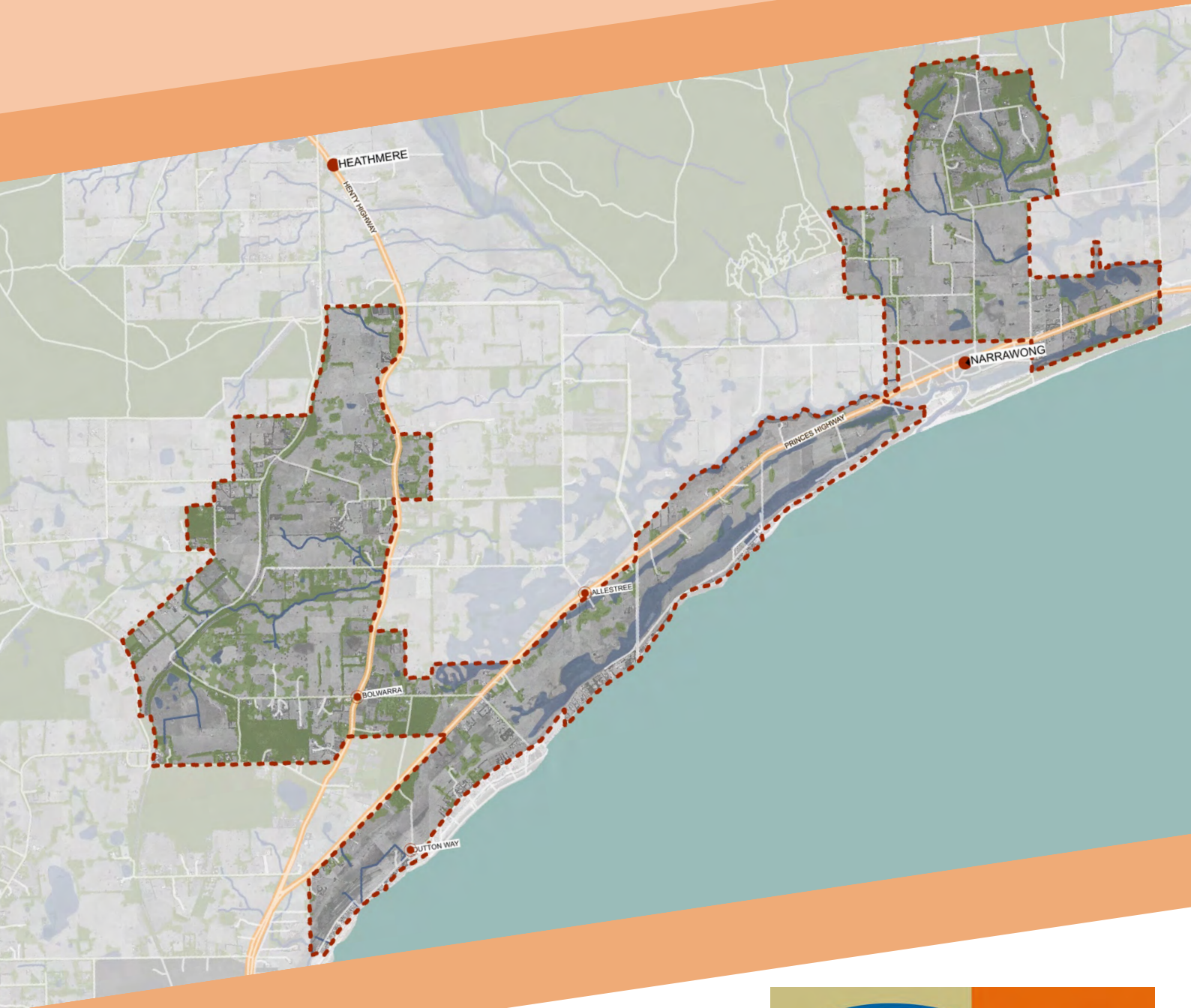


PORTLAND RURAL LIVING ASSESSMENT

FINAL DRAFT
MARCH 2020



Document Control

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Acknowledgements

The Project Team recognises that the State of Victoria has a proud Aboriginal history and complex entitlement and land stewardship systems stretching back thousands of years. The Project Team acknowledges the Traditional Owners of this land and offers their respect to the past and present Elders and through them all Aboriginal and Torres Strait Islander People.

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1 EXECUTIVE SUMMARY

1. EXECUTIVE SUMMARY

Myers Planning Group and MacroPlan have been engaged by Glenelg Shire Council to prepare the Portland Rural Living Assessment. The purpose of this Report is to identify key issues and options to deliver a desired rural living framework for the 'Portland Surrounds' area. This framework is led largely by the draft vision for the Shire's rural lands as set in the draft Glenelg Rural Land Use Strategy (2018), which seeks to encourage:

"rural housing...clustered around townships [which] promotes sustainable communities and efficient infrastructure delivery, provide attractive lifestyle choices and minimise the risk of land use conflict...regard rural landscapes, natural hazards and environmental values [to] ensure new development is sustainable and located to minimise risks to human safety."

The Portland Rural Living Assessment must balance housing needs with environmental considerations, infrastructure requirements, community aspirations and amenity expectations to fulfil this vision in the pursuit of sustainable development outcomes.

Consultation: Consultation was undertaken in two stages, between August-September 2019 and November 2019 and February 2020. The first stage of consultation focused on the opportunities and constraints within five of the Shire's key rural living precincts, which were identified for further investigation through the preliminary stages of the project. The second stage of consultation sought broader perspectives on these opportunities and constraints via public exhibition of the draft report, with changes made to the final report following the second stage of consultation in response to stakeholder feedback and public submissions.

Influences: This report assess the implications arising from the following key issues and influences which impact on rural residential development and decision making:

- State and Local Planning Policy objectives and strategies which guide decision making on the location of rural residential growth and development opportunities;
- The existing zoning, overlays, land use framework and planning decisions which have determined the pattern of rural residential development within the Shire.
- Supply and demand characteristics of residential/rural residential land at a local scale.
- Development infrastructure and physical constraints which impact on rural residential growth and development at a local scale.
- Environmental values and hazards which impact on rural residential growth and development at a local scale.
- Access, movement and open space assets and services which impact on rural residential growth and development at a local scale.

Land Supply and Property Market Characteristics: Overall, there is sufficient land available to meet the current demand for rural residential development within the Shire and within the 'Portland Surrounds' beyond 20 years. However, a large quantum of this supply is constrained by environmental, infrastructure and land use conflicts and has not been developed and is considered as 'dormant' rural residential supply. In the case of Portland West and Dutton Way, there is less than 15 years supply of land available for 'immediate' demand (i.e. unconstrained land immediately available and ready to be brought to market).

Recommendations: This report synthesises the findings of the aforementioned technical assessments and provides a balanced suite of recommendations to:

- support rural residential development within existing settlements and rural localities;
- optimise existing requirements for rural residential development with local market preferences; and
- stage the addition of rural residential supply in areas where it is strategically justified.

This report recommends a range of initiatives in response to the findings of policy, land supply, demand, constraints assessments and stakeholder engagement. These recommendations and initiatives are listed within the rural residential framework sections of the rural residential profiles contained in **Section 6** and should be read in conjunction with the planning principles outlined in **Section 8** (Strategic Framework).

For **Allestree, Bolwarra, Dutton Way, Narrawong** and **Portland West** it is recommended that Council:

- Support the retention of existing Rural Living Zone land.
- Reinforce the condition of existing rural/rural residential interfaces and the role of these interfaces in reducing land use conflicts on the rural/rural residential edge through any future land use.
- Investigate and pair town planning and investment attraction initiatives to increase the uptake of 'dormant' and 'immediate' Rural Living Zone land supply stocks (i.e. Rural Residential Development Guide).
- Investigate rezoning of land reserved for public purposes to an appropriate zone in consultation with the appropriate public land manager.
- Review the minimum lot size for subdivision in the Rural Living Zone when 'immediate' and 'dormant' land supply stocks approach 20 years of supply within the 'Portland and Surrounds' area, with the view to reducing minimum lot sizes of existing Rural Living Zone land to ensure efficient use of existing rural residential supply stocks.

In addition, for **Portland West** it is recommended that Council:

- Stage rezoning of the two identified rural residential 'investigation areas' following uptake of rural residential land within the 'Portland and Surrounds' area. These areas are illustrated in the Portland West Rural Residential Framework Plan and are described as:
 - o Land bound by Thorns Road, McIntyre Road, Trangmar Street, Madeira Packet Road, Kerrs Road and Bridgewater Road. This area represents approximately 7 years supply of additional rural residential land.
 - o Land bound by Tonkins Road, Spinks Road, Heath Road and Portland-Nelson Road. This area represents approximately 8 years supply of additional rural residential land.
- Undertake a bushfire hazard assessment as part of any examination of future settlement areas, which considers bushfire risk at a landscape, local, neighbourhood and site scale.

In addition, for **Dutton Way** it is recommended that Council:

- Consider preparation of a localised structure plan for the area within and adjacent to the Special Use Zone (Schedule 3) in Dutton Way, with a particular focus on the arrangements for coastal infrastructure and implications for settlement.
- Consider appropriate zone to recognise existing seweraged Rural Living Zone land on small lots between Matheson Street and the Henty Bay Beachfront Holiday Park as distinct from other 'rural residential' property supply types in conjunction with the preparation of a Dutton Way Structure Plan.

2 INTRODUCTION

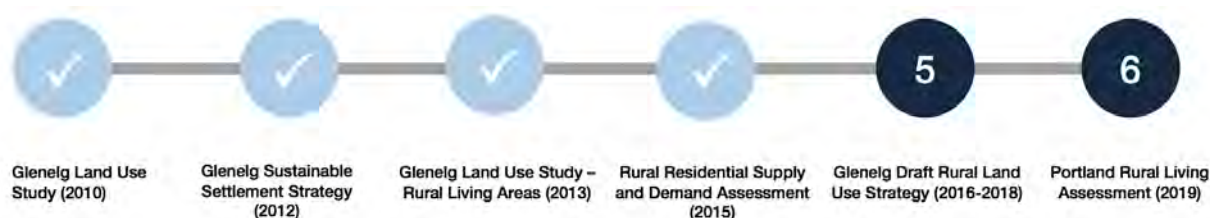
2. INTRODUCTION

2.1 BACKGROUND

Myers Planning Group and MacroPlan have been engaged by Glenelg Shire Council to prepare the Portland Rural Living Assessment. The purpose of this Report is to identify key issues and, subsequently, recommendations to deliver a desired rural living framework for the Shire. This framework is led largely by the draft vision for the Shire's rural lands as set in the Glenelg Rural Land Use Strategy, which seeks to encourage:

“rural housing...clustered around townships [which] promotes sustainable communities and efficient infrastructure delivery, provide attractive lifestyle choices and minimise the risk of land use conflict...regard rural landscapes, natural hazards and environmental values [to] ensure new development is sustainable and located to minimise risks to human safety.”

This Rural Living Assessment is also informed by the past program of strategic planning work completed by Glenelg Shire Council, which has sought to deliver Council and community aspirations for further investment in rural residential development. This program of strategic planning work is set out below, and provides key context for the formulation of the Portland Rural Living Assessment:



Further information on the outcomes of these assessments and their implications on this project are outlined in **Section 7** of this document.

2.2 STRUCTURE OF THE REPORT

This report (following this chapter) is structured as follows:

- **Stakeholder Engagement**, which sets out the key findings of stakeholder consultation activities undertaken as part of the project.
- **Municipal Rural Residential Profile**, which includes the results and implications arising from a review of rural residential environs at a municipal scale.

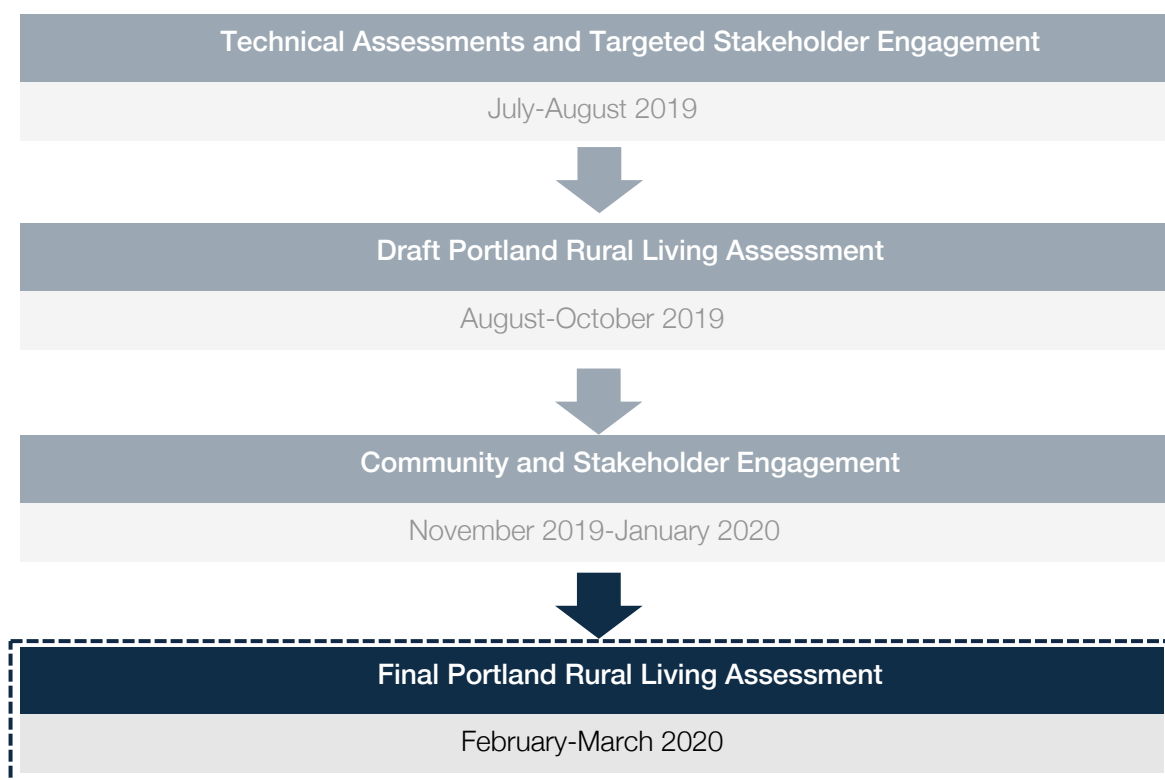
- **Local Rural Residential Profiles and Rural Residential Frameworks**, which sets out the results/implications arising from desktop assessments undertaken for defined rural living precincts.
- **Policy and Demographic Context**, which sets out the relevant policies and implications arising from state and local plans and strategies which impact on current and future residential development.
- **Strategic Framework**, which sets out the Council's proposed vision for rural residential development and key directions to be achieved through the proposed Rural Residential Frameworks.

2.3 PROJECT SCOPE AND STUDY AREA

The purpose of the Portland Rural Living Assessment is to establish a land use framework for rural residential development around Portland's hinterland (referred to as 'Portland and Surrounds'). This report outlines the key issues, directions and recommendations for this framework, including:

- Reviewing rural residential land stocks, land uses, policies and strategies and relevant infrastructure and economic opportunities;
- Engaging with stakeholders to test key assumptions and to decipher key issues and directions for planning and economic policy to address; and
- Translating the outcomes of consultation, literature reviews and technical assessments into recommendations to be implemented through local rural residential frameworks.

The staging of the above work is outlined in the figure overleaf:



This report provides a broad examination of all rural residential land in the Glenelg Shire, with focused assessments on Portland’s hinterland areas where there is strongest demand for rural residential investment.

These areas include parts of Portland West, Cashmore, Portland North, Bolwarra, Heathmere, Gorae, Gorae West, Dutton Way, Allestree and Narrawong, which are highly valued for their proximity to population centres and services as well as their scenic, natural and cultural landscapes and the amenity afforded by these assets.

These study areas are set out in **Figure 1-5** (pages 12-16).

Proposed Rural Living Frameworks have been put forward for each precinct following the results of stakeholder engagement and consultation undertaken during November 2019-January 2020.

2.4 WHY DO WE NEED A RURAL RESIDENTIAL FRAMEWORK?

A framework for rural residential land use and development is required for the Glenelg Shire Council to identify where future rural residential development is to be encouraged and to signal how rural residential land will be developed. The proposed rural residential frameworks will provide the strategic basis for any future actions or changes to rural residential land use and development within ‘Portland and Surrounds’.

The preparation of this framework plan has considered the following key items:

- Review and identification of rural residential clusters to ensure future rural residential development is planned and rural and environmental values are protected.
- Review of land uses, development patterns and buffers within rural residential clusters to identify lands which are constrained from optimal development capacity.
- Review and identification of rural residential land stocks and development patterns to determine existing and projected capacity to meet future rural residential demand.
- Review and identification of land uses and buffers to sensitive uses within identified rural residential clusters.
- Review of environmental assets and hazards to ensure sustainable development outcomes for the environment and rural residential land.
- Review of the application of zones, minimum lot sizes and overlays and their alignment with the above items.
- Results of stakeholder engagement with targeted groups including industry professionals, government agencies, landholders and residents and the broader community.

3 KEY DRIVERS

3. KEY DRIVERS

3.1 REGIONAL CONTEXT

Glenelg is a rural municipality located approximately 450 kilometres southeast of Adelaide and 400 kilometres southwest of Melbourne. The municipality is uniquely located on the confluence of three highways (being the Glenelg Highway, Princes Highway, Henty Highway) and significant landscapes, including the Budj Bim Cultural Landscape (World Heritage), Western Volcanic Plains (east), Glenelg Plains (west), Rolling Tablelands (north) and the Discovery Bay Coast (south). These landscapes are rich with natural resources, which make them attractive for rural lifestyle, tourism, agriculture (particularly sheep, cattle, timber production, horticulture and broadacre farming), stone extraction, intensive agriculture and rural production.

The primary commercial and administrative centre for the municipality is Portland, which is located approximately 20 kilometres from the vast majority of the Shire's rural residential lands. Given this proximity to the city of Portland, many core functions that may otherwise have been provided within these settlements and rural suburbs rural are provided in Portland with lower-order services in smaller townships and settlements. The proximity of these settlements to the city of Portland has created a 'Portland Surrounds' economic area which comprises the settlements and rural suburbs of Portland West, Portland North, Gorae, Bolwarra, Heathmere, Dutton Way, Allestree, Narrawong and parts of Cashmore and Gorae West.

3.2 EMPLOYMENT AND POPULATION

'Portland Surrounds' is a nationally and internationally significant transport gateway for freight movement, with access to major air, water, rail and road freight infrastructure. Significant investment in construction driven by renewable energy, manufacturing, freight/logistics and rural production sectors is expected to fuel future economic output, jobs growth and subsequent population growth. This appetite for investment is driven by the areas uniquely skilled labour market, proximity to large-scale energy infrastructure and unique agglomeration of agricultural product, freight routes and infrastructure to deliver these goods at a competitive scale to local and international markets.

The Henty Highway, Princes Highway and Bridgewater Road provide the main routes to Portland's surrounding rural residential environs, connecting with Heathmere and beyond (north), Portland West and beyond (west) and Narrawong and beyond (east).

These areas are also on key routes to premier tourism assets such as Cape Bridgewater, the Discovery Bay Coast, the Glenelg River, the Surrey River Estuary, Cobboboonee National Park and Forest Park, the Great Ocean Road, the Great Southern Touring Route and the World Heritage listed Budj Bim Cultural Landscape. These tourism assets are expected to catalyse significant investment in the tourism sector and subsequent growth in tourism visitation which will contribute significant economic output and jobs growth.

3.3 PROTECTION OF AGRICULTURAL LAND

Glenelg Shire contains areas of valuable, high quality agricultural land. The protection of agricultural land needs to be considered in light of current and future needs, taking into account future changes such as climate change, advances in agricultural and land management practices, and emerging technologies.

Glenelg Shire is also well positioned to capture growing interest and investment in intensive agriculture, including primary production, service provision and processing and manufacturing of intensively farmed products. Intensive agriculture has the potential to generate local employment on-farm and across the supply chain, attracting opportunities for locally based manufacturing, research and development, training and technological advancements.

3.4 LAND FRAGMENTATION

Historic subdivision policies have resulted in fragmentation of rural land and have left a significant legacy of small rural lots, being lots of or less than 4ha. As such, landholders commonly have expectations that they will be able to construct a dwelling on small rural lot. However, unfettered dwelling development in rural areas can have a number of significant consequences on agriculture including increased land prices, reduced investment in farm operations and land use conflicts.

This report seeks to ensure that agricultural land is protected from encroachment arising from inappropriate rural residential development and to direct rural residential development to locations where it will not result in the loss of productive agricultural land.

3.5 ENVIRONMENTAL AND LANDSCAPE ASSETS

Glenelg Shire includes numerous major environmental features and areas of biodiversity significance including coastline, waterways, wetland and views and vistas to natural features and landscapes of world-renown. The municipality also contains areas of productive agricultural land. These environmental assets need to be carefully protected from any negative impacts of land use and development. Additionally, other environmental issues such as bushfire risk, slope, flooding,

coastal erosion and acid sulfate soils are recognised as constraints to particular future land uses and development in order to minimise any potential risk to life and property.

These lands are located within some of the Great South Coast's and Western District's most recognised landscapes. The contrast of bushland forests, riparian and wetland environs, cliffs and dunal systems associated with the Western Volcanic Plains, Glenelg Plains, Discovery Bay Coast and Rolling Tablelands has created a rare variety of rural residential profiles within the local rural residential housing market. As such, much of Glenelg Shire's rural residential lands have a unique identity separate from the main townships and settlements and are heavily associated with nearby natural and cultural assets.

3.6 HOUSING GROWTH

Glenelg Shire is currently home to approximately 19,665 residents. The population of Glenelg Shire is forecast to grow by at least 6.1% to house an additional 1,224 persons by 2036¹, assuming the successful implementation of local investment attraction initiatives. Portland, Heywood and Narrawong will accommodate the majority of the growth, followed by Casterton, Nelson and Cape Bridgewater.

This population will require an additional 982 new houses to be provided through infill and greenfield development across all residential and rural residential zones, meaning an average of 57 new dwellings will need to be constructed each year for the next seventeen (17) years (2019-2036).

Glenelg Shire aspires to grow the Shire's population to reinforce its role as a premier rural lifestyle municipality.

3.7 OPTIMISATION OF RURAL RESIDENTIAL LAND

Glenelg Shire has potential for further rural residential development among existing rural residential land stocks and areas identified in existing policy and Structure Plans. However, much of this land is subject to flooding, bushfire, coastal erosion, potential coastal acid sulfate soils, buffer distances to industry and agriculture, constrained by infrastructure requirements or not optimised to meet local market preferences for lot size or location.

¹Population and household forecasts, 2016 to 2036, prepared by .id the population experts, December 2017

This report seeks to recognise current constraints on development and direct future rural residential land supply to areas where this rural residential development can be supported by existing infrastructure and services.

3.8 RURAL RESIDENTIAL INVESTMENT ATTRACTION

There are some areas within Glenelg Shire where populations are in decline and where current development rates do not provide a strategic justification for adding further rural residential supply to the market to cater for current or projected demand.

In these circumstances, the prospect of adding further rural residential land supply may sometimes be viewed as an opportunity to attract population or investment.

This strategy should be approached with caution, as the addition of further supply to rural residential land stocks can result in further depressing the market and compromising the financial viability of further rural residential development.

This report seeks to plan the addition of rural residential land supply in areas which are able to support further demand and ensure land is released to the market when required.

