

# Portland

## Strategic Framework Plan



April 2020





# ABORIGINAL ACKNOWLEDGEMENT

The Council respectfully acknowledges the traditional lands and waters of the Gunditjmara people, Boandik people, Jardwadjali people and their respective cultural heritage.

Aboriginal and Torres Strait Islander People provide an important contribution to Australia's cultural heritage and identity. We respectfully acknowledge the Aboriginal and Torres Strait community living throughout the Glenelg Shire and the contribution they make to the Glenelg Shire's prosperity and wellbeing.

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## EXECUTIVE SUMMARY

The Portland Strategic Framework Plan (Framework Plan) identifies strategic advantages, addresses key challenges and sets a vision to guide the sustainable growth and development of Portland to 2040. The Framework Plan will inform the preparation of a Planning Scheme Amendment and detailed local plans and actions to enhance the urban character and identity of Portland through the provision of detailed local plans.

State Planning Policy, in particular, the Great South Coast Regional Growth Plan (2014) (Growth Plan), supports the growth of Portland to facilitate the growth of the region through the provision of services, jobs and houses.

The Growth Plan identifies that attracting people to the region and sustaining strong growth will support local industry and the surrounding small towns. Improving access to export markets through the key ports of Portland, Melbourne and Geelong is essential to encourage further growth in export sales and increases in standards of living.

The Growth Plan recognises challenges for growth, such as limiting urban encroachment into highly productive agricultural areas, overcoming constraints to the expansion of the Port of Portland and the development of related industries in the port precinct.

The Growth Plan also recognises that any growth should be supported by the efficient provision of social, service and transport infrastructure. It encourages the development of Portland to protect the surrounding regional environmental, heritage, landscape, resource and agricultural assets and consider natural hazards. Maintaining the character and form of a distinct regional settlement remains a priority.

The Vision in this Framework Plan for Portland is:



*Portland will be a regional centre that is a desirable place to live, with high residential amenity and diversity of housing stock to meet the needs of a changing population. Land is to be provided for long term residential, commercial, industrial and port-related needs, where incompatible land uses are adequately separated from each other and their potential impacts are appropriately managed.*



*Portland will remain a national and international gateway for imports and exports, with sufficient, strategically located and appropriately designated land to meet forecast demand for port related storage ensuring adequate integration of the Port to the Australian freight and logistics network. Portland has a diversified local economy, taking advantage of environmental, heritage and infrastructure assets and ample tracts of industrial land.*



*Portland includes a vibrant CBD that is the primary commercial centre of the Glenelg Shire. It is the hub of community, civic and cultural activity with opportunities for growth, increased tourism and a diversity of housing options.*



*The built environment of Portland enhances the area's accessible unique cultural heritage and natural landscape.*

The vision is to be achieved by:

- Maintaining and enhancing the primacy and viability of the Portland CBD.
- Identifying and unlocking opportunities for development and redevelopment of infill sites to provide additional housing and more diverse housing types within Portland as a priority.
- Identifying opportunities to create attractive sites to accommodate residential growth as well as investigation areas for long-term residential growth in Portland.
- Ensuring that rural land around Portland can provide for a range of uses including commercial agriculture, rural industry, extractive industries, rural residential, discrete tourism and hobby farming. However, these are to be provided in such a way that they do not negatively impact each other or result in land use conflict.



- Identifying locations where agriculture will be the primary land use, with policy to prevent land fragmentation and to protect productive agricultural land and provide opportunities for rural living and hobby farming in appropriate locations.
- Maintaining separation between commercial agriculture and sensitive uses, such as urban and rural residential settlement, to minimise risk of offsite impacts, and to support efficient agricultural operations.
- Facilitating opportunities for the diversification of industries and the potential for the enhanced use or reuse of major industrial sites in Portland.
- Eliminating barriers on the Portland Ring Road (Henty Highway) to facilitate the transport of large sections of wind turbines to and from the port.
- Identifying and unlocking constraints on the port including the existing road and rail network, the availability of land, increasing the number and capacity of existing berths, the viability of a commercial slipway, and the impacts on the nearby sensitive land uses.
- Identifying improvements to major road and rail infrastructure to sustain freight flows and timber harvesting volumes that are predicted to continue to grow, and to improve safety for competing tourist and private vehicle traffic.
- Improving the safety and connection of pedestrian and cycling paths to encourage the increased use of this mode of transport.
- Providing a consistent style for signs across Portland to facilitate improved connections to key landmarks.
- Identifying opportunities to better express the rich indigenous heritage in the urban environment.

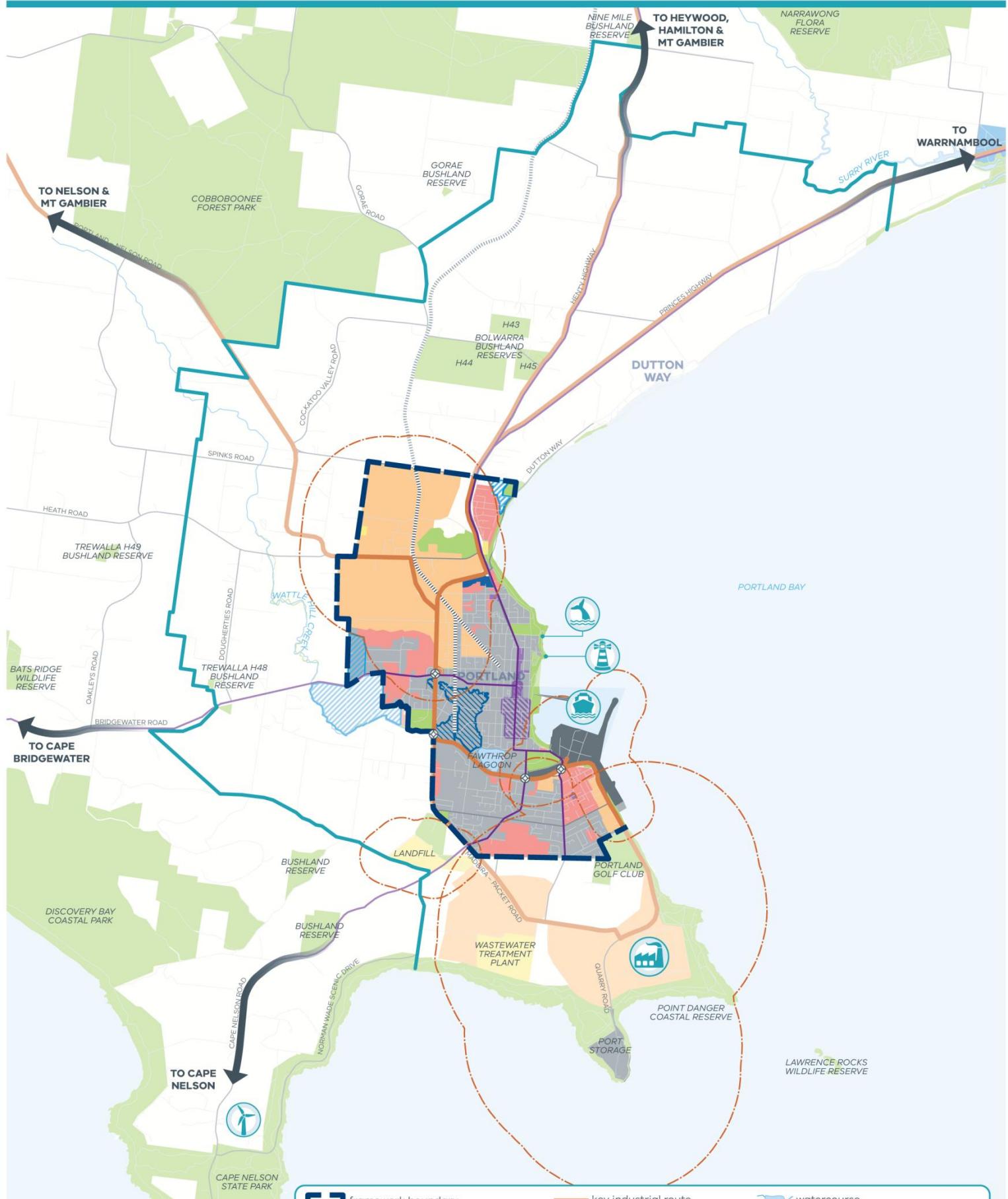
The Framework Plan creates a long-term vision for Portland based on growth projections available at the time. New growth in the Strategic Outcome Area is to be periodically reviewed based on supply and demand analysis and the uptake of residential development in the existing urban area and the ability to deliver the required infrastructure to support the growth area.

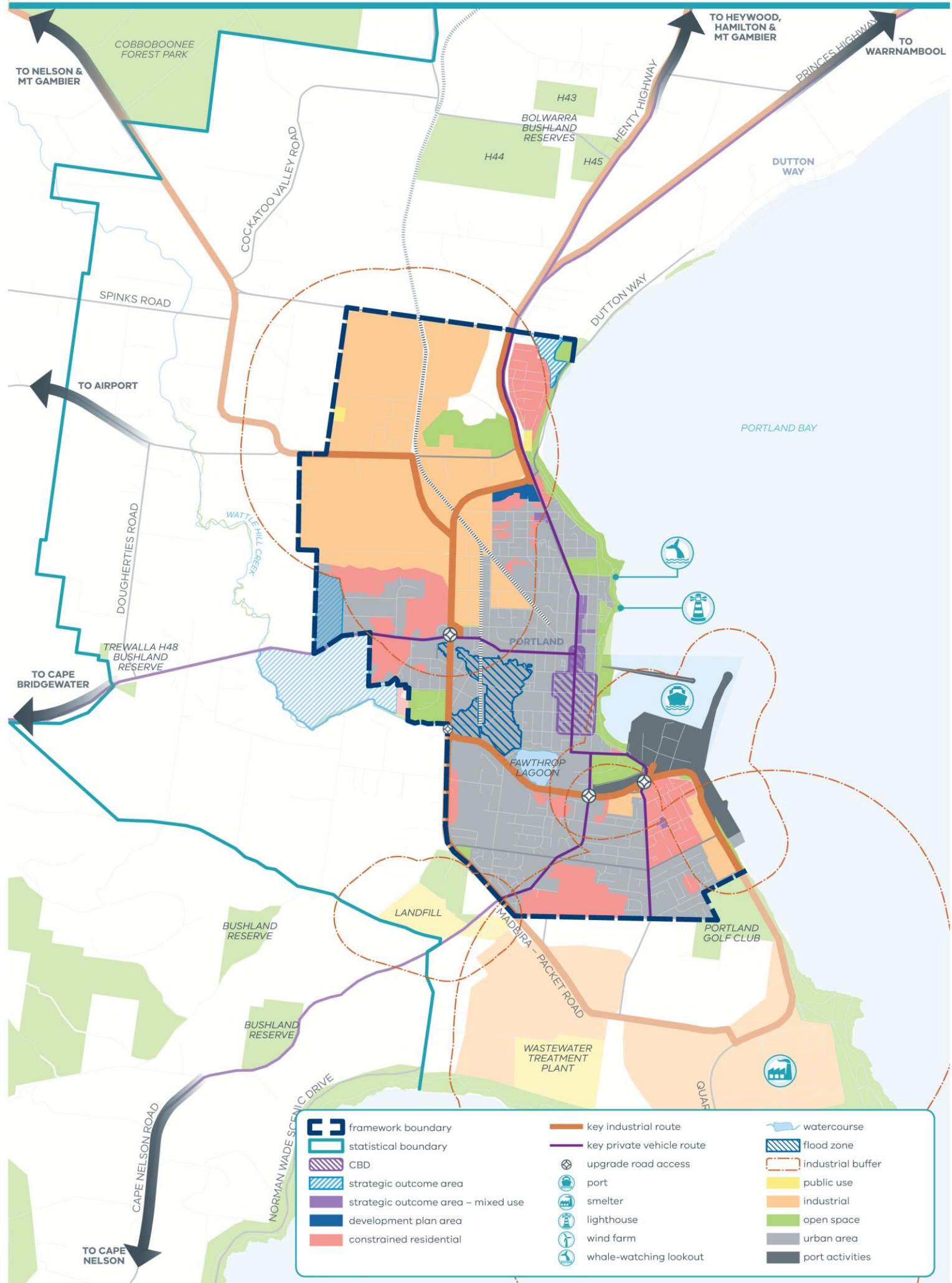
The Framework Plan makes recommendations on identified opportunities for urban growth. These are conditional on Council and State Government support by undertaking and implementing of further assessments, where applicable.

The Framework Plan is shown in Plan 1: Framework plan and in further detail in Plan 1a: Framework Plan.



0 1km 2km 3km 4km 5km





# 1 INTRODUCTION

## 1.1 Why do we need a Framework Plan?

The Framework Plan identifies strategic advantages, addresses key challenges and sets the vision to guide the sustainable growth and development in Portland to 2040. The Framework Plan will inform the preparation of a Planning Scheme Amendment and detailed local plans and actions to enhance the urban character and identity of Portland through the provision of detailed local plans.

The Framework Plan provides direction on settlement and land use to manage existing land use conflicts, environmental assets and hazards.

The Framework Plan provides the direction to:

- Set out the future vision for Portland.
- Guide sustainable growth and development over the next 20 years.
- Define key projects and infrastructure required to support growth.
- Provide guidance for both public and private investment decisions.

## 1.2 Consultation to date

Stakeholders have been working closely with the Victorian Planning Authority and Glenelg Shire Council to inform the project to date through the following milestones:

- July 2018 – Preparation of draft Issues and Opportunities Paper.
- August 2018 – Consultation with state government agencies, authorities and local consultants.
- September – October 2018 – Workshops with state government agencies and authorities and key stakeholders to identify key issues and opportunities.
- October – December 2018 – Preparation of a final Issues and Opportunities Paper.
- February – June 2019 – Draft Framework Plan refinement with Council.

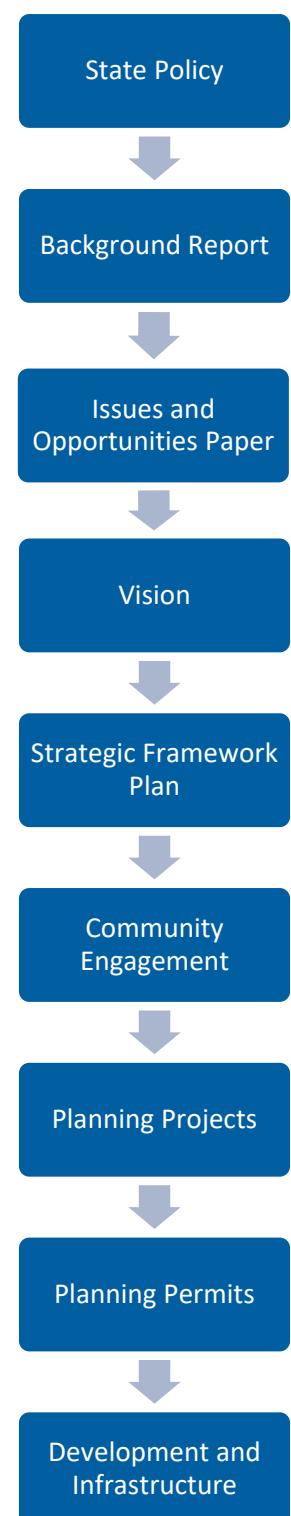
The workshops provided an opportunity to ask targeted questions to government agencies and authorities that operate in the area to ascertain the pertinent issues and opportunities relevant to the Framework Plan.

## 1.3 How will this document be used?

### 1.3.1 How does the Strategic Framework Plan encourage growth?

The Strategic Framework Plan is set out as follows:

- Setting the scene (Context)
- Setting the vision



- Identifying and defining the limits to growth
- Identifying the projects to unlock growth.

### **1.3.2 Where does the Strategic Framework Plan apply?**

The subject area for the Framework Plan is identified as the “Framework Boundary” in the Framework Plan.

The Portland Statistical Boundary represents the areas identified as the extent of Portland by Glenelg Shire Council for demographic purposes (based on Forecast.id geographic boundaries).

