Department of Sustainability and Environment

Coastal Spaces

Recommendations

April 2006

Victorian Coastal Council

A Victorian Government initiative

Victoria The Place To Be

For further information on the Coastal Spaces Initiative please visit our website:

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or

email: coastal.spaces@dse.vic.gov.au

Published by the Victorian Government Department of Sustainability and Environment
Melbourne, April 2006

Also published on www.dse.vic.gov.au/coastalspaces

Authorised by the Victorian Government, 8 Nicholson Street, East Melbourne.
Printed by XL Colour, 28-32 Bruce Street, Kensington Vic 3031.

For more information contact the DSE Customer Service Centre 136 186

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Message from Steering Committee

In May 2005, the Victorian Government released the *Coastal Spaces Inception Report* which identified a set of emerging issues to be addressed as part of the Coastal Spaces Initiative.

The report presented here follows on from the *Inception Report* and provides a series of recommendations which seek to improve and clarify strategic planning and tools for managing sustainable coastal development in non-metropolitan coastal areas.

This report is presented by the Coastal Spaces Steering Committee to the Minister for Planning and the Minister for Environment for consideration.

Overview

Victoria has a well developed coastal policy framework, the *Victorian Coastal Strategy* 2002, to guide use and development in coastal regions. The Strategy provides the appropriate links between international, national, state and local level objectives. In order for long-term goals to be realised, it is important that long-term, effective and integrated implementation occurs.

Victoria's Coastal Spaces Initiative has been progressed to help local governments implement the *Victorian Coastal Strategy* 2002 and manage development pressures in coastal towns beyond metropolitan Melbourne. The Coastal Spaces Initiative has sought to identify opportunities for improvements through reform, partnerships, investment and other approaches.

Population Change

The Victorian Government's population policy, *Beyond Five Million*, focuses on the need for good planning to manage this change. Through the *Melbourne 2030* framework and the Government's networked cities policies, the bulk of regional growth will be accommodated in population centres where access to services, transport and other higher order services are available.

Coastal municipalities in Victoria are continuing to experience rapid population growth, particularly those located within 150 kilometres of Melbourne. Population projections indicate an increase of approximately 132,000 people and 95,000 households in coastal communities by 2031. The majority of this increase is being planned for in major regional centres, including for an additional 70,000 people within the Greater Geelong urban area.

Perhaps more importantly for some smaller coastal settlements, a greater proportion of their population will soon be at or over retirement age than at any time in their history. This is leading to a changing mix of demands for goods and services, affecting government, business and the community.

Climate Change

Climate change and its likely effects loom as a significant challenge for many coastal settlements. Work currently being undertaken by the CSIRO on behalf of the Gippsland Coastal Board to increase understanding of these effects has identified a high probability of more storm surges associated with increasing volatile weather conditions in the future. Storm surges and other volatile weather conditions represent a greater short-term challenge to coastal planning for settlements than the longer term sea-level rises commonly associated with climate change.

Whilst the CSIRO work provides information to determine the probability of such events, further work is required to understand the potential land-related impacts that may result. The reality is that for coastal regions, climate change-related impacts will occur and have the potential to be very significant. Taking a more precautionary approach to land use and development in areas likely to be more vulnerable is the prudent course of action. Proactive intervention to direct long-term development and use away from likely vulnerable areas is strongly recommended.

Coastal Regional Strategic Planning

Victoria has many diverse coastal settlements that provide a variety of roles and functions, from very low key coastal retreat locations, to significant urban centres with diverse local economies and employment. A network of regional settlements plays a crucial role as a focus for investment in higher order goods and services. They are usually the 'hubs' that provide the diverse economic base important to long-term community and regional sustainability.

The *Victorian Coastal Strategy* 2002 supports the role these hubs play by providing regional level guidance on the management of settlements. The Strategy outlines the need to manage coastal development by directing urban uses to existing settlements, with non-urban landscapes being supported between settlements. This approach to planning in coastal regions is important as it:

- Focuses the extent of urban development to a limited number of locations and discourages linear urban proliferation along the coast;
- Promotes long term support for non-urban uses and protection of non-urban landscapes through directing urban pressures to existing settlements;
- Facilitates a more considered and planned response to the likely coastal impacts of climate change;
- Makes best use of limited resources;
- Minimises the extent of human impact on coastal natural values;
- Promotes diversity in settlements and healthy and vital communities with a strong local focus; and
- Protects the underlying value and attractiveness of the coast that is important to sustain a range of non-residentially based tourism opportunities in appropriate non-urban locations.

Despite this, some stakeholders have advocated the need to consider the creation of new settlements along the coast. At present there is no strategic policy case within the *Victorian Coastal Strategy* or demonstrated by research and analysis undertaken as part of the Coastal Spaces Initiative that identifies a need and/or supports the establishment of new settlements on Victoria's coast. The establishment of a new coastal settlement is a major policy commitment of State significance and is most appropriately addressed at a state-wide level through future revisions of the *Victorian Coastal Strategy*.

To improve regional coastal settlement guidance, the Coastal Spaces Initiative is developing a Coastal Settlement Framework that promotes and protects the diversity important for future planning and sustainable coastal regional population growth. Once complete, this Framework will be implemented into the *Victorian Coastal Strategy* and updated during future Strategy reviews.

Individual Settlement Planning

Given the significant variations that exist between settlements and characteristics of their local setting, detailed local level planning is necessary to determine the preferred and sustainable extent of a settlement to accommodate future growth and development opportunities.

On the whole, individual coastal settlement planning in Victoria is generally well progressed. There is significant planning activity and investigation currently underway or completed to guide future development or change within coastal settlements.

The Coastal Spaces Initiative can report that of the 87 settlements along Victoria's coast:

- 60% have a completed detailed Settlement Plan, but disappointingly, only 18% of these have been implemented into the local planning scheme;
- 32% have commenced detailed settlement planning; and
- 8% do not have a detailed settlement planning either completed or currently in development.

Implementing Settlement Plans into local planning schemes is an important step in the settlement planning process as it provides the necessary statutory direction and weight to support decision-making. It is recognised that there are many competing demands for limited resources on local governments in relation to priorities for planning scheme amendments. Clearly a priority going forward

is to complete settlement planning work currently underway and importantly, support effective implementation into planning schemes.

Establishing Robust Settlement Boundaries

Research undertaken by the Coastal Spaces Initiative has identified considerable variation in the way settlement boundaries are developed and implemented within local planning schemes. This variation diminishes their statutory effect and usefulness in providing long-term direction and certainty, which is compounded by the low number of Settlement Plans implemented into planning schemes.

As a result, some stakeholders have supported the development of a legislated Urban Growth Boundary, as developed for metropolitan Melbourne, as a possible mechanism to give greater effect to settlement boundaries and to control their ability to be changed.

A preferred approach in the first instance is to establish consistent planning practice for clearly identifying, implementing and reviewing settlement boundaries. This can be achieved through the Victoria Planning Provisions and as part of overall strategic planning for a settlement.

This is supported by the Minister for Planning's letter of 19 May 2005 (see Appendix 1), along with the recent changes to the *Planning and Environment Act* 1987. Together, these have had a significant impact on considerations regarding planning scheme amendments that rezone non-urban land to urban.

To further this process, the Coastal Spaces Initiative has developed a Settlement Boundaries Planning Practice Note. The Practice Note provides guidance on achieving a consistent approach to identifying and implementing settlement boundaries into local planning schemes. Additionally, clause 15.08 of Victoria's State Planning Policy Framework will be revised to provide greater clarity and relationship to the coastal land-use planning policies outlined in the *Victorian Coastal Strategy* 2002 to further support robust coastal settlement boundaries.

Protecting non-urban areas

The coastal non-urban landscape provides important environmental, social and economic benefits at a local, regional and state level. The many visually significant landscapes along the coast, in both an individual and collective sense, contribute to the overall coastal experience and image portrayed to Australia and the world.

In order to provide improved management and greater protection for these significant landscapes, the Coastal Spaces Initiative has progressed the development of a Coastal Spaces Landscape Assessment Study. Once complete and combined with the findings and outcomes of the *Great Ocean Road Landscape Assessment Study* (2004), it will provide the most comprehensive assessment and management framework of visually significant landscapes of any coastline in Australia.

The Coastal Spaces Landscape Assessment Study identifies visually significant landscapes across Victoria's entire non-metropolitan coastline and will provide improved planning management tools to help guide appropriate siting and design of development. The implementation of its findings, along with the *Great Ocean Road Region Strategy Landscape Assessment Study,* into relevant sections of local planning schemes is critical.

Additionally, non-urban breaks, otherwise known as 'green breaks', provide a range of rural agricultural activity and tourism opportunities, as well as a sense of identity for individual settlements. To this end, the Coastal Spaces Initiative encourages the application of the new rural zones as soon as practicable to help limit potential for further conflicting uses to generate negative impacts in both a land-use sense and coastal environment sense.

Encouraging quality tourism developments in appropriate locations

Tourism in coastal areas plays an important role in Victoria's local, regional and state economies. Non-urban landscapes between settlements play an important role in providing a unique and distinctive visitor experience contributing to the reasons why people visit, recreate and stay in coastal areas, particularly those with significant visual landscapes.

Encouraging well designed tourism developments that are non-residential in nature, respond to the coastal experience, the landscape's character, and environment is important to ensure the non-urban experience and setting is not compromised. Providing clarity and guidance through planning practice is important. Protecting tourism accommodation from becoming permanent residential establishments is important for the long-term viability of the local and regional tourism economies.

Managing environmental and development hotspots

Targeting infrastructure improvements, particularly in relation to the provision of water, sewerage and stormwater in places such as Loch Sport, Golden Beach/Paradise Beach, Seaspray, Venus Bay and Peterborough are a priority in order to begin reversing the negative environmental impacts these lack of services generate. Additionally, stormwater runoff from many coastal settlements is having negative impacts on coastal and estuarine environments. Many coastal settlements have inadequate stormwater capacity to deal with growth and many lack treatment ability. A significant challenge remains to find innovative solutions to managing the effects of stormwater runoff into coastal waters.

The municipalities of Bass Coast Shire, City of Greater Geelong and Surf Coast Shire will continue to experience significant growth pressure because of their proximity to Melbourne. Assisting these Councils to manage this pressure is strongly recommended.

A number of well recognised old and inappropriate subdivisions exist along coastal Victoria, which feature very small, historically created, rural allotments that are in sensitive environmental areas. The largest example of this type is the 11,700 inappropriate subdivisions located along the Ninety Mile Beach in Gippsland. Traditional methods of preventing development are actually leading to ribbon development along this part of the coast. The Coastal Spaces Initiative supports continued investigation and support in partnership with Wellington Shire to achieve a strategic outcome that will lead to a long-term resolution to this problem.

Coastal Acid Sulfate Soils also pose a major risk to Victoria's coastal regions. If these soils are disturbed there is considerable risk of degradation of the local environment and physical infrastructure. Coastal Spaces supports progressing improvements to planning policies around the disturbance of Coastal Acid Sulfate Soils and improving mapping, training and awareness to local government.

Regional Partnerships

Given the current volume of work underway, it is recommended that a strong partnership approach continue with local government and others to progress the implementation of recommendations contained within this report. Focussing on regional opportunities to integrate and co-ordinate regional planning and the statutory implementation of a range of planning reforms affecting the coast is important.

Summary of Recommendations

R1 **Reaffirm the Government's commitment to direct urban development to existing settlements. Continue to promote a network of regional and local settlements. New settlements on the coast should only be considered if genuine need is identified through a strategic assessment consistent with the Victorian Coastal Strategy.**

- A1 Finalise the Coastal Settlement Framework as part of the Coastal Spaces Initiative.
- A2 Finalise and support implementation of Settlement Plans such as Urban Design Frameworks and Structure Plans in relevant planning schemes.
- A3 Support a review of the Phillip Island and San Remo Urban Design Framework, Ocean Grove and Portarlington/Indented Head Structure Plans and the Lakes Entrance and Paynesville Urban Design Frameworks.
- A4 Support detailed settlement planning for Point Lonsdale, Port Franklin, Welshpool, Toora, Wye River and Kennett River.
- A5 Support a Residential Land Supply and Demand Study for Bass Coast Shire.

R2 **Establish settlement boundaries implemented through planning schemes.**

A6 Finalise the Settlement Boundaries Planning Practice Note.

A7 Provide clear policy direction in Victoria's State Planning Policy Framework of all planning schemes for use and development on the coast.

A8 Set out the requirements for the strategic consideration of any amendment that provides for development outside an existing urban settlement.

R3 **Protect non-urban coastal landscapes by implementing the Coastal Spaces Landscape Assessment Study and applying the new rural zones.**

A9 Finalise the Coastal Spaces Landscape Assessment Study.

A10 Co-ordinate arrangements with local government to finalise documentation and to facilitate implementation of the recommendations into relevant planning schemes.

A11 Encourage the application of the new rural zones in all coastal municipalities.

A12 Continue to support the Municipal Association of Victoria in devising a methodological approach for undertaking rural strategic analysis.

R4 **Target priority for infrastructure and innovative solutions in environmental hotspots where the provisions for potable water and reticulated sewerage services are not present.**

A13 Continue to work with and support Wellington Shire Council in relation to progressing the *Wellington Coast Subdivision Strategy* recommendations.

R5 **Encourage tourism investment and products that are sensitive to coastal settings and meets regional needs. Tourism proposals outside settlements must be of high quality, well designed and sited, add value to the coastal experience and be distinguishable from residential proposals.**

A14 Develop appropriate guidance through a Planning Practice Note for the planning and evaluation of development outside of existing urban settlements.

A15 Review clause 15.08 'Coastal areas' of Victoria's State Planning Policy Framework to provide greater clarity to the strategic intent of the *Victorian Coastal Strategy*.

A16 Consider the use of the Priority Development Panel to provide independent advice to Government with regard to the strategic merit or otherwise of particular development applications.

A17 Develop a framework which provides guidance around assessing proposals with a core focus on achieving tourism outcomes.

R6 **Establish clear planning policy that discourages disturbance of Coastal Acid Sulfate Soils.**

A18 Review Victoria's State Planning Policy Framework to introduce policy consistent with the National Strategy for the Management of Coastal Acid Sulfate Soils.

A19 Clarify responsibilities for Coastal Acid Sulfate Soils within Government.

A20 Finalise the Planning Practice Note and guidelines.

A21 Consider establishing a capacity building initiative with local governments.

R7 **Establish a more comprehensive approach to asset management on public land through an effective levels of service framework.**

A22 Finalise the audit of coastal recreational nodes.

A23 Develop advice on a potential Levels of Service Framework to guide coastal public land investment and management as part of the review of the Victorian Coastal Strategy and the Department of Sustainability and Environment Assets Strategy.

R8 **Promote on-going regional coordination and communication mechanisms to maximise knowledge transfer and practice around coastal change management and planning.**

A24 The Victorian Coastal Council to work with the Municipal Association of Victoria and the Victorian Local Governance Association to develop a Coastal Strategy and Policy Induction Program for coastal councillors.

A25 The Victorian Coastal Council continue promoting and supporting regional integrated co-ordination models as a mechanism for information sharing and collaboration.

Diane James
Chair – Coastal Spaces Steering Committee
Chair – Victorian Coastal Council

Part 1: Introduction

The Victorian coast stretches for some 2,000 km and supports a wide variety of environmental, social and cultural values. In economic terms, the Victorian coast contributes significantly to regional economies through tourism and related services, ports and trade activity. It is estimated that around 70 million recreational visits are made to Victoria's coastal areas each year. In terms of natural resource use, it provides for fishing, oil and gas extraction.

In 2004, the Victorian Government established the Coastal Spaces Initiative to consider issues relating to planning for and managing pressures associated with increasing urban development in coastal regions.

The first stage of the Coastal Spaces Initiative was the development of an Inception Report, which was published in May 2005 and describes a range of issues relevant to the sustainable management of development and change on Victoria's coast.

As part of its commitment to capacity building and coastal settlement planning, the Victorian Government has also provided over $1.5 million in the last year for initiatives including:

- $200,000 for the Great Ocean Road Landscape Assessment Study encompassing the five municipalities of Surf Coast Shire, Colac Otway Shire, Corangamite Shire, Moyne Shire and City of Warrnambool.
- $300,000 for a Coastal Spaces Landscape Assessment Study covering the coastal areas from Phillip Island to the NSW border, the Bellarine Peninsula and the far south-west coast west of Warrnambool to the SA border.
- $200,000 to develop frameworks for 20 coastal settlements in East Gippsland and Wellington Shires.
- $80,000 to develop the Bass Coast Strategic Coastal Planning Framework.
- $90,000 to develop Urban Design Frameworks for four towns in South Gippsland – Venus Bay, Tarwin Lower, Waratah Bay and Sandy Point.
- $50,000 towards the revision of the Lakes Entrance and Paynesville Urban Design Frameworks.
- $120,000 towards the Geelong Region Plan.
- $60,000 for the Apollo Bay Structure Plan as part of Great Ocean Road Region Strategy implementation.
- Contributions to Urban Design Frameworks through Pride of Place for the coastal settlements of Princetown, Port Campbell, Simpson, Port Fairy, Aireys Inlet, Barwon Heads and St Leonards.

Coastal Spaces Initiative overview

The Victorian Government announced the Coastal Spaces Initiative in October 2004 to help local governments implement the *Victorian Coastal Strategy* 2002 and manage development pressures in coastal towns. The Coastal Spaces Initiative aims to:

- Improve and clarify strategic planning for sustainable development in coastal Victoria.
- Improve the application of planning and environment tools in coastal areas, and develop new tools as appropriate.
- Build the capacity of local governments and other stakeholders to apply Victorian Government policy.

While the Coastal Spaces Initiative focuses on the coast and associated hinterland regions outside metropolitan Melbourne, it also recognises the important inter-relationships which exist between the two areas, particularly in relation to coastal fringe growth pressures and demands.

The Coastal Spaces Initiative is overseen by a Steering Committee chaired by the chairman of the Victorian Coastal Council with local government, academic, Tourism Victoria, Department of Sustainability and Environment and Regional Coastal Board representation.