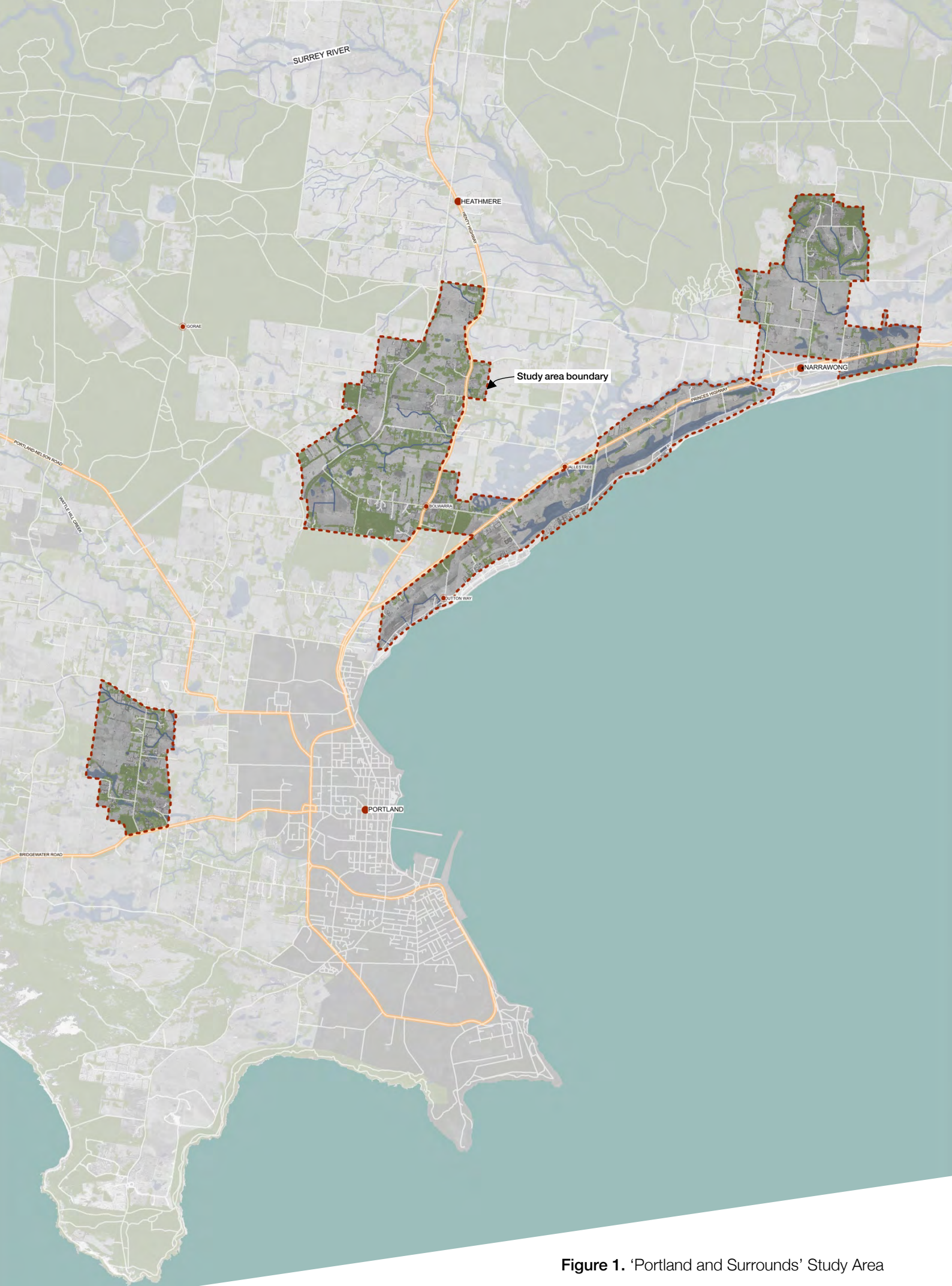


Figure 1. 'Portland and Surrounds' Study Area

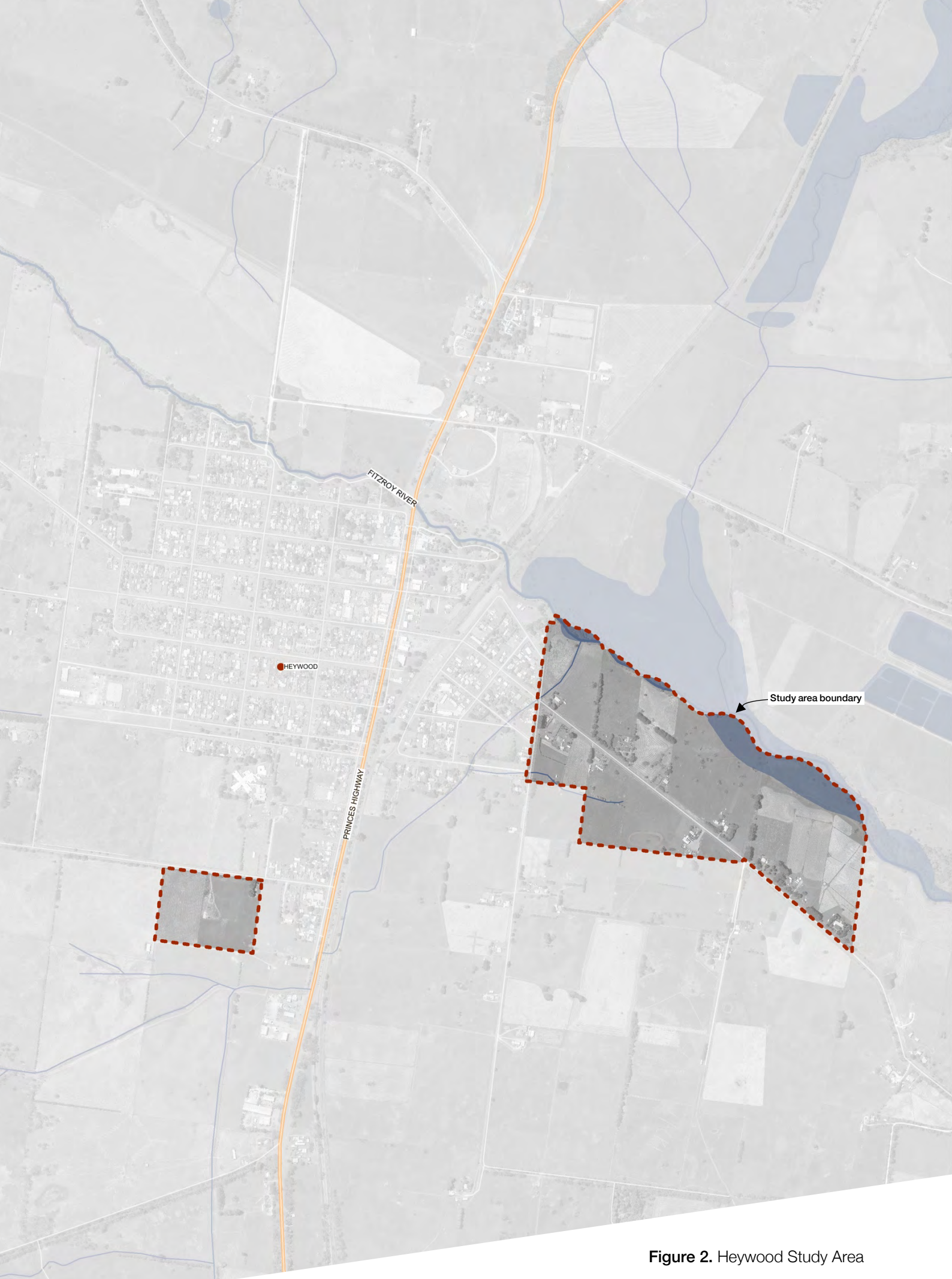


Figure 2. Heywood Study Area

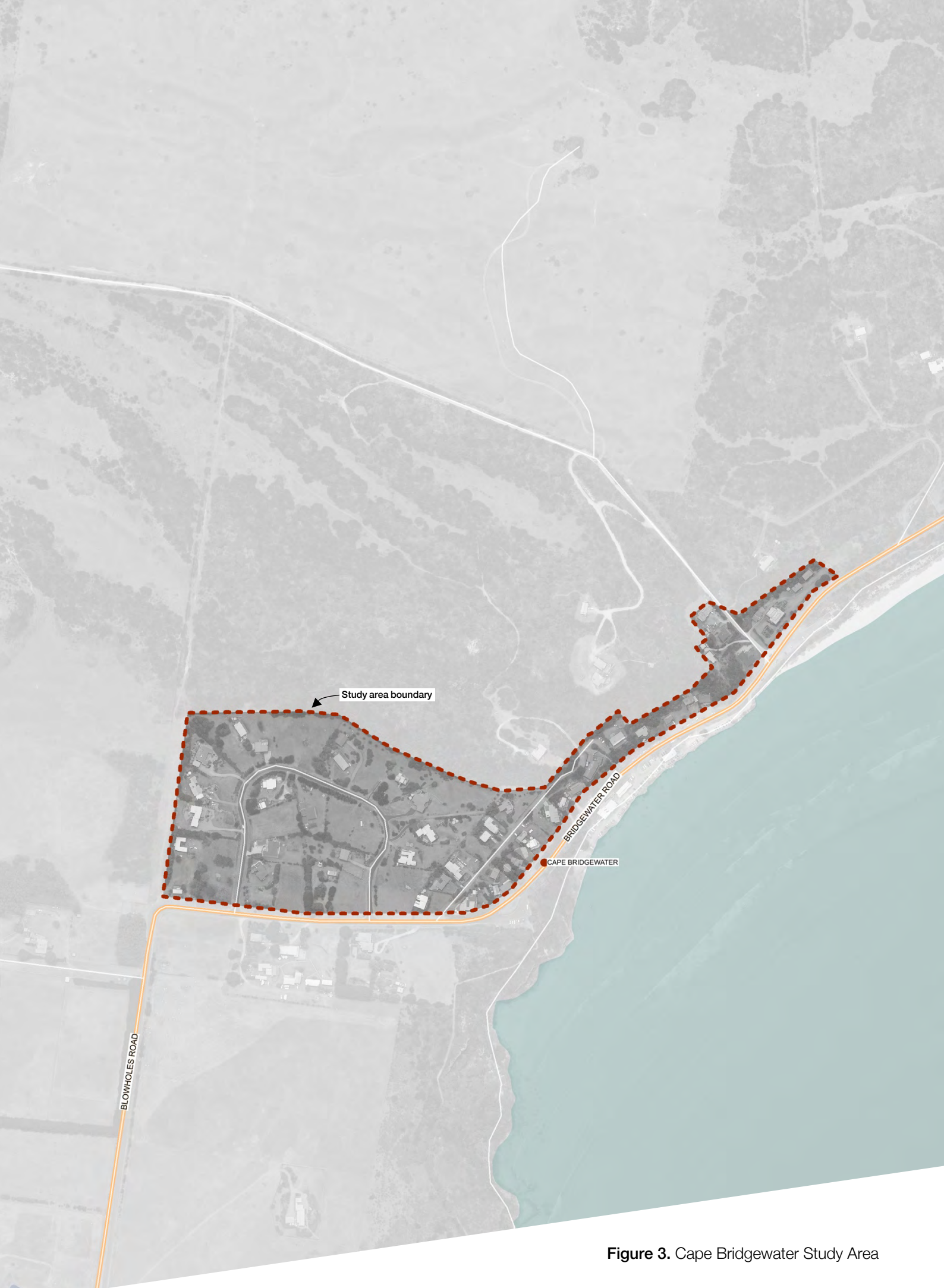


Figure 3. Cape Bridgewater Study Area

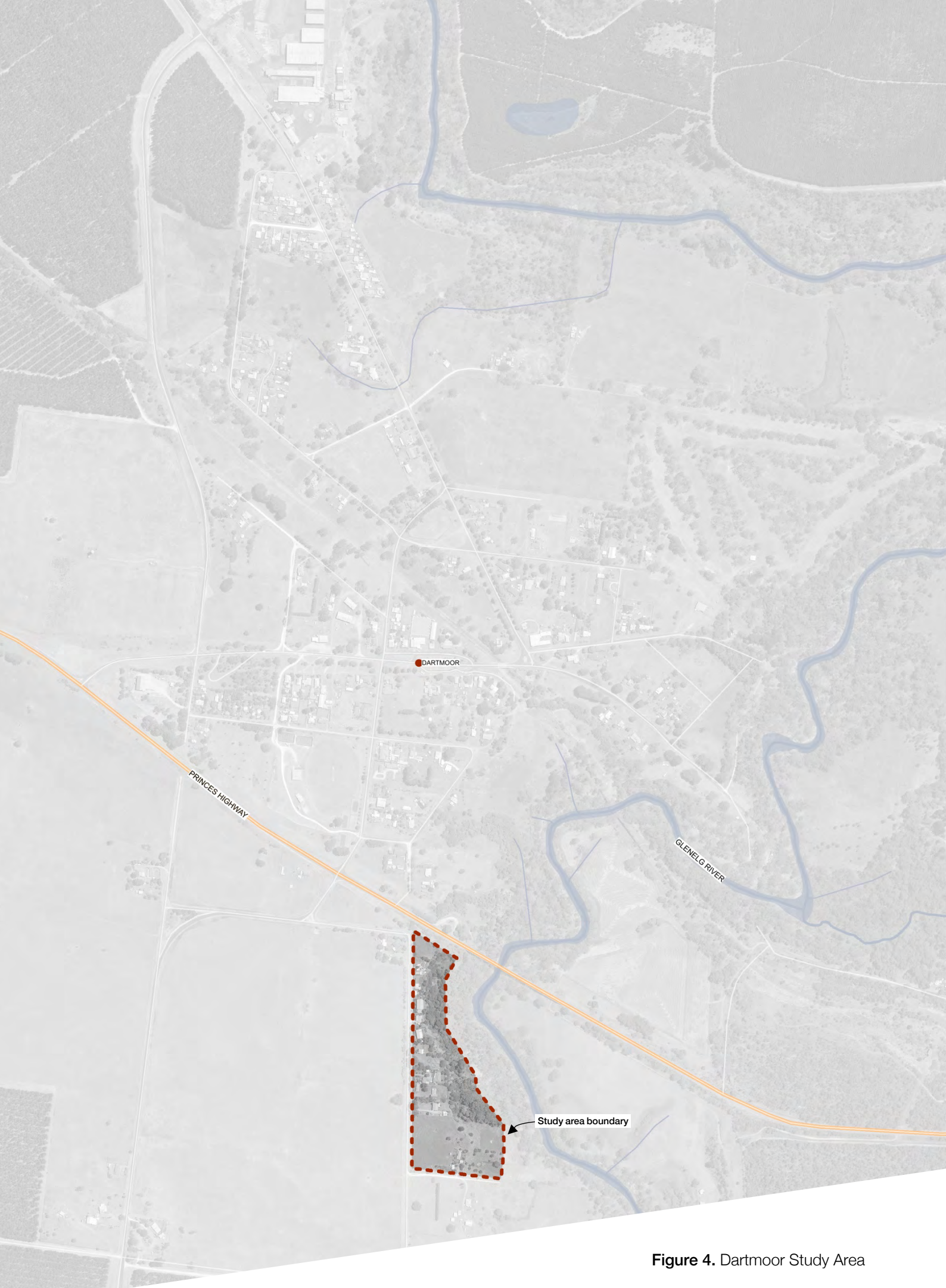


Figure 4. Dartmoor Study Area

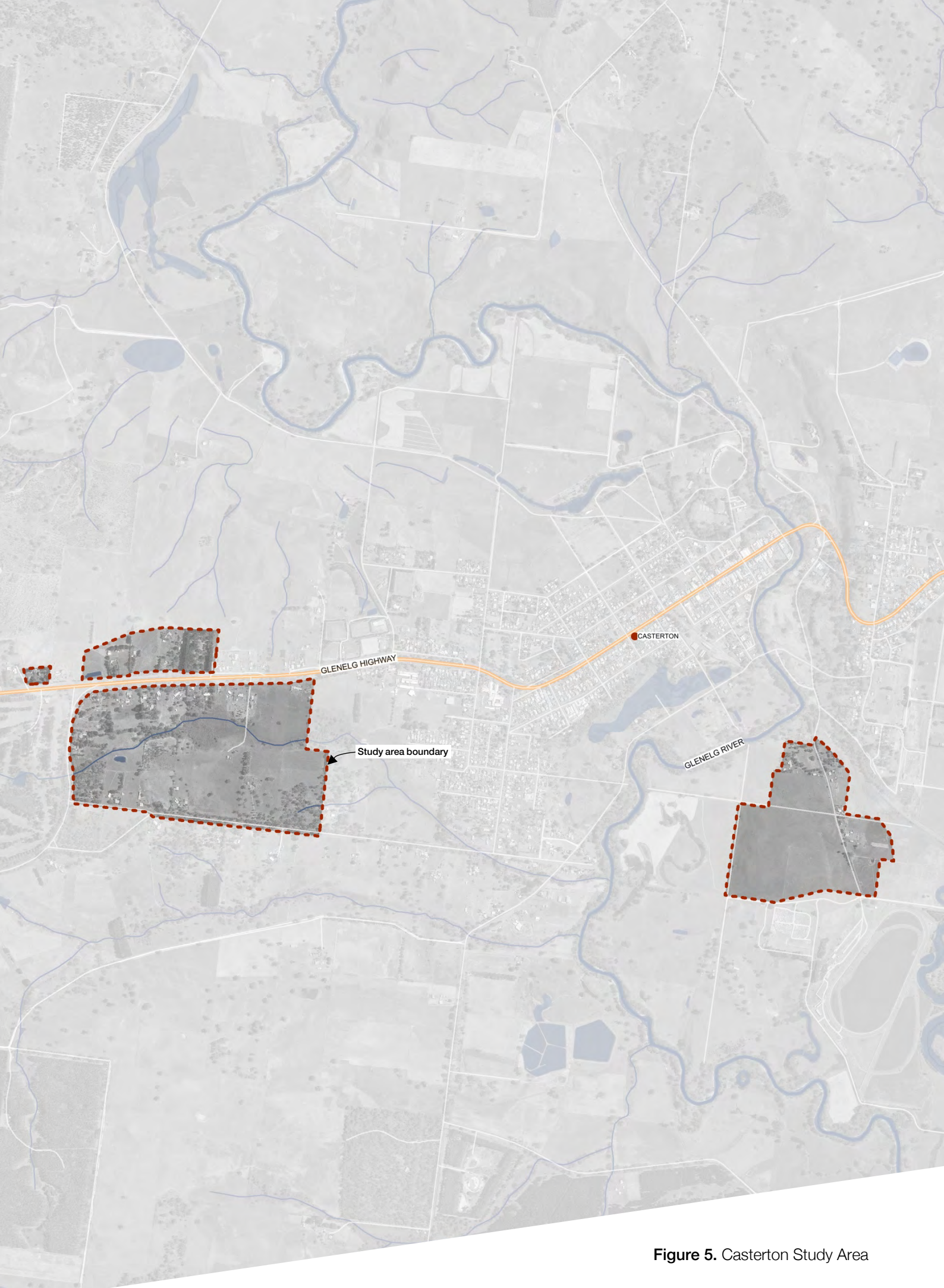


Figure 5. Casterton Study Area

4 STAKEHOLDER ENGAGEMENT

4. STAKEHOLDER ENGAGEMENT

4.1 STAGE 1 STAKEHOLDER ENGAGEMENT OUTCOMES

The stakeholder engagement outcomes documented in this section of the report relate to engagement activities undertaken during July-August 2019.

The purpose of engagement during this stages of the project was to gain an understanding of local demand trends and development constraints. The input from stakeholders engaged at this stage of the process was used to inform the drafting of technical assessments undertaken within this report and the Economic Assessment undertaken by MacroPlan Dimasi Pty Ltd. The consultation activities included one-on-one and group workshops with local real estate agents and land surveyors.

The key outcomes, observations and implications arising from these workshops are summarised below:

4.1.1 Servicing and Infrastructure

Stakeholders consistently remarked that the perceived requirements for infrastructure in rural residential development were cost-prohibitive to developers. The presence of existing accessible road infrastructure was consistently identified as the key determinant of a rural residential property's development potential.

Stakeholders observed that the most 'successful' examples of local rural residential subdivisions comprised 3-4 lot subdivisions located in very close proximity to power and road infrastructure connection points.

Stakeholders consistently remarked that enquiries for rural residential land were frequently located within serviced areas outside of Rural Living Zone land stocks i.e. Farming Zone and Rural Conservation Zone (Schedule 2) land in Bolwarra, Cashmore, Portland North and Gorae West.

4.1.2 Environment and Landscape Values

Stakeholders consistently remarked that enquiries for rural residential land were frequently located within areas of high environmental and landscape significance and often outside of Rural Living Zone land stocks i.e. Farming Zone and Rural Conservation Zone (Schedule 2) land in Cape Bridgewater, Portland North and Gorae West.

4.1.3 Land Supply and Demand Drivers

Stakeholders observed that the number of real estate listings for 'vacant' rural residential properties is markedly lower than the number of vacant lots identified as available supply within the existing Rural Living Zone areas around the 'Greater Portland' study area.

Stakeholders consistently remarked that 'vacant' land which contained theoretical supply (i.e. land capable of multi-lot subdivisions) was either highly constrained by infrastructure servicing requirements or being used as part of larger agricultural holdings.

Stakeholders also observed that there was high demand for two-hectare and three-hectare properties within the rural residential market and very little price point difference between two-hectare and (up to) eight hectares lots. These stakeholders cited demand was driven mostly from locally based investors looking for rural residential property to relocate to, with interest focused mainly on the peripheries of Portland, signalling that demand factors are not likely subject to significant 'shocks' from property market interests outside of the local area.

The most observed factors driving or inhibiting future demand were:

- Job creation investments within the region (i.e. the Budj Bim World Heritage Landscape, the Henty Employment Precinct Infrastructure Upgrade, the proposed Yumbah Abalone Farm and the proposed Kentbruck Green Power Hub);
- Market confidence in the process for developing rural residential land (i.e. town planning regulations and the perceived costs of rural residential land development).
- Certainty in the scale of infrastructure (i.e. roads and stormwater) and costs required for new rural residential development.

The most observed enabling factors for rural residential development within the 'Greater Portland' area are land affordability, access to employment, access to health, education and social services and amenity afforded by coastal, bushland and pastoral landscapes.

Stakeholders also consistently remarked that the perceived 'complexity' of current planning regulations was potentially depressing demand. Many cited difficulties in differentiating between what zones were meant to encourage versus how land has been developed within these zones and that development was perceived to be 'difficult' because of planning controls around bushfire, flooding, waterways and coastal areas. Many stakeholders observed that their interpretation of what may be 'permissible' under (specifically) the Rural Conservation Zone (Schedule 2) was

based on the most recent decisions of Council (i.e. planning permit decisions) rather than from an interpretation of the zone provisions.

4.1.4 Local Property Market Characteristics

Stakeholders observed that land sales figures from local real estate data (i.e. 2018-2019 financial year) differ significantly from the most recent available Valuer General data (2017) for 'developed' and 'vacant' rural lifestyle land values, while lot sizes and land areas appeared consistent with figures reported. This may signal a recent increase in the value of vacant and developed rural lifestyle/residential land in response to the lower number of available rural residential 'listed' properties, specifically around the 'Portland Surrounds' study area.

Stakeholders observed that the majority of buyers and enquirers for rural lifestyle properties (either vacant or occupied/developed) were:

- Located within the local area (i.e. 'Portland Surrounds') or adjoining areas (i.e. areas beyond 'Portland Surrounds and adjoining municipalities).
- Driven by families, young couples and older downsizing couples.

Stakeholders observed that sales of coastal rural residential properties often stagnate, despite significant enquiry interest, due to:

- High 'asking prices' above the local market rate.
- The appetite of sellers to hold land and wait out the market, versus selling properties at the perceived 'market rate'.
- Reputational issues with the development of coastal land, particularly between Dutton Way and Narrawong.

Key Implications

- Use stakeholder feedback to assist in identifying barriers which may be preventing theoretical rural residential lot yields from being achieved on vacant rural residential lots.
- Consider the impact of physical and servicing constraints, land use and holdings on the desirability of existing rural residential land for rural residential development.
- Ensure that any assessment of rural residential land supply and demand differentiates between rural residential land supply stocks for 'immediate' development (serviceable unconstrained 'vacant' land) and 'dormant' development (constrained land not desirable for immediate development).
- Review the future role and arrangement of 'immediate' and 'dormant' rural residential supply stocks within Glenelg Shire's rural residential land context.
- Review the extent of rural zones on the interfaces to defined study areas (i.e. Rural Conservation Zone - Schedule 2 and the Rural Living zone) with a view to correctly identifying land which is used for 'rural residential' development.
- Investigate improvements to the Glenelg Planning Scheme which provide clarity on the subject of local rural residential development.
- Investigate improvements to the Glenelg Planning Scheme which streamline Council's assessment process for applications in identified rural residential areas and narrow the type of documentation required to accompany planning permit applications (such as local VicSmart provisions and schedules to the Bushfire Management Overlay).

4.2 STAGE 2 STAKEHOLDER ENGAGEMENT OUTCOMES

The stakeholder engagement outcomes documented in this section of the report relate to stakeholder engagement activities undertaken during November 2019 - January 2020.

The purpose of engagement was to test the findings of technical assessments and to invite a broader perspective and understanding of local demand trends and development constraints. The input from stakeholders was used to inform the drafting of the Final Portland Rural Living Assessment.

The stakeholder engagement activities undertaken as part of this stage included:

- a three-month 'public exhibition' period, which was advertised through local publications and bulletins, including direct notice to affected landholders by post. During this period, any person was able to make a submission to Council about the content of the draft report.
- follow-up workshops with local real estate agents and land surveyors during the public exhibition period.
- a 'drop-in' session which was advertised through local publications and bulletins and direct notifications were provided to affected landholders by post.

4.2.1 Portland Drop-In Session and Workshops

A public 'drop-in session' was undertaken on 5 December 2019 and individual workshops with local real estate agents and land surveyors was undertaken on 6 December 2019. This stakeholder engagement was used to discuss the local rural residential profiles for Allestree, Bolwarra, Dutton Way, Narrawong and Portland West.

This section outlines the key items raised by stakeholders for each rural residential precinct.

General Comments

- The investment capital needed to meet public infrastructure standards required by the Infrastructure Design Manual were noted as barriers for rural residential subdivision projects.
- The investment capital needed to undertake cultural heritage assessments was noted as a barrier for rural residential subdivision projects.
- The value of local property is not at a threshold which justifies the investment of capital to undertake rural residential subdivisions in unserviced areas (i.e. land which does not have existing access to sealed roads, drainage infrastructure or power).
- The perceived complexity of current planning regulations was noted as a barrier for rural residential subdivision projects.
- There was a perception among some stakeholders that development of rural residential land is 'too hard', for the abovementioned reasons.

Allestree

- A number of properties identified as having subdivision potential are restricted by Section 173 Agreements prohibiting the further subdivision of these properties.

- Further subdivision of most larger lots was noted as ‘difficult’ or ‘limited’ due to servicing and infrastructure constraints and perceived complexity of planning regulations for land located near the coast.

Bolwarra

- A number of properties identified as having subdivision potential are restricted by Section 173 Agreements prohibiting the further subdivision of these properties.
- Slow uptake of subdivided lots in ideal locations (such as Berrys Road) was commented on by participants. Some commented that this was due to issues relating to power infrastructure and the design of subdivision, which overlays a ‘grid’ style subdivision over a meandering unnamed watercourse.
- A number of landholders noted interest in the development of ‘small lots’ accessed from Gorae Road and Carmichaels Road. Sealed road access was noted as a key asset for rural residential subdivisions in this area.

Dutton Way

- A large number of enquiries were directed at the proposed use and development of the site for an aquaculture facility within the precinct. Comments were made about how the proposed aquaculture facility may impact on the surrounding environment, the rural residential character of the precinct and potential amenity impacts to local residents.
- A number of properties identified as having subdivision potential are restricted by Section 173 Agreements prohibiting the further subdivision of these properties.

Narrawong

- Additional subdivision activity was noted along Blackers Road (one two-lot subdivision).
- A number of landholders noted interest in the development of land along Allits Road and Whistlers-Mason Road.

Portland West

- A number of properties identified as having subdivision potential are restricted by Section 173 Agreements prohibiting the further subdivision of these properties.
- A number of landholders noted interest in the development of existing ‘small lots’ accessed from Argos Road and McIntyres Road. Sealed road access was noted as a key asset for rural residential subdivisions in this area.

4.2.2 Submissions

The Draft Portland Rural Living Assessment was placed on advertising/public exhibition between November-February 2019. Public notices were provided in local publications and bulletins and direct notices were provided to landholders within the study area. Twenty-four (24) submissions were received over this period, excluding one submission which was withdrawn.

The project team have assessed these submissions, which have resulted in changes to the final Rural Living Assessment.

Key Implications

- Minor updates and corrections have been made to rural residential profile maps in response to submissions received.
- A recommendation to further investigate and review Dutton Way Special Use Zone 3 (Dutton Way) has been added to the Dutton Way Recommendations Map and supporting text added to the Dutton Way Rural Residential Profile in response to submissions received.
- Inclusion of additional discussion on changes to the minimum lot size for subdivision within the Rural Living Zone has been made to all rural residential profiles and supporting text added to Section 5 in response to submissions received.

5 MUNICIPAL RURAL RESIDENTIAL PROFILE

5 MUNICIPAL RURAL RESIDENTIAL PROFILE

5.1.1 MUNICIPAL PROFILE

Glenelg is a large rural municipality with a population base of approximately 19,665 residents [ABS Estimated Residential Population 2019] spread over 6,217 square kilometres.

The municipality is uniquely located on the confluence of three highways (being the Glenelg Highway, Princes Highway, Henty Highway) and significant landscapes, including the Budj Bim Cultural Landscape (World Heritage), the Victorian Volcanic Plains (central and east), Glenelg Plains (central and west), Dundas Tablelands (north), Warrnambool Plains (southeast) and Bridgewater (southwest). These landscapes are rich with natural resources, which make them attractive for rural lifestyle, tourism, agriculture (particularly sheep, cattle, timber production, horticulture and broadacre farming), stone and mineral extraction, intensive agriculture and rural production. These landscapes are illustrated in **Figure 6** (overleaf).

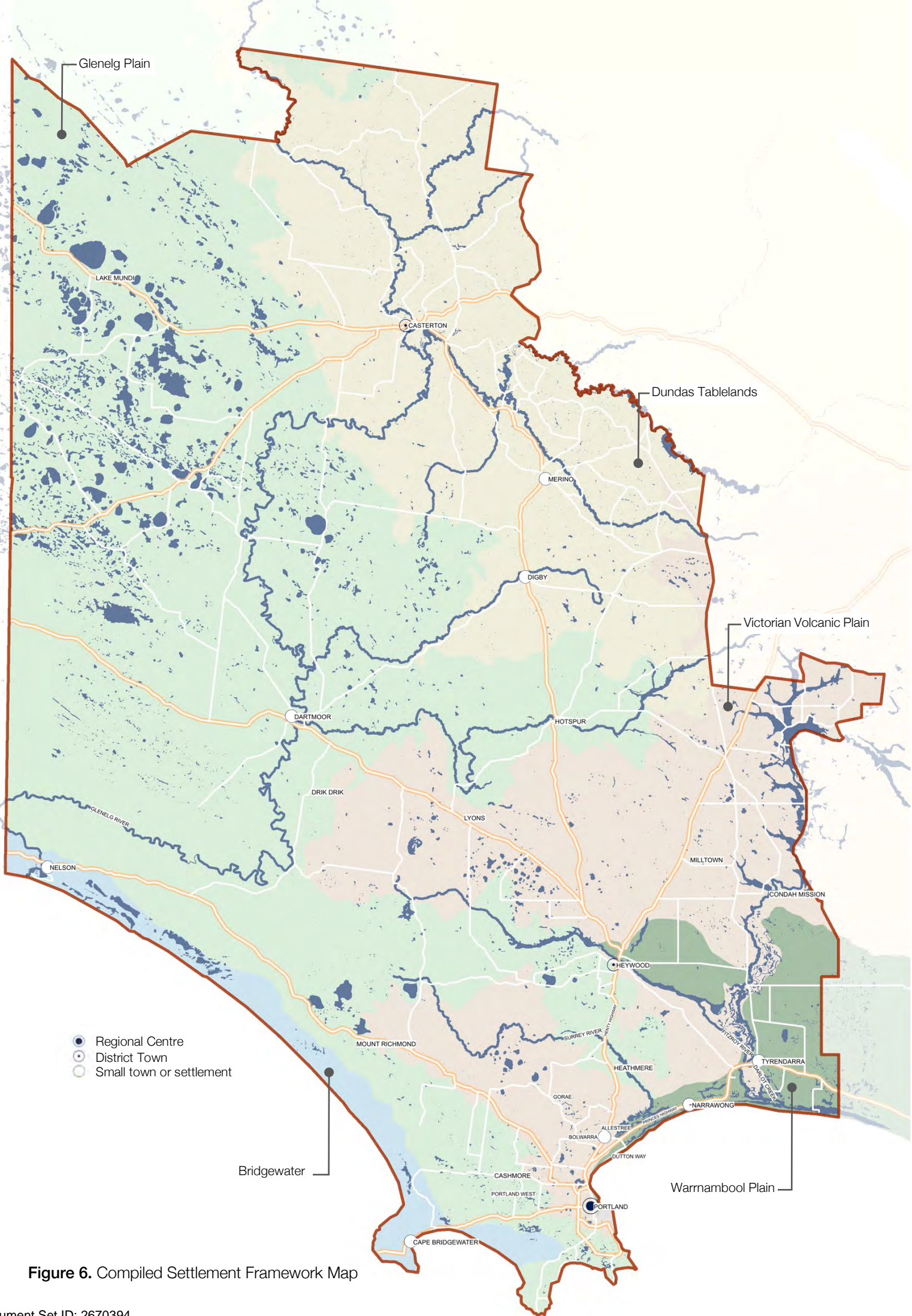
The Glenelg Shire economy is underpinned by a strong agriculture, forestry and fishing sector (\$450 million output), manufacturing sector (\$394 million output), construction sector (\$128 million output) and health care and social assistance sector (\$103 million output).² The agriculture, forestry and finishing sector (+\$26 million) and health care and social assistance sector (+\$21 million) have seen the greatest increase in output between 2012-2018.

The population of Glenelg Shire is forecast to grow by at least 6.1% to house an additional 1,224 persons by 2036³, assuming the successful implementation of local investment attraction initiatives. Portland (including the 'Greater Portland' area), Heywood and Narrawong will accommodate the majority of the growth, followed by Casterton, Nelson and Cape Bridgewater.

The Victorian Coastal Strategy (2014), Regional Growth Plan, Glenelg Sustainable Settlement Strategy and Municipal Strategic Framework Plan provide the overarching settlement frameworks for the Glenelg Shire and provide insight into the Shire's capacity and suitability for growth. Based on a review of these documents the following settlement framework has been established (overleaf). This settlement framework will help provide context to rural residential land supply and demand characteristics and conclusions regarding opportunities for rural lifestyle development.

² National Institute of Economic and Industry Research (NIEIR) ©2018. Compiled and presented in economy.id by .id, the population experts

³ Population and household forecasts, 2016 to 2036, prepared by .id, the population experts, December 2017



- Regional Centre
- District Town
- Small town or settlement

Figure 6. Compiled Settlement Framework Map

5.1.2 RURAL RESIDENTIAL SUPPLY

This section contains a review of municipal rural residential land stocks arising from the assessment carried out in **Appendix A**, from which to conduct further constraint assessments and calculations of current and future supply and demand. This section of the report documents the baseline of municipal rural residential supply, which needs to be considered in the preparation of a rural living framework for Portland and its surrounds.

Rural residential development is defined in Planning Practice Note 37 irrespective of 'zone', and states:

Rural residential development refers to land in a rural setting, used and developed for dwellings that are not primarily associated with agriculture. Some agriculture may take place on the land however it will be ancillary to the use for a dwelling. It is likely to be carried on for 'lifestyle' reasons and is unlikely to provide a significant source of household income. Rural residential land is typically also used for non-agricultural home occupations or for large gardens. These lots are larger than typical residential lots, but are usually too small for agricultural use.

It is also noted a significant quantum of land used for 'rural residential' development is contained outside of Glenelg's 'zoned' rural residential areas (i.e. areas not within the Rural Living Zone or Low Density Residential Zone). These areas have already been defined and discussed in great detail through the Glenelg Sustainable Settlement Strategy and draft Glenelg Shire Rural Living Strategy. These strategies have been reviewed and assessed for their potential implications on any future rural living framework under **Section 7**.

The Glenelg Shire contains nine precincts zoned for 'rural residential' development. These areas are identified within the existing rural residential framework map illustrated in **Figure 7** (page 27). These precincts comprise the Shire's available rural residential land stocks within two rural residential zones. The zones of focus for this report include:

- **Rural Living Zone:** This is the predominant zone for rural residential development within the Glenelg Shire. This zone provides for residential use in a rural environment and has been applied to:
 - o historical rural residential clusters to the west and north of Portland;
 - o historical rural residential clusters and vacant land to the north and east of the Narrawong Township;

- o the coastal strip between Dutton Way and Narrawong containing historical rural residential clusters;
- o a historical rural residential cluster centred around a primary school and rural production activities.
- o a historical rural residential cluster on the southern fringe of the Dartmoor township; and
- o the majority of the Cape Bridgewater coastal settlement to recognise a historical rural residential cluster.

Development within the Rural Living Zone is further described per the table below:

Table 1. Rural Living Zone			
Required minimum subdivision area	Total Lots	Total Occupied Lots	Total Vacant Lots
4 hectares	852	559	293

- **Low Density Residential Zone:** This zone provides for low-density residential development on lots situated on the:
 - o western fringe of Portland (serviced with sewerage);
 - o eastern and southern fringes of Heywood; and
 - o south-eastern and western fringes of Casterton.

Development within the Low Density Residential Zone is further described per the table below:

Table 2. Low Density Residential Zone			
Minimum Subdivision area	Total Lots	Total Occupied Lots	Total Vacant Lots
0.4 hectares (unsewered)	153	97	56
0.2 hectares (sewered)			

At the time of writing this report, Glenelg presently contains 3,727.9 hectares and 1,005 lots zoned primarily for rural residential uses. Approximately 92.7% (excluding Rural Conservation Zone) of these areas comprise Rural Living Zone land with the remaining balance Low Density Residential land.