### **1.3.3 How has the Strategic Framework Plan been prepared?**

Preparation of the Strategic Framework Plan has been informed by:

- Great South Coast Regional Growth Plan (Growth Plan).
- Plan Melbourne and iterations.
- State and local planning policy framework of the Glenelg Planning Scheme.
- Background reports, in particular the Portland Strategic Framework Plan Background Report, prepared by Glenelg Shire Council.
- The Portland Strategic Framework Plan Issues and Opportunities Paper, prepared by the Victorian Planning Authority in collaboration with the Glenelg Shire Council.
- Community consultation of the draft Framework Plan will be undertaken in accordance with the Portland Strategic Framework Plan Community Engagement Strategy prepared by the Glenelg Shire Council. The outcomes of the community consultation will be reflected in the final Framework Plan.

### **1.3.4 Who has prepared the Strategic Framework Plan?**

The Strategic Framework Plan has been prepared by the Victorian Planning Authority in collaboration with the Glenelg Shire Council.

### **1.3.5 How will the Strategic Framework Plan be used?**

The Strategic Framework Plan will be included in the Glenelg Planning Scheme via the Planning Policy Framework. Once adopted by Council the Framework Plan can be used to guide relevant decision making.

Council will then undertake or advocate for the completion of priority projects. This will include the appropriate rezoning and precinct planning through Precinct Structure Plans and/or Development Plans.

Planning permit applications will be guided by the precinct and development plans. Value capturing opportunities for developer contributions and partial cost recovery for the provision of infrastructure may be investigated in the planning of future development.

### **1.3.6 What is the Strategic Framework Plan process?**

The Framework Plan has been prepared following a number of steps (see completed and future tasks diagram on Page 5). A list of background studies is provided in Appendix 1. The Framework Plan will also guide some tasks to be undertaken in the future.

## 1.4 Strategic Context

### 1.4.1 State Policy

In broad terms, State policy seeks to direct growth to regional Victoria. *Plan Melbourne* (2014) and the *Great South Coast Regional Growth Plan* (2014) identify Portland as a regional centre with growth potential. Portland is in the Great South Coast region, for which the Growth Plan identifies the city as a regional centre, second in size to the regional city of Warrnambool. These two settlements are projected to accommodate the majority of the region's growth over the next 30 years. Portland is especially noted for its major transport linkages that connect production and markets both within and beyond the region's boundaries.

The Port of Portland is the primary import/export gateway in the region, with key external import/export gateways being the ports of Melbourne and Geelong, as well as Melbourne and Avalon airports.

#### **Great South Coast Regional Growth Plan (2014)**

The Growth Plan recognises Portland as the first permanent European settlement in Victoria and supports the growth of Portland as the catalyst to promote the growth of the region through the provision of services, jobs and houses. The Growth Plan notes that growth opportunities are "somewhat constrained". However, Portland is well placed to attract economic development due to underutilised power supply and a large supply of vacant land.

The Port of Portland, an asset of national significance, retains great potential for expansion and growth to service existing and new export markets and is identified in the Growth Plan as a driver for change.

The Growth Plan identifies several challenges for growth, including managing competing demands for agricultural land, particularly in the corridor from Warrnambool to Portland, and limiting urban encroachment into highly productive agricultural areas. This is, as is overcoming constraints to the expansion of the Port of Portland and the development of related industries in the port precinct.

Overall, the Great South Coast Region exports around 30 per cent of its production output, which higher than other regions in Victoria. Improving access to export markets through the key ports of Portland, Melbourne and Geelong is essential to encourage further growth in export sales.

Attracting people to the region and sustaining strong centres like Portland will support local industry and support surrounding small towns even if they continue to experience a declining population, such as in the northern part of Glenelg Shire.

The Growth Plan identifies the need to facilitate the development of the Port of Portland, through investment in infrastructure, planning controls, access to land and new opportunities and markets including cruise ships.

Any growth will need to be mindful of the need for the efficient provision of social, service and transport infrastructure. The Growth Plan encourages the development of Portland to protect the surrounding regional environmental, heritage, landscape, resource and agricultural assets, and consider natural hazards. Maintaining the character and form of a distinct regional settlement remains a priority. The key components of developing a sustainable community are identified in Figure 1 below.



Figure 1: Key Components of Sustainable Communities

#### 1.4.2 Local Policy

##### Local Planning Policy Framework

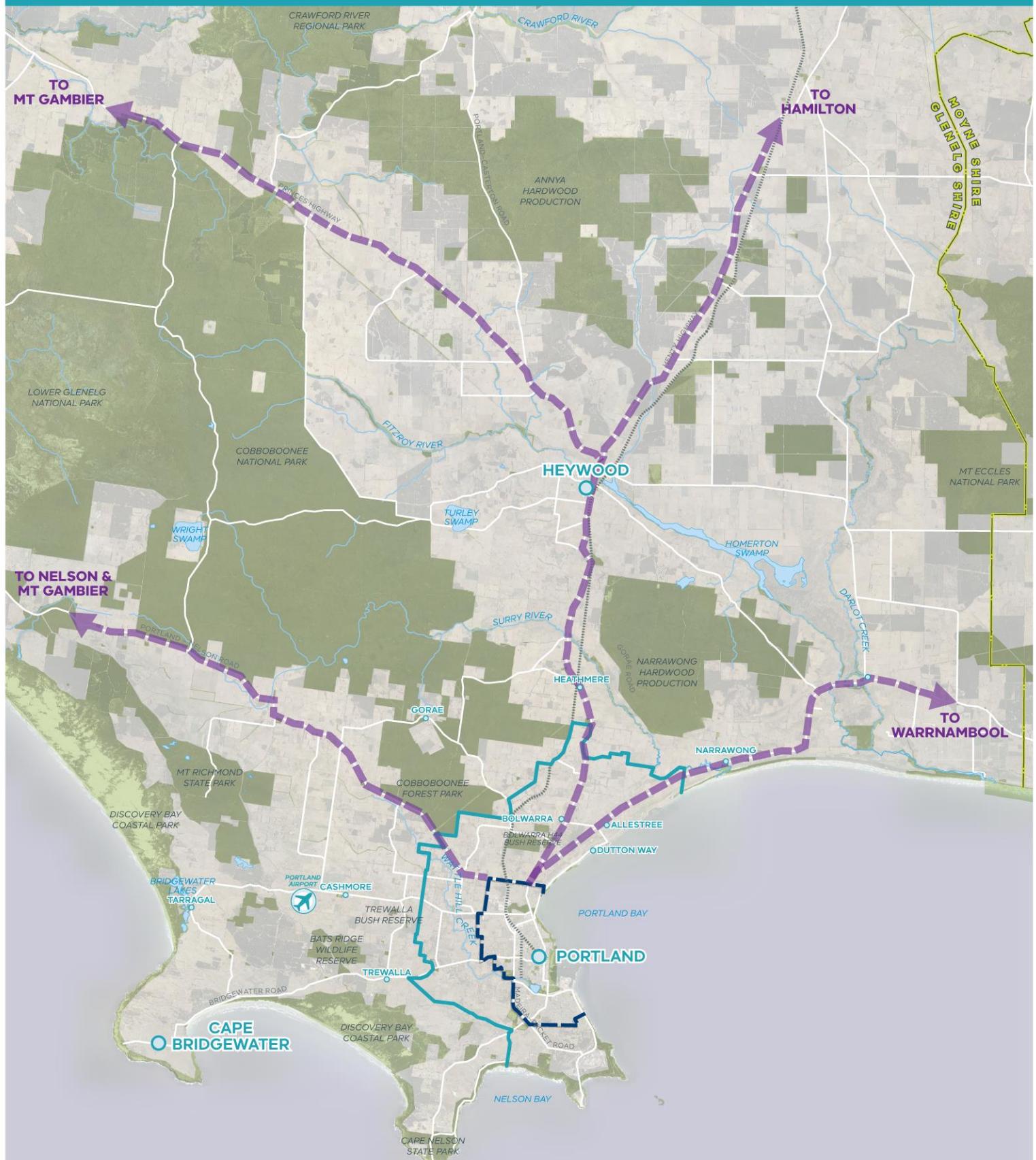
At the local level, Portland is the municipality's main centre for retail, services and employment. It is the largest centre in the Glenelg Shire and is anticipated to experience the most growth. As such it is intended to be the focus area for activity and regional community facilities.

#### 1.5 Physical Context

##### 1.5.1 Location

Portland is a harbour-side regional centre located on the Portland Bay approximately halfway between Melbourne and Adelaide on the coastal route. It is the administrative, commercial and main population centre of the Glenelg Shire. The Port of Portland is a nationally important transport gateway for international imports/exports.

As shown in the Context Plan (Plan 2), Portland is linked to multiple nearby towns and settlements. It supports services the nearby town of Heywood, the smaller towns of Cape Bridgewater, Narrawong, Tyrendarra, the rural settlements of Cashmore, Gorae, Bolwarra, Dutton Way, Allestree, Heathmere and a broader rural hinterland.



### 1.5.2 History

The Gunditjmara, Boandik and Jardwadjali people are the traditional owners of the Glenelg Shire area of southwest Victoria. The Gunditjmara people established permanent settlements in the southern area of the Shire, up to 30,000 years ago.

In 1800 British navigator Lieutenant James Grant sailed The Lady Nelson along the Victorian Coast, naming the Bay after the Duke of Portland. Western Victorian waters became a destination for sealers and whalers who set up whaling stations and frequented Portland due to the abundance of marine life. Portland is Victoria's oldest settlement, predating the settlement of Melbourne, with permanent settlement in 1834.

Through the 19th century, Portland became a hub of activity as an important shipping port and a centre for wool and wheat exports due to its strategic coastal location and mostly sheltered bay. The population of Portland was minimal until the 1850s and 1860s, when growth escalated due to industries such as gold mining in Central Victoria and timber milling more locally. Expansion continued from the 1870s into the early 1900s, aided by the opening of the railway line, growth in the timber industry and tourism. The most significant development occurred in the post-war years, particularly during the 1940s and early 1950s ([Forecast id, 2017](#)).

### 1.5.3 Natural Environment

Portland has striking environmental beauty with picturesque sandy beaches and prominent coastal cliffs. The natural landscape is an important part of the urban form and the area is notable for its flora, fauna and marine life. Much of the coastal edge is reserved in National Park and contains intact coastal heath, while the hinterland is largely cleared of native vegetation and dotted with pastoral land and low-density rural living.

Portland is a coastal regional centre with a deep-water port, beaches, coastal pathways and coastal reserves. It is also a significant recreational fishing centre. There are numerous water courses and bodies in the Portland area, including Wattle Hill Creek that feeds into the Fawthrop Lagoon near the centre of Portland.

Vegetation plays an important role in the natural landscape of Portland with the foreshore and historic streetscape of the Portland CBD characterised by Norfolk Island Pines. Portland has many locations that contribute to the natural environment such as the Botanical Gardens, Henty Park, the Almond Tree reserve, Portland town green and other post-European settlement additions.

Portland is home to an abundance of wildlife including a diverse range of mammals, marsupials, reptiles, birds and marine life. Animals common to the area include gannets, koalas, kangaroos and wallabies. The temperate waters off the coast are also habitat for dolphins, blue whales, humpback whales, southern right whales, sting rays and seals.

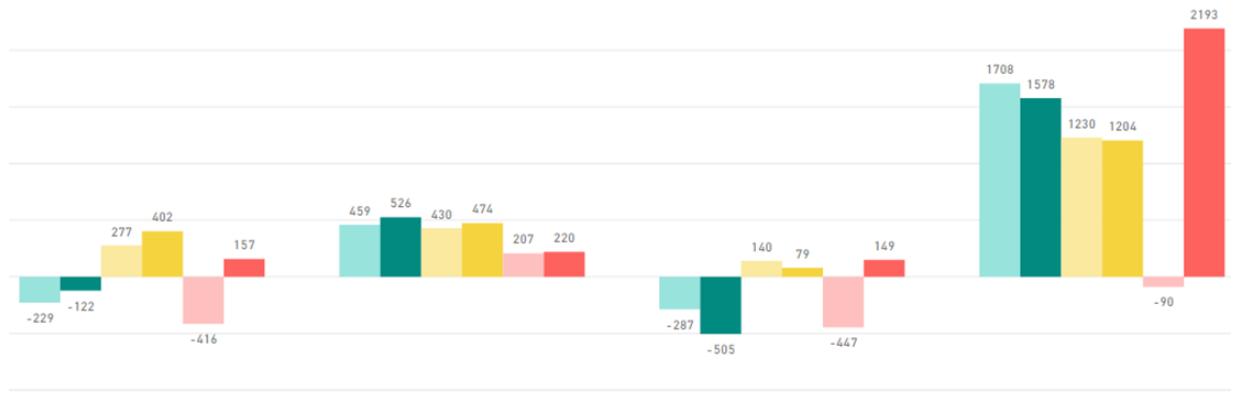
### 1.5.4 Population and Demographics

The population for the greater Portland area (as shown on the Framework Plan as the Portland Statistical Boundary) was 11,933 in 2016 (and was forecast to be 12,013 in 2018).

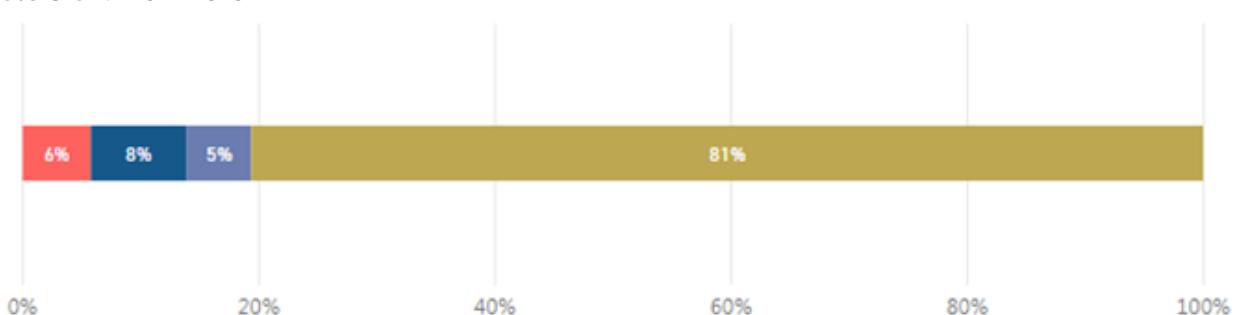
Portland has experienced a relatively slow rate of growth over recent decades and is forecast to increase to 13,415 by 2036 (.id population forecasts).

Under current population forecasts, Portland is predicted to experience a general decline in the working-age population (15-64 years of age) of approximately 185 persons, or two percent, while there is expected to be a 10 percent growth in persons under 15 and a 60 percent growth in the population over 65.

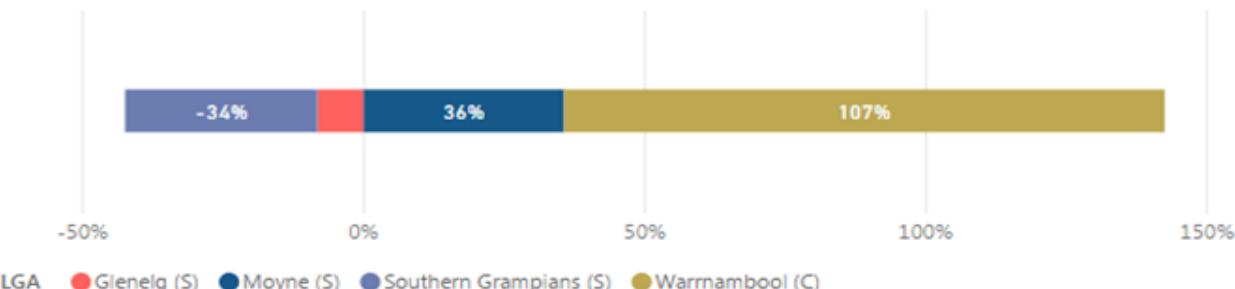
Figure 2: Great South Coast: Demographic Change 2011-2016



Jobs Growth 2011-2016



Estimated Residential Population (ERP) Growth 2011-2016



LGA ● Glenelg (S) ● Moyne (S) ● Southern Grampians (S) ● Warrnambool (C)

Source: ABS Census 2016

### 1.5.5 Settlement Pattern and Urban Character

One of Portland's greatest strengths is its well-defined, compact CBD. Unlike other similar regional centres, which have been compromised by ribbon development or out-of-centre shopping malls, the historic core of Portland remains the primary business location and commercial centre.

