



AGENDA APPENDIX
Council Meeting
Wednesday 26 June 2013

AGENDA ITEM FOR SEPARATE DISTRIBUTION TO COUNCILLORS AND EXECUTIVE LEADERSHIP TEAM DUE TO DOCUMENT SIZE.

THE ITEM IS ACCESSIBLE VIA THE COUNCIL WEBSITE OR BY CONTACTING COUNCIL ON 03 5662 9200.

E.21 - ADOPTION OF AMENDMENT C72 - LOCH, NYORA, POOWONG AND MEENIYAN STRUCTURE PLAN IMPLEMENTATION.

Appendix 2 - Updated Loch, Nyora, Poowong and Meeniyan Structure Plans - for readoption.



Loch Structure Plan

plán i'sphere [z urban strategy planners]

JUNE 2013



South Gippsland
Shire Council

Come for the beauty. Stay for the lifestyle

ACKNOWLEDGEMENTS

The South Gippsland Shire Council acknowledges the traditional custodians of this land, Elders, past and present, their spirits and ancestors.

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PROJECT CONTROL

Status	Version	Checked PM	Checked PD	Date released
Loch Structure Plan - Draft Discussion Paper	1	CR	JLR	28/10/10
Loch Structure Plan – Consultation Draft	2	CR	JLR	11/11/10
Loch Structure Plan – Final for Adoption	3	CR	JLR	28/3/11

Note: The Loch Structure Plan was initially adopted by Council in August 2011. Implementation of the Structure Plan into the Planning Scheme occurred via Planning Scheme Amendment C72. The Independent Planning Panel appointed to consider submissions to Amendment C72 recommended the Loch Structure Plan be updated to respond to the Panel's recommendations. The 'Loch Structure Plan – updated June 2013' fulfils this requirement.

Should inconsistencies exist between this Structure Plan and the implemented Loch Planning Scheme Provisions, the Planning Scheme provisions take precedence.

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1

INTRODUCTION

1.1 Project Overview

South Gippsland Shire Council and Regional Development Victoria have appointed Planisphere Urban Strategy Planners in conjunction with Urban Enterprise (Economic and Tourism Planning) to prepare a Structure Plan for the township of Loch. The Structure Plan will provide direction for the growth and development of Loch to 2025 and beyond.

The Structure Plan builds on the *Loch Urban Design Framework 2005* ('UDF') and *Loch Community Plan 2011*. Both plans have been developed by Council with the Loch community, and reflect their vision and directions for the future planning and development of Loch.

A draft Loch Structure Plan was exhibited over a four week period in January / February 2011. An Information Session was held on Sunday 30th January at the Loch Masonic Lodge, and feedback sought via a Community Bulletin, Feedback Form and online information on Council's website. The feedback received has informed the preparation of this Loch Structure Plan.

1.2 Strategic Context

The Victorian State Government recently released *Ready for Tomorrow – A Blueprint for Regional and Rural Victoria*. The 'Blueprint' is a policy to promote and manage growth in key regional centres, and support investment in rural and regional Victoria. In addition, State Government metropolitan planning policies *Melbourne 2030* and *Melbourne @ 5 million*, promote growth in regional cities and towns as part of a networked cities model. These policies are important considerations for Loch and other South Gippsland towns as the towns will be under increasing development pressure due to their close proximity to Melbourne's urban growth boundary.

A foundation of recent strategic planning work has been completed including the *Loch Urban Design Framework (2005)*, which was adopted by Council and

implemented through the *South Gippsland Planning Scheme*. The UDF had the broad support of the community and has commenced implementation. However, further direction is required to address contemporary policy priorities and the enhanced development potential associated with roll out of the reticulated sewerage scheme in Loch.

A *Development Forecasts for Loch* paper prepared in April 2010 by Tim Nott (economic consultant) identified the following issues relevant to preparation of this Structure Plan for Loch:

- ◆ **The township is to be sewerred.** South Gippsland Water is preparing a sewerage scheme for Loch, Nyora and Poowong. This will allow a more urban style of development with smaller lot sizes. New housing opportunities may arise through both the subdivision of rural land or the re-subdivision of existing large township lots. Expected population growth is likely to change the existing socio-economic patterns in the township.
- ◆ **Much of the land around Loch is steeply sloped or is marshy**, presenting significant constraints to future development. Nevertheless, there are some areas where development may be possible subject to appropriate zoning.
- ◆ **The rate of recent residential development has been slow.** A number of existing lots of 0.4 ha, large enough for easy on-site waste treatment, have not been sold or developed.
- ◆ **The historic small town centre and its surrounding urban development provide an attractive asset that should be preserved.** Extensive development around Loch could reduce the attractiveness of the township for visitors and residents alike.
- ◆ **Melbourne's south east continues to grow.** The growth of south east Melbourne creates demand for all types of lifestyles, including those offered by small towns such as Loch.
- ◆ **More extensive urban development will require infrastructure services to be provided.** Sewerage is not the only additional infrastructure required for urban development. Extensions to reticulated water, storm water, roads, electricity and telecommunications services may also be required. Fairly apportioning the cost of these services between new and existing residents who benefit from them will be an important issue.

A further issue is the current land use controls (zoning) applied to the township of Loch, which includes the Township Zone and Farming Zone under the *South Gippsland Planning Scheme*. The Township Zone is applied to the urban area of a township and provides for a wide range of residential, business and semi-industrial uses. In the absence of reticulated sewerage, the need to provide for on-site waste water treatment requires large lot sizes and limits the intensity of land uses; meaning that the Township Zone provides an adequate level of control. However, in sewerred areas the zone does not enable Council to adequately manage incompatible and inappropriate land uses within a township, or implement a strategic plan. It is Council's intent, that as part of this Plan, an appropriate suite of zone and overlay controls be identified to replace the current Township Zone in Loch to reflect the land use framework contained in this Structure Plan.

1.3 Study Area

Loch is an attractive small rural township nestled in the rolling hills of South Gippsland. It is located 105 km south east of the Melbourne CBD, 55 km east of Cranbourne and 13 km west of Korumburra (refer to context map on [page 3](#)). Heritage buildings that line Victoria Road¹, a strong landscape character, and tourist related businesses, create a village character making Loch a popular tourist stopping point for the South Gippsland Highway and the tourist railway which operates on weekends.

For this reason, the town is branded as the 'garden village'. It has a very strong and active local community that takes great pride in the appearance and presentation of the town and strives to improve the range of the public facilities and services available for local residents and visitors.

