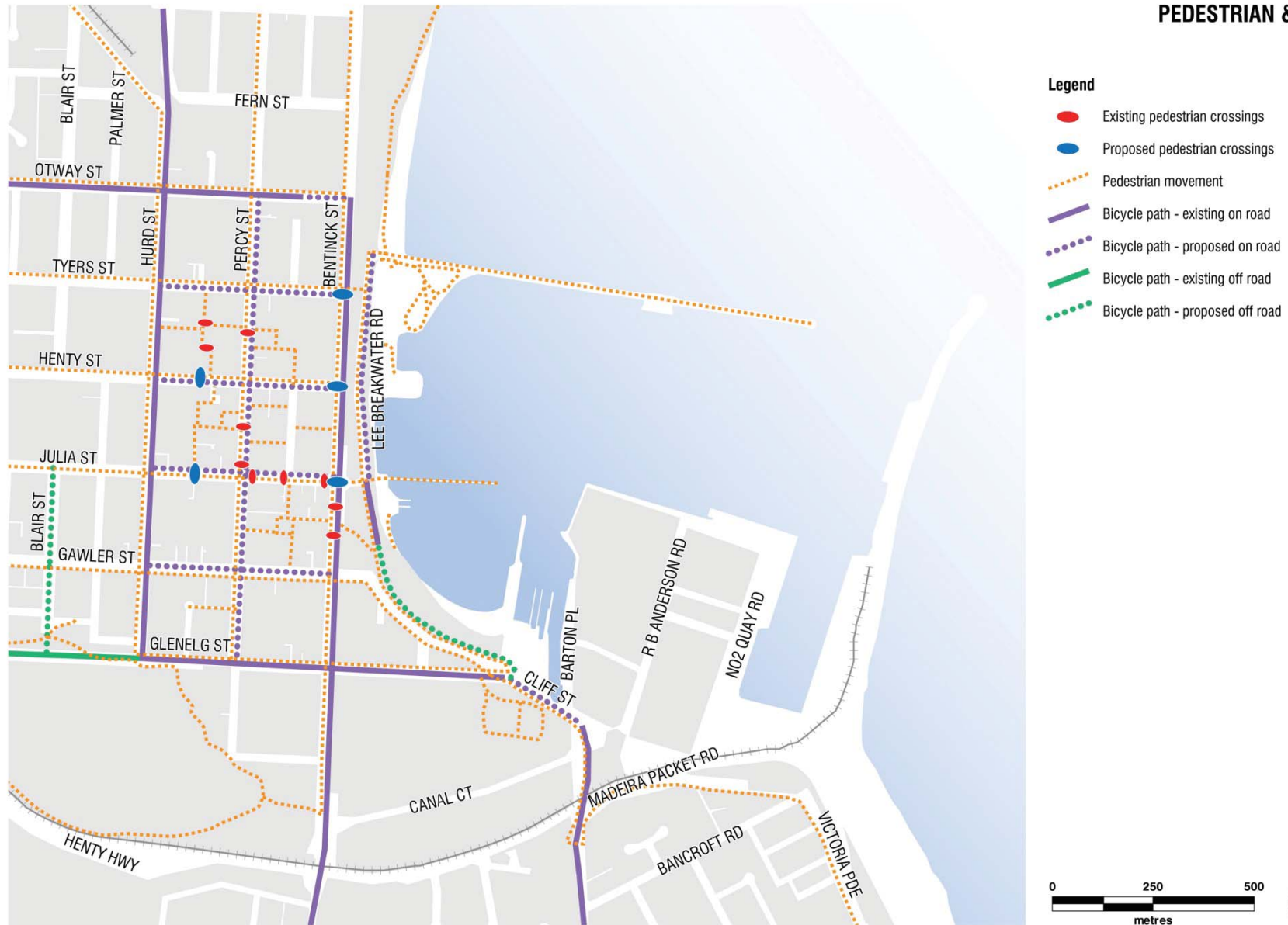
Formal bicycle lanes should be installed on all roads within the CBD, as shown on the [Pedestrian and Bicycle Access map](#) (following). There is sufficient width for this to occur on all streets. On-road bike lanes should also be installed / upgraded on key roads leading into and out of this core part of CBD. These additional routes include Cliff Street, Lee Breakwater Road, Bentinck Street (south of the CBD) and Hurd Street (north of the former train station).

SLOWER SPEEDS

The introduction of a 40 kilometre per hour speed limit throughout the CBD would provide greater amenity and safety for all road users, and encourage greater levels of walking and cycling. The implementation of 40 kilometre per hour speed limit zones within activity centres is now widespread throughout Victoria and has successfully contributed to a substantial reduction in accident occurrences.



PEDESTRIAN & BICYCLE ACCESS



3.2 PUBLIC TRANSPORT

Public transport plays an important role in catering for the daily travel needs of the local community as well as the broader regional needs of visitors and tourists.

The [Public Transport map](#) (following) shows the current location of service routes through the CBD.

BUS

The CBD is served by two local bus routes accessing the north and south of Portland. There are also demand responsive community school buses.

Regional transport links to Portland are provided by V/Line buses, with passenger train services having ceased operation nearly 30 years ago.

The V/Line bus terminal is located on the north side Henty Street, west of Percy Street. The area near the V/Line bus terminal serves various functions in a relatively confined section of road. These functions include a taxi parking zone, local bus stops and entrances to off-street car parks servicing supermarkets.

The Department of Transport is currently considering the provision of an additional bus bay in Henty Street to avoid concurrent standing of intra and inter-town bus services. A number of alternative solutions for this issue have been discussed. Council has recently resolved to express a preference to relocate the local bus stop to the east side of Percy Street.

Another suggestion that has been raised is the relocation of the V/Line bus stop to the former railway station site at Hedditch and Hurd Streets. While this option would provide scope for an upgraded bus interchange, it does not have the benefit of location within the core CBD area and has been ruled out by V/Line.

The Department of Transport is currently undertaking a review of bus services within Portland that will assist in reaching a conclusion about the expansion of the central bus interchange. From the perspective of supporting CBD vitality it is important that the transport interchange remain in a central location.

TRAM

Portland's cable tram is a local icon. The tram this is primarily a tourist attraction that follows a scenic route from Henty Park to the RSL Memorial Lookout. The route takes in the natural wetlands of Fawthrop Lagoon Park, the foreshore, cliff tops and botanic gardens.

Community feedback has strongly supported extension of the tram route north along Percy Street. While the extension of public transport services is a positive initiative, the cost of constructing new fixed rail infrastructure is immense, and a cost benefit analysis would need to demonstrate this as a viable option. In addition, the tram line would preclude central median tree planting in Percy Street, which is a key feature of the streetscape.

RAIL

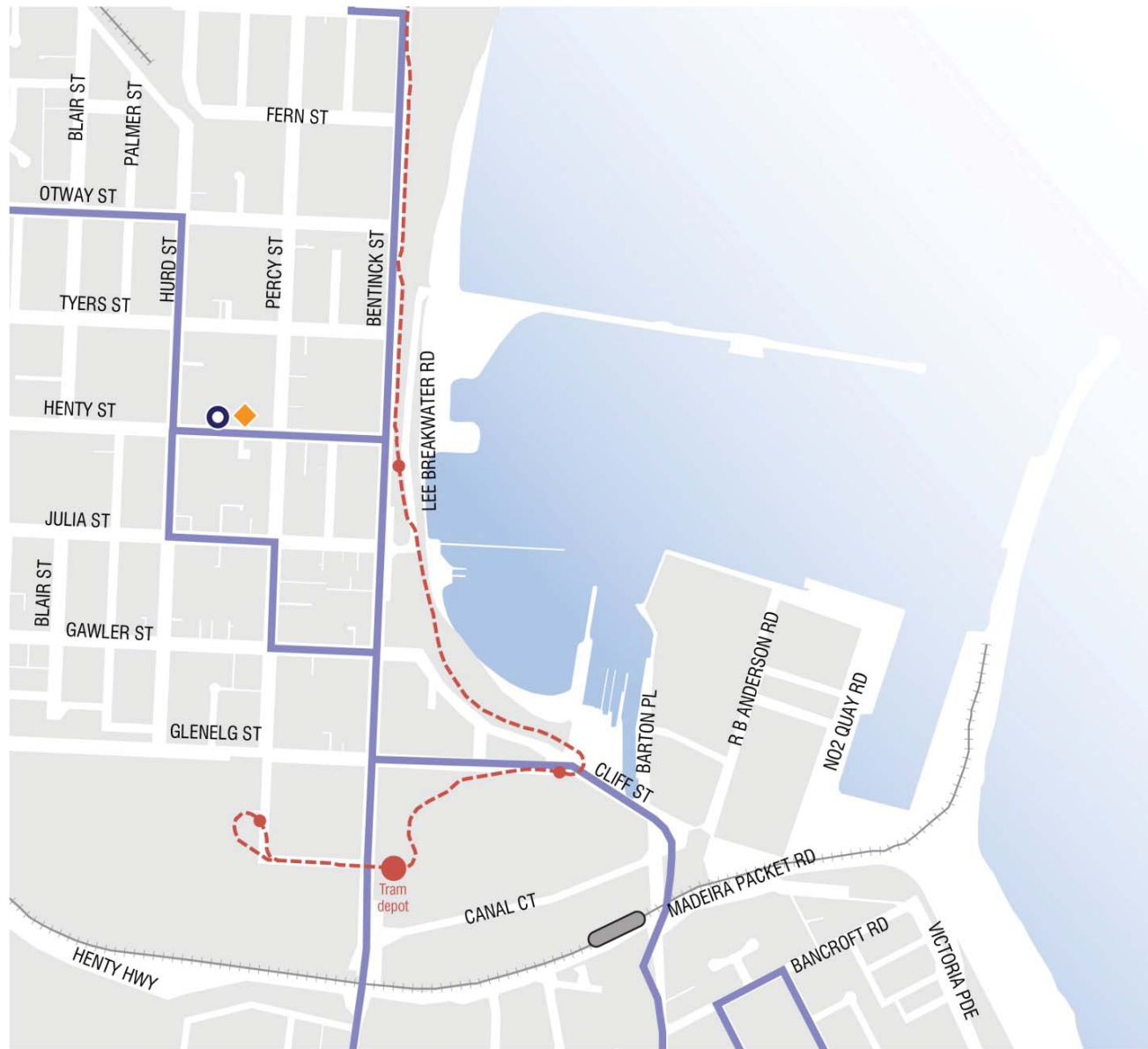
Studies are currently underway to identify the transport needs of the region and define rail infrastructure needs. This may include reinstatement of a passenger rail link to Melbourne as a long term aspiration. As the Warrnambool passenger rail gauge currently stops at Warrnambool, either the rail gauge would need to be altered for the branch to Portland, or different types of passenger carriages used. Either option would be prohibitively expensive.







Notwithstanding this, a regional rail passenger service would have a very strong benefit for the town and may be a long term aspiration worthy of pursuit. In this event, the best location for the CBD station would need to be determined, as well as how passenger and freight operations would co-ordinate.

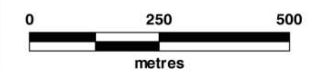
Options for the station location include the former station in Hedditch Street, which would connect to the V/Line services, or a new station to the south of the CBD that could connect to the tram and provide a more scenic entry to the CBD.



PUBLIC TRANSPORT



- Legend**
-  Railway line
 -  Local bus route
 -  Portland cable tram route & stop
 -  Bus interchange
 -  Taxi rank
 -  Possible future railway station



3.3 TRAFFIC MANAGEMENT

Portland has well laid out road infrastructure and road widths that are capable of managing high levels of traffic. Compared to other major towns within Victoria traffic congestion does not appear to be a significant issue, except in specific circumstances such as at peak fishing times.

Nevertheless, with growth expected in port freight traffic and tourism and recreational fishing vehicles around the harbour, it is important that a traffic management plan be put in place to address potential safety, amenity and congestion issues. This is particularly important given the close relationship between the CBD and the harbour.

A system of traffic management is proposed that would give clear direction for the different types of road network users and several CBD bypass options:

- Pedestrian and cycle traffic and public transport as priority objectives
- Local CBD access traffic
- Local CBD bypass traffic
- Tourist route along the foreshore
- Foreshore access traffic
- Trucks and Highway traffic.

This is shown on the following [Traffic Management Plan](#).

LOCAL TRAFFIC

Clear directional signage at the intersection of Henty Highway and Garden Street would provide options for bypassing the CBD.

Percy Street is vulnerable to the infiltration of through traffic, including vehicles associated with harbour or port-related activities. The option of redirecting local through traffic along Hurd Street would have the benefit of reducing congestion in this location.

TOURIST ROUTE

Signage at the Henty Highway and New Street intersection would direct tourist traffic in three directions: along the foreshore to Bentinck Street; to the Percy Street CBD core; or along the Hurd Street CBD bypass route which would connect to short term caravan parking on Henty Street adjacent to Hanlon Park (refer to following section on [Car Parking](#)).

FORESHORE VEHICULAR ACCESS

Recreational fishing generates high seasonal demand for access to, and car parking on, the foreshore. Road ramps are located off Bentinck Street, opposite Julia Street, enabling motorists to access the foreshore directly from the CBD. The ramps link Bentinck Street to Lee Breakwater Road on the foreshore and provide access to the boat ramps.

A number of issues have been raised by the community in relation to vehicular access to the foreshore:

- Queuing of cars and boat trailers along Bentinck Street during times of peak usage.

- The proliferation of parking across the grassed areas of the foreshore that could otherwise be used for recreation.

- The regular flow of cars and boat trailers traversing the CBD streets at this critical interface between the CBD and Portland Harbour which creates a hazard for local traffic and pedestrians.

- The potential for new harbour-based tourist activities, such as whale watching and the docking of cruise ships on the Lee Breakwater, to generate substantial additional traffic.

A plan to fill in the lagoon adjacent to the breakwater to accommodate trailer parking and a relocated boat ramp is likely to assist in addressing issues associated



with overflow parking within the foreshore area and the queuing of traffic on Bentinck Street.

The *Coastal Infrastructure Plan* recommends that a new access ramp be created in the vicinity of Henty Street. This would serve to remove traffic from the core pedestrian area of the foreshore, however given the steep grade and the location of the cable tram line this would be a complex and costly project.

Another suggested option is to use the existing vehicular access ramps near Julia Street and direct pedestrian access to the foreshore via an overpass that also serves as a viewing platform. This could comprise stage one of a program of foreshore access improvements, and the new access ramp if required, stage two.

A feasibility study is required to determine the costs and benefits of all possible solutions, once the extent of the vehicular access and parking issues are determined. The heritage significance of the road ramps, along with the bluestone wall, would also need to be taken into consideration.

PORT ACCESS & FREIGHT MOVEMENT

National road and rail networks serve the Port, linking it to regions throughout mainland Australia. Within Portland itself, the key transport infrastructure assets serving the port are the Portland Ring Road (Henty Highway) and the standard gauge railway line. Responsibility for management and upgrade of this strategic infrastructure rests principally with the State Government.

The *Melbourne Transport Plan* aims for 30% of port-related freight transport to be carried by rail from each of the State's four ports. The existing railway line is capable of supporting this function, but is of the wrong gauge to accommodate standard passenger services.

The Portland Ring Road (Henty Highway) provides the key heavy vehicle access to the Port of Portland. A number of improvements at intersections (along with other safety measures) are proposed to cater for the increased introduction of next generation High Productivity Freight Vehicles.

Heavy vehicle access to the Port of Portland generally operates satisfactorily. The opportunity exists for improved separation between local traffic and trucks bound for the Port at the southern end of the Henty Highway. As the ring road separates

the CBD from the southern suburbs, pedestrian and vehicle safety and access issues also need to be addressed.

According to the State government, the completion of the Myamyn mill in 2009, along with the forecast growth of woodchip flows and general freight, will require upgrades to the Henty Highway in Portland and north of Heywood. The State government has also identified that the Princes Highway between Heywood and Mount Gambier will need to be upgraded to limit growth of heavy timber traffic on the Portland-Nelson Road, which would have adverse impacts on tourism-related traffic and local amenity (including school buses).

The Green Triangle Freight Action Plan has defined actions to be taken to address the forecast freight growth in the region. These actions include road and rail network enhancements, regulatory reform, job opportunities and skills and training, socio-economic, and community development. Improvements to the Henty Highway's function as an overdimensional route, such as redesigning bridges to accommodate higher vehicles, may also be proposed as a part of this Action Plan.

The Henty Highway provides an essential route to the Port and free-flowing unimpeded traffic flow should be safeguarded. Arrangements should be established through VicRoads to maintain acceptable traffic flow conditions on the highway, if accidents or roadworks occur, to avoid adverse impacts on Port operations.

Ultimately, the future management of the Henty Highway, between New Street in Portland's north and Madeira Packet Road to the south of the town, is VicRoads' responsibility. Council's position should be that the management of traffic movements to and from the Port should be entirely confined to the Henty Highway and no reliance should be placed on the use of local roads for either routine or emergency purposes. This Integrated Growth Plan therefore does not identify any interventions necessary on the local road network in relation to Port activities.