Due to the city's significant industrial presence the view into Portland from the north is dominated by large industrial structures, including the Port, aluminium smelter and wind turbines, which are especially visible above the low coastal topography.

Rural land abuts the residential and industrial zoned land on the urban edge of Portland. Hobby farming and rural lifestyle (rural living) are the main uses of rural land surrounding Portland, interspersed with commercial scale agricultural enterprises.

### 1.5.6 Economy

The Port of Portland is fundamental to the economic success of the area. Exports currently include aluminium, wood products, fertiliser, grain and livestock. The Port of Portland is a highly significant regional economic asset and serves as the major export point for harvested timber plantations in the Green Triangle Economic

Region, which includes: Warrnambool, Mount Gambier, Portland, Hamilton, Naracoorte, Bordertown, Millicent and Penola.

Portland's industrial areas are mainly situated in the northwest and southeast of the existing urban area. There are three industrial areas of State significance in Portland including, the Port Zone (Port of Portland), the Smelter Precinct and the North Portland Industrial Precinct.

Agriculture, forestry and fisheries are the third largest economic sector in terms of output in Glenelg Shire and the fourth highest employer. The proximity of significant areas of highly productive agricultural land (in particular high capability soils), high annual rainfall, access to irrigation and significant groundwater reserves, a mild climate and access to the Port of Portland, are agricultural assets.

Manufacturing is important in the region with the aluminium smelter, manufacturing facilities producing components for wind turbines, and fertiliser production located in Portland.

The Port of Portland, aluminium smelter, renewable energy sector, timber production and processing, commercial fishing, agribusiness, aquaculture and tourism provide an economic foundation for future development.

### **1.5.7 Transport Network / Connectivity**

Portland is characterised by the prime location of the CBD on the Portland harbour with a traditional grid street pattern. This draws incoming traffic from the Henty Highway from the north via New Street which continues onto Percy Street. Alternatively, traffic bypasses much of the urban settlement via the Henty Highway (Ring Road) leading directly to the Port of Portland. The main routes from the CBD to Portland South are via Cliff Street, or via Bentinck Street.

Key areas for pedestrian traffic within the Portland CBD include the 'main street' commercial area on Percy Street, Julia Street and Bentinck Street. Henty, Julia and Gawler Streets all provide connections between Percy and Bentinck Streets, as well as to the foreshore. Public and private pedestrian paths provide pedestrian access to and from Percy Street to shopping centre car parks.

The rail line from Ararat to Portland was built in 1877. Previously passenger rail services connected Portland to Melbourne via Ararat, however passenger rail services have not serviced Portland since 1981. The line was converted from broad to standard gauge in 1995 to facilitate freight transport.

Currently coach services run from Portland to Hamilton, Warrnambool and Mount Gambier. The most efficient public transport route to Melbourne is via coach to Warrnambool, which connects to a passenger rail service from Warrnambool to Melbourne. The State Government have recently announced an upgrade to the rail line from Warrnambool to Melbourne, to improve the efficiency of the service.

### **1.5.8 Utilities and Infrastructure**

The region is serviced by an extra high transmission power line with a 500kV capacity running to the smelter site with no base load power generation available in the region.

Wind turbines are currently the only electricity power generators in the area. The Cape Sir William Grant and the Cape Nelson (North and South) wind farm facilities can supply a combined 91.2MW of electricity to the national grid.

Water and sewer services are available throughout the urban area of Portland. Water for Portland is drawn from the Dilwyn Aquifer which is formed under a large area of south west Victoria and south east South Australia. The aquifer is at a depth of about one kilometre in the Portland area. The Portland Water Treatment Plant is located south of Portland.

The periphery of Portland has access to fixed wireless National Broadband Network (NBN) and Fibre to the Node (FTTN) services are available to most of the Portland urban area.

Most of the existing urban area of Portland is serviced with a reticulated gas service except for the General Residential area north of Cope Street, west of Henty Highway and east of Dutton Way.

### 1.5.9 Key issues and opportunities

The following issues and opportunities have been identified in Portland Strategic Framework Plan Issues and Opportunities Paper (2019) for consideration in the Framework Plan:

- Confirm the extent of commercial areas, including large format retail and activity centre boundaries.
- Identify precincts and implications for physical infrastructure, social and community services and other facilities.
- Address existing land use conflicts in the urban area and on the urban rural fringe.
- Provide urban and landscape design direction to improve the quality of the urban and natural environment and preserve the unique cultural heritage of Portland and its surrounds.
- Identify the necessary infrastructure and capital works projects required to support and enhance Portland.

### 1.5.10 How to read the Growth Plan

The Growth Plan is a long-term plan to guide the future of Portland, it includes:

- 8 principles that underpin a long-term vision for Portland.
- 15 outcomes and objectives to drive Portland as a thriving regional centre.
- 54 strategies that set out how the outcomes will be achieved.
- 60 actions outlining how each strategy will be approached and delivered.

## 2 FRAMEWORK PLAN VISION AND PRINCIPLES

### 2.1 Vision

The Vision for the Framework Plan is:



*Portland will be a regional centre that is a desirable place to live, with high residential amenity and diversity of housing stock to meet the needs of a changing population. Land is to be provided for long term residential, commercial, industrial and port-related needs, where incompatible land uses are adequately separated from each other and their potential impacts are appropriately managed.*



*Portland will remain a national and international gateway for imports and exports, with sufficient, strategically located and appropriately designated land to meet forecast demand for port related storage ensuring adequate integration of the Port to the Australian freight and logistics network. Portland has a diversified local economy, taking advantage of environmental, heritage and infrastructure assets and ample tracts of industrial land.*



*Portland includes a vibrant CBD that is the primary commercial centre of the Glenelg Shire. It is the hub of community, civic and cultural activity with opportunities for growth, increased tourism and diversity of housing options.*



*The built environment of Portland enhances the area's accessible unique cultural heritage and natural landscape.*

### 2.2 Principles

The following principles that underpin a long-term vision for Portland:

#### P1 Resilient and sustainable development

The unique environmental attributes of the Portland area will be retained and enhanced. Planning will ensure Portland has a sustainable urban form, with efficient use of infrastructure and development that responds to climate change.

#### P2 A thriving and diverse economy

Portland's role as a regional centre that provides State significant industry will be reinforced. Economic development opportunities based on Portland's natural and locational assets will be encouraged, including quality tourism development.

#### P3 Celebrate cultural heritage and diversity

The cultural heritage of Portland will be enhanced and celebrated. Planning will ensure that the lifestyle and benefits of the future development of Portland is enjoyed by all people in a fair, equitable and inclusive manner.

#### P4 A healthy community

The health and wellbeing of Portland's residents and visitors will be supported and improved. This plan seeks to support the priorities and goals of Council's Health and Wellbeing Plan (2017-2021), in particular in the area of climate change adaptation.

Planning supports improving community access to quality sporting facilities, playgrounds, open space, recreation areas, and providing improved opportunities for a wide range of sport, recreation and leisure

activities across Portland. This will be achieved by delivering the actions identified in the Glenelg Shire Open Space Strategy (2019).

## **P5 Safeguard productive agricultural land**

Primary production (agriculture, forestry and aquaculture) sustains a thriving processing sector that capitalises on the competitive advantage afforded by the Port of Portland and is a pivotal component of the local economy.

Natural resources underpinning primary production surrounding Portland are to be protected and industries should have the flexibility to innovate and adapt to a changing climate, new technologies and markets. This includes providing opportunities for rural living and hobby farming only in appropriately zoned rural living locations.

## **P6 Attractive and distinctive places**

Urban development and land use in Portland is strongly influenced by physical and topographical features. Portland is characterised by a diverse range of environments including the rugged coastline, dense native forests and woodlands, rolling rural plains and significant wetlands.

The outstanding built and natural heritage of Portland is to be protected and enhanced through this Framework Plan. The spectacular landscape and rich natural resources that are the basis of the region's strengths should be promoted and given commensurate consideration in future development opportunities.

## **P7 Growth in Portland is smart and does not create further land use or environmental conflicts**

Residential land within the Portland urban area is constrained by the neighbouring zones with significant land use conflicts existing in several locations across Portland, in particular, near the Port Zone and the Industrial Zones.

Investigation of areas for future residential growth and better utilisation of existing residential land will accommodate additional housing for the residents of Portland.

## **P8 Improve connectivity and reduce transport conflicts between local traffic and freight transport**

Local and regional transport networks are to be upgraded and improved. It is important that the Port of Portland has enough strategically located and appropriately designated land to meet the forecast demand for port related storage and that where possible, the heavy vehicle network is separated from the local transport network and connections to key tourist destinations, to improve safety and amenity.

## 3 STRATEGIC OUTCOMES

### 3.1 Outcome 1: A Great Place to Live

Portland has a number of precincts, each with a distinctive urban character.

The Portland CBD has a collection of unique heritage buildings and streetscape features, including bluestone kerb and channelling, verandahs, outbuildings and walls. There is also a fine grain pattern of laneways that provide an excellent foundation for improvements to the pedestrian environment.

The CBD has a range of architectural styles from all eras of the city's development. Most buildings are typically 1-2 storeys. However, some heritage and contemporary buildings are constructed up to 3 storeys in height. There is the opportunity within the CBD to develop mixed-use projects with upper level apartment style housing, or townhouse development.

Portland South is of mixed character, with some streets (closer to the CBD) reflecting the Edwardian style of the CBD, with predominantly 1960's-1970's subdivision patterns and architectural styles in the middle areas and dispersed pockets of recent subdivisions predominantly on the outskirts.

Portland West typically contains larger blocks with substantial landscaping and a more low-density residential character.

Portland North is the newest of the residential areas with a larger number of two storey brick and concrete dwellings.

The attractive rural amenity surrounding Portland makes the area popular for rural lifestyle development. Rural land in the Portland hinterland has important values and plays a significant role in the settlement and commercial activity of Portland.

#### Key issues

These issues are addressed in Plan 3: A great place to live and Table 1.

##### 3.1.1 Population growth is needed to provide for an ongoing workforce in Portland.

The total population of Portland is forecast to grow by approximately 1500 persons, or 12 percent from 2016 to 2036. However, under existing conditions, Portland is expected to experience a general decline in the working-age population (15-64 years of age) of approximately 185 persons, or two percent. Employers have identified that this has led to a shortage of workers to grow the local economy unless actions and strategies are put in place to encourage people of working-age to migrate to Portland (Golden Triangle Freight Action Plan Update, 2016).

The Framework Plan Background Report identifies that there are currently over 1,200 vacant lots in existing residential areas of Portland, some however, in constrained areas for future residential development. If all of this residential land was developed over the next twenty (20) years, it would present an average housing supply of 60 dwellings per year. This is more than what is required to accommodate the forecast population growth expected in Portland.

This plan seeks to identify opportunities to unlock these vacant lots for development as a priority, to create more attractive sites for residential growth and more diverse housing types, and to identify investigation areas for potential long-term residential growth in Portland.

Medium density residential development should be encouraged in close proximity to the Portland CBD, whilst respecting places of heritage significance. There is the opportunity within the CBD to develop mixed-use projects with upper level apartment style housing, or townhouse development. However, statutory support should be provided to encourage future compatible residential land uses within the predominantly commercial CBD.

### **3.1.2 The need to identify suitable areas for residential growth, taking into account existing buffers to sensitive uses**

Significant parts of residential land within the Portland urban area are constrained by the neighbouring industrial zones and land use conflicts exist in several locations in and around the urban area.

Development needs to be carefully managed to ensure that all sectors benefit from the opportunities presented by new investment, and that the amenity and heritage character of the city is retained. As identified, Portland's well-defined, compact CBD is one of its greatest assets. To reinforce this urban core this Framework Plan identifies the CBD area for consolidation of commercial development to an appropriate extent. A review of extent of the Commercial 1 Zone (C1Z) is required to ascertain areas that are unlikely to be developed for commercial purposes due to factors such as heritage values that are required to be protected.

The Portland Industrial Land Strategy (2016) has identified the need to protect the amenity of sensitive uses from industrial uses through interface and buffer considerations. The lack of adequate separation between industry and sensitive uses has the ability to limit growth. To protect this interface an Urban Settlement Boundary has been identified in this Framework Plan to minimise the conflict of inappropriate development encroaching closer to sensitive or incompatible land uses.

Several constraints such as the proximity to industrial land uses and potential flooding have been identified for much of Portland's residential areas. These constraints limit opportunities for significant development, redevelopment of infill sites to provide additional housing, and more diverse housing types within Portland. In response, this Framework Plan identifies investigation areas for long term residential growth and areas of the Portland CBD that are potentially suitable for rezoning from commercial to mixed use or residential to encourage additional, more diverse residential opportunities, as well as the conditions for which rezoning would be supported.

### **3.1.3 Rezoning of relevant existing commercial areas**

The Framework Plan sets out the planning and development framework to deliver residential, commercial and mixed-use land uses within and in proximity to the Portland CBD. It also provides a framework for the identification and consideration of sites for rezoning to better reflect the existing and preferred future land use and to reduce conflicts between adjacent land uses.

Accordingly, the Framework Plan provides guidance identifying areas for potential rezoning and other considerations.

#### ***Considerations for Rezoning***

A planning scheme amendment to rezone land needs to be strategically justified, consistent with Planning Practice Note 46, 2017.

When identifying land for rezoning, the area identified for the amendment should be:

- Supported by an appropriate housing strategy or retail or economic assessment.
- Consistent with any existing heritage studies or supported by a heritage assessment.
- Supported by a land capability and contamination assessment.
- Supported by relevant environmental studies (archaeological, biodiversity, flooding and stormwater) as requested by Council.
- Respond to any relevant adopted Council plan, policy or strategy, including Council adopted Design Guidelines.

### **3.1.4 Appropriate development of Rural Land**

Council's Rural Land Use Strategy, which is currently under development, seeks to balance the demand for rural residential lots and hobby farms, and the need to maintain and protect commercial agriculture and horticulture activities from encroaching residential development.