The entire town is currently in the Township Zone (TZ) under the *South Gippsland Planning Scheme* with most residential lots around 1,000 square metres in area (refer to existing zoning map on [page 4](#)). There are some unsubdivided parcels of land and an area of rural-residential sized allotments that have yet to be developed. The town has not developed beyond the boundaries of the township zone. The forthcoming reticulated sewerage system will remove the need for on-site retention and treatment of waste water, which has been a restriction on

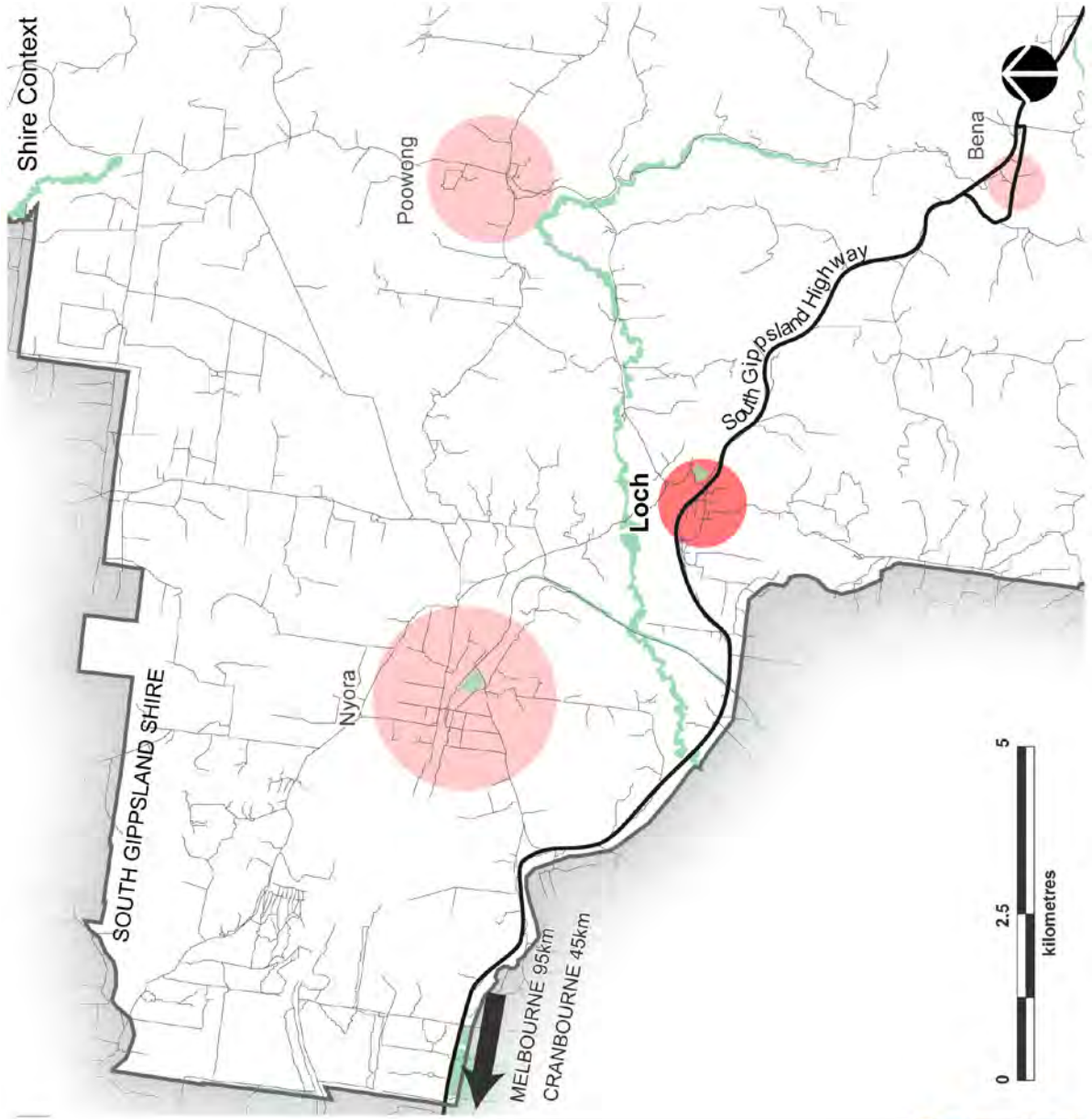
development. However, other physical restrictions such as surrounding steep slopes will remain.



¹ Prior to its diversion in 2004 the South Gippsland Highway ran through the centre of Loch along Victoria Road.