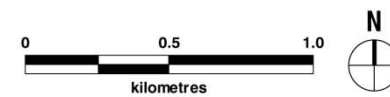


TRAFFIC MANAGEMENT PLAN



Legend

- Open space
- Proposed boat trailer parking area
- Truck bypass
- Local CBD traffic
- Local CBD bypass
- Possible continuation of Hurd St
- Tourist route
- Freight rail
- Proposed pedestrian access



3.4 CAR PARKING

Substantial parking demand within the CBD is generated by employees, shoppers and visitors. However, Council's 2008 study of parking usage has revealed that even in the busiest locations there are often parking spaces available during the peak periods. It is generally easy for motorists to find an unoccupied parking space reasonably close to their destination.

Within this context it is also recognised that an abundance of parking can encourage shorter trips or multiple short trips to be undertaken by car. With the increasing importance of social and environmental factors, there is a need to reduce unnecessary car trips and provide more attractive non-car transport infrastructure and services to provide a viable alternative to car travel, particularly for shorter trips.

LONG TERM PARKING

Community feedback has revealed that there is still a lack of long-term parking for workers and visitors to the CBD. This issue could be addressed by better managing the parking supply rather than providing additional parking. The aim would be to provide adequate long-term parking in reasonable proximity to the CBD's employment areas, as well as an adequate supply of short and medium term parking for turnover of business customers.

The [Traffic and Parking Map](#) (overleaf) shows the location of existing car parking within the CBD and the possible locations for long term parking at its edges.

CARAVAN PARKING

The map also shows possible locations for caravan parking close to the CBD. This could include adjacent to the Marine Discovery Centre, the northern edge of Henty Park (with good access to the Botanical Gardens) or the southern edge of Hanlon Park (close to supermarkets). Adjacent to Flinders Park is another potential location.

DESIGN OF CAR PARKS

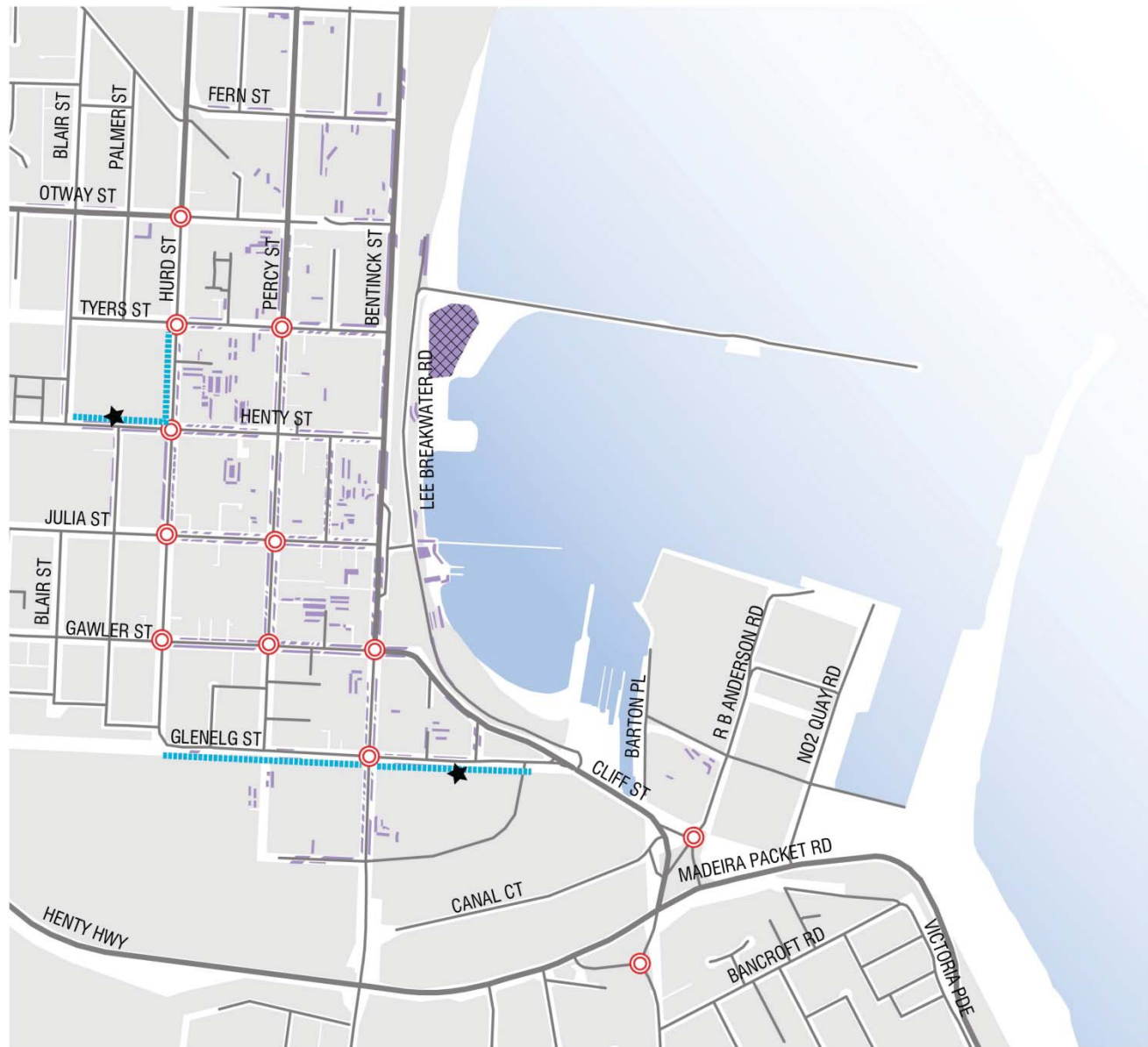
Several car parks in key retail areas appear to be poorly designed, raising the potential for pedestrian vehicular conflict. In some cases truck movements through car parks to loading bays present a specific safety issue. Amenities such as clear and safe pedestrian paths, directional signage and landscaping are also lacking in these car parks.










Example of well designed car parks with clear pedestrian paths, landscaping, seating and amenities, Tunstall Square, Donvale (above) and Johnstones Lane, Colac (below)

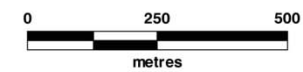


TRAFFIC & PARKING



Legend

-  Major roads
-  Minor roads
-  Investigate modification of roundabouts
-  Existing / proposed car parking
-  Possible location for on street long term parking
-  Possible location for caravan / campervan parking
-  Proposed multi purpose community space



3.5 TRANSPORT RECOMMENDATIONS

In response to the issues and analysis described above, the following objectives and strategies have been developed to guide future transport decisions and projects. Detailed implementation actions and priorities are provided in [Chapter 6](#) of this report.

OBJECTIVES

8. Create a pedestrian focussed CBD as a key element of Portland's character.
9. Create stronger links between the CBD and foreshore.
10. Support cycling and public transport as viable alternatives to car travel.
11. Manage the CBD road network to optimise its safety, efficiency and amenity for all road users.
12. Manage car parking demand and supply to support the activity of the CBD.
13. Ensure free flowing, unimpeded access for freight traffic to the Port.

STRATEGIES

Pedestrian Focus

- 8.1 Establish a safe network of key pedestrian routes through the CBD.
- 8.2 Ensure adequate wayfinding signage to all key CBD locations.
- 8.3 Encourage the creation of new mid-block connections within the footprint of development sites.

Foreshore Links

- 9.1 Enhance pedestrian access between the CBD and adjacent foreshore.
- 9.2 Improve pedestrian amenity, access and safety within the foreshore area.

- 9.3 Improve access to the foreshore for boats, buses and caravans.

Bicycles and Public Transport

- 10.1 Expand the existing bicycle lane network to cover the entire CBD.
- 10.2 Enhance bus networks in the CBD as required, in conjunction with the Department of Transport.
- 10.3 Investigate the potential to reinstate rail passenger services to Portland.

Traffic Management

- 11.1 Ensure a balance between through traffic movements, local traffic circulation and the requirements of other road transport.

Car Parking

- 12.1 Make optimal use of existing parking facilities servicing the CBD.
- 12.2 Improve vehicular and pedestrian access to and within car parks.
- 12.3 Improve the appearance, feeling of safety and amenity of car parks.
- 12.4 Provide dedicated and well signed parking for caravans and cars with trailers.

Port Access

- 13.1 Facilitate unimpeded, safe and efficient heavy vehicle access to and from the Port of Portland via the Henty Highway.





URBAN DESIGN

4

4.1 BUILT FORM

BUILDING QUALITY

The CBD has a range of architectural styles from all eras of the town's development. Most buildings are 1-2 storeys, however, some newer developments are up to 3 storeys in height. Recent development within the CBD includes mixed use projects and apartment style housing.

The quality of the town's streetscape facades varies considerably. While the CBD is strongly characterised by its heritage buildings, including a number of notable landmark buildings, there are many older buildings in need of maintenance and repair. Similarly, there are numerous examples of mid to late 20th century buildings that have no heritage significance and are poorly designed or are reaching the end of their economic life.

In some instances there are buildings within important pedestrian areas that do not provide a positive frontage to the street. For example, the Safeway building on Percy Street presents a blank facade to the footpath. The rear of this building presents a loading dock to the car park, which also has high pedestrian traffic.

HERITAGE

Portland has a wealth of heritage buildings that depict the story of its European settlement. These heritage buildings and streetscapes act as landmarks for the town and are an important part of its image and identity.

The *Portland Urban Conservation Study (1981)* identified numerous heritage buildings throughout the CBD and provided a thorough background history. However, due to the age of the study there are likely to be many buildings that are not identified that are of potential significance.

The Portland Heritage Precinct Heritage Overlay (HO 165) covers most of the CBD study area. In addition, there are numerous highly significant buildings that have an individual listing within the Heritage Overlay.

A revised heritage study is an essential step forward in the future growth and development of Portland CBD. Many significant buildings require protection. Conversely, the application of the Heritage Overlay to sites or entire CBD blocks that are clearly not of significance is hindering development.

Design guidelines need to be set out both for sites that are of heritage significance, and those that are not. This will encourage restoration and re-use of heritage buildings and support new development that complements the historic character of Portland in a sensitive and contemporary manner. Example of the restoration and sustainable reuse of heritage building include the Arts Company in Julia Street and the Drill Hall in Bentinck Street.

The Portland area also has a rich indigenous heritage which must be respected and, if appropriate, could be better expressed in the urban environment. The foreshore area would have played an important role in the daily lives of the original inhabitants of Portland, providing a plentiful source of food on the land and from the water. Interpretive signage could assist in telling today's visitors this part of the area's history.

CBD ENTRANCES

The main entrance to the CBD is from the northern approach, with the outer entrance to the town commencing at the junction of the Henty Highway and New Street. New Street forms the 'arrival zone' into the CBD. In some areas this streetscape needs improvement in terms of the quality of buildings and landscaping design and co-ordination of signage.

The entrance to the CBD proper occurs around Otway Street, when land uses and buildings become more consolidated.



LAND TENURE AND AVAILABILITY

Within the CBD there are wide variations in lot size. In some instances there may be opportunities for consolidation of smaller parcels to create larger lots for redevelopment, particularly where land parcels are within the same ownership.

The CBD has large areas of surface car parking which could potentially be better designed and used more efficiently. This could open the potential for redevelopment of land within the heart of the CBD, rather than requiring new land uses to be located on the edge of the CBD and encouraging sprawl.



Large scale foreshore planting forms a highly distinctive silhouette for the CBD when viewed from a distance



4.2 GREEN INFRASTRUCTURE

OPEN SPACES

There is a variety of public open spaces within or near to the CBD, each with a different function and design. This includes the foreshore, the Botanical Gardens, Market Square, Hanlon Park and Henty Park.

In some instances, pedestrian connections to these spaces could be improved, such as between the CBD and the Botanical Gardens and the foreshore, or around Fawthrop Lagoon.

There may be ways in which the facilities and design of these spaces could be improved in the future. Community feedback has shown that people would like to see more ‘pause places’ within the CBD which offer shade and shelter for pedestrians. Market Place appears to provide an opportunity for an enhanced urban style public space, potentially with a youth focus.

Portland could benefit from a Community Garden, whereby underused publicly owned land is made available for local residents to grow fruit and vegetables. This would also offer an important education resource on food production.

NATURAL ENVIRONMENT

The natural environment is a marked feature of the CBD, with its impressive coastline, dramatic topography, lagoon wetlands and waterways. Enhancement of the natural environment is an important goal of the Plan, for reasons of ecology, biodiversity and amenity.

In addition, Councils are now required to consider the potential for at least 0.8m of sea level rise by 2100. Floodplain management is also an important issue to consider, particularly along the western edges of the CBD.

The CBD has range of vegetation and planting themes. Significant stands of trees are planted along the foreshore, including Canary Island Date Palms and Norfolk Island Pines which are an iconic feature of the CBD.

The Norfolk Island Pines, in particular, are an iconic feature of the foreshore. A program to ensure their health and replacement as required should be established.

Norfolk Island Pines are also planted in Gawler Street and these trees create a striking streetscape image.



4.3 STREETSAPES

Streetscapes represent one of the principal open space networks of the CBD and form the back drop to its daily activity. Streetscapes are a vital ingredient in a town that is economically, environmentally and socially sustainable. Well designed streetscapes:

- Increase pedestrian activity
- Increase the economic vitality of businesses
- Create spaces for everyday social contact and informal gatherings
- Improve the understanding of a town's history for visitors and residents
- Provide urban habitats for wildlife such as birds
- Encourage people to use methods of transport alternative to the car.

Special streetscape treatments have been applied to the main retail area of Bentinck Street, including kerb outstands, regular median planting of mixed low shrubs and ground covers, paving treatments and co-ordinated street furniture. While the upgrade appears to have been completed some time ago, the treatments are effective in creating a different character for this precinct and adding to its amenity.

Other CBD streets have standard asphalt or concrete paving. Some streets have trees and landscaping kerb outstands while others have minimal planting.

Several streets, such as Julia Street, have heritage listed bluestone kerb and channel. The use of bluestone in Portland is synonymous with the town's colonial heritage and should continue to be used as a feature stone in areas of heritage significance.

Community feedback has raised maintenance of the CBD streets and planting areas as an important issue, in terms of appearance, amenity and ongoing cost.

Signage to assist with visitor wayfinding or identification of important sites/attractions is lacking in some areas and needs to be updated.

Safety is an important consideration in the urban environment and relates to the design of streets, as well as the adjoining buildings. While there appears to be a

perception among the community that Portland is a relatively safe town, there are some areas where safety, or the perception of safety, could be improved. This includes car parks, laneways or side streets and areas of low activity such as the rear of shops.

A detailed analysis of streetscape amenity, paving and planting has been undertaken in order to prepare a streetscape masterplan for the Portland CBD. This is presented over the following pages.



STREETSCAPE OBSERVATIONS



The opportunity exists to introduce a tree species that will provide a full canopy spread across the road. This will increase shade opportunities and pedestrian amenity.



Existing large areas of paving may be used to provide planting and seating spaces.



Awnings provide weather protection and contribute to pedestrian amenity. Street tree plantings are best designed as outstands to the pavement to avoid conflict with existing awnings.



The design of the connection from Bentinck St to the foreshore should retain the existing wall and mural.



The use of more robust species in nature strips will reduce maintenance issues. Smaller streets and laneways require improved lighting in some areas.



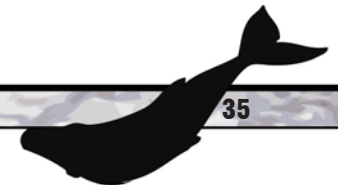
The view to the water from the centre of the township is a critical aspect of Portland's character. Street trees planted at road edges have the potential to maintain and frame these views, but need to be considered in the context of the heritage significance of the streetscapes.



Replace wire mesh fencing along Bentinck St with a more appropriate type. The potential exists for a contemporary fence based on heritage character.



There is a lack of pedestrian connectivity between Bentinck St and the foreshore.



PAVEMENT TREATMENTS

A review of the existing pavement types has been undertaken and the following assessments made:

The main retail sections of Percy and Bentinck Streets have adequate paving which has many years left in its lifespan.

The dominant cream and grey pavers provide a solid basis for future paving options as they are neutral and coastal in character.

Use of red pavers is strategic at some locations such as pedestrian crossings, but can create visual clutter in the streetscapes.

Beyond the main sections of Bentinck and Percy Streets a number of pavement treatments have been used including in-situ concrete, interlocking pavers, brick and concrete pavers. Many of these are showing signs of disrepair.



Percy Street



Bentinck Street



Julia Street and laneway



Proposed pavement types

The proposed paving palette extends the existing pavement treatments in Percy and Bentinck Streets, and forms the basis of recommendations for the historic Julia Street and surrounding streets.

Design Guidelines

Pavement should be a neutral ground plane. People, street activities and planting provide colour and attraction.

Use only cream, light beige or charcoal coloured pavement.

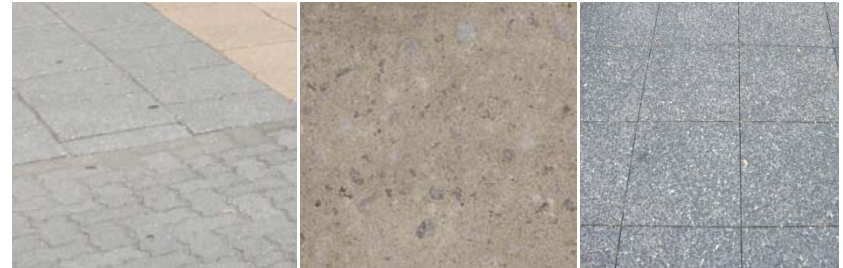
Three types of paving are proposed for application in different locations, shown on the Streetscape Plan.