In January 2005, the Coastal Spaces Initiative initiated a series of ongoing consultations with local government Mayors and Chief Executive Officers, Victorian Government agencies and other stakeholder groups. In May 2005, the Minister for Planning and the Minister for Environment released the *Coastal Spaces Inception Report*, which represented the first phase of the Coastal Spaces Initiative and identified a number of emerging issues and challenges across coastal Victoria.

Planning Context

Victoria's Environmental Sustainability Framework

Environmental sustainability is critical if we are to maximise our future economic growth, maintain our quality of life and protect our unique environment.

The Victorian Government's Environmental Sustainability Framework *Our Environment, Our Future* provides direction for government, business and the community on building sustainable environmental considerations into the way we work and live.

Our Environment, Our Future establishes three key directions which Victoria must pursue to move towards becoming a sustainable State. Each key direction contains a set of objectives and interim targets. The three key directions are:

1. **Maintaining and restoring our natural assets**, which focuses on natural assets – forests, water, land, plant, animals and climate – and how balance can be achieved between their use and maintaining the ecosystem services they provide.
2. **Using our resources more efficiently**, which considers how our natural resources are used in industries, homes and work places and the need for greater efficiencies to reduce resource consumption and waste generation.
3. **Reducing our everyday environmental impacts,** which focuses on the actions Victorians need to take in their everyday lives to reduce their environmental impacts.

Our Environment, Our Future recognises the need to maintain the quality of Victoria's rich and diverse marine, estuarine and coastal environment as well as opportunities for recreation, tourism, fishing and shipping.

One of the objectives for the first key direction of 'maintaining and restoring our natural assets' is to achieve 'healthy marine and coastal systems'. This objective seeks to ensure that:

- Victorian marine national parks will protect and restore marine habitats where sea life will thrive;
- Ongoing wise management of Victoria's marine and coastal areas and improved performance against environmental quality objectives in relevant state environmental protection policies is achieved; and
- The condition of estuarine, coastal and marine habitat integrity is improved in line with accredited Regional Catchment Strategies and Coastal Action Plans.

Victorian Coastal Strategy

The Victorian Government's overall vision for coastal management is outlined in the *Victorian Coastal Strategy* 2002. This Strategy aims to: focus urban development along the coast within established settlements with a clear strategic outlook; retain non-urban landscapes between settlements; and promote the provision of a diverse range of high quality experiences and opportunities associated with public use of coastal areas.

The Strategy sits within an overall sustainability context where:

- The long-term protection of the underlying values and features of the coast should take precedence;
- Growth and economic opportunity in regional Victoria should be sought; and
- Community health, stability and wellbeing should be promoted.

It recognises that coastal settlements change as community aspirations are realised. Some settlements will expand significantly as new urban housing is developed, while others are likely to remain small and serve as recreational-based, often seasonal settlements.

It is sensible that strategic planning is undertaken for all Victorian coastal settlements to establish their capability and suitability for sustainable development.

Impacts of climate change

Climate change is expected to have significant implications for Victoria's coastal areas. The rising of sea levels, combined with rising temperatures and changes to wind and storm patterns are expected to increase the potential for erosion and damage to coastal infrastructure, and intensify pressure on biodiversity assets.

Climate change is expected to produce more intense low-pressure systems off Victoria's coast that will lead to a greater number of extreme storm events and storm surges. Particular parts of Victoria's coast are more vulnerable to storm surge events, with low lying, sandy shorelines and low lying areas adjacent to estuaries and waterways most at risk.

Compounding these climate change impacts is a rapidly growing coastal population. Victoria's coastal areas have recorded the fastest regional population growth in recent years, with the strongest growth experienced in coastal townships within a 150-kilometre radius of Melbourne. Many of the existing settlements are located near estuaries. Population growth along Victoria's coast is expected to continue, and is accompanied by subdivision and development pressure.

Precautionary Principle of Sustainability

The Precautionary Principle advocates taking action now despite a level of uncertainty, to minimise future risks. This principle may lead to a decision not to take action or proceed with a proposal because of a high level of uncertainty about beneficial outcomes. The principle poses some difficulties for decision makers in that it exposes them to criticism that they are adopting a 'no risk' approach although in fact there may be substantial, though incomplete, evidence of risk.

In the context of increasing residential and other developments in coastal regions, there is a pressing need to fully consider the risks related to climate change as part of the planning assessment process.

Whilst limited information is available on the likely impacts of climate change specific to the Victorian coast, current estimates indicate sea levels will rise up to 55cm by 2070. Storm surges and potential estuarine flooding in storm conditions will result in further effective increase in areas affected by flooding. Not all areas of the coast are the same and therefore the level of risk and likely patterns of impact and change will vary.

Detailed climate impact assessments are currently underway for the Gippsland Lakes in Victoria. Nationally, all jurisdictions are currently reviewing strategies for climate change adaptation and commissioning additional investigations in an attempt to provide greater information for planning and decision-making.

Notwithstanding the need for more detailed information to assess the impacts of climate change, it should now be considered standard practice to adopt a Precautionary Principle approach when planning for areas likely to be more vulnerable to climate change effects, such as estuaries, sandy shorelines and other low lying sites.

Whilst the existing *Victorian Coastal Strategy* 2002 advocates that development be well set back from the coastline, a conscious change is required to ensure that future subdivision and development approvals actually achieve this, and more importantly, are located away from low lying coastal areas.

Other related actions

Victorian Government Caravan and Camping Parks Taskforce

Victoria's Caravan and Camping Parks Taskforce was established by the Minister for Environment in 2005 to advise on opportunities to improve coastal camping and caravanning. Market research confirms the immense social and economic value of this 'family holiday' experience. They are important aspects of the coastal experience and will play an increasingly important role in the diversity of recreational opportunities available.

The Taskforce recommendations, expected in 2006 will provide a basis for targeting investment in public land facilities and services, as well as providing scope for establishing additional opportunities in selected locations.

National Sea Change Taskforce

The National Sea Change Taskforce includes members from coastal local governments and acts as a valuable national forum to share knowledge and best practice, consider appropriate future strategies and inform overall planning and resource allocation issues in relation to overall population planning and growth management.

Natural Resources Ministers Ministerial Council

The Federal Government and all States and Territories have established a National Framework for a co-operative approach to matters of national coastal significance. These arrangements are leading to a renewed focus on climate change, marine pests, population and land-based pollution. One important objective identified is to strengthen integration with responsibilities addressed via the Planning and Local Government Ministers Ministerial Council.

Part 2: Recommendations and Actions

Clarifying the strategic outlook for settlements

Coastal Settlement Framework

CONTEXT

One of the attractive qualities of the Victorian coastline is its discrete settlements with individual character and appeal, and the natural breaks that separate settlements.

The Victorian Government's *Coastal Spaces Inception Report,* released in May 2005, identified a need to improve regional coastal settlement policy, with a particular need to establish clear direction around the role and function of settlements and how growth expectations should be managed.

ISSUES

Victoria's coastal and immediate hinterland settlements offer a quality of life and lifestyle envied by many, evidenced through the recent increase in people seeking a 'sea-change' or 'tree-change'. However, in some locations development is limited by poor quality or non-existent infrastructure such as reticulated water and sewerage.

The Victorian Government's *Country Town Water Supply and Sewerage Program* has identified priority areas for improving this type of infrastructure. Under this Program, the Victorian Government is investing $42 million to: help communities, councils and water authorities introduce sewerage solutions to rural and regional towns with critical public health and environment problems; introduce new water supply or upgrade existing water supplies; and identify sewerage needs to prevent future risks to public health and the environment.

Priority coastal settlements identified under the *Country Town Water Supply and Sewerage Program* include Loch Sport, Seaspray, Venus Bay and Peterborough. The inability to safely dispose of sewerage from these settlements is having negative effects on the local environment, including reducing the quality of ground water and increasing nitrogen run-off into local waterways. Seed funding has been provided to relevant local governments servicing these settlements to find innovative solutions to address these issues.

Managing future growth and associated change in a way that protects natural resources, biodiversity and lifestyle values requires a clear pattern of development. This should be based on efficient use of land and infrastructure in appropriate locations and tighter controls over ad hoc and dispersed forms of development.

RECOMMENDATION

A framework is needed to guide multiple levels of planning in coastal areas that focuses on achieving a well planned coastal region with a network of settlements that retain their individual character, strengths, capability and identity. The *Great Ocean Road Region Strategy* 2004 outlines a regional settlement framework to manage and direct the pressures of regional growth.

In response, the Victorian Government is developing a Coastal Settlements Framework which outlines the role and function of each settlement and provides a draft growth management framework to guide planning efforts. The Framework reinforces the concept of consolidating urban type development in existing settlements to improve the efficiency of land use and provision of infrastructure and services. A draft version of this Framework is outlined through the illustrations on pages 13 to 17.

The Framework provides direction on which settlements have the capability to sustain and support spatial growth, identifies settlements which need to be managed within their coastal environments, and

creates a framework to help guide infrastructure investment. It also recognises the key relationships and connections between coastal and hinterland settlements. Hinterland settlements play an important role in many localities by helping to accommodate demand for residential and other types of urban-related development.

Once completed, the Framework will provide important guidance for planners and others when planning for individual settlements. It will increase understanding of a particular settlement's place within a much broader regional context and inform coastal settlement management.

The draft Framework will be further developed and refined in consultation with local government and will form part of the review of the *Victorian Coastal Strategy* as required by the *Coastal Management Act* 1995. Inclusion of the finalised Coastal Settlement Framework into the *Victorian Coastal Strategy* will help ensure consistency in decision-making within a statutory context.

Recommended Action/s:

A1 Finalise the Coastal Settlement Framework as part of the Coastal Spaces Initiative by:

(a) Seeking feedback from local government to finalise; and

(b) Incorporating the Framework as part of the review process of the Victorian Coastal Strategy.

COASTAL SETTLEMENT FRAMEWORK: ROLE AND FUNCTION

Town

Population levels vary against general services but settlements of this type tend to exhibit diversity of demography and housing. Coastal settlements of this type have moderate to high levels of holiday home ownership with those settlements closer to metro-Melbourne being more popular retirement/lifestyle destinations. All are connected to reticulated water and sewerage services. Dominant town centre with variety of retail services, post office, schools, police stations and some basic medical facilities. Accommodation stocks comprising of hotel/motel, caravan parks and other smaller establishments also exist. Settlements in this category usually have strong employment relationships with larger settlements nearby.

Population: 500 to 2,000

Utilities Connections: Reticulated Water, Reticulated Sewer, Electricity

Services: Post Office / General Store, Country Fire Authority, Police Stations (16hr), Accommodation, Police Stations

District Town

District Towns have a large and diverse population base. All essential services are provided. Access to services is generally high such as police stations, medical/hospital facilities and variety of educational facilities. A variety of accommodation stocks are available comprising of a number of hotel/motels, often multiple caravan parks and other boutique establishments. A dominant business district with moderate employment base. Settlements of this type located on the coast are popular visitor destinations in summer. Settlements located closer to metro-Melbourne are popular retirement destinations which offer employment opportunities. Hinterland settlements of this type provide important service support role for coastal settlements and other rural activities.

Population: 2,000 to 10,000

Utilities Connections: Reticulated Water, Reticulated Sewer, Electricity

Services: Post Office / General Store, Medical Services, Country Fire Authority, Ambulance, Police Stations (16hr), Accommodation, Police Stations, Education

Regional Centre

Regional Centres have a very large, diverse population and housing base. All essential services are connected. A large, diverse employment base providing for highest order goods and services in a regional Victoria context. All levels of education are catered for. Regional Centres are major interchange points for rail, bus, sea or air. Access to large hospitals and numerous medical facilities are generally provided for. Regional Centres have strong relationships with surround settlements of all types due to the above.

Population: 10,000 plus

Utilities Connections: Reticulated Water, Reticulated Sewer, Electricity

Services: Post Office / General Store, Medical Services, Country Fire Authority, Ambulance, Police Stations (24hr), Education

SERVICE PROVISION LEGEND

- Local Government Offices
- Post Office / General Store
- Medical Services (Hospital and Health Care Facilities)
- Country Fire Authority
- Ambulance
- Accommodation (Hotel, Motels, Caravan Parks)
- Police Stations (station hours of operations)
- Education (Primary, Secondary, Tertiary)

Village

Villages have moderate population levels. Access to services such as a small primary school and a general store with postal facilities can be found in small retail area. Various forms of accommodation, primarily through a caravan park or small motel, type. Connection to reticulated water is generally available but sewer connections vary. Population levels vary depending on season. Predominately moderate to high levels of holiday home-ownership in settlements closer to Metropolitan Melbourne or other large urban area.

Population: 200 to 500

Utilities Connections: Reticulated Water, Electricity

Services: Post Office / General Store, Country Fire Authority, Accommodation

Hamlet

Low population levels with the settlement being located in a singular urban zone. Some access to reticulated water with predominately no connection to reticulated sewerage. No major services within settlement other than the occasional CFA service. Some accommodation in the form of a small caravan park and/or other related small scale visitor accommodation. Population levels vary depending on season. Very high levels of holiday home-ownership in settlements closer to Metropolitan Melbourne.

Population: 100 to 200

Utilities Connections: Reticulated Water, Electricity

Services: Country Fire Authority, Accommodation

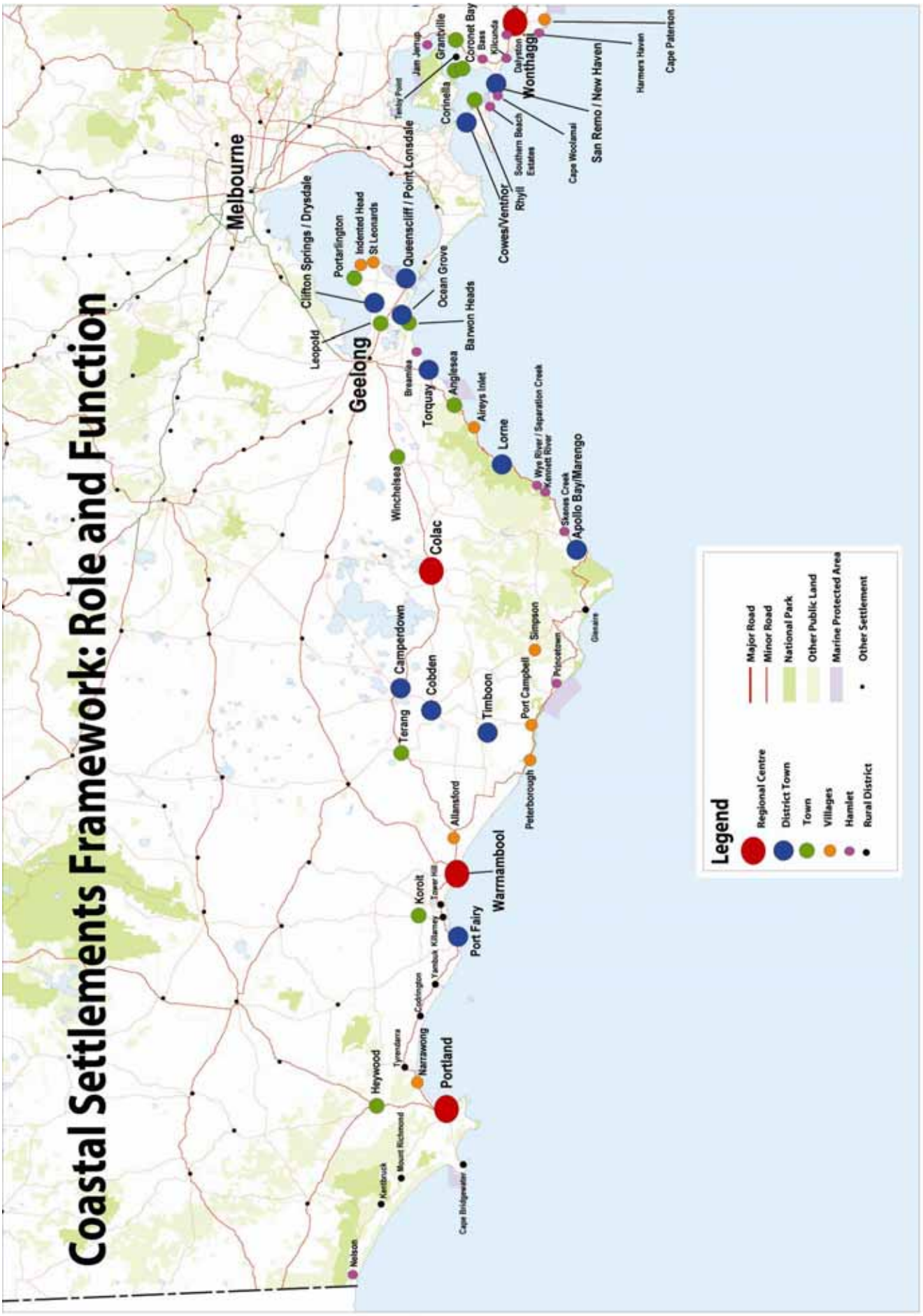
Rural District

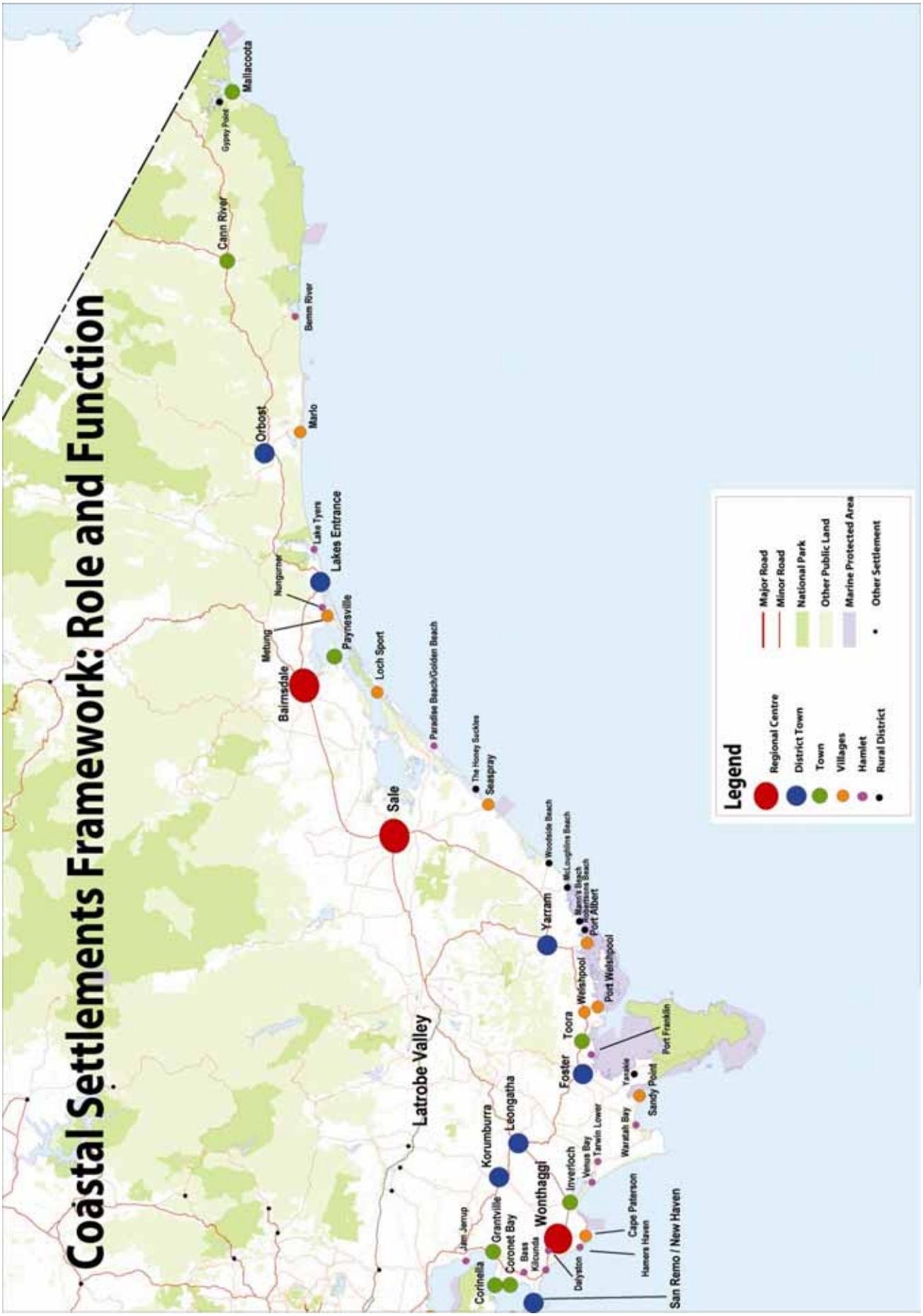
A Rural District comprises a cluster of housing located on smaller than average rural sized allotments within non-urban zones. Reticulated water and/or sewer is generally not available. No services are located within the settlement.