LOCH CONTEXT MAP

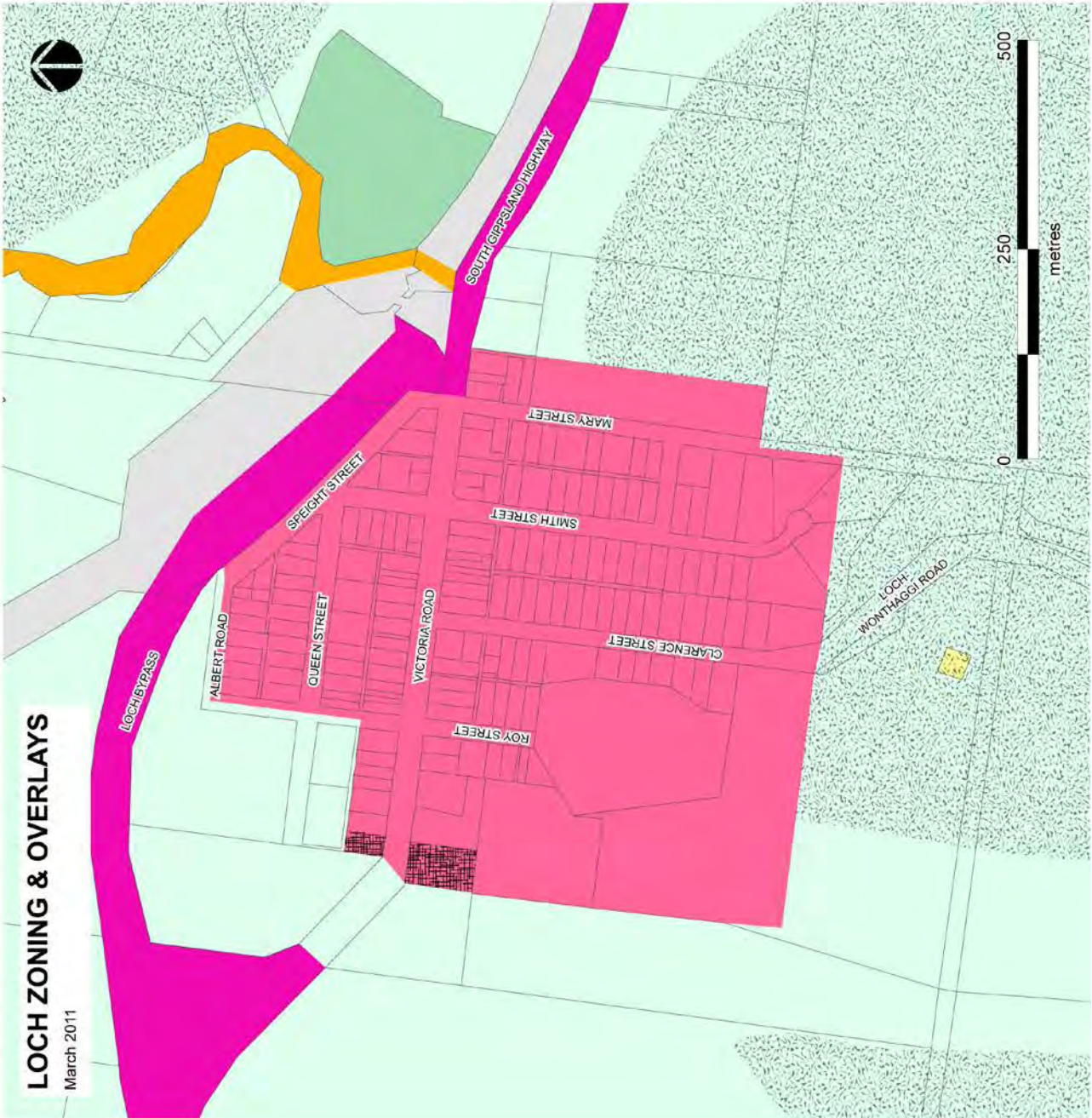
March 2011



LOCH ZONING & OVERLAYS

March 2011

- Environmental Significance Overlay - Areas susceptible to erosion (ESO5)
- Heritage Overlay (HO)
- Road Zone - Category 1 (RDZ1)
- Road Zone - Category 2 (RDZ2)
- Township Zone (TZ)
- Farming Zone (FZ)
- Public Use Zone (PUZ1)
- Public Use Zone (PUZ4)
- Public Park and Recreation Zone (PPRZ)



2

TOWNSHIP GROWTH

A key role of this Structure Plan is to define a township boundary for Loch. Defining a boundary to growth will support a coordinated and consistent approach to decision making by the South Gippsland Shire Council, and provide certainty to residents regarding the future size and role of the township to 2025. The process of identifying a settlement boundary has had regard for the Loch community's vision for the township, and strategic growth intentions and constraints.

The following criteria have been used to define the extent of the Loch settlement:

- ◆ The desired future vision for the settlement.
- ◆ The role and function of the settlement in comparison to other settlements within the region.
- ◆ Constraints on development such as topography, native vegetation, rural land-use activity and areas of environmental or landscape significance and sensitivity.
- ◆ Areas with susceptibility to flooding, landslip, erosion, salinity, wildfire or geotechnical risk.
- ◆ Supply/demand of land within a 15 year planning horizon and opportunities for future growth (if any).

These criteria are based on the Victorian Planning Practice Note *Implementing a Coastal Settlement Boundary' October 2006*. Whilst Loch is not a 'coastal settlement, this is an accepted set of planning principles used for the purpose of defining a township boundary. The following section provides a discussion of the five key determinants listed above.

2.1 Vision

The Vision developed as part of the *Loch Urban Design Framework (2005)* forms the basis of the Vision for the Loch Structure Plan (and Draft *Loch Community Plan 2010*).

Loch, in the future, will be known as:

Historic Loch: The garden village of South Gippsland.

- ◆ *A small thriving rural township where all people have easy access by foot or bicycle to all its features and facilities.*
- ◆ *A township with a rich array of heritage architecture in the rolling hills of South Gippsland that is renowned for crafts, antiques and quality food.*
- ◆ *A township with a distinctive garden village character where well tended gardens spill out from the heritage buildings onto the road reserves providing year round colour and interest.*
- ◆ *A township where the urban form is simple, where hard "urban" edges are kept to a minimum, where people have time to relax and enjoy the scenery.*

2.2 Township Role & Function

Regional Role

The *Gippsland Regional Plan (2009)* explains that Gippsland is characterised by a settlement pattern with a very high proportion of small towns. These are to remain as a distinct attribute of the region. The plan aims to promote future development that:

- ◆ Develops economic resilience
- ◆ Addresses growth.
- ◆ Protects natural assets.
- ◆ Supports community wellbeing.
- ◆ Improves accessibility.

Shire Role

The South Gippsland Shire Council aims to promote future development that:

- ◆ Encourages a high quality and diverse lifestyle.
- ◆ Promotes environmentally friendly and sustainable use of land.
- ◆ Encourages development that facilitates population and employment growth.
- ◆ Promotes a mixed range of residential, retail, commercial, industrial and tourism activities.
- ◆ Enhances infrastructures, facilities and services in the Shire.

Local Township Role

The *South Gippsland Overall Settlement Plan (2006)* is an evolving document, and Council is shortly to commence preparation of a Housing and Settlement Strategy to supersede this 2006 Plan. The 2006 Plan incorporates the *Loch UDF (2005)* to guide strategic development of the township. With regard to township role, the UDF identifies the following:

- ◆ *A residential centre for a population of up to 600 people.*
- ◆ *An urban centre and focus for community services and facilities, primary education, police station, fire brigade, churches, sporting, social and business, automotive and a small range of retail facilities for the local community and the rural surroundings.*
- ◆ *A centre renowned for crafts and gardens.*
- ◆ *A stopping point for visitors providing public facilities, tourist information, accommodation and food and drink.*
- ◆ *A centre for aged care and health facilities for the local community and rural surroundings.*

In addition to the UDF, the economic role of Loch should be that it remains a small town with a focus on lifestyle, arts culture and tourist retail. It is important that local retail services remain in town to support a low level of township growth.

2.3 Community Views

The *Loch UDF (2005)* identified the community's aspirations for development of the township. Residential growth for a population of up to 600 people was seen as important for retaining the village character of Loch. The community has a clear agenda of creating a compact township that is underpinned by social, environmental and economic sustainability principles including that the size of the town should enable all people have easy access by foot or bicycle to all its features and facilities.

Development Principles

The following development principles were prepared as part of the *Loch UDF (2005)*, and provide a context for the land use framework of the township:

- ◆ *All dwellings should be within easy walking and cycling distance from the Town Centre.*

- ◆ *All new development should be located so as to enable connection to sewerage system (when one becomes available).*

- ◆ *All dwellings should have easy access to safe pedestrian and bicycle paths that link all features and facilities in the township.*

- ◆ *All commercial and community facilities should be clustered in the Town Centre defined as Victoria Road between Clarence Street and Smith Street and Smith Street between Victoria Road and Queen Street, including all properties adjoining the Victoria Road, Smith Street intersection.*

- ◆ *Residential development at ground level, fronting onto the street, in the Town Centre should be discouraged.*

- ◆ *Car parking for visitors and customers should be clustered on, adjacent to or clearly visible from Victoria Road or Smith Street.*

- ◆ *Appropriate business activities and additional commercial development in the township should be fostered and facilitated by minimising the establishment costs for infrastructure (e.g. car parking).*

- ◆ *Car parking facilities should be located designed and configured to recognise the needs of trucks, motorbikes, bicycles, caravans and buses as well as cars.*

2.4 Physical, Landscape and Environmental Constraints

There are physical and landscape constraints to the growth of Loch including the South Gippsland Highway, railway line and Allsop Creek, that provide natural boundaries to outward expansion of the township. Much of the land around Loch is steeply sloping or marshy, presenting significant constraints to future development. Much of the steeply sloping land is included within the Environmental Significance Overlay (ESO5) at Clause 42.01, Schedule 5 of the *South Gippsland Planning Scheme*. The overlay applies to areas directly south and east of the current Township Zone and relates to areas susceptible to erosion.