Priorities

Replacement of paving over time in the following order:

1. Julia St historic precinct as the main axis joining the foreshore.
2. Bentinck St pedestrian crossings to foreshore.
3. Percy, Henty and Richmond Streets.
4. Any additional streets requiring paving as indicated on the Streetscape Plan.

Refer to [Streetscape Masterplan](#) (overleaf).



Existing palette

The two main colours chosen for all future non-asphalt paving has been drawn from the cream and charcoal concrete pavers that exist in the main street, shown above

Proposed palette

Cream, natural toned pavement:
 Option 1: Concrete pavers
 Option 2: In-situ concrete with an exposed aggregate finish

Charcoal or grey toned pavement:
 Option 1: Concrete pavers
 Option 2: In-situ concrete with an exposed aggregate finish

Type 1: Main retail streets



Example of cream and concrete paver combination

Type 2: Historic Julia Street



Example of bluestone large scale pavers

Type 3: All other streets












Example of asphalt or concrete path combination

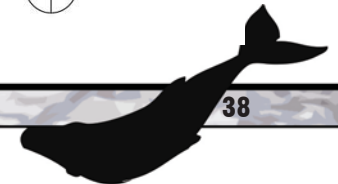
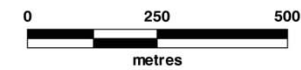


STREETScape MASTERPLAN



Legend

-  Street trees
-  *Aricaria*
-  Wayfinding / interpretive / historic signage
-  Type 1 proposed paving
-  Type 2 proposed paving
-  Type 3 proposed paving
-  Bike / pedestrian path along cable tram route
-  Proposed pedestrian crossing
-  Improved linkage between open spaces



STREET FURNITURE

Existing Furniture Types

A review of existing street furniture has been undertaken and the following assessment made:

A variety of furniture types have been used throughout the central area (shown in the images opposite).

The most common of these are bins, bollards and seats with a maroon finish. While this colour is common in many rural cities and towns in Victoria it tends to date quickly.

Proposed Furniture Types

Replace existing furniture with a palette that is more reflective of the town's coastal character (shown in the images opposite) through the use of timber and stainless steel.

Design Guidelines

Stainless steel (or galvanised steel with an anti-rust finish).

Timber or other sustainable material such as recycled plastic.

Use of maroon finish on selected elements only.

Examples of existing furniture types



Proposed types



Seat – stainless steel base with certified timber or other material slats



Picnic setting – stainless steel base with certified timber or other material slats



Stainless steel bench



Continue to use existing street bin



Example of drinking fountain



Example of foreshore seat



SUGGESTED STREET TREES

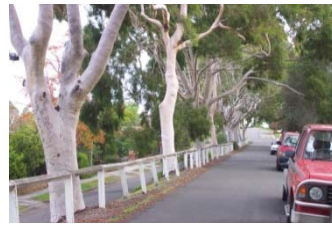
Large Street Tree

Large canopy trees for use in median strips and outstands in main streets. May also be used in open park settings.

Species suitable for a coastal environment.



Angophora Costa
Smooth-Barked Apple
Origin: QLD, NSW
Height: 18-20m
Width: 13-15m
Character: Evergreen



Corymbia citriodora
Lemon Scented Gum
Origin: North Eastern Australia
Height 15-20m
Width: 6-8m
Character: Evergreen



Lophostemon confertus
Queensland Box Brush
Origin: QLD
Height: 18-30m
Width: 6-8m
Character: Evergreen



Allocasuarina littoralis / verticillata
Sheoak
Origin: Southern Australia.
A.verticillata is endemic to local bioregion
Height 8-10m
Width: 4-6.5m
Character: Evergreen



Eucalyptus leucosylon
Yellow Gum
Origin: Vic, NSW, SA, Indigenous to local bioregion
Height: 10-30m
Width: 12-15m
Character: Evergreen



Corymbia maculata
Spotted Gum
Origin: SE QLD, central NSW
Height: 18-20m
Width: 12-15m
Character: Evergreen



Banksia integrifolia subsp. integrifolia
Coastal Banksia
Origin: Vic, NSW, Tas, Qld
Height: 12-20m
Width: 5-10m
Character: Evergreen



Zelkova serrata
Green Vase / Japanese Zelkova
Origin: Hybrid, parent Japan
Height: 18-25m
Width: 10-15m
Character: Deciduous



Low Planting Suggestions

For use in medians, path edges, foreshore garden beds and street planting understorey.

Robust low plantings suitable for the coastal environment of Portland.

Hardy low maintenance perennials with a preference to drought adaptability.

Diversity of floral display.

Inclusion of native species where possible, indigenous to bioregion, with the opportunity to source endemic species.



Lomandra longifolia 'Tanika'
Spiny-headed Mat-rush
Origin: Eastern Australia

Leucophyta brownii
Cushion Bush
Origin: Southern Australian coastline

Banksia marginata dwarf cultivar
Silver Banksia
Origin: endemic to local bioregion

Westringia fruticosa
Coastal Rosemary
Origin : Coastal Eastern Australia



Helichrysum argyrophyllum
Golden Guinea Everlasting,
Origin: South Africa
* Related species such as *Helichrysum paraliium* are endemic to local bioregion

Carpobrotus spp.
Pig Face
Origin: Southern Australian coastline

Correa alba
White Correa
* Some Correa species endemic to local bioregion

Grevillea rosmarinifolia
Rosemary Grevillea
Origin: Central Vic, NSW



INTERPRETIVE AND WAYFINDING SIGNAGE

Existing Signage

Existing signage lacks a cohesive language that provides connection to key points and reflects the town character.



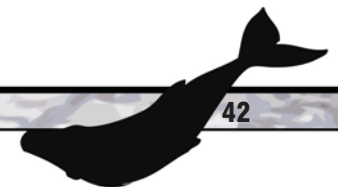
Pedestrian and Tourist Wayfinding and Information Signage

A consistent signage strategy has the potential to create a clear and recognisable network of wayfinding to connect key areas for the use of tourists and locals.



Historical and Cultural Interpretation

Portland's rich heritage and indigenous history can be celebrated through an informative and cohesive signage strategy that incorporates materials reflecting the town's maritime history.



FORESHORE INTERFACE

The bluestone retaining wall is an important heritage feature, and the (relatively) contemporary and highly distinctive mural has become a valued piece of public art. This mural should be retained in any redevelopment scheme.

The existing fence between Bentinck St and the foreshore is constructed of common wire mesh and is overly tall. It is recommended that this be replaced with quality fencing which allows views to the water. Wire mesh needs to be of high quality and designed with a handrail to be suitable for civic purposes. Given the height of the retaining wall new fencing also needs to meet safety requirements.

An investigation of historic approaches to this fence, as well as other fencing design in similar foreshore locations is shown on the following pages.

Design Guidelines

Durable fence material that fits in with the character and scale of Portland's foreshore area.

Suitable materials may include steel and sustainable timber.

Fences need to be visually permeable.

Fence heights need to comply with Australian Standards.

Fence design should prevent climbing and restrict the ability to drop objects from the upper level to the foreshore open space below.



Foreshore 1907



Foreshore 1927 – post and rail fence



Present day wire fencing along foreshore

High Cost



Full steel fence with rust control, powder coated finish



Full stainless steel fence



Full stainless steel fence with timber leaning rail

Moderate Cost



Full steel fence with rust control, powder coated finish



Galvanised metal handrails and black wires, mesh infill



Timber posts with galvanised metal vertical post infill



4.4 DESIGN RECOMMENDATIONS

In response to the issues and analysis described above, the following objectives and strategies have been developed to guide future urban design decisions and projects. Detailed implementation actions and priorities are provided in [Chapter 6](#) of this report.

OBJECTIVES

14. Protect and enhance the outstanding heritage qualities of Portland.
15. Create a strong and distinct image for Portland of excellence in design, innovation and ecological sustainability.
16. Create a pleasant, interesting and safe streetscape environment within the CBD.
17. Develop a network of public spaces that provide a variety of experiences and amenities.

STRATEGIES

Heritage

- 14.1 Review the heritage significance of places, precincts and vegetation within the Portland CBD and adjacent foreshore.
- 14.2 Ensure landmark heritage buildings remain as the dominant features in the streetscape and in vistas.
- 14.3 Require sensitive design treatment at the interface with heritage buildings.
- 14.4 Encourage the reinstatement of heritage facades and verandahs on heritage buildings.
- 14.5 Encourage creative re-use of heritage buildings that will see them enhanced, well-utilised and maintained.

- 14.6 Undertake public realm improvements as required to enhance the setting of key heritage sites. This might include paving upgrades or planting in the vicinity of the site.
- 14.7 Use public realm improvements, such as artworks, signage and plantings, to celebrate Portland's character, heritage and natural environment.

New Buildings

- 15.1 Ensure new buildings in Portland are of a high standard of design, presenting the town as a contemporary and creative regional centre.
- 15.2 Ensure new development respects the heritage context of the CBD, while offering contemporary design solutions.
- 15.3 Enhance built environment design awareness and skills.
- 15.4 Develop a strong design theme for the arrival zone into Portland CBD, commencing from the junction of Henty Highway and New Street.

Streetscapes

- 16.1 Enhance streetscape treatments, furniture and landscaping to improve pedestrian amenity, accessibility and safety.
- 16.2 Incorporate Water Sensitive Urban Design (WSUD) principles in street design and landscaping.
- 16.3 Apply Crime Prevention Through Environmental Design (CPTED) principles to all open space, streetscape and building design.
- 16.4 Provide continuous weather protection along retail streets and key pedestrian routes by providing verandahs and canopies that are consistent in form with existing protection.
- 16.5 Promote outdoor dining to encourage more street activity.



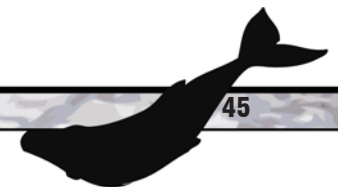
16.6 Ensure that signage contributes positively to the image of Portland and supports access and safety.

Open Spaces

17.1 Maintain the range of open spaces of the Portland CBD as one of its key features.

17.2 Introduce 'pause places' throughout the main retail areas of the CBD, with seating and landscaping or public art.

17.3 Improve pedestrian connections to the foreshore, Hanlon Park, the Botanical Gardens and Fawthrop Lagoon.





FOCUS AREAS

5

5.1 DEVELOPMENT FOCUS AREAS

Detailed maps have been created for selected 'focus areas' within the CBD to provide broad direction for future redevelopment and improvement. Each focus area has a substantial amount of underused land that could be used for infill development, the creation of new or improved laneway spaces and more efficient car parking areas.

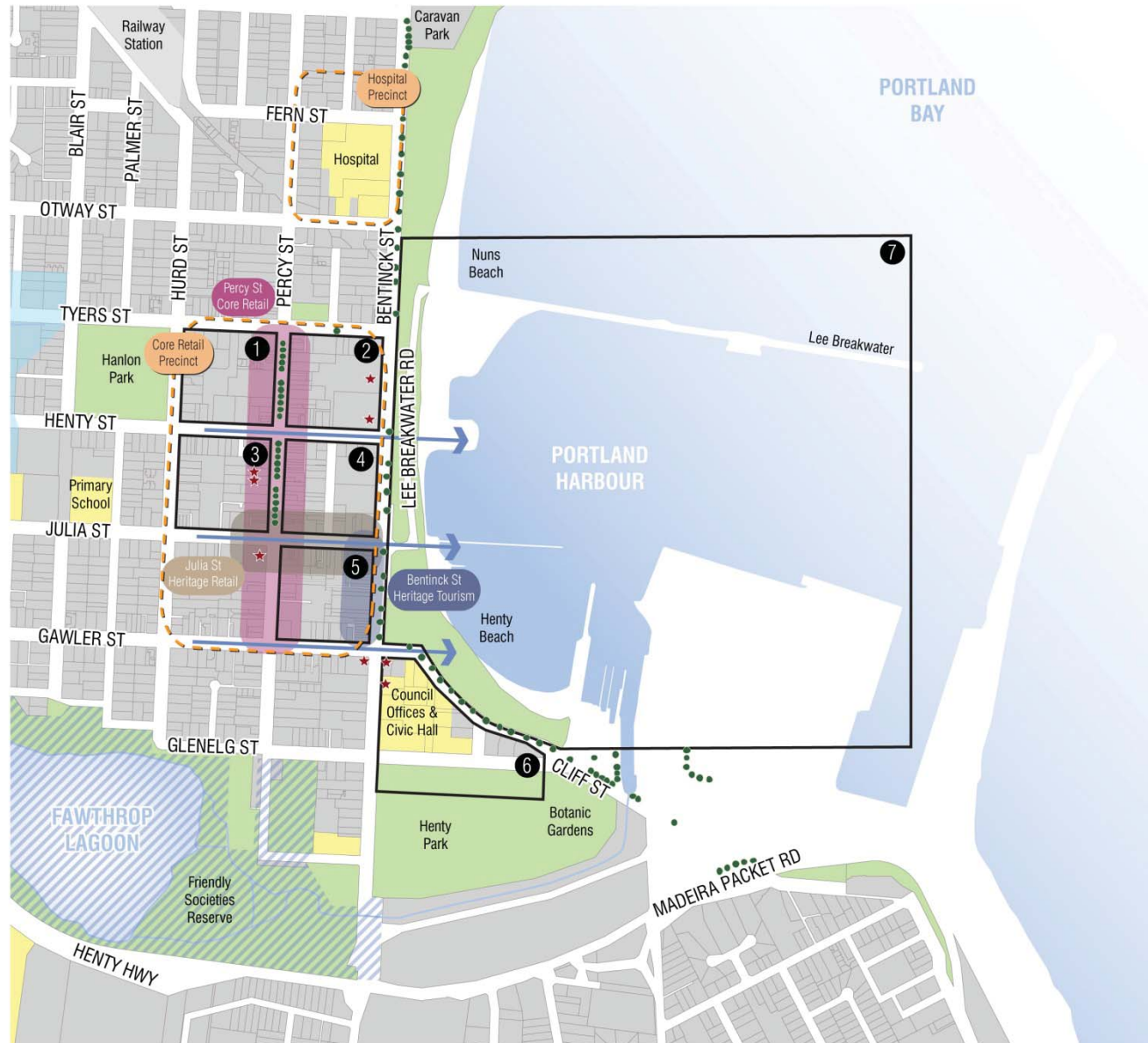
An analysis of heritage or character values of each area has also been undertaken. This has included a comparison of existing heritage controls with buildings listed in the 1981 Conservation Study and those buildings that appear to have significance but are not listed or included in the Heritage Overlay.

Two maps have been prepared for each focus area. The first involves an analysis of the study area; the second responds to this analysis by suggesting strategies for improvement.

Recommendations specific to the focus areas have been addressed in the objectives and strategies outlined in previous chapters; and addressed in detail in the [Chapter 6](#).

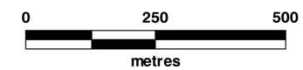


CBD OVERVIEW



Legend

- Open space
- Public uses
- Areas very susceptible to flooding (designated by Urban Floodway Zone)
- Protected significant wetlands and waterways (designated by Environmental Significance Overlay)
- Significant views
- Landmark buildings
- Landscaping
- 1 Focus Areas



Focus Area 1: Tyers, Percy, Henty, Hurd ANALYSIS

All properties within this block are zoned Business 1. There is a range of uses including retail, community and residential. A large portion of land is taken up by surface car parking.

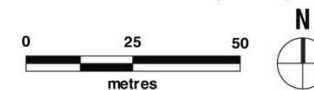
There are only several buildings with heritage significance, yet the entire block is included in the Heritage Overlay.

Issues and Opportunities:

- ❶ Interior of this block has limited amenity due to dominance of car parks and rear services of surrounding buildings. It is not designed as a pedestrian friendly space. Pedestrian-vehicular conflict occurs, particularly with truck traffic around Safeway loading bay.
- ❷ Large areas of land used for surface car parking which could be potential infill sites.
- ❸ Land to the rear of buildings may be underutilised.
- ❹ The Royal Hotel is a heritage landmark, however, the surrounding site could benefit from redevelopment.
- ❺ Pioneer Plaza is not effective as an open space and the pedestrian link to Percy Street is indirect and has level changes.
- ❻ Target lacks a presence in the main retail precinct of Percy Street.
- ❼ Pedestrian crossing route to adjoining retail areas is unclear.
- ❽ Inter- and intra-city bus interchange under review.

Legend

- Listed significant building
- Character / heritage building
- Site specific Heritage Overlay (HO)
- Non-contributory building within precinct HO






Focus Area 1: Tyers, Percy, Henty, Hurd
STRATEGY

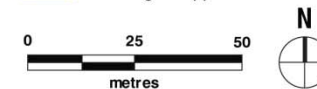
There is significant potential within this block to infill underused sites with new retail development. This includes large sites, or consolidated smaller sites. The block's Business 1 Zoning indicates that this area should be the focus for CBD retail. Offices or apartments could be included in the upper levels. Car parking could be replaced within the development site.