Population: 100 or less

Utilities Connections: Electricity

Services: Nil


Coastal Settlements Framework: Role and Function
Melbourne
Geelong
Queenscliff / Point Lonsdale
Clifton Springs / Drysdale
Portarlington
Indented Head
St Leonards
Leopold
Ocean Grove
Barwon Heads
Breamlea
Torquay
Anglesea
Aireys Inlet
Lorne
Wye River / Separation Creek
Kennett River
Skenes Creek
Apollo Bay/Marengo
Winchelsea
Colac
Camperdown
Cobden
Terang
Timboon
Simpson
Port Campbell
Peterborough
Allansford
Warrnambool
Koroit
Tower Hill
Port Fairy
Killarney
Yambuk
Codrington
Tyrendarra
Narrawong
Portland
Heywood
Kentbruck
Mount Richmond
Cape Bridgewater
Nelson
Glenaire
Grantville
Jam Jerrup
Tooky Point
Coronet Bay
Bass
Kilcunda
Corinella
Dalyston
Wonthaggi
Harmers Haven
Cape Paterson
Cowes/Ventnor
Rhyll
Southern Beach Estates
Cape Woolamai
San Remo / New Haven
Legend
Regional Centre
District Town
Town
Villages
Hamlet
Rural District
Major Road
Minor Road
National Park
Other Public Land
Marine Protected Area
Other Settlement


Coastal Settlements Framework: Role and Function
Mallacoota
Gypsy Point
Cann River
Orbost
Marlo
Bemm River
Lake Tyers
Lakes Entrance
Nungurner
Metung
Paynesville
Bairnsdale
Loch Sport
Paradise Beach/Golden Beach
The Honey Suckles
Seaspray
Sale
Woodside Beach
McLoughlins Beach
Manns Beach
Robertsons Beach
Port Albert
Yarram
Port Welshpool
Welshpool
Toora
Port Franklin
Foster
Yanakie
Sandy Point
Waratah Bay
Tarwin Lower
Venus Bay
Inverloch
Wonthaggi
Cape Paterson
Hamers Haven
Dalyston
San Remo / New Haven
Kilcunda
Bass
Coronet Bay
Grantville
Jam Jerrup
Corinella
Korumburra
Leongatha
Latrobe Valley
Legend
Regional Centre
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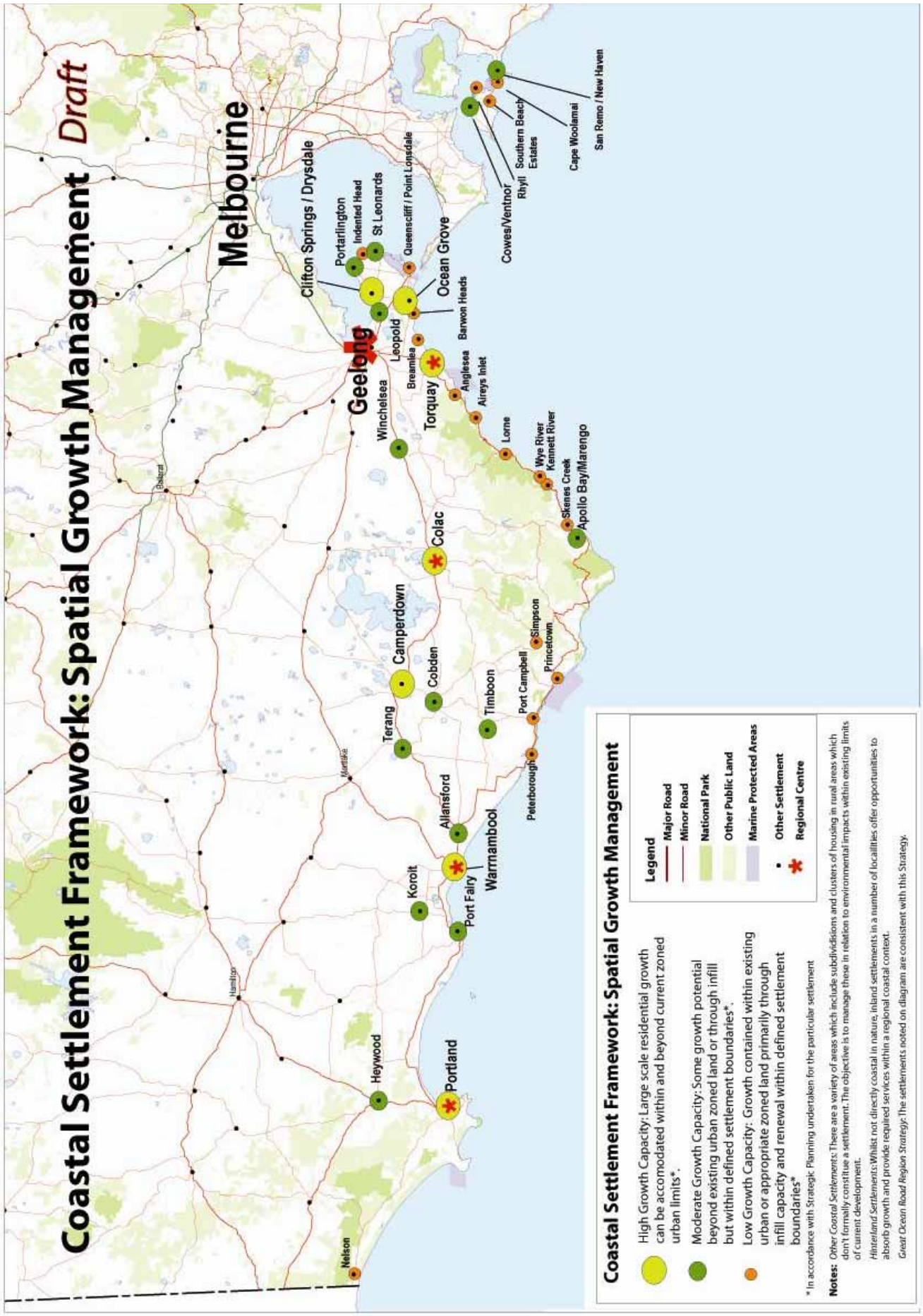
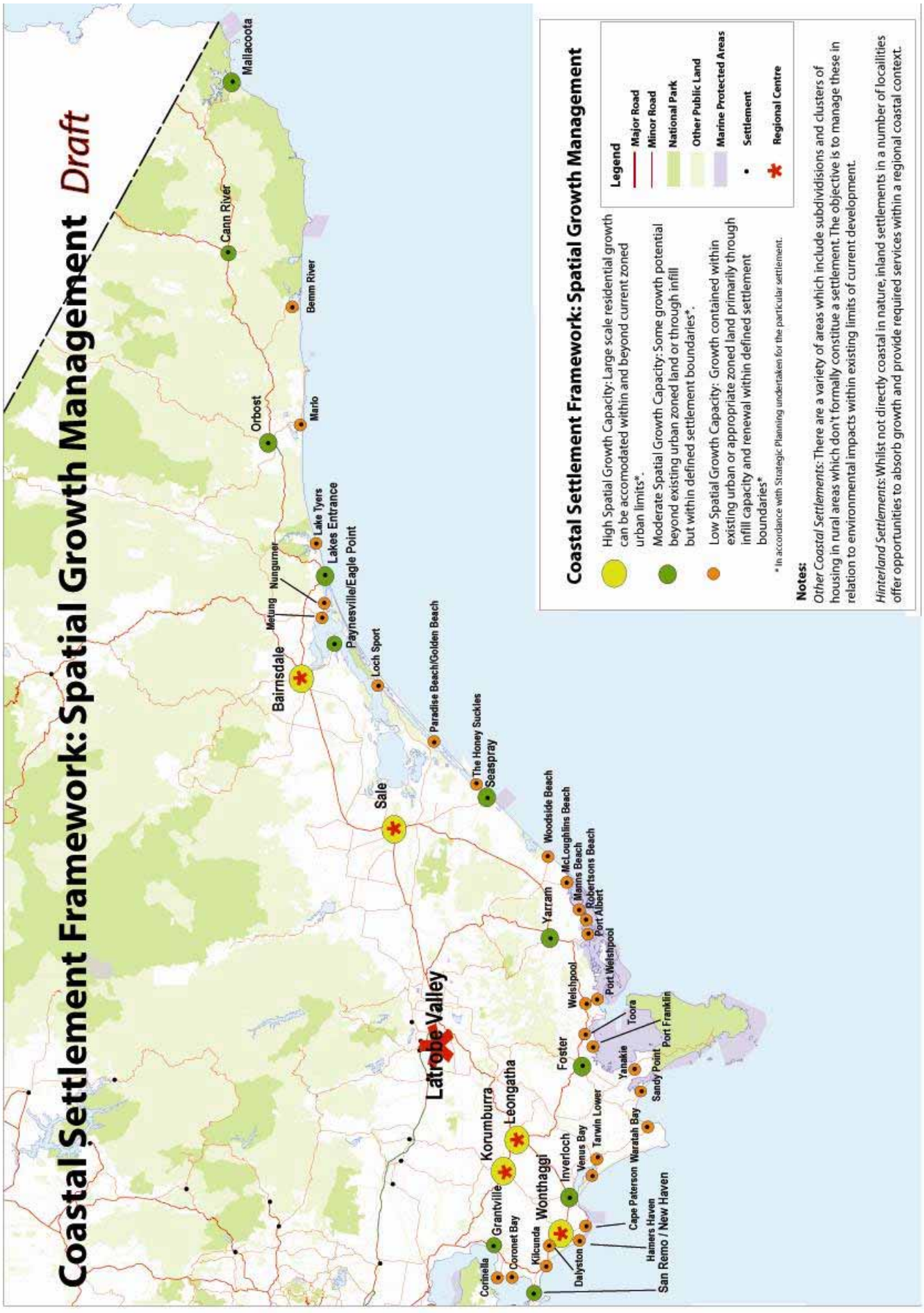
Other Settlement


Coastal Settlement Framework: Spatial Growth Management
Draft
Melbourne
Geelong
Clifton Springs / Drysdale
Portarlington
Indented Head
St Leonards
Queenscliff / Point Lonsdale
Ocean Grove
Barwon Heads
Leopold
Breamlea
Torquay
Anglesea
Aireys Inlet
Lorne
Wye River
Kennett River
Skenes Creek
Apollo Bay/Marengo
Winchelsea
Colac
Camperdown
Cobden
Terang
Timboon
Simpson
Princetown
Port Campbell
Peterborough
Allansford
Warrnambool
Port Fairy
Koroit
Heywood
Portland
Nelson
Cowes/Ventnor
Rhyll
Southern Beach Estates
Cape Woolamai
San Remo / New Haven
Otway
Hamilton
Murdoch
Coastal Settlement Framework: Spatial Growth Management
High Growth Capacity: Large scale residential growth can be accomodated within and beyond current zoned urban limits*.
Moderate Growth Capacity: Some growth potential beyond existing urban zoned land or through infill but within defined settlement boundaries*.
Low Growth Capacity: Growth contained within existing urban or appropriate zoned land primarily through infill capacity and renewal within defined settlement boundaries*
* In accordance with Strategic Planning undertaken for the particular settlement
Legend
Major Road
Minor Road
National Park
Other Public Land
Marine Protected Areas
Other Settlement
Regional Centre
Notes: Other Coastal Settlements: There are a variety of areas which include subdivisions and clusters of housing in rural areas which don't formally constitute a settlement. The objective is to manage these in relation to environmental impacts within existing limits of current development.
Hinterland Settlements: Whilst not directly coastal in nature, inland settlements in a number of localities offer opportunities to absorb growth and provide required services within a regional coastal context.
Great Ocean Road Region Strategy: The settlements noted on diagram are consistent with this Strategy.


Coastal Settlement Framework: Spatial Growth Management Draft
Mallacoota
Cann River
Bemm River
Orbost
Mario
Lake Tyers
Lakes Entrance
Nungurner
Metung
Paynesville/Eagle Point
Bairnsdale
Loch Sport
Paradise Beach/Golden Beach
The Honey Suckles
Seaspray
Sale
Woodside Beach
McLoughlins Beach
Manns Beach
Robertsons Beach
Port Albert
Yarram
Port Welshpool
Welshpool
Toora
Port Franklin
Yanakie
Sandy Point
Foster
Tarwin Lower
Venus Bay
Waratah Bay
Cape Paterson
Inverloch
Hamers Haven
San Remo / New Haven
Dalyston
Wonthaggi
Kilcunda
Coronet Bay
Grantville
Corinella
Korumburra
Leongatha
Latrobe Valley
Coastal Settlement Framework: Spatial Growth Management
Legend
Major Road
Minor Road
National Park
Other Public Land
Marine Protected Areas
Settlement
Regional Centre
High Spatial Growth Capacity: Large scale residential growth can be accomodated within and beyond current zoned urban limits*.
Moderate Spatial Growth Capacity: Some growth potential beyond existing urban zoned land or through infill but within defined settlement boundaries*.
Low Spatial Growth Capacity: Growth contained within existing urban or appropriate zoned land primarily through infill capacity and renewal within defined settlement boundaries*.
* In accordance with Strategic Planning undertaken for the particular settlement.
Notes:
Other Coastal Settlements: There are a variety of areas which include subdividisions and clusters of housing in rural areas which don't formally constitue a settlement. The objective is to manage these in relation to environmental impacts within existing limits of current development.
Hinterland Settlements: Whilst not directly coastal in nature, inland settlements in a number of localities offer opportunities to absorb growth and provide required services within a regional coastal context.

Strategic planning for individual settlements

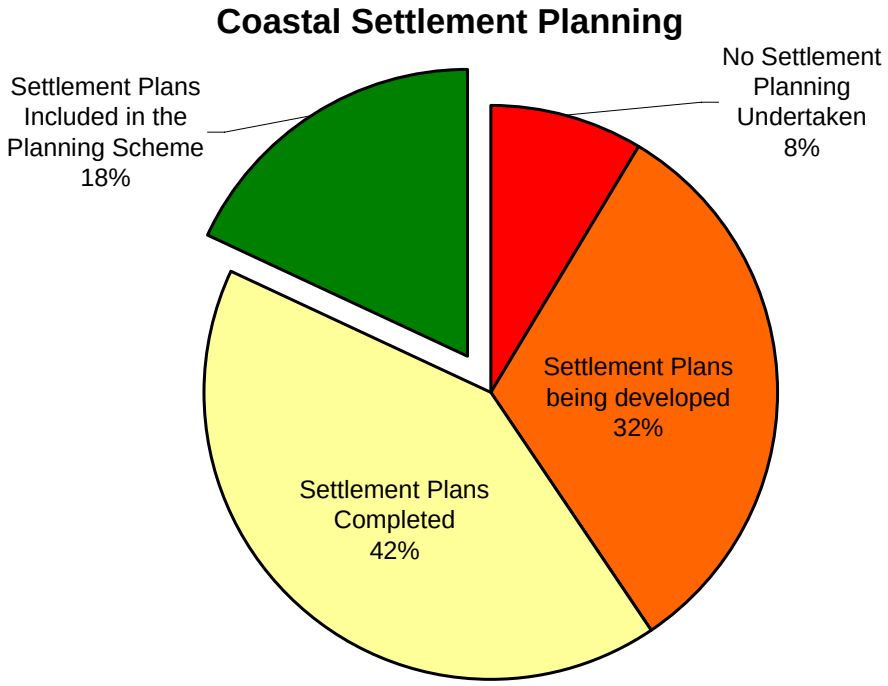
CONTEXT

There are 87 coastal settlements of varying size within two kilometres of Victoria's coastline (beyond metropolitan Melbourne) which perform a variety of roles and functions.