The locations of these rural residential land stocks are illustrated in the table overleaf.

Table 1. Rural Living Zone Lots		
	Vacant	Occupied
Cape Bridgewater	19	45
Dartmoor	4	10
Portland Surrounds*	269	471
Total	292	526

* Allestree, Bolwarra, Dutton Way, Narrawong and Portland West

Table 1. Rural Living Zone Lots		
	Vacant	Occupied
Casterton	33	72
Heywood	3	16
Portland	-	-
Total	36	88

Detailed assessments of five key precincts which comprise 'Portland and Surrounds' are provided in later sections of this report. These assessments further scrutinise the availability of land for 'dormant' and 'immediate' supply.

Immediate and Dormant Supply Model

Further land supply calculations have been undertaken for the precincts located within the 'Portland Surrounds' area. These land supply calculations have been classified into two categories in order to differentiate land which contains rural residential supply that is ready to be brought to market and land which is either unready or unlikely to yield lots to market.

The method for determining 'immediate' and 'dormant' supply is informed by a detailed assessment of relevant constraints to the development of these lands for rural residential development.

Following these assessments, a determination is made on the capacity of each lots ability to yield additional rural residential lots. Rural residential lots which are not constrained or are relatively unconstrained are defined as 'immediate' supply (i.e. containing rural residential supply that is ready to be brought to market), while lots which are reasonably constrained are defined as 'dormant' supply (i.e. containing rural residential land which is not immediately ready or unlikely to yield lots to market).

5.1.3 MUNICIPAL RURAL RESIDENTIAL SUPPLY AND DEMAND

This section contains a brief summary of the municipal scale land supply and demand analysis undertaken by MacroPlan and a discussion of implications for further technical assessments and investigations. Full details of these analyses are contained in **Appendix A**.

In the Portland sub-market, demand for vacant rural residential land accounts for approximately 5% of total property sales volumes. This figure is consistent with figures reported by local Real Estate Agents undertaken during August-September 2019. Historically, net dwelling demand within the municipality of Glenelg was around 90 dwellings per annum (2012). More recently, official State Government⁴ forecasts have reduced net dwelling demand forecasts to around 22 lots per annum between 2019-2036.

For the purposes of this rural living assessment, a mid-range scenario has been applied which assumes historical rural residential lot production remains constant at 10 lots per annum. 'Baseline' and 'Upper Range' scenarios have also been developed for additional context and can be viewed in **Appendix A** (Section 3). The 'mid-range' scenario represents the most realistic circumstances and assumes that a number of the regions investment attraction initiatives are implemented successfully to retain and attract population.

As illustrated above, the areas of greatest demand for rural residential development are located within the rural residential precincts close to Portland. These precincts are to be further examined for their capacities for existing and future rural residential development and are defined within the remainder of this document, as follows:

- **Allestree Rural Living Precinct:** Land in Allestree/Narrawong, bound by the limits of the Rural Living Zone.
- **Bolwarra Rural Living Precinct:** Land in Bolwarra/Heathmere, bound by the limits of the Rural Living Zone.

⁴ Victoria in Future 2019, Department of Environment, Land Water and Planning

- **Dutton Way Rural Living Precinct:** Land in Portland North/Bolwarra/Dutton Way, bound by the limits of the Rural Living Zone.
- **Narrawong Rural Living Precinct:** The land north of Narrawong, bound by the limits of the Rural Living Zone.
- **Portland West Rural Living Precinct:** Land in Portland West, bound by the limits of the Rural Living Zone.

The land supply and demand analysis concludes that there is adequate rural residential land stocks to accommodate projected demand over the plan period. Given there is no requirement for additional zoned land for rural residential development, it follows that there is no need to consider changes to the minimum lot size for subdivision in rural residential areas. This item has been considered as part of recommendations made in:

- **Section 6**, which schedules a further review of minimum lot sizes for existing rural residential areas subject to the take up of existing rural residential land.
- **Section 8**, which formulates local planning principles to guide future rural residential land use and development.

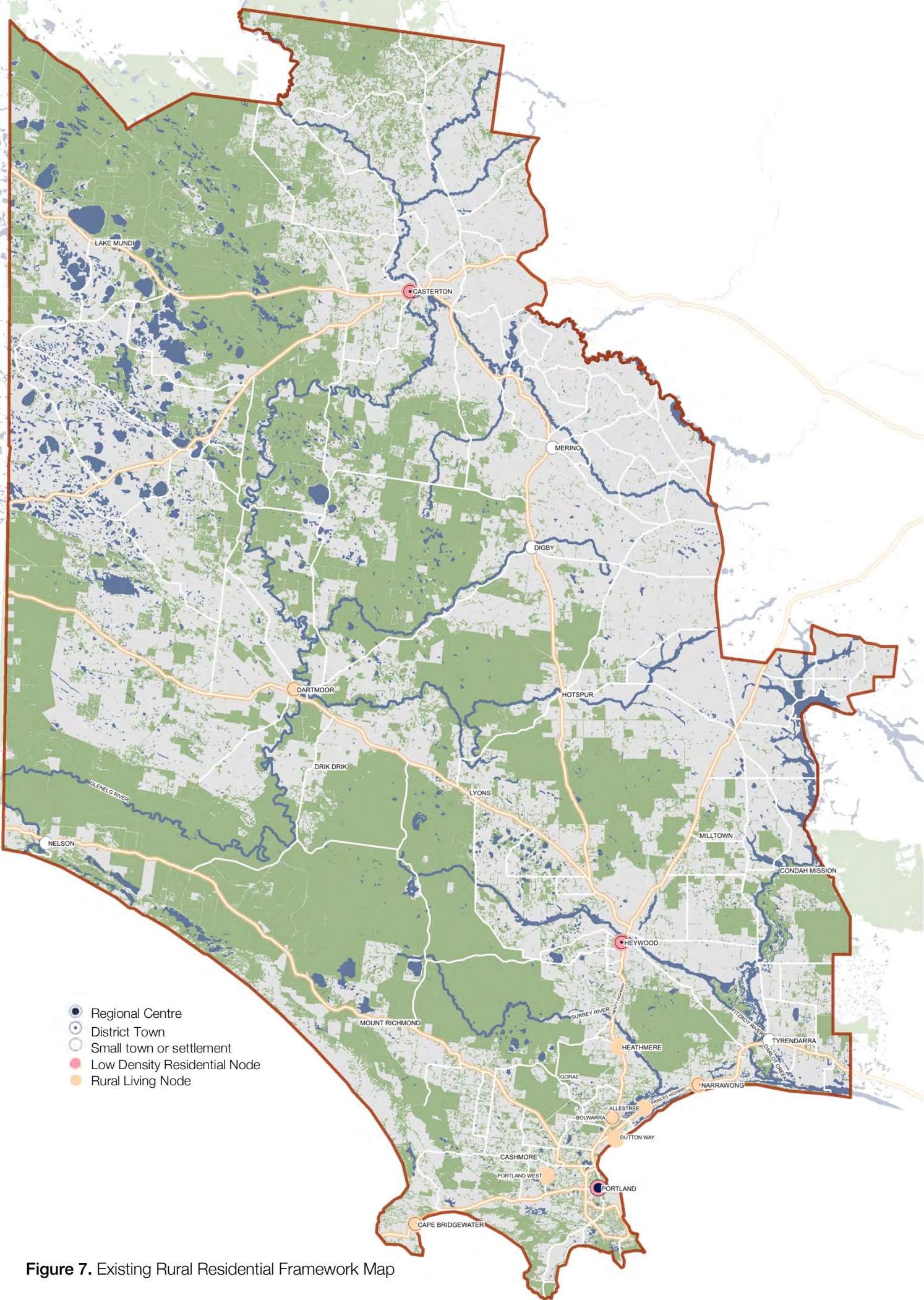


Figure 7. Existing Rural Residential Framework Map

6 LOCAL RURAL RESIDENTIAL PROFILES

6 LOCAL RURAL RESIDENTIAL PROFILES

This section of the Rural Living Assessment describes the current land use and development context within each of the 'Portland and Surrounds' rural residential study areas and provides recommendations for rural residential development at a local scale. These rural residential study areas were selected based on the project brief provided by Council, which identified logical areas of existing rural residential supply and demand derived from the past body of strategic planning work undertaken on the subject. These study areas include the:

- Allestree Rural Living Precinct.
- Bolwarra Rural Living Precinct.
- Dutton Way Rural Living Precinct.
- Narrawong Rural Living Precinct.
- Portland West Rural Living Precinct.

Each rural residential profile contains a Rural Residential Framework, which is informed by local assessments of:

- Rural Residential Context;
- Land Use, Infrastructure and Physical Constraints;
- Environmental Values and Constraints; and
- Rural Residential Land Supply and Demand.

Key recommendations are made for each precinct, which provide guidance on the future staging of rural residential supply across the 'Portland and Surrounds' precincts. It is noted that future stages of rural residential supply will be required when immediate and dormant land supply stocks approach 20 years of supply within the 'Portland and Surrounds' area. Rural residential supply stocks should be closely monitored, with the view to implementing the following recommendations once this threshold is reached:

- Reducing the minimum lot size for subdivisions within existing Rural Living Zone areas to ensure efficient use of existing rural residential supply stocks.
- Rezoning land adjoining the Portland West precinct to accommodate further rural residential land supply stock.

Further details are provided within the following sections of this report.

6.1.1 ALLESTREE RURAL LIVING PRECINCT

This section of the Report documents the existing conditions within the Allestree Rural Living Precinct which need to be considered in the preparation of a rural living framework for Portland and its surrounds.

6.1.2 RURAL RESIDENTIAL CONTEXT

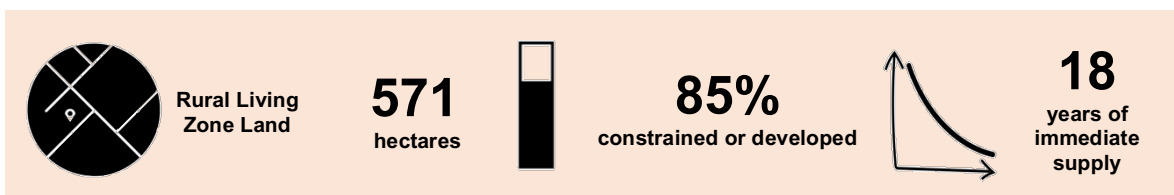
A review of the precinct's rural residential context has been undertaken at a desktop level. The findings of these reviews are illustrated in **Figure 8** (Rural Residential Context) and the implications arising from these reviews are discussed below.

The Glenelg Planning Scheme currently supports Allestree's potential for rural residential development and uses which are compatible with the existing rural residential environs, with approximately 571 hectares of land contained within the Rural Living Zone.

These lands have significant outlooks over the Portland Bay, Bass Strait and Surrey River Estuary and surrounds (from east, south and west) and to remnant bushland reserves, flora reserves, coastal reserves, state forests, pastoral areas and the Surrey River (from west, north and east). The land is also in close proximity to attractive public open space assets include the Narrawong Flora Reserve, Mount Clay State Forest and Sawpit Campgrounds and bike trail.

The land interfaces with agricultural uses to the north, (dairy and beef livestock grazing pastures) the Portland Bay coastline to the south, the Narrawong Camping Ground to the east and rural residential development to the west.

Much of the land within this precinct has been either previously developed or is constrained from being developed at typical rural residential densities due to environmental constraints and serviceability. As a result, a large quantum of vacant 'supply' is used for agricultural purposes and is not immediately available for rural residential development.



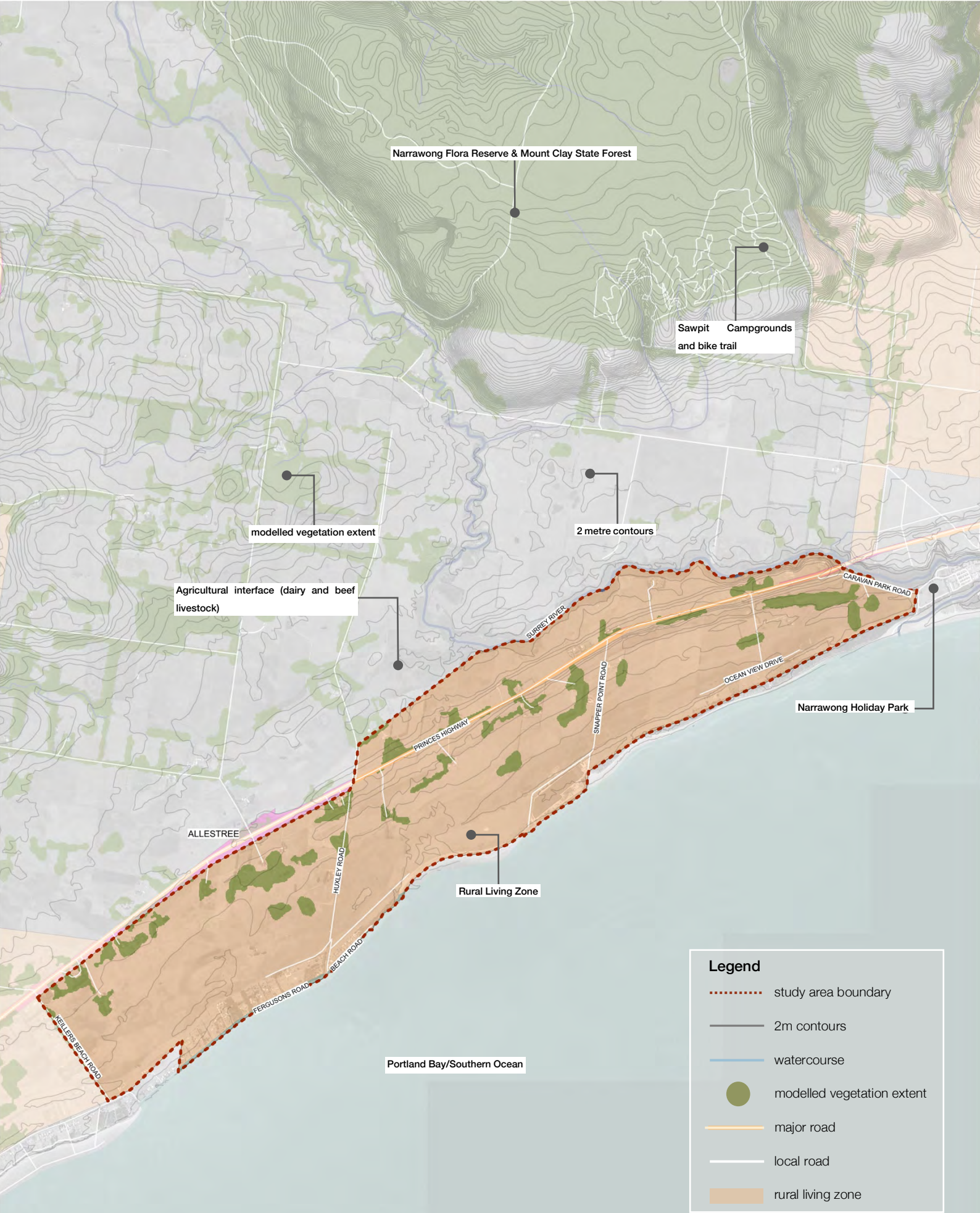


Figure 8. Allestree Rural Living Precinct: Rural Residential Context

6.1.3 LAND USE, INFRASTRUCTURE AND PHYSICAL CONSTRAINTS

A review of land use, infrastructure and physical constraints has been undertaken at a desktop level. The findings of these reviews are illustrated in **Figure 9** (Land Use, Infrastructure and Physical Constraints Map) and the implications arising from these reviews are discussed below.

As portrayed in **Figure 8**, the precinct is contained within the Rural Living Zone. A variety of non-residential land uses are evident within the precinct, including aquaculture (on-shore abalone farming), accommodation and areas of public conservation.

Accommodation

Accommodation uses (i.e. Allestree Beach Holiday Units) are located close to the Portland Bay coastline along Beach Road, which has access to key road and service infrastructures (i.e. power, reticulated water and sewerage). While these types of uses do not preclude the development of rural residential land in future, their presence signals that the land has the potential for other accommodation and tourism-oriented uses due to proximity to infrastructure services and to unique amenity and recreational assets. Given the scale of infrastructure invested in these sites, it is unlikely that these areas will be further developed for rural residential uses.

Aquaculture

There is a long-standing aquaculture facility located on Snapper Point Road, which farms abalone. While this use does not preclude the development of rural residential land within proximity to the site, it's presence signals that the land has the potential to accommodate similar other uses due to proximity to coastal assets and infrastructure services (i.e. power and sealed roads). Given the scale of infrastructure invested in the site, it is unlikely that this land will be further developed for rural residential uses.

Agriculture

Much of the land within the precinct is constrained from being developed at rural residential densities due to infrastructure constraints (i.e. suitable road infrastructure and area for on-site wastewater infrastructure). As a result, much of the land remains in agricultural production (predominantly for grazing and fodder production). Even so, much of the land within the precinct is constrained for optimal agricultural use due to environmental constraints (see Section **6.1.3** for further commentary on these issues). As a result, this land is either not immediately available for rural residential development or is significantly constrained from achieving development at typical rural residential densities.

Public Lands

A number of parcels which are reserved for public purposes within the precinct are contained in the Rural Living Zone. These areas should be precluded from any Rural Living Zone 'supply' and an appropriate zone should be applied to recognise these public lands for their public purpose.

Sewerage and Wastewater

Parts of land north and south of Beach Road are able to be serviced with reticulated sewer. However, for un-serviced areas, the required setback distances between primary treatment plants (60 metres) and wetlands, water areas and coastal areas represent a constraint to further rural residential development as a result of the cost to develop advanced secondary systems.

Much of the land within the precinct is constrained by wetlands and water areas (see **Section 6.1.3** for further commentary on these issues), which has a direct impact on the wastewater serviceability for lots which are not connected to reticulated sewer.

Roads

Parts of the precinct are well connected to sealed road infrastructure, including lots with an address to parts of Beach Road, Fergusons Road, Huxley Road, Snapper Point Road and Ocean View Drive. However, much of the land which backs onto the coastline east of Beach Road is constrained by unmade road reserves. This has a direct impact on the developability for lots due to the costs to extend road infrastructure from existing nodes. The inherent costs to develop this infrastructure represent a significant constraint to develop these areas at optimal rural residential densities.

The precinct is also serviced by the Princes Highway. Access from the Princes Highway to existing vacant lots is supported. However, further subdivision of land would likely be required to provide for service road infrastructure or require shared road access (by way of common property). These are not highly desirable arrangements for rural residential development and, as a result, represent a constraint to the further subdivision of Rural Living Zone adjoining the Princes Highway.

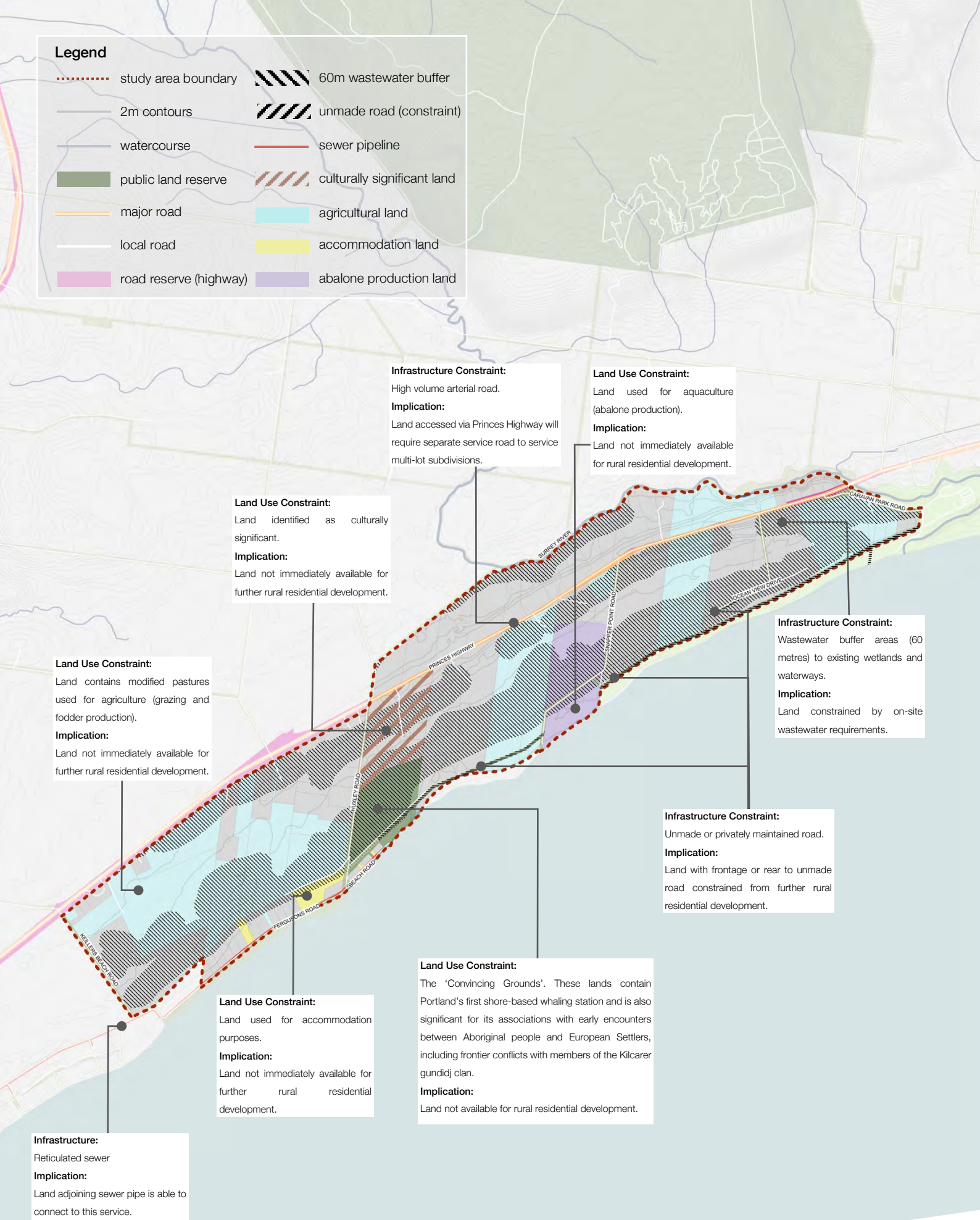


Figure 9. Allestree Rural Living Precinct: Land Use, Infrastructure and Physical Constraints Map

6.1.4 ENVIRONMENTAL VALUES AND CONSTRAINTS

A review of environmental values which represent constraints to rural residential development have been undertaken at a desktop level. The findings of this review are illustrated in **Figure 10** (Environmental Values and Constraints Map) and the implications arising from these reviews are discussed below.

Native Flora and Fauna

The precinct contains scattered native vegetation areas contained within coastal reserves, road reserves and private property. A number of protected fauna and flora species have been recorded within the precinct and surrounds, predominantly in close proximity to the coastline and the Surrey River. While these items do not necessarily preclude rural residential development, it is important for rural residential development to avoid areas which would result in the loss of critical habitat for protected species.

Bushfire

While the precinct is not affected by the Bushfire Management Overlay, it is identified as having a 'high' rating for consequences according to the risk criteria for human settlements contained within the Victorian Fire Risk Register. The Victorian Planning Provisions also state that population growth and development should be directed to low-risk locations, being those assessed as having a radiant heat flux of less than 12.5 kilowatts/square metre. As such, the threat of bushfire and grass fire should be seriously considered by decision makers when making decisions which affect the direction of population growth and development.

Flooding and Water Areas

Seasonal flooding within the precinct is associated with the Surrey River and the natural basin between the Princes Highway and Portland Bay coastline. Flood modelling for a 1-in-100 (or 1% AEP) event has been incorporated within the Glenelg Planning Scheme within the Floodway Overlay and Land Subject to Inundation Overlay and applies to areas around the Surrey River Estuary. A floodplain development plan is incorporated within the Glenelg Planning Scheme which specifies design guidelines for development within the floodplain. These areas represent a significant risk to life and property, and rural residential development should avoid areas which are at risk of flooding. It is noted that no flood modelling is available for the basin system east of Ocean View Drive, but that seasonal flooding occurs regularly within this system. The flood mapping is

shown to affect land with addresses along Ocean View Drive, Caravan Park Road and the Princes Highway.

Coastal Erosion

Coastal erosion modelling has been undertaken by AECOM (on behalf of Glenelg Shire Council) as part of the Coastal Spaces – Inundation and Erosion – Coastal Engineering Study (2010) for areas between Dutton Way and Narrawong and is the best available information on the impacts of coastal erosion within the study area. The scenario for modelling assumes the failure of the existing armoured rock wall, which currently protects the coastline between Portland and Allestree from coastal erosion. The outcome of the study shows the combined impacts of sea-level rise, groundwater intrusion and potential coastal acid sulfate soils arising from this scenario. The study identifies the need to apply the ‘precautionary principle’ to land use planning and decision-making for areas affected by the modelling. The Victorian Planning Provisions also contains strategies which seek to avoid new development in identified coastal hazard areas susceptible to coastal inundation. The area identified by the model, which demonstrates the impact of coastal erosion to the year 2100, has been recognised as ‘constrained’ on this basis. Coastal erosion (under this scenario) is shown to affect land with addresses along Keillers Beach Road, Fergusons Road, Beach Road, Snapper Point Road and Ocean View Drive.

Potential coastal acid Sulfate Soils

Potential coastal acid sulfate soils (CASS) occur naturally in coastal and inland settings and contain metal sulphide materials which, if exposed, can react with oxygen and water to form sulfuric acid. The formation of these acids can corrode concrete and steel, contaminate food and cause harm to plants, animals and drinking water supply. Areas at risk of CASS are identified in **Figure 10**. The Victorian Planning Provisions identify that development should avoid areas identified within coastal hazard areas susceptible to acid sulfate soils. On this basis, these areas have been recognised as a ‘constraint’ to rural residential development. The ‘precautionary principle’ should be used to guide the planning and management of activities in areas with the potential to contain CASS. CASS risk areas are shown on land with addresses along Keillers Beach Road, Fergusons Road, Beach Road, Snapper Point Road and Ocean View Drive.

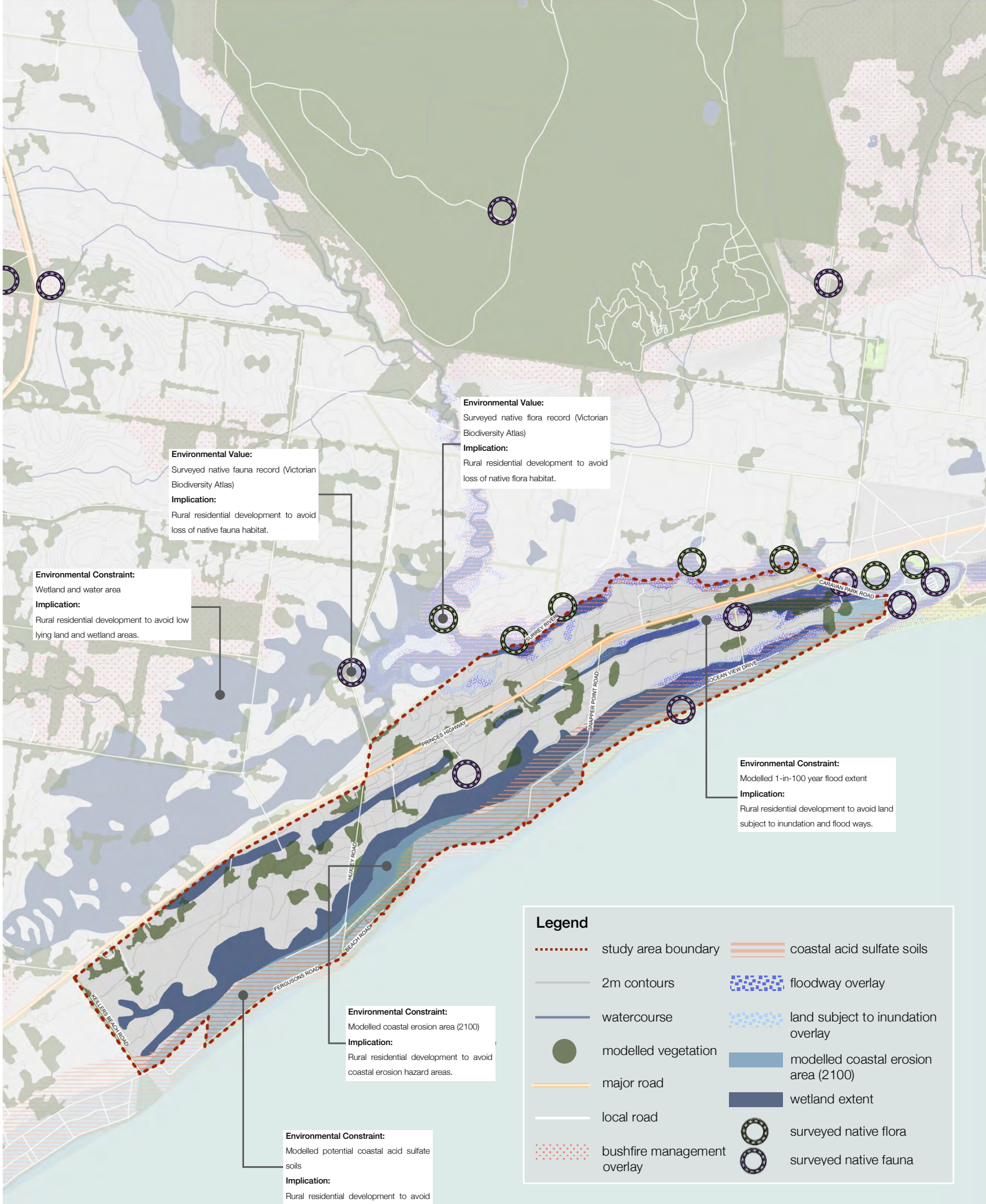


Figure 10. Allestree Rural Living Precinct: Environmental Values and Constraints

6.1.5 LAND SUPPLY AND DEMAND

A review of projected rural residential demand has been undertaken as part of a separate report titled 'MacroPlan Rural Residential Land Supply and Demand Assessment'. The key findings of these assessments are illustrated in **Figure 11** (Rural Residential Development Activity and Supply). A review of these findings and implications arising from these assessments are discussed below.

Land Supply and Demand

There are 142 lots within the precinct which have been assessed for their rural residential capacity. Approximately 33% of the precinct's available rural residential lots (i.e. Rural Living Zone land) are undeveloped.

The following observations are drawn from the findings of the rural residential land supply and demand assessment for the Allestree Rural Living Precinct:

- It is projected that a total of 22.1 rural residential lots are required to provide fifteen years of rural residential land supply for the Allestree Rural Living Precinct.
- It is estimated that this precinct has 571 hectares of Rural Living Zone land to cater for this demand before applying the results of constraints assessments.