Recommendations:

- 1 Pedestrian safety needs to be improved with clearly marked pedestrian paths. Redevelop the rear of buildings to provide a positive frontage to the internal space of this block and introduce new landscaping.
- 2 Investigate the potential to redevelop surface car parking areas with new retail, incorporating replacement car parking within the new development.
- 3 Investigate the potential to redevelop underutilised land with new retail. Isolated sites of heritage significance could be sensitively incorporated into a redevelopment scheme.
- 4 Redevelop land around the Royal Hotel to provide a more appropriate setting for this landmark building. The bottleshop could be relocated to allow for a more active retail use on Percy Street.
- 5 Consider redevelopment of the Pioneer Plaza site to make better use of this land and to provide a more direct pedestrian route through to the rear shops and car park.
- 6 Clear pedestrian paths through the site will provide opportunities for active facades at the rear of buildings fronting the internal space.
- 7 Install new pedestrian crossing on Henty Street.
- 8 Review inter- and intra-city bus interchange.
- 9 Provide active building edges to the streets.
- 10 Review loading dock location and access

Legend

-  Establish pedestrian links
-  Activate frontages
-  Investigate opportunities for redevelopment



Focus Area 2: Tyers, Bentinck, Henty, Percy

ANALYSIS

This section of Percy Street is Portland's core retail precinct. While all properties within this block are zoned Business 1 there is a range of activities that includes residential, community and educational uses.

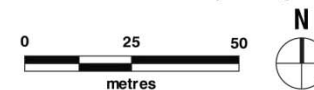
There are several buildings without heritage significance, yet the entire block is included in the Heritage Overlay.

Issues and Opportunities:

- 1 Small cluster of heritage buildings on Tyers Street have been renovated and have an accommodation focus
- 2 New commercial development on Henty Street
- 3 Car parking at rear of shops
- 4 Existing laneways giving access to interior of the block from Percy Street
- 5 Retail buildings on Percy Street need upgrading
- 6 Large grassed area fronting Henty Street
- 7 Landmark churches and Bayview College school buildings

Legend

- Listed significant building
- Character / heritage building
- Site specific Heritage Overlay (HO)
- Non-contributory building within precinct HO



Focus Area 2: Tyers, Bentinck, Henty, Percy

STRATEGY

All properties within this block are zoned Business 1. There is a range of uses including retail, community and residential. A large portion of the block is occupied by Bayview College, limiting the opportunities for further development.

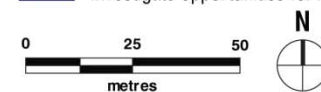
Strategies:

- 1 Maintain heritage and landscape character along the south side of Tyers Street
- 2 Consolidate commercial development close to Percy Street retail core
- 3 Consolidate private car parks to improve safety and efficiency
- 4 Improve vehicle and pedestrian access to internal car parks to assist permeability of the site
- 5 Work with land owners to improve facades and streetscape along Percy Street retail core
- 6 Large grassed area fronting Henty Street is a redevelopment opportunity site (any redevelopment should ensure that important view lines to the Catholic church are maintained)
- 7 Protect vistas to prominent heritage buildings



Legend

-  Establish pedestrian links
-  Investigate opportunities for redevelopment








Focus Area 3: Henty, Percy, Julia, Hurd ANALYSIS

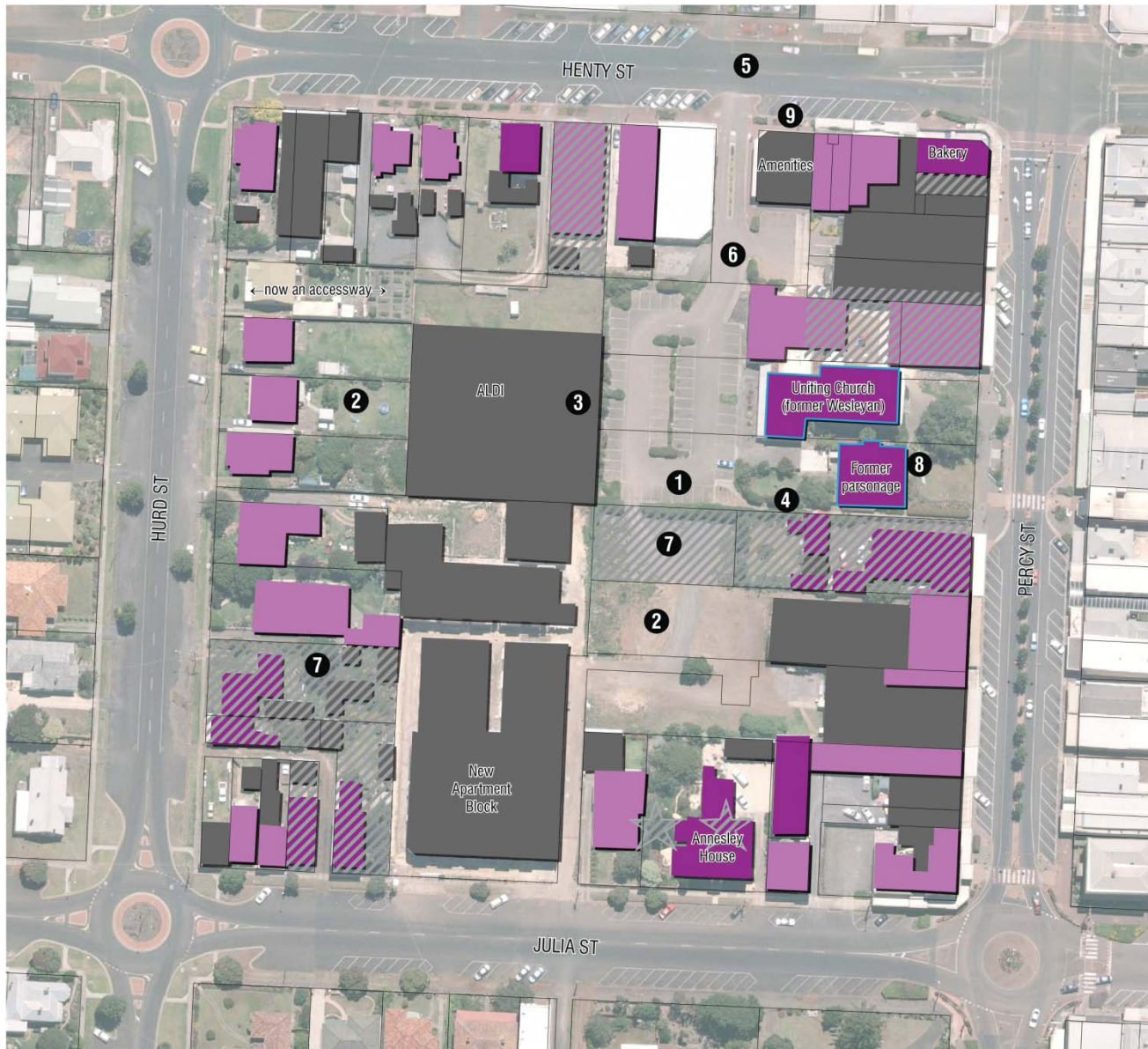
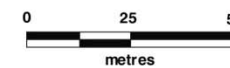
Most of this block is zoned Business 1 for retail activity, with the exception of properties along Hurd Street that are zoned for residential. There is a range of uses within this block including retail, community and residential, and many sites have heritage significance. There appears to be a number of sites that offer redevelopment infill potential.

Issues and Opportunities:

- 1 Large areas of land used for surface car parking.
- 2 Land to the rear of buildings may be underutilised.
- 3 Aldi lacks a presence in main retail precinct of Percy Street.
- 4 Pedestrian link to Percy Street needs to be made clearer, safer and more direct.
- 5 Pedestrian crossing route to retail areas to north unclear.
- 6 Pedestrian-vehicular conflict in car parks.
- 7 Many heritage sites have development potential to the side/rear - needs to be determined.
- 8 Garden in front of Church and the former parsonage has an attractive heritage setting and provides a green space in the CBD.
- 9 Relocation of Henty Street bus stop to outside the amenities building under consideration.

Legend

-  Listed significant building
-  Character / heritage building
-  Site specific Heritage Overlay (HO)
-  Non-contributory building within precinct HO
-  Landmark building



Focus Area 3: Henty, Percy, Julia, Hurd

STRATEGY

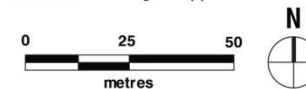
Consolidation of smaller sites offers much potential for redevelopment, particularly given the Business 1 Zoning of most of the block which indicates that this area should be a focus for CBD retail. Offices or apartments could be included in the upper levels.

Recommendations:

- 1 Investigate the potential to redevelop surface car parking areas with new retail, incorporating required car parking within the new development.
- 2 Investigate the potential to redevelop underutilised land with new retail. Isolated sites of heritage significance could be sensitively included within a redevelopment scheme.
- 3 Clear pedestrian paths to Percy Street will assist the Aldi store to connect to the retail activity of the main street. The Aldi store offers activity to the interior of this block, and this could be enhanced with the addition of small landscape areas and seating.
- 4 Formalise the pedestrian path to the north of the Church, bringing shoppers through the café area, and enhance the new path south of the parsonage with directional signage and lighting.
- 5 Install new pedestrian crossing on Henty Street.
- 6 Ensure clear and safe pedestrian paths from Henty Street to the Aldi frontage.
- 7 Investigate the potential to redevelop underutilised land around heritage buildings, in a manner that is sensitive to the significance of the building and site.
- 8 The Church, the former parsonage and oak tree are included on the State Heritage Register.
- 9 Potential bus stop location.
- 10 Provide access to the rear of redevelopment sites.
- 11 Investigate the significance of the Aitkens building and its potential for redevelopment.

Legend

-  Establish pedestrian links
-  Investigate opportunities for redevelopment



Focus Area 4: Henty, Bentinck, Julia, Percy

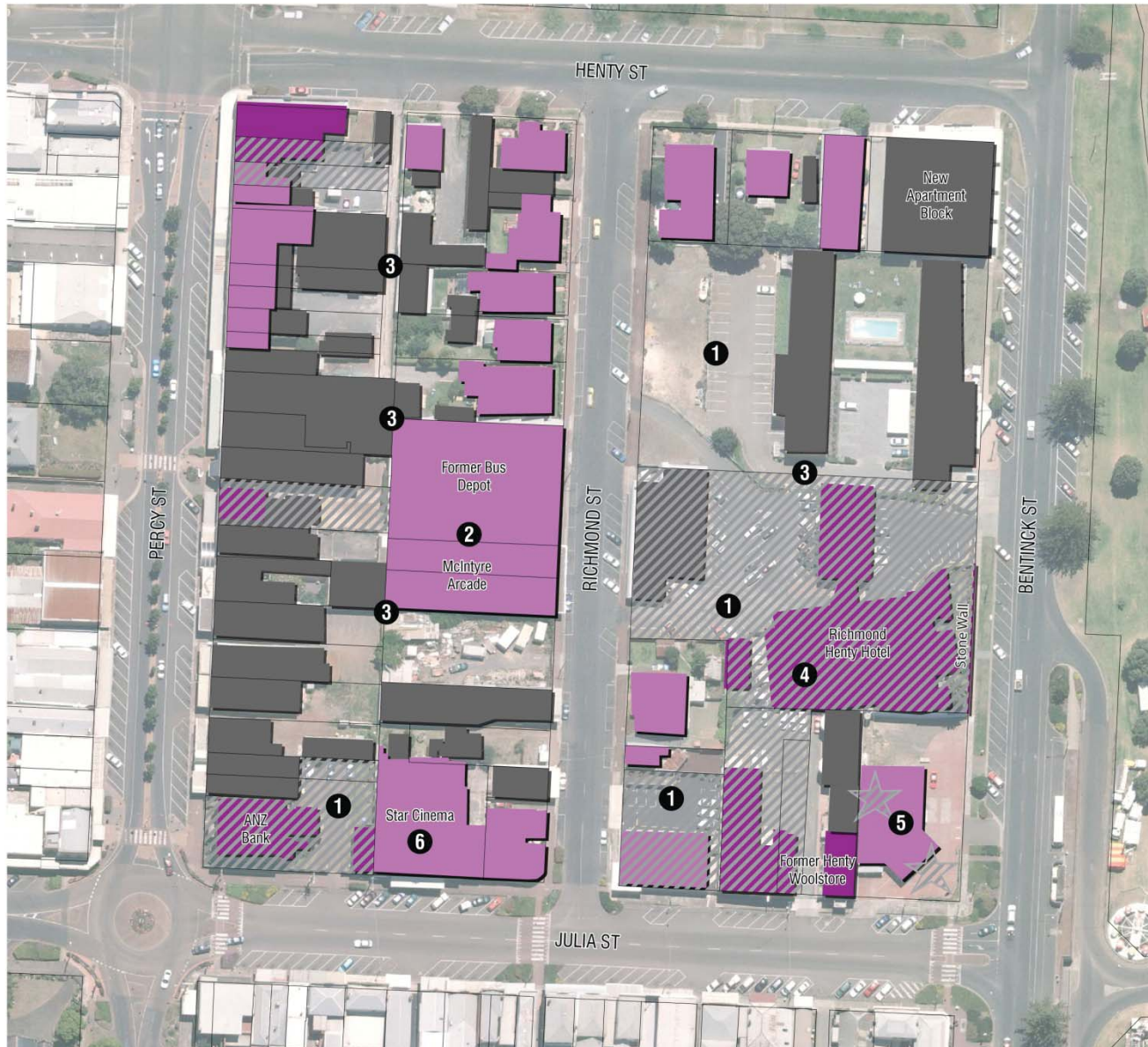
ANALYSIS

This block is zoned Business 1 and includes a range of retail, community and residential uses. A larger area is occupied by the Richmond Henty Hotel complex. There are many sites of heritage significance as well as a number of redevelopment infill opportunities.

Richmond Street has a mixed character. It is characterised by the rear of commercial sites and a small group of dwellings.

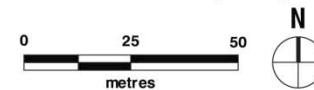
Issues and Opportunities:

- ❶ Large areas of land used for surface car parking.
- ❷ Buildings and land fronting Richmond Street are underutilised.
- ❸ East-west through-block pedestrian connection required.
- ❹ The heritage significance of the Hotel and surrounding buildings needs to be determined so that elements of significance (such as the bluestone wall) are protected and opportunities for new development identified.
- ❺ In particular, the bottleshop site on the corner of Bentinck and Julia Streets requires higher standard of architecture that addresses the heritage context and has an outlook to the foreshore.
- ❻ Star Cinema, Portland's only cinema, is an art deco building with probable heritage significance.



Legend

- Listed significant building
- Character / heritage building
- Site specific Heritage Overlay (HO)
- Non-contributory building within precinct HO

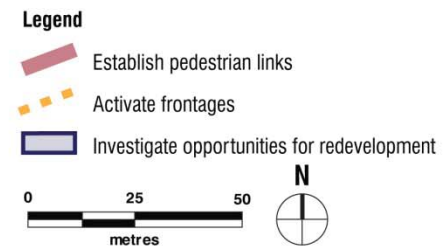


Focus Area 4: Henty, Bentinck, Julia, Percy STRATEGY

There is much potential for redevelopment, particularly given the Business 1 Zoning of most of the block. This could provide additional space for retail, community or residential uses and enhance the setting of important heritage sites.

Issues and Opportunities:

- 1 Investigate the potential to redevelop surface car parking areas with new retail, incorporating required car parking within the new development. The site to the rear of the hotel could support new retail at ground level and apartments above that take advantage of harbor views.
- 2 Investigate the potential to consolidate properties for new larger floorplate retail with direct access to Percy Street. Isolated sites or structures of heritage significance could be sensitively included within a redevelopment scheme.
- 3 New development can provide opportunities for new east-west through-block pedestrian connections. (Indicative locations are shown).
- 4 Investigate redevelopment options for the Hotel site that enhances this key site.
- 5 Redevelop the bottleshop site with a building that presents active frontages to this corner, complements adjoining heritage sites and provides an outlook to the harbor.
- 6 Investigate the need for a site specific heritage overlay for Star Cinema. Upgrade its use as an operational cinema and function space, and as a local icon and future tourist attraction. The Regent Theatre in Yarram is an example of a remodeled heritage cinema that has become a cultural hub for the region.



Focus Area 5: Julia, Bentinck, Gawler, Percy ANALYSIS

This block is zoned Business 1 and includes a range of retail, community and residential uses. A large portion of the interior of the site is taken up by surface car parking. There are many sites of heritage significance as well as a number of redevelopment infill opportunities.

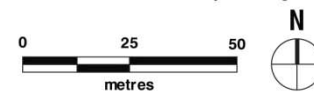
Issues and Opportunities:

- 1 Interior of this block has large areas of land used for surface car parking, as well as grassed areas. Land is regular in shape and mostly in Council ownership.
- 2 Land to the rear of buildings is underutilised.
- 3 While IGA has a presence in Percy Street, it lacks a strong pedestrian connection to retail core.
- 4 Potential for pedestrian-vehicular conflict in car parks. Many pedestrian links are established and well-used but some need to be made clearer, safer and more direct.
- 5 Many heritage buildings, around which new development could be appropriately designed.
- 6 Historic pear trees.



Legend

- Listed significant building
- Character / heritage building
- Site specific Heritage Overlay (HO)
- Non-contributory building within precinct HO



Focus Area 5: Julia, Bentinck, Gawler, Percy STRATEGY

There is much potential for redevelopment, particularly given the Business 1 Zoning of most of the block. This could provide additional space for retail, community or residential uses and enhance the setting of important heritage sites.