The environmental objectives of the overlay include:

- ◆ *To protect areas prone to erosion by minimising land disturbance and vegetation loss.*
- ◆ *To prevent increased surface runoff or concentration of surface water runoff leading to erosion or siltation of watercourses.*

The *Loch UDF 2005* identified an area to the south-west of the township as an area with potential for urban expansion. This area includes land susceptible to erosion and included in the Environmental Significance Overlay (ESO5). The land is currently undeveloped grassed paddocks with scattered vegetation. Due to its steep topography, it forms a green landscaped backdrop to the Loch township which is nestled into a valley (refer to photograph below). The location of the small historic township amongst the rolling green hills is a major contributor to the unique village character and attraction of Loch. Given this, it is considered that both the environmental and important landscape character constraints of these areas lend themselves to lower density residential density development within a reduced area than that identified in the UDF.

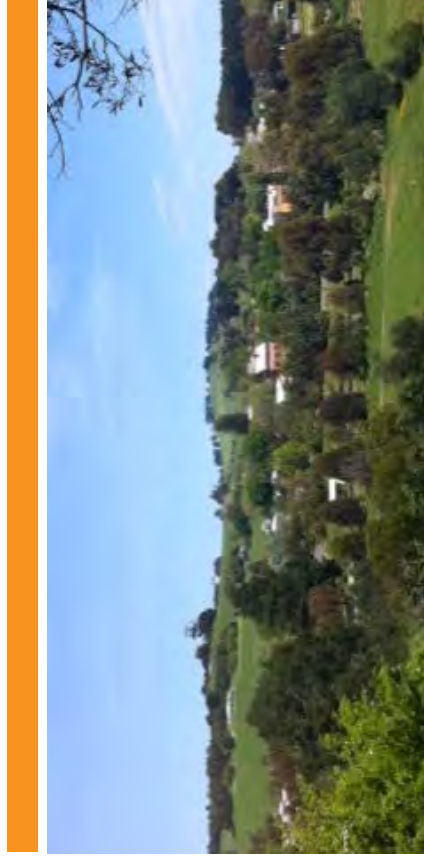


Photo: Loch township viewed from the north on Loch-Poorwoong Road

New development should contribute to and strengthen the important and valued 'green landscape setting' to the Loch township. A Design and Development Overlay (DDO) should be considered for residentially zoned land to manage future development in keeping with the character of Loch. A DDO is a statutory tool included in the *South Gippsland Planning Scheme*, used to retain or create a desired character for an area.

2.5 Projected Population Growth

In 2006, Loch had approximately 179 residents. Between 2001 and 2006, the resident population decreased from 200, at an average annual rate of -3%. Based

on the State's population forecast growth rate of 1% per year, Loch is projected to reverse this trend and grow to 227 residents in 2030.

Also of note, in 2006 Loch had a total of 91 dwellings of which 82% were occupied. The average household size was 2.3 persons per household. The most significant age group in Loch in 2006 was those aged between 25 and 54 years, indicating a strong presence of families.

2.6 Land Demand & Supply

RESIDENTIAL

Supply

Since mid 2006, around 11 additional houses have been constructed in Loch Township, which is an average of three new dwellings per year.

Development Forecasts for Loch (2010) found that there are 32 existing vacant lots in the township. This includes vacant lots forming part of larger land holdings that already contain a dwelling. The provision of reticulated sewerage will allow for smaller lots to be created through subdivision, and existing lots forming part of larger holdings to be sold separately; all within the existing township boundaries. This, combined with replacement of the Township Zone, will potentially create 68 additional lots, comprising: 53 additional Residential 1 Zone lots and approximately 15 Low Density Residential Zone lots (southern end of Smith St and Roy Street). This additional housing capacity is estimated to accommodate 187 new residents, for a total resident population of 373. (Refer to land use framework plan on page 14 and proposed zoning map on page 15). These estimates are likely to represent the upper end of expectations given the constraints that existing development on tenement lots can present.

Demand

An analysis of *Development Forecasts for Loch (2010)* has identified two growth scenarios, which the Loch Township may experience. These are described below:

- ♦ **Scenario 1– Low Growth.** If Loch is to grow in line with the State's population forecast growth rate for the South Gippsland SLA - West (1% p.a.), the township will grow to approximately 227 residents. This is an additional 48 residents over the period to 2030. The *Report* has suggested that

an additional 30 dwellings would be required to accommodate this level of growth.

- ◆ **Scenario 2 – High Growth.** If Loch is to experience rapid population growth of 3.5% per year, due to a combination of commuters and their families, older people seeking a well-connected rural lifestyle, as well as weekenders and holiday home owners, then Loch is likely to have the potential to reach a total resident population of 370 people (or 184 additional residents in a 20 year horizon), according to the *Report*. In this growth scenario, 102 additional dwellings would be required to accommodate such rapid growth.

The analysis concludes that the most likely population growth scenario will be somewhere between the State's population forecast of 1% per year and the rapid growth scenario of 3.5% per annum. This is due to the desirable village lifestyle the township offers and the increasing proportion of commuters and their families living in Loch and working in surrounding regional and urban centres. Therefore, it is envisaged that Loch is likely to grow at a rate of approximately 2.3% each year, reaching a total resident population of around 300 people in 2030. This implies that 66 additional new dwellings will be required to accommodate an additional 121 new residents by 2030. The existing vacant lots and the proposed rezoning in Loch can accommodate such population growth.

Despite this conclusion, it is also important to plan for the rapid growth scenario suggested in *Development Forecasts for Loch (2010)*. The rapid growth scenario can be accommodated within a 15 year planning horizon based on existing vacant lots and lots created by the proposed rezoning. However, should rapid growth occur this assumption should be reviewed in 5 years to identify if there are any new areas for growth capable of accommodating the increased population.

Opportunities

The proposed replacement of the existing Township Zone could potentially provide 100 additional lots within Loch. The completion of the Poowong, Loch and Nyora Sewerage Scheme will allow a more urban style residential development with smaller lot sizes within close proximity to the town centre. Managing this growth highlights the importance of implementing building and works controls in the Planning Scheme to ensure that new development complements and builds on Loch's existing character.