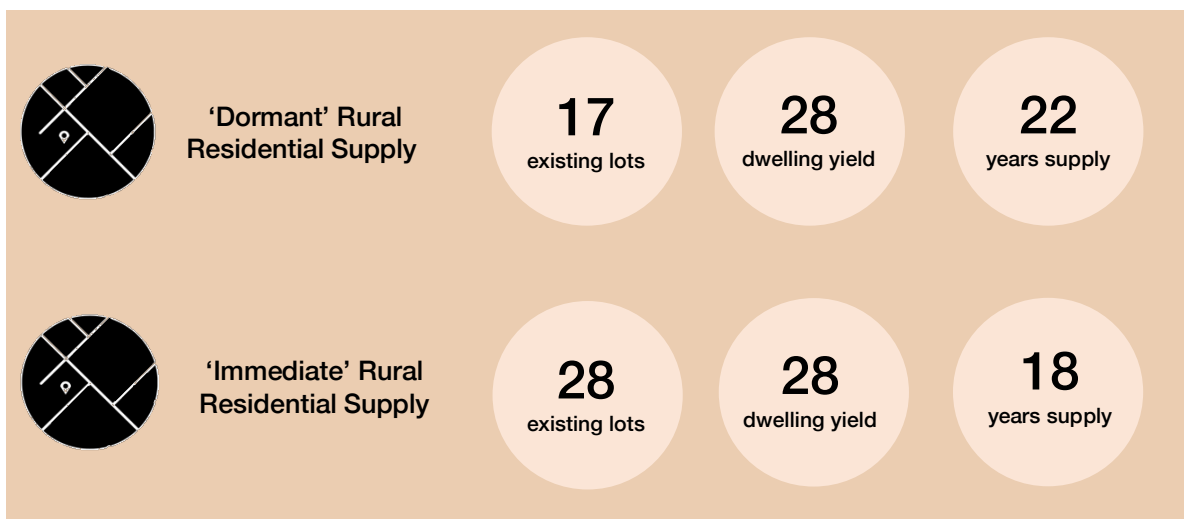
Planning provisions, environmental constraints, infrastructure requirements and local appetite for development have a highly influential role over the pattern of development within Allestree's rural residential land stocks. Constraints arising from technical assessments (illustrated in **Section 6.1.2** and **Section 6.1.3**) outline how these factors affect development uptake and have been applied to rural residential supply data, with the main observations arising from these analyses outlined in **Figure 11** (overleaf). The lot yields incorporate within the rural residential supply assessment have taken into account these constraints in deriving yields for each lot.

The following observations are drawn from the findings of these constraint assessments and assessment of rural residential land supply and demand for the Allestree Rural Living Precinct:

- Approximately 17 lots have been assessed as containing 'dormant' supply (based on the existing lot pattern) due to a combination of land use, infrastructure, physical and environmental constraints.
- A yield of 28 dwellings is expected to be developed from the 17 dormant supply lots, which represents approximately 22 years of rural residential land supply.

- Approximately 28 lots have been assessed as containing 'immediate' supply based on their suitability for rural residential development.
- A yield of 28 dwellings is expected to be developed from the 28 immediate supply lots, which represents approximately 18 years of rural residential land supply.

It is noted that the factors which contribute to 'dormant' supply do not preclude the development or uptake of lots with potential additional lot yield. However, when combined with land supply and demand findings, the data clearly signals that these factors contribute to the markets current appetite to develop these lots.



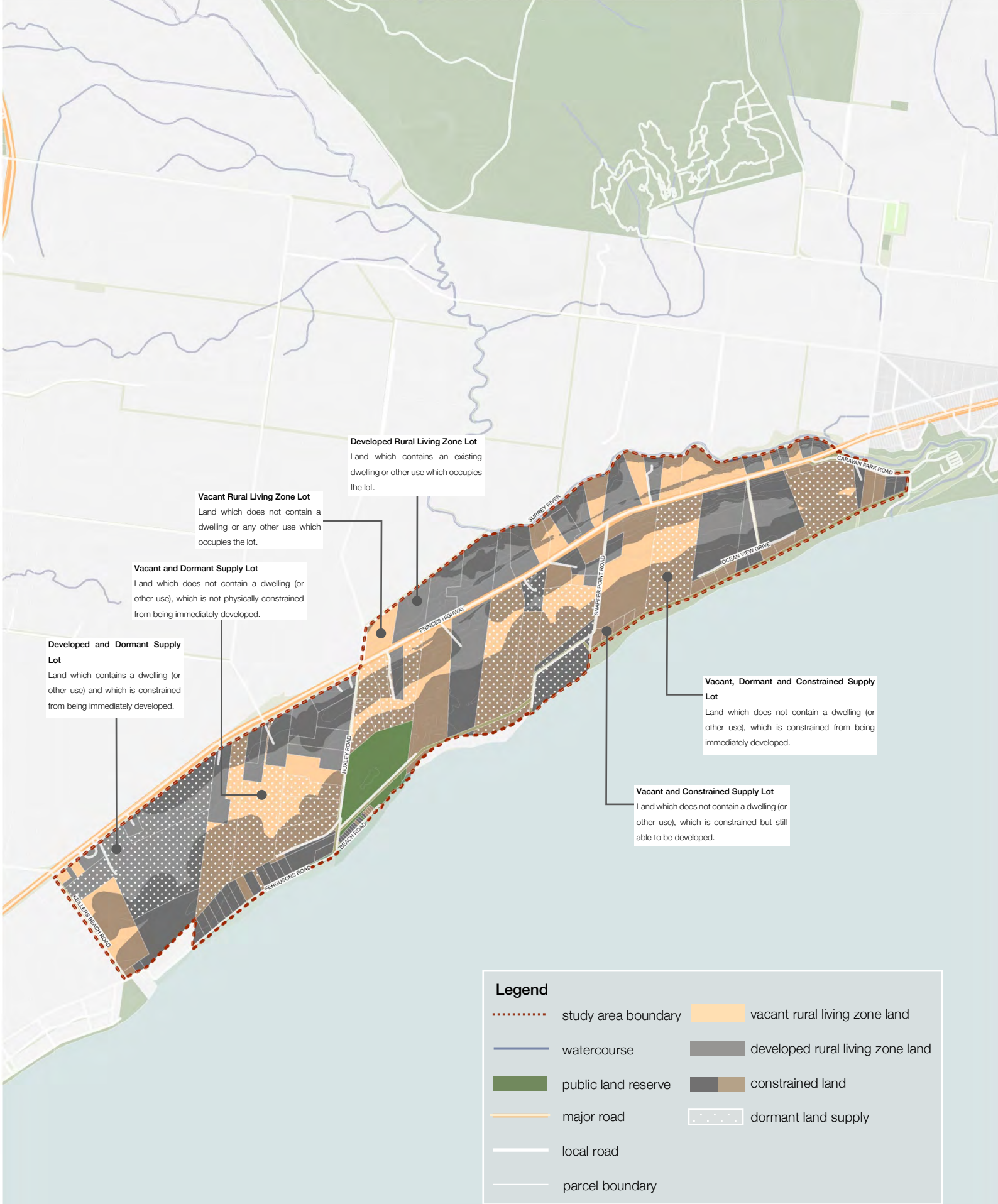


Figure 11. Allestree Rural Living Precinct: Rural Residential Development Activity and Supply

6.1.6 RURAL RESIDENTIAL FRAMEWORK

This section provides a local framework for the management of future rural residential development, which should be read in conjunction with overarching principles for rural residential land use and development laid out in **Section 8** (Strategic Framework).

The Portland West Rural Residential Framework provides recommendations to ensure an adequate supply of rural residential land is available to the market, which takes into account preferences for lot size, amenity, realistic development yields and existing development constraints.

While there is demonstrated demand for rural residential development in Glenelg Shire Council, there is subdued historical demand for development within the Allestree Rural Living Precinct.

A number of constraints within Allestree's rural residential land stock have been identified, which limit these lands from accommodating more of the current and projected rural residential development activity. The most significant constraints include low-lying land, flooding, coastal erosion and areas at risk of potential coastal acid sulfate soils.

The following recommendations are proposed on the basis that Allestree comprises 18 years of 'immediate' supply of rural residential land, based on projected rates of development. These recommendations should be closely monitored over the plan period and reviewed annually to ensure land is brought onto the market when required.

These recommendations should be read in conjunction with **Figure 12** (Allestree Rural Residential Framework) and the Implementation Schedule (**Section 9**).

A1 Support the retention of existing Rural Living Zone land within the Allestree Rural Living Precinct.

A2 Reinforce the condition of existing rural/urban interfaces and the role of these interfaces in reducing land use conflicts on the rural/rural residential edge through any future land use.

A3 Investigate rezoning of land reserved for public purposes to an appropriate zone in consultation with the appropriate public land manager.

A4 Investigate and pair town planning and investment attraction initiatives to increase the uptake of 'dormant' and 'immediate' Rural Living Zone land supply stocks within the Allestree Rural Living Precinct (i.e. Rural Residential Development Guide).

A5 Review the minimum lot size for subdivision in the Rural Living Zone when immediate and dormant land supply stocks approach 20 years of supply within the 'Portland and Surrounds' area, with the view to reducing minimum lot sizes of existing Rural Living Zone land to ensure efficient use of existing rural residential supply stocks.

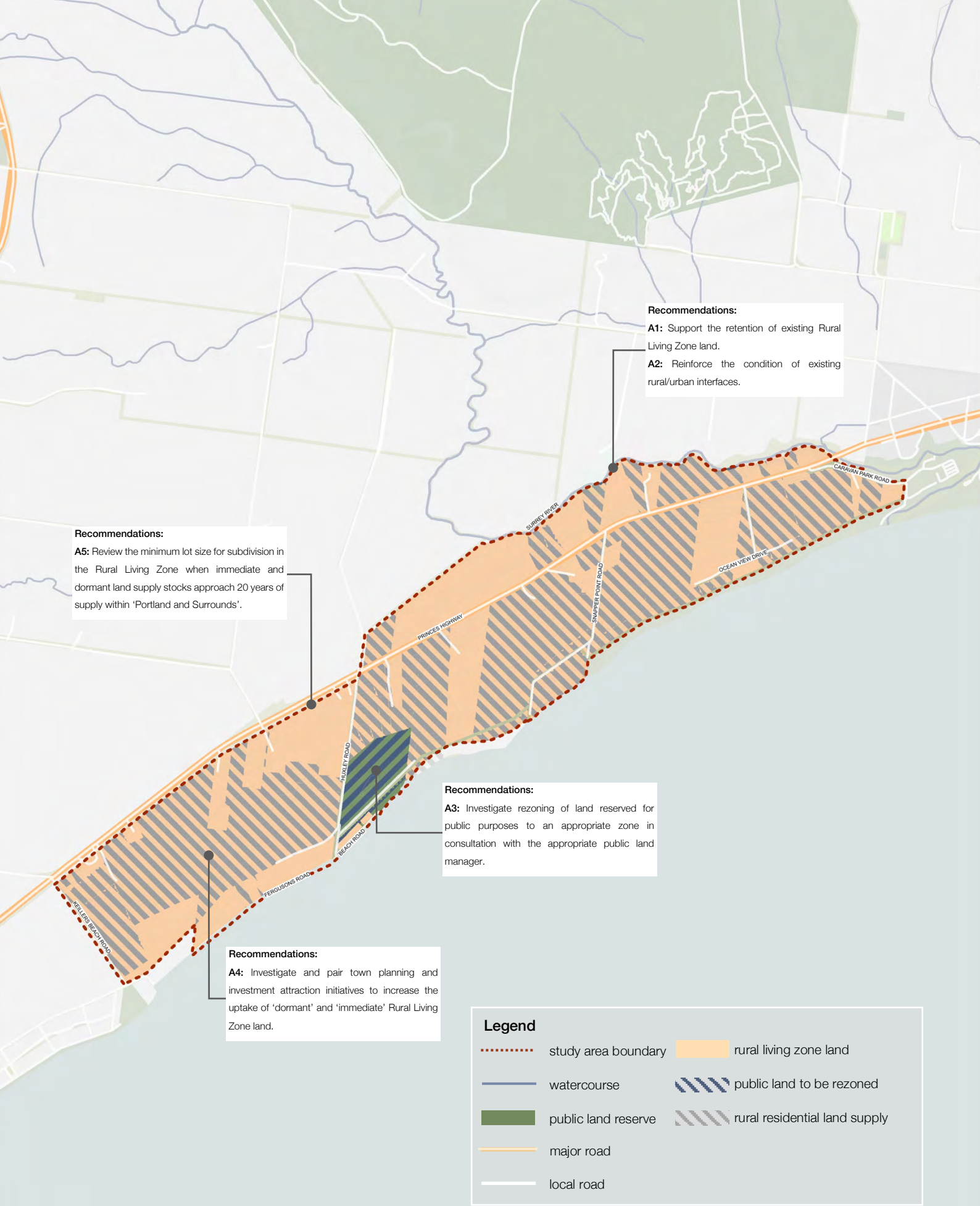


Figure 12. Allestree Rural Residential Framework

6.1.7 BOLWARRA RURAL LIVING PRECINCT

This section of the Report documents the existing conditions within the Bolwarra Rural Living Precinct which need to be considered in the preparation of a rural living framework for Portland and its surrounds.

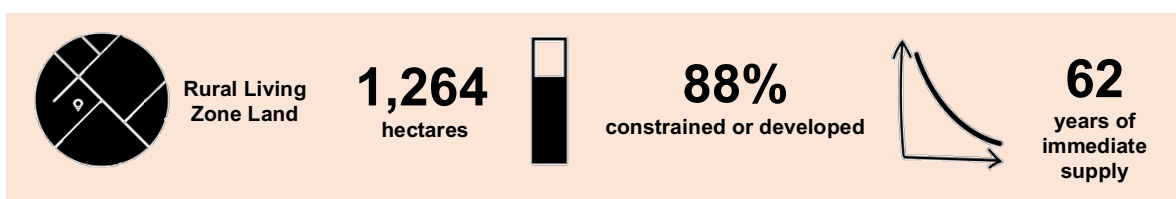
6.1.8 RURAL RESIDENTIAL CONTEXT

A review of the precinct's rural residential context has been undertaken at a desktop level. The findings of these reviews are illustrated in **Figure 13** (Rural Residential Context) and the implications arising from these reviews are discussed below.

The Glenelg Planning Scheme currently supports Bolwarra's potential for rural residential development and uses which are compatible with the existing rural residential environs, with approximately 1,264 hectares of land contained within the Rural Living Zone. These lands are situated in close proximity to the Cobboboonee National Park and contain large bushland reserves, sensitive riparian environs, waterways and wet area and areas of dense, remnant native vegetation.

These lands interface with long-standing horticultural activities to the south and east; with rural residential clusters to the southeast and south west; with other agricultural uses (grazing and fodder production) to the west and with bushland reserves to the north and north west.

Much of the land within this precinct has been either previously developed or is constrained from being developed at typical rural residential densities due to bushfire risk, environmental values and proximity to land uses which require separation distances to sensitive uses.



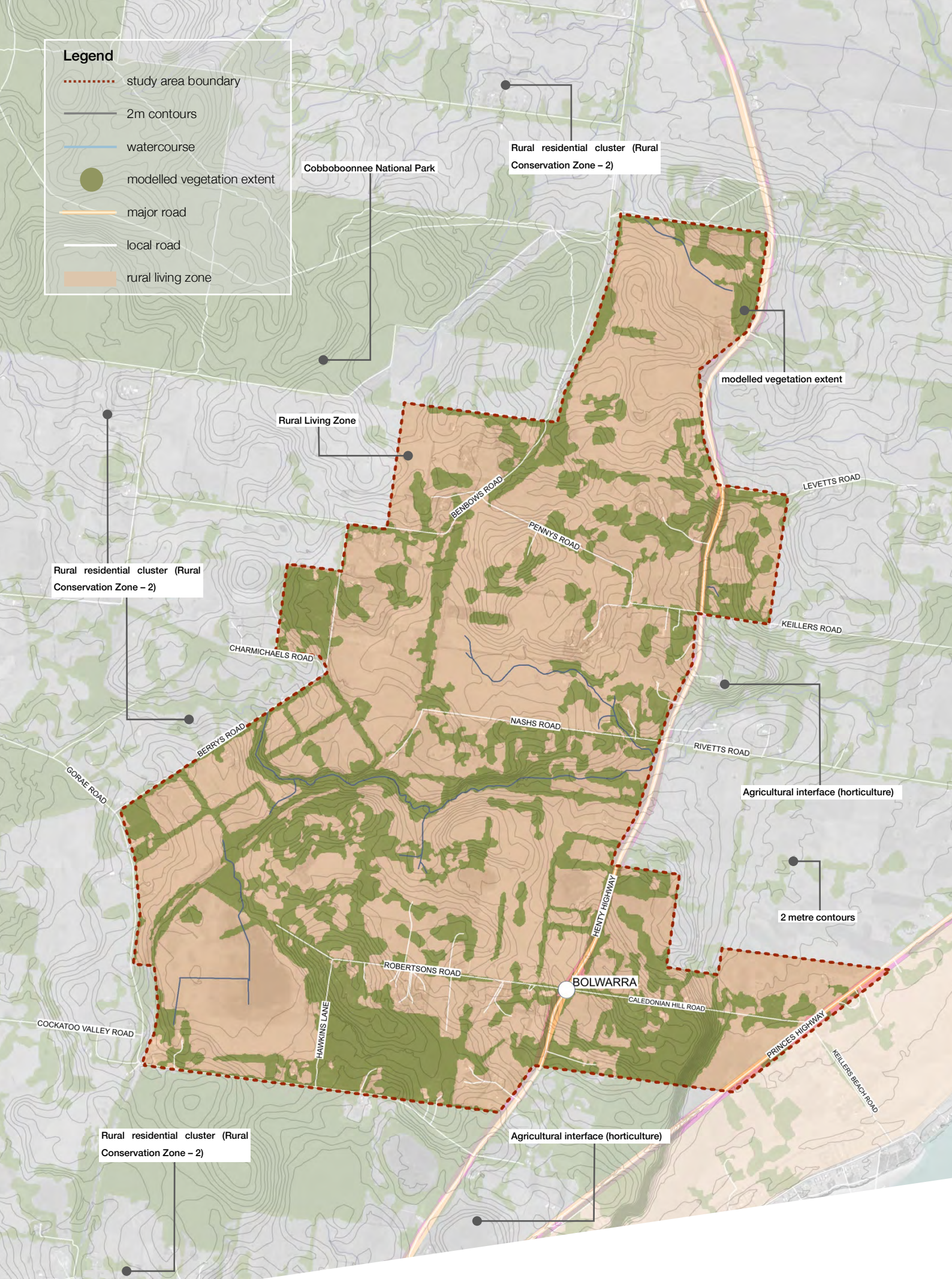


Figure 13. Bolwarra Rural Living Precinct: Rural Residential Context

6.1.9 LAND USE, INFRASTRUCTURE AND PHYSICAL CONSTRAINTS

A review of land use, infrastructure and physical constraints has been undertaken at a desktop level. The findings of these reviews are illustrated in **Figure 14** (Land Use, Infrastructure and Physical Constraints Map) and the implications arising from these reviews are discussed below.

As portrayed in Figure 12, the precinct is contained within the Rural Living Zone. A variety of non-residential land uses are evident within the precinct, including fodder production and grazing and areas set aside for public conservation and open space.

Agriculture

Much of the land within the precinct is constrained from being developed at rural residential densities due to physical and infrastructure constraints (i.e. roads and wastewater serviceability). As a result, much of the vacant land remains in agricultural production (predominantly for grazing and fodder production). This land is either not immediately available for rural residential development or is significantly constrained from achieving development at typical rural residential densities.

There are also significant, long-standing horticultural uses (namely Treloar Roses) which comprise a significant quantum of Rural Living Zone land. These uses (and also Portland Strawberries) require spray drift awareness zones of approximately 100 metres (CSIRO Spray Drift Management, 2002) as well as mandatory distances to other horticultural operations for export interstate. While these separation distances and awareness zones do not necessarily preclude rural residential development, future planning and decision making should consider the 'agent of change' principle to ensure that new uses and development do not comprise these economic activities.

Cool room storage facilities associated with nearby horticultural production are also located within the precinct on stand-alone sites. The Victorian Planning Provisions (Clause 53.10) stipulates a threshold separation distance of 150 metres to land in a residential zone or land used for education centre (among other uses).

Separation distances and buffers for the above uses have been mapped in Figure 13 to recognise these as planning considerations for decision makers. However, it is noted that these buffers do not preclude land from being developed for rural residential purposes.

Public Lands

A number of parcels which are reserved for public purposes within the precinct are contained in the Rural Living Zone. These areas should be precluded from any Rural Living Zone 'supply' and an appropriate zone should be applied to recognise these public lands for their public purpose.

Sewerage and Wastewater

There is no reticulated sewerage within the precinct. Much of the land within the precinct is constrained by wetlands, watercourses and water areas, which have a direct impact on the serviceability for lots which are not connected to reticulated sewer. Many lots are affected by setback distances between primary treatment plants (60 metres) and wetlands, water areas and coastal areas. For these areas, wastewater represents a constraint to further rural residential development as a result of the cost to develop advanced secondary systems.

Roads

Parts of the precinct are well connected to sealed road infrastructure, including lots with an address to parts of Benbows Road, Berrys Road, Pennys Road, Nashs Road, Gorae Road, Robertsons Road, Keillers Road, Rivetts Road and Caledonian Hill Road. However, much of the land is also constrained by unmade or partially constructed road reserves continuing from Carmichaels Road, Benbows Road, Robertsons Road and between Nashs Road and Pennys Road. This has a direct impact on the developability of land due to the costs to extend road infrastructure from existing nodes. The inherent costs to develop this infrastructure represent a significant constraint to develop these areas at optimal rural residential densities.

The precinct is also serviced by Bridgewater Road. Access from Bridgewater Road to existing vacant lots is supported. However, further subdivision of land would likely be required to provide for service road infrastructure or require shared road access (by way of common property). These are not highly desirable arrangements for rural residential development and, as a result, represent a constraint to the further subdivision of Rural Living Zone adjoining the Princes Highway.

Legend

- - - - - study area boundary
- 2m contours
- watercourse
- public land reserve
- major road
- local road
- road reserve (highway)
- Bolwarra Primary School
- 60m wastewater buffer
- unmade road (constraint)
- sewer pipeline
- powerline
- agricultural land
- intensive horticultural land and buffer area
- cool storage and buffer area

Land Use Constraint:
Land contains modified pastures used for agriculture (grazing and fodder production).
Implication:
Land not immediately available for further rural residential development.

Infrastructure Constraint:
Unmade road.
Implication:
Land with frontage or rear to unmade road constrained from further rural residential development.

Infrastructure Constraint:
Reticulated power.
Implication:
Land without close proximity to power infrastructure is unlikely to be developed for immediate rural residential development.

Land Use Constraint:
Land used for horticultural uses.
Implication:
Land not immediately available for further rural residential development.

Constraint:
Wastewater treatment buffer to wetland/waterway.
Implication:
Rural residential development to avoid compromising riparian environs.

Constraint:
Spray Drift Awareness Buffer.
Implication:
Rural residential development to avoid compromising uses supporting agricultural productivity.

Land Use Constraint:
Separation distance (150 metres) from cool storage associated with horticulture.
Implication:
Rural residential development to avoid compromising uses supporting agricultural productivity.

Land Use Constraint:
Public land reserved for conservation purposes.
Implication:
Land not available for rural residential subdivision.

Land Use Constraint:
Public land reserved for education purposes (Bolwarra Primary School).
Implication:
Land not available for rural residential subdivision.

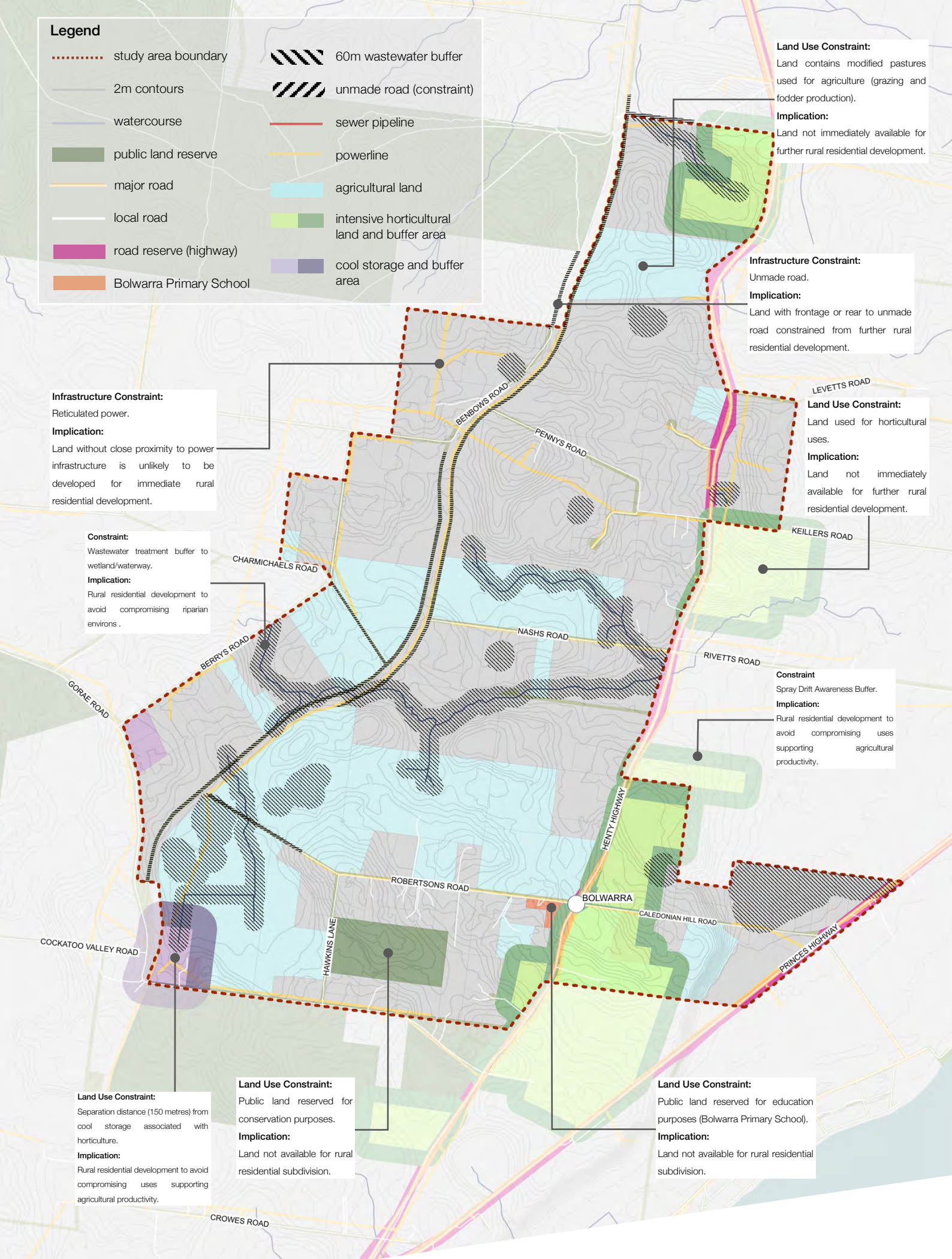


Figure 14. Bolwarra Rural Living Precinct: Bolwarra Land Use, Infrastructure and Physical Constraints Map

6.1.10 ENVIRONMENTAL VALUES AND CONSTRAINTS

A review of environmental values which represent constraints to rural residential development have been undertaken at a desktop level. The findings of this review are illustrated in **Figure 15** (Environmental Values and Constraints Map) and the implications arising from these reviews are discussed below.

Native Flora and Fauna

The precinct contains dense and scattered remnant bushland vegetation within public reserves, road reserves and private property. A number of protected fauna species have been recorded within the precinct and surrounds, predominantly in close proximity to seasonal water areas. While these items do not necessarily preclude rural residential development, it is important for rural residential development to avoid areas which would result in the loss of critical habitat for protected species.

Bushfire

Parts of the precinct are affected by the Bushfire Management Overlay, which is buffered around the Cobboboonee National Park, Bolwarra Bushland Reserves (H43, H44 and H45), the Nine Mile Flora and Fauna Reserve and areas of contiguous and scattered patches of bushland. Parts of the precinct are identified as having a 'catastrophic' rating for consequences according to the risk c for human settlements contained within the Victorian Fire Risk Register (VFRR). Both the BMO and VFRR mapping show higher-risk areas of bushfire hazard on land along the Princes Highway spine and between Westlakes Road (south) and Gorae Road (north). Areas between the northern interfaces through to the southern and eastern interfaces are also contained in the Bushfire Management Overlay. The Victorian Planning Provisions also state that population growth and development should be directed to low-risk locations, being those assessed as having a radiant heat flux of less than 12.5 kilowatts/square metre. As such, the threat of bushfire and grass fire should be seriously considered by decision makers when making decisions which affect the direction of population growth and development.



Figure 15. Bolwarra Rural Living Precinct: Environmental Values and Constraints

6.1.11 DEVELOPMENT ACTIVITY, SUPPLY AND DEMAND

A review of projected rural residential demand has been undertaken as part of a separate report titled 'MacroPlan Rural Residential Land Supply and Demand Assessment'. The key findings of these assessments are illustrated in **Figure 16** (Rural Residential Development Activity and Supply). A review of these findings and implications arising from these assessments are discussed below.

Land Supply and Demand

There are 212 lots within the precinct which have been assessed for their rural residential capacity. Approximately 23% of the precinct's available rural residential lots (i.e. Rural Living Zone land) are undeveloped.

The following observations are drawn from the findings of the rural residential land supply and demand assessment for the Bolwarra Rural Living Precinct:

- It is projected that a total of 22.1 rural residential lots are required to provide fifteen years of rural residential land supply for the Bolwarra Rural Living Precinct.
- It is estimated that this precinct has 1,264 hectares of Rural Living Zone land to cater for this demand before applying the results of constraints assessments.