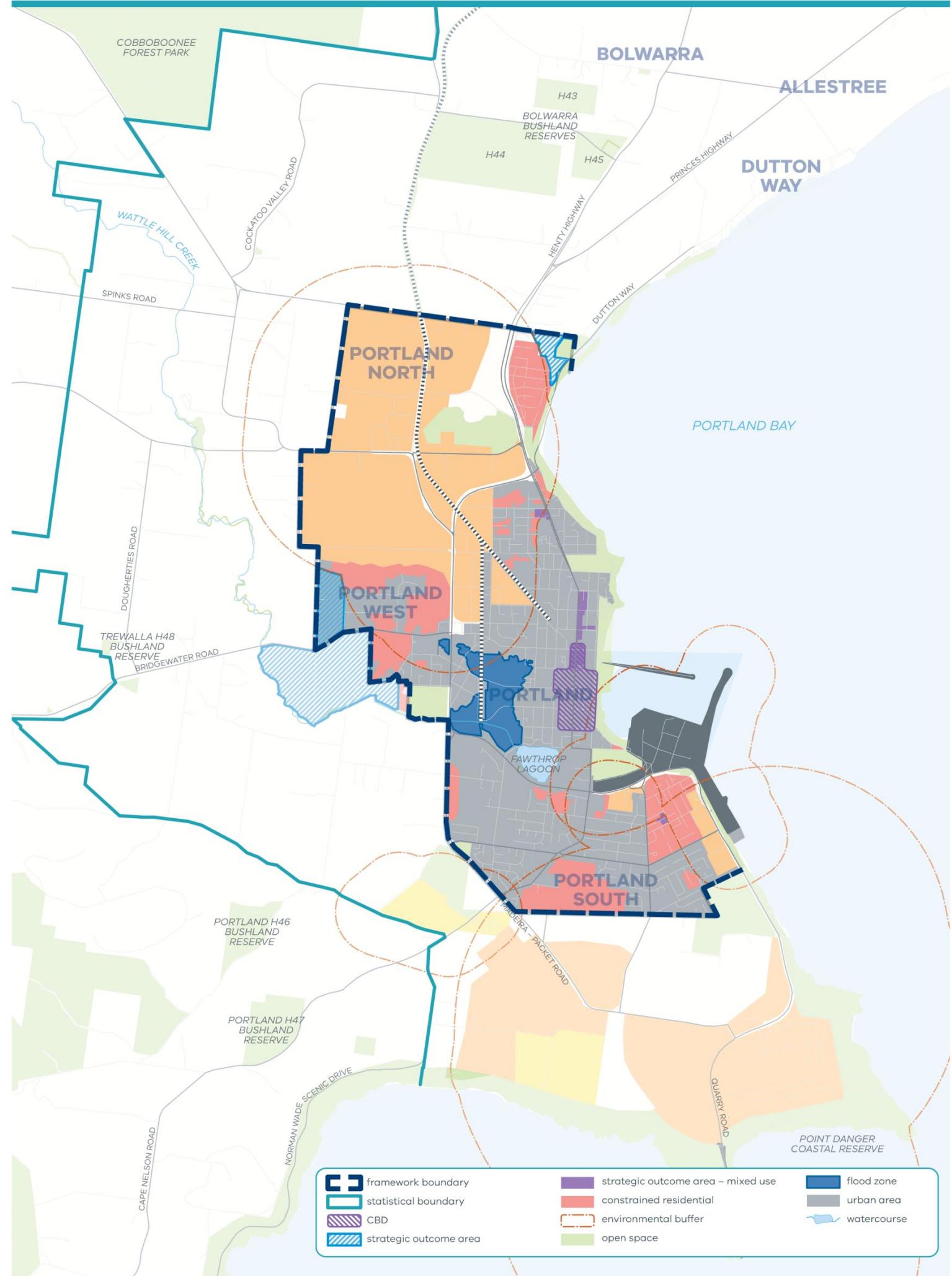
This Framework Plan (as informed by Council's rural land investigations) seeks to ensure that rural land around Portland can provide for a range of uses including commercial agriculture, rural industry, extractive industries, rural residential, tourism and hobby farming. These uses are to be provided to not negatively impact on the safety of new and existing residents or visitors from bushfire and other climatic threats, protect the viability of local industries and provide appropriate buffers between different land uses.

### 3.1.5 Objectives and Strategies

Table 1: A Great Place to Live Objectives and Strategies

<b>OBJECTIVES</b>	
<b>O1.1</b>	To consolidate urban development and identify opportunities for long term growth areas to provide new housing opportunities and options for existing and future residents of Portland.
<b>STRATEGIES</b>	
<b>S1.1.1</b>	Minimise conflicts from encroaching development of sensitive or incompatible land uses that will compromise agricultural use, future economic opportunities, or areas of high environmental value.
<b>S1.1.2</b>	Encourage the full build-out of vacant land in residential areas as a priority.
<b>S1.1.3</b>	Investigate rezoning of areas on the periphery of the Portland CBD (along Bentinck street, areas west of New Street or south of Julia Street) and sites identified as Strategic Outcome Areas - Mixed-Use, subject to the identified considerations.
<b>S1.1.4</b>	Provide more housing options within the CBD, in particular for younger people and an ageing population, by creating opportunities for more compatible types of accommodation as well as permanent housing options for buyers and renters in the wider urban area.

<b>OBJECTIVES</b>	
<b>O1.2</b>	To provide more opportunities in appropriate locations for rural living and visitor accommodation, in particular in proximity to Bridgewater Road, Henty and Princes Highways that take advantage of the natural environment and amenity on the land surrounding Portland.
<b>STRATEGIES</b>	
<b>S1.2.1</b>	Identify areas for additional rural living/lifestyle development and visitor accommodation in areas of high natural amenity that do not create land use conflicts with the surrounding employment land.
<b>S1.2.2</b>	Encourage the full build-out of existing vacant residential areas as a priority.



## 3.2 Outcome 2: A Great Place to Work

The issues are addressed in Plan 4: A great place to work and Table 2.

### 3.2.1 The Port

The Port of Portland is a deep-water port and serves as the international gateway for the region located between the ports of Melbourne and Adelaide.

The Port specialises in export trade in bulk commodities, particularly forestry products (raw logs and woodchips), smelter products (aluminium), grain, fertiliser, mineral sands (Port of Portland, 2018). The port is expected to continue to grow with exports from timber harvesting, freight and mining are expected to be maintained or expanded in the future. The importation of wind farm components, servicing of oil and gas supply vessels and other potential exports under consideration may lead to increased demands on the port.

Adjacent to the Port of Portland is the local port (State Marine Precinct). Facilities include:

- Single, three and four lane boat ramps.
- A Trawler Wharf including floating pontoon that can berth up to nine vessels, with a maximum of 300 tonnes.
- The Portland Bay Marina.
- Parking for vehicles and boat trailers near the boat ramps.

Fishing is a significant industry to the area, where Portland is home to a fleet of approximately 60 vessels. The large sheltered Portland Harbour provides calm waters for the marina, wharf, beach, shipping berths, recreational boating and fishing jetties thus attracting significant numbers of visitors throughout the year.

#### ***Key Issues***

The Portland Marine Master Plan identifies that the region is missing out on economic opportunities because the Trawler Wharf is at capacity, leaving no berths for itinerant or opportunistic vessels and limited access for marine servicing at the Port of Portland. The servicing of the tug boats currently occurs in Tasmania and the upgrade of the slip way at the port to facilitate servicing locally is not currently considered to be commercially viable by the Port of Portland. When in port, fishing trawlers and other commercial ships could be supported and serviced by the local marine services industry and greater capacity will lead to increased economic opportunities for local businesses.

The closure of Fisherman's Wharf by the Port of Portland has necessitated the relocation of fishing vessels into the local port. The Trawler wharf and marina are at capacity and require the expansion of the State Government asset that is managed by local government.

Identified constraints on the port include the existing road and rail network (which is discussed further in a chapter on "Port Access" in 3.3.1), availability of land, the number and capacity of existing berths, viability of a commercial slipway, and the impacts on the nearby sensitive land uses.

The log and woodchip storage areas, in particular the Canal Court site, are of visual and environmental significance due to being located on one of the key entrances into the CBD, adjacent to the canal to Fawthrop Lagoon, and visible from the Portland Botanical Gardens. As such a suitable alternative use or design response that considers the sensitivity and significance of these locations would be appropriate. Alternatively, the land currently utilised for log storage could help alleviate rail car shunting issues at the Port of Portland and include appropriate design measures to improve the presentation of the rail corridor.

### 3.2.2 Agriculture, Forestry and Fisheries

Agriculture forestry and fisheries is the third largest economic sector in the Glenelg Shire and the fourth highest employer (Draft Rural Land Study, 2018). In 2011, gross value of agriculture in Glenelg totalled around \$197 million and was 11 per cent of regional gross value of agriculture and 2 per cent of Victorian gross value. Meat, milk and wool were the largest commodities by value.

Timber production in the Shire is part of the nationally significant Green Triangle region. There is opportunity for further development of the industry including expansion of timber processing and manufacturing and consolidation of the plantation estate.

The abalone industry is one of Victoria's most valuable commercial fishing industries with the existing facility near Narrawong being one of three locations of land based aquaculture in the State. Most of the product is exported to international markets predominately in Asia.

### **Key Issues**

Glenelg has some competitive advantages that provide opportunities for further growth in agriculture:

- Significant areas of highly productive agricultural land (unfragmented, good quality soils with access to groundwater for irrigation).
- Significant groundwater reserves.
- Farmland of state significance based on the combination of high capability soils, access to irrigation and industry clusters of state significance.
- A mild climate that is not projected to be impacted under future climate scenarios as significantly as other Victorian regions.
- Access to the Port of Portland.

Commercial agriculture requires the flexibility to respond to market and consumer changes, adopt new technology and more intensive production systems and adapt to the impacts of climate change. This Framework Plan will promote local agriculture by:

- Clearly identifying locations where agriculture will be the primary land use with policy to prevent land fragmentation.
- Protecting productive agricultural land.
- Facilitating parcel sizes suited to contemporary agricultural management practices and to be unencumbered by unwanted infrastructure and dwellings.
- Maintaining adequate separation between commercial agriculture and sensitive uses, such as urban and rural residential settlement, to minimise the risk of offsite impacts and support efficient and optimal agricultural operations.
- Providing opportunities for rural living and hobby farming only in appropriate locations.
- Ensuring that there is sufficient separation between intensive animal industries and sensitive uses.

Competition for coastal land and the threat of sea level rise are significant challenges and separation from adjoining land uses is important to protect biosecurity and ensure disease exclusions.

Planning can support existing aquaculture by ensuring adequate separation from the urban settlement and adjoining land uses that may impact biosecurity are maintained. Industry growth can be supported by ensuring residential development is set back from coastal areas and clustered around towns and villages.

Expanding the urban settlement and associated impacts on adjoining land uses, in particular in coastal locations such as the area from Dutton Way to Narrawong, may limit the growth of the Abalone industry potentially leading to biosecurity and/or contamination risks.

#### **3.2.3 Manufacturing**

The aluminium smelter is located on a site of approximately 600 hectares that is considered both economically and environmentally significant. The site produces approximately 20 percent of Australia's total aluminium production. Fertiliser manufacture and storage sites are located on or near the Henty Highway (Ring Road).



The production and assembly of wind turbines is a growing local industry. Keppel Prince, Australia's largest wind tower manufacturer, is based in Portland and is predicted to increase its workforce as the renewable energy industry continues to grow in eastern Australia.

### ***Key Issues***

The recently announced closure of a fertiliser plant and potential closure of the aluminium smelter, linked to energy and other costs, are anticipated to have detrimental impacts on the local economy and population growth.

While the loss of this sector in the local economy would undoubtedly have a significant effect on the local economy it is unlikely that most of these people would immediately leave the local community. As such it is imperative that opportunities for diversification of industries and possible opportunities for the reuse of the affected sites are fully explored as soon as possible prior to the shutdown.

The Portland Industrial Land Strategy (2016) has identified the need to increase the range and depth of industrial land use to address the potential scaling down or closure of existing industry over the next 25 years.

#### **3.2.4 Renewable Energy Production**

The Regional Growth Plan (2014) identifies the opportunity to facilitate local energy production and natural gas extension as a future direction for regional growth.

The proximity to wind farms is a competitive advantage and Portland is competing with manufacturers in Geelong and Ballarat which are closer to future wind farms (both proposed and approved). Competition also comes from overseas due to the disparity in manufacturing costs.

Wind turbines are currently the only electricity power generators in the area. The Portland Wind Energy Project, at Cape Sir William Grant, Cape Nelson and Cape Bridgewater, consists of 74 turbines with a combined capacity of 91.2 MW.

Geothermal energy was used in Portland from 1983 to 2006. This included a reticulated heating loop for local office buildings and local public pool until the system was converted to use boilers instead of geothermal. The bore used for this purpose was moved and the heated water currently pumped from the aquifer is allowed to cool in towers. Consequently, this energy is currently unused.

Wave energy production facilities have also been identified as a potential energy source that has warranted further investigations in the area.

### ***Key Issues***

The Regional Growth Plan (2014) identifies the opportunity to "facilitate local energy production and natural gas extension" as a future direction for regional growth. Wind turbines are currently the only electricity power generators in the area.

Proximity to surrounding wind farms under development is a competitive advantage for Portland, compared to manufacturers in Geelong and Ballarat. Wind tower manufacturer Keppel Prince has recently invested \$2m in its Portland facility and intends to invest a further \$11m if Victoria continues to build new renewable energy projects (Environment Victoria, 2018).

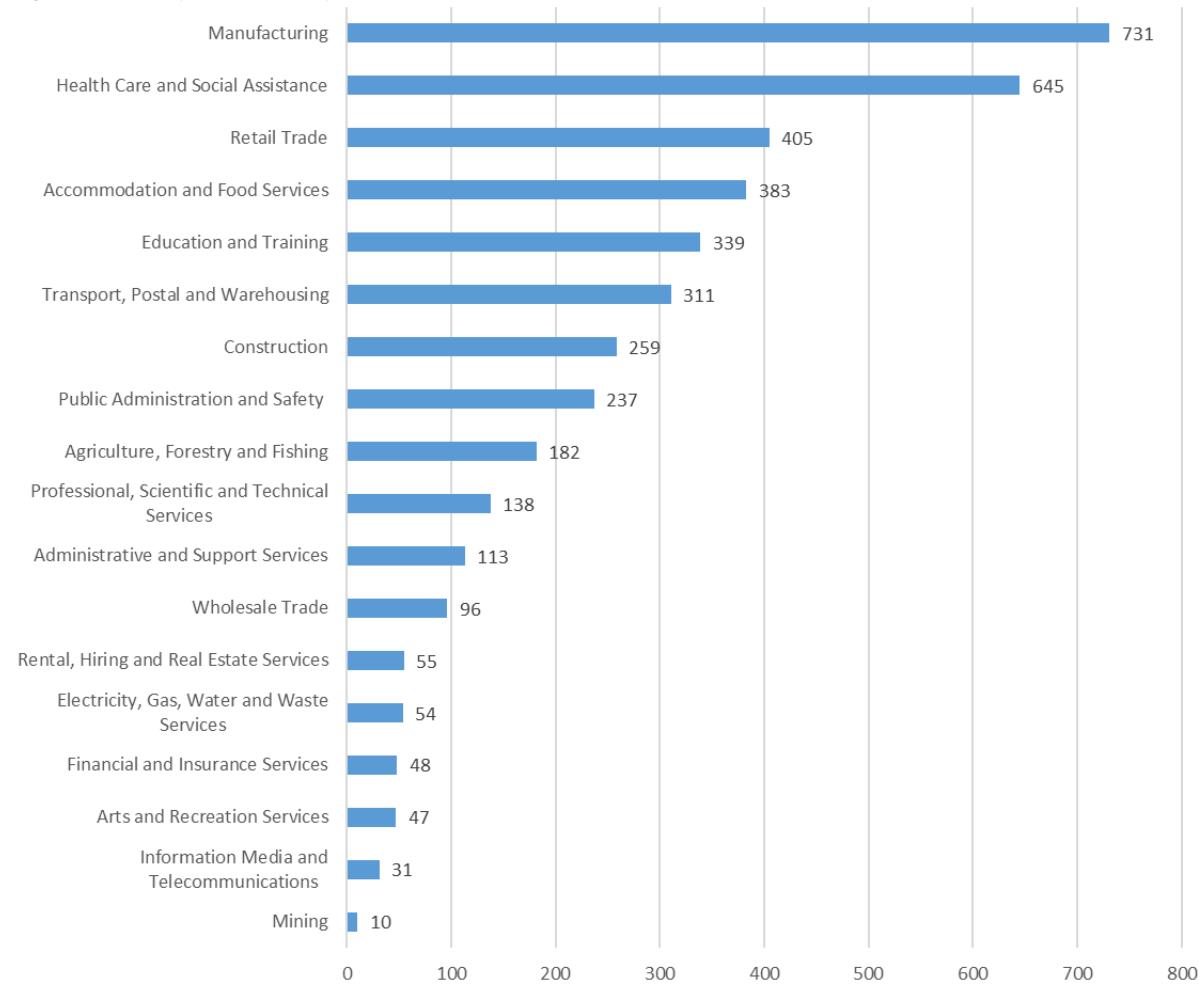
It has been identified that Wannon Water's wind generator has the potential to power both the water and sewage treatment facilities in Portland. It is anticipated that in completing this project that Portland will be the first city in Australia to achieve net-zero emissions for treatment facilities through onsite renewable power generation.