RETAIL / COMMERCIAL / TOURISM



Supply

Loch has an extensive range of community buildings for a small town; as well as a commercial sector that is largely focused on visitors. Most of the non-residential buildings are located on the main street.

At present, the township has 14 retail premises including a general store, galleries, gift shops, antiques and second hand shops, and cafes and restaurants. These retail premises provide a total retail floorspace of approximately 1,150 sq m. This takes up approximately 31% of the total non-residential space in Loch. 70% of the retail premises are arts/galleries/antiques premises, indicating a strong art and culture presence in Loch.

Development Forecasts for Loch (2010) suggests that the only retail premises that are economically underpinned by local residents are the general store and one of the cafes. The rest of the retail premises are supported by visitors to the township.

Currently, there are 13 premises in Loch that are reliant on the expenditure from visitors to the township. These premises include arts/galleries/antiques shops, cafes and restaurants, as well as a hotel. Together they constitute a total floorspace of 1,570 sq m, or 43% of the total non-residential space in Loch.

Loch has a significant number of tourism features, such as the town centre, heritage buildings, tourist orientated businesses, as well as the overall nature and character of the town and its community. The presence of the cottage gardens, the memorial reserve, the tourism railway and station, the ANZAC memorial and

soldier sculpture as well as a range of other cultural and heritage destinations support these tourism features.

Demand

According to *Development Forecasts for Loch (2010)*, the town can be classified as a 'Local Centre', which primarily offers top-up groceries and local services. A 'Local Centre' should normally be supported by a population catchment of at least 800 people and a retail floorspace of up to 1,000 sq m. At present, Loch has only 179 residents within the township, while having a retail space of 1,150 sq m. Therefore, it can be concluded that retail activity in Loch has a significant tourism function, and the growth and demand of retail or commercial development depend on the success of tourism in town.

In 2009, the South Gippsland Shire attracted a total of 826,400 visitors. *Development Forecasts for Loch* suggested that visitation is likely to grow at an average rate of 1% per year. If this is translated into retail floorspace, Loch will require at least a further 200 sq m to accommodate growth in tourist visitation over the period to 2030.

Additional tourism facilities may also be needed to accommodate visitation growth. Such facilities could include accommodation, regional craft and food outlets, restaurants and so on.

Opportunities

The significant amount of retail space and revenue that is present in Loch relative to its low number of local residents suggests Loch's retail sector is reliant on visitors to the township.

Resident population growth in Loch can provide some opportunities for a small amount of retail/commercial development in the future. However, the majority of future retail/commercial development will depend on the growth of tourist visitation.

For its size, Loch currently has an extensive range of tourist activities and features, and the Township should continue to strengthen those features in order to attract more visitation to the township. Opportunities exist to provide more tourism facilities such as accommodation, food and drink and regional craft outlets in the future, as visitation is projected to grow at 1% per annum in Loch.

3.1 Residential

Following the provision of reticulated sewerage in Loch, the existing urban area of the township – following rezoning – should have the capacity to absorb projected population growth within a 15 year planning horizon. As such there is no immediate need to rezone more land outside of the areas identified in the proposed zoning map (refer to [page 15](#)) as part of the initially rezonings that replace the Township Zone.

Further development should occur through: development of existing vacant lots; further subdivision of existing urban allotments; and redevelopment at a higher density of sites within close proximity to the town centre. Development of smaller lots and smaller houses should provide for a wider range of housing types to meet the needs of the local population, particularly older residents. To support these objectives, all existing and future residential growth land will be included in the Residential 1 and Low Density Residential zones.

The Low Density Residential Zone is proposed to be applied to the approved (but undeveloped) subdivision at the southern end of Smith Street and to the steep land to the south of the Primary School. Any future subdivision of this land will require close consideration of its steep topography especially in the south western corner. Application of the ESO5 (Land Susceptible to Erosion), or similar earthworks control, should be considered for this site to manage the extent of earthworks likely to be required to develop the land. A lot adjoining this area (Lot 6 LP214466 – see Land Use Framework Plan ‘Potential Residential 1 Zone expansion area’) may be suitable for application of the Residential 1 Zone however the land is fairly steep and a road into the land would require close consideration to the requirements of Council’s Infrastructure Design Manual. Any application to rezone or develop the land would benefit from a subdivision plan and land stability report to demonstrate how Residential 1 Zone (or new zone pursuant to the ‘Reformed Zones for Victoria’) densities can be achieved.

In accordance with the recommendations of the *Loch UDF (2005)*, any further development should occur through a carefully staged process. Development should radiate outwards from existing development, as an expansion of the current residential subdivision and road network. New development should not be permitted in an isolated, separated or ‘gated’ estate format. Development of

this nature could make the provision of infrastructure difficult, negatively impact on local character, and lead to the fragmentation of the township.

A small growth area beyond the existing north western boundary of the town (refer to framework map on [page 14](#)) has been identified for future rezoning to Residential 1. The area is already identified in the *Loch UDF* for inclusion within the township boundary. The rezoning is intended to address the likelihood that not all development opportunities within the existing township will be realised; and also to accommodate unforeseen demand. Affected by a declared waterway and moderately undulating topography, this land has a capacity for approximately 25 new allotments. It will remain part of the Farm Zone for the time being, however, any rezoning of this land should include the application of a Design and Development Overlay to encourage development that is complementary to the village character of Loch. In addition, prior to any rezoning a detailed study to determine any areas of environmental and cultural heritage significance will need to be conducted, and an assessment of the potential environmental effects of development be carried out as part of the application. Traffic noise from the adjoining highway should also be considered.

A small area of land (approximately 5,000sqm) on the eastern side of Mary Street is proposed to be rezoned from Township to Farming Zone. This land is steep and affected by a waterway. Residential development of this land is not encouraged and as such it should not be included within the township boundary.

Melbourne Water have indicated their intention to request drainage levy payments for greenfield residential development in Loch.

3.2 Retail / Commercial / Tourism Directions

The community vision for Loch states that ‘*all commercial and community facilities should be clustered in the Town Centre defined as Victoria Road between Clarence Street and Smith Street and Smith Street between Victoria Road and Queen Street, including all properties adjoining the Victoria Road, Smith Street intersection.*’

With regard to projected retail and commercial uses, no expansion of the retail core is necessary to support growth. Consistent with the vision, retail and commercial development should focus on redevelopment of central sites around Smith Street, Queen Street and Victoria Road. These sites will be rezoned from Township Zone to the Business 1 Zone to facilitate appropriate commercial development in Loch in accordance with the Structure Plan and *UDF (2005)*.

A number of small businesses scattered along the northern side of Victoria Road and outside the 'Town Centre' will be rezoned Mixed Use. This recognises the established land use pattern which is a mix of residential and low scale commercial uses. The Mixed Use Zone maximises land use flexibility, allowing for the establishment of tourism uses on the Town's main thoroughfare.