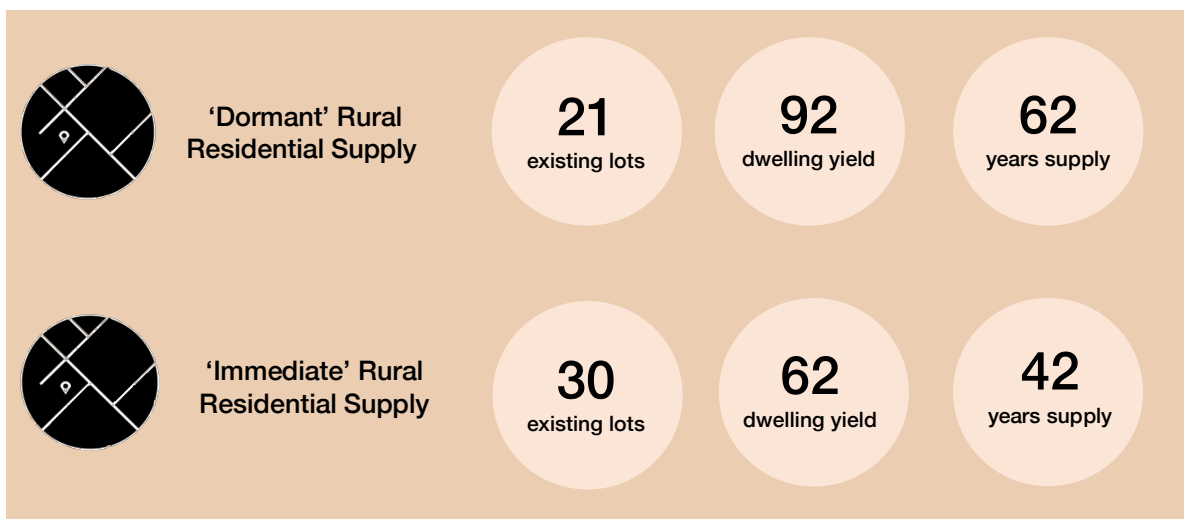
Planning provisions, environmental constraints, infrastructure requirements and local appetite for development have a highly influential role over the pattern of development within Allestree's rural residential land stocks. Constraints arising from technical assessments (illustrated in **Section 6.2.2** and **Section 6.2.3**) outline how these factors affect development uptake and have been applied to rural residential supply data, with the main observations arising from these analyses outlined in **Figure 16** (page 59). The lot yields incorporate within the rural residential supply assessment have taken into account these constraints in deriving yields for each lot.

The following observations are drawn from the findings of these constraint assessments and assessment of rural residential land supply and demand for the Allestree Rural Living Precinct:

- Approximately 21 lots have been assessed as containing 'dormant' supply (based on the existing lot pattern) due to a combination of land use, infrastructure, physical and environmental constraints.
- A yield of 92 dwellings is expected to be developed from the 21 dormant supply lots, which represents approximately 62 years of rural residential land supply.

- Approximately 30 lots have been assessed as containing 'immediate' supply based on their suitability for rural residential development.
- A yield of 62 dwellings of is expected to be developed from the 30 immediate supply lots, which represents approximately 42 years of rural residential land supply.

It is noted that the factors which contribute to 'dormant' supply do not preclude the development or uptake of lots with potential additional lot yield. However, when combined with land supply and demand findings, the data clearly signals that these factors contribute to the markets current appetite to develop these lots.



Legend

- study area boundary
- watercourse
- public land reserve
- major road
- local road
- parcel boundary
- vacant rural living zone land
- developed rural living zone land
- constrained land
- dormant land supply



Vacant, Dormant and Constrained Supply Lot
Land which does not contain a dwelling (or other use), which is constrained from being

Vacant Rural Living Zone Lot
Land which does not contain a dwelling or any other use which occupies the lot.

Developed and Dormant Supply Lot
Land which contains a dwelling (or other use) and which is constrained

Developed Rural Living Zone Lot
Land which contains an existing dwelling or other use which occupies the lot.

Vacant and Dormant Supply Lot
Land which does not contain a dwelling (or other use), which is not physically constrained from being immediately developed.

Vacant and Constrained Supply Lot
Land which does not contain a dwelling (or other use), which is constrained but still able to be developed.

Figure 16. Bolwarra Rural Living Precinct: Rural Residential Development Activity and Supply

6.1.12 RURAL RESIDENTIAL FRAMEWORK

This section provides a local framework for the management of future rural residential development, which should be read in conjunction with overarching principles for rural residential land use and development laid out in **Section 8** (Strategic Framework).

The Bolwarra Rural Residential Framework provides recommendations to ensure an adequate supply of rural residential land is available to the market, which takes into account preferences for lot size, amenity, realistic development yields and existing development constraints.

While there is demonstrated demand for rural residential development in Glenelg Shire Council, there is subdued historical demand for development within the Bolwarra Rural Living Precinct.

A number of constraints within Bolwarra's rural residential land stock have been identified, which limit these lands from accommodating more of the current and projected rural residential development activity. The most significant constraints include bushfire, slope and low-lying land, and infrastructure serviceability (i.e. roads and wastewater).

The following recommendations are proposed on the basis that Bolwarra comprises 42 years of 'immediate' supply of rural residential land, based on projected rates of development. These recommendations should be closely monitored over the plan period and reviewed annually to ensure land is brought onto the market when required.

These recommendations should be read in conjunction with **Figure 17** (Bolwarra Rural Residential Framework).

B1 Support the retention of existing Rural Living Zone land within the Bolwarra Rural Living Precinct.

B2 Reinforce the condition of existing rural/urban interfaces and the role of these interfaces in reducing land use conflicts on the rural/rural residential edge through any future land use.

B3 Investigate rezoning of land reserved for public purposes to an appropriate zone in consultation with the appropriate public land manager.

B4 Investigate and pair town planning and investment attraction initiatives to increase the uptake of 'dormant' and 'immediate' Rural Living Zone land supply stocks within the Bolwarra Rural Living Precinct (i.e. Rural Residential Development Guide).

B5 Review the minimum lot size for subdivision in the Rural Living Zone when immediate and dormant land supply stocks approach 20 years of supply within the 'Portland and Surrounds' area, with the view to reducing minimum lot sizes of existing Rural Living Zone land to ensure efficient use of existing rural residential supply stocks.

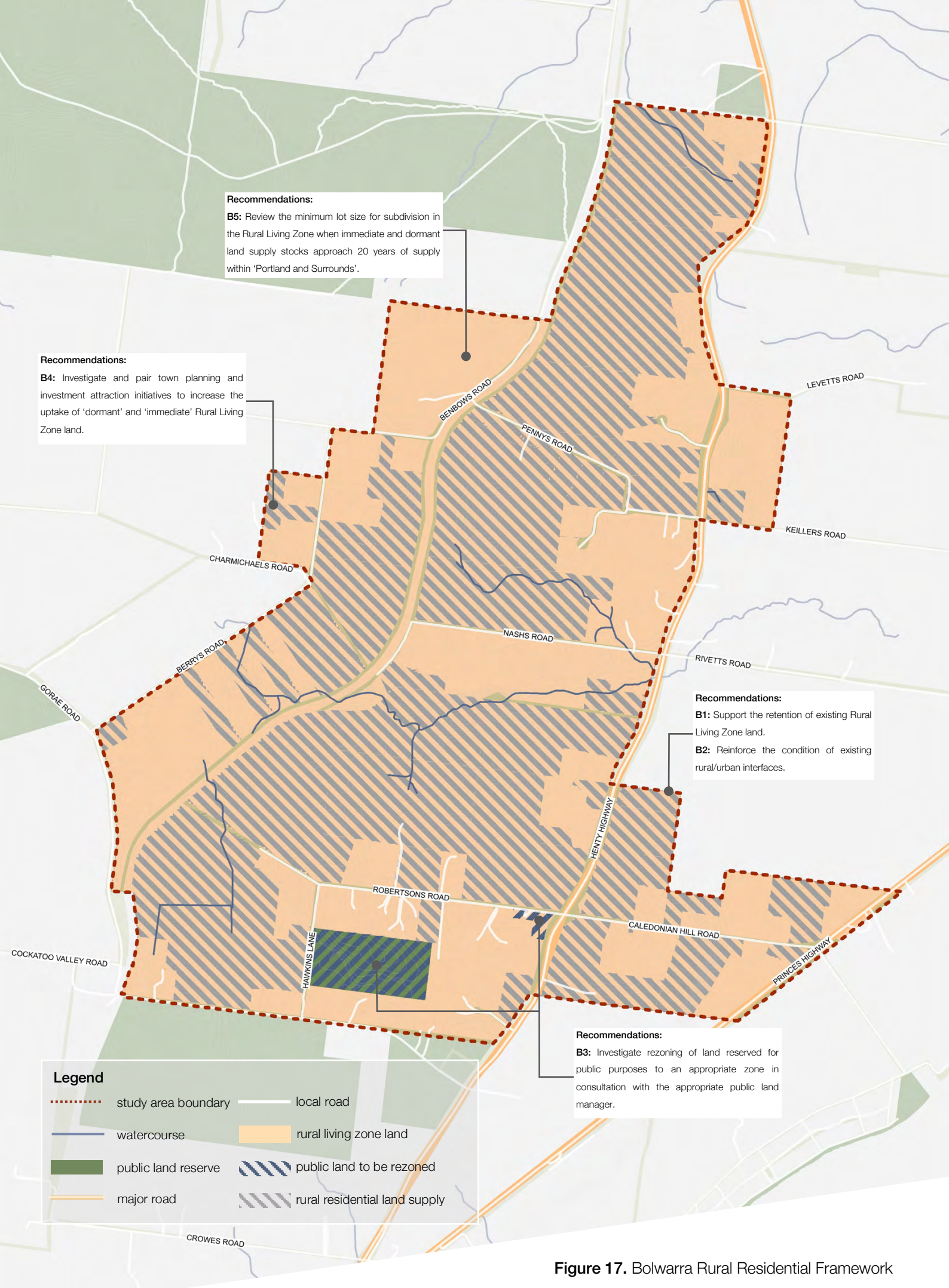


Figure 17. Bolwarra Rural Residential Framework

6.1.13 DUTTON WAY RURAL LIVING PRECINCT

This section of the Report documents the existing conditions within the Dutton Way Rural Living Precinct which need to be considered in the preparation of a rural living framework for Portland and its surrounds.

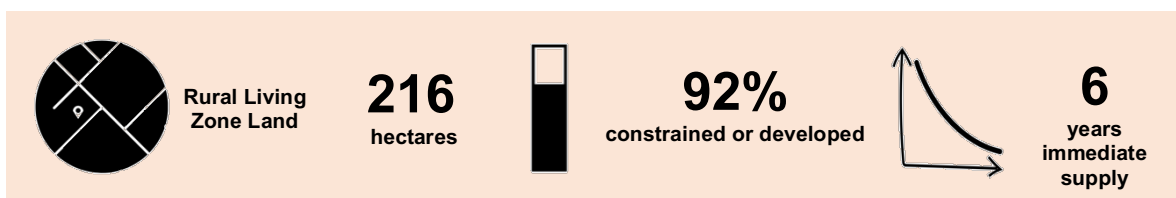
6.1.14 RURAL RESIDENTIAL CONTEXT

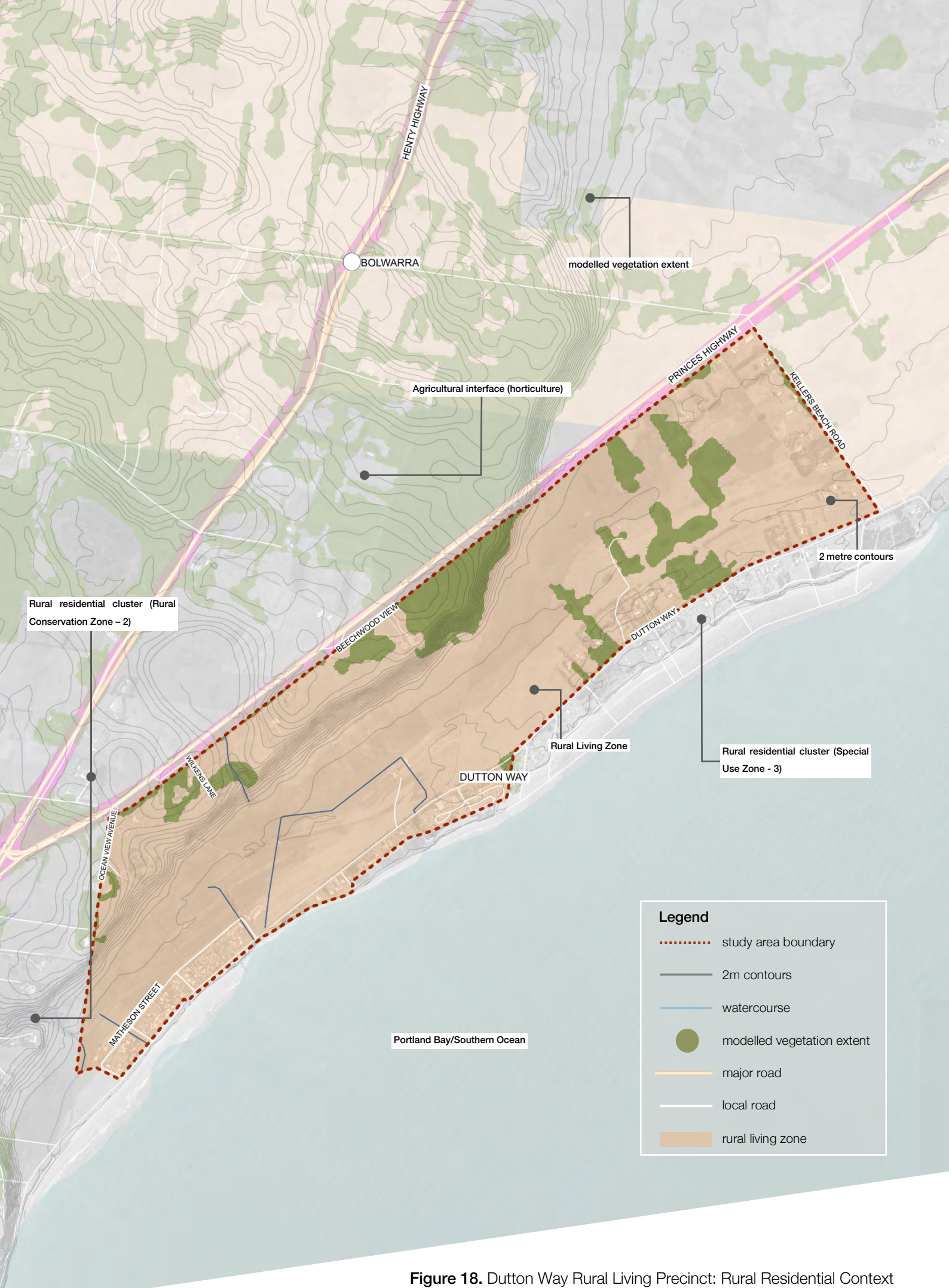
A review of the precinct's rural residential context has been undertaken at a desktop level. The findings of these reviews are illustrated in **Figure 18** (Rural Residential Context) and the implications arising from these reviews are discussed in this chapter.

The Glenelg Planning Scheme currently supports Dutton Way's potential for rural residential development and uses which are compatible with the existing rural residential environs, with approximately 216 hectares of land within the Rural Living Zone. These lands have significant outlooks over the Portland Bay and Bass Strait.

The land interfaces with agricultural uses to the north (horticulture), the Portland Bay coastline to the south, constrained rural residential development to the southwest west (Special Use Zone - 3) and clusters of rural residential development to the east (Rural Living Zone and west (Rural Conservation Zone - 2).

A large number of lots are serviced at residential densities despite being contained within the Rural Living Zone. These lots do not represent a rural residential property supply type despite being within the Rural Living Zone. This lot pattern is a legacy of old township surveys which is a common occurrence between Portland and Allestree. Much of the remaining land within this precinct has been either previously developed or is constrained from being developed at typical rural residential densities due to environmental values and serviceability. As a result, a large quantum of vacant 'supply' is used for agricultural purposes and is not immediately available for rural residential development.





Rural residential cluster (Rural Conservation Zone - 2)

Agricultural interface (horticulture)

modelled vegetation extent

2 metre contours

Rural Living Zone

Rural residential cluster (Special Use Zone - 3)

Portland Bay/Southern Ocean

Legend

- - - study area boundary
- 2m contours
- watercourse
- modelled vegetation extent
- major road
- local road
- rural living zone

Figure 18. Dutton Way Rural Living Precinct: Rural Residential Context

6.1.15 LAND USE, INFRASTRUCTURE AND PHYSICAL CONSTRAINTS

A review of land use, infrastructure and physical constraints has been undertaken at a desktop level. The findings of these reviews are illustrated in **Figure 19** (Land Use, Infrastructure and Physical Constraints Map) and the implications arising from these reviews are discussed below.

As portrayed in **Figure 18**, the precinct is contained within the Rural Living Zone. A variety of non-residential land uses are evident within the precinct, including fodder production and grazing, accommodation and areas set aside for public conservation and open space.

Accommodation

Accommodation areas (i.e. Dutton Way Caravan Park and the Henty Bay Beachfront Holiday Park) are located close to the coastline along Dutton Way, which has access to key road and service infrastructures (i.e. power, reticulated water and sewerage). While these types of uses do not preclude the development of rural residential land in future, their presence signals that the land has the potential for other accommodation and tourism-oriented uses due to proximity to infrastructure services and to unique amenity and recreational assets. Given the scale of infrastructure invested in these sites, it is unlikely that these areas will be further developed for rural residential uses.

Agriculture

Much of the land within the precinct is constrained from being developed at rural residential densities due to infrastructure constraints (i.e. suitable road infrastructure). As a result, much of the land remains in agricultural production (predominantly for grazing and fodder production). Even so, much of the land within the precinct is constrained for optimal agricultural use due to wet and low-lying areas. As a result, this land is either not immediately available for rural residential development or is significantly constrained from achieving development at typical rural residential densities.

It is also noted that an EPA works approval and planning permit has been issued for a \$60 million, 1000 tonne capacity on-shore abalone farm within the precinct and that an application for review of these decisions have been lodged with the Victorian Civil and Administrative Tribunal. The implications arising from this decision cannot be further assessed until such time as the hearing has taken place and a decision passed down. In the event that the decision is upheld, it is reasonable to assume that the subject land would be taken out of rural residential land supply.

Public Lands

A number of parcels which are reserved for public purposes within the precinct are contained in the Rural Living Zone. These areas should be precluded from any Rural Living Zone 'supply' and an appropriate zone should be applied to recognise these public lands for their public purpose.

Sewerage and Wastewater

Parts of land north and south of Matheson Street and Dutton Way are serviced with reticulated sewer. However, for un-serviced areas, the required setback distances between primary treatment plants (60 metres) and wetlands, water areas and coastal areas represent a constraint to further rural residential development as a result of the cost to develop advanced secondary systems. These areas have addresses to the Princes Highway and Keillers Beach Road.

Roads

Parts of the precinct are well connected to sealed road infrastructure, including lots with an address to parts of Matheson Street, Dutton Way and Keillers Beach Road. However, land without direct access to the roads has not been developed, which signals a direct impact on the developability for lots due to the costs to extend road infrastructure from existing nodes. The inherent costs to develop this infrastructure represent a significant constraint to developing these areas at optimal rural residential densities.

The precinct is also serviced by the Princes Highway. Access from the Princes Highway to existing vacant lots is supported. However, further subdivision of land would likely be required to provide for service road infrastructure or require shared road access (by way of common property). These are not highly desirable arrangements for rural residential development and, as a result, represent a constraint to the further subdivision of Rural Living Zone adjoining the Princes Highway.

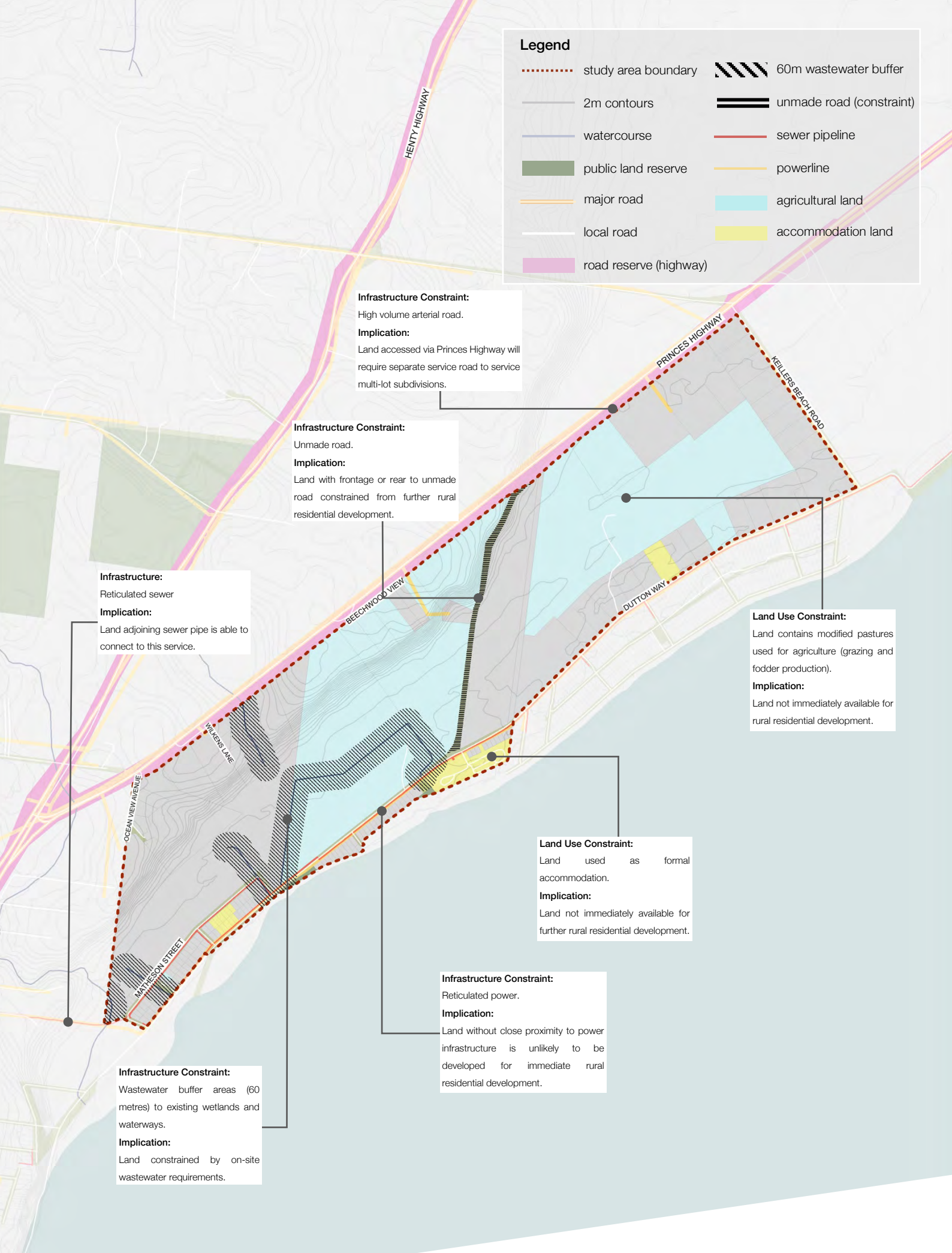


Figure 19. Dutton Way Rural Living Precinct: Land Use, Infrastructure and Physical Constraints

6.1.16 ENVIRONMENTAL VALUES AND CONSTRAINTS

A review of environmental values which represent constraints to rural residential development have been undertaken at a desktop level. The findings of this review are illustrated in **Figure 20** (Environmental Values and Constraints Map) and the implications arising from these reviews are discussed below.

Native Flora and Fauna

The precinct contains dense remnant bushland vegetation and coastal scrub within coastal reserves, road reserves and private property. A number of protected fauna species have been recorded within the precinct and surrounds, predominantly in close proximity to modified waterways and areas of remnant native bushland. While these items do not necessarily preclude rural residential development, it is important for rural residential development to avoid areas which would result in the loss of critical habitat for protected species.

Bushfire

Parts of the precinct are affected by the Bushfire Management Overlay, which is mapped to a significant patch of dense remnant bushland along the Princes Highway. Parts of Dutton Way are identified as having a 'moderate' rating for consequences according to the risk criteria for human settlements contained within the Victorian Fire Risk Register (VFRR). Both the BMO and VFRR mapping show higher-risk areas of bushfire hazard with addresses to the Princes Highway and Beechwood View. The Victorian Planning Provisions state that population growth and development should be directed to low-risk locations, being those assessed as having a radiant heat flux of less than 12.5 kilowatts/square metre. As such, the threat of bushfire and grass fire should be seriously considered by decision makers when making decisions which affect the direction of population growth and development.

Coastal Erosion

Coastal erosion modelling has been undertaken by AECOM (on behalf of Glenelg Shire Council) for areas between Dutton Way and Narrawong and is the best available information on the impacts of coastal erosion within the study area. The scenario for modelling assumes the failure of the armoured rock wall, which currently protects the coastline between Portland and Allestree from coastal erosion processes. The outcome of the study shows the combined impacts of sea-level rise, groundwater intrusion and potential coastal acid sulfate soils arising from this scenario. While the modelling is not recognised within the Glenelg Planning Scheme, the study (Coastal Spaces

– Inundation and Erosion – Coastal Engineering Study, 2010) and the Victorian Planning Provisions identify the need to apply the ‘precautionary principle’ to land use planning and decision-making. The area identified by the model, which demonstrates the impact of coastal erosion to the year 2100, has been recognised as ‘constrained’ on this basis. Coastal erosion (under this scenario) is shown to affect lots with addresses along Matheson Street, Dutton Way and Keillers Beach Road.

Potential coastal acid Sulfate Soils

Potential coastal acid sulfate soils (CASS) occur naturally in coastal and inland settings and contain metal sulphide materials which, if exposed, can react with oxygen and water to form sulfuric acid. The formation of these acids can corrode concrete and steel, contaminate food and cause harm to plants, animals and drinking water supply. Areas at risk of CASS are identified in Figure 10. The Victorian Planning Provisions identify that development should avoid areas identified within coastal hazard areas susceptible to acid sulfate soils. On this basis, these areas have been recognised as a ‘constraint’ to rural residential development. The ‘precautionary principle’ should be used to guide the planning and management of activities in areas with the potential to contain CASS. CASS’s are shown to affect land with addresses along Matheson Street, Dutton Way and Keillers Beach Road.



Figure 20. Dutton Way Rural Living Precinct: Environmental Values and Constraints

6.1.17 DEVELOPMENT ACTIVITY, SUPPLY AND DEMAND

A review of projected rural residential demand has been undertaken as part of a separate report titled 'MacroPlan Rural Residential Land Supply and Demand Assessment'. The key findings of these assessments are illustrated in **Figure 21** (Rural Residential Development Activity and Supply). A review of these findings and implications arising from these assessments are discussed below.

Land Supply and Demand

There are 165 lots within the precinct which have been assessed for their rural residential capacity. Approximately 26% of the precinct's available rural residential lots (i.e. Rural Living Zone land) are undeveloped.

The following observations are drawn from the findings of the rural residential land supply and demand assessment for the Dutton Way Rural Living Precinct:

- It is projected that a total of 22.1 rural residential lots are required to provide fifteen years of rural residential land supply for the Dutton Way Rural Living Precinct.
- It is estimated that this precinct has 216.2 hectares of Rural Living Zone land to cater for this demand before applying the results of constraints assessments.

Planning provisions, environmental constraints, infrastructure requirements and local appetite for development have a highly influential role over the pattern of development within Allestree's rural residential land stocks. Constraints arising from technical assessments (illustrated in **Section 6.3.2** and **Section 6.3.3**) outline how these factors affect development uptake and have been applied to rural residential supply data, with the main observations arising from these analyses outlined in **Figure 20**. The lot yields incorporated within the rural residential supply assessment have taken into account these constraints in deriving yields for each lot.

The following observations are drawn from the findings of these constraint assessments and assessment of rural residential land supply and demand for the Dutton Way Rural Living Precinct:

- Approximately 5 lots have been assessed as containing 'dormant' supply (based on the existing lot pattern) due to a combination of land use, infrastructure, physical and environmental constraints.
- A yield of 23 dwellings is expected to be developed from the 5 dormant supply lots, which represents approximately 15 years of rural residential land supply.

- Approximately 44 lots have been assessed as containing 'immediate' supply based on their suitability for rural residential development.
- A yield of 44 dwellings is expected to be developed from the 44 immediate supply lots, which represents approximately 30 years of rural residential land supply.
- It is noted that the lot pattern of this land is more typical of residential densities, than of rural residential densities. When combined with infrastructure services and proximity to a major population centre (Portland), this land does not present as a rural residential property supply type. If excluded from this supply scenario, the 'immediate' lot yield is reduced to 9 existing lots with a yield capacity of 9 additional dwellings.

It is noted that the factors which contribute to 'dormant' supply do not preclude the development or uptake of lots with potential additional lot yield. However, when combined with land supply and demand findings, the data clearly signals that these factors contribute to the markets current appetite to develop these lots.

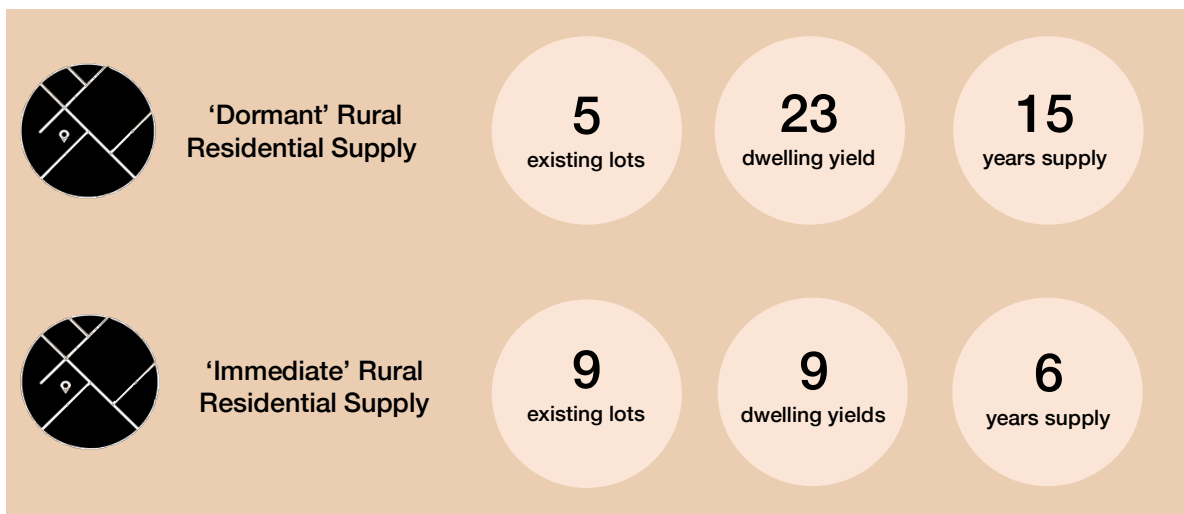




Figure 21. Dutton Way Rural Living Precinct: Rural Residential Development Activity and Supply

6.1.18 RURAL RESIDENTIAL FRAMEWORK

This section provides a local framework for the management of future rural residential development, which should be read in conjunction with overarching principles for rural residential land use and development laid out in **Section 8** (Strategic Framework).

The Dutton Way Rural Residential Framework provides recommendations to ensure an adequate supply of rural residential land is available to the market, which takes into account preferences for lot size, amenity, realistic development yields and existing development constraints.

While there is demonstrated demand for rural residential development in Glenelg Shire Council, there is subdued historical demand for development within the Dutton Way Rural Living Precinct.

A number of constraints within Dutton Way's rural residential land stock have been identified, which limit these lands from accommodating more of the current and projected rural residential development activity. The most significant constraints include bushfire, slope and low-lying land, coastal erosion and areas at risk of potential coastal acid sulfate soils.