#### **3.2.5 Retail and Commercial**

The retention and strengthening of the Portland CBD as the primary focus for retail, commercial and tourism activity is seen as an important overriding objective for the future of Portland. As shown in Figure 3, retail is

the third largest employer in Portland Statistical Area (SA2). Retail, combined with accommodation and food, professional, administrative, real estate, financial services, media and communications sectors make up approximately 1650 jobs, predominantly in Portland's CBD, representing over 40 per cent of the jobs identified in Portland.

**Figure 3: Employment Industry Profile: Jobs in Portland (SA2)**



Source: ABS Census 2016

## Key Issues

Several significant challenges will need to be addressed if the Portland CBD is to remain consolidated and be enhanced. Protecting and enhancing heritage buildings and places imposes constraints on building design and available land. However, the modest profit margins and revenue base of the retail industry in regional centres limits the capacity for Council or private landowners to fund significant upgrades and associated urban design treatments.

There is a need to reduce inconsistencies between the land use zoning and the existing use of the land, particularly on the periphery of the commercial zones, in particular north of the CBD along the Princes Highway. Land inconsistent with the current or desirable use of the land should be rezoned where appropriate.

This is further discussed in Section 3.1.3 of this Framework Plan and the relevant actions in Table 6.

## Tourism

Tourism is a well-established industry in the Glenelg Shire. Expansive beaches, scenic and rugged coasts, National Parks and rich Indigenous and European cultural heritage are important tourism assets. Increased tourism will be an important source of employment for Portland into the future and may require additional retail and hospitality floor space beyond that required to support a larger population.



### ***Key Issues***

Planning can support growth in rural-based tourism by ensuring development in Portland and the surrounding landscape is of a typology, scale and setting that preserves the visual, environmental and heritage values of the area.

Portland Bay also receives several cruise ship visits per year. These ships berth on the Lee Breakwater (Port of Portland), but use the Local Port for tourism and other services when in port.

#### **3.2.6 Hospital and Health Services**

The Portland and District Hospital provides health services comprising acute, primary health and aged residential care. The hospital has an operating budget of about \$24.4m and employs approximately 435 staff (260 FTE).

The hospital has become the catalyst for a dedicated health precinct, including a specialist centre nursing home to the south, a super clinic to the west and general practice clinics in the residential and commercial zones surrounding the hospital. This is consistent with the projected requirements for a maturing community, but also an example of a generated need for additional employment and support industries.

### ***Key Issues***

A projected increase in both young families and an ageing population will create demand for more health and community services, and place additional emphasis on the need for accessibility and convenience.

Some of the surrounding land uses are less compatible with the purpose of the health precinct

The transition from 'Urgent Care' to a full emergency facility will be required if the population increases. There is the potential to fill the street block with associated health services to reduce the potential for future land use conflict with uses that are permitted in the Commercial 2 Zone (C2Z).

'Hospital' is a prohibited use in the C2Z where expansion of this facility to abutting land would require the rezoning of the land to an appropriate zone that supports the use.

Under existing conditions, Portland is expected to experience a general decrease in the working-age population (15-64 years of age) over the next twenty years of approximately 185 persons (2 per cent), while the overall population is expected to grow over the same period by 1500 persons (12 per cent). This projection will lead to a reduced workforce and an increase demand on health services.

These issues are discussed further in Section 3.1.3 of this Framework Plan and the relevant actions in Table 6.

#### **3.2.7 TAFE**

The Portland Campus of Southwest TAFE is the only tertiary education institution in Portland and the Glenelg Shire.

### ***Key issues***

The general decrease in the working age population can in part be attributed to the age groups that depart rural areas for education and work opportunities generally to the capital cities. An increased provision of tertiary education facilities in Portland may contribute to arresting the population decline in the age groups that typically utilise these opportunities.

It is recommended that discussions commence between Council, the Department of Education and Training (DET) and Southwest TAFE to discuss the opportunity to expand the Portland Campus to better cater for existing and future employment needs of Portland and surrounds.



COBBOBOONEE FOREST PARK

WATTLE HILL CREEK

SPINKS ROAD

DOUGHERTIES ROAD

TREWALLA H48  
BUSHLAND  
RESERVE

BRIDgewater ROAD

PORTLAND H46  
BUSHLAND  
RESERVEPORTLAND H47  
BUSHLAND  
RESERVE

CAPE NELSON ROAD

NORMAN WADE SCENIC DRIVE

LANDFILL

WASTEWATER  
TREATMENT  
PLANT

MADEIRA - PACKET ROAD

PORTLAND BAY

BOLWARRA

ALLESTREE

DUTTON WAY

PORTLAND  
NORTHPORTLAND  
WESTPORTLAND  
SOUTHBOLWARRA  
BUSHLAND  
RESERVES

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### 3.2.8 Objectives and Strategies

Table 2: A Great Place to Work Objectives and Strategies

<b>OBJECTIVES</b>	
<b>O2.1</b>	To support, maintain and grow opportunities for Portland's employment-generating industries.
<b>STRATEGIES</b>	
<b>S2.1.1</b>	Explore long term opportunities for the aluminium smelter precinct.
<b>S2.1.2</b>	Reinforce orderly industrial development of the south-western side of the Central Portland Employment Precinct.
<b>S2.1.3</b>	Encourage the upgrade of port facilities to facilitate the additional needs of the trawler industry and provide space to expand industry and port businesses.
<b>S2.1.4</b>	Encourage the development of opportunities for new local industries, such as wave energy research.
<b>OBJECTIVES</b>	
<b>O2.2</b>	To transition to, and capitalise on, a clean energy future.
<b>STRATEGIES</b>	
<b>S2.2.1</b>	Diversify energy generation to include other sources of renewable energy. Geothermal, solar and wave generators are possible options.
<b>OBJECTIVES</b>	
<b>O2.3</b>	To provide more commercial opportunities and an enhanced retail environment to service both the local community and increased tourism demand.
<b>STRATEGIES</b>	
<b>S2.3.1</b>	Apply a boundary to the CBD and introduce a policy of consolidation within the existing CBD, including identifying opportunities for catalyst projects.
<b>S2.3.2</b>	Review the extent of the Commercial 1 Zone in the Portland CBD to encourage the creation of distinctive retail, office and tourism precincts, and to encourage a wider range and clustering of commercial and retail land uses within the area bounded by Tyers, Bentinck, Gawler and Percy Streets.
<b>S2.3.3</b>	Encourage large-format retail in suitable areas such as the Central Portland Employment Precinct (off Hurd/Kennedy Street).
<b>S2.3.4</b>	Investigate rezoning of areas on the periphery of the Portland CBD (along Bentinck street, areas west of New Street or south of Julia Street) and sites identified as Strategic Outcome Areas - Mixed-Use, subject to the identified preconditions, to facilitate the rezoning of sites to better reflect the existing and preferred future use of the land, to provide opportunities for supporting uses adjacent to the hospital and to reduce conflicts between adjacent land uses.
<b>OBJECTIVES</b>	
<b>O2.4</b>	To provide for increased tourism.
<b>STRATEGIES</b>	
<b>S2.4.1</b>	Provide for rural-based tourism uses and tourism development areas in appropriate locations that are compatible with environmental and landscape values.
<b>S2.4.2</b>	Create a better experience and improved facilities for planned cruise ships within the Port area and reduce reliance on volunteer services to encourage future visits.
<b>S2.4.3</b>	Encourage and promote the recreational fishing industry by developing and improving facilities for recreational fishing.

**OBJECTIVES****O2.5**

To encourage the expansion of Portland's tertiary education and health service industries.

**STRATEGIES****S2.5.1**

Create a tertiary education precinct in close proximity to the TAFE to encourage additional education facilities.

**S2.5.2**

Encourage further improvements and guide development within the health precinct to provide for more accessible and conveniently located health and community services and additional employment opportunities.

**OBJECTIVES****O2.6**

To encourage farming and agriculture in Portland's hinterland, subject to the outcomes of ongoing rural land investigations.

**STRATEGIES****S2.6.1**

Support economic development opportunities on rural land and discourage encroachment on these areas of incompatible residential and rural residential development. E.g. Horticultural facility expansion (and café), while ensuring that environmental and amenity values are protected and enhanced.

**S2.6.2**

Encourage expansion of the aquaculture industry in appropriate locations to increase the contribution to the local economy in an appropriate area.

### 3.3 Outcome 3. A Connected Portland

These issues are addressed in Plan 5: A connected Portland and Table 3.

#### 3.3.1 Port Access and Freight Movement

The deep-water Port of Portland serves as the international gateway for the region, specialising in the import of wind farm components and the export trade of bulk commodities, particularly agricultural, forestry and mining products.

##### *Key Issues*

Major road and rail infrastructure improvements will be needed to sustain freight flows and timber harvesting volumes that are predicted to continue to grow, and to help improve safety for competing tourist and private vehicle traffic.

The port is anticipated to continue to process over six million tonnes in annual throughput. Major road and rail infrastructure improvements will be needed to sustain freight flows and timber harvesting volumes that are predicted to grow, and to help improve safety for competing tourist and commuter traffic.

The importation of wind farm components, the servicing of oil and gas supply vessels and other potential exports under consideration may lead to increased demands on the Port of Portland.

The existing road and rail network have been identified as a significant constraint on the growth of Port operations. The local road network, in particular crossings over the Ring Road (Henty Highway) creates a barrier to the transport of large sections of wind turbines with the turbine parts not able to fit on some sections of road to/from the port.

An opportunity has been identified by the Department of Jobs, Precincts and Regions (DJPR) and Council for the development of a containerised freight intermodal hub to replace truck transport to the Port of Portland and the Port of Melbourne from the North Portland Industrial Precinct. Private investment would be required but this has the ability to take a substantial number of heavy vehicles off the road network between Portland and Melbourne and to improve the efficiency of transporting goods between South Western Victoria and Melbourne.

The Murray Basin Rail Project (shown in Figure 4) aims to improve rail connections in regional Victoria by providing better rail access between the Murray Basin and Victoria's major ports (including Portland, Geelong and Melbourne). This project so far has increased the access to regional New South Wales and Victoria for ports such as Geelong and Melbourne.

The upgrade of the Maroona-Portland rail line should also be encouraged to provide similar access to the Port of Portland to best allow Portland to benefit from the Murray Basin Rail Project. Significant investment on the main line to Geelong and Melbourne has seen as freight (predominantly grain) from the Murray Basin currently favour Geelong with a 23 tonne axle load (TAL) weight limit over Portland (19 TAL). Glenelg Shire estimates that upgrading the Maroona-Portland rail line would remove 68 000 truck trips each year (Victorian Parliament, [Adjournment Debate – Maroona-Portland rail upgrade](#), 20 June 2018).

Figure 4: Murray Basin Rail Project and associated projects



Source: Victorian Freight Plan 2018

### 3.3.2 Road network

The Portland-Nelson Road, Henty Highway and Princes Highway as well as the associated road network are vital to port access, including from the Green Triangle timber production region, and the vitality of Portland.

Traffic travelling from the north on the Henty and Princes Highways enter the settlement via New Street which continues onto Percy Street. Alternatively, traffic can turn right to continue on the Henty Highway (Ring Road) that leads directly to the Port of Portland to bypass the settlement.

Traffic travelling to Cape Bridgewater can either use Otway Street from the Portland CBD which then becomes Bridgewater Road, or by turning onto Bridgwater Road from the Henty Highway (Ring Road).

The Portland-Nelson Road is the key access road from Portland to Nelson and Mount Gambier. The Portland-Nelson Road joins the Henty Highway (Ring Road) to the north west of Portland.

#### *Key Issues*

Due to the international port being located near the heart of Portland, heavy vehicles, such as B-Doubles and High Productivity Freight Vehicles (HPFVs) require access through or near the urban area. A considerable land use conflict occurs with residential land fronting, or backing, onto the Henty Highway (Ring Road) and private vehicle traffic (local traffic and visitor traffic) using the Henty Highway to bypass the CBD to access Portland's residential areas as well as Cape Bridgewater and Cape Nelson.

Private vehicle transport could be encouraged with improved signage to utilise local connector roads (New Street north of Portland CBD, Otway Street/Bridgewater Road to the west and Wellington Street, Edgar Street and Cape Nelson Road to the south) to avoid the Henty Highway (Ring Road) creating a separation between freight transport vehicles and private transport (including local and visitor traffic).

### 3.3.3 CBD Entrances

The main entrance to the CBD is from the north, with the outer entrance to the urban area commencing at the junction of the Henty Highway and New Street. New Street forms the 'arrival zone' into the central built up urban area.

#### *Key Issues*

In some areas the New Street streetscape needs improvement in terms of the quality of buildings, landscaping design and co-ordination of signage. The entrance to the CBD proper occurs around Otway Street, where land uses and buildings become more concentrated.

### 3.3.4 Pedestrian and Cycle Network

Pedestrian movement within the Portland CBD is facilitated by footpaths, laneways and crossings. Bentinck and Julia Streets are also linked via laneways to the car park (Council owned land) at the rear of the supermarket.

Cycling is a viable option for local transport within the CBD and to nearby areas.

There are locations within the CBD where pedestrians are crossing mid-block, but very few where they are assisted by crossings. Medians are frequently crossed by commercial vehicles and pedestrians to gain access across to the other side of the street. Whilst these areas provide a refuge area for pedestrians it leads to a situation where the existing crossing is not utilised.

Pedestrian access to and from the foreshore precinct requires improvement to assist with navigation of the area.

#### *Key Issues*

There are numerous locations in the Portland CBD where pedestrian mid-block crossings are occurring, but very few where they are being assisted. There are also many instances of pedestrian paths that are

misaligned with crossing points and do not reflect desired walking routes or are confusing, forcing pedestrians to deviate from their desired travel lines. The median strips in the centre of town are considered by some to be a safety hazard and are not suitable for growing appropriate street trees.

There are roundabouts located throughout the CBD. Most of these are designed to facilitate car access and circulation. Roundabouts have been equipped with zebra pedestrian crossings in the past with only one remaining in use. Most roundabouts provide the appearance of a designated crossing but offer no assistance for pedestrians.

Improved safety and connections of pedestrian and cycling paths would encourage more people to utilise this mode of transport.

### **3.3.5 Public Transport**

A local public bus system currently operates within Portland, comprising two routes (north and south), with buses operating hourly from approximately 9am-5pm weekdays and 10am-1pm Saturday. Public transport accessibility within the Portland industrial areas varies, the bus network passes through the Portland Central Industrial Precinct and within a block of the Madeira-Packet Industrial Precinct. However, the bus network does not connect to the significantly larger Portland North Industrial Precinct or the Smelter Precinct.

#### ***Key Issues***

There is a lack of direct passenger services/transport routes with infrequent bus services to surrounding region centres and no express service to Geelong, Melbourne or Adelaide.

The Grampians and Barwon South West Region Passenger Services Cost Feasibility Study (2017) recommended that services not be reinstated to Portland from Ararat (via Hamilton) as Portland would be better serviced via Warrnambool. This would require an extension of the passenger line from Warrnambool to Portland, which has not been proposed to date.

Public transport accessibility within the Portland industrial areas is varied. The bus network should be expanded to include the industrial precincts throughout Portland.

There is limited capacity to improve or develop the current V-Line bus station (and terminus of the local bus networks) at the current location on Henty Street, which is poorly located to interface with busy entry points for the supermarkets on either side of the road.

### **3.3.6 Foreshore Access**

Vehicular access to the foreshore is via Lee Breakwater Road and via a one-way ramp down from Bentinck Street that is situated part way between Henty and Julia Streets. The exit ramp from the foreshore onto Bentinck Street is situated part way between Julia and Gawler Streets. A narrow staircase provides pedestrian access from the end of Julia Street to the foreshore, with a more accessible path available approximately 100m south at the vehicular exit ramp. The Foreshore Masterplan proposes to vary the access and exit arrangements to the foreshore area.