The Business 1 Zone is to be applied to the former church and hall on the corner of Victoria Road and Clarence Street. The establishment of a commercial use in these historic and 'streetscape significant' buildings will assist their long term maintenance and retention.

Tourism related opportunities are enhanced by the 'village' character of the commercial area of Victoria Street and Smith Street. Inherent to the character is the contribution of heritage buildings. Preservation of the heritage streetscapes will support tourism and marketing opportunities for Loch into the future.

3.3 Public Use & Open Space

Public use and public park zones should be applied to reflect the existing ownership and use of public land within the township.

3.4 Heritage & Character

The *South Gippsland Heritage Study (2005)* recommended a number of Loch's iconic historic buildings be included within the Heritage Overlay to the *South Gippsland Planning Scheme*. It is recommended that a review of the Heritage Study and its recommendations be undertaken in the short term. The review should consider a precinct-based heritage area for commercial properties on Victoria Street and Smith Street. It should also identify any additional buildings considered worthy of site specific heritage protection under the overlay including any within the heritage precinct, and the heritage and amenity significance of vegetation within the township. Implementation of the recommendations of the Heritage Review should be a priority for Council. Council should work with the community to achieve this outcome in recognition of the concerns the application of the Heritage Overlay may bring.

In order to ensure the valued 'green landscape setting' is not eroded by new development, it is recommended that a Design and Development Overlay (DDO) control be applied to all residential zoned land within the township boundary. The objective of a DDO should be to promote residential development in keeping with the character of Loch. Additional controls may

apply to Low Density Residential zoned land to promote development that retains the 'green landscaped backdrop' to the township.

4

IMPLEMENTATION

Refer to *Land Use Framework Map* [page 14] and *Proposed Zoning Map* [page 15] for Loch.

The following Overview, Objectives, Strategies and Actions for implementation build on the existing Loch provisions at Clause 21.04-9 of the South Gippsland Planning Scheme.

Note: The following provisions were considered by the Amendment C72 Independent Planning Panel (Panel Report 15 February 2013) and recommended for approval. These provisions are predominantly the same as the version initially adopted by Council in August 2011.

Overview

The township of Loch enjoys an idyllic rural location nestled in the rolling green hills and rich agricultural lands of South Gippsland. Located 105km south east of Melbourne, Loch is the first ‘real country town’ along the South Gippsland Highway in the Shire. The character, heritage and design of the built form provide a critical component to the overall image and identity of the township and underpin both its tourism role and village atmosphere.

The township has a residential population of approximately 200 people. Opportunity has been identified in the Loch Structure Plan for the population of Loch to grow in the future. Growth should be supported, provided the essential compact ‘village’ character can be maintained.

Objectives

- To establish Loch as a small thriving rural township.
- To retain Loch as a township that has a rich array of heritage architecture.
- To promote a distinctive garden village character in Loch.

Strategies

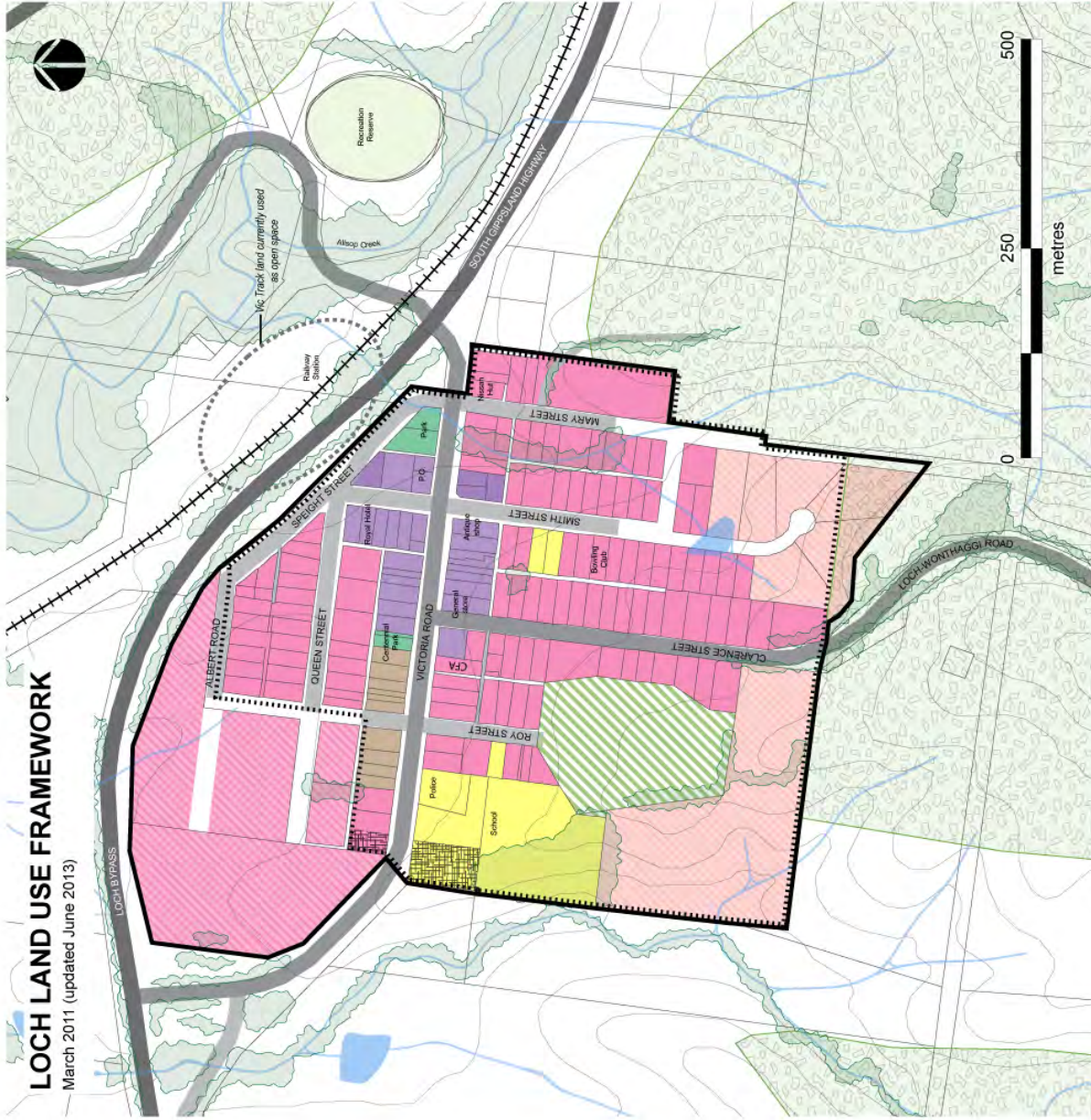
- Promote the use and development of land in accordance with the strategic direction in the Loch Framework Plan.
- Ensure that new growth, infill and redevelopment maintains the town’s rural township character and occurs in coordination with the provision of development infrastructure.
- Ensure that any expansion into the Residential Expansion, Potential Residential Development and Low Density Residential Development areas identified in the Loch Framework Plan does not occur until the following prerequisites have been met:
 - Reticulated sewerage can be provided to the land.
 - A Development Plan Overlay is prepared which provides a plan for the integrated development of the entire land parcel having regard to the land’s environmental constraints (particularly areas of steep slopes and waterways) and which demonstrates how new development will complement adjoining and surrounding development.
 - A Design and Development Overlay, or similar control, is prepared to promote new development that is complementary with the existing built form and vegetated character of the township.
- Improve the tourist services and facilities in the township.
- Improve community services and facilities in the township.
- Create an integrated network of pedestrian and bicycle pathways linking all features and facilities in and around the township.
- Identify design and development principles to ensure that future development will maintain the desired character and image.
- Identify the Town Centre as the preferred focus for all business, community and tourist services and facilities.
- Retain the existing heritage character, design and built form of the buildings along Victoria Street and Smith Street (north of Victoria Street), recognising their contribution to the overall image of Loch.