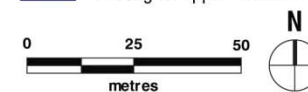
Recommendations:

- 1 Investigate the potential to redevelop surface car parking areas with new retail, incorporating required car parking within the new development.
- 2 Investigate the potential to redevelop underutilised land with new retail. Isolated sites of heritage significance could be sensitively included within a redevelopment scheme.
- 3 Strengthen pedestrian connections to the IGA along Percy Street and via through-block connections. Activate frontages of the building that adjoin the street, pedestrian paths or public spaces.
- 4 Potential to establish new internal laneways, based on existing laneway alignment and pedestrian pathways. New development should provide frontages to the laneway spaces.
- 5 Investigate redevelopment options for the block that enhances the setting of heritage buildings and provides opportunities for new retail, community or residential uses.
- 6 Create new open space around historic pear trees, at the junction of pedestrian links through the block. Design the space in a manner that evokes the history of the site and includes interpretive signage.



Legend

- Establish pedestrian links
- Activate frontages
- Investigate opportunities for redevelopment



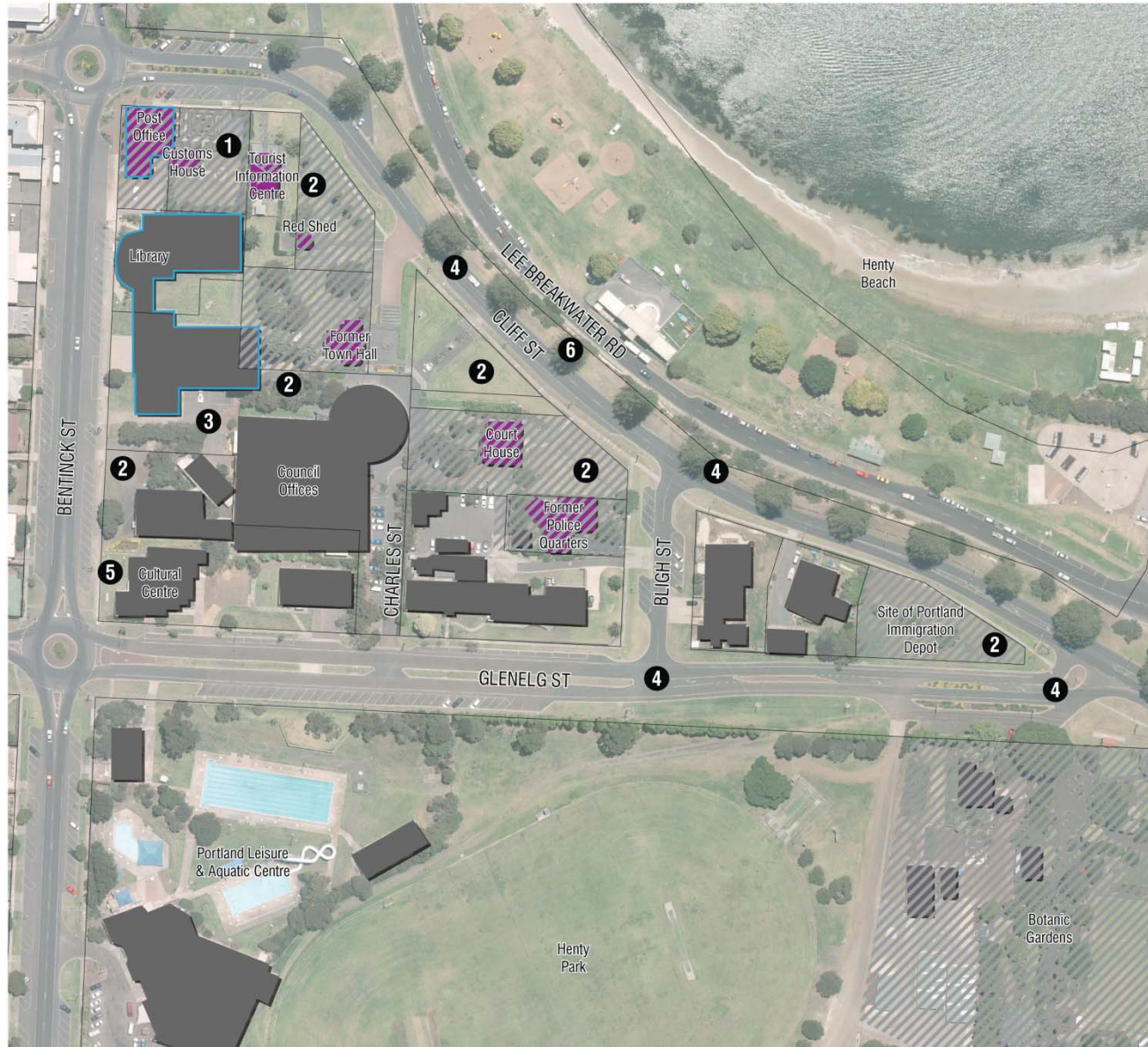
Focus Area 6: Civic & Cultural Precinct

ANALYSIS





The land in the precinct is zoned for a mix of uses (Business, Public Use, Public Park & Recreation and Residential) and is located within the Heritage Overlay, except Henty Park and the aquatic centre. The area contains a number of important historic public buildings. Most issues relate to access and spaces.

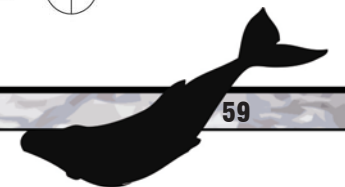
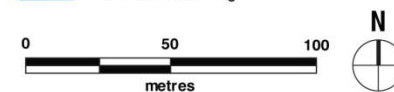
Issues and Opportunities:

- 1 Cluster of civic and public building that are a key feature of Portland and date back 160 years. These buildings are on the State Heritage Register.
- 2 The gardens around the various heritage buildings and civic/cultural facilities are well kept but the spaces could still be improved and updated to reflect their important role and to create a greater sense of cohesion between the activities of the precinct.
- 3 Cluster of civic and community uses.
- 4 Pedestrian access to foreshore and Botanic Gardens could be improved.
- 5 Cultural Centre is an important facility yet feels remote from the activity of the CBD.
- 6 The Norfolk Island pines along Lee Breakwater Road are iconic.



Legend

-  Listed significant building
-  Site specific Heritage Overlay (HO)
-  Non-contributory building within precinct HO
-  Landmark building



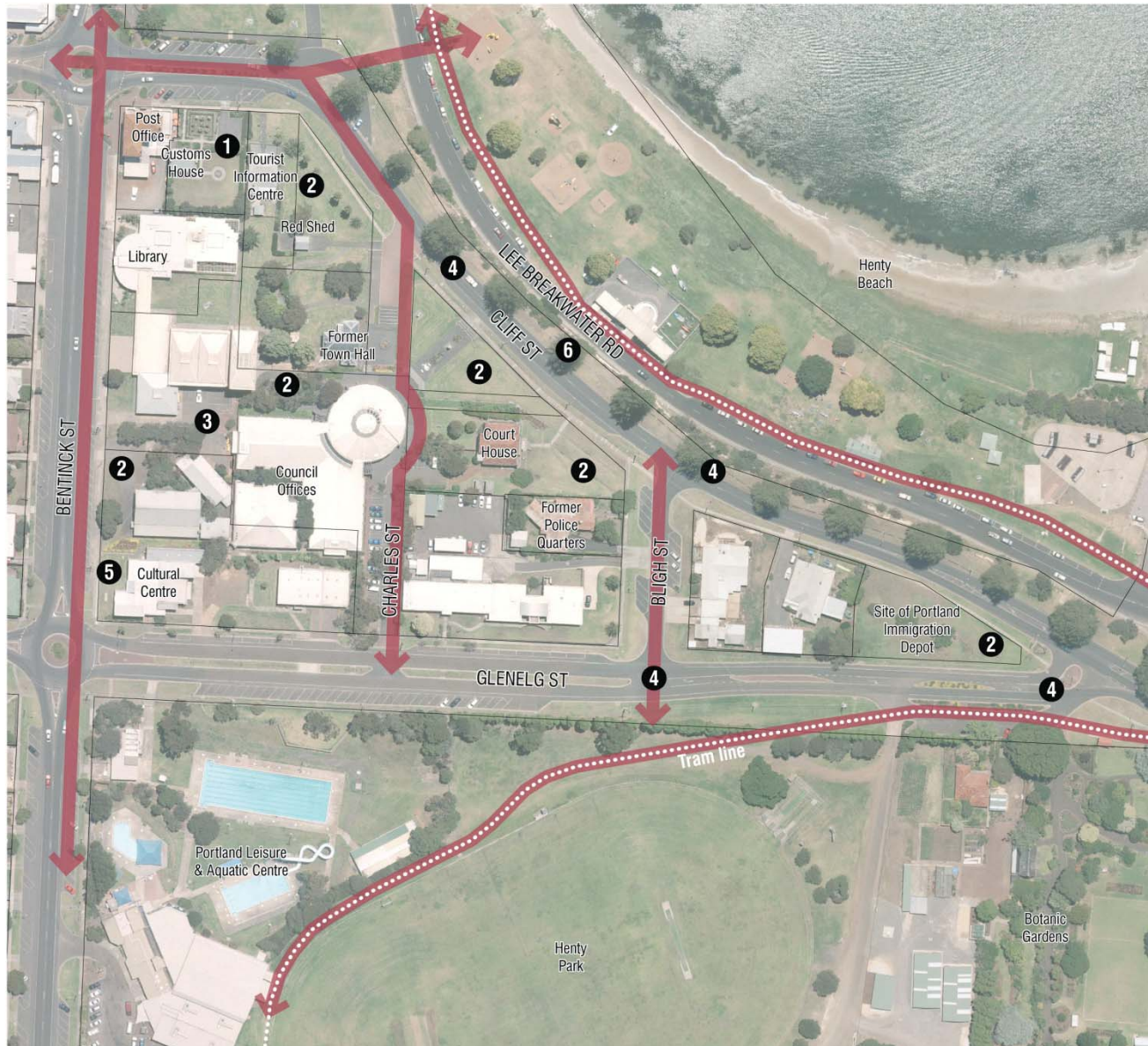
Focus Area 6: Civic & Cultural Precinct

STRATEGY

While this precinct is to remain largely unchanged, a number of small scale improvements could be made. Improvement could be made to pedestrian access and linkages between the CBD, foreshore and the Botanic Gardens. The spaces between the buildings could also be improved with upgraded street furniture and additional landscaping.

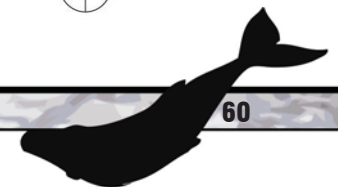
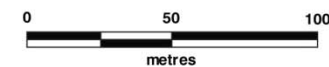
Recommendations:

- 1 Ensure that development and landscaping in the area enhances the cluster of iconic heritage buildings.
- 2 Improve the spaces around the various heritage buildings to reflect their importance and ensure cohesion. Update any outdated street furniture.
- 3 Maintain and reinforce the civic and community uses in the area.
- 4 Improve pedestrian access between the CBD, the foreshore and the Botanical Gardens.
- 5 Encourage better linkages and signage to the Cultural Centre.
- 6 Maintain the Norfolk Island pines and replant as required.



Legend

 Establish pedestrian links



Focus Area 7: Foreshore Precinct

ANALYSIS

The foreshore and harbour are Portland's greatest assets. The Portland Bay Coastal Infrastructure Plan sets out major, long-term initiatives planned for this area.

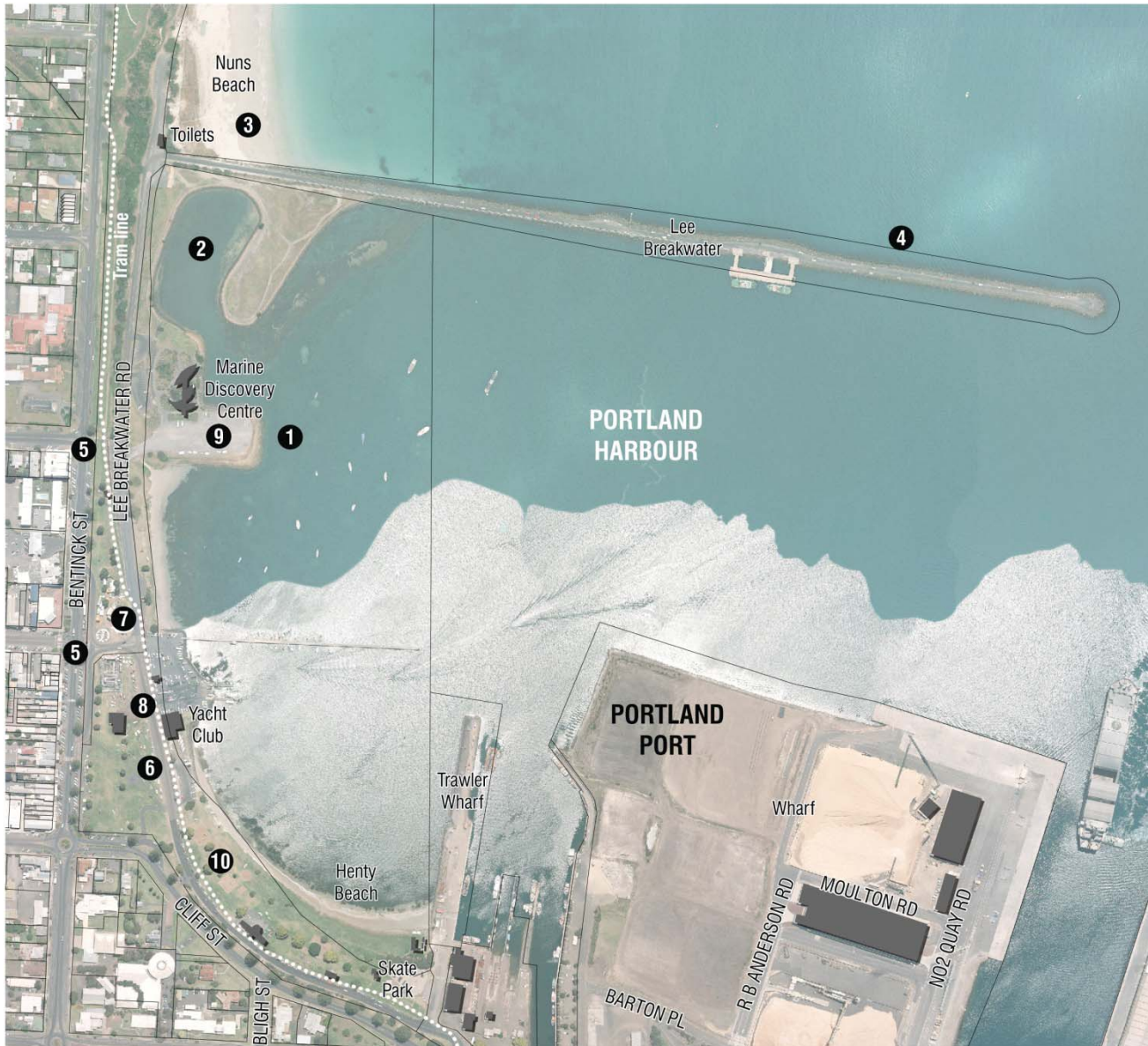
Issues and Opportunities:

Existing recommendations of the Portland Coastal Infrastructure Plan to commence implementation:



- ❶ Proposed floating pontoon / 70 berth marina
- ❷ Partial reclamation of lagoon to be used as a carpark and boat ramp, with multi purpose community space.
- ❸ Nuns Beach upgrade within improved amenities such as picnic and toilet facilities.
- ❹ Investigations underway to encourage cruise ships to berth at Lee Breakwater, which would provide substantial additional tourist visitation to the CBD.

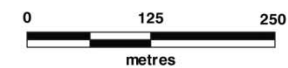
Other issues and opportunities:

- ❺ A sense of connection between the CBD and the foreshore is lacking due to a shortage of clear crossing points, the embankment and the retaining wall and chain wire fence that create a distinct physical barrier.
- ❻ There are many buildings within the foreshore that could be consolidated and tourist facilities, e.g. cafe or restaurant, could be developed.
- ❼ The toilet block occupies a key viewline from Julia Street to the foreshore.
- ❽ Substantial amount of land is used for roadways and carparking but there are few clear pedestrian paths.
- ❾ Marine Discovery Centre feels remote from CBD. It may benefit from improved pedestrian connections and additional surrounding activity.
- ❿ There are a number of different playgrounds in the grassed section of the foreshore.



Legend

-  Site specific Heritage Overlay (HO)
-  Non-contributory building outside Heritage Overlay



Focus Area 7: Foreshore Precinct STRATEGY

In addition to the major, long-term initiatives planned for the foreshore and harbour, there are a number of smaller scale projects that could be implemented to improve pedestrian access and amenity and to promote the area as a tourist destination.

Recommendations:

Existing recommendations of the Portland Coastal Infrastructure Plan to commence implementation:

- 1 Proposed floating pontoon / 70 berth marina.
- 2 Partial reclamation of lagoon to be used as a carpark and boat ramp, with multi purpose community space.
- 3 Nuns Beach upgrade.
- 4 Cruise ships to Lee Breakwater.