Research undertaken by the Coastal Spaces Initiative suggests that strategic planning for these settlements is generally well progressed, with approximately 92% having some form of settlement plan either in development or completed. Appendix 2 provides more detail on strategic planning status for coastal settlements in Victoria.

The implementation of these Settlement Plans into local planning schemes is an important step in the settlement planning process as it provides the necessary statutory direction and weight in decision-making. At present, only 18% of all finalised coastal settlements strategic plans are incorporated into relevant planning schemes.

Priority and assistance should be provided to increase the number of settlement plans implemented in planning schemes. It is recognised that there are many competing demands on local governments in relation to priorities for planning scheme amendments.



ISSUES/RECOMMENDATIONS

East Coast Settlements

A *Coastal Towns Design Framework* is currently being developed for 22 coastal settlements by the South Gippsland, Wellington and East Gippsland Shires in partnership with the Department of Sustainability and Environment. Once complete each settlement plan will fill a significant gap in coastal settlement planning for the region.

Related to the above, Wellington Shire has also finalised the *Wellington Coast Subdivision Strategy,* which aims to address the issue of an approximate 11,700 inappropriate subdivisions along the Ninety Mile Beach. This is further detailed on page 33.

The Bass Coast Shire has developed several comprehensive plans to ensure sustainable coastal development in its region. These include the *Bass Coast Strategic Coastal Planning Framework* 2005,

the *Phillip Island and San Remo Urban Design Framework* 2003 and the *Inverloch Urban Design Framework* 2003.

Over the past five years, Bass Coast Shire has experienced record levels of population growth, particularly on Philip Island and at Inverloch. This growth is placing enormous pressure on the Council's planning resources and has raised questions about the relevant Urban Design Frameworks and their abilities to cater for this growth. Priority should be given to:

- Supporting implementation of appropriate components of each Settlement Plan into the local planning scheme to ensure the necessary statutory weight to help guide decision-making at all levels.
- Developing detailed structure plans for each settlement covered by the Phillip Island and San Remo Urban Design Framework.
- Supporting the development of a Land Use Supply and Demand Study for Bass Coast Shire. Undertaking such a study will help provide a sense of the municipality's ability to cater for future residential, commercial and industrial development.

West Coast Settlements

The Bellarine Peninsula (City of Greater Geelong) and Surf Coast Shire are possibly the most progressed in relation to developing comprehensive strategic planning for all coastal settlements. The planning schemes of both Shires contain well defined and justified settlement boundaries for the majority of settlements.

The City of Greater Geelong has recently finalised Urban Design Frameworks for Barwon Heads and St Leonards along with a Structure Plan for Leopold. Amendments to incorporate these into the local planning scheme are progressing. While the decade-old *Portarlington and Indented Head Structure Plan and Ocean Grove Structure Plan* are acknowledged to have served their purpose well, they require reviewing in light of their age and the increased pressures for growth. The City of Greater Geelong has committed to reviewing the Portarlington and Indented Head Structure Plan, and a review of the Ocean Grove Structure Plan has started.

A notable gap in strategic planning on the Bellarine Peninsula is the Point Lonsdale interface between the City of Greater Geelong and Borough of Queenscliffe. To date, no strategic planning has been undertaken to define the extent of growth within the City of Greater Geelong's portion of urban area in Point Lonsdale. Consideration should be given to commencing strategic work involving both municipalities to determine the future of this settlement.

In the Surf Coast Shire, settlement policies for all coastal settlements are now incorporated into the local planning scheme. Recent reviews of the Lorne and Aireys Inlet Framework Plans have been finalised, although an amendment to implement the findings into the planning scheme has not yet been undertaken.

The *Great Ocean Road Region Strategy* 2004 outlines the need to review the *Apollo Bay Structure Plan*. This Structure Plan will pick up the neighbouring settlement of Marengo and Skenes Creek to ensure the management of the Apollo Bay region. Colac Otway Shire has also recently committed to undertake Settlement Plans for the smaller settlements of Wye River/Separation Creek and Kennett River.

Corangamite Shire has recently completed Urban Design Frameworks for the coastal townships of Princetown and Port Campbell. Findings from the Port Campbell Urban Design Framework are currently being progressed through a planning scheme amendment process.

Warrnambool is the largest settlement on Victoria's west coast with the benefit of a dedicated municipal area. The findings of a recently completed land-use supply strategy are currently being considered by the Council, through a planning scheme amendment.

The Shire of Moyne has recently incorporated the findings of the Peterborough Urban Design Framework into its planning scheme and is now in the process of reviewing the Port Fairy Framework Plan.

The Shire of Glenelg has the most notable absence of settlement planning along Victoria's coast. This gap has recently been acknowledged by the Shire and it will soon begin work on a Community Settlements Master Plan for all settlements. It anticipates this work will be finalised by mid 2006.

Recommended Actions:

A2 Finalise and support implementation of Settlement Plans into the relevant planning schemes:

(a) Coastal Towns Framework Plans (East Gippsland and Wellington Shires);
(b) Urban Design Frameworks for Venus Bay, Tarwin Lower, Sandy Point, Port Welshpool and Waratah Bay (South Gippsland Shire);
(c) Bass Coast Strategic Coastal Planning Framework and Inverloch Urban Design Framework (Bass Coast Shire);
(d) Urban Design Frameworks for Barwon Heads and St Leonards (City of Greater Geelong);
(e) Framework Plans for Aireys Inlet and Lorne (Surf Coast Shire);
(f) Apollo Bay Structure Plan (Colac Otway Shire);
(g) Port Fairy Urban Design Framework (Moyne Shire); and
(h) Community Settlements Master Plan (Glenelg Shire).

A3 Support review of existing Settlement Plans for:

(a) Phillip Island and San Remo Urban Design Framework (Bass Coast Shire);
(b) Lakes Entrance and Paynesville (East Gippsland Shire);
(c) Portarlington / Indented Head Structure Plan (City of Greater Geelong); and
(d) Ocean Grove Structure Plan (City of Greater Geelong).

A4 Support detailed settlement planning supported for:

(a) Port Franklin, Welshpool and Toora (South Gippsland Shire);
(b) Point Lonsdale (City of Greater Geelong/Borough of Queenscliffe); and
(c) Wye River / Kennett River (Colac Otway Shire).

A5 Support a Residential Land Supply and Demand Study for Bass Coast Shire.

Settlement Boundaries

CONTEXT

The need for strategically established settlement boundaries, as outlined in Action 5.2.3 of the *Victorian Coastal Strategy* 2002, responds to the increasing pressure on fragile coastal environments and landscapes.

The Coastal Spaces Inception Report undertook to promote the establishment of planning guidelines around how strategic plans for settlements identify settlement boundaries and how these can be more effectively addressed in planning schemes.

Consultation conducted as part of the development of the *Coastal Spaces Inception Report* confirmed general agreement that strategically determined settlement boundaries are a powerful tool in helping guide urban development within and around settlements. Clarifying a boundary allows local governments to focus on other planning issues, such as urban design, foreshore management, service levels, consolidation and managing the non-urban environment outside settlements.

An important aim of settlement boundaries is to provide clear direction and management for non-urban areas around and between settlements. Applying the new suite of rural zones, along with the Coastal Spaces Landscape Assessment Study, forms the basis for improved management of these non-urban areas.

ISSUES

Coastal planning policy outlined in the *Victorian Coastal Strategy* 2002 and the *Great Ocean Road Region Strategy* 2004 advocates the use and establishment of settlement boundaries to:

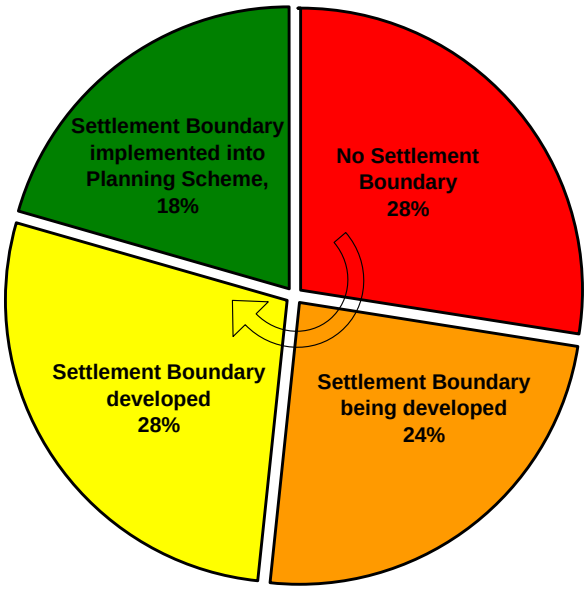
- Establish the edge of a town so that the coastal and landscape values of non-urban areas can be protected and retained;
- Protect areas of environmental/landscape significance and productive agricultural activity;
- Optimise the use of existing infrastructure and services within settlements to minimise resource use and costs;
- Meet community desires to have separate, clearly identifiable settlements; and
- Provides clarity on what is considered urban and non-urban.

However, whilst the above statutory reference exists, more detailed research and targeted consultation undertaken by Coastal Spaces has found the development and application of settlement boundaries varies considerably between municipalities, as do the techniques each uses for giving them statutory effect within their local planning scheme.

The lack of consistency in how settlement boundaries are established, reviewed, used and depicted in planning schemes has led to some confusion, scepticism, and a limited understanding about their use and purpose. This is having a negative effect on planning in general, primarily in the community and development industry.

As discussed previously, implementing settlement plans into local planning schemes has additional implications on implementing settlement boundaries. The illustration on the following page outlines the status of coastal settlement boundaries. Appendix 2 contains further details on the progress of defining settlement boundaries for each coastal settlement. Disappointingly, only 18% of coastal settlements have settlement boundaries implemented within their respective planning schemes. The implementation of settlement boundaries into planning schemes provides the necessary statutory weight to support decision-making.

Status of Planning for Coastal Settlement Boundaries



INTERIM ACTIONS

Minister's Statement (May 2005)

In May 2005, the Minister for Planning wrote to all non-metropolitan coastal local governments (see Appendix 1). The Minister reiterated the Victorian Government's commitment to the *Victorian Coastal Strategy* 2002 and *Great Ocean Road Region Strategy* 2004 and clarified key planning and land-use policies which would be considered in determining any authorisation to undertake a planning scheme amendment.

The Minister's letter reinforced the need to direct residential development to existing settlements and within clear settlement boundaries, amongst other core requirements. It also clarified that settlement boundaries are defined by the extent of existing urban-zoned land unless a Settlement Plan implemented in a planning scheme identifies a settlement boundary.

Changes to the *Planning and Environment Act* 1987

Notwithstanding the Minister's letter, the *Planning and Environment (General Amendment) Act* 2004 came into operation on 23 May 2005. As a result, a council must now obtain the Minister's authorisation to prepare a planning scheme amendment, known as Prior Authorisation. In the past, this occurred after a formal amendment process was completed.

The need to address the State level strategic issues at the beginning of the process is considered an important step in the process. A planning scheme amendment must now demonstrate consistency with State policy and interests, such as the *Victorian Coastal Strategy* 2002, to gain approval from the Minister for Planning to proceed to the actual amendment phase.

An example of where Prior Authorisation, along with the above letter, has been used to effect is in the recent decision regarding a proposal to rezone land to residential outside the Portarlington settlement boundary. In determining (and subsequently refusing) this application, the Minister for Planning sited the clear policy intention of the *Victorian Coastal Strategy* 2002 and the *Geelong Planning Scheme* to contain growth within the established settlement boundary.

Legislated Urban Growth Boundary

The use of a legislated Urban Growth Boundary as developed for metropolitan Melbourne has been supported by some stakeholders as a possible mechanism to give greater effect to settlement boundaries and to control their ability to be changed.

If undertaken, this approach will require the designation of an Urban Growth Boundary on a planning scheme map, enforced through specific legislation requiring ratification of Parliament to change the boundary. If the metropolitan example were followed, a green wedge type area will also need to be defined to restrict certain uses and development.

The application of this approach at a metropolitan Melbourne level is made possible due to the relative scale of both spatial and policy terms it sits within. Applying this approach at a coastal settlement level would be impractical given the large number of settlements of varying size, type and potential demand/opportunity.

A preferred approach is to establish consistent practice through robust strategic requirements for clearly identifying, implementing and reviewing settlement boundaries through the Victoria Planning Provisions and as part of overall strategic planning for a settlement.

RECOMMENDATIONS

Development of a Planning Practice Note

In order to provide improved guidance, the Coastal Spaces Initiative has developed a Planning Practice Note. This Practice Note will provide guidance to councils in identifying settlement boundaries and consistently implementing them in planning schemes across Victoria's entire coastal region.

The process of determining the location of a settlement boundary should start with a strategic overview of a settlement's role, function and capacity at a regional level to understand the parameters within which more detailed planning is needed at the local level. An assessment of a range of elements including physical and environmental constraints, community expectations, servicing needs and so forth should be considered in the development of a Settlement Plan leading to a defined settlement boundary.

The Practice Note emphasises the following:

- **Statutory Weight**

  Once a Settlement Plan has been completed, implementation into a local planning scheme provides the required statutory weight for decision-making. This is best undertaken by inserting a specific settlement policy and clear settlement map which identifies the boundary, preferably into the Municipal Strategic Statement (clause 21) of the planning scheme.

  Where no Settlement Plan has been undertaken and/or implemented into a local planning scheme, the default boundary is the extent of urban zoned land. A Settlement Plan which is implemented into the planning scheme is the primary vehicle for requesting and undertaking any future rezoning of non-urban land into an urban format.

- **Review Process**

  A Settlement Plan should have a planning horizon of 10 years or more, with regular progress reviews linked to the Municipal Strategic Statement/Planning Scheme review process to assess the effectiveness of the plan and boundary over time.

  Reviews of Settlement Plans and boundaries should only occur as part of a review of a settlement's longer term needs, having regard to its future role in the region, with reference to regional economic, environmental and social considerations. Reviews should be undertaken in conjunction with key stakeholders such as the Victorian Coastal Council and Regional Coastal Boards.

Policy weight in decision making

The Minister for Planning's letter of 19 May 2005 (see Appendix 1) achieved an enormous impact in relation to considerations for planning scheme amendments. The statement within the letter and its impact has created the need to investigate more permanent options so this important message is not lost.

It is the view of the Coastal Spaces Steering Committee that to strengthen the policy resolve and commitment to good settlement planning through establishing settlement boundaries, a Ministerial Direction be created under Section 7(5) of the *Planning and Environment Act* 1987 to support the application of the Practice Note. The creation of a Ministerial Direction will clearly communicate policy commitment and intent on delivery of this important issue and provide the necessary statutory weight and effect. Additionally this can also be achieved through an amendment to Clause 15.08 Coastal Areas in the State Planning Policy Framework giving greater relationship and effect to settlement boundaries.

Recommended Actions:

A6 **Finalise Settlement Boundaries Planning Practise Note.**

A7 **Provide clear policy direction in the State Planning Policy Framework of all planning schemes for use and development on the coast.**

A8 **Set out the requirements for the strategic consideration of any amendment that provides for development outside an existing urban settlement.**

Protecting spaces between settlements

Coastal Spaces Landscape Assessment Study

CONTEXT

In late 2004, the Minister for Planning announced the undertaking of the Coastal Spaces Landscape Assessment Study for Victoria.

This followed the completion of the *Great Ocean Road Region Landscape Assessment Study* in 2004, which highlighted the importance of identifying, protecting and managing change within landscapes, particularly those identified as visually significant. The *Great Ocean Road Landscape Assessment Study* has been widely acknowledged as a best-practice model for assessing landscapes on a regional scale, with several community groups, Councils and a peer review endorsing its findings.

The subsequent Coastal Spaces Landscape Assessment Study:

- Maps and provides an assessment of the existing distinctive landscape elements, features, characteristics, character, quality and extent of the landscape within specific coastal areas, and their value or importance;
- Assesses the adequacy of current strategies and measures aimed at protecting landscapes along the Victorian coast and immediate hinterland; and
- Identifies landscape types in all coastal regions and, where appropriate, provides planning scheme provisions for retaining and/or respecting landscape values (eg. policy or overlay).

The methodology used for the Coastal Spaces Landscape Assessment Study incorporated feedback and advice received during the *Great Ocean Road Landscape Assessment Study*. The Study is being conducted across three distinct regions as outlined below, with each region represented by a Reference Group comprising of local government (nominated councillor and planning professionals from each municipality), Catchment Management Authorities, Heritage Victoria, Aboriginal Affairs Victoria, Parks Victoria, relevant Coastal Boards and the Department of Sustainability & Environment.

Coastal Region	***Related Municipalities***
Gippsland Coast (including Phillip Island)	Bass Coast Shire South Gippsland Shire Wellington Shire East Gippsland Shire
Bellarine Peninsula	City of Greater Geelong Borough of Queenscliffe
Warrnambool to the South Australian Border	City of Warrnambool (part) Moyne Shire (part) Glenelg Shire

There is strong support from the community, elected officials and professionals for the Coastal Spaces Landscape Assessment Study to improve the understanding, management and protection of landscapes of visual significance throughout each region. This is evident in the comprehensive feedback received through Reference Groups and consultation occurring in relation to the overall Coastal Spaces Initiative.

Combined with the outcomes of the *Great Ocean Road Region Landscape Assessment Study,* the Coastal Spaces Landscape Assessment Study will provide a comprehensive understanding and mapping of landscape character and landscape significance along the Victorian coast (non- metropolitan).

As part of the Coastal Spaces Landscape Assessment Study, a series of documents have been developed to provide technical and policy guidance about how landscape character and visual significance can be managed and protected. A State Overview Report has been prepared which provides an overview of Landscape Character and Significance for the entire coast. Municipal Reference Documents will be provided to each local government for ongoing practical use in day-to-day

operations, along with Municipal Implementation Toolkits which provide guidance as to how to best implement the study recommendations.

The Study has identified areas of visual landscape significance (see illustrations on pages 27 to 31) which warrant increased management and protection. These have been developed and are documented in the State Overview Report. Work has also been undertaken to identify the appropriate application of Significant Landscape Overlays and other planning-related tools to improve the management of these visually significant landscapes within local planning schemes.