The following recommendations are proposed on the basis that Dutton Way comprises 6 years of 'immediate' supply of rural residential land, based on projected rates of development. These recommendations should be closely monitored over the plan period and reviewed annually to ensure land is brought onto the market when required.

These recommendations should be read in conjunction with **Figure 22** (Dutton Way Rural Residential Framework)

D1 Reinforce the condition of existing rural/urban interfaces and the role of these interfaces in reducing land use conflicts on the rural/rural residential edge through any future land use.

D2 Support the retention of existing Rural Living Zone land within the Bolwarra Rural Living Precinct, where sewerage services are not available.

D3 Consider appropriate zone to recognise existing Rural Living Zone land (on small lots) between Matheson Street and the Henty Bay Beachfront Holiday Park (serviced with sewerage infrastructure) as distinct from other 'rural residential' property supply types in conjunction with the preparation of a Dutton Way Structure Plan (recommendation **D4**).

D4 Consider preparation of a localised structure plan for the area within and adjacent to the Special Use Zone (Schedule 3) in Dutton Way, with a particular focus on the arrangements for coastal infrastructure and implications for settlement.

D5 Investigate rezoning of land reserved for public purposes to an appropriate zone in consultation with the appropriate public land manager.

D6 Investigate and pair town planning and investment attraction initiatives to increase the uptake of 'dormant' and 'immediate' Rural Living Zone land supply stocks within the Dutton Way Rural Living Precinct (i.e. Rural Residential Development Guide).

D7 Review the minimum lot size for subdivision in the Rural Living Zone when immediate and dormant land supply stocks approach 20 years of supply within the 'Portland and Surrounds' area, with the view to reducing minimum lot sizes of existing Rural Living Zone land to ensure efficient use of existing rural residential supply stocks.

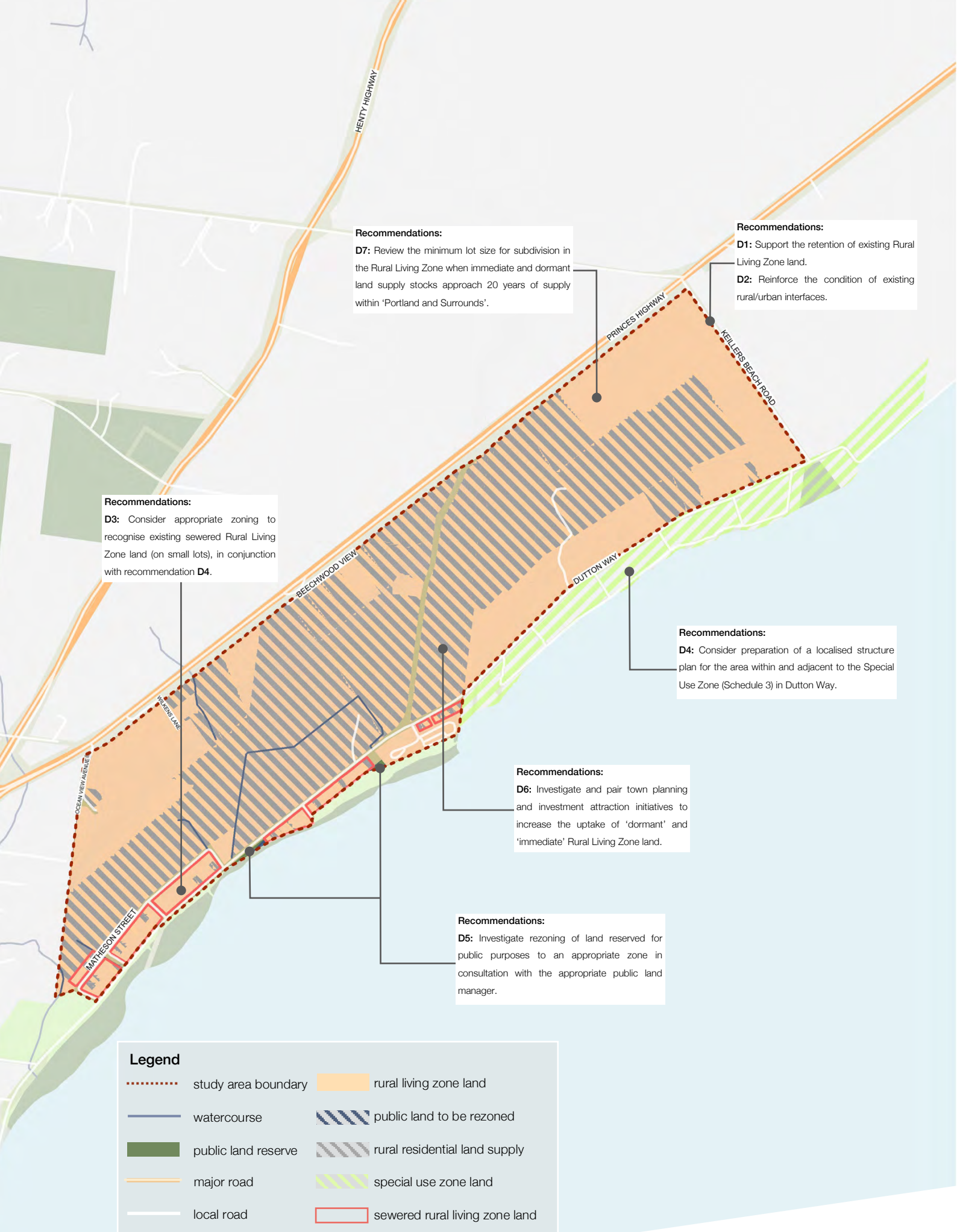


Figure 22. Dutton Way Rural Residential Framework

6.1.19 NARRAWONG RURAL LIVING PRECINCT

This section of the Report documents the existing conditions within the Narrawong Rural Living Precinct which need to be considered in the preparation of a rural living framework for Portland and its surrounds.

6.1.20 RURAL RESIDENTIAL CONTEXT

A review of the precinct's rural residential context has been undertaken at a desktop level. The findings of these reviews are illustrated in **Figure 23** (Rural Residential Context) and the implications arising from these reviews are discussed below.

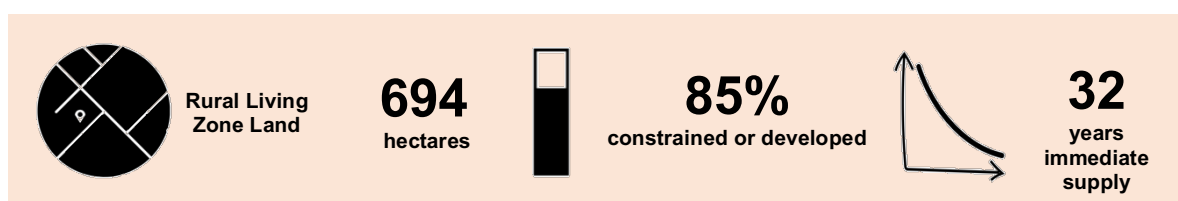
The Glenelg Planning Scheme currently supports Narrawong's potential for rural residential development and uses which are compatible with the existing rural residential environs, with approximately 694 hectares of land contained within the Rural Living Zone. This land is split between two development fronts between the Mount Clay State Forest and the northern urban boundary of the Narrawong township and South of the Princes Highway between the eastern urban boundary of the Narrawong township and McCombes Road.

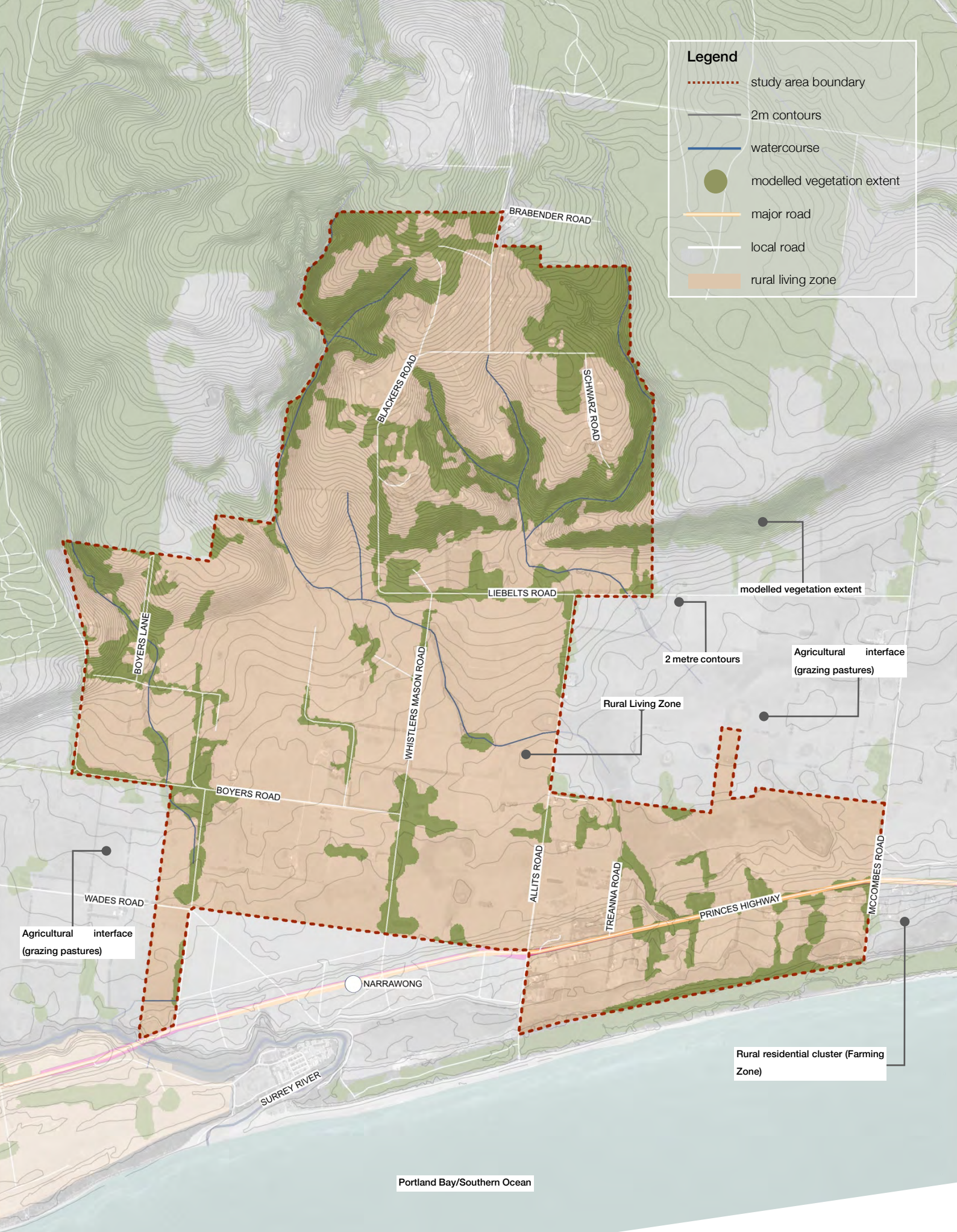
The development front to the north is situated in close proximity to the Mount Clay State Forest and the Narrawong Flora Reserve, which contains dense native forests and bushland reserves. This area also contains sensitive riparian environs, waterways and patches of dense, remnant native vegetation.

The development front to the south is situated south of the Princes Highway and contain significant wet areas and dunal systems which adjoin the Portland Bay coastline.

These lands interface with agricultural uses (grazing pastures) to the northeast and west of the precinct and to a rural residential cluster (Farming Zone) due east.

Much of the land within this precinct is used as part of larger agricultural holdings and is not available for immediate development. The remaining land has been either previously developed or is constrained from being developed at typical rural residential densities due to environmental values, constraints and serviceability.





Legend

- - - study area boundary
- 2m contours
- watercourse
- modelled vegetation extent
- major road
- local road
- rural living zone

Figure 23. Narrawong Rural Living Precinct: Rural Residential Context

6.1.21 LAND USE, INFRASTRUCTURE AND PHYSICAL CONSTRAINTS

A review of land use, infrastructure and physical constraints has been undertaken at a desktop level. The findings of these reviews are illustrated in **Figure 24** (Land Use, Infrastructure and Physical Constraints Map) and the implications arising from these reviews are discussed below.

As portrayed in **Figure 23**, the precinct is contained within the Rural Living Zone. A variety of non-residential land uses are evident within the precinct, including fodder production and grazing, accommodation and areas set aside for public conservation and open space.

Accommodation

Accommodation areas (i.e. Seaside Haven and Henty Bay Estate) are both located south of the Princes Highway with aspects to the coast (background) and dunal system (foreground), with access to key road and service infrastructures (i.e. power and reticulated water). While these types of uses do not preclude the development of rural residential land in future, their presence signals that the land has the potential for other accommodation and tourism-oriented uses due to proximity to infrastructure services and to unique amenity and recreational assets. Given the domestic scale of infrastructure invested in these sites, it is likely that these areas could be returned to a primary rural residential use.

Agriculture

Much of the land within the precinct is constrained from being developed at rural residential densities due to physical and infrastructure constraints (i.e. slope and areas for on-site wastewater infrastructure). As a result, much of the land remains in agricultural production (predominantly for grazing and fodder production). This land is either not immediately available for rural residential development or is significantly constrained from achieving development at typical rural residential densities.

Public Lands

A number of parcels which are reserved for public purposes within the precinct are contained in the Rural Living Zone (i.e. Narrawong Cemetery). Land that is utilised for a public purpose should not be recognised as rural residential 'supply' and should be rezoned to an appropriate public zone.

Sewerage and Wastewater

There is no reticulated sewerage within the precinct. Much of the land within the precinct is constrained by wetlands, watercourses and water areas, which has a direct impact on the wastewater serviceability for lots which are not connected to reticulated sewer. Many lots are affected by setback distances between primary treatment plants (60 metres) and wetlands, water areas and coastal areas. For these areas, wastewater represents a constraint to further rural residential development as a result of the cost to develop advanced secondary systems.

Roads

Parts of the precinct are well connected to sealed road infrastructure, including lots with an address to parts of Blackers Road, Schwarz Road, Whistlers Mason Road, Liebelts Road, Allits Road. However, land which relies on access from Treanna Road and Wallys Lane is constrained by unmade or partially constructed road reserves. This has a direct impact on the developability for lots due to the costs to extend road infrastructure from existing nodes. The inherent costs to develop this infrastructure represent a significant constraint to develop these areas at optimal rural residential densities.

The precinct is also serviced by the Princes Highway. Access from the Princes Highway to existing vacant lots is supported. However, further subdivision of land would likely be required to provide for service road infrastructure or require shared road access (by way of common property). These are not highly desirable arrangements for rural residential development and, as a result, represent a constraint to the further subdivision of Rural Living Zone adjoining the Princes Highway.

Slope

Parts of the precinct are located on the lower slopes of the Mount Clay geographic area. Available soil and erosion data from the Glenelg Catchment Land Resource Assessment (carried out by the former Department of Natural Resources and Glenelg Catchment Management authority) has been reviewed for this area. This data outlines the susceptibility of land within the study area to mass erosion, gully erosion, sheet/trill erosion and wind erosion at a catchment scale. Parts of Narrawong are shown to have a moderate susceptibility of land to wind erosion and very low susceptibility to other types of erosion. Rural residential development has historically located on these lands to obtain panoramic vantage points over the Portland Bay coastline. No landslip events have been recorded to date and past rural residential development has shown to appropriately manage the risks arising from soil erosion on these slopes. The absence of

development on the most extreme slopes signals that the costs and risk of developing these areas may be beyond the threshold the current market is willing to accept.

Legend

- study area boundary
- local road
- Narrawong Cemetery
- 2m contours
- road reserve (highway)
- accommodation
- watercourse
- 60m wastewater buffer
- horticultural land
- public land reserve
- unmade road (constraint)
- major road
- agricultural land

Land Use Constraint:

Public land reserved for conservation purposes.

Implication:

Land not available for rural residential subdivision.

Physical Constraint:

Steeply sloping land subject to potential erosion.

Implication:

Rural residential development to avoid areas susceptible to erosion.

Infrastructure Constraint:

Wastewater buffer areas (60 metres) to existing wetlands and waterways.

Implication:

Land constrained by on-site wastewater requirements.

Land Use Constraint:

Land contains modified pastures used for agriculture (grazing and fodder production).

Implication:

Land not immediately available for rural residential development.

Infrastructure Constraint:

Unmade or privately maintained road.

Implication:

Land with frontage or rear to unmade road constrained from further rural residential development.

Infrastructure Constraint:

High volume arterial road.

Implication:

Land accessed via Princes Highway will require separate service road to service multi-lot subdivisions.

Land Use Constraint:

Public land reserved for cemetery purposes.

Implication:

Land not available for rural residential development.

Land Use Constraint:

Land used as formal accommodation.

Implication:

Land not immediately available for further rural residential development.

Land Use Constraint:

Land used for horticultural uses.

Implication:

Land not immediately available for further rural residential development.

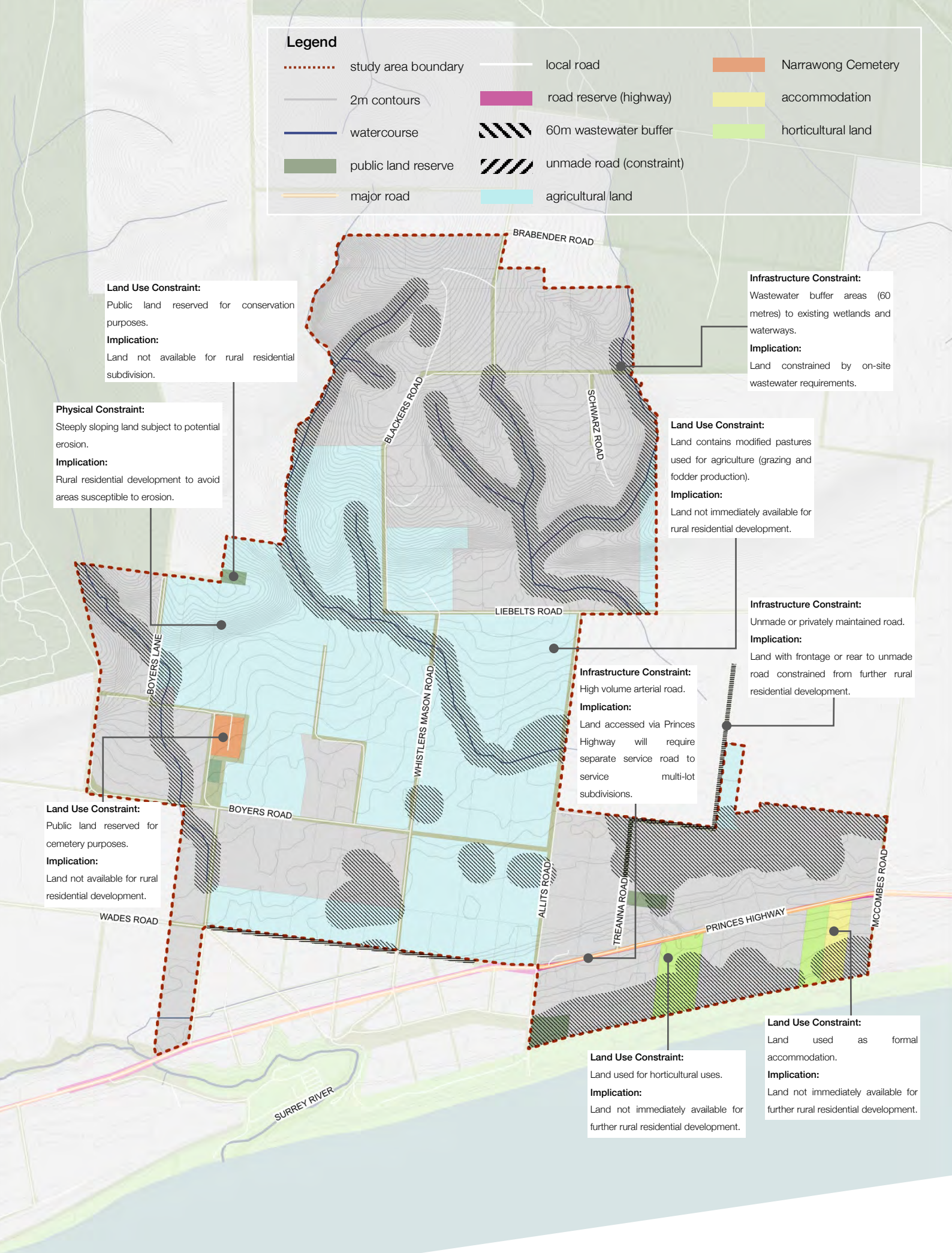


Figure 24. Narrawong Rural Living Precinct: Land Use, Infrastructure and Physical Constraints Map

6.1.22 ENVIRONMENTAL VALUES AND CONSTRAINTS

A review of environmental values which represent constraints to rural residential development have been undertaken at a desktop level. The findings of this review are illustrated in **Figure 25** (Environmental Values and Constraints Map) and the implications arising from these reviews are discussed below.

Native Flora and Fauna

The precinct contains dense remnant bushland vegetation and coastal scrub within coastal reserves, road reserves and private property. A number of protected fauna and flora species have been recorded within the precinct and surrounds, predominantly in close proximity to the Surrey River, Mount Clay and Narrawong Flora Reserve. While these items do not necessarily preclude rural residential development, it is important for rural residential development to avoid areas which would result in the loss of critical habitat for protected species.

Bushfire

Parts of the precinct are affected by the Bushfire Management Overlay, which is mapped around dense coastal scrub located within the dunal system adjoining the Portland Bay coastline, the Mount Clay and Narrawong Flora Reserves and contiguous patches of dense bushland. Parts of the precinct are identified as having a 'moderate' rating for consequences according to the risk criteria for human settlements contained within the Victorian Fire Risk Register (VFRR). Both the BMO and VFRR mapping show higher-risk areas of bushfire hazard on land north of Boyers Road and Liebelts Road. The Victorian Planning Provisions state that population growth and development should be directed to low-risk locations, being those assessed as having a radiant heat flux of less than 12.5 kilowatts/square metre. As such, the threat of bushfire and grass fire should be seriously considered by decision makers when making decisions which affect the direction of population growth and development.

Potential coastal acid Sulfate Soils

Potential coastal acid sulfate soils (CASS) occur naturally in coastal and inland settings and contain metal sulphide materials which, if exposed, can react with oxygen and water to form sulfuric acid. The formation of these acids can corrode concrete and steel, contaminate food and cause harm to plants, animals and drinking water supply. Areas at risk of CASS are identified in Figure 10. The Victorian Planning Provisions identify that development should avoid areas identified within coastal hazard areas susceptible to acid sulfate soils. On this basis, these areas have been recognised as

a 'constraint' to rural residential development. The 'precautionary principle' should be used to guide the planning and management of activities in areas with the potential to contain CASS. CASS's are shown to affect land south of the Princes Highway east and west of Narrawong.

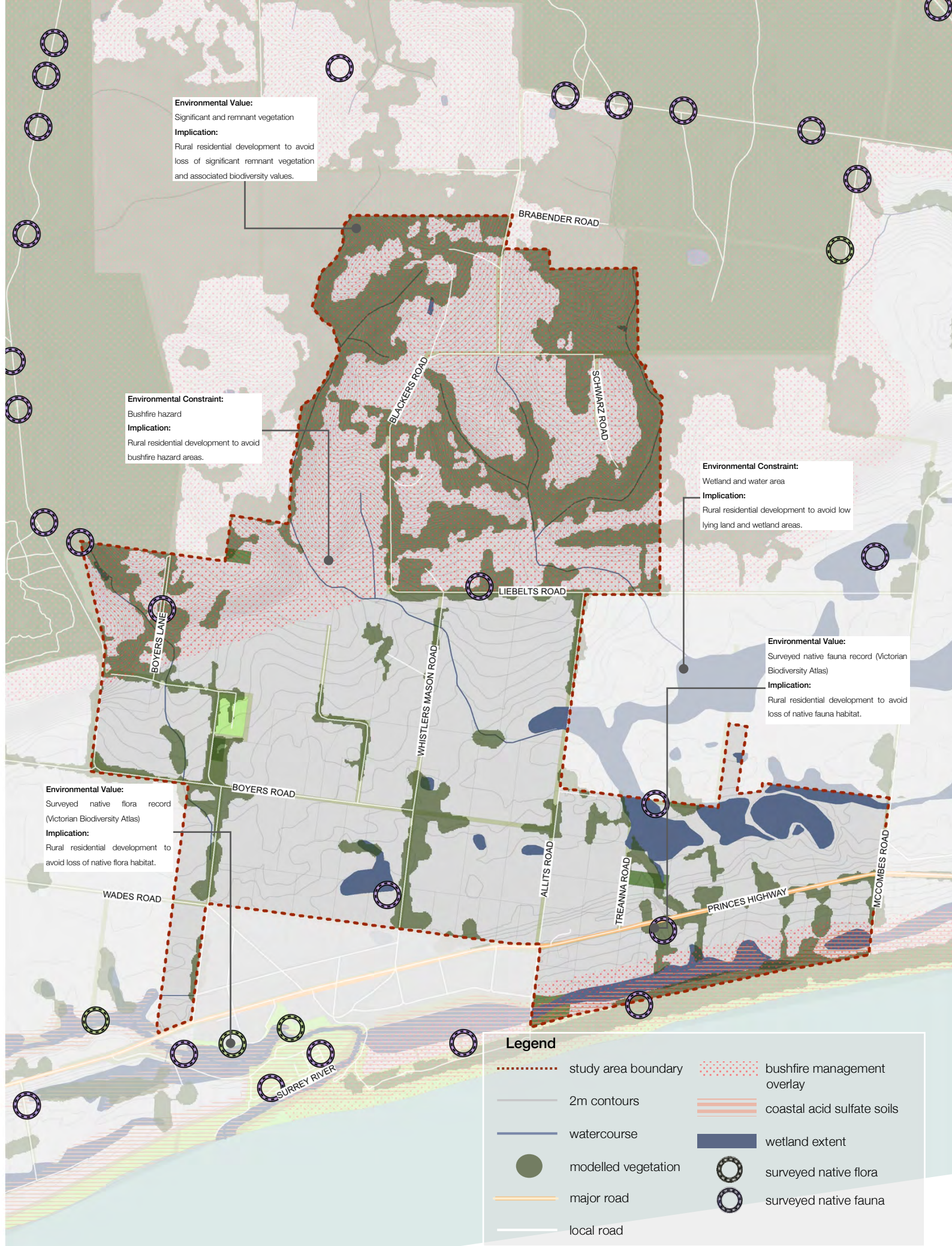


Figure 25. Narrawong Rural Living Precinct: Environmental Values and Constraints

6.1.23 DEVELOPMENT ACTIVITY, SUPPLY AND DEMAND

A review of projected rural residential demand has been undertaken as part of a separate report titled 'MacroPlan Rural Residential Land Supply and Demand Assessment'. The key findings of these assessments are illustrated in **Figure 26** (Rural Residential Development Activity and Supply). A review of these findings and implications arising from these assessments are discussed below.

Land Supply and Demand

There are 127 lots within the precinct which have been assessed for their rural residential capacity. Approximately 51% of the precinct's available rural residential lots (i.e. Rural Living Zone land) are undeveloped.

The following observations are drawn from the findings of the rural residential land supply and demand assessment for the Narrawong Rural Living Precinct:

- It is projected that a total of 15 rural residential lots are required to provide fifteen years of rural residential land supply for the Narrawong Rural Living Precinct.
- It is estimated that this precinct has 694.3 hectares of Rural Living Zone land to cater for this demand before applying the results of constraints assessments.

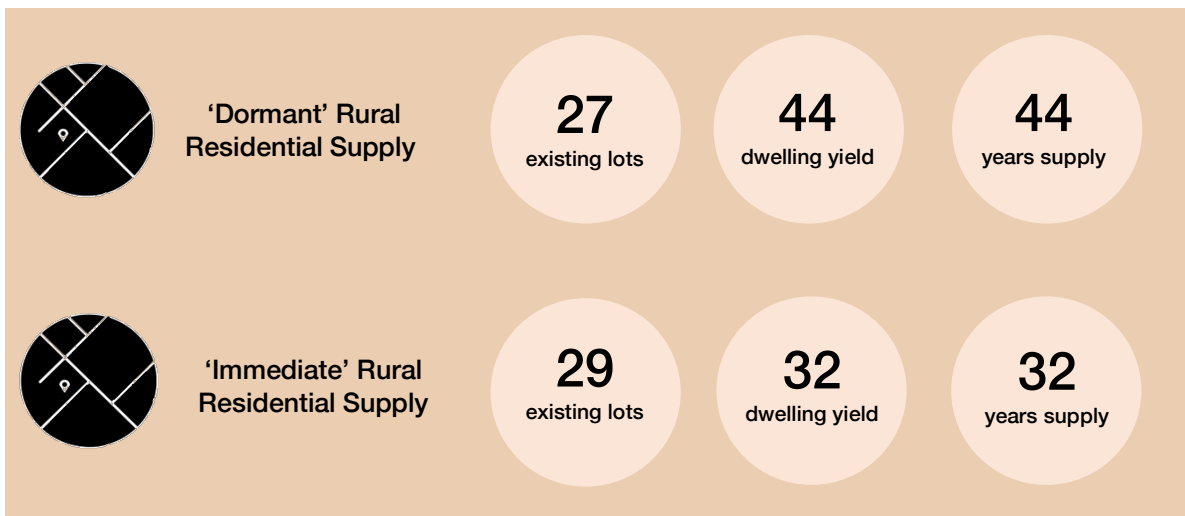
Planning provisions, environmental constraints, infrastructure requirements and local appetite for development have a highly influential role over the pattern of development within Allestree's rural residential land stocks. Constraints arising from technical assessments (illustrated in **Section 6.4.2** and **Section 6.4.3**) outline how these factors affect development uptake and have been applied to rural residential supply data, with the main observations arising from these analyses outlined in **Figure 20**. The lot yields incorporated within the rural residential supply assessment have taken into account these constraints in deriving yields for each lot.

The following observations are drawn from the findings of these constraint assessments and assessment of rural residential land supply and demand for the Narrawong Rural Living Precinct:

- Approximately 27 lots have been assessed as containing 'dormant' supply (based on the existing lot pattern) due to a combination of land use, infrastructure, physical and environmental constraints.
- A yield of 44 dwellings is expected to be developed from the 27 dormant supply lots, which represents approximately 44 years of rural residential land supply.

- Approximately 29 lots have been assessed as containing 'immediate' supply based on their suitability for rural residential development.
- A yield of 32 dwellings is expected to be developed from the 29 immediate supply lots, which represents approximately 32 years of rural residential land supply.

It is noted that the factors which contribute to 'dormant' supply do not preclude the development or uptake of lots with potential additional lot yield. However, when combined with land supply and demand findings, the data clearly signals that these factors contribute to the markets current appetite to develop these lots.