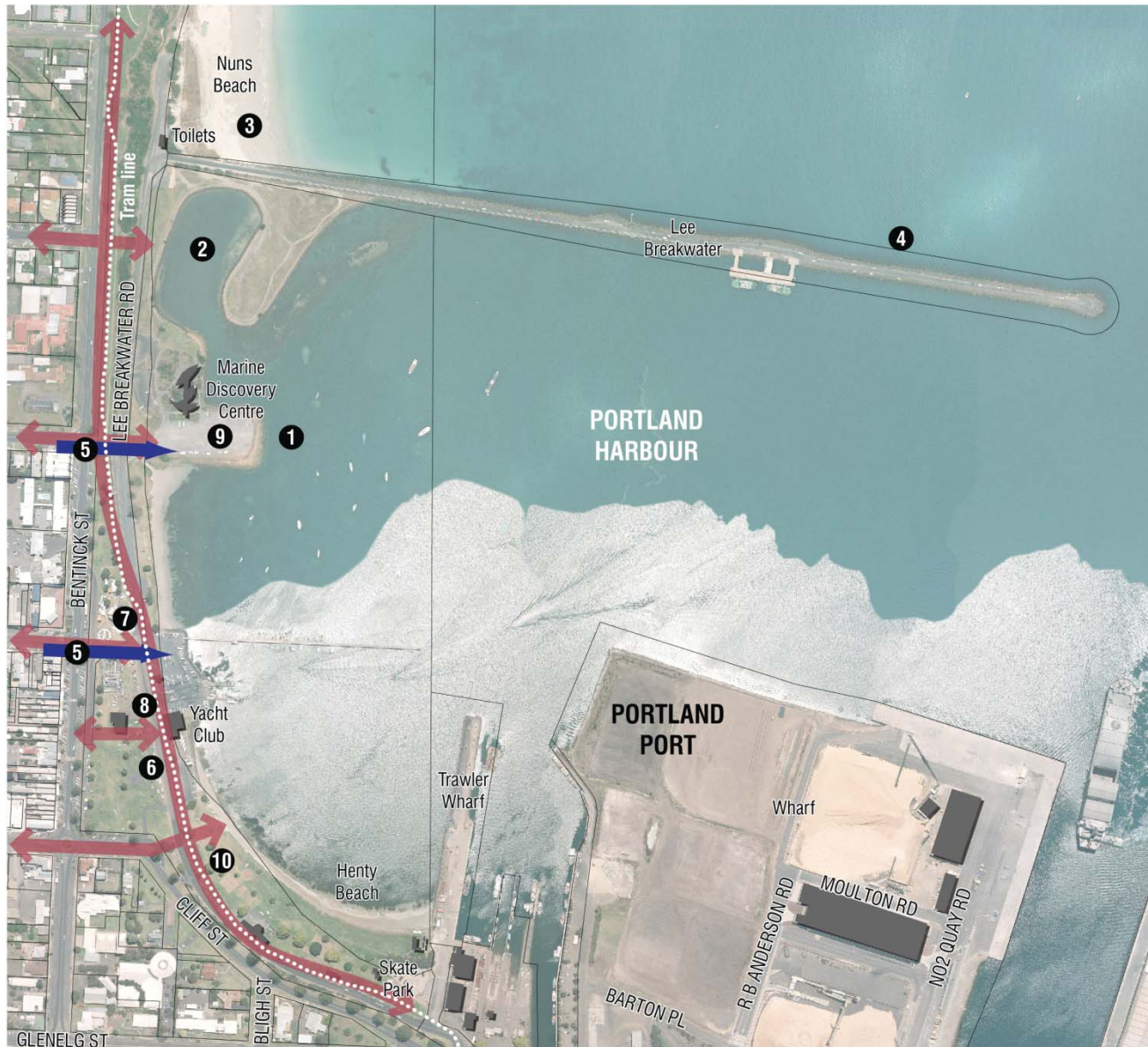
Other recommendations:

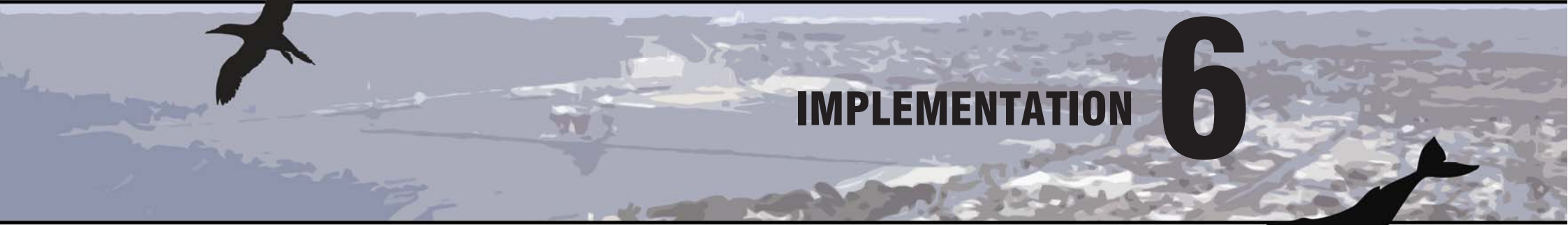
- 5 Create formalised pedestrian paths from CBD to the foreshore and along the foreshore. Review access for boats and trailers.
- 6 Investigate future use of all buildings on foreshore with a view to consolidation and upgrading of facilities. Opportunity for small café, fish and chips or fresh seafood outlet.
- 7 Improve pedestrian connections to foreshore with new crossing points and steps down to foreshore at Julia Street. Replace chain wire fence.
- 8 Improve signage and pedestrian connections to Marine Discovery Centre. Investigate additional uses for the building to support the current role.
- 9 Relocate existing playgrounds and introduce a large, single playground as a major visitor attraction for the Portland foreshore. The playground could have a nautical or pirate theme.
- 10 Establish a calendar of events for the Portland foreshore that could include regular markets, concerts, exhibitions or festivals.

Legend

 Establish pedestrian links

 Improve vehicle & pedestrian access to foreshore





IMPLEMENTATION 6

6.1 IMPLEMENTATION PLAN

This implementation plan provides detailed actions aimed at supporting the objectives and strategies described in the preceding chapters.

The actions are provided as general recommendations for Council consideration, subject to broader Council planning, resourcing and budgetary considerations.

In order to assist in interpretation and to avoid overlap the actions have been grouped according to theme and then by priority.

Short term actions are recommended to commence within 12 months of adoption of the strategy. **Medium term** actions are recommended to be undertaken within 5 years. **Long term** actions are considered to be aspirational and may take 10 years or longer to implement.

Cross references to relevant strategy numbers are provided in square brackets, e.g. [X.X].



GOVERNANCE

OBJECTIVES

1. Achieve the long-term aims of the *Portland Integrated Growth Plan* (IGP) through strong leadership and sound governance.
2. Involve the community in the development and implementation of the *Portland Integrated Growth Plan*.

STRATEGIES

Governance

- 1.1 Develop governance arrangements to oversee implementation of the Portland Integrated Growth Plan and ensure alignment with other relevant plans and strategies.
- 1.2 Investigate funding opportunities to implement the Portland Integrated Growth Plan.

Community Engagement

- 2.1 Ensure regular communication and engagement with the Portland community in relation to the implementation of IGP initiatives.

ACTIONS

Short Term

Council business planning

- G1 Establish a cross-organisational leadership and delivery team within Council to monitor the implementation of the IGP. This team should be:
 - Chaired by a senior manager.
 - Administered by the Place Manager (when appointed).

- Representative of all key departments to ensure a collaborative process.
 - Responsible for ensuring the IGP is embedded in Business Plans for all departments. [1.1]
- G2 Incorporate key Portland Integrated Growth Plan actions and projects into the Glenelg Shire Council Plan and capital works programs. [1.1]

Implementation committee

- G3 Establish an IGP Implementation Committee that will drive the early, catalyst actions of the IGP and set the direction for the short to medium term project actions.
The Committee should be chaired by a Councillor and include a range of community/business representatives and key Council staff. The Terms of Reference for this Committee could include:
 - Oversight of the IGP implementation
 - Prioritisation of implementation actions
 - Assistance with community consultation and marketing of the IGP
 - Regular meetings (e.g. bi-monthly) to ensure continuity and momentum.
- G4 Prepare a funding strategy to identify funding opportunities to implement IGP actions. As a priority, investigate funding opportunities to employ a Place Manager. [1.2]

Place manager

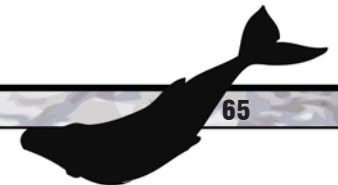
- G5 Employ a Place Manager to facilitate priority actions, administer the Implementation Committee, and develop relationships with stakeholders.
The Place Manager role should have a dedicated delivery budget to guide implementation initiatives, funding and marketing/communications. It is envisaged that the Place Manager could be engaged on a part-time basis, and could potentially be shared between Casterton and Heywood to assist with the implementation of Urban Design Frameworks that have been adopted for these towns. [1.1]

Community engagement

- G6 Establish a broader team of stakeholder representatives that could be drawn upon for involvement in specific projects. [1.1]
- G7 Utilise the outcomes of the Portland Secondary College *My Portland* project in the implementation of the IGP. [2.1]
- G8 Develop a communication and engagement strategy to:
 - Promote the plan, stimulate interest and encourage involvement
 - Inform, educate and engage about key directions, particularly those which may be contentious
 - Support placemaking and business development objectives
 - Encourage the involvement of key stakeholders
 - Generate community pride in the rollout of township improvements
 - Engage with difficult to reach groups. [2.1]

Medium Term / Ongoing

- G9 Work with key CBD and foreshore stakeholders, such as the State Government, port, hospital and education providers, to identify priority projects and align relevant strategies with the objectives of the IGP. [1.1]



LAND USE & GROWTH

OBJECTIVES

3. Retain the role of Portland's CBD as the primary commercial centre of the Glenelg Shire.
4. Determine the most appropriate pattern for growth for the CBD into the future.
5. Strengthen the role of the CBD as a hub of community, civic and cultural activity.
6. Increase tourist visitation to the CBD as a major focus of the local economy.
7. Provide a range of housing options within the CBD.

STRATEGIES

Retail and Commercial Activity

- 3.1 Provide strong policy direction within the *Glenelg Planning Scheme* that reinforces the role of the CBD as the primary location for retailing and business within the Shire.
- 3.2 Locate major office and retail development within the existing CBD Business 1 Zone.
- 3.3 Support opportunities to consolidate small lots, develop vacant sites and redevelop buildings that are past their useful life.
- 3.4 Actively seek new businesses and development opportunities for the CBD.
- 3.5 Facilitate stronger business development networks for local business operators and retailers.

Future Growth

- 4.1 Identify the following retail and commercial 'investigation areas':
 - Percy Street, immediately north of Henty Street
 - potential CBD expansion

- Corner Henty Highway and New Street – potential mixed use development, including possible local retail function.
- 4.2 Investigate projected retail and commercial floorspace demand and supply in Portland.
 - 4.3 Ensure that the economic impact of major 'out of centre' development on the Portland CBD is taken into account in decision making.

Civic, Cultural and Community Activity

- 5.1 Develop the CBD as a focus for local arts and culture.
- 5.2 Facilitate more opportunities for entertainment within the town, particularly for young people.
- 5.3 Encourage the development of youth-focussed facilities and spaces within the CBD.
- 5.4 Support the upgrade of the Star Cinema as a cinema, performance/function venue and community hub.
- 5.5 Investigate the potential to expand the tertiary education offer of Portland to encourage more young people to stay, or come to, the town.
- 5.6 Encourage the development of new education facilities, particularly tertiary, within the CBD.

Tourism

- 6.1 Review tourism strategies and promotional material for Portland.
- 6.2 Improve the attractiveness and pedestrian 'friendliness' of the CBD.
- 6.3 Encourage a wider range of dining options that highlight local produce and seafood.
- 6.4 Continue to enhance the foreshore and harbour as key attractors of visitors to Portland and an integral element of the local economy.
- 6.5 Develop the marina, ramp and trailer parking on the foreshore to support recreational fishing as a key tourist attractor.
- 6.6 Establish regular events on the foreshore, such as markets, outdoor cinema, festivals or exhibitions.

- 6.7 Develop signage for town entry points and wayfinding signage within the town.
- 6.8 Provide more short term caravan and campervan parking close to the CBD, in various locations.
- 6.9 Expand the role of the Visitor Information Centre.

Housing

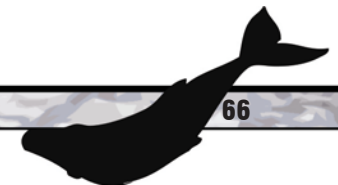
- 7.1 Encourage residential development and tourist accommodation within and around the CBD as a way of increasing its liveliness and activity.
- 7.2 Promote the redevelopment and refurbishment of the upper levels of CBD buildings for permanent and tourist accommodation.

ACTIONS

Short Term

Planning scheme amendment

- L1 Amend the *Glenelg Planning Scheme* local planning policy framework to:
 - Include the *Portland Integrated Growth Plan* as a reference document.
 - Define the Portland CBD and include strategies and actions to strengthen its retail and business role.
 - Discourage 'out of centre' development of retail and commercial uses that serve a regional, sub-regional or Portland-wide catchment.
 - Identify retail and commercial 'investigation areas'.
 - Reinforce the entertainment role of the CBD.
 - Encourage the location of new educational facilities in the CBD.
 - Encourage the location of new dwellings and tourist accommodation within the CBD, particularly at upper levels. [3.1, 3.2, 4.1, 5.2, 5.6, 7.1].



Chamber of Commerce

- L2 Investigate the establishment of a Chamber of Commerce to assist with business development, marketing, promotion and education. [3.4]

Business and tourism development

- L3 Continue to pursue business development, retention and marketing opportunities. [3.4]
- L4 Continue work currently underway to research, review and develop a new Tourism Plan. [6.1]
- L5 Work with tourism and business groups to establish a program of events and activities on the Portland foreshore. [6.6, 6.9]

Coastal infrastructure plan

- L6 Continue to implement the recommendations of the *Portland Bay Coastal Infrastructure Plan*. (Refer to the Foreshore Focus Area for detailed actions relating to the Foreshore.) [6.4, 6.5]

Medium Term

Floorspace supply and demand study

- L7 Undertake a study into retail and commercial floorspace demand and supply and the capacity of proposed ‘investigation’ areas to address demand without detracting from the primacy and vibrancy of the Portland CBD. [4.2]
- L8 Introduce a local planning policy into the *Glenelg Planning Scheme* to require an economic impact assessment for major retail and commercial developments proposed outside the Portland CBD. The policy should define what is meant by ‘major’ development and require consideration of short and long term implications for the CBD. [4.3]
- L9 Review the boundaries of the CBD Business 1 Zone to reflect the recommendations of the supply and demand study and better define retail, commercial and tourism precincts.

Site consolidation and development

- L10 Work with property owners and developers to redevelop underused land and buildings within the

CBD using the focus area maps to guide discussions. [3.3]

- L11 Develop a prospectus identifying key development/opportunity sites for a range of development types and sizes to assist prospective investors. [3.4]
- L12 Work with land owners to encourage the refurbishment and re-use of the upper level of CBD buildings for residential purposes. [7.2]

Business diversity

- L13 Support the establishment of a greater range of retail, entertainment and dining options within the CBD to fill existing gaps by:
 - Supporting private and government initiatives aimed at increasing the range of entertainment options within the CBD. [5.2]
 - Working with tourism and business groups to broaden the range of dining opportunities within the CBD and encourage the use and promotion of local produce. [6.3]
 - Encouraging the establishment of food and dining businesses with outdoor dining areas, especially in Bentinck and Julia Streets. [6.3]

Cultural activities

- L14 Investigate the potential for the expansion and promotion of the Arts Company, new exhibition and performance spaces, and arts incubators for emerging artists. [5.1]
- L15 Investigate opportunities and community strengthening grants to facilitate youth-orientated facilities, activities and businesses. Ideas raised during consultation included a youth drop-in centre, bowling alley, mini golf, go carts and performance spaces. [5.2, 5.3]
- L16 Continue to support youth programs in the Drill Hall. [5.3]
- L17 Work with the owners of the Star Cinema to develop a masterplan for the future development of the cinema building and explore heritage and community grant opportunities. [5.4]

Education

- L18 Investigate the skill shortages in Portland and the level of demand for tertiary education and vocational training. [5.6]
- L19 Work with the State Government, South West TAFE and tertiary sector to expand education and training places in Portland, particularly within the CBD. [5.5]

Tourism plan implementation

- L20 Implement the Tourism Plan and work with Tourism Victoria and other stakeholders to:
 - increase the profile of Portland’s CBD, with emphasis on its indigenous and European heritage assets
 - emphasise the proximity of Portland to eco-tourism attractions
 - promote campervan and caravan access and facilities. [6.1]
- L21 Explore opportunities to cluster water based tourism businesses in close proximity to the Visitor Information Centre. [6.9]



MOVEMENT & TRANSPORT

OBJECTIVES

8. Create a pedestrian focussed CBD as a key element of Portland's character.
9. Create stronger links between the CBD and foreshore.
10. Support cycling and public transport as viable alternatives to car travel.
11. Manage the CBD road network to optimise its safety, efficiency and amenity for all road users.
12. Manage car parking demand and supply to support the activity of the CBD.
13. Ensure free flowing, unimpeded access for freight traffic to the Port.