Actions for Implementation

- For all other land included within the township boundary, rezone land in accordance with the Loch Land Use Framework Plan contained in the Loch Structure Plan (2011) at the initiation of landowners, when demand can be justified and the above stated ‘Strategies’ Development Prerequisites have been achieved.
- Introduce Design and Development Overlays (DDO) to the urban residential zoned land (including the Low Density Residential Zone area) within the township boundary to promote residential development in keeping with the character of the township. The DDOs should consider such things as height, setbacks, site coverage, external colours and slope sensitive design that minimises the requirement for earthworks.
- As a priority, undertake a review and implement the recommendations of the South Gippsland Heritage Study (2004) for Loch.
- As part of the Heritage Review, investigate a precinct based Heritage Overlay (HO) to the commercially zoned land (including the Mixed Use Zone) properties to protect and enhance the village character of the Town Centre and Victoria Street.

LOCH LAND USE FRAMEWORK

March 2011 (updated June 2013)



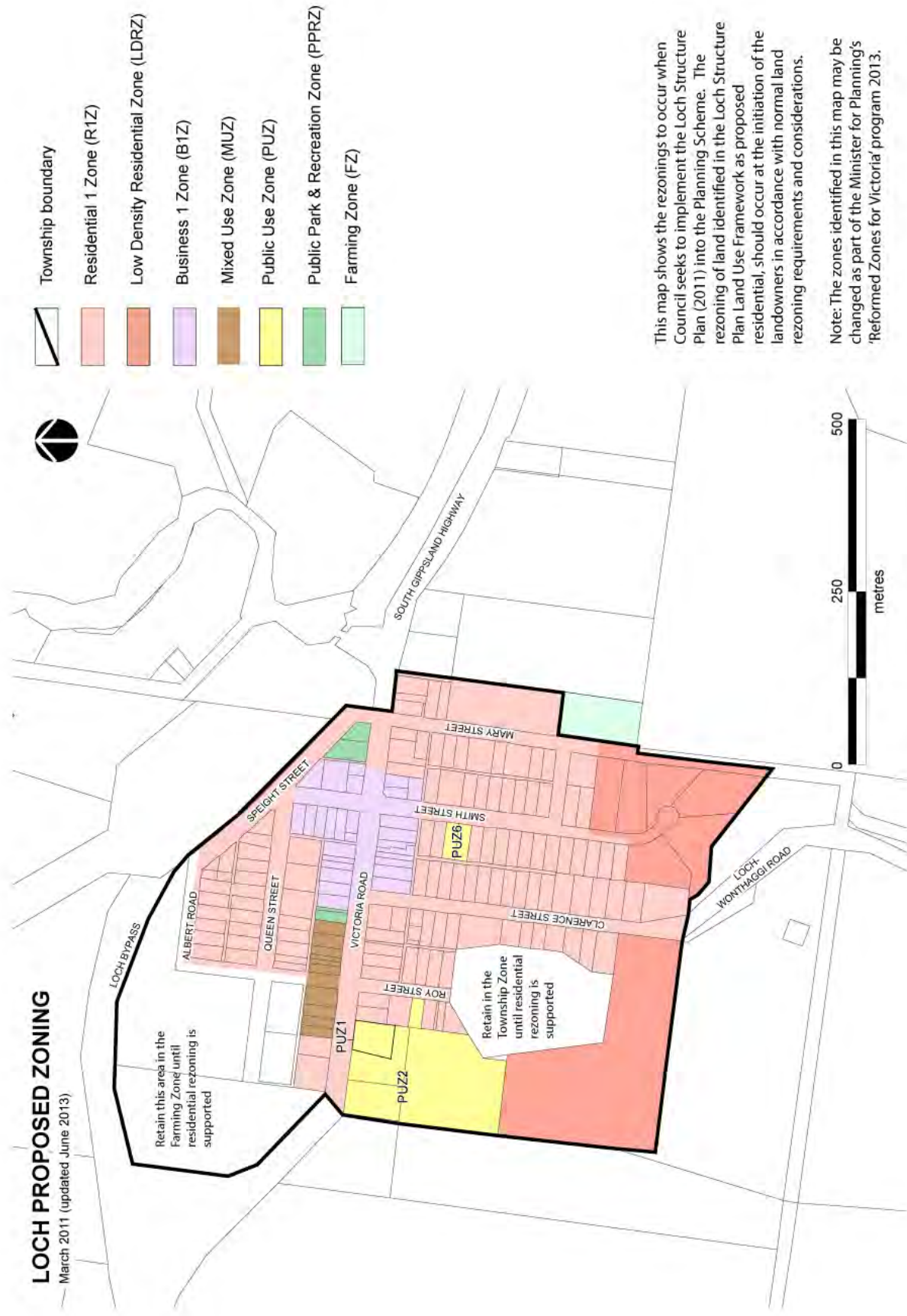
- Township boundary
- Existing Township Zone boundary
- Railway line
- Land susceptible to erosion overlay
- Vegetation
- Heritage protected structures
- Contours (10m intervals)
- Watercourses

LAND USE

- Existing residential
- Residential expansion area
- Low density residential area
- Potential Residential 1 Zone expansion area (subject to further investigation)
- Existing commercial
- Existing Mixed Use Zone
- Existing public use
- Existing open space

LOCH PROPOSED ZONING

March 2011 (updated June 2013)



This map shows the rezonings to occur when Council seeks to implement the Loch Structure Plan (2011) into the Planning Scheme. The rezoning of land identified in the Loch Structure Plan Land Use Framework as proposed residential, should occur at the initiation of the landowners in accordance with normal land rezoning requirements and considerations.