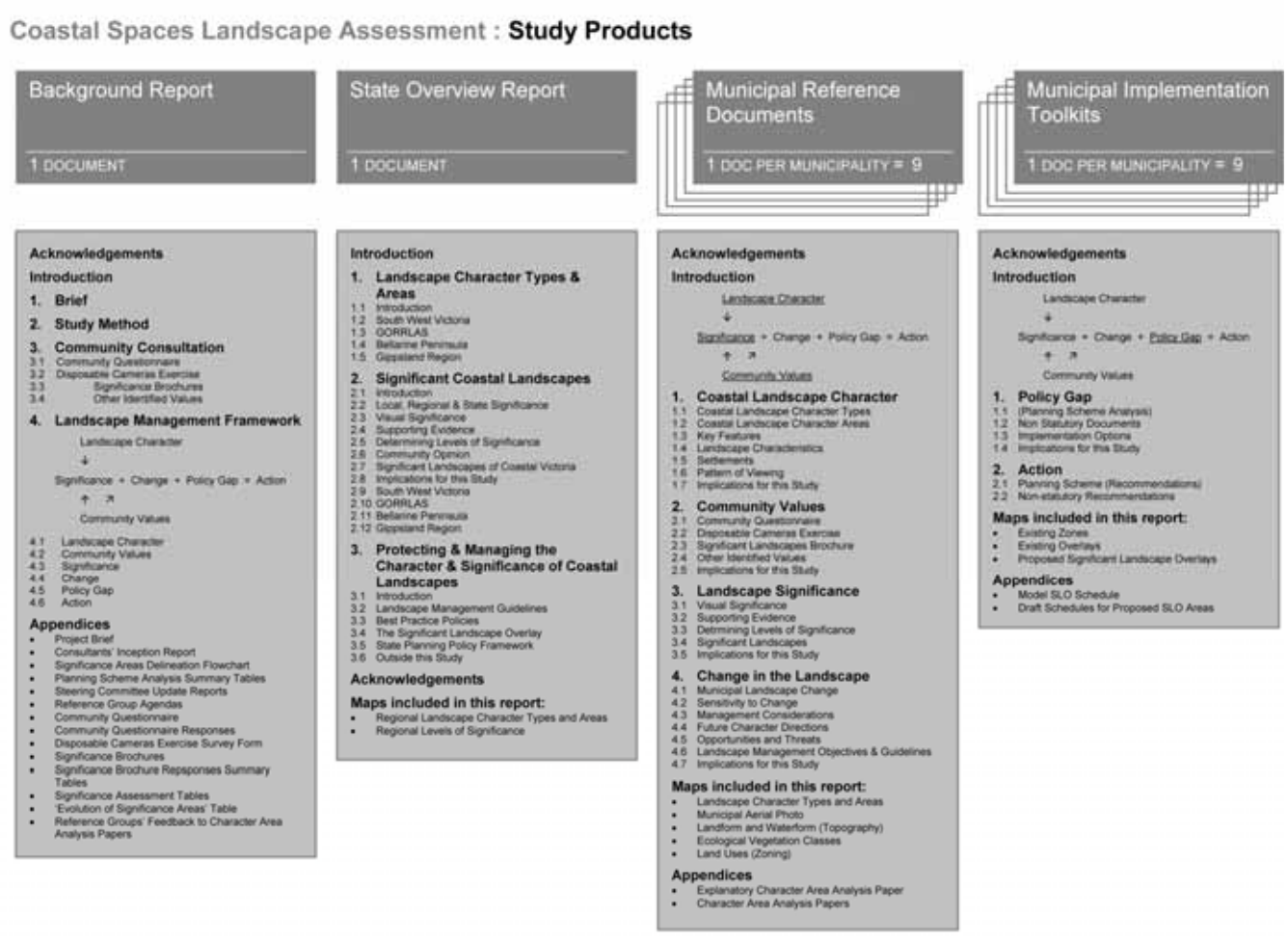
RECOMMENDATIONS

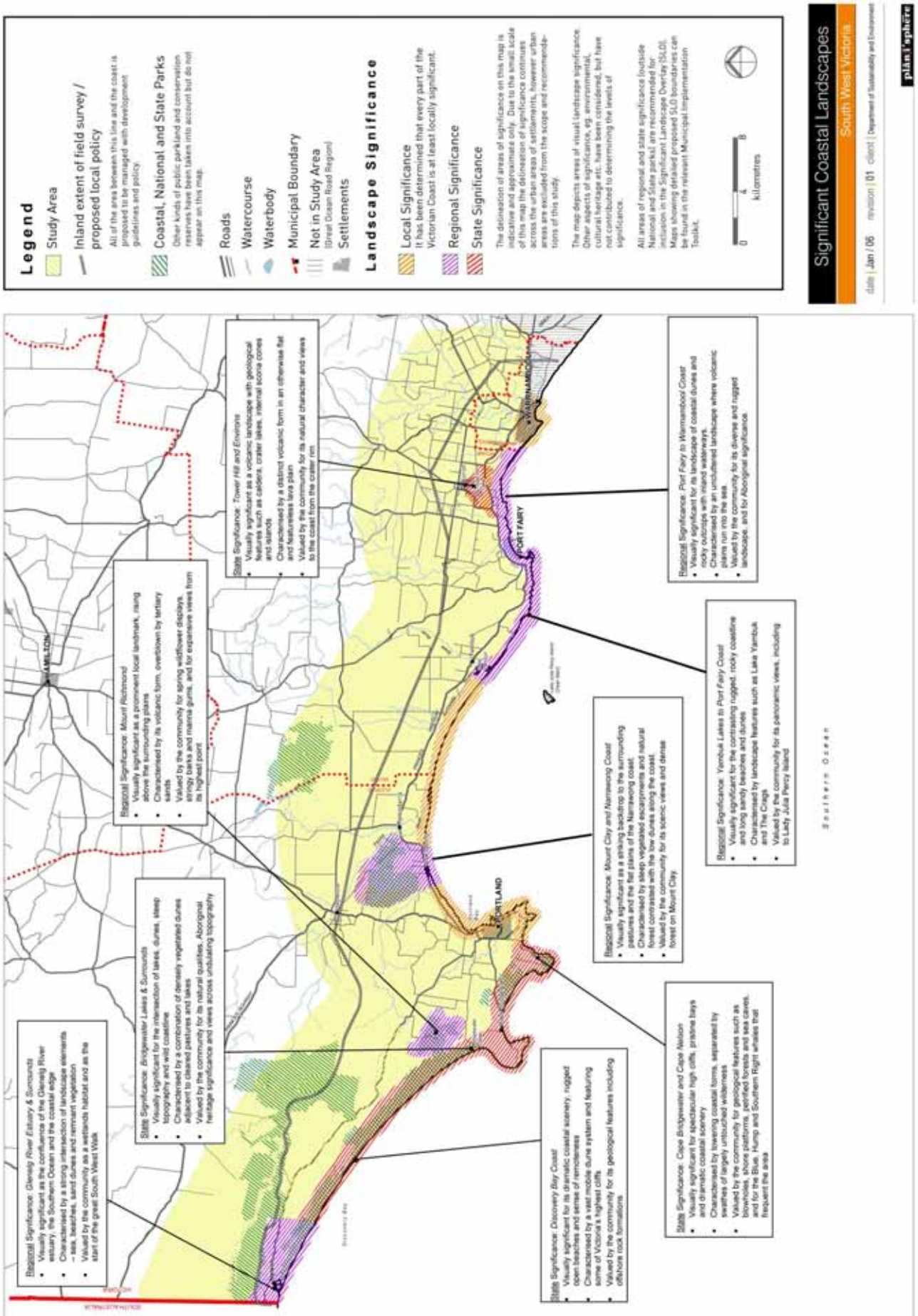
The development of the Coastal Spaces Landscape Assessment Study will be finalised as a priority, with final outputs delivered in 2006. It is recommended that the State Overview Report be finalised and given recognition in the State Planning Policy Framework. This approach is supported by each of the project's three Reference Groups. Finalisation of the Municipal Reference Documents and Municipal Implementation Toolkits should proceed in partnership with relevant councils.

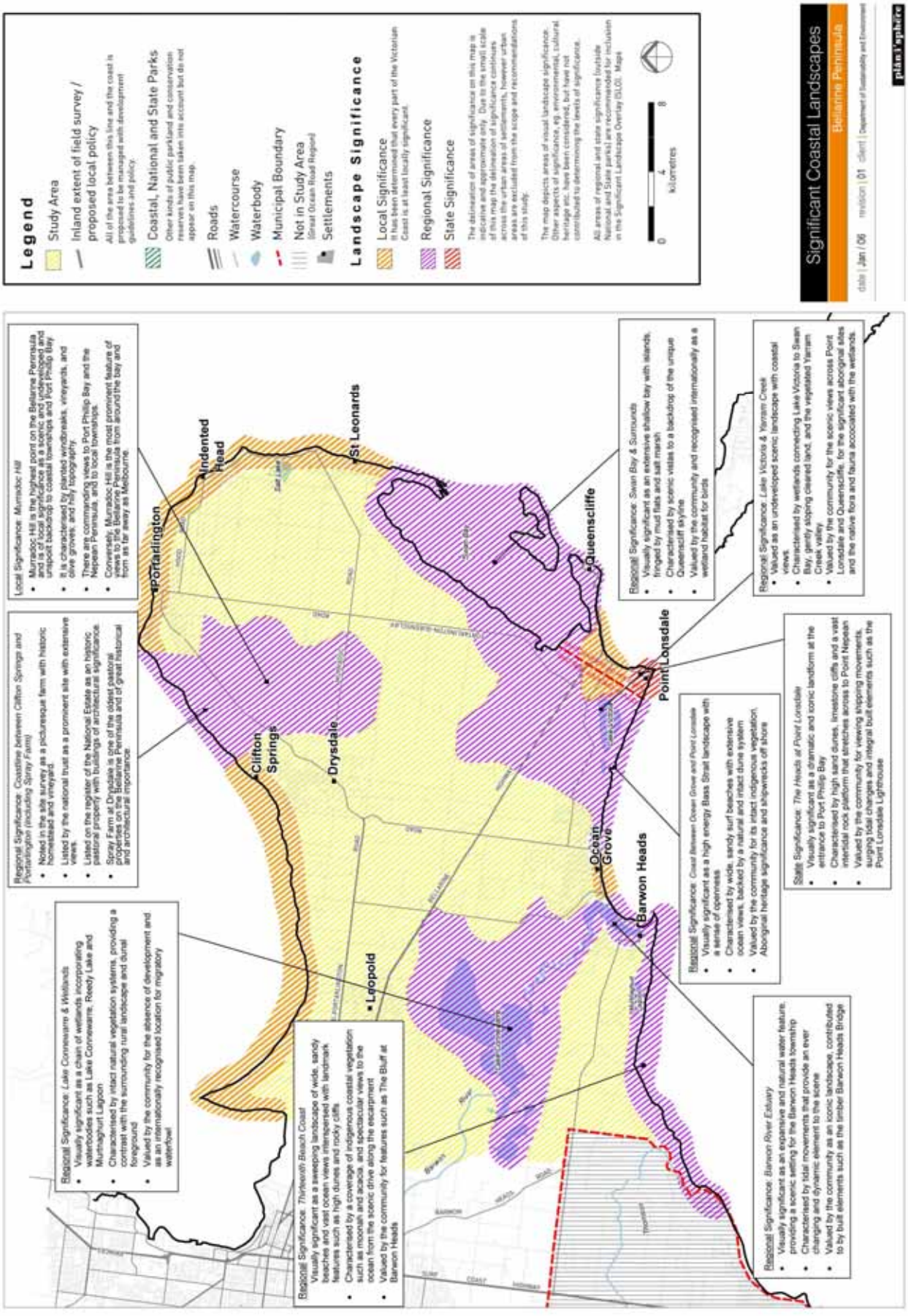
Recommended Actions:

A9 **Finalise the Coastal Spaces Landscape Assessment Study.**

A10 **Co-ordinate arrangements with local government to finalise documentation and to facilitate implementation of the recommendations into relevant planning schemes.**




Legend
Study Area
Inland extent of field survey / proposed local policy
All of the area between this line and the coast is proposed to be managed with development guidelines and policy
Coastal, National and State Parks
Other kinds of public parkland and conservation reserves have been taken into account but do not appear on this map.
Roads
Watercourse
Waterbody
Municipal Boundary
Not in Study Area
(Great Ocean Road Region)
Settlements
Landscape Significance
Local Significance
It has been determined that every part of the Victorian Coast is at least locally significant.
Regional Significance
State Significance
The delineation of areas of significance on this map is indicative and approximate only. Due to the small scale of this map the delineation of significance continues across the urban areas of settlements, however urban areas are excluded from the scope and recommendations of this study.
The map depicts areas of visual landscape significance. Other aspects of significance, eg. environmental, cultural heritage etc. have been considered, but have not contributed to determining the levels of significance.
All areas of regional and state significance (outside National and State parks) are recommended for inclusion in the Significant Landscape Overlay (SLO). Maps showing detailed proposed SLO boundaries can be found on the relevant Municipal Implementation Toolkit.
0
4
8
kilometres
Significant Coastal Landscapes
South West Victoria
date | Jan / 06 revision | 01 client | Department of Sustainability and Environment
plan sphere
Regional Significance: Glenelg River Estuary & Surrounds
Visually significant as the confluence of the Glenelg River estuary, the Southern Ocean and the coastal edge
Characterised by a strong intersection of landscape elements – sea, beaches, sand dunes and remnant vegetation
Valued by the community as a wetlands habitat and as the start of the great South West Walk
State Significance: Bridgewater Lakes & Surrounds
Visually significant for the intersection of lakes, dunes, steep topography and wild coastline
Characterised by a combination of densely vegetated dunes adjacent to cleared pastures and lakes
Valued by the community for its natural qualities, Aboriginal heritage significance and views across undulating topography
Regional Significance: Mount Richmond
Visually significant as a prominent local landmark, rising above the surrounding plains
Characterised by its volcanic form, overblown by tertiary sands
Valued by the community for spring wildflower displays, stringy barks and manna gums, and for expansive views from its highest point
State Significance: Tower Hill and Environs
Visually significant as a volcanic landscape with geological features such as caldera, crater lakes, internal scoria cones and islands
Characterised by a distinct volcanic form in an otherwise flat and featureless lava plain
Valued by the community for its natural character and views to the coast from the crater rim
Regional Significance: Port Fairy to Warrnambool Coast
Visually significant for its landscape of coastal dunes and rocky outcrops with inland waterways.
Characterised by an undulating landscape where volcanic plains run into the sea.
Valued by the community for its diverse and rugged landscape, and for Aboriginal significance.
Regional Significance: Yambuk Lakes to Port Fairy Coast
Visually significant for the contrasting rugged, rocky coastline and long sandy beaches and dunes
Characterised by landscape features such as Lake Yambuk and The Crags
Valued by the community for its panoramic views, including to Lady Julia Percy Island
Regional Significance: Mount Clay and Narrawong Coast
Visually significant as a striking backdrop to the surrounding pastures and the flat plains of the Narrawong coast.
Characterised by steep vegetated escarpments and natural forest contrasted with the low dunes along the coast.
Valued by the community for its scenic views and dense forest on Mount Clay.
State Significance: Cape Bridgewater and Cape Nelson
Visually significant for spectacular high cliffs, pristine bays and dramatic coastal scenery.
Characterised by towering coastal forms, separated by swathes of largely untouched wilderness
Valued by the community for geological features such as blowholes, shore platforms, petrified forests and sea caves, and for the Blue, Hump and Southern Right whales that frequent the area
State Significance: Discovery Bay Coast
Visually significant for its dramatic coastal scenery, rugged open beaches and sense of remoteness
Characterised by a vast mobile dune system and featuring some of Victoria's highest cliffs
Valued by the community for its geological features including offshore rock formations
PORT FAIRY
WARRNAMBOOL
PORTLAND
HAMILTON
Southern Ocean