#### ***Key Issues***

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

The significant change in level between the foreshore and the CBD means pedestrians must negotiate the steps near the Julia Street intersection or more commonly the sloping terrain to the south.

### 3.3.7 Streetscapes

Streetscapes represent one of the principal open space networks of the Portland CBD and form the backdrop to its daily activity. Active streetscapes are a vital ingredient in a place that is economically, environmentally and socially sustainable.

Well-designed streetscapes:

- Increase pedestrian activity.
- Increase the economic vitality of businesses.
- Create spaces for everyday social contact and informal gatherings.
- Improve the understanding of the settlement history for visitors and residents.
- Provide urban habitat for local wildlife and can promote biodiversity.
- Support the use of alternative methods of transport to the private motor vehicle.

Special streetscape treatments have been applied to the main retail area of Bentinck Street, including kerb outstands, regular median planting of mixed low shrubs and ground covers, paving treatments and co-ordinated street furniture. The treatments are generally effective in creating a different character for this precinct and adding to its amenity. Community feedback has raised maintenance of the CBD streets and planting areas as an important issue, in terms of appearance, amenity and ongoing cost.

#### *Key Issues*

There are some areas where safety, or the perception of safety, could be improved through active and passive surveillance. This includes car parks, laneways or side streets and areas of low activity such as the rear of shops.

### 3.3.8 Signage and Wayfaring

Signage and wayfinding must be clear and effectively lead visitors where they need to go in the most efficient way. The easier it is for visitors to identify where a city's attractions and amenities are, the more likely they are to spend time in the community and contribute to the local economy.

#### *Key Issues*

Signage to assist with visitor wayfinding or identification of important sites and attractions is lacking in some areas, in particular on the northern gateway to Portland along the Princes Highway and needs to be updated to create a consistent signage strategy for key landmarks and destinations.

Existing signage in and around Portland lacks a cohesive language that provides connections to key points or reflects the appropriate character.

Opportunities exist for a coherent signage strategy and the commission of distinctive public art at key entrance locations with additional safe pull over/parking areas including parking for trailers at key gateway and sightseeing areas.

### 3.3.9 Airport

Portland Airport is currently not used for freight services and in July 2019 twice-daily flights between Essendon, Warrnambool and Portland ceased operating.

#### *Key Issues*

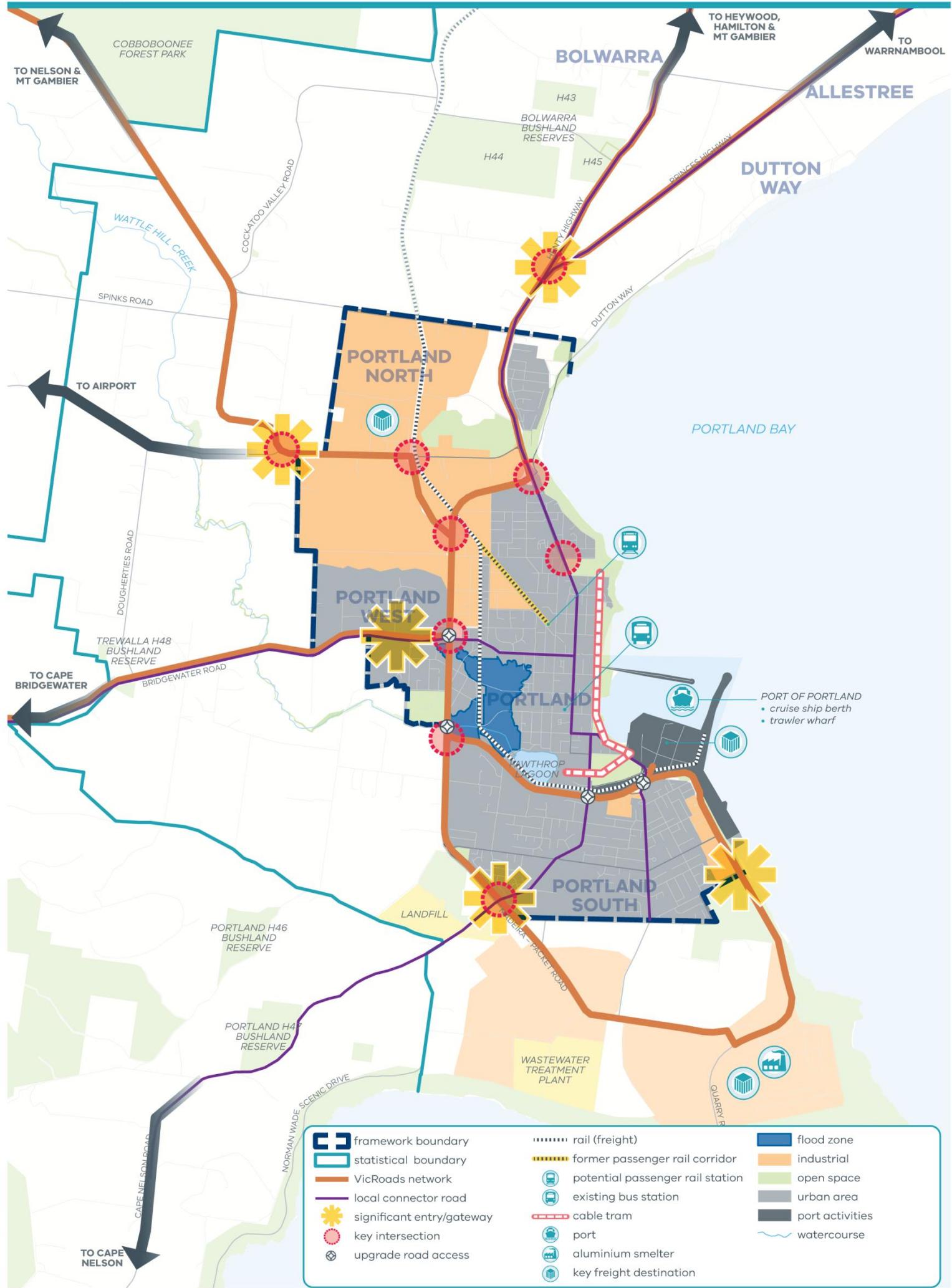
An alternate airline is being sought to maintain the airport service for passengers. The State Government and local governments will also work with regional airlines, regional tourism bodies and industry to increase passenger numbers. Options to be considered include exploring new flight options, accommodation and tour packages to increase flight sales to attractions such as Budj Bim and Cape Bridgewater.

**OUTCOME 3 – A connected Portland**  
PORTLAND FRAMEWORK PLAN

1:55,000 @ A4



0 0.5km 1km 1.5km 2km 2.5km



### 3.3.10 Objectives and Strategies

Table 3: A Connected Portland Objectives and Strategies

<b>OBJECTIVE</b>	
<b>STRATEGIES</b>	
<b>O3.1</b>	To plan for future transport capacity and demand by improving the efficiency and safety of moving freight.
<b>S3.1.1</b>	Increase access to and improve facilities within the port, to enable Portland to continue to benefit from regional shipping business, marine ecology research and other activities.
<b>S3.1.2</b>	Direct storage of materials to and from the Port to be stored in the North Portland Industrial or Smelter Precinct.
<b>S3.1.3</b>	Encourage the development of a containerised freight intermodal hub to replace truck transport to the Port of Melbourne. An opportunity exists in the North Portland Industrial Precinct where connections to both rail and heavy vehicle routes are available.
<b>S3.1.4</b>	Encourage private transport to use roads other than the Henty Highway (Ring Road), in particular to utilise New Street north of Portland CBD, Otway Street/Bridgewater Road to the west and Wellington Street, Edgar Street and Cape Nelson Road to the south.
<b>S3.1.5</b>	Identify and investigate improvements to Henty Highway to improve the ability of oversized freight to be transported to and from the Port.
<b>S3.1.6</b>	Identify opportunities, such as logistics and storage and increased throughput, that may come from the Murray Basin Rail Project, which will improve inland rail connections in regional Victoria and provide better rail access between the Murray Basin and Portland.
<b>S3.1.7</b>	Support the operation of the Portland Airport.
<b>OBJECTIVE</b>	
<b>STRATEGIES</b>	
<b>O3.2</b>	To encourage the increased use of sustainable transport for journeys across Portland.
<b>S3.2.1</b>	Investigate improvements to public transport modes such as the local bus networks.
<b>S3.2.2</b>	Install formal bicycle lanes on key routes and roads within the Portland CBD with connections to surrounding areas.
<b>S3.2.3</b>	Effectively manage the delivery of parking within the CBD and surrounding the hospital through a contemporary car parking strategy.
<b>S3.2.4</b>	Support the reinstatement of passenger rail links from Portland to capital cities.
<b>OBJECTIVE</b>	
<b>STRATEGIES</b>	
<b>O3.3</b>	To support a high-quality walking and cycling network to improve local accessibility within Portland.
<b>S3.3.1</b>	Improve the safety of the CBD for pedestrians and cyclists by changing the signed speed limits and public realm improvements.
<b>S3.3.2</b>	Improve pedestrian connections through the CBD and from the CBD to the foreshore, Hanlon Park, the Botanical Gardens and Fawthrop Lagoon.

## 3.4 Outcome 4: Celebrating Portland's Heritage, Landscape and Natural Environment

These issues are addressed in Plan 6: Landscape & urban character and Table 4.

### 3.4.1 Heritage Values

The Gunditjmara people are the native title-holders in the region and the Gunditj Mirring Traditional Owners Aboriginal Corporation was established in 2005 to progress indigenous rights and interests in native title, cultural heritage and stewardship for their country. Historical and archaeological evidence demonstrates that a large settled Aboriginal community farmed and smoked eels for food and trade at Budj Bim.

Budj Bim was built by the Gunditjmara people as a means of manipulating water flows and harvesting eels. The site includes stone channels, pools and weirs, as well as permanent housing in the form of huts. The aquaculture system was created an estimated 6,600 years ago and is one of the oldest of its kind in the world. The Budj Bim Cultural Landscape was added to the UNESCO World Heritage list in July 2019. It is only the third UNESCO listing in Victoria and this traditional site is now the first Australian site of its kind, recognised solely for its Aboriginal cultural importance (DELWP, 2019).

The first Europeans to come to southwest Victoria were most likely sealers and whalers operating in the Portland Bay area from the late 18th century (Glenelg Heritage Study - Stage 1 Thematic History, 2002). The earliest evidence of sealing in Portland is a sealer's grave on Lady Julia Percy Island dated 1822.

Portland has a wealth of heritage buildings that depict the story of European settlement. These heritage buildings and streetscapes act as landmarks and are an important part of the image and identity of the place. In particular, Bentinck Street's heritage shopfronts and the foreshore reserve create a distinct image for the city that is a key tourist attraction.

#### *Key Issues*

The rich indigenous heritage of the Portland area must be respected and be better expressed in the urban environment. The foreshore area would have played an important role in the daily lives of the original inhabitants of Portland, providing a plentiful source of food on the land and from the water. Any future expansion of the urban area will need to consider the effects of known cultural heritage sites and the potential for artefacts to be found in the locality.

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

There are opportunities for better integration of building design and better use of contemporary design integrated with historic fabric. Although the Glenelg Planning Scheme includes a Heritage Overlay, there are currently no design guidelines, signage guidelines or painting guidelines to help guide renewal and new development. An example of the success of the Julia Street heritage precinct is worth noting. The Portland Heritage Gaps Study (2016) recommends guidelines for development in the Portland Heritage Precinct.

### 3.4.2 Vegetation and Biodiversity

Portland is surrounded by scattered remnant native vegetation, often connected through riparian corridors, surrounding wetlands, waterways and roadside corridors. This vegetation should be protected from development.

#### *Key Issues*

Much of the area's biodiversity is declining due to fragmented habitats, population growth, climate change and pests (Glenelg Environment Strategy, 2010). Opportunities for expansion of the urban area of Portland are limited by areas of highly productive agricultural soils, natural resources, environmental assets or areas of



heritage and environmental value. Further clearing of native vegetation will result in reduced extent and quality of habitat, increased habitat fragmentation and increasing vulnerability to weed invasion.

Norfolk and Cypress pines are established along the cliffs, waterfront and on some streets. Ornamental pear trees have been planted on the median strip within the CBD, with some paperbarks and other native species on residential streets. There has historically been a strong focus on non-native flowers, plants and shrubs on CBD nature strips, verges and roundabouts.

### **3.4.3 Bushfire Risk**

The bushfire risk associated with scattered remnant native vegetation presents a potential limitation on future development and expansion in Portland, based on the Bushfire Management Overlay (BMO).

#### ***Key Issues***

The BMO, as applied in Portland, places permit requirements on some existing areas in the General Residential Zone (GRZ). Requirements have been inserted into Schedule 1 to the BMO to provide guidance for development of urban areas affected by the BMO, where planning permits are still required.

### **3.4.4 Ocean, Foreshore, Creeks and Wetlands**

Estuaries underpin the economic wellbeing of the region's coastal towns through their recreational and scenic value, as well as their natural functions in regulating water flows, maintaining water quality and providing fish nurseries. Therefore, compromising any estuarine values is likely to have inevitable economic consequences.

The waters off the coast of the Glenelg Shire are part of the Otway Marine Bioregion. Portland is recognised as one of the premier locations for whale sightseeing and the surrounding area also boasts the largest Australian Fur Seal colony on the Australian mainland at the nearby settlement of Cape Bridgewater. From November to May the Bonney Upwelling in the Southern Ocean brings nutrient-rich deep ocean water to the surface. This brings diverse marine fauna, including Blue Whales, to feed in Portland Bay and the surrounding areas.

Dolphins and seals are often observed close to shore and whales, that migrate yearly along coastal waters occasionally enter the harbour.

Despite a history of wetland drainage and changed hydrology, wetlands still provide key ecological value to the area. These include seasonal wetlands, shallow freshwater marshes and deep freshwater marshes.

Other landscape features of the area surrounding Portland include the Bolwarra Recreation Reserve and the Bolwarra Bushland Reserve, north of the Portland urban settlement area.

#### ***Key Issues***

Direct wetland draining and changed hydrology poses one of the biggest threats to the remaining wetlands, but also presents risks to water quality.

Continued attention is to be given to the maintenance of the quality of stormwater entering the harbour and Portland Bay to protect whales, dolphins and seals and their marine environment, which significantly contributes to Portland's tourism appeal.

Low lying areas between Portland and Narrawong are vulnerable to sea level rise, soil erosion, increased storm intensity, acid sulfate soils and changes to rainfall and flooding. The coastal area along Dutton Way is subject to a significant risk of coastal inundation and erosion.

Erosion from limestone karst terrain is a feature of the landscape to the west of Portland and creates fragile wetlands and cave systems that are a constraint on development. Coastal cliffs are subject to landslip and instability and require careful management for public safety.