STRATEGIES

Pedestrian Focus

- 8.1 Establish a safe network of key pedestrian routes through the CBD.
- 8.2 Ensure adequate wayfinding signage to all key CBD locations.
- 8.3 Encourage the creation of new mid-block connections within the footprint of development sites.

Foreshore Links

- 9.1 Enhance pedestrian access between the CBD and adjacent foreshore.
- 9.2 Improve pedestrian amenity, access and safety within the foreshore area.
- 9.3 Improve access to the foreshore for boats, buses and caravans.

Bicycles and Public Transport

- 10.1 Expand the existing bicycle lane network to cover the entire CBD.
- 10.2 Enhance bus networks in the CBD as required, in conjunction with the Department of Transport.
- 10.3 Investigate the potential to reinstate rail passenger services to Portland.

Traffic Management

- 11.1 Ensure a balance between through traffic movements, local traffic circulation and the requirements of other road transport.

Car Parking

- 12.1 Make optimal use of existing parking facilities servicing the CBD.
- 12.2 Improve vehicular and pedestrian access to and within car parks.
- 12.3 Improve the appearance, feeling of safety and amenity of car parks.
- 12.4 Provide dedicated and well signed parking for caravans and cars with trailers.

Port Access

- 13.1 Facilitate unimpeded, safe and efficient heavy vehicle access to and from the Port of Portland via the Henty Highway.

ACTIONS

Short Term

Recreation and open space maps

- T1 Prepare maps to illustrate Council's Open Space and Recreation Strategy. Highlight the network of open space and community facilities (e.g. schools, libraries, municipal buildings) and pedestrian and cycling linkages between them. [8.1]

Planning scheme amendment

- T2 Amend the *Glenelg Planning Scheme* local planning policy framework to include:
 - A framework plan that identifies existing and proposed laneway connections
 - Built form design objectives and guidelines to activate laneways and enhance their safety. [8.3]

Foreshore traffic and parking study

- T3 Conduct a detailed analysis of traffic movements to and around the foreshore and of parking demand and supply, with particular emphasis on the specific needs of tourism operators, buses and recreational fishing. [9.3]

Bus network review

- T4 Work with the Department of Transport to review and enhance bus networks servicing the CBD. [10.2]

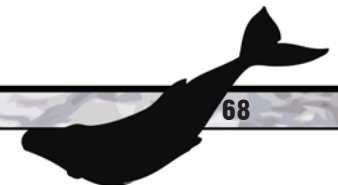
Car parking improvements

- T5 Implement the recommendations of the *Portland CBD Parking Utilisation Study 2008*. [12.1]
- T6 Investigate options for short term caravan and camping parking spaces as outlined in the *Portland Integrated Growth Plan*. [6.8, 12.4]

Medium Term

Pedestrian and bicycle access strategy

- T7 Prepare and implement a Pedestrian and Bicycle Access Strategy throughout the CBD [6.2, 8.1, 8.3, 9.1, 9.2, 10.1, 16.1, 17.3].
The strategy should consider:
 - As a priority, improving pedestrian access to and within the foreshore (refer Focus Areas for detail). [6.2, 8.1]
 - Reducing the traffic speed throughout the CBD to 40km/hour.
 - Retrofitting existing roundabouts with marked pedestrian crossings.



- Creating additional formalised midblock pedestrian crossings where required.
- Expanding the CBD laneway network.
- Introducing additional bicycle lanes. [8.1]
- Connecting key cycle routes to external locations and provide clear cyclist way finding signage.
- Providing cyclist amenities such as secure parking and drinking fountains in strategic locations. [10.1]

Laneway safety improvements

T8 Improve the safety and amenity of laneways by introducing windows, lighting, public art and projections. [8.1, 8.3]

Foreshore connections and access

- T9 Undertake feasibility study and cost/benefit analysis in relation to the proposal to construct a new vehicular access from Bentinck Street (near Henty Street) to the foreshore, as shown in the *Portland Bay Coastal Infrastructure Plan*. [9.3]
- T10 Investigate the potential for a staircase from Bentinck Street to the foreshore in the vicinity of the Maritime Discovery Centre. [9.1, 9.2]
- T11 Develop a coastal promenade to connect all foreshore spaces from Fawthrop Lagoon to north Portland. [9.1, 9.2]
- T12 Investigate modifications to the existing vehicle ramps between Bentinck Street and the foreshore to:
- Prioritise and enhance the safety of pedestrian movements between the CBD and foreshore; and
 - Direct buses and vehicles with trailers to the north of the foreshore area, away from pedestrian-focussed foreshore activities. [9.3]

Traffic management plan

T13 Refine and implement the Traffic Management Plan (refer to [Chapter 3](#)) with clear direction

signage at strategic locations on the road network. [6.7, 11.1]

T14 Utilise traffic management techniques to distribute freight, business, local and tourist traffic to the most appropriate routes. [11.1]

Car parking policy

T15 Investigate and implement designated long term parking in locations with easy access to the CBD, as shown on the Car Parking Map. [12.1]

T16 Investigate car parking provision on private land throughout the CBD to:

- Confirm the number of car parking spaces actually provided
- Quantify the number of spaces reduced or waived as part of previous permit decisions
- Identify opportunities to improve the layout, safety and amenity of parking and loading facilities. [12.1]

T17 Prepare a car parking policy or precinct plan to guide future decision making in relation to the reduction or waiver of car parking requirements, particularly for CBD residential and tourism uses. [7.2]

T18 Amend the *Glenelg Planning Scheme* to include a car parking policy or precinct plan. [12.1]

T19 Work with land owners to improve the layout and function of private car parks and loading bays. Include landscaping, clear pedestrian paths and lighting. [12.2, 12.3]

In particular ensure the provision of easily accessible parking spaces specifically for people with disabilities and parents. [12.2, 12.3]

Port access

T20 Implement proposed pedestrian and traffic bridge improvements across Henty Highway to improve safety and access between the CBD and South Portland. [13.1]

T21 Work with VicRoads and the Port of Portland to address access and safety issues associated with expected increases in freight traffic to the port:

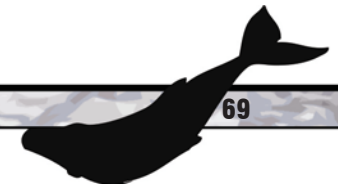
- Support the implementation of the *Port of Portland Land Use Strategy* to address freight access issues.
- Establish a permanent overdimensional truck route.
- Improve pedestrian crossing safety along the freight route. [13.1]

Caravan waste dump

T22 Investigate potential sites for a caravan waste dump point. Pursue potential funding options for this facility. [6.8]

Long Term

T23 Advocate for further investigation into the re-establishment of passenger rail services. [10.3]



URBAN DESIGN

OBJECTIVES

14. Protect and enhance the outstanding heritage qualities of Portland.
15. Create a strong and distinct image for Portland of excellence in design, innovation and ecological sustainability.
16. Create a pleasant, interesting and safe streetscape environment within the CBD.
17. Develop a network of public spaces that provide a variety of experiences and amenities.

STRATEGIES

Heritage

- 14.1 Review the heritage significance of places, precincts and vegetation within the Portland CBD and adjacent foreshore.
- 14.2 Ensure landmark heritage buildings remain as the dominant features in the streetscape and in vistas.
- 14.3 Require sensitive design treatment at the interface with heritage buildings.
- 14.4 Encourage the reinstatement of heritage facades and verandahs on heritage buildings.
- 14.5 Encourage creative re-use of heritage buildings that will see them enhanced, well-utilised and maintained.
- 14.6 Undertake public realm improvements as required to enhance the setting of key heritage sites. This might include paving upgrades or planting in the vicinity of the site.
- 14.7 Use public realm improvements, such as artworks, signage and plantings, to celebrate Portland's character, heritage and natural environment.

New Buildings

- 15.1 Ensure new buildings in Portland are of a high standard of design, presenting the town as a contemporary and creative regional centre.
- 15.2 Ensure new development respects the heritage context of the CBD, while offering contemporary design solutions.
- 15.3 Enhance built environment design awareness and skills.
- 15.4 Develop a strong design theme for the arrival zone into Portland CBD, commencing from the junction of Henty Highway and New Street.

Streetscapes

- 16.1 Enhance streetscape treatments, furniture and landscaping to improve pedestrian amenity, accessibility and safety.
- 16.2 Incorporate Water Sensitive Urban Design (WSUD) principles in street design and landscaping.
- 16.3 Apply Crime Prevention Through Environmental Design (CPTED) principles to all open space, streetscape and building design.
- 16.4 Provide continuous weather protection along retail streets and key pedestrian routes by providing verandahs and canopies that are consistent in form with existing protection.
- 16.5 Promote outdoor dining to encourage more street activity.
- 16.6 Ensure that signage contributes positively to the image of Portland and supports access and safety.

Open Spaces

- 17.1 Maintain the range of open spaces of the Portland CBD as one of its key features.
- 17.2 Introduce 'pause places' throughout the main retail areas of the CBD, with seating and landscaping or public art.

- 17.3 Improve pedestrian connections to the foreshore, Hanlon Park, the Botanical Gardens and Fawthrop Lagoon.

ACTIONS

Short Term

Heritage study

- U1 Undertake a heritage study to update the *Portland Urban Conservation Study 1981*. The study should include:
 - Investigation of the significance of all buildings, structures and vegetation within the CBD and adjacent foreshore.
 - A review of the extent of the current precinct-wide Heritage Overlay area with a view to enhancing protection of significant sites and precincts and removing heritage controls from non-contributory precincts.
 - Preparation of heritage guidelines for alterations to contributory heritage buildings.
 - Preparation of design guidelines for redevelopment of non-contributory buildings or sites.
 - Preparation of design guidelines for public realm works including streetscape treatments. [14.1]
- U2 Identify and seek to resolve barriers to re-use of heritage buildings, such as car parking requirements. [14.5]

Streetscape improvements

- U3 Replace the chain wire fence on the Bentinck Street retaining wall. [9.1, 9.2]
- U4 Remove the Julia Street toilet block and replace with toilets in a more suitable location.
- U5 Progressively implement streetscape improvement works identified in the Portland Integrated Growth Plan, in the following order.



1. Julia Street historic precinct as the main axis joining the foreshore.
 2. Bentinck Street pedestrian crossings to foreshore.
 3. Percy, Henty and Richmond Streets. [14.6, 16.1, 16.2, 16.3]
- U6 Ensure that streetscape improvements take into account the recommendations of the revised heritage study (see above). [14.6]
- U7 Ensure that detailed plans for streetscape improvements:
- Provide shade trees, additional greenery, seating and drinking fountains throughout the CBD. [16.1, 16.2, 16.3]
 - Extend kerbs to provide additional space for outdoor dining and retail activity. [16.5]
 - Create new pedestrian and community landscaped spaces with seating. [17.1, 17.2]
 - Upgrade Market Square as an important area of green space within the heart of the CBD. The space could benefit from a small playground, seating and picnic tables and additional planting. [17.1, 17.2]
- U8 Develop a co-ordinated signage strategy for all public realm signs (information and directional) to avoid visual clutter within the CBD. This should include [6.7, 6.8, 8.2]:
- Design, colours and typefaces that are contemporary yet do not detract from Portland’s heritage character.
 - Upgrading pedestrian wayfinding signs to key CBD destinations.
 - Ensuring pedestrian cycle routes are clearly identified.
 - Integration with streetscape, interpretive and public art initiatives. [16.6]

Planning scheme amendment

- U9 Amend the *Glenelg Planning Scheme* to include built form guidelines for the Portland CBD to support

the objectives of the Portland Integrated Growth Plan, particularly in relation to the quality of new development.

Built form guidelines should include:

- Limiting the height of new buildings to 3 storeys to maintain the low scale character of the town, maintain the visual prominence of heritage buildings and protect vistas [14.2, 14.3].
 - Ensuring new development is designed to address sensitive interfaces such as the foreshore, open spaces and heritage buildings.
 - Retaining and framing views and vistas from key locations (e.g. to the foreshore, along Julia Street) with types of street planting chosen with this in mind.
 - Emphasising important sites, such as large redevelopment sites, and those located on prominent corners or adjacent to public spaces, through the quality of architectural design.
 - Articulating new building façades through design treatments (e.g. avoiding large expanses of blank walls at street level).
 - Maintaining existing horizontal or vertical design rhythms in the streetscape, where these are dominant features, through design treatments.
 - Requiring that crossovers, garages or car park entrances are kept to a minimum width and do not dominate the street frontage of a building.
 - Incorporating Environmentally Sustainable Development (ESD) principles in the design of new buildings and landscaping. [15.1, 15.2, 16.4]
- U10 Amend the *Glenelg Planning Scheme* local planning policy framework to:
- Implement Council’s Open Space Strategy

- Include a framework plan that identifies existing and proposed open space and laneway connections
- Include built form design objectives and guidelines to activate public spaces and enhance their safety. [17.1, 17.2]

Medium Term

Heritage and built form amendment

U11 Amend the *Glenelg Planning Scheme* to:

- Implement the recommendations of the updated heritage study. [14.1]
- In locations where the Heritage Overlay is removed, consider the application of design guidelines or controls aimed at ensuring that new development is respectful of any adjacent heritage places. [14.2, 14.3]

Restoration and reuse of heritage buildings

- U12 Investigate options to increase public access to heritage buildings as part of redevelopment proposals or special events. [14.1]
- U13 Work with land owners and tenants to encourage the restoration and maintenance of heritage facades and verandahs. [14.4]
- U14 Prioritise façade improvements to high profile buildings and streetscapes (e.g. Julia Street). [14.4]
- U15 Expand Council’s heritage grants scheme to assist property owners in restoration of heritage buildings. This may be achieved in partnership with Heritage Victoria. [14.4]
- U16 Work with land owners to identify opportunities to re-use heritage buildings. [14.5]
- U17 Investigate incentives to facilitate the re-use of heritage buildings, such as the reduction or waiver of car parking requirements. [14.5]

Design advice and awareness

- U18 Encourage developers to use qualified and experienced design professionals (particularly heritage professionals for heritage sites) and



reinforce the message that good design can provide savings in the long-term and increase property value. [15.3]

- U19 Establish a design review panel comprising qualified architectural / landscape design professionals for major development applications. [15.3]
- U20 Continually foster urban design skills in planning staff to assist in the assessment of applications and to provide design advice for applicants. [15.3]
- U21 Encourage design education for Councillors. [15.3]

Entrance improvements

- U22 Prepare and implement a streetscape and signage plan for the northern entrance of Portland that includes:
 - Consistent tree planting along the central median and edge of the road of a large scale species, together with small scale ground covers.
 - Encouraging a high quality of built form along the street edge. [15.4]
 - Liaison with VicRoads to reduce any unnecessary road signage and ensure that road signage is relevant, functional, minimised and coordinated with all other forms of signage. [16.6]

Interpretive streetscape improvements

- U23 Work with community groups to develop a strategy for celebrating the character of Portland, its Indigenous and European cultural heritage, and its relationship to the natural environment. Concepts could include:
 - Interpretive signs or plaques telling the story of particular streets or buildings using words and images
 - An interpretive trail along the coastline, highlighting the relationship of Indigenous people to the land
 - Use of endemic vegetation species in open spaces areas, particularly along the coast, to

illustrate the pre-settlement natural environment and Indigenous food sources

- Art installations that celebrate contemporary culture and add vibrancy to the CBD. Ideas include murals, paving, street furniture (such as the Vida Goldstein seat), laneway art programs, art in shopfronts and bus shelters, projections, and artist involvement in public space design. [14.7]

Advertising sign guidelines

- U24 Develop advertising sign guidelines for the CBD that establishes a co-ordinated approach to the scale, placement and design of advertising signage. [16.6]
- U25 Amend the *Glenelg Planning Scheme* to implement the advertising sign guidelines on private land. [16.6]





APPENDICES 9

A PROJECT GOVERNANCE

PROJECT TEAM

CONSULTANTS

Planisphere	Project Management, Strategic Planning, Urban Design James Larmour-Reid, Helen Knight, Chantal Delcourt
Aspect Studios	Urban Design and Landscape Kirsten Bauer
UrbanTrans	Transport Planning, Road Hierarchy Plan Stephen Pelosi, Jose Mantilla

PROJECT WORKING COMMITTEE

Syd Deam (Chair)	Group Manager Planning & Economic Development, Glenelg Shire
Steve Myers	Department of Planning and Community Development
Scott Elliott	Department of Sustainability and Environment
Emma Vagg	Regional Development Victoria

REFERENCE GROUP

Cr Karen Stephens (Chair)	Glenelg Shire
Cr Gilbert Wilson	Glenelg Shire
Syd Deam	Group Manager Planning & Economic Development, Glenelg Shire
Garry Bebbington	Manager Economic Development and Tourism, Glenelg Shire
Rebecca Fleming	Heritage Building Restoration Committee Inc.
Gordon Stokes	Heritage Building Restoration Committee Inc.
Keith Holmes	Wannon Water
Jag Jayasena	Wannon Water
Jenny Kingberg	Portland Tourist Association
Megan Jarrett	Portland Tourist Association
Liz Lindsey	Portland Business Network
Darrell Morrison	Portland Business Network
Anita Rank	Committee for Portland
David Stafford	South West TAFE
Andrew Clancy	Business Owner



B STRATEGIC CONTEXT

Ready for Tomorrow – A Blueprint for Regional and Rural Victoria, 2010

Prepared by Regional Development Victoria, *Ready for Tomorrow* comprises a new vision for regional and rural Victoria over the coming decades, taking into account the growing population, expanding economic activity and increased awareness of environmental impact. The plan includes a funding strategy for implementation actions. The role of Portland as one of the regional centres that could support a greater share of sustainable growth is recognised.