Legend
Study Area
Inland extent of field survey / proposed local policy
All of the area between this line and the coast is proposed to be managed with development guidelines and policy
Coastal, National and State Parks
Other kinds of public parkland and conservation reserves have been taken into account but do not appear on this map.
Roads
Watercourse
Waterbody
Municipal Boundary
Not in Study Area
Great Ocean Road Region
Settlements
Landscape Significance
Local Significance
It has been determined that every part of the Victorian Coast is at least locally significant.
Regional Significance
State Significance
The delineation of areas of significance on this map is indicative and approximate only. Due to the small scale of this map the delineation of significance continues across the urban areas of settlements, however urban areas are excluded from the scope and recommendations of this study.
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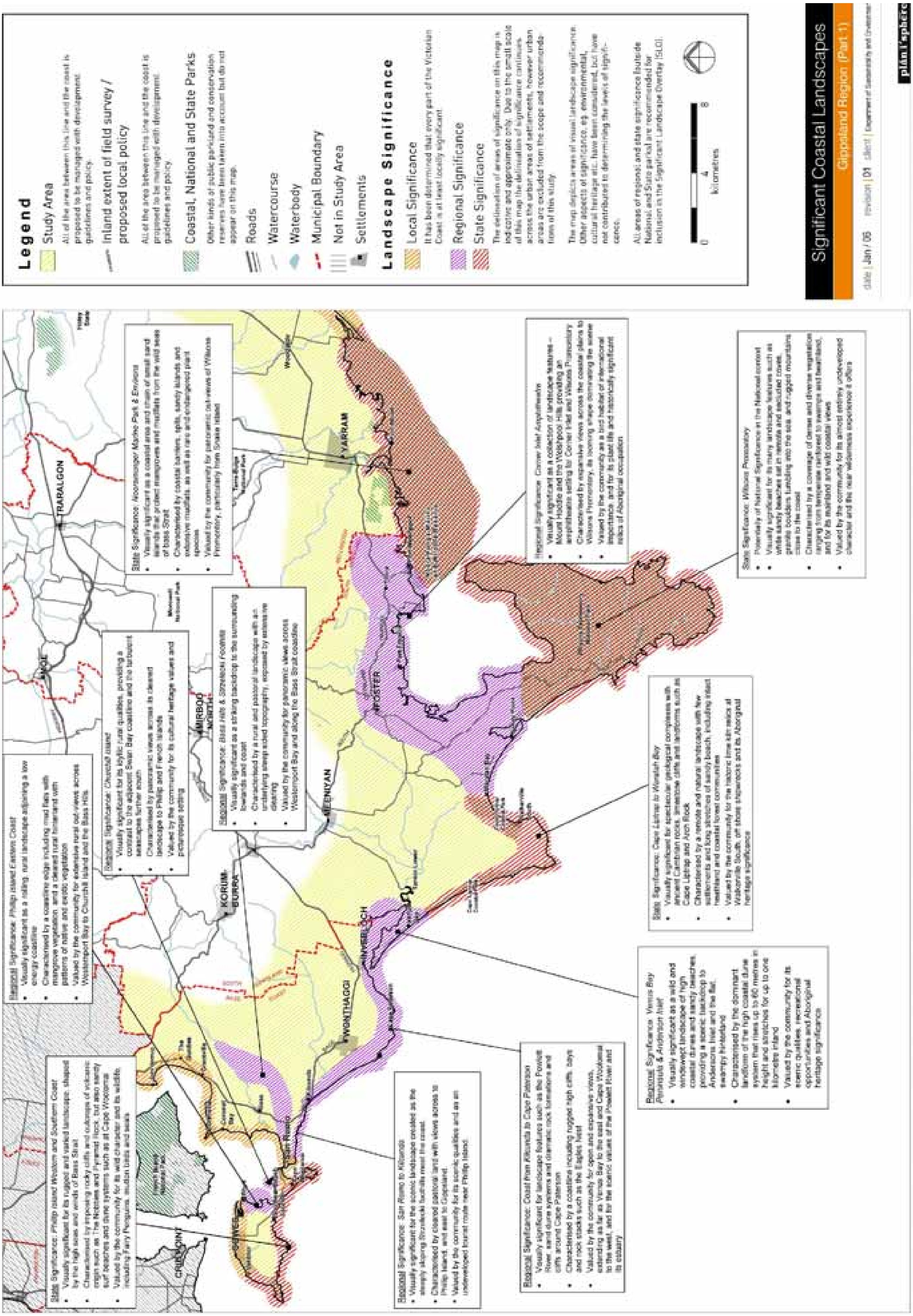
kilometres
Significant Coastal Landscapes
Bellarine Peninsula
date | Jan / 06 revision | 01 client | Department of Sustainability and Environment
plansphere
Local Significance: Mt Moriac Hill
Mt Moriac Hill is the highest point on the Bellarine Peninsula and is a significant landmark. It provides elevated unspoilt backdrop to coastal townships and Port Phillip Bay.
It is characterised by planted windbreaks, vineyards, and olive groves, and hilly topography.
There are commanding views to Port Phillip Bay and the Nepean Peninsula, and to local townships.
Conversely, Mt Moriac Hill is the most prominent feature of views to the Bellarine Peninsula from around the bay and from as far away as Melbourne.
Regional Significance: Coastline between Clifton Springs and Portarlington (including Spray Farm)
Noted in the site survey as a picturesque farm with historic homestead and vineyard.
Listed by the national trust as a prominent site with extensive views.
Listed on the register of the National Estate as an historic pastoral property with buildings of architectural significance.
Spray Farm at Drysdale is one of the oldest pastoral properties on the Bellarine Peninsula and of great historical and architectural importance.
Regional Significance: Lake Connewarra & Wetlands
Visually significant as a chain of wetlands incorporating waterbodies such as Lake Connewarra, Reedy Lake and Murtnaghurt Lagoon
Characterised by intact natural vegetation systems, providing a contrast with the surrounding rural landscape and dunal foreground
Valued by the community for the absence of development and as an internationally recognised location for migratory waterfowl
Regional Significance: Thirteenth Beach Coast
Visually significant as a sweeping landscape of wide, sandy beaches and vast ocean views interspersed with landmark features such as high dunes and rocky cliffs
Characterised by a coverage of indigenous coastal vegetation such as moonah and acacia, and spectacular views to the ocean from the scenic drive along the escarpment
Valued by the community for features such as The Bluff at Barwon Heads
Regional Significance: Barwon River Estuary
Visually significant as an expansive and natural water feature, providing a scenic setting for the Barwon Heads township
Characterised by tidal movements that provide an ever changing and dynamic element to the scene
Valued by the community as an iconic landscape, contributed to by built elements such as the timber Barwon Heads Bridge
Regional Significance: Coast Between Ocean Grove and Point Lonsdale
Visually significant as a high energy Bass Strait landscape with a sense of openness
Characterised by wide, sandy surf beaches with extensive ocean views, backed by a natural and intact dune system
Valued by the community for its intact indigenous vegetation, Aboriginal heritage significance and shipwrecks off shore
State Significance: The Heads at Point Lonsdale
Visually significant as a dramatic and scenic landform at the entrance to Port Phillip Bay
Characterised by high sand dunes, limestone cliffs and a vast intertidal rock platform that stretches across to Point Nepean
Valued by the community for viewing shipping movements, surging tidal changes and integral built elements such as the Point Lonsdale Lighthouse
Regional Significance: Swan Bay & Surrounds
Visually significant as an extensive shallow bay with islands, fringed by mud flats and salt marsh
Characterised by scenic vistas to a backdrop of the unique Queenscliff skyline
Valued by the community and recognised internationally as a wetland habitat for birds
Regional Significance: Lake Victoria & Yarram Creek
Valued as an undeveloped scenic landscape with coastal views.
Characterised by wetlands connecting Lake Victoria to Swan Bay, gently sloping cleared land, and the vegetated Yarram Creek valley
Valued by the community for the scenic views across Point Lonsdale and Queenscliffe, for the significant aboriginal sites and the native flora and fauna associated with the wetlands.
Portarlington
Indented Head
St Leonards
Clifton Springs
Drysdale
Queenscliffe
Point Lonsdale
Ocean Grove
Barwon Heads
Leopold


Legend
Study Area
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Roads
Watercourse
Waterbody
Municipal Boundary
Not in Study Area
Settlements
Landscape Significance
Local Significance
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Regional Significance
State Significance
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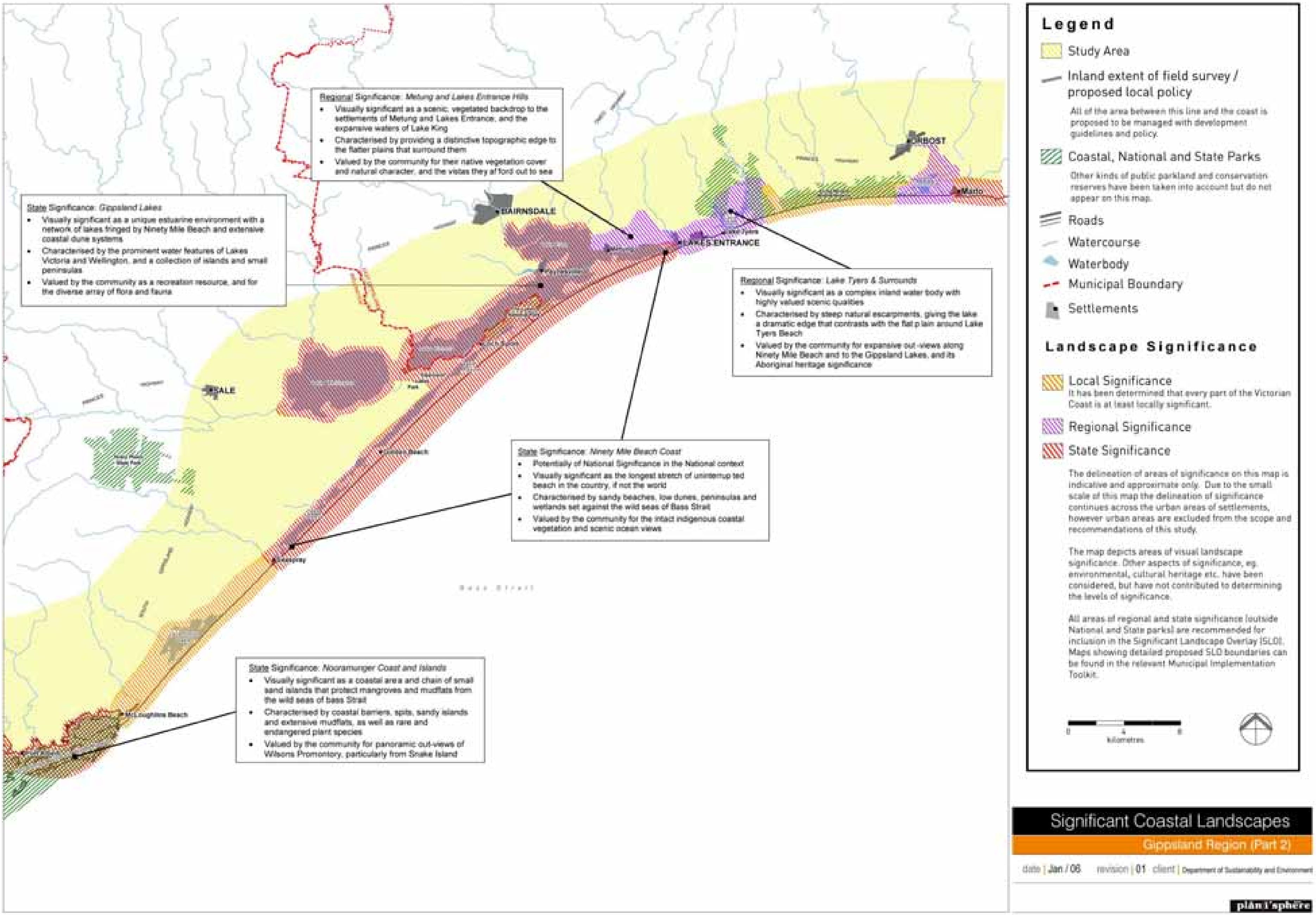
kilometres
Significant Coastal Landscapes
Gippsland Region (Part 1)
date | Jan / 06
revision | 01
plan i'sphere
TRARALGON
MOE
YARRAM
FOSTER
MEENIYAN
KORUMBURRA
MIRBOO NORTH
WONTHAGGI
INVERLOCH
COWES
CRIB POINT
San Remo
State Significance: Phillip Island Western and Southern Coast
Visually significant for its rugged and varied landscape, shaped by the high seas and winds of Bass Strait
Characterised by imposing rocky cliffs and outcrops of volcanic origin such as The Nobbies and Pyramid Rock, but also sandy surf beaches and dune systems such as at Cape Woolamai
Valued by the community for its wild character and its wildlife, including Fairy Penguins, mutton birds and seals
Regional Significance: Phillip Island Eastern Coast
Visually significant as a rolling, rural landscape adjoining a low energy coastline
Characterised by a coastline edge including mud flats with mangrove vegetation, and a cleared rural hinterland with patterns of native and exotic vegetation
Valued by the community for extensive rural out-views across Westernport Bay to Churchill Island and the Bass Hills
Regional Significance: Churchill Island
Visually significant for its idyllic rural qualities, providing a contrast to the adjacent Swan Bay coastline and the turbulent seascapes further south
Characterised by panoramic views across its cleared landscape to Phillip and French Islands
Valued by the community for its cultural heritage values and picturesque setting
Regional Significance: Bass Hills & Strzelecki Foothills
Visually significant as a striking backdrop to the surrounding lowlands and coast
Characterised by a rural and pastoral landscape with an underlying steep sided topography, exposed by extensive clearing
Valued by the community for panoramic views across Westernport Bay and along the Bass Strait coastline
State Significance: Nooramunga Marine Park & Environs
Visually significant as a coastal area and chain of small sand islands that protect mangroves and mudflats from the wild seas of Bass Strait
Characterised by coastal barriers, spits, sandy islands and extensive mudflats, as well as rare and endangered plant species
Valued by the community for panoramic out-views of Wilsons Promontory, particularly from Snake Island
Regional Significance: San Remo to Kilcunda
Visually significant for the scenic landscape created as the steeply sloping Strzelecki foothills meet the coast
Characterised by cleared pastoral land with views across to Phillip Island, and east to Gippsland
Valued by the community for its scenic qualities and as an undeveloped tourist route near Phillip Island
Regional Significance: Coast from Kilcunda to Cape Paterson
Visually significant for landscape features such as the Powlett River, sand dune systems and dramatic rock formations and cliffs around Cape Paterson
Characterised by a coastline including rugged high cliffs, bays and rock stacks such as the Eagles Nest
Valued by the community for open and expansive views, extending as far as Venus Bay to the east and Cape Woolamai to the west, and for the scenic values of the Powlett River and its estuary
Regional Significance: Venus Bay Peninsula & Anderson Inlet
Visually significant as a wild and windswept landscape of high coastal dunes and sandy beaches, providing a scenic backdrop to Andersons Inlet and the flat, swampy hinterland
Characterised by the dominant landform of the high coastal dune system that rises up to 60 metres in height and stretches for up to one kilometre inland
Valued by the community for its scenic qualities, recreational opportunities and Aboriginal heritage significance
State Significance: Cape Liptrap to Waratah Bay
Visually significant for spectacular geological complexes with ancient Cambrian rocks, limestone cliffs and landforms such as Cape Liptrap and Arch Rock
Characterised by a remote and natural landscape with few settlements and long stretches of sandy beach, including intact heathland and coastal forest communities
Valued by the community for the historic lime kiln relics at Walkerville South, off shore shipwrecks and its Aboriginal heritage significance
Regional Significance: Corner Inlet Amphitheatre
Visually significant as a collection of landscape features – Mount Hoddle and the Welshpool Hills providing an amphitheatre setting for Corner Inlet and Wilsons Promontory
Characterised by expansive views across the coastal plains to Wilsons Promontory, its looming shape dominating the scene
Valued by the community as a bird habitat of international importance, and for its plant life and historically significant relics of Aboriginal occupation
State Significance: Wilsons Promontory
Potentially of National Significance in the National context
Visually significant for its many landscape features such as white sandy beaches set in remote and secluded coves, granite boulders tumbling into the sea, and rugged mountains close to the coast
Characterised by a coverage of dense and diverse vegetation ranging from temperate rainforest to swamps and heathland, and for its mainland and wild coastal views
Valued by the community for its almost entirely undeveloped character and the near wilderness experience it offers