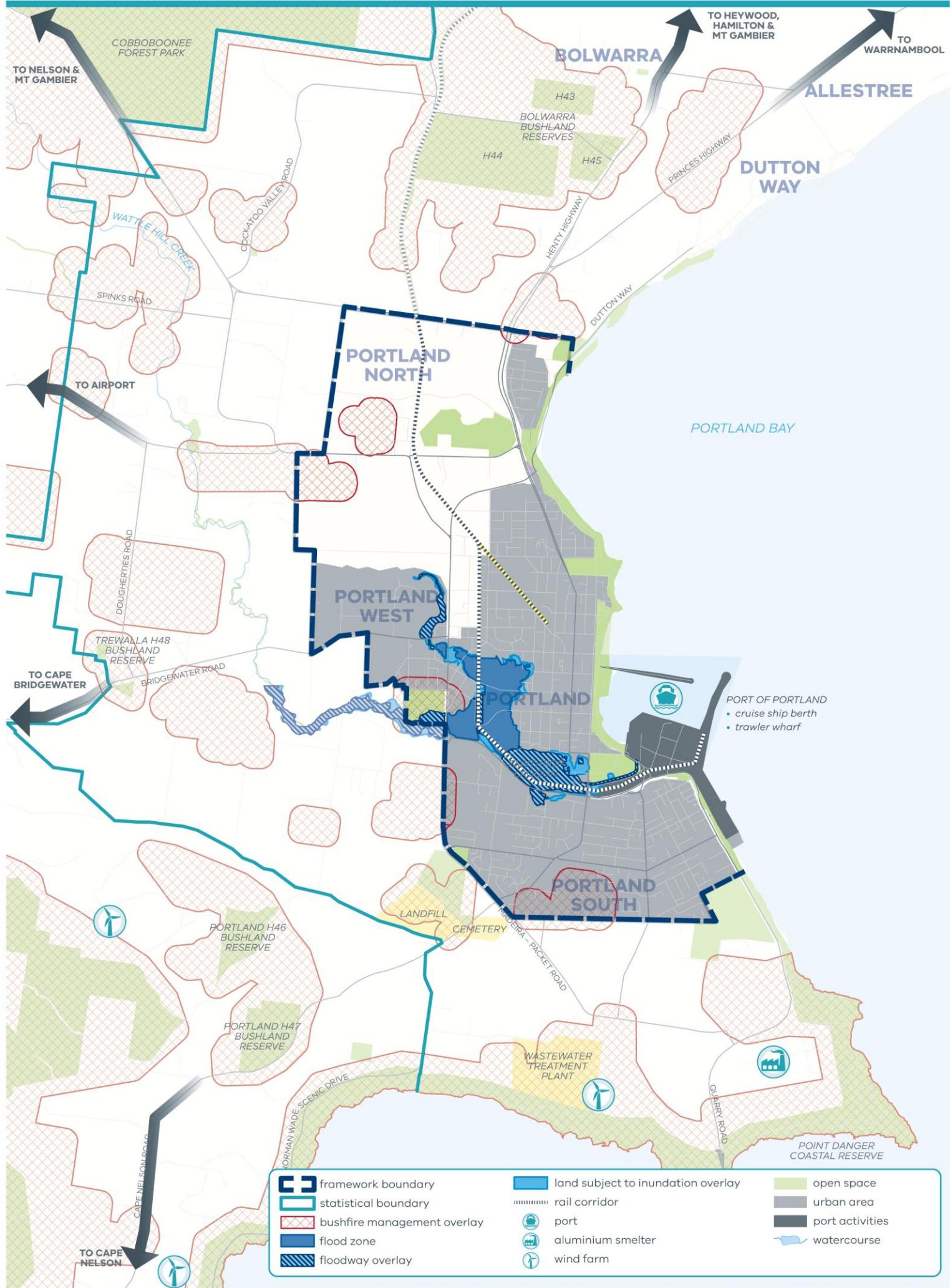
### 3.4.5 Sea Level Rise and Flooding Risk

Climate change impacts such as hotter and drier conditions, storm surge, inundation through sea level rise and inland flooding are expected to intensify and create the potential for further environmental damage in sections of the Portland Foreshore, particularly land associated with the harbour and port. Vegetation that stabilises the coastal cliff environments of Portland may be particularly vulnerable to a changing climate (Environmental Studies for Portland Harbour, commissioned by Glenelg Shire Council, 2011).

#### *Key Issues*

There are expected to be greater risks to property and buildings from flooding and erosion due to high rainfall events, storm surges along coastal areas and sea level rise. Due to the proximity of Portland to the coast the area will be affected by sea level rise in addition to the probability of land-based flood events. Flood modelling indicates significant likelihood of flooding around the Fawthrop Lagoon and tributaries.

The Coastal Spaces - Inundation and Erosion - Coastal Engineering Study (2010) identified options for managing Dutton Way, which included: 'do nothing', 'rebuild existing sea wall', 'extend sea wall', or 'extend sea wall and build new groynes'. The cost to rebuild or extend the sea wall is likely to be beyond the financial capability of future local government budgets.



### 3.4.6 Objectives and Strategies

Table 4: Celebrating Portland's Heritage, Landscape and Environment Objectives and Strategies

OBJECTIVE	
<b>O4.1</b>	To celebrate Portland's unique indigenous heritage.
STRATEGIES	
<b>S4.1.1</b>	Better express Portland's rich indigenous heritage in the urban environment and surrounding areas.
OBJECTIVE	
<b>O4.2</b>	To celebrate Portland as the oldest permanent European settlement in Victoria.
STRATEGIES	
<b>S4.2.1</b>	Encourage restoration and re-use of heritage buildings and support new development that complements the historic character of Portland in a sensitive and contemporary manner.
<b>S4.2.2</b>	Protect the outstanding coastal character of Portland.
<b>S4.2.3</b>	Enhance and promote the maritime heritage qualities of Portland
<b>S4.2.4</b>	Enhance facilities along the foreshore as outlined in the Foreshore Masterplan.
OBJECTIVE	
<b>O4.3</b>	To protect Portland's environmental character and conservation value.
STRATEGIES	
<b>S4.3.1</b>	Support biodiversity and species resilience by protecting and improving the quality of remnant native vegetation, habitats and the habitat corridor network.
<b>S4.3.2</b>	Protect natural and environmental values and minimise risks associated with natural hazards.
<b>S4.3.3</b>	Improve stormwater and implement Integrated Water Management (IWM) measures to improve water quality and minimise flow into receiving wetlands (Walook Swamp, Fawthrop Lagoon).
OBJECTIVE	
<b>O4.4</b>	To enhance Portland's landscape and built form.
STRATEGIES	
<b>S4.4.1</b>	Create a consistent aesthetic to help define Portland's identity with excellence in design, innovation and ecological sustainability.
<b>S4.4.2</b>	Maintain a clear distinction between the rural areas and the gateway to Portland, such as the green break between Portland and nearby settlements including Bolwarra and Heywood.
<b>S4.4.3</b>	Identify significant landscapes and ensure that they are recognised and protected and enhanced through local planning policy.
<b>S4.4.4</b>	Enhance sustainable coastline access in appropriate locations where erosion and damage can be minimised.

## 4 IMPLEMENTATION PLAN

### 4.1 Outcome 1: A Great Place to Live

Table 5: A Great Place to Live Objectives and Actions

<b>OBJECTIVES</b>			
<b>ACTIONS</b>		<b>RESPONSIBILITY</b>	<b>TIMING</b>
<b>O1.1</b>	To consolidate urban development and identify opportunities for long term growth areas to provide new housing opportunities and options for existing and future residents of Portland.		
<b>A1.1.1</b>	Apply the identified urban settlement boundary for Portland.	Council	Short
<b>A1.1.2</b>	Prioritise and unlock barriers to the development of existing vacant residential land in Portland by working with landowners to identify and remove barriers to development.	Council	Short
<b>A1.1.3</b>	Identify the capability of land in the identified strategic outcome areas to accommodate future long-term growth.	Council	Short
<b>A1.1.4</b>	Investigate the rezoning of areas in the Portland CBD, or on the periphery of such (along Bentinck, Hurd and Gawler Streets, south of Julia Street and west of Percy St), and sites identified as 'Strategic Outcome Areas - Mixed-Use' in the Portland Framework Plan (Plan 1 and 1a), to: <ol style="list-style-type: none"> <li>Facilitate mixed-use development in high amenity, well connected areas in close proximity to the Portland CBD that will promote additional residential lots for diverse housing typologies and sizes.</li> <li>Facilitate the rezoning of sites to better reflect the existing and preferred use of the land and to reduce conflicts between adjacent land uses.</li> <li>Rezone land considered to be unsuitable for a commercial zoning, such as low scale residential uses identified as significant or contributory in the heritage overlay.</li> </ol>	Council	Short
<b>A1.1.5</b>	Identify opportunities for medium density development such as additional aged care or independent living near the Portland District Hospital.	Private Sector	Medium
<b>A1.1.6</b>	Encourage more accommodation options, including increasing the local supply of long-term rental accommodation and short-term tourist accommodation.	Council, DJPR, Visit Victoria	Medium
<b>A1.1.7</b>	Identifying public education campuses, such as Portland TAFE, Portland Bay School, and Portland Primary School, as within the Public Use Zone (PUZ2) to protect these sensitive uses and separate from urban land supply.	Council, DET	Short

<b>OBJECTIVES</b>			
<b>ACTIONS</b>		<b>RESPONSIBILITY</b>	<b>TIMING</b>
<b>O1.2</b>	To provide more opportunities in appropriate locations for rural living and visitor accommodation, in particular in proximity to Bridgewater Road, Henty Highway and Princes Highway, that takes advantage of the natural environment and amenity surrounding Portland.		
<b>A1.2.1</b>	Implement rezoning recommendations for appropriate rural residential/lifestyle development, identified in Council's rural land investigations.	Council	Short
<b>A1.2.2</b>	Identify significant businesses and highly rated productive land within Portland's hinterland, in particular around Bolwarra to investigate and apply appropriate buffers that protect these	Council	Short

	areas from further encroachment of incompatible development.	
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## 4.2 Outcome 2: A Great Place to Work

Table 6: A Great Place to Work Objectives and Actions

OBJECTIVES					
O2.1	ACTIONS			RESPONSIBILITY	TIMING
<b>A2.1.1</b>	Opportunities for the Smelter Precinct include: <ol style="list-style-type: none"> <li>Encouraging the development of other major industrial uses where appropriate separation distances can be achieved.</li> <li>The location of base load power generation and in particular renewable energy facilities such as large-scale solar, biomass, geothermal, gas or wave energy for commercial power generation or to provide power to the smelter.</li> <li>Additional storage areas for the port.</li> <li>Use for recycling facilities or other suitable related industries.</li> <li>Non-sensitive land uses that would allow for potential future residential development adjacent to the current smelter precinct through the reduction in existing separation distances (buffers).</li> </ol>		Council, with EOI's from the private sector	Short	
<b>A2.1.2</b>	Review existing threshold separation distances to sensitive uses across Portland, to support continuing industrial uses and enable the flexibility to consider heavy industrial uses requiring large separation buffers. Identify land within buffers to the Port as within the Port Environs Overlay to reflect the proximity to the port and potential conflicts between land uses.		Council / DELWP / EPA	Short	
<b>A2.1.3</b>	Review the Port of Portland Land Use Strategy to: <ol style="list-style-type: none"> <li>Identify opportunities for the future use of the former fertiliser plant site.</li> <li>Investigate the feasibility of containerisation at the Port.</li> <li>Investigate the feasibility of upgrades to the slipway to enable the local servicing of tugs and other vessels that will contribute to the local economy.</li> <li>Investigate the feasibility of the local trawler wharf expansion and opportunities for maintenance facilities.</li> <li>Investigate the capacity, requirements and potential for oil and gas supply vessels to be based in Portland.</li> <li>Investigate alternative land uses for the log storage area on Canal Court.</li> </ol>		Council, DELWP, Port Authority, DJPR, with EOI's from the private sector	Short	
<b>A2.1.4</b>	Identify opportunities for more effective management of small-scale industrial development and revitalisation of brownfield sites, subject to investigating the cost of any necessary remediation.		Council, DELWP, EPA, DJPR, with EOI's from the private sector	Medium	
<b>A2.1.5</b>	Ensure that industrial development in proximity to the existing Portland North Primary School provides appropriate separation, buffers and traffic management so that it does not detrimentally affect the amenity of the school and the safety of people traveling to and from the school.		Council, DELWP, EPA, Department of Transport	Medium	

**OBJECTIVES**

<b>O2.2</b>	To transition to, and capitalise on, a clean energy future.		
ACTIONS		RESPONSIBILITY	TIMING
<b>A2.2.1</b>	Encourage plans for sustainable onsite power generation of the water and sewage treatment facilities.	Wannon Water	Short
<b>A2.2.2</b>	Investigate opportunities for the development of renewable energy facilities, such as base load power generation, large-scale solar, recycling facilities, or other related industries on surplus industrial land, including the 'Smelter Precinct' and former fertiliser plant.	Council, DJPR	Medium

**OBJECTIVES**

<b>O2.3</b>	To provide more commercial opportunities and an enhanced retail environment to service both the local community and increased tourism demand.		
ACTIONS		RESPONSIBILITY	TIMING
<b>A2.3.1</b>	Identify areas within the Central Portland Employment Precinct (off Hurd/Kennedy Street) as suitable for large-format retail.	Council	Short
<b>A2.3.2</b>	Apply a boundary to the CBD (shown in Plan 1 and 1a) and investigate an amendment, where appropriate, to avoid ad hoc commercial development in unsuitable areas.	Council	Short
<b>A2.3.3</b>	Identify opportunities to redevelop the vacant site on the southwest corner of the Henty Highway and New Street to avoid development in an ad hoc manner under the Commercial 2 Zone. There is an opportunity to work with the landowner to prepare a master plan for the site to facilitate development in an appropriate manner.	Council	Short
<b>A2.3.4</b>	Investigate rezoning of areas in or on the periphery of the Portland CBD.	Council	Short
<b>A2.3.5</b>	Identify sites within the CBD for potential redevelopment rather than requiring new land uses to be located on the edge of the urban area. Examples may include sites where there are large areas of surface car parking, the caravan park, and low-rise retail development.	Council	Medium

**OBJECTIVES**

<b>O2.4</b>	To provide for increased tourism.		
ACTIONS		RESPONSIBILITY	TIMING
<b>A2.4.1</b>	Develop a program to promote nature based tourism in conjunction with key tourism assets including the coastal reserves, the Great South West Walk, the Melbourne to Adelaide coastal tourist route, Budj Bim, Glenelg Shire's rural settlements, National Parks and the Port of Portland.	Council, DELWP, Visit Victoria	Medium
<b>A2.4.2</b>	Develop a program to promote rural based tourism and primary producer farm-to-table (agri-food) tourism experiences. Investigate the opportunity for a regional food trail (Niche wineries etc.).	Council, Visit Victoria, Heritage Victoria	Medium
<b>A2.4.3</b>	Improve trailer/campervan parking and poor access for the elderly at the existing visitor information centre.	Council, Visit Victoria	Medium
<b>A2.4.4</b>	Improve the facilities for the berthing of cruise ships and reliance on volunteer services to enable transport to the Portland CBD. Potential for tram line extension.	Council, DJPR, Visit Victoria, Port Authority	Medium
<b>A2.4.5</b>	Improve local recreational fishing facilities and parking/launching areas.	Council, DELWP, DJPR, Visit Victoria	Medium

<b>A2.4.6</b>	Identify opportunities for more effective management of small-scale industrial development and revitalisation of brownfield sites, subject to investigating the cost of any necessary remediation.	Council, DELWP, EPA	Medium
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<b>OBJECTIVES</b>			
<b>ACTIONS</b>	<b>RESPONSIBILITY</b>	<b>TIMING</b>	
<b>A2.5.1</b> Rezoning sites adjacent to the Portland District Hospital, identified as Strategic Outcome Area - mixed-use, to a compatible zone.	Council	Short	
<b>A2.5.2</b> Work with the Portland District Hospital to masterplan the expansion of the hospital, with development potential for a larger footprint and multiple storey buildings, within the existing street block of the hospital through the rezoning of the abutting land to a compatible zone.	Council, Portland District Hospital	Short	
<b>A2.5.3</b> Commence discussions regarding opportunities to expand the Portland Campus to better cater for existing and future employment needs of Portland and surrounds.	Council, DET and Southwest TAFE	Medium	

<b>OBJECTIVES</b>			
<b>ACTIONS</b>	<b>RESPONSIBILITY</b>	<b>TIMING</b>	
<b>O2.6</b> To encourage farming and agriculture in Portland's hinterland, subject to the outcomes of ongoing rural land investigations.			
<b>A2.6.1</b> Identify significant businesses and highly rated productive land within Portland's hinterland to apply appropriate buffers to protect these areas from encroachment from incompatible development, as recommended by Council's rural land investigations.	Council	Immediate	
<b>A2.6.2</b> Maintain separation between commercial agriculture and sensitive uses, such as urban and rural residential settlement, to minimise risk of offsite impacts and support agricultural operations.	Council, DELWP, DJPR,	Short	
<b>A2.6.3</b> Identify suitable buffer treatments, including planting and revegetation to be located between farming and sensitive uses as to be recommended by Council's rural land investigations.	Council	Short	