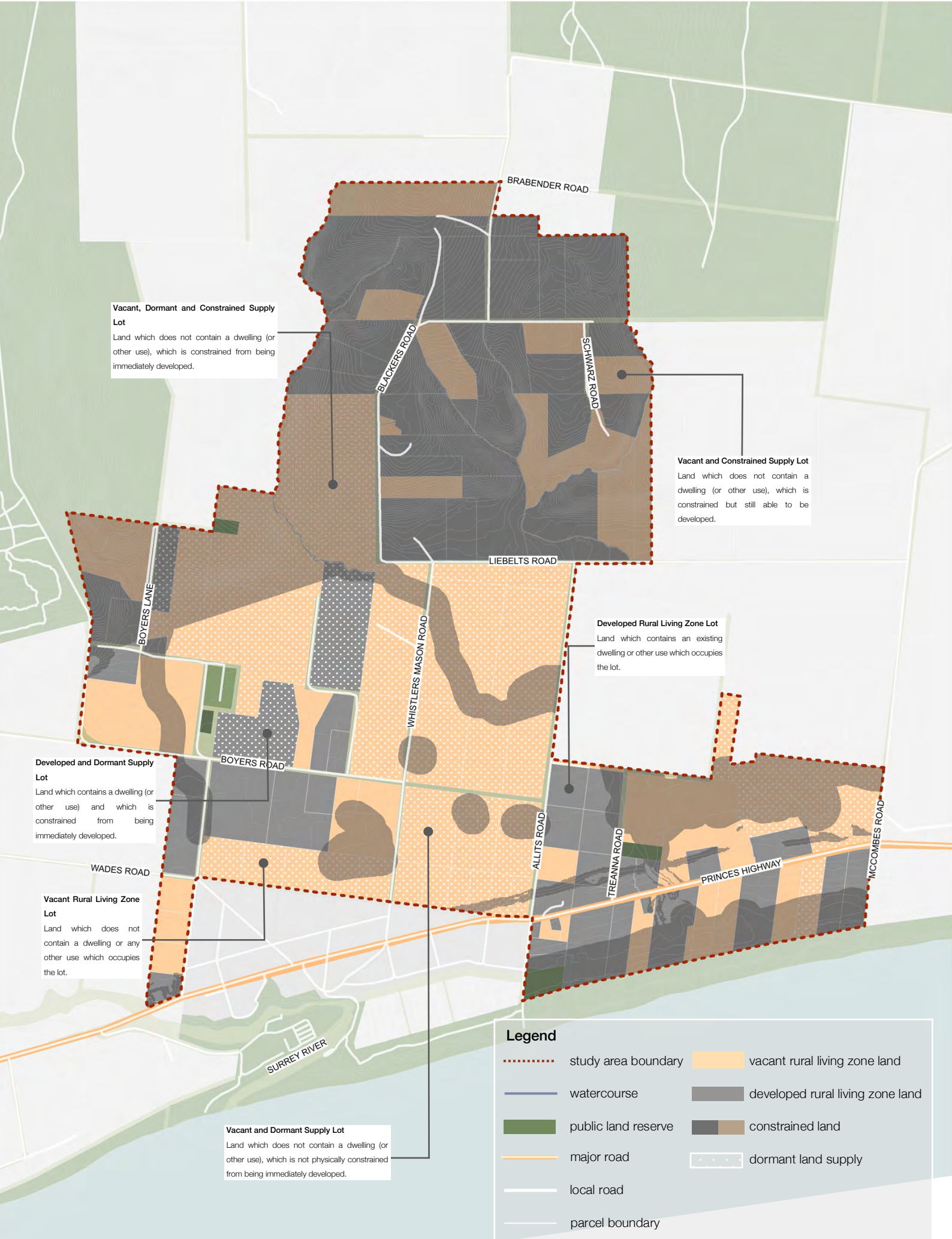


Figure 24. Narrawong Rural Living Precinct: Rural Residential Development

Activity and Supply

6.1.24 RURAL RESIDENTIAL FRAMEWORK

This section provides a local framework for the management of future rural residential development, which should be read in conjunction with overarching principles for rural residential land use and development laid out in **Section 8** (Strategic Framework).

The Narrawong Rural Residential Framework provides recommendations to ensure an adequate supply of rural residential land is available to the market, which takes into account preferences for lot size, amenity, realistic development yields and existing development constraints.

While there is demonstrated demand for rural residential development in Glenelg Shire Council, there is subdued historical demand for development within the Narrawong Rural Living Precinct.

A number of constraints within Narrawong's rural residential land stocks have been identified, which limit these lands from accommodating more of the current and projected rural residential development activity. The most significant constraints include bushfire, slope and low-lying land, and infrastructure serviceability (i.e. roads and wastewater).

The following recommendations are proposed on the basis that Narrawong comprises 32 years of 'immediate' supply of rural residential land, based on projected rates of development. These recommendations should be closely monitored over the plan period and reviewed annually to ensure land is brought onto the market when required.

These recommendations should be read in conjunction with **Figure 25** (Alleestree Rural Residential Framework).

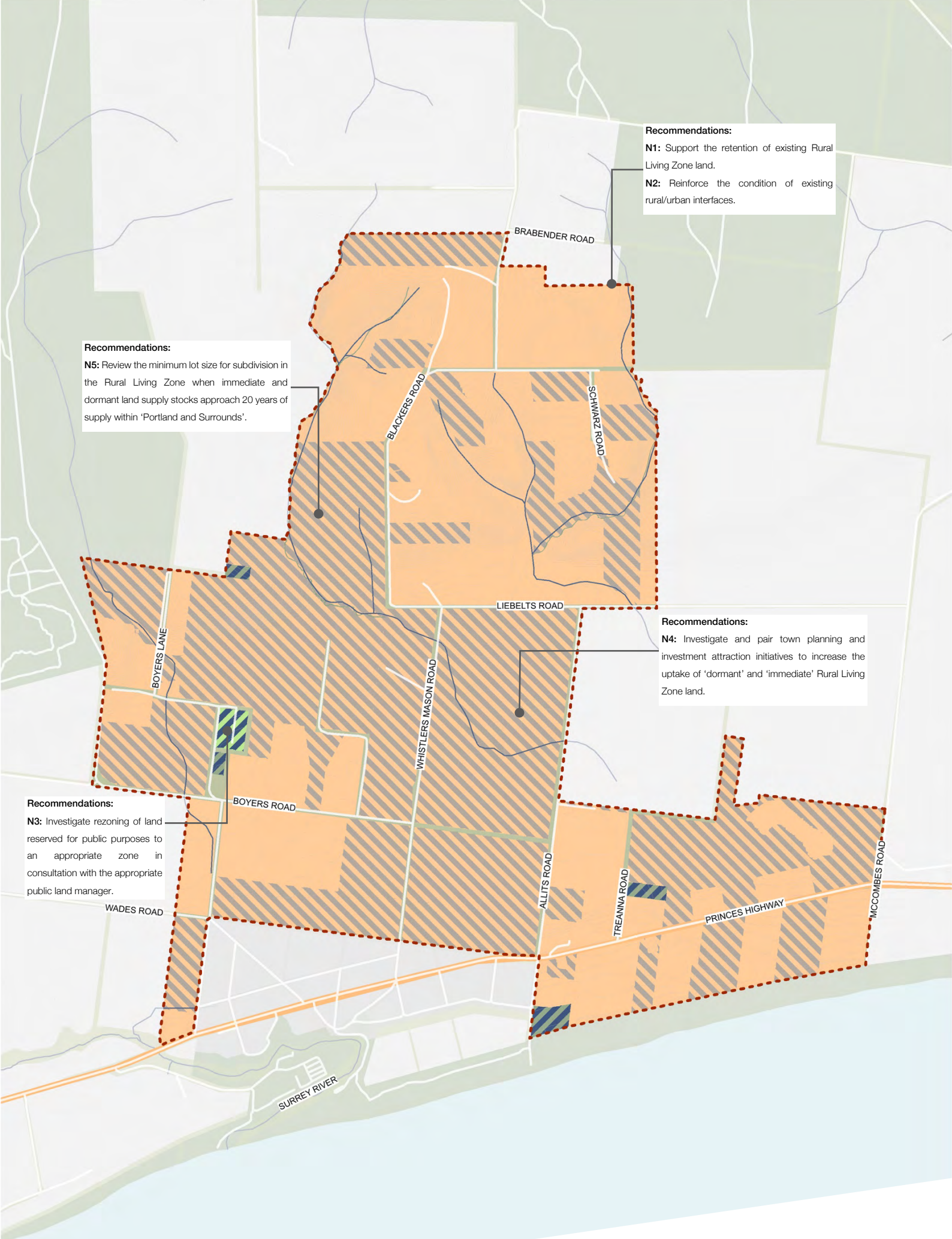
N1 Support the retention of existing Rural Living Zone land within the Narrawong Rural Living Precinct.

N2 Reinforce the condition of existing rural/urban interfaces and the role of these interfaces in reducing land use conflicts on the rural/rural residential edge through any future land use.

N3 Investigate rezoning of land reserved for public purposes to an appropriate zone in consultation with the appropriate public land manager.

N4 Investigate and pair town planning and investment attraction initiatives to increase the uptake of 'dormant' and 'immediate' Rural Living Zone land supply stocks within the Narrawong Rural Living Precinct (i.e. Rural Residential Development Guide).

N5 Review the minimum lot size for subdivision in the Rural Living Zone when immediate and dormant land supply stocks approach 20 years of supply within the 'Portland and Surrounds' area, with the view to reducing minimum lot sizes of existing Rural Living Zone land to ensure efficient use of existing rural residential supply stocks.



Recommendations:
N1: Support the retention of existing Rural Living Zone land.
N2: Reinforce the condition of existing rural/urban interfaces.

Recommendations:
N5: Review the minimum lot size for subdivision in the Rural Living Zone when immediate and dormant land supply stocks approach 20 years of supply within 'Portland and Surrounds'.

Recommendations:
N4: Investigate and pair town planning and investment attraction initiatives to increase the uptake of 'dormant' and 'immediate' Rural Living Zone land.

Recommendations:
N3: Investigate rezoning of land reserved for public purposes to an appropriate zone in consultation with the appropriate public land manager.

Figure 27. Narrawong Rural Residential Framework

6.1.25 PORTLAND WEST RURAL LIVING PRECINCT

This section of the Report documents the existing conditions within the Portland West Rural Living Precinct which need to be considered in the preparation of a rural living framework for Portland and its surrounds.

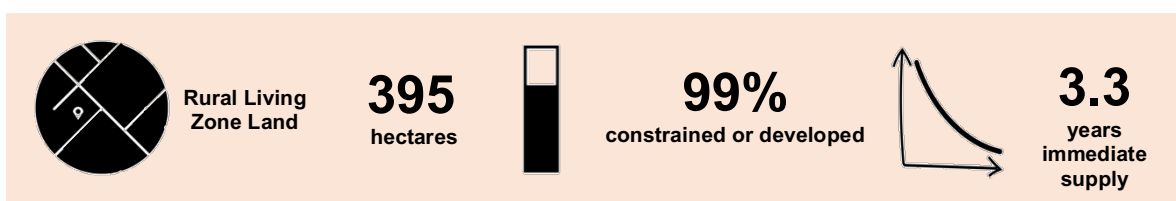
6.1.26 RURAL RESIDENTIAL CONTEXT

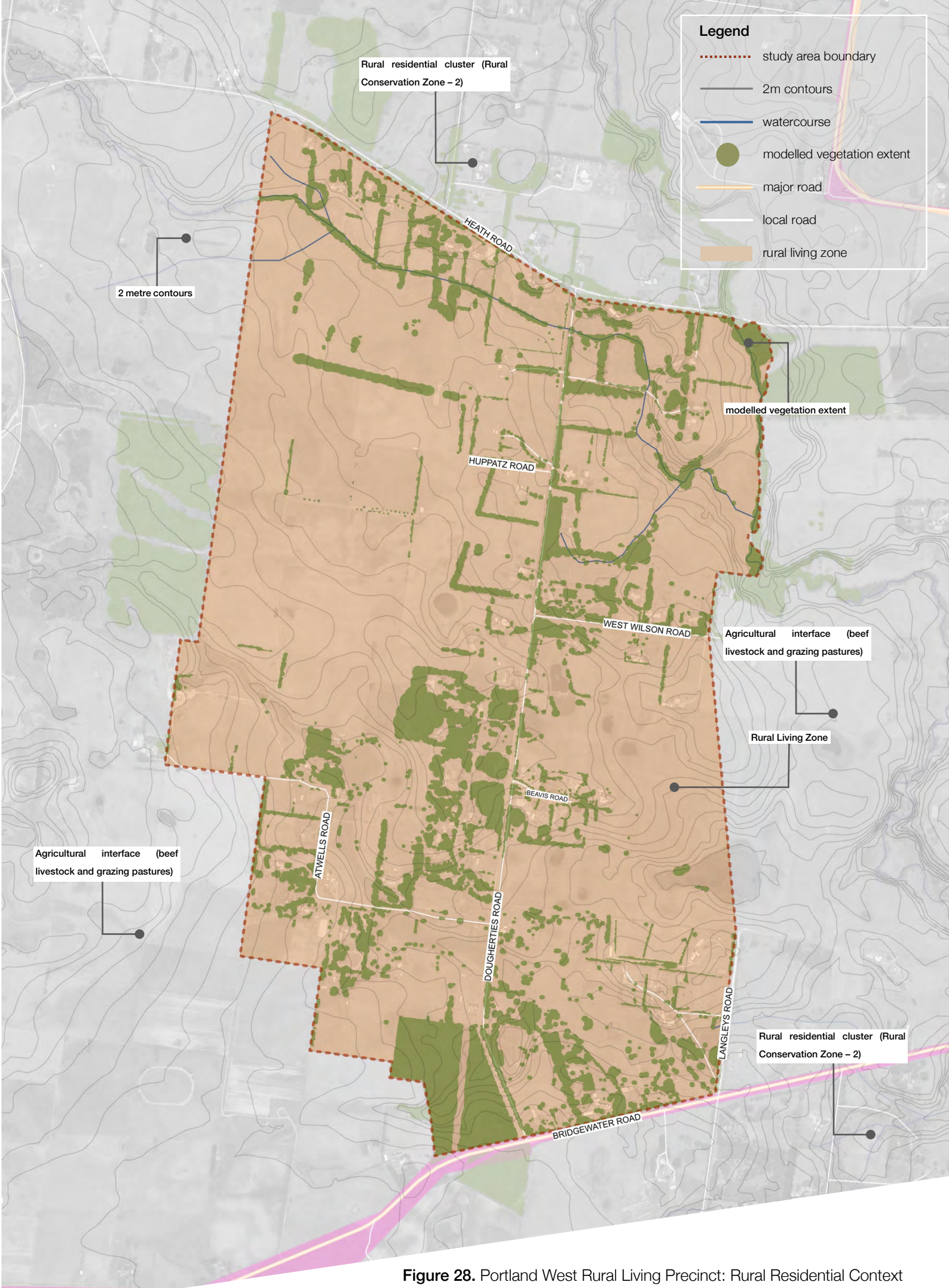
A review of the precinct's rural residential context has been undertaken at a desktop level. The findings of these reviews are illustrated in **Figure 28** (Rural Residential Context) and the implications arising from these reviews are discussed below.

The Glenelg Planning Scheme currently supports Portland West's potential for rural residential development and uses which are compatible with the existing rural residential environs, with approximately 395 hectares of land contained within the Rural Living Zone. The precinct contains large areas of planted native and exotic vegetation, large bushland reserves, sensitive riparian environs, waterways and wet areas.

These lands interface with agricultural uses (grazing pastures for dairy and beef livestock) to the east and west of the precinct and significant rural residential clusters to the north and southwest of the precinct.

Much of the land within this precinct is used as part of larger agricultural holdings and is not available for immediate development. The remaining land has been either previously developed or is constrained from being developed at typical rural residential densities due to environmental values and serviceability.





Legend

- - - - - study area boundary
- 2m contours
- watercourse
- modelled vegetation extent
- major road
- local road
- rural living zone

Figure 28. Portland West Rural Living Precinct: Rural Residential Context

6.1.27 LAND USE, INFRASTRUCTURE AND PHYSICAL CONSTRAINTS

A review of land use, infrastructure and physical constraints has been undertaken at a desktop level. The findings of these reviews are illustrated in **Figure 29** (Land Use, Infrastructure and Physical Constraints Map) and the implications arising from these reviews are discussed below.

As portrayed in **Figure 28**, the precinct is contained within the Rural Living Zone. A variety of non-residential land uses are evident within the precinct, including fodder production and grazing and areas set aside for public conservation and open space.

Agriculture

Much of the land within the precinct is constrained from being developed at rural residential densities due to physical and infrastructure constraints (i.e. roads and wastewater serviceability). As a result, much of the vacant land remains in agricultural production (predominantly for grazing and fodder production). This land is either not immediately available for rural residential development or is significantly constrained from achieving development at typical rural residential densities.

Sewerage and Wastewater

There is no reticulated sewerage within the precinct. Much of the land within the precinct is constrained by wetlands, watercourses and water areas, which has a direct impact on the serviceability for lots which are not connected to reticulated sewer. Many lots are affected by setback distances between primary treatment plants (60 metres) and wetlands, water areas and coastal areas. For these areas, wastewater represents a constraint to further rural residential development as a result of the cost to develop advanced secondary systems.

Roads

Parts of the precinct are well connected to sealed road infrastructure, including lots with an address to parts of Blackers Road, Schwarz Road, Whistlers Mason Road, Liebelts Road, Allits Road. However, land which relies on access from Treanna Road and Wallys Lane is constrained by unmade or partially constructed road reserves. This has a direct impact on the developability of land due to the costs to extend road infrastructure from existing nodes. The inherent costs to develop this infrastructure represent a significant constraint to develop these areas at optimal rural residential densities.

The precinct is also serviced by Bridgewater Road. Access from Bridgewater Road to existing vacant lots is supported. However, further subdivision of land would likely be required to provide for service road infrastructure or require shared road access (by way of common property). These are not highly desirable arrangements for rural residential development and, as a result, represent a constraint to the further subdivision of Rural Living Zone adjoining the Princes Highway.

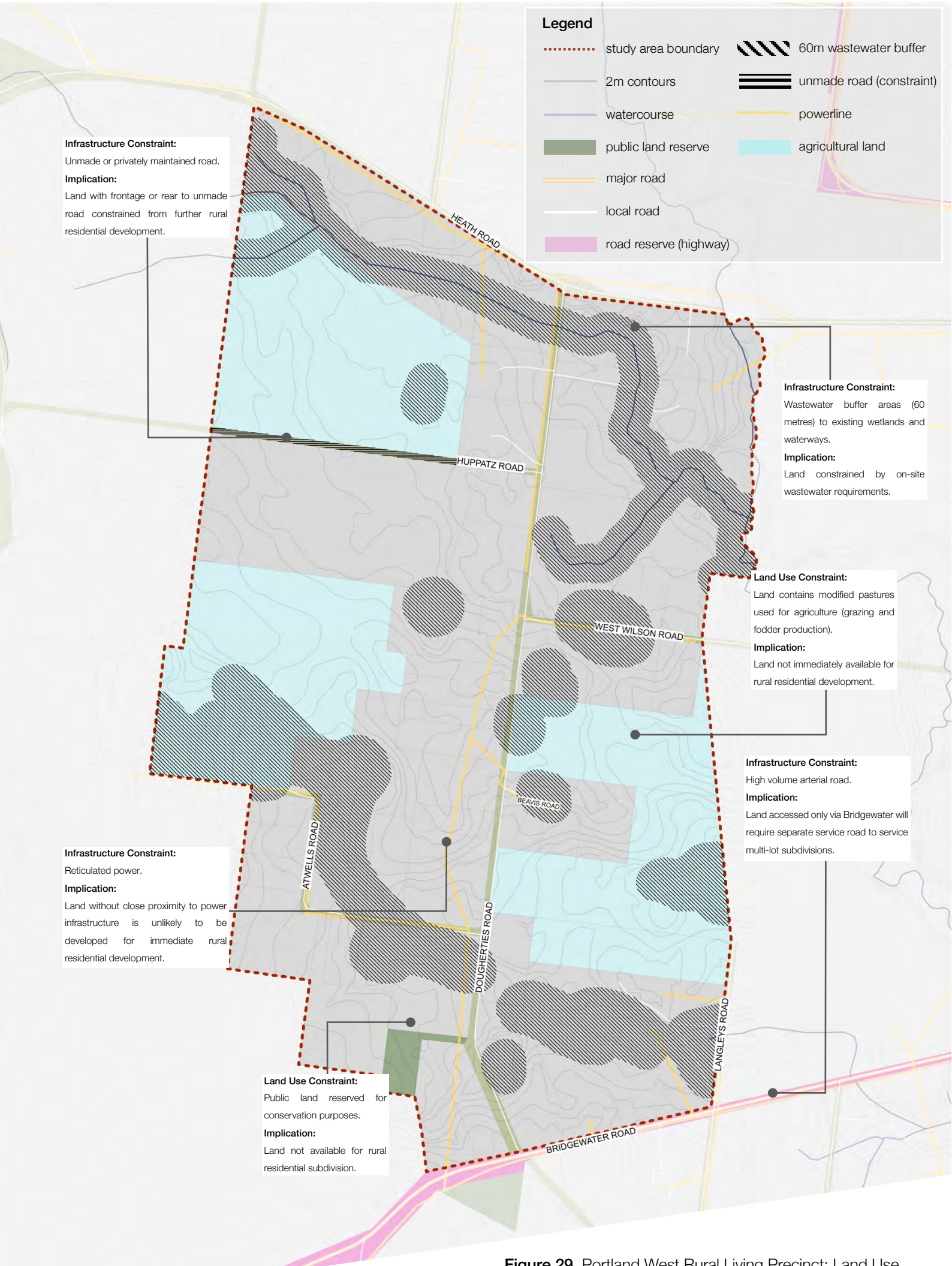


Figure 29. Portland West Rural Living Precinct: Land Use, Infrastructure and Physical Constraints

6.1.28 ENVIRONMENTAL VALUES AND CONSTRAINTS

A review of environmental values which represent constraints to rural residential development have been undertaken at a desktop level. The findings of this review are illustrated in **Figure 30** (Environmental Values and Constraints Map) and the implications arising from these reviews are discussed below.

Native Flora and Fauna

The precinct contains dense and scattered remnant bushland vegetation within public reserves, road reserves and private property. A number of protected fauna species have been recorded within the precinct and surrounds, predominantly in close proximity to seasonal water areas. While these items do not necessarily preclude rural residential development, it is important for rural residential development to avoid areas which would result in the loss of critical habitat for protected species.

Bushfire

Parts of the precinct are affected by the Bushfire Management Overlay, which is mapped around contiguous and scattered patches of bushland. Parts of the precinct are identified as having an 'moderate' rating for consequences according to the risk criteria for human settlements contained within the Victorian Fire Risk Register (VFRR). Both the BMO and VFRR mapping show higher-risk areas of bushfire hazard on land along Dougherties Road. Areas outside the precinct to the north and southeast are also contained in the Bushfire Management Overlay. Areas to the north area not identified within the VFRR human settlement mapping and areas to the south east are identified as having a 'high' rating. The Victorian Planning Provisions state that population growth and development should be directed to low-risk locations, being those assessed as having a radiant heat flux of less than 12.5 kilowatts/square metre. As such, the threat of bushfire and grass fire should be seriously considered by decision makers when making decisions which affect the direction of population growth and development.

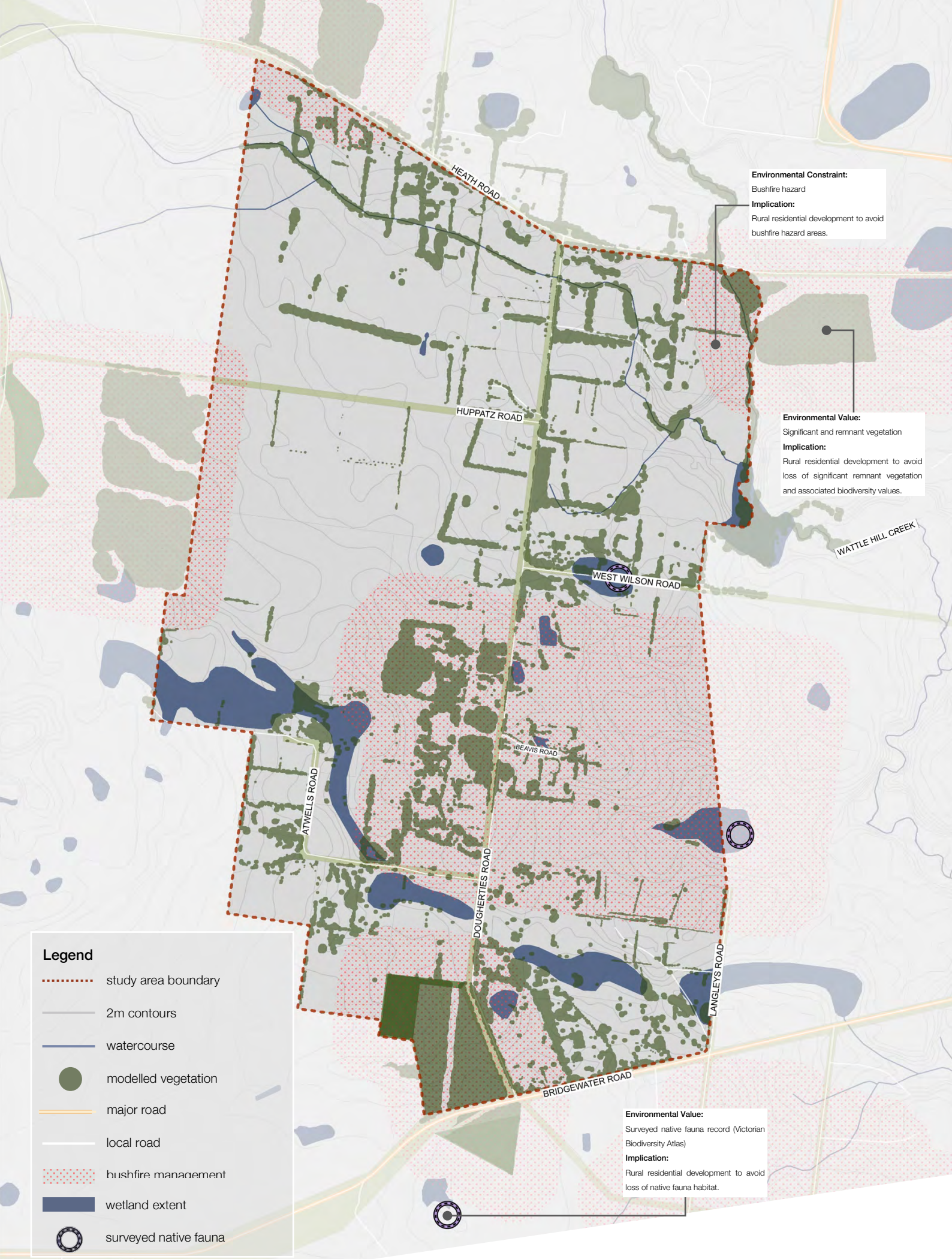


Figure 30. Portland West Rural Living Precinct: Environmental Values and Constraints

6.1.29 DEVELOPMENT ACTIVITY, SUPPLY AND DEMAND

A review of projected rural residential demand has been undertaken as part of a separate report titled 'MacroPlan Rural Residential Land Supply and Demand Assessment'. The key findings of these assessments are illustrated in **Figure 25** (Rural Residential Development Activity and Supply). A review of these findings and implications arising from these assessments are discussed below.

Land Supply and Demand

There are 76 lots within the precinct which have been assessed for their rural residential capacity. Approximately 10% of the precinct's available rural residential lots (i.e. Rural Living Zone land) are undeveloped.

The following observations are drawn from the findings of the rural residential land supply and demand assessment for the Dutton Way Rural Living Precinct:

- It is projected that a total of 45 rural residential lots are required to provide fifteen years of rural residential land supply for the Portland West Rural Living Precinct.
- It is estimated that this precinct has 395 hectares of Rural Living Zone land to cater for this demand before applying the results of constraints assessments.

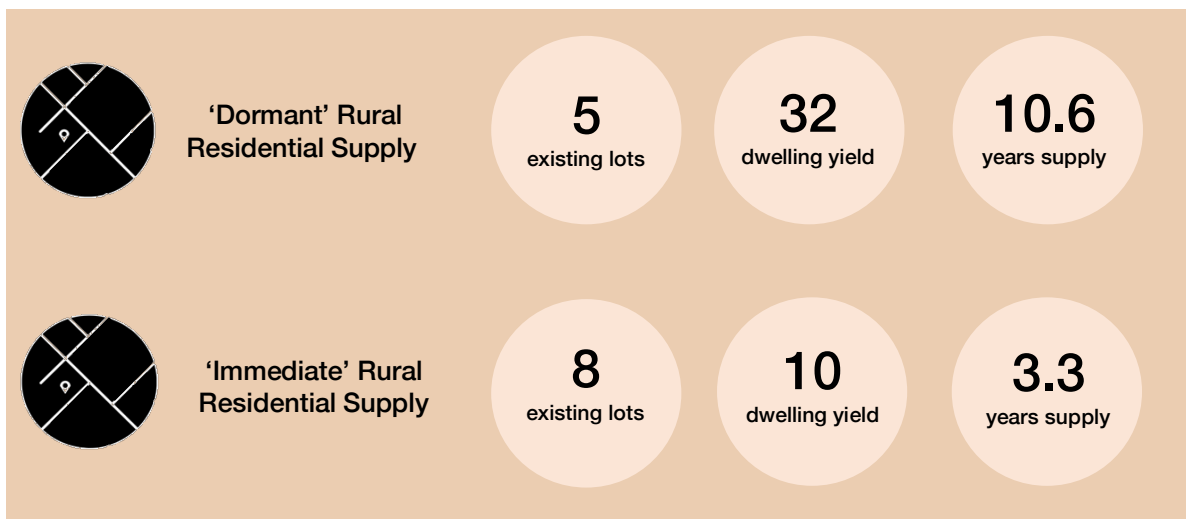
Planning provisions, environmental constraints, infrastructure requirements and local appetite for development have a highly influential role over the pattern of development within Allestree's rural residential land stocks. Constraints arising from technical assessments (illustrated in **Section 6.3.2** and **Section 6.3.3**) outline how these factors affect development uptake and have been applied to rural residential supply data, with the main observations arising from these analyses outlined in **Figure 31**. The lot yields incorporated within the rural residential supply assessment have taken into account these constraints in deriving yields for each lot.