Regional Significance: Metung and Lakes Entrance Hills
• Visually significant as a scenic, vegetated backdrop to the settlements of Metung and Lakes Entrance, and the expansive waters of Lake King
• Characterised by providing a distinctive topographic edge to the flatter plains that surround them
• Valued by the community for their native vegetation cover and natural character, and the vistas they afford out to sea
State Significance: Gippsland Lakes
• Visually significant as a unique estuarine environment with a network of lakes fringed by Ninety Mile Beach and extensive coastal dune systems
• Characterised by the prominent water features of Lakes Victoria and Wellington, and a collection of islands and small peninsulas
• Valued by the community as a recreation resource, and for the diverse array of flora and fauna
Regional Significance: Lake Tyers & Surrounds
• Visually significant as a complex inland water body with highly valued scenic qualities
• Characterised by steep natural escarpments, giving the lake a dramatic edge that contrasts with the flat plain around Lake Tyers Beach
• Valued by the community for expansive out -views along Ninety Mile Beach and to the Gippsland Lakes, and its Aboriginal heritage significance
State Significance: Ninety Mile Beach Coast
• Potentially of National Significance in the National context
• Visually significant as the longest stretch of uninterrup ted beach in the country, if not the world
• Characterised by sandy beaches, low dunes, peninsulas and wetlands set against the wild seas of Bass Strait
• Valued by the community for the intact indigenous coastal vegetation and scenic ocean views
State Significance: Nooramunger Coast and Islands
• Visually significant as a coastal area and chain of small sand islands that protect mangroves and mudflats from the wild seas of bass Strait
• Characterised by coastal barriers, spits, sandy islands and extensive mudflats, as well as rare and endangered plant species
• Valued by the community for panoramic out-views of Wilsons Promontory, particularly from Snake Island
BAIRNSDALE
LAKES ENTRANCE
SALE
ORBOST
Marlo
Bass Strait
Legend
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Roads
Watercourse
Waterbody
Municipal Boundary
Settlements
Landscape Significance
Local Significance
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State Significance
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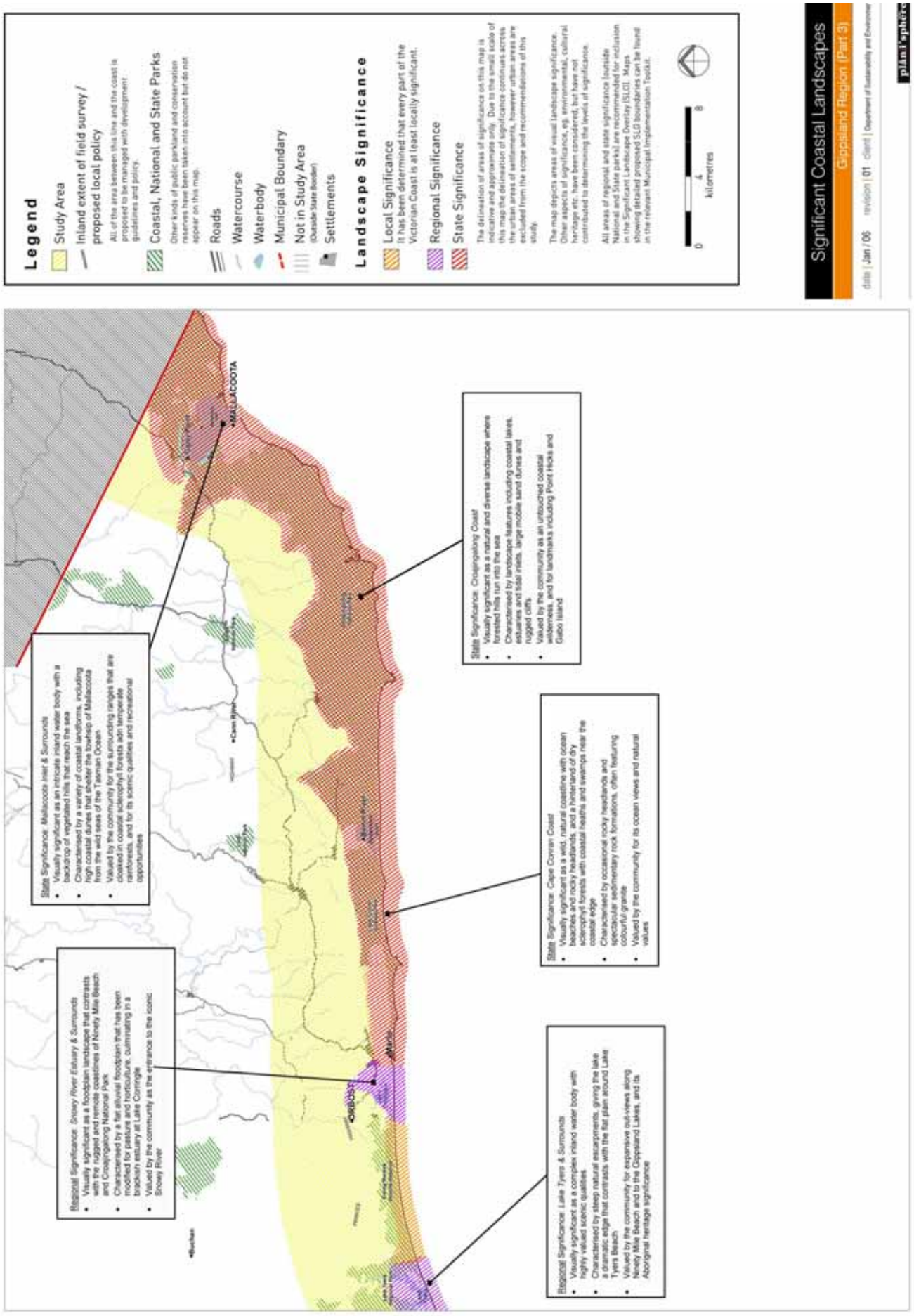
kilometres
Significant Coastal Landscapes
Gippsland Region (Part 2)
date | Jan / 06 revision | 01 client | Department of Sustainability and Environment
plan i sphere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Coastal, National and State Parks
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Roads
Watercourse
Waterbody
Municipal Boundary
Not in Study Area
(Outside State Border)
Settlements
Landscape Significance
Local Significance
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Regional Significance
State Significance
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kilometres
Significant Coastal Landscapes
Gippsland Region (Part 3)
date | Jan / 06 revision | 01 client | Department of Sustainability and Environment
planisphere
State Significance: Mallacoota Inlet & Surrounds
Visually significant as an intricate inland water body with a backdrop of vegetated hills that reach the sea
Characterised by a variety of coastal landforms, including high coastal dunes that shelter the townsip of Mallacoota from the wild seas of the Tasman Ocean
Valued by the community for the surrounding ranges that are cloaked in coastal sclerophyl forests adn temperate rainforests, and for its scenic qualities and recreational opportunities
State Significance: Croajingalong Coast
Visually significant as a natural and diverse landscape where forested hills run into the sea
Characterised by landscape features including coastal lakes, estuaries and tidal inlets, large mobile sand dunes and rugged cliffs
Valued by the community as an untouched coastal wilderness, and for landmarks including Point Hicks and Gabo Island
State Significance: Cape Conran Coast
Visually significant as a wild, natural coastline with ocean beaches and rocky headlands, and a hinterland of dry sclerophyl forests with coastal heaths and swamps near the coastal edge
Characterised by occasional rocky headlands and spectacular sedimentary rock formations, often featuring colourful granite
Valued by the community for its ocean views and natural values
Regional Significance: Snowy River Estuary & Surrounds
Visually significant as a floodplain landscape that contrasts with the rugged and remote coastlines of Ninety Mile Beach and Croajingalong National Park
Characterised by a flat alluvial floodplain that has been modified for pasture and horticulture, culminating in a brackish estuary at Lake Corringle
Valued by the community as the entrance to the iconic Snowy River
Regional Significance: Lake Tyers & Surrounds
Visually significant as a complex inland water body with highly valued scenic qualities
Characterised by steep natural escarpments, giving the lake a dramatic edge that contrasts with the flat plain around Lake Tyers Beach
Valued by the community for expansive out-views along Ninety Mile Beach and to the Gippsland Lakes, and its Aboriginal heritage significance
MALLACOOTA
Orbost
Bairnsdale

Rural Zones Implementation

CONTEXT

The Victorian Government introduced a new suite of rural zones in 2004 in response to concerns from local governments and other stakeholder groups that the established rural zones did not adequately recognise the importance and the need to protect agricultural activity.

ISSUES

A general contributing factor to coastal development pressure is the number of permit required uses within the current Rural Zone and Environmental Rural Zone. The proliferation of certain types of urban type uses undermines the agricultural viability, environmental qualities and strategic intent of non-urban land.

All regional and rural local governments have been asked to implement the new rural zones into their planning schemes. Phase 1 of this process proposed a straight translation from existing rural zones to the new zones. Phase 2, to follow at a later date, includes strategically applying the Rural Activity Zone to selected areas and any change to the lot size in the local schedules. To assist with this, the Department of Sustainability and Environment has provided $150,000 to the Municipal Association of Victoria to develop an approach for undertaking a rural strategic analysis. This is not yet complete.

In late August 2005, the Minister for Planning wrote to all rural and regional local governments to expedite implementation of the new rural zones using a Ministerial Amendment. An opportunity was provided to all local governments to advise of any unreasonable or unintended outcomes of this Amendment.

Prior to the Ministers letter, no coastal local government had sought to implement the new suite of rural zones using the above options. Some of the reasons expressed include:

- The lack of resources (time and cost);
- Current reviews of planning schemes and zones and consideration within that context;
- Uncertainty about the impacts of the application of the new zones on farmers and the regional economy; and
- Recognition of the need to undertake strategic analysis of rural land uses in general to guide decision-making about re-zoning.

In response to the above letter, the Borough of Queenscliffe, Surf Coast Shire and Glenelg Shire councils have since requested the implementation of the new rural zones within their respective schemes through a Ministerial Amendment.

RECOMMENDATIONS

Implementing the new rural zones will allow councils to respond more appropriately to many coastal land use and development pressures. At present, three prohibited uses exist within the current Rural Zone.

Encouraging the application of the new rural zones will mean a planning scheme amendment will be required to assess the appropriateness of proposed new land use types and associated development within a more rigorous, transparent process. This process should provide for better outcomes for non-urban land.

Given the above, it would be in the interests of coastal areas to encourage the application of the new zones into coastal council planning schemes as soon as practicably possible. Application will help limit the potential for further conflicting uses to have negative impacts in both a land-use sense and coastal environment sense.

Recommend Actions:

A11 Encourage the application of the new rural zones in all coastal municipalities.

A12 Continue to support the Municipal Association of Victoria in devising a methodological approach for undertaking rural strategic analysis.

Managing Hotspots

Gippsland old and inappropriate subdivisions

CONTEXT

In the Shire of Wellington, there are presently around 11,700 freehold allotments located along a 28 kilometre section adjacent to the Ninety Mile Beach, between Paradise Beach and The Honeysuckles. The vast majority of these allotments are not serviced and/or located within areas subject to regular/seasonal flooding. Along with other significant environmental constraints, this has meant development in these areas cannot occur.

In the late 1970's, a restructure process was established to amalgamate allotments to reduce development density. The complexity and size of this process and resource challenges has slowed this down, which is now leading to unintended 'ribbon' development.

ISSUES

Wellington Shire Council recently concluded the *Wellington Coast Subdivision Strategy – Recommendations Report (July 2005*) outlining a number of options to address the problem. The options considered are:

- **Option 1 (Status Quo)**

  This option focuses on continued low density development within the existing pattern of restructure along the Ninety Mile Beach, with environmental impacts across a large area. It will also require infrastructure and servicing.

- **Option 2 (Fully Serviced Urban Infrastructure)**

  This option focuses on abandoning the restructure plans and allowing standard urban development to occur within the area of the restructure. This option will result in high density development along the Ninety Mile Beach with significant impacts on the environment. It will also require costly infrastructure and servicing across a large area.

- **Option 3 (Low Density Residential)**

  This option will achieve the same as Option 1 (Status Quo) except with an accelerated restructure process. This option will result in low density development along the Ninety Mile Beach with environmental impacts across a large area. It will also require infrastructure and servicing across a large area.

- **Option 4 (Nodal Urban)**

  This option involves focussing development on the existing coastal settlements of Golden Beach/Paradise Beach and returning the areas in-between to either public land or management as large rural conservation lots.

RECOMMENDATIONS

Wellington Shire Council recently resolved to adopt Option 4 (Nodal Urban) as its preferred settlement structure for the coastal area it services. The Council has also resolved to prepare a business case as a basis for considering necessary implementation strategies. Given its recent resolution and need to undertake more comprehensive work, it is recommended support for and liaison with the Council continues.

Recommend Actions:

A13 Continue to work with and support Wellington Shire Council in progressing the *Wellington Coastal Strategy* recommendations.

Large scale residential/leisure developments along the coast

CONTEXT

The Victorian Government's *Coastal Spaces Inception Report* released in May 2005 identified a significant number of proposed large-scale, predominately residential development proposals with some form of lifestyle associated use, such as a golf course and/or canal/marina development.

Nearly all proposals are located on non-urban zoned land in the green belt between settlements or adjacent to an existing established settlement. On average, developments of this nature have a residential component which range from 100 residential-like structures, equivalent to a small settlement such as Seaspray, to upwards of a 1,000 residential-like structures equivalent to a new medium sized settlement, such as Apollo Bay.

The majority of these proposals are marketed as residential, although a minority market themselves as being core lifestyle, recreational and/or tourism in nature. Depending on how these proposals are marketed appears to determine the planning process that is followed.

In a statutory planning context, proposals which are promoted as core lifestyle, recreational and/or tourism in nature are often considered as discretionary uses (permit required) within the current Rural Zone. To overcome the limitations of subdivision within the current Rural Zone, proponents have opted to develop long-term lease arrangements so they can on-sell segments of a site. These long-term lease arrangements are generally in the vicinity of greater than 100 years. This has been described by some as creating 'residential by stealth'.

Proposals predominately marketed as residential in nature are required to undergo a Planning Scheme Amendment process to enable a site to be a rezoned to a more appropriate zone which caters for the form of use proposed and provides the potential for subdivision of land.

ISSUES

Workshop

To further understand this development pressure, the Coastal Spaces Initiative held a targeted workshop in July 2005. Key stakeholders representing local government, development and consulting industries, tourism industry, planning professionals and other key coastal stakeholders were invited.

A key message from a number of participants was the need to manage large scale residential/lifestyle type proposals in relation to their urban requirements for specific infrastructure and services. For those proposals not associated with an existing settlement, some participants advocated the need for clear policy direction within the *Victorian Coastal Strategy* 2002 around the potential creation of new coastal settlements along the coast.

Workshop participants also identified the option to define 'go' and 'no go' areas for development along the Victorian coast. A set of principles and accompanying definitions about what constitutes a 'go' or 'no go' area were considered important for longer term planning purposes.

It was acknowledged that governments have a role in providing a set of principles and a policy and planning framework for development on the Victorian coast, with the Victorian Government having primary responsibility. These responsibilities might include:

- Defining and setting expectations based on social, environmental and economic factors;
- Applying the precautionary principle of long term sustainability and achieving net community benefit;
- More effectively engaging the community to elicit a variety of views and allowing debate around tradeoffs; and
- Increasing the level of certainty in the planning approval process, given the past propensity for rapid change in policy to occur between pro-conservation and pro-development and protracted timeframes for a 'go' or 'no go' decision.

Proposals which are predominately residential in nature with an associated lifestyle activity

The *Victorian Coastal Strategy* 2002 and the *Great Ocean Road Region Strategy* 2004 detail the need to direct residential development to existing settlements where the impacts can be best managed and accommodated. The aim of this is to:

- Minimise the overall impact of use and development on the coast;
- Protect the sensitive areas and significant landscapes between settlements;
- Provide for the necessary services that residential living requires;
- Minimise costly, inefficient use and delivery, and duplication of services; and
- Reduce land use conflicts with agricultural activities and impacts.

Lifestyle-related residential developments, even where they contain limited tourism and short-term accommodation, pose all the long-term implications and needs associated with urban use and development. These lifestyle-related developments should be planned, located and integrated with existing settlements consistent within the above coastal planning policy context.

It has been suggested through consultation that improvements to the coastal section of the State Planning Policy Framework along with some form of appropriate planning framework be developed to provide guidance around achieving consistent coastal policy on this issue.

With regard for the establishment of new coastal settlement as advocated in the Coastal Spaces Initiative workshop, it should be noted that neither the *Victorian Coastal Strategy* 2002 nor the *Great Ocean Road Region Strategy* 2004 advocate the creation of new settlements, as their focus is on maintaining and encouraging the sustainable development of existing settlements.

Notwithstanding, the creation of a new settlement should require consideration as part of a broader regional strategic policy and planning approach, such as the review of the *Victorian Coastal Strategy*. This process will allow a thorough assessment of the need for such a settlement, along with considering issues around servicing its needs. Considerations for assessing need through the above process may include, but are not limited to the:

- Consistency with the housing needs and settlement strategy of the region;
- Supporting of sustainable, economically viable, existing settlements and communities;
- Provision of services and physical infrastructure at an acceptable and sustainable cost;
- Primarily a high quality outcome that provides net benefits to Victoria;
- Impact on the sustainable future use of existing natural resources, including productive agricultural land, water, mineral and energy resources;
- Impacts on existing visual and environmental qualities of the area, such as landscape, water quality, native vegetation, habitat and biodiversity values; and
- Impacts on predictable adverse environmental processes and effects, such as flooding, erosion, landslip, salinity, climate change, disturbance of acid sulfate soils or wildfire.

It is coastal planning policy that the establishment of new settlements will not be entertained without the above wider strategic context being considered.

Proposals which are core tourism orientated

The *Victorian Tourism Industry Strategic Plan 2002 – 2006* provides a framework to continue growing tourism across the State. The Plan gives emphasis to the positive relationship between investment in quality tourism infrastructure and Victoria's tourism performance, especially in regional areas. For regional areas, a regional strategic framework focusing on product strengths is adopted which seeks, amongst other things, regional planning and sustainable destination development to optimise the triple bottom line benefits in line with other regional development initiatives and planning activities.

The *Golf Tourism Plan 2003-2006*, identifies golf tourism as a key product segment for development. It has identified an increasing global demand for golf-related tourism, and was designed to guide golf tourism marketing to tap into key markets within Australia and overseas and to build on Victoria's reputation as the home of fine golf. The Plan aims to encourage continued investment in golfing infrastructure and integrated golf resorts in key strategic locations that provide international-standard competition facilities, with access to short-term tourism accommodation and associated resort services.

The *Nature Base Tourism Strategy 2006–2010* is currently being revised by Tourism Victoria, the Department of Sustainability & Environment and Parks Victoria. This Strategy will outline strategies and actions for all nature-based tourism segments including ecotourism, adventure tourism, Indigenous tourism (nature-based) and trails, as well as a link with other tourism industry sectors including food and wine, touring, and Indigenous and non-Indigenous culture and heritage.

The *Victorian Coastal Strategy* 2002 and the *Great Ocean Road Region Strategy* 2004 both strongly advocate the importance of regional tourism and the opportunities the industry provides, both in employment and wealth creation. Both strategies are committed to sustainability and to providing opportunity for a robust economy, healthy environments and communities.

Identifying 'go' and 'no-go' zones along the Victorian coast, as suggested by participants at the Coastal Spaces Initiative workshop, is most appropriately addressed through regional and local planning where more adequate assessment of values, constraints and good siting and design can be properly dealt with. To a great extent, work is currently progressed which provides this guidance. This includes the development of the Coastal Settlement Framework and the Coastal Spaces Landscape Assessment Study by the Coastal Spaces Initiative. Other regional strategies such as the Gippsland Coastal Board's *Integrated Coastal Planning Coast Action Plan* and the *Great Ocean Road Region Strategy* 2004 provide further strategic guidance.

It is acknowledged that clear planning principles are required to achieve coastal planning policy objectives and increase regional tourism investment in the right locations within non-urban areas. Planning plays an important role in facilitating developments that make a positive contribution. Such principles may cover:

- The need to provide high quality visitor/tourist accommodation which responds to a regional tourism product strength, outlines the desired visitor experience to be achieved and demonstrates consistency with regional tourism strategies.
- The design of a development should provide an outcome that responds to the above and seeks to minimise overall impact through being subordinate to the visual and environmental qualities of a particular locality and minimising the overall footprint of a development.
- Accommodation should be specifically designed to prevent conversion to permanent residential occupation to protect the future overall availability of accommodation stock.
- The need to provide for an appropriate scale and intensity of use and development relative to a site to manage the provision of additional services such as water and sewerage.

RECOMMENDATIONS

It is recommended that a review of the coastal section of the *State Planning Policy Framework* is undertaken to provide greater clarity of the strategic intent of the *Victorian Coastal Strategy* to guide decision-making.

Additionally, consideration should be given to developing appropriate planning guidance aimed at managing large-scale residential/lifestyle developments within the coastal planning policy context. The need for independent advice to assess the strategic merit of certain proposals has been raised in consultation. Consideration should be given to the role of the Priority Development Panel.

Given the review of the *Nature Based Tourism Strategy* currently being undertaken, consideration should be given to progressing a framework establishing planning principles aimed at guiding appropriate sustainable tourism development in non-urban areas.

Recommended Actions:

A14 **Develop appropriate guidance through a Planning Practice Note for the planning and evaluation of development outside of existing urban settlements.**

A15 **Review clause 15.08 'Coastal areas' of the State Planning Policy Framework of planning schemes to provide greater clarity to the strategic intent of the Victorian Coastal Strategy.**

A16 **Consider the use of the Priority Development Panel to provide independent advice to Government with regard to the strategic merit or otherwise of particular development applications.**

A17 **Develop a framework which provides guidance around the assessment of proposals with a core focus on achieving tourism outcomes.**

Coastal Acid Sulfate Soils

CONTEXT

Coastal Acid Sulfate Soils underlie large areas of Australia's coastline. Undisturbed, these soils are relatively harmless but when they are disturbed and exposed to oxygen through drainage and excavation they produce sulfuric acid. This acid run-off damages habitats, depletes fish resources, can sterilise agricultural land, and in some instances direct human impacts have been reported. Sulfuric acid discharge and damage to in-ground infrastructure can add significant costs to a development process.