### 4.3 Outcome 3: A Connected Portland

Table 7: A Connected Portland Objectives and Actions

<b>OBJECTIVE</b>			
<b>ACTIONS</b>	<b>RESPONSIBILITY</b>	<b>TIMING</b>	
<b>O3.1</b> To plan for future transport capacity and demand by improving the efficiency and safety of moving freight.			
<b>A3.1.1</b> Identify required upgrades to the Henty Highway (Ring Road) to facilitate transport efficiency of oversized windfarm components from the Port of Portland.	Council, Department of Transport	Immediate	
<b>A3.1.2</b> Introduce road improvements in industrial areas as per the recommendations of the Portland Industrial Land Strategy.	Council, Department of Transport	Short	
<b>A3.1.3</b> Work with State and Federal Government to secure funding for the upgrade of the Maroona-Portland rail line to facilitate an increase the export of minerals and grain products from the Port of Portland.	DJPR, Federal Government	Short	

<b>A3.1.4</b>	Review the arterial road network in Portland South and consider eliminating the 'loop' of arterial roads.	Council, Department of Transport, Department of Transport	Medium
<b>A3.1.5</b>	Investigate opportunities to direct storage of materials to/from the Port to be stored in the North Portland Industrial Precinct or Smelter Precinct.	Council, Department of Transport, Port Corporation	Medium
<b>A3.1.6</b>	Close local road access to the 'Ring Road' or reduce access from local roads to left turn only access.	Council, Department of Transport	Medium
<b>A3.1.7</b>	Encourage the development of a containerised freight intermodal hub to replace truck transport to the Port of Melbourne. An opportunity exists in the North Portland Industrial Precinct. This could be facilitated through: - Private investment. - Improved connection to the railway line. - Future planning applications that may require rezoning.	Council, DJPR, Private Investment	Medium
<b>A3.1.8</b>	Maintain the airport as a critical service for business and the community.	Council, DJPR, Federal Government, Private Investment	Long

<b>OBJECTIVE</b>			
<b>ACTIONS</b>	<b>RESPONSIBILITY</b>	<b>TIMING</b>	
<b>O3.2</b> To encourage the increased use of sustainable transport for journeys across Portland.			
<b>A3.2.1</b> Maintain and enhance cycling opportunities at popular routes of Cape Nelson Scenic Drive, Bridgewater Road, Dutton Way and Bridgewater Lakes Road.	Council, Bicycle Victoria	Short	
<b>A3.2.2</b> Update and implement the Portland CBD Parking Utilisation Study with the aim of identifying catalyst sites in the CBD with large areas of surface car parking that could be better designed and used more efficiently for the redevelopment of additional commercial and retail premises in areas of high pedestrian traffic.	Council	Short	
<b>A3.2.3</b> Retain the railway corridor to preserve a future option for the re-introduction of passenger rail services. Masterplan the area to maximise open space and community use in the short term.	Council	Short	
<b>A3.2.4</b> Create a more direct bus network across the residential areas of Portland and through the industrial areas. Investigate reconfiguring existing routes to more direct linear north-south and east-west routes.	Council, PTV	Medium	
<b>A3.2.5</b> Consider future improvements to, and the possible relocation of, the existing bus station situated in Henty Street to include the development of an undercover facility.	Council, PTV	Medium	

<b>OBJECTIVE</b>			
<b>ACTIONS</b>	<b>RESPONSIBILITY</b>	<b>TIMING</b>	
<b>O3.3</b> To support a high-quality walking and cycling network to improve local accessibility within Portland.			
<b>A3.3.1</b> Support an expanded 40 kilometre per hour speed limit throughout the CBD to encourage a safer environment for pedestrians and cyclists.	Council	Short	
<b>A3.3.2</b> Investigate the retrofitting of, and the appropriateness of existing, zebra crossings to key locations, including roundabouts, in Portland's CBD.	Council	Short	
<b>A3.3.3</b> Review the draft Tracks and Trails Strategy (2018) and incorporate key actions into the Glenelg Road Management Plan to create a bicycle network within the Portland CBD and residential areas.	Council	Short	

## 4.4 Outcome 4: Celebrating Portland's Heritage, Landscape and Natural Environment

Table 8: Celebrating Portland's Heritage, Landscape and Environment Objectives and Actions

<b>OBJECTIVE</b>			
<b>O4.1</b>	To celebrate Portland's unique indigenous heritage.		
<b>ACTIONS</b>		<b>RESPONSIBILITY</b>	<b>TIMING</b>
<b>A4.1.1</b>	Improve awareness of significant indigenous sites, including Budj Bim.	Council, DELWP, Visit Victoria, Heritage Victoria	Medium
<b>A4.1.2</b>	Improve interpretative signage to significant indigenous sites, including Budj Bim.	Council, DELWP, Visit Victoria, Heritage Victoria	Medium

<b>OBJECTIVE</b>			
<b>O4.2</b>	To celebrate Portland as the oldest permanent European settlement in Victoria.		
<b>ACTIONS</b>		<b>RESPONSIBILITY</b>	<b>TIMING</b>
<b>A4.2.1</b>	Improve documentation of historical archaeological and maritime heritage sites within Portland and promote the rich history of the area.	Council	Short
<b>A4.2.2</b>	Improve public access to historical archaeological and maritime heritage sites within Portland to promote the rich history.	Council	Short
<b>A4.2.3</b>	Commence the preparation of guidelines for development in Portland's Heritage Precincts.	Council	Short
<b>A4.2.4</b>	Identify opportunities to better utilise Portland's heritage as the first permanent European settlement site in Victoria as points of interest along the foreshore.	Council	Medium
<b>A4.2.5</b>	Identify opportunities to better utilise the Shipwreck Coastline as points of interest along the foreshore.	Council	Medium

<b>OBJECTIVE</b>			
<b>O4.3</b>	To protect Portland's environmental character and conservation value.		

<b>ACTIONS</b>		<b>RESPONSIBILITY</b>	<b>TIMING</b>
<b>A4.3.1</b>	Develop a landscape and urban design strategy to improve entrance points to the urban area.	Council	Short
<b>A4.3.2</b>	Finalise the development of a clear and concise urban tree management and landscaping strategy that includes providing shade trees and a strong focus on indigenous species from the relevant Ecological Vegetation Classes (EVCs) referencing the south west coast.	Council, DELWP	Short
<b>A4.3.3</b>	Support the development of a clear and concise public signage and wayfinding strategy.	Council, DELWP	Short
<b>A4.3.4</b>	Work with relevant stakeholders to improve access to the foreshore, viewing areas and beaches.	Council, DELWP, Heritage Victoria	Short

<b>OBJECTIVE</b>			
<b>O4.4</b>	To enhance Portland's landscape and built form.		

ACTIONS	RESPONSIBILITY	TIMING
<b>A4.4.1</b> Apply the identified urban settlement boundary for Portland.	Council	Short
<b>A4.4.2</b> Prioritise the removal of barriers to the development of existing vacant residential land in Portland, by working with landowners to identify any barriers to development.	Council	Short
<b>A4.4.3</b> Identify the capability for land in the identified strategic outcome areas to accommodate future residential growth.	Council	Short
<b>A4.4.4</b> Investigate rezoning areas in, or on the periphery of, the Portland CBD (along Bentinck street, New Street and south of Julia Street) and sites identified as Strategic Outcome Areas to support the existing or preferred land uses to enhance the CBD.	Council	Short
<b>A4.4.5</b> Identify opportunities for additional aged care or independent living near the Portland District Hospital.	Private Sector	Medium
<b>A4.4.6</b> Encourage more accommodation options, including increasing the local supply of long-term rental housing and short-term accommodation.	Council, DJPR, Visit Victoria	Medium

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## APPENDIX 1 – URBAN DESIGN GUIDELINES

### Key views, Vistas and Landmarks

Portland has striking environmental beauty with picturesque sandy beaches and prominent coastal cliffs. The natural landscape is an important part of the urban form and the area is notable for its flora, fauna and marine life. Much of the coastal edge is reserved in National Park and contains intact coastal heath, while the hinterland is largely cleared of native vegetation and dotted with pastoral properties and low-density rural living.

The predominant natural and man-made landscapes in Portland and surrounds include:

- Coastal Landscapes
- Rural landscapes
- Remnant vegetation landscapes
- Urban landscape
- Industrial Landscapes

Vegetation plays an important role in the natural landscape of Portland with the foreshore and historic streetscape of the Portland CBD characterised by the Norfolk Island Pines. Portland has many locations that contribute to the natural environment such as the Botanical Gardens, Henty Park, the Almond Tree reserve, Portland town green and other post-European settlement additions.

Due to the city's significant industrial presence the view into Portland from the north is dominated by large industrial structures, including the Port, Aluminium smelter and wind turbines, which are especially visible above the low coastal topography.

### Built Form

The Portland CBD has one of the largest collections of early 19<sup>th</sup> century heritage buildings in Victoria. The large number of heritage buildings and streetscape features provide an opportunity for enhancing the attractiveness of the local streetscape and retail area.

The Portland CBD has a collection of unique heritage buildings and streetscape features, including bluestone kerb and channelling, verandahs, outbuildings and walls. There is also a fine grain pattern of laneways that provide an excellent foundation for improvements to the pedestrian environment.

Bentinck Street's heritage shopfronts and the foreshore reserve create a distinct image for the city that is a key tourist attraction. The CBD has a range of architectural styles from all eras of the city's development. Most buildings are typically 1-2 storeys; however, some heritage and contemporary buildings are constructed up to 3 storeys in height.

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

In some instances, there are buildings within important pedestrian areas that do not provide a positive frontage to the street. For example, the supermarket building at 93-101 Percy Street presents a blank facade to the footpath and street frontage. The rear of this building presents access issues including parking design, gradient and a loading dock to the car park, which also has high pedestrian traffic due to the commercial buildings that utilise this parking area.

## Residential Character

The urban area of Portland consists of four general residential ‘neighbourhoods’ – central Portland, Portland North, Portland South and Portland West.

The central neighbourhood’s combination of early colonial architecture and later Victorian and Edwardian styles in a prominently residential precinct can be likened to other residential precincts in Victoria. For example, the houses on Percy Street consist of weatherboard or masonry construction.

The houses have consistent side and front setbacks from Percy Street and garages and outbuildings are generally to the rear of the properties and are therefore concealed from the street. Fencing, predominantly timber picket fences and garden plantings clearly define the property boundaries. Historic outbuildings, such as bluestone stables, at the rear of other structures are an important feature of the area. The lots in central Portland are generally smaller than surrounding areas, reflecting the era of the subdivision.

The other areas of Portland contain typical suburban residential dwellings of predominantly timber and brick single storey construction. Portland South is of mixed character, with some streets (closer to the CBD) reflecting the Edwardian style of the CBD, with predominantly 1960’s-1970’s subdivision pattern and architectural styles in the middle areas and dispersed pockets of recent subdivisions predominantly on the outskirts. Portland West typically contains larger blocks with substantial landscaping and a more rural residential character and Portland North is the newest of the residential areas and has a larger number of two storey brick and concrete dwellings.

## Non-urban character

Hobby farming and rural lifestyle are the main uses of rural land interspersed with commercial scale agricultural enterprises and zoned rural living. Rural land abuts residential and industrial zoned land on the urban edge of Portland (Draft Rural Land Use Strategy, 2018).

## Employment and industrial land

There are significant areas of Industrial zoned land within industrial precincts and a number of established large-scale industrial enterprises such as heavy engineering, the aluminium smelter, saw mill and agricultural suppliers. The recently adopted Portland Industrial Land Strategy identifies the need to protect the amenity of sensitive uses outside of the industrial zones.

The Portland Industrial Land Strategy recommends that development at Cape Danger (includes the aluminium smelter) retains the existing separation to sensitive uses and supports the precinct to be set aside for specific industrial uses, and to allow the flexibility to consider heavy industrial uses requiring large buffers.

The Draft Rural Land Use Strategy recommends that the existing Rural Conservation Zone adjoining Henty Highway and south of Westlakes Road is maintained to protect the rural quality and character of Portland Gateway from the north.

## Streetscapes

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

Well-designed streetscapes:

- Increase pedestrian activity.
- Increase the economic vitality of businesses.
- Create spaces for everyday social contact and informal gatherings.
- Improve the understanding of the settlement history for visitors and residents.
- Provide urban habitats for wildlife such as birds.

- Encourage people to use methods of transport alternative to the car.

Special streetscape treatments have been applied to the main retail area of Bentinck Street, including kerb outstands, regular median planting of mixed low shrubs and ground covers, paving treatments and co-ordinated street furniture. The treatments are generally effective in creating a different character for this precinct and adding to its amenity. Community feedback has raised maintenance of the CBD streets and planting areas as an important issue, in terms of appearance, amenity and ongoing cost.

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

Safety is an important consideration in the urban environment and relates to the design of streets, as well as the adjoining buildings. While there appears to be a perception among the community that Portland is a relatively safe place, there are some areas where safety, or the perception of safety, could be improved through active and passive surveillance. This includes car parks, laneways or side streets and areas of low activity such as the rear of shops. A detailed analysis of streetscape amenity, paving and planting was undertaken to prepare a streetscape masterplan for the Portland CBD as part of the Portland Integrated Growth Plan (2011). More recent street furniture guidelines are being developed providing further analysis and recommendations.

## CBD Entrances

The main entrance to the CBD is from the north, with the outer entrance to the urban area commencing at the junction of the Henty Highway and New Street. New Street forms the 'arrival zone' into the central built up urban area. In some areas this streetscape needs improvement in terms of the quality of buildings, landscaping design and co-ordination of signage. The entrance to the CBD proper occurs around Otway Street, where land uses and buildings become more concentrated.

## Signage and Wayfaring

Cities benefit greatly from branding and perceptions of image, which can be highlighted through gateway identification and wayfinding signs. The image of a city can say a lot about the history, its current situation and the future direction with signs being a key component in reflecting the desired image.

Signs and wayfinding must be clear and effectively lead visitors where they need to go in the most efficient way. The easier it is for visitors to identify where a city's attractions and amenities are, the more likely they are to spend time and money in the community (referred to as 'linger time').

Too much signage can reduce overall effectiveness and result in poor visual amenity. Existing signage in and around Portland lacks a cohesive language that provides connections to key points or reflects the appropriate character.

## Heritage Values

The Portland area also has a rich indigenous heritage which must be respected and be better expressed in the urban environment. The foreshore area would have played an important role in the daily lives of the original inhabitants of Portland by providing a plentiful source of food on the land and from the water. Interpretive signs could assist in telling visitors all parts of the area's history. Any future expansion of the urban area will need to consider the effects of known cultural heritage sites and the potential for artefacts to be found in the locality.

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

Design guidelines need to be set out both for sites that are of heritage significance and those that do not specifically contribute to the heritage values of the town but need sensitive design to complement these values. This will encourage restoration and re-use of heritage buildings and support new development that complements the historic character of Portland in a sensitive and contemporary manner. Examples of the



restoration and sustainable reuse of heritage buildings include the art creative space in Julia Street and the Drill Hall in Bentinck Street. Further opportunities may be found in the Urban Design Guidelines for Victoria.

## Foreshore Interface

Foreshore access and connectivity to the CBD is to be addressed through the implementation of the Foreshore Masterplan (2018). The existing fence between Bentinck St and the foreshore is constructed of common wire mesh and is overly tall. The bluestone retaining wall is an important heritage feature and the (relatively) contemporary and highly distinctive mural has become a valued piece of public art. This mural should be retained in any redevelopment scheme. A Foreshore Masterplan has been prepared to redevelop the foreshore area in an appropriate manner but lacks detail on appropriate connections with the CBD.