The Great South Coast Regional Strategic Plan, 2010

This Plan examines the challenges of long term regional planning for the western Victoria and eastern South Australia region. It addresses issues of economic growth, improved transport connections, protection of natural assets and community strengthening. Specific to Portland, it notes the importance of tourism, the role of the Port, emergence of the sustainable energy industries and environmental issues.

Glenelg Strategic Futures Plan, 2009

The *Strategic Futures Plan* highlights that the local economy of Portland depends on tourism, servicing of the forestry and agricultural industries and its role as a regional commercial centre. Recommendations for Portland include: encouraging housing within existing urban areas to capture the benefits of walkability and convenience, whilst providing passive surveillance after business hours; and to undertake an urban design study with an emphasis on creating a vibrant urban environment taking into account heritage assets.

Portland Bay Coastal Infrastructure Plan Business Case, February 2010

A number of studies have been carried out for the foreshore and Port area. This is the most recent report, building on the work of the previous studies and making comprehensive recommendations for future actions. Projects that have secured funding and will commence implementation are:

- Commercial Marina

- Lagoon filled in to be used as a carpark and boat ramp and other alternative uses such as bus parking, markets

- Upgrade for Nuns Beach which will see improved amenities such as picnic and toilet facilities.

An important part of the Portland IGP project will be to recommend future priorities for the implementation of this Plan.

Green Triangle Freight Action Plan, 2009

The Action Plan was prepared by the Victorian and South Australian Governments to determine the freight infrastructure needs in the Green Triangle Region (south-east South Australia and south-west Victoria). The plan identifies strategic infrastructure investments needed to address emerging capacity constraints for the transport tasks associated with various industry sectors, including timber, woodchips, mineral sands, dairy, meat processing, and electricity and gas production. Specifically, this includes recommendations for the Port of Portland and its related supply chain infrastructure.

Glenelg Regional Economy and Strategy Report, 2010

This report was prepared as a part of the Glenelg Shire's Business Retention and Expansion Program. Key issues identified for Portland CBD include: expansion of the Port; providing improved retail within the CBD and preventing leakage of retail expenditure to larger centres; development of the bay area for maritime and tourist activity; development of the town as a tourist destination; changing demographics of the town and providing a suitable range of housing options; and urban design issues throughout the town and at its entrances.

Glenelg Environment Strategy 2010-2020, 2010

The guiding principle of this Strategy is to protect, manage and enhance the local environment while making a contribution to regional, state and national objectives. The report discusses issues of population growth and the encroachment of development on environmentally sensitive areas. The Strategy provides



overarching direction for the development of the Portland IGP, particularly in relation to management of coastal areas and protection of biodiversity.

Glenelg Hopkins Regional Catchment Strategy 2003-2007

This aim of this Strategy is to *'help create a more healthy and sustainable relationship between people's use of land and water resources and the natural environment'*. It includes long term challenges and targets to enhance biodiversity, water, soil and air quality, manage pests and protect the coastline. Its detailed recommendations are relevant to the future development of the CBD due to its proximity to wetlands, rivers and the coastline, and the overarching goal of the IGP to improve the biodiversity of the CBD.

Portland Urban Conservation Study, 1981

This Study provides a comprehensive thematic history of the CBD with a listing of significant sites and areas, and is the basis of the Heritage Overlay controls that exist in the Planning Scheme today. Despite being completed over 25 years ago, its recommendations on the protection and management of heritage remain relevant.

State Planning Policy Framework

The State Planning Policy Framework (SPPF) nominates Portland as a major regional activity centre within the State. As such, it will continue to develop as a focal point for major retail, residential, commercial, administrative, entertainment and cultural developments. Of particular note for this project are the SPPF directions of continued expansion of the Port operations, the protection of coastal areas, biodiversity and significant landscapes and the development of coastal tourism.

Municipal Strategic Statement

Council's Municipal Strategic Statement (MSS) at Clause 21.03 of the Planning Scheme provides a basis for growth and development within the Shire. Its overarching objectives are:

Realising the potential of Portland as a major regional deep water port with associated industries, employment opportunities and value-added processing.

Supporting economic development based on the Shire's natural and locational assets.

Realising the Shire's potential to support and develop the timber industry for employment and sustainable land management.

Setting aside land for long-term residential, industrial and port-related needs and ensuring that incompatible uses and developments are effectively buffered from each other and that their potential impacts are managed.

Focusing urban growth in and around existing townships.

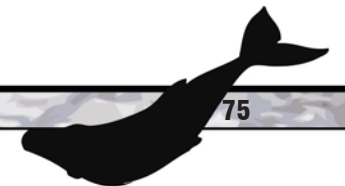
Protecting and enhancing items, places and areas of natural and cultural heritage.

Supporting quality tourism development.

Developing transport links based on the Shire's air and rail networks and its location on a coastal highway.

Ensuring sustainable management and protection of the natural resources of soil, water, and coastal areas.

Protecting and conserving biodiversity including provision for habitat areas for native plants and animals



C ANALYSIS OF CBD GROWTH OPTIONS

OPTION 1 – CBD CONSOLIDATION

This approach would aim to encourage vitality and redevelopment within the Portland CBD by discouraging commercial development beyond the land that is already zoned for this purpose (refer to area 1 shown in red on the [Options for CBD Commercial Expansion plan](#)).

Analysis undertaken as part of this project (refer to [Chapter 5 'Focus Areas'](#)) has confirmed that there is a substantial amount of land that is either undeveloped or underdeveloped within the CBD. This land should be the first priority for new development if the town centre is to become more vibrant. Numerous opportunities also exist to re-use or redevelop vacant or underperforming buildings within the existing CBD.

The recent development of the Aldi supermarket to the rear of Percy Street is an example of the type of consolidation envisaged. The constraints referred to above make this scale of development quite challenging and opportunities for large scale redevelopment will diminish as further development occurs.

However, if planning policy were to continue to restrict the development of alternative sites outside the CBD, there is potential that growing demand for floor space will increase the viability of consolidating land and redeveloping underutilised buildings. While this approach is the most challenging one from a policy and development perspective, it has the greatest potential to consolidate and revitalise the town centre.

Possible negative consequences of such an approach may be that development could be diverted to other towns where it is easier and cheaper to build; or that inappropriate or illegal development would start to occur on vacant business and industrial land to the north and north-west of the CBD.

If this approach were to work strategies would need to be put in place to reduce the cost and difficulty of redevelopment within the CBD. Options could include:

Undertaking a study to review the extent of the Heritage Overlay. Due to the gaps in the heritage fabric this may result in a reduction in the extent of the overlay area. Alternative, less onerous design controls could be applied to non-contributory buildings to ensure that new development does not detract from significant buildings or streetscapes.

Local or State Government intervention, for example, improving streetscapes, relocating services into the CBD, spot purchases of strategic sites, development facilitation, or development of airspace above Council car parks.

Developing clear policy direction so as to enhance certainty of planning decision making.

Streamlining approvals processes for strategically important sites.

Ensuring **infrastructure provision** supports new development and does not itself present a constraint.

OPTION 2 – DEVELOPMENT OF HANLON PARK

The only large scale development opportunity in close proximity to the Portland CBD is Hanlon Park (refer to area 2 shown in green on the [Options for CBD Commercial Expansion plan](#)). With an area of 40,770 sqm, the park is effectively the same size as each of the existing six CBD blocks and would provide a unique opportunity to expand the existing CBD. Nearby Market Square could also be considered for redevelopment, however would not have sufficient size to accommodate a large scale building such as a supermarket or discount department store and is therefore disregarded for the purposes of this scenario.

Redevelopment of Hanlon Park could potentially support the role of the CBD by facilitating its expansion to the west. The site is large enough to create an entirely new precinct which could include a mixture of large and small floorplate retail development, as well as possible commercial and residential opportunities. As the site is located in close proximity to the existing major tenancies of Target Rural, Safeway, Mitre 10 and IGA, there would be potential to undertake streetscape



works and support development of nearby sites in order to optimise linkages between these sites.

Any development of Hanlon Park would have to be carefully designed and staged to enhance pedestrian and vehicle access to the existing CBD core; deal with the change in gradient up towards the east; and manage car parking and circulation issues. These matters could all be addressed through the design concept and planning processes.

Several significant issues arise in relation to this scenario:

The relocation of the existing sporting facilities and clubs would be a sensitive issue and the cost of providing equivalent open space and sporting facilities elsewhere may compromise the financial feasibility of the project.

The busy nature of the park on the weekends is an important part of the CBD's activity and vibrancy, given its proximity to the core CBD area.

The development of such a large parcel of land may adversely impact upon the retail performance and vitality of the existing CBD precincts. In other words, business may be drawn away from the existing CBD.

Being located to the west of the CBD, the development may draw activity away from the foreshore, potentially compromising the objective of enhancing tourist-related activity along Bentinck and Percy Streets.

There would be little incentive to redevelop underdeveloped land and redundant buildings within the existing CBD as this would be less attractive to developers due to the relative costs and development constraints compared to the Hanlon Park site.

As the site is Crown land, the process for its acquisition, rezoning and development could be time consuming and costly. An Act of Parliament would be required to remove the permanent reservation of most of the park under the *Crown Land (Reserves) Act 1978*.

If the redevelopment involved the relocation of the commercial club gaming facility from its relatively central location, this may raise issues of compensation to the operators.

There are positive cultural, health and economic arguments for retaining a traditional sporting facility in close proximity to the heart of Portland.

OPTION 3 – EXPANSION TO THE NORTH

A third scenario involves rezoning land to the north of the CBD for business purposes. There are five precincts to the north of the CBD which are currently included in the Business 4 Zone (refer to the areas marked 3a to 3e shown in purple on the [Options for CBD Commercial Expansion plan](#)).

The Business 4 Zone differs from the Business 1 Zone that applies within the CBD as it does not provide for a core retail function. The primary purposes of the two zones are:

Business 1 Zone

To encourage the intensive development of business centres for retailing and other complementary commercial, entertainment and community uses.

Business 4 Zone

To encourage the development of a mix of bulky goods retailing and manufacturing industry and their associated business services.

In relation to the southernmost of the precincts (3a), the opportunity may also exist to rezone land on the western side of Percy Street which is currently included in the Industrial 3 Zone.

Aside from the land at the corner of Henty Highway and New Street (3d), much of the land currently within the Business 4 Zone is developed in an inconsistent manner for a wide variety of land uses. As discussed above, the section of Percy Street immediately to the north of the CBD is currently poorly presented and does not offer a positive impression of central Portland when travelling from the north. The preparation of design guidelines and eventual redevelopment of this land has potential to improve its presentation and address some of the additional future floor space requirements.

According to analysis undertaken by the Glenelg Shire, the amount of land currently zoned Business 4 is well in excess of current or likely future needs. Given the extent of land involved it also follows that it would be well in excess of required future retail needs and indiscriminate rezoning would have a negative impact on the performance of the CBD itself. The option of rezoning a portion of the Business 4 land to Business 1 may address some of the concerns raised above



about scenario 1, while avoiding the significant issues raised in relation to scenario 2.

On the other hand, the Business 4 Zone land immediately to the north of the CBD (area 3a) is itself highly fragmented and unevenly developed and as such may present the same development challenges as the existing CBD. Further, as the zone is relatively narrow and abuts residential properties on both sides, development sites could be constrained and amenity issues would need to be addressed.

The land further along Percy Street and in Hurd Street (the northern part of area 3a and area 3b) is similarly fragmented and constrained. Furthermore, its distance from the CBD would potentially dilute retail activity in the town centre.

Perhaps the most strategic Business 4 Zone precinct is the one at the corner of Henty Highway and New Street (area 3d) and to a lesser extent the land on the opposite side of the highway in the same vicinity (area 3e). Much of the former land is undeveloped and the parcels are large in size. The sites also have an extremely high profile, being at the intersection of the Portland ring road (Henty Highway).

The rezoning of this northern area would provide an opportunity for a highly visible, accessible (at least by motor vehicle), large floor plate retail development. There may also be a long term possibility of creating a mixed used residential and business precinct in this location, which includes small scale retail with a village atmosphere. A development of this nature, would, however create a large secondary retail focus that would compete directly with the Portland CBD and undermine the objective of consolidating and enlivening the heart of Portland.

It should be noted that the land at the corner of Henty Highway and New Street (area 3d) currently has no sewerage services available and may not have adequate water supply.

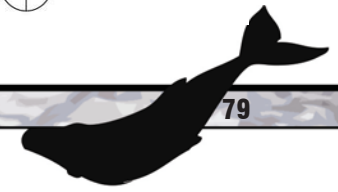
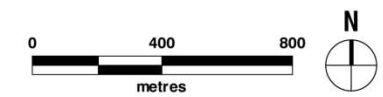


OPTIONS FOR CBD COMMERCIAL EXPANSION



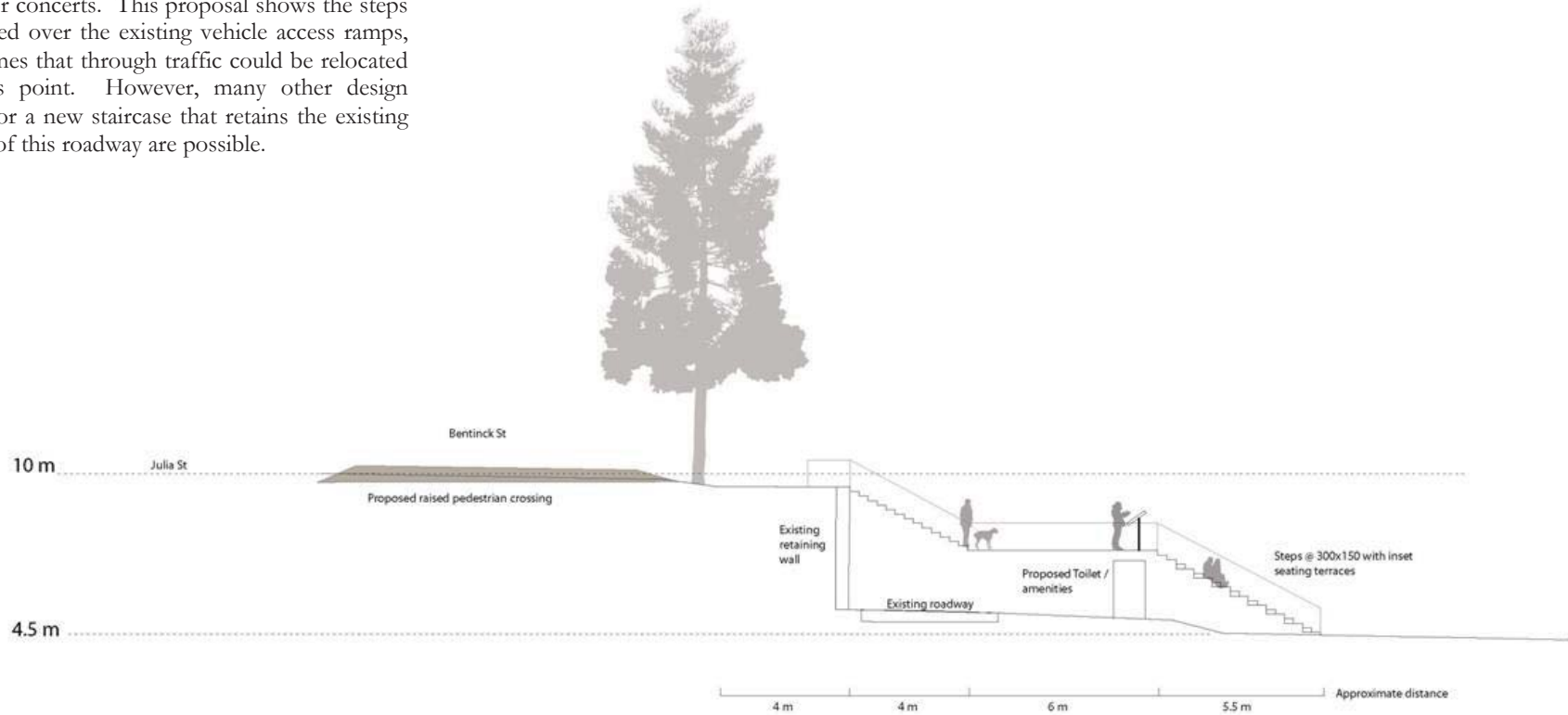
Legend

- Open space
- Industrial land
- Industrial land fronting Percy Street
- CBD
- Hanlon Park
- Business Zone 4



D FORESHORE PEDESTRIAN ACCESS CONCEPT

These steps act as a viewing platform and seating opportunity. They could also be used as tiered seating for concerts. This proposal shows the steps constructed over the existing vehicle access ramps, and assumes that through traffic could be relocated from this point. However, many other design options for a new staircase that retains the existing function of this roadway are possible.



Foreshore steps and seating
Julia / Bentinck Streets