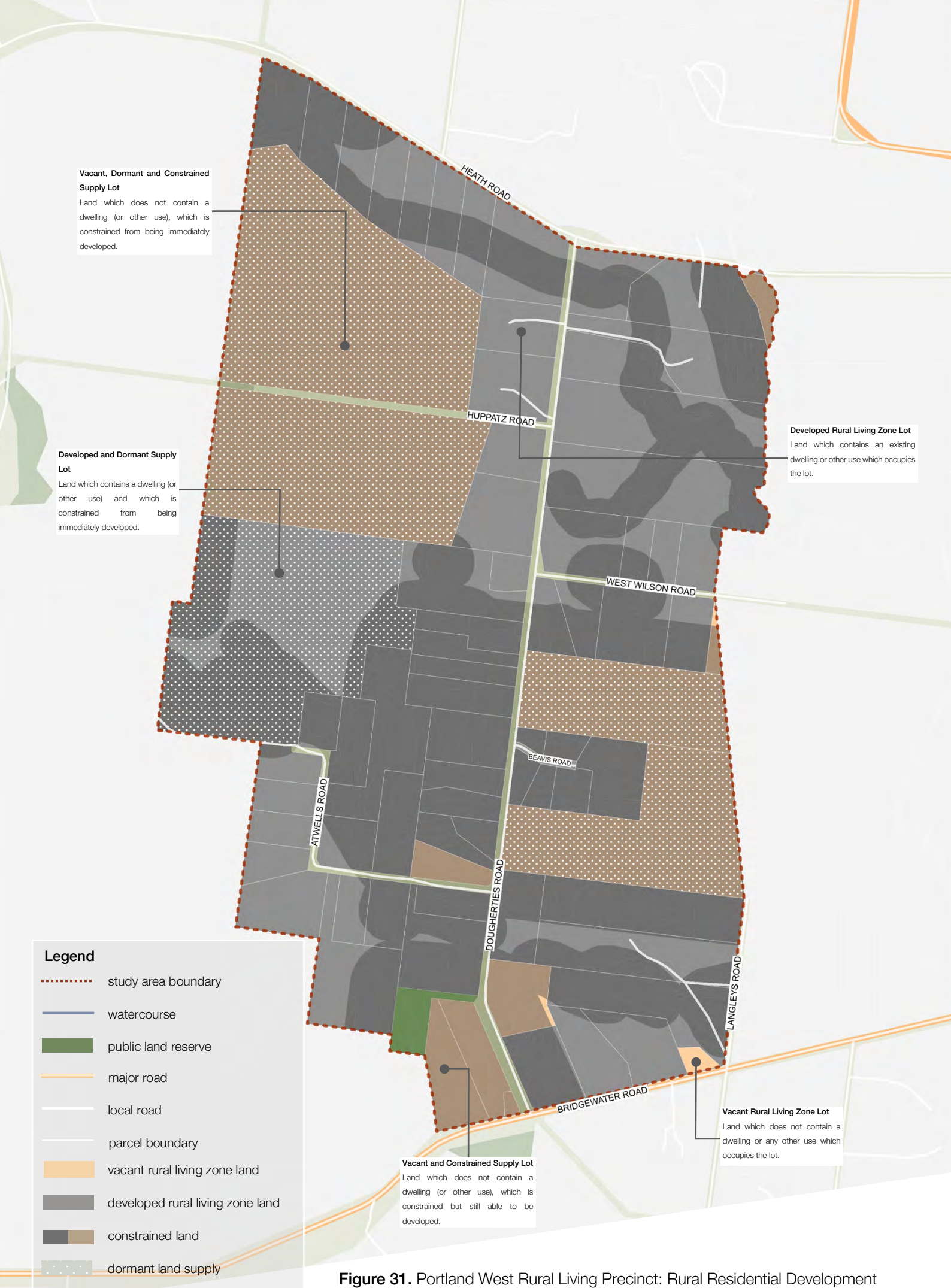
The following observations are drawn from the findings of these constraint assessments and assessment of rural residential land supply and demand for the Dutton Way Rural Living Precinct:

- Approximately 5 lots have been assessed as containing 'dormant' supply (based on the existing lot pattern) due to a combination of land use, infrastructure and environmental constraints.
- A yield of 32 dwellings is expected to be developed from the 5 dormant supply lots, which represents approximately 10.6 years of rural residential land supply.

- Approximately 8 lots have been assessed as containing 'immediate' supply based on their suitability for rural residential development.
- A yield of 10 dwellings is expected to be developed from the 8 immediate supply lots, which represents approximately 3.3 years of rural residential land supply.

It is noted that the factors which contribute to 'dormant' supply do not preclude the development or uptake of lots with potential additional lot yield. However, when combined with land supply and demand findings, the data clearly signals that these factors contribute to the markets current appetite to develop these lots.





Vacant, Dormant and Constrained Supply Lot
 Land which does not contain a dwelling (or other use), which is constrained from being immediately developed.

Developed and Dormant Supply Lot
 Land which contains a dwelling (or other use) and which is constrained from being immediately developed.

Developed Rural Living Zone Lot
 Land which contains an existing dwelling or other use which occupies the lot.

Vacant and Constrained Supply Lot
 Land which does not contain a dwelling (or other use), which is constrained but still able to be developed.

Vacant Rural Living Zone Lot
 Land which does not contain a dwelling or any other use which occupies the lot.

Legend

- study area boundary
- watercourse
- public land reserve
- major road
- local road
- parcel boundary
- vacant rural living zone land
- developed rural living zone land
- constrained land
- dormant land supply

Figure 31. Portland West Rural Living Precinct: Rural Residential Development

Activity and Supply

6.1.30 RURAL RESIDENTIAL FRAMEWORK

This section provides a local framework for the management of future rural residential development, which should be read in conjunction with overarching principles for rural residential land use and development laid out in **Section 8** (Strategic Framework).

The Portland West Rural Residential Framework provides recommendations to ensure an adequate supply of rural residential land is available to the market, which takes into account preferences for lot size, amenity, realistic development yields and existing development constraints.

While there is demonstrated demand for rural residential development in Glenelg Shire Council, there is subdued historical demand for development within the Portland West Rural Living Precinct.

A number of constraints within Portland West's rural residential land stocks have been identified, which limit these lands from accommodating more of the current and projected rural residential development activity. The most significant constraints include bushfire, low-lying land, and infrastructure serviceability (i.e. roads and wastewater).

The following recommendations are proposed on the basis that Portland West comprises ~3 years of 'immediate' supply of rural residential land, based on projected rates of development. These recommendations should be closely monitored over the plan period and reviewed annually to ensure land is brought onto the market when required.

These recommendations should be read in conjunction with **Figure 32** (Portland West Rural Residential Framework).

PW1 Reinforce the condition of existing rural/urban interfaces and the role of these interfaces in reducing land use conflicts on the rural/rural residential edge through any future land use.

PW2 Support the retention of existing Rural Living Zone land within the Portland West Rural Living Precinct, where sewerage services are not available.

PW3 Stage rezoning of the two identified rural residential 'investigation areas' following uptake of rural residential land within the 'Portland and Surrounds' area. These areas are illustrated in the Portland West Rural Residential Framework Plan and are described as:

- Land bound by Thorns Road, McIntyre Road, Trangmar Street, Madeira Packet Road, Kerrs Road and Bridgewater Road. This area represents approximately 7 years supply of additional rural residential land.
- Land bound by Tonkins Road, Spinks Road, Heath Road and Portland-Nelson Road. This area represents approximately 8 years supply of additional rural residential land.

PW4 Undertake a bushfire hazard assessment as part of any examination of future settlement areas, which considers bushfire risk at a landscape, local, neighbourhood and site scale.

PW5 Review the minimum lot size for subdivision in the Rural Living Zone when immediate and dormant land supply stocks approach 20 years of supply within the 'Portland and Surrounds' area, with the view to reducing minimum lot sizes of existing Rural Living Zone land to ensure efficient use of existing rural residential supply stocks.

PW6 Investigate rezoning of land reserved for public purposes to an appropriate zone in consultation with the appropriate public land manager.

PW7 Investigate and pair town planning and investment attraction initiatives to increase the uptake of 'dormant' and 'immediate' Rural Living Zone land supply stocks within the Dutton Way Rural Living Precinct (i.e. Rural Residential Development Guide).

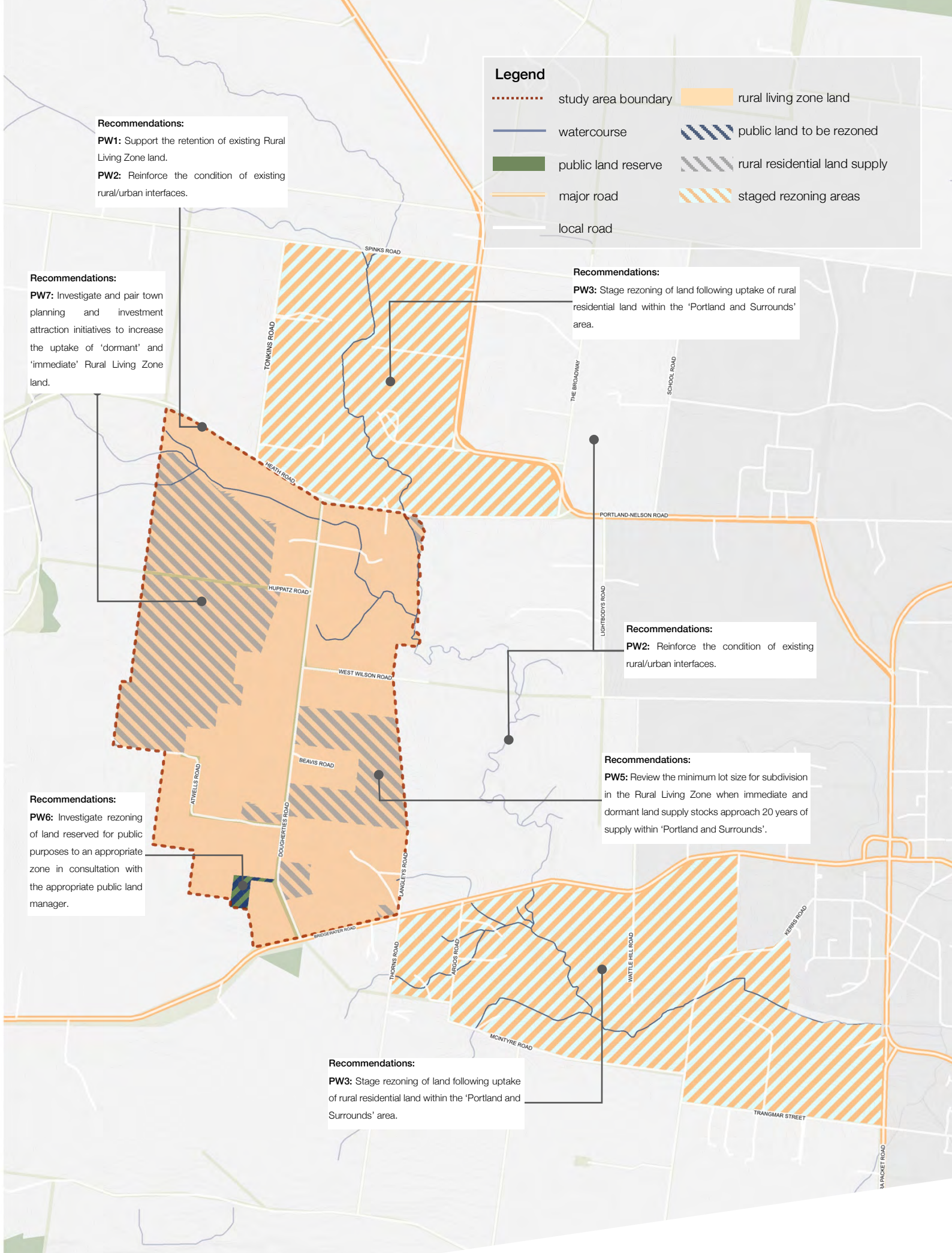


Figure 32. Portland West Rural Living Precinct: Long-Term Rural Residential Investigation Areas

7 POLICY CONTEXT

7 POLICY CONTEXT

This section outlines the strategic ‘line of sight’ between the National and State Context, State and Local Planning Policy and Local Context within Glenelg Shire as it pertains to rural residential land use and development. These items should provide the basis for the overarching context for any future Rural Living Framework for Portland and surrounds.

7.1 STRATEGIC POLICY ALIGNMENT

The following key national, state, regional and local strategic planning and policy documents are relevant to rural residential land use and development, Key findings from these documents have been ordered to demonstrate the strategic alignment between existing policies across the key themes of ‘Economic Development’, ‘Settlement’, ‘Environmental Hazards’, Housing and rural Residential Development and Rural Residential Development. References to the Planning Policy Framework and Municipal Planning Strategy are up to date at the time of writing this section of the report (September 2019) and may be subject to change.

THEME	‘SIGHT’ LEVEL	POLICY	KEY IMPLICATIONS
ECONOMIC DEVELOPMENT	NATIONAL	Tourism Forecasts (2017)	Projected 50% increase in tourism expenditure in Australia between 2018-2027. Projected increase to 15 million international visitors p.a. to Australia by 2056-2027.
ECONOMIC DEVELOPMENT	NATIONAL	National Food Plan (2013)	Aims to increase agriculture and food-related exports by 45% to 2025. Aims to increase agricultural productivity by 30% to 2025.
ECONOMIC DEVELOPMENT	STATE	Victoria’s 2020 Tourism Strategy	Increase [tourism] yield by supporting major investment in priority regions, with an initial focus on the Great Ocean Road. Support and identify changes to planning and other regulation across Local, State and Commonwealth Governments and remove unnecessary barriers to investment, and approval processes to reduce unnecessary costs and provide certainty.
ECONOMIC DEVELOPMENT	STATE	Victoria’s Visitor Economy (2018)	6.7% increase in total tourism spend on Great Ocean Road (2017-2018). Highest total tourism spend of any tourism region in Victoria (\$1.3 billion). 4.9% growth in total visitors per annum.

THEME	'SIGHT' LEVEL	POLICY	KEY IMPLICATIONS
ECONOMIC DEVELOPMENT	STATE	Victorian Visitor Economy Strategy (2016)	<p>Aims to increase visitor expenditure to \$36.5 billion to 2024/2025.</p> <p>Aims to increase employment to 320,700 jobs to 2024/2025.</p> <p>Increase government investment in infrastructure and amenities for key public tourist attractions.</p>
ECONOMIC DEVELOPMENT	STATE	Clause 14.01 Agriculture	Protect the state's agricultural base by preserving productive farmland (Protection of agricultural land).
ECONOMIC DEVELOPMENT	STATE	Clause 17.01 Employment	Strengthen and diversify the economy (Diversified economy).
ECONOMIC DEVELOPMENT	REGIONAL	Clause 17.01-1R Diversified economy – Great South Coast	<p>Support agriculture as a primary source of economic prosperity and increase the region's contribution to the nation's food production.</p> <p>Support rural production and associated economic development opportunities including rural industry, rural sales, accommodation and tourism.</p>
ECONOMIC DEVELOPMENT	LOCAL	Clause 21.02 Objectives, Strategies and Implementation Themes	<p>Ensuring changes to the use of land and new developments are compatible with sustainable agricultural and natural resource management (Primary Industries).</p> <p>Maintaining the significance of agriculture in the local economy (Primary Industries).</p>
ECONOMIC DEVELOPMENT	LOCAL	Glenelg Shire Council Plan 2017-2021	Develop a value proposition for population attraction and retention.
ECONOMIC DEVELOPMENT	LOCAL	Clause 22.01 Industrial Areas	<p>Protect industrial land of State significance.</p> <p>Manage the interface between industrial and residential area, particularly in regard to heavy vehicle traffic, industrial emissions, noise and visual setting.</p>
SETTLEMENT	STATE	Clause 11 Settlement	Anticipate the needs of existing and future communities through provision of zoned and service land for housing and employment.
SETTLEMENT	STATE	Clause 11.01 Victoria	Promote sustainable growth and development of Victoria and deliver choice and opportunity for all Victorians through a network of settlements.

THEME	'SIGHT' LEVEL	POLICY	KEY IMPLICATIONS
SETTLEMENT	STATE	Clause 11.02 Managing Growth	<p>Ensure sufficient supply of land is available for residential uses (Supply of urban land).</p> <p>Manage the sequence of development in areas of growth so that services are available from early in the life of new communities (Sequencing of development).</p> <p>Locate urban growth close to transport corridors and services and provide efficient and effective infrastructure to create sustainability benefits while protecting primary production, major sources of raw materials and valued environmental areas (Growth areas).</p> <p>To plan for sustainable coastal development (Coastal settlement).</p> <p>Protect and enhance the valued attributes of identified distinctive areas and landscapes (Distinctive areas and landscapes).</p>
SETTLEMENT	REGIONAL	Clause 11.01-5R Great South Coast	Attract more people to the region.
SETTLEMENT	REGIONAL	Clause 11.03-5R The Great Ocean Road region	Manage the sustainable development of the Great Ocean Road region.
SETTLEMENT	STATE	Victorian Coastal Strategy	Identifies Portland as a regional Centre within the Great South Coast Region.
SETTLEMENT	LOCAL	Clause 21.02 Objectives, Strategies and Implementation Themes	<p>Lessen conflict in agricultural areas between agriculture and non-agricultural land uses. (Urban growth)</p> <p>Key issues: Managing interface of rural living areas and agricultural areas to minimise conflict with commercial agricultural operations and ensure residential amenity is protected in these areas. (Rural Living Areas)</p>
SETTLEMENT	LOCAL	Clause 21.02 Objectives, Strategies and Implementation Themes	The Municipal Strategic Framework Plan (2012) lists Portland (regional centre) and Narrawong (small town). (Settlement)
SETTLEMENT	LOCAL	Clause 21.02 Objectives, Strategies and Implementation Themes	<p>Encourage population growth within the existing rural areas where appropriate. (Rural Living Areas)</p> <p>To set aside areas north of Portland (Gorae and Bolwarra) for rural living opportunities associated with environmental enhancement.</p>

THEME	'SIGHT' LEVEL	POLICY	KEY IMPLICATIONS
SETTLEMENT	LOCAL	Clause 21.02 Objectives, Strategies and Implementation Themes	<p>Investigate Rural Living Zone sites identified on the Narrawong East Structure Plan. (Narrawong)</p> <p>To recognise the rural living setting of the area and support the existing rural developments located in Bolwarra. (Bolwarra)</p>
SETTLEMENT	LOCAL	Glenelg Sustainable Settlement Strategy (2012)	<p>Investigate Rezoning (land in Bolwarra) from Rural Conservation 2 Zone or Rural Living Zone to more accurately reflect current land use.</p> <p>Investigate rezoning of Rural Conservation one 2 land (in Portland West) to Farming Zone to protect for future residential growth.</p> <p>Proposed Rural Living Zone (north and south of Portland West precinct and in Portland North).</p> <p>Proposed Rural Living Zone (east of Narrawong).</p>
SETTLEMENT	LOCAL	Draft Glenelg Shire Rural Land Use Strategy (2018)	<p>Precinct 1 (Portland North and Portland West): To acknowledge and contain existing areas of rural lifestyle and hobby farming and maintain them as a break between commercial agriculture, industrial land and urban settlement.</p> <p>Strongly discourage further subdivision of land and where possible encourage amalgamation of lots.</p> <p>Prevent the proliferation of dwellings on small lots and housing unrelated to farming.</p> <p>In areas where rural lifestyle and hobby farming will be the dominant land use, Rezone land from Rural Conservation to Farming and prepare minimum lot size schedules and local policies that reflect land use and limit further <i>ad hoc</i> rural residential development.</p> <p>Precinct 3 (Allestree, Bolwarra, Gorae and Heathmere and Precinct 4 (Narrawong):</p> <p>To acknowledge and contain existing areas of rural lifestyle.</p> <p>Prevent the proliferation of housing on small lots and housing related to farming.</p> <p>Strongly discourage development in locations that pose a risk to life and property from bushfire.</p>

THEME	'SIGHT' LEVEL	POLICY	KEY IMPLICATIONS
SETTLEMENT	LOCAL	Draft Portland Framework Plan (2019)	The Portland Framework Plan nominates an area south of Bridgewater Road and east of Murphys Road as a 'strategic outcome area – residential'. Identify the capability of land in the identified strategic outcome areas to accommodate future long-term growth.
ENVIRONMENTAL ASSETS AND HAZARDS	STATE	Protecting Victoria's Environment – Biodiversity 2037	Victoria will increasingly need to protect and utilise its environmental assets, including its world-class tourism attractions to deliver co-benefits for the economy and environment, and to help communities become more liveable, resilient and climate adapted.
ENVIRONMENTAL ASSETS AND HAZARDS	STATE	Regional Bushfire Assessment – Glenelg Shire Council	Almost all of the Glenelg Shire is identified as 'bushfire prone'. Bushfire hazards exist within urban/rural interfaces in Cape Bridgewater, east of Cape Bridgewater, Portland north to Heathmere, coastal areas to the north-east of Bolwarra/Allestree and Narrawong.
ENVIRONMENTAL ASSETS AND HAZARDS	STATE	Clause 13.02-1 Bushfire	Direct population growth and development to low risk locations, being those locations assessed as having a radiant heat flux of less than 12.5 kilowatts/square metre under AS 3959-2009 Construction of Buildings in Bushfire-prone Areas (Bushfire planning).
ENVIRONMENTAL ASSETS AND HAZARDS	STATE	Clause 13.02-1 Bushfire	Not approving any strategic planning document, local planning policy, or planning scheme amendment that will result in the introduction or intensification of development in an area that has, or will on completion have, more than a BAL-12.5 rating under AS 3959-2009 Construction of Buildings in Bushfire-prone Areas (Standards Australia, 2009).
ENVIRONMENTAL ASSETS AND HAZARDS	STATE	Clause 13.03 Floodplains	Assist the protection of life, property and community infrastructure from flood hazard (Floodplain management).
ENVIRONMENTAL ASSETS AND HAZARDS	LOCAL	Clause 21.02 Objectives, Strategies and Implementation Themes	To provide land for rural residential and low density residential development that is environmentally and ecologically sustainable. (Portland)

THEME	'SIGHT' LEVEL	POLICY	KEY IMPLICATIONS
ENVIRONMENTAL ASSETS AND HAZARDS	LOCAL	Clause 21.02 Objectives, Strategies and Implementation Themes	<p>Key Issues: The protection of floodplains from inappropriate development. (Floodplains)</p> <p>Key Issues: Applying the precautionary principles approach to development within areas which are known to flood. (Floodplains)</p> <p>To ensure that land use and development is directed to locations and carried out in ways that minimises vulnerability to the threat of flooding. (Floodplains)</p>
ENVIRONMENTAL ASSETS AND HAZARDS	LOCAL	Clause 21.02 Objectives, Strategies and Implementation Themes	<p>Managing the urban bushfire threat interface of towns in areas prone to bushfire risk. (Bushfire)</p> <p>To ensure that new land use and development does not increase the level of fire risk. (Bushfire)</p>
ENVIRONMENTAL ASSETS AND HAZARDS	LOCAL	Clause 21.02 Objectives, Strategies and Implementation Themes	<p>Planning needs to take account of the risk associated with possible sea-level rise in areas of known vulnerability and to ensure that these risks are mitigated or avoided, where possible. (Climate change impacts)</p> <p>Coastal and acid sulfate soils are known to occur within the municipality. If disturbed, they can have a detrimental impact on the environment. (Climate change impacts)</p> <p>Avoid development in identified coastal hazard areas susceptible to sea level rise and storm surge. (Climate change impacts)</p> <p>Ensure that all proposals for use and development are subject to strict evaluation of their impact on erosion and the improvement of the appearance of the area.</p> <p>Ensure that use and development proposal take into account and respond adequately to possible sea level rise and storm surge.</p>
ENVIRONMENTAL ASSETS AND HAZARDS	LOCAL	Glenelg Municipal Fire Management Plan	<p>The Shire is located in a bushfire prone environment dictated by a climate of wet winter and hot dry summers.</p> <p>Fires have caused devastation in the municipality on many occasions. Major incidents have occurred within this report's study area, including in Portland, the Cobboboonnee State Forest, Cashmore, Portland West and Mount Clay/Narrawong.</p>
HOUSING AND RURAL RESIDENTIAL DEVELOPMENT	OTHER	Practice Note 37 Rural Residential Development	<p>Provides a framework for determining whether rural residential development be supported in a locality.</p>

THEME	'SIGHT' LEVEL	POLICY	KEY IMPLICATIONS
HOUSING AND RURAL RESIDENTIAL DEVELOPMENT	OTHER	Practice Note 42 Applying the Rural Zones	Provides guidance regarding the application of rural zones.
HOUSING AND RURAL RESIDENTIAL DEVELOPMENT	STATE	Clause 16 Housing	Identify land suitable for rural residential development (Rural residential development).
HOUSING AND RURAL RESIDENTIAL DEVELOPMENT	STATE	Clause 16.01 Residential Development	Promote a housing market that meets community needs (Integrated housing).
HOUSING AND RURAL RESIDENTIAL DEVELOPMENT	REGIONAL	Clause 16.01-5R Rural residential development – Great South Coast	Support rural residential development in locations that: <ul style="list-style-type: none"> - Are adjacent to towns with limited demand to sustain population levels and communities. - Are not strategically identified for standard density urban growth.
HOUSING AND RURAL RESIDENTIAL DEVELOPMENT	LOCAL	Clause 21.02 Objectives, Strategies and Implementation Themes	Ensure that all forms of residential development, including where practical rural residential development, are connected to reticulated water, sewerage, power and stormwater facilities.
HOUSING AND RURAL RESIDENTIAL DEVELOPMENT	LOCAL	Clause 21.02 Objectives, Strategies and Implementation Themes	Key issues: Provision of appropriate services to rural living areas. (Rural Living Areas) Encourage infill development throughout the Shire within rural living areas that is appropriately designed and sited to ensure that the potential for land use conflict is minimised and residential safety and amenity is protected. (Rural Living Areas)
HOUSING AND RURAL RESIDENTIAL DEVELOPMENT	LOCAL	Clause 21.02 Objectives, Strategies and Implementation Themes	Encouraging rural living only in appropriate locations. (Housing) Ensure that rural living areas are located in areas surrounding towns in accordance with the relevant town's framework plan/s. (Housing) Ensure that rural living areas do not conflict with agricultural uses. (Housing)

THEME	'SIGHT' LEVEL	POLICY	KEY IMPLICATIONS
HOUSING AND RURAL RESIDENTIAL DEVELOPMENT	LOCAL	Clause 21.02 Objectives, Strategies and Implementation Themes	Encourage re-subdivision of existing rural residential areas to facilitate better utilisation of infrastructure. (Portland). Support rural residential development in areas surrounding the town subject to well-sited and designed development that enhances environmental and landscape values. (Narrawong)

8 STRATEGIC FRAMEWORK

8 STRATEGIC FRAMEWORK

Glenelg Shire contains a variety of rural residential settings, ranging from the open bushland areas of Bolwarra, pastoral lands of Portland West to more 'compact' development among Dutton Way and Allestree's coastal environs; all of which are key attractions for local residents and visitors to the Shire.

The Portland Rural Living Assessment supports and encourages a range of rural residential opportunities across Portland's hinterland. It advocates for targeted rural residential growth commensurate with current rates of development within the 'Portland and Surrounds' rural residential land stocks and provides guidance on forecast rural residential demand and future rural residential development fronts over a 20-year horizon.

Glenelg Shire is forecast to grow by 6.1% over the next seventeen (16) years (2020-2036).⁵ Glenelg Shire Council has prepared the Rural Living Assessment as part of its population attraction agenda, which seeks to maximise population growth by ensuring the Shire's lifestyle assets are optimised to attract population, jobs and investment.

Based on demand and supply analysis, the municipality has an adequate supply of rural residential zone land to meet long-term demand. Specifically, the analysis indicates Glenelg Shire contains approximately 269 vacant lots for 'immediate' rural residential development within the 'Portland and Surrounds' precinct to accommodate forecast rates of development beyond a 20-year period across five precincts. This figure reflects realistic yields from vacant and partially developed land and excludes land which is unlikely to be further developed due to constraints.

It is important to acknowledge that some precincts are experiencing a critical shortage of immediately available supply (i.e. Portland West and Dutton Way). There is also limited potential for development among much of the existing vacant rural residential stock within these areas, and in some cases limited areas to grow and expand due to existing environmental and land use constraints. This includes land abutting the southern coastline, slope, potential coastal acid sulfate soils, areas subject to flooding and bushfire hazard as well as buffer distances from uses requiring separation distances.

⁵Population and household forecasts, 2016 to 2036, prepared by .id the population experts, December 2017

8.1 STRATEGIC DIRECTIONS

Strategic Directions have been prepared to guide the formation of strategic objectives, recommendations and implementation items contained within the Rural Residential Frameworks (**Section 6**) and are linked to the Project Drivers (**Section 3**).

These directions comprise the following:

1. Develop clear policies as to where rural living is appropriate and where it should be encouraged.
2. Ensure a long-term supply of land for rural residential development in appropriate locations.
3. Direct rural living opportunities to existing settlements and rural suburbs that have the necessary infrastructure and services to support additional population growth.
4. Direct future rural living opportunities in areas where there is sufficient supply.
5. Re-shape local rural residential frameworks in areas where there is evidence that the market has not responded to rural residential opportunities.
6. Provide direction on economic development initiatives which could be used to incentivise the market to uptake existing rural residential opportunities.

8.2 STRATEGIC OBJECTIVES

Strategic Objectives have been prepared to guide the formation of recommendations and implementation items contained within the Rural Residential Frameworks (**Section 6**).

These objectives respond to specific local conditions affecting rural residential development and apply to all areas considered within the proposed Rural Residential Framework. These objectives should be considered alongside existing objectives and strategies contained in the Planning Policy Framework and the Municipal Planning Strategy.

The objectives are grouped into the following key themes:

- Economic Development.
- Environmental Assets and Hazards.
- Rural Residential Housing.
- Settlement.

8.2.1 Economic Development

- Rural residential development to avoid impacting on high productivity agricultural land.
- Rural residential development to avoid encroaching on established uses requiring a separation distance.
- Rural residential development to avoid impacts on significant nature-based tourist attractions.

8.2.2 Environmental Assets and Hazards

- Rural residential development to avoid flood affected areas.
- Rural residential development to avoid areas potentially subject to coastal erosion.
- Rural residential development to avoid areas potentially subject to coastal acid sulfate soils.
- Rural residential development to avoid impacts on significant biodiversity assets.
- Rural residential development to avoid loss of significant remnant vegetation and associated biodiversity values.
- Rural residential development to avoid high-risk bushfire hazard areas.

8.2.3 Settlement

- Rural residential development to avoid areas identified with a high level of constraint for wastewater management.
- Rural residential development to avoid areas without at least a serviced 'access' level of road infrastructure.
- Rural residential development to avoid areas which are optimally utilised for higher density residential development.
- Further rural residential land to be considered only where it can be logically sequenced with existing rural residential land and infrastructure.
- Further rural residential land to be considered where it provides a logical land use link to an existing settlement.

8.2.4 Housing and Rural Residential Land

- Provide for a range of residential development options which meet demand preferences for location, amenity and lot size.
- Existing townships and settlements within Glenelg Shire, including land within residential zones, will remain the focus for new dwelling development in order to avoid further fragmentation of rural land and potential rural land use conflict.