ISSUE

Disturbing Coastal Acid Sulfate Soils has led to significant, costly and long-term impacts around Australia. Because of the national significance of this issue, all States and Territories have endorsed a National Policy Framework that establishes a key principle to avoid disturbing Coastal Acid Sulfate Soils. Victoria is a signatory to the National Strategy for the Management of Coastal Acid Sulfate Soils which aims to:

- Identify and define Coastal Acid Sulfate Soils in Australia through risk mapping;
- Avoid disturbing Coastal Acid Sulfate Soils as they pose little problem for the environment when undisturbed;
- Mitigate impacts when disturbance of Coastal Acid Sulfate Soils is unavoidable; and
- Rehabilitate disturbed Coastal Acid Sulfate Soils and acid drainage.

Whilst Coastal Acid Sulfate Soils have not historically been a major issue for Victoria, increasing urbanisation along the coast and increased intensity of use within settlements is leading to pressure to use areas which may contain this soil. In 2003, the Victorian Government undertook a field survey to identify the probability of occurrence of Acid Sulfate Soils in line with implementation of Action 3.3.3 of the *Victorian Coastal Strategy* 2002. Results of the survey are available online through the Victorian Resources Online at www.dpi.vic.gov.au.

Successful management of areas featuring Coastal Acid Sulfate Soils must take into account the specific nature of a site and the environmental consequences of the proposed development. As a first principle, sites exhibiting characteristics of Coastal Acid Sulfate Soils should not be disturbed. Improvements to State planning policy and practice are required in the following areas:

- Intensifying use and development and rezoning of land in areas affected by Coastal Acid Sulfate Soils with a focus on disturbance avoidance;
- Land use and development in areas already zoned for more intensive development should focus on management planning to minimise future risks and problems; and
- Land use and development in rural areas should focus on awareness, education and avoiding changes to water tables with key links through Catchment Management Authorities.

RECOMMENDATIONS

It is recommended that State Planning Policy Framework be clarified to reinforce Victoria's existing commitment to the objectives of the National Strategy for the Management of Coastal Acid Sulfate Soils. The development of the Coastal Acid Sulfate Soils Practice Note should be finalised to provide guidance around how this commitment can be achieved through planning.

Recommended Actions:

A18 Review the State Planning Policy Framework of planning schemes to introduce policy consistent with National Strategy.

A19 Clarify responsibilities for Coastal Acid Sulfate Soils within Government.

A20 Finalise Planning Practice Note and guidelines.

A21 Consider establishment of capacity building initiative with local government.

Public land recreational nodes

CONTEXT

The *Victorian Coastal Strategy* 2002 identifies the need to better understand the location and scale of function of recreational nodes along Victoria's coast. The *Coastal Spaces Inception Report* identified a need for clearer guidance on the location and criteria for acceptable development in a recreational node.

The need to undertake this audit of recreational nodes was heightened with a number of large-scale development proposals identifying their desire to be classified as a 'recreational node' to justify development in a particular location.

In May 2005, the Victorian Coastal Council wrote to all coastal local governments clarifying the definition of recreational nodes as outlined in the *Victorian Coastal Strategy*. This letter confirms that the term 'recreation node' applies to sites located on coastal public land related to recreational works for public benefit.

ISSUE

Notwithstanding, an audit of recreational nodes on public land was undertaken in response to the need for greater clarity and understanding of their locational context relevant to the *Victorian Coastal Strategy*.

The project aimed to define and map these nodes and provide a framework to help guide development within them. The project was divided into three distinct tasks:

1. The development of an inventory of the location and key attributes of recreation nodes across the coast, outside settlement areas (Audit);
2. The establishment of a framework for the future development of recreation nodes on public land; and
3. An examination of the governance arrangements at both state and local levels, as well as implementation mechanisms to provide advice on how the management of recreational nodes can be improved to aid and strengthen decision-making at all levels.

RECOMMENDATIONS

The Audit has been largely completed in consultation with coastal managers. Initial concepts for a levels of service framework to inform resource allocation for overall coastal management activities are also being explored as part of the audit process and as a possible framework to be addressed in the *Victorian Coastal Strategy* review. Establishing a more comprehensive approach to asset management on public land is an important outcome that will benefit from an effective levels of service framework.

Recommendations:

A22 **Finalise audit of coastal recreational nodes.**

A23 **Develop advice on a potential Levels of Service Framework to guide coastal public land investment and management as part of the review of the *Victorian Coastal Strategy* and the *Department of Sustainability and Environment Assets Strategy.***

Capacity Building

Capacity building for councillors and planning professionals

CONTEXT

Victorian local governments have a variety of regulatory and planning powers that directly influence the management of the coastal zone. Local governments play a pivotal role in administering and determining land use and development activity in coastal areas, and in many cases also play a direct role as managers of coastal public land.

RESEARCH AND ANALYSIS

As part of the Coastal Spaces Initiative, an audit was conducted of initiatives, activities and programs currently available that build the capacity of local governments and other stakeholders to implement the *Victorian Coastal Strategy*.

Some issues identified relate to local government resources, particularly the availability of suitably qualified planners and the high demand for strategic planning and development assessment in coastal areas. Limited funding to implement strategic plans and a lack of co-ordination to undertake and implement strategic policy at local, regional and state levels have also been identified.

Victorian Coastal Committees of Management have the responsibility to manage, improve, and maintain Crown land reserves. Committees of Management are volunteer members of the community with varying levels of skill and experience. There is a recognised need to continue to build the capacity of Committees of Management in three key areas: governance; land management; and strategic coastal and land-use planning and policy.

The Audit has also identified a significant need for an induction and training for all Victoria's coastal municipalities to inform councillors of their role and responsibilities in environmental and coastal planning and policy management. Efforts such as the Western Coastal Board's, *Our Coast* workshop aim to provide councillors with an overview of coastal planning policy and the coastal context of their municipality.

RECOMMENDATIONS

The establishment of a Councillor Induction Program for all coastal Councils focusing on coastal planning and policy issues is considered a priority. Western region councils are currently into their first year post elections, whilst eastern regional council elections were held in November 2005. The establishment of such a program, initiated by the Victorian Coastal Council, would be timely in this regard.

Recommended Actions:

A24 **The Victorian Coastal Council to work with the Municipal Association of Victoria and the Victorian Local Governance Association to develop a Coastal Strategy and Policy Induction Program for coastal councillors.**

A25 **The Victorian Coastal Council continue to promote and support regional integrated co-ordination models as a mechanism for information sharing and collaboration.**

Part 3: Next Steps

This Report outlines a series of recommendations and actions . Some of these can be progressed in the short term, while others will be completed and implemented over the medium term.

It is recommended that as part of its statutory reposting functions under the *Coastal Management Act*, the Victorian Coastal Council continue to provide advice to the Government on overall progress with implementing the recommendations in this report, monitor the overall achievement of the objectives to direct urban uses to existing settlements and maintain landscapes between settlements.

Appendices

Appendix 1: Minister for Planning's letter to Coastal Councils

Minister for Planning

CA/12/0037

19 MAY 2005

8 Nicholson Street
PO Box 500
East Melbourne Victoria 3002
Telephone: (03) 9655 8900
Facsimile: (03) 9637 8921
www.dse.vic.gov.au
ABN 90 719 052 204
DX 210098

[redacted]

Dear [redacted]

PLANNING AND DEVELOPMENT ALONG THE VICTORIAN COAST

The purpose of this letter is to reiterate the Government's commitment to working with coastal Councils to achieve sustainable use and development on Victoria's coastal area recognising their environment, social, cultural and economic significance.

The release of the Coastal Spaces Inception Report is an opportune time to confirm and clarify the Government's policy that is expressed in the *Victorian Coastal Strategy* and the *Great Ocean Road Region Strategy*. It is important that the Government policy position is clear and unambiguous to enable councils to undertake their responsibilities both as a planning authority and a responsible authority in making planning decisions that impact on coastal areas.

The *Victorian Coastal Strategy* is the foundation of coastal planning policy, along with the recently released *Great Ocean Road Region Strategy*. Both are recognised in State Planning Policy. Ministerial Direction No.11 requires that amendments to a planning scheme are undertaken in a strategic manner. In particular it requires that a proposed amendment demonstrates how it is consistent with the relevant State policies.

Given the importance of the Victorian coast and the heightened awareness of coastal issues, it is timely to articulate some key planning and land-use policies which I will consider in determining any planning scheme amendment. These include, but are not limited to, the impact of the amendment on:

- directing residential development to existing settlements within defined township boundaries;
- minimising the overall impact of use and development on the coast;
- protecting the most sensitive areas and significant landscapes between settlements;
- providing social services, community facilities, transport and other physical infrastructure and/or utilities; and
- achieving sustainable coastal development that meets the hierarchy of principles for coastal planning and management as set out in the Victorian Coastal Strategy.

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I further wish to clarify the definition of coastal settlements. The strategic extent of settlements is defined by the existing extent of urban zoned land unless the future strategic extent of a settlement is shown on a plan included in the planning scheme.

The Victorian Government recognises the effort and time which local government, key stakeholders and the community have committed to achieving well managed coastal development. This above clarification is intended to assist local government in providing for a sustainable future for the Victorian coastline.

If you have any queries, please do not hesitate contact my Adviser, Rachael Joiner, on telephone 9637 8855.

Yours sincerely

ROB HULLS MP
Minister for Planning

CC: [redacted]

Appendix 2: Coastal Settlement Strategic Planning

Coastal Settlement Strategic Planning (East Coast)

Shire/Settlement	No Settlement Planning Undertaken	Settlement Plan being developed / revised	Settlement Plan Developed	**Settlement Boundary being developed / developed**	**Incorporated into Planning Scheme**	Comments
East Gippsland Shire						
Mallacoota /Gipsy Point		✓		✓		Settlement planning being undertaken through the Coastal Towns Design Framework.
Bemm River		✓		✓		
Marlo		✓		✓		
Lake Tyers / Cunninghame		✓		✓		
Metung / Nungurner		✓		✓		
Lakes Entrance		✓		✓		Existing draft Urban Design Frameworks for both settlements currently being reviewed.
Paynesville		✓		✓		
Wellington Shire						
Loch Sport		✓		✓		Settlement planning being undertaken through the Coastal Towns Design Framework.
Paradise Beach / Golden Beach		✓		✓		
Seaspray		✓		✓		
Woodside / McLoughlins / Roberstons Beach		✓		✓		
Tarraville / Mann's Beach		✓		✓		
Port Albert			✓			Port Albert Master Plan finalised.
South Gippsland Shire						
Welshpool	✓					
Toora	✓					
Port Franklin	✓					
Yanakie	✓					
Foster			✓		✓	
Port Welshpool			✓			Port Welshpool Strategy Plan completed in July 2005
Venus Bay		✓		✓		Being undertaken as part of the Coastal Towns Design Framework.
Tarwin Lower		✓		✓		
Sandy Point		✓		✓		
Waratah Bay		✓		✓		
Bass Coast Shire						
Inverloch			✓	✓		Inverloch Urban Design Framework completed in April 2003. Requires implementation into Planning Scheme
Wonthaggi			✓	✓		
Coronet Bay			✓	✓		Settlement Plans outlined within the Bass Coast Strategic Coastal Planning Framework finalised in June 2005. Requires implementation into Planning Scheme.
Corinella			✓	✓		
Tenby Point			✓	✓		
Hamers Haven			✓	✓		
Kilcunda			✓	✓		
Pioneer Bay			✓	✓		
Cape Paterson			✓	✓		
Grantville			✓	✓		
Jam Jerrup			✓	✓		
San Remo / Newhaven / Cape Wollamai			✓	✓		Settlement Plans outlined within the Phillip Island and San Remo Urban Design Framework finalised in 2002.
Rhyll			✓	✓		
Cowes / Ventnor			✓	✓		
Smiths Beach / Sunderland Bay Estates			✓	✓		

Coastal Settlement Strategic Planning (West Coast)

Shire/Settlement	No Settlement Planning Undertaken	Settlement Plan being developed / revised	Settlement Plan Developed	**Settlement Boundary being developed / developed**	**Incorporated into Planning Scheme**	Comments
Borough of Queenscliffe						
Queenscliff			✓	✓	✓	Settlement planning effectively done through Borough Planning Scheme.
Point Lonsdale			✓	✓	✓	
City of Greater Geelong						
Point Lonsdale	✓					Settlement plan required to manage growth in partnership with Borough of Queenscliffe.
St Leonards			✓	✓		Urban Design Framework completed in 2005. Being reviewed for implementation.
Barwon Heads		✓	✓	✓	✓	Urban Design Framework completed in 2004. Council propose a Structure Plan review in late 2006.
Breamlea			✓	✓	✓	Managed by planning policy in Scheme.
Drysdale/Clifton Springs			✓	✓	✓	Currently under review.
Portarlington			✓	✓	✓	Recent resolution to revise the Portarlington / Indented Heads Structure Plan
Indented Heads			✓	✓	✓	
Ocean Grove		✓	✓	✓	✓	Structure Plan currently under review.
Surf Coast Shire						
Torquay/Jan Juc			✓	✓	✓	Proposed to be reviewed by Council in 2006.
Anglesea			✓	✓	✓	
Aireys Inlet / Fairhaven / Mogg's Creek		✓	✓	✓	✓	Review completed, proposed implementation into scheme via amendment C18.
Lorne		✓	✓	✓	✓	Review completed, requires implementation into planning scheme.
Colac Otway Shire						
Wye River		✓				Council in the process of commencing structure planning for both settlements.
Kennett River		✓				
Skenes Creek		✓		✓		Structure Plan being revised in relation to GORRS Strategy 2.2.2
Apollo Bay / Marengo		✓	✓	✓		
Corangamite Shire						
Princetown			✓	✓		Recently completed Urban Design Frameworks. Port Campbell UDF currently undergoing amendment process.
Port Campbell			✓	✓	✓	
Moyne Shire						
Port Fairy		✓	✓	✓	✓	Review of the Port Fairy Framework Plan is currently being progressed.
Peterborough			✓	✓	✓	Recently finalised UDF. Amendment to planning scheme in late 2004.
Killarney	✓					
Rosebrook	✓					
Yambuk	✓					
Codrington	✓					

Coastal Settlement Strategic Planning (West Coast)

Shire/Settlement	No Settlement Planning Undertaken	Settlement Plan being developed / revised	Settlement Plan Developed	**Settlement Boundary being developed / developed**	**Incorporated into Planning Scheme**	Comments
City of Warrnambool						
Allansford			✓	✓	✓	Warrnambool Land Use and Supply Study finalised in 2004.
Warrnambool			✓	✓	✓	Implementation through C43 Amendment.
Glenelg Shire						
Tyrendarra / East	✓	✓				Glenelg Shire is currently undertaking strategic planning for all settlements in the municipality through the Glenelg Strategic Futures Plan.
Narrawong / East	✓	✓				
Allestree	✓	✓				
Portland	✓	✓				
Tarragal	✓	✓				
Cashmore	✓	✓				
Cape Bridgewater	✓	✓				
Mount Richmond	✓	✓				
Kentbruck	✓	✓				
Nelson			✓			UDF developed as part of Pride of Place funding.

Appendix 3: Minister for Planning's letter to rural and regional Councils

COPY

Minister for Planning

Ref: [redacted]

8 Nicholson Street
PO Box 500
East Melbourne Victoria 3002
Telephone: (03) 9655 8900
Facsimile: (03) 9637 8921
www.dse.vic.gov.au
ABN 90 719 052 204
DX 210098

25 August 2005

[redacted]

29 AUG 2005

Dear [redacted]

IMPLEMENTATION OF THE NEW RURAL ZONES

As you will be aware, the new rural zones were introduced by Amendment VC24 on 11 June 2004. The zones were developed in response to wide concerns that the existing zones did not adequately recognise the importance of agriculture and the right to farm and led to increased land use conflicts by allowing a range of non-farming uses in rural areas.

Following an extensive consultative process including workshops, the release of the Rural Zones Review Reference Group discussion and options paper and a submissions process, the Farming Zone, the Rural Conservation Zone, Rural Activity Zone and the revised Rural Living Zone were included in the Victoria Planning Provisions (VPPs).

Councils were asked to apply the new rural zones as soon as practical and at least prior to the next review of the MSS. The Department also offered to provide the necessary mapping and documentation and to waive the amendment fees.

While I appreciate that councils have many demands on their time and resources, I am concerned that the benefits of the new zones, benefits that were demanded by stakeholders, are not being put into practice because the zones are not being applied.

I am satisfied that for substantial areas of rural Victoria, there should not be a disadvantage from a straightforward translation of the Rural Zone to the Farming Zone and the Environmental Rural Zone to the Rural Conservation Zone. In order to maintain the momentum of this important change, I am therefore intending to assist councils make the translation by carrying out a status quo translation by Ministerial amendment for each planning scheme.

What this means is that I will progressively implement an amendment to each scheme to make the translation noted above. Councils will continue to be able to put forward an amendment in the normal way should they consider that a different zone should apply. I am aware that a number of councils are well advanced with rural studies that may inform some specific changes. In other instances councils may identify where land may be more appropriately included in the Rural Conservation Zone or Rural Activity Zone and I encourage councils to do this.

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Generally however, I do not consider that these situations are necessarily reasons why the current zones should not be translated as soon as possible. However before I initiate an amendment I would appreciate councils advice as to any area where a direct translation would cause an unreasonable or unintended outcome, and the reasons for this.

I would appreciate this advice within 6 weeks of the date of this letter.

With respect to the $150,000 grant provided to the MAV to assist with the implementation of the new rural zones, the MAV will have further discussions with councils on how these funds can best be used to address rural strategic issues. Some options to be considered include a review of significant strategic work that has already been done including land capability studies and assessing how these can be used to prepare local policy on rural issues and preparing more detailed guidelines on the application of the Rural Activity Zone.

If you have any queries about this matter, please discuss them with your relevant DSE Regional Planning Manager, or with [redacted]

Yours sincerely

ROB HULLS MP
Minister for Planning