Note: The zones identified in this map may be changed as part of the Minister for Planning's 'Reformed Zones for Victoria' program 2013.

Meeniyan Structure Plan

plān i' sphere [urban strategy planners]

JUNE 2013



South Gippsland
Shire Council

Come for the beauty. Stay for the lifestyle.

ACKNOWLEDGEMENTS

The South Gippsland Shire Council acknowledges the traditional custodians of this land, Elders, past and present, their spirits and ancestors.

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Planisphere 2011

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PROJECT CONTROL

Status	Version	Checked PM	Checked PD	Date released
Meeniyah Structure Plan - Draft Discussion Paper	1	CR	JLR	28/10/10
Meeniyah Structure Plan - Consultation Draft	2	CR	JLR	11/10/10
Meeniyah Structure Plan - Final for Adoption	3	CR		

Note: The Meeniyah Structure Plan was initially adopted by Council in August 2011. Implementation of the Structure Plan into the Planning Scheme occurred via Planning Scheme Amendment C72. The Independent Planning Panel appointed to consider submissions to Amendment C72 recommended the Meeniyah Structure Plan be updated to respond to the Panel's recommendations. The 'Meeniyah Structure Plan - updated June 2013' fulfils this requirement.

Should inconsistencies exist between the Structure Plan and the implemented Meeniyah Planning Scheme Provisions, the Planning Scheme provisions take priority.

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1

INTRODUCTION

1.1 Project Overview

South Gippsland Shire Council and Regional Development Victoria have appointed Planisphere Urban Strategy Planners in conjunction with Urban Enterprise (Economic and Tourism Planning) to prepare a Structure Plan for the township of Meeniyah. The Structure Plan will provide direction for the growth and development of Meeniyah to 2025 and beyond.

Council and the Meeniyah community have recently prepared the *Meeniyah Community Plan 2010*, which provides a vision for the future planning and development of the township. The vision and directions of the plan have provided important background material for the development of this Structure Plan.

A draft Meeniyah Structure Plan was exhibited over a four week period in January and February 2011. An Information Session was held on Sunday 30th January at the Meeniyah Public Hall, and feedback sought via a Community Bulletin, Feedback Form and online information on Council's website. The feedback received has informed the preparation of this Meeniyah Structure Plan.

1.2 Strategic Context

The Victorian State Government recently released *Ready for Tomorrow – A Blueprint for Regional and Rural Victoria*. The 'Blueprint' is a policy to promote and manage growth in key regional centres, and support investment in rural and regional Victoria. This policy is an important consideration for Meeniyah as development of a strategic plan such as a Structure Plan will provide a platform to leverage investment opportunities that are being made available to achieve the *Blueprint's* objectives.

There has been no previous strategic planning framework prepared for Meeniyah, however a report titled *Development Forecasts for Meeniyah* was prepared by Tim Nott (economic consultant) in April 2010. Further direction is required to address contemporary policy priorities, and the enhanced development potential associated with roll out of the South Gippsland Water reticulated sewerage scheme in Meeniyah in 2011. To date, growth of the township has been

restricted by the inability to provide effective domestic and commercial waste water treatment.

Development Forecasts for Meeniyah (Nott, 2010) identified the following issues relevant to preparation of this Structure Plan for Meeniyah:

- ◆ **The township is to be sewerred.** South Gippsland Water expects to complete the Meeniyah Sewerage Scheme in the latter half of 2011 at a cost of \$5 million (South Gippsland Water, 2009). This will allow a more urban style development with smaller lot sizes, enabling greater diversity of housing choices and more people to live in the township. This may change the existing socio-economic patterns in the township.
- ◆ **Recent urban housing development demonstrates demand.** There is evidence of demand for new housing at urban densities in Meeniyah, including housing on lots as small as 500 sq m. There is also ongoing demand for rural residential development around the town.
- ◆ **Meeniyah can provide rural/small town lifestyles for 'tree-changers'.** Meeniyah has a range of small-town services including cultural and entertainment activities and is in reasonable proximity to higher order services at Leongatha and the attractions of Wilsons Promontory.
- ◆ **More extensive urban development will require infrastructure services to be provided.** Sewerage is not the only additional infrastructure required for urban development. Extensions to reticulated water, storm water, roads, energy and telecommunications services may also be required. Fairly apportioning the cost of these services between new residents and existing residents who benefit from them will be an important issue.
- ◆ **More residents will generate greater demand for commercial and community services.** The level of service provided locally will depend on the number of additional people that move into the township and surrounds. The provision of new services – more shops, doctors, community services, etc – is triggered at various threshold populations, and will also depend on the location and quality of competing services.

A further issue is the current land use controls (zoning) applied to Meeniyah, which include the Township Zone under the *South Gippsland Planning Scheme*. The Township Zone is applied to the urban area of a township and provides for a wide range of residential, business and semi-industrial uses. In the absence of reticulated sewerage, the need to provide for on-site waste water treatment

requires large lot sizes and limits the intensity of land uses; meaning that the Township Zone provides an adequate level of control. However, in sewered areas the zone does not enable Council to adequately manage incompatible and inappropriate land uses within a township, or implement a strategic plan.

It is Council's intention to replace the current Township Zone with an appropriate suite of zone and overlay controls to reflect the land use framework identified and contained in this Meeniyah Structure Plan.

Council and the Meeniyah community have recently prepared the *Meeniyah Community Plan*, which outlines the vision the community has for the future planning and development of the township. The community plan has been used to inform the development of the Meeniyah Structure Plan.

In addition to the *Meeniyah Community Plan* and the Structure Plan, the Gardiner Foundation and the Department of Planning and Community Development have recently announced the commencement of the Meeniyah cluster towns project. The project aims to:

“build the ongoing capabilities of small communities (of less than 5,000 people) to direct and support their own advancement; develop skills needed to cope with the significant changes to the local economy and demographic change; attract and retain investment and therefore directly contribute to the growth and resilience of their communities and the dairy industry and emerging business opportunities”. (Gardiner Foundation, 2010)

Meeniyah and Fish Creek are the main townships in the study area. The preparation of the Meeniyah Structure Plan and its subsequent inclusion in the *South Gippsland Planning Scheme* will assist implementation of any land use and development initiatives for Meeniyah secured through the cluster towns project.

1.3 Meeniyah Study Area

Situated between Leongatha and Foster, Meeniyah is 150 km south east of Melbourne, 16.9 km east of Leongatha and 21.9 km west of Foster (refer to context map on page 3). Meeniyah is a traditional small Gippsland township with a commercial heart that straddles the town's main thoroughfare, the South Gippsland Highway. The commercial area is surrounded by residential development, predominantly to the south of the highway. This residential development decreases in density the further the distance from the town centre, particularly where the topography gets steeper.

The town acts as a service centre for nearby agricultural communities and plays an important tourism role - the towns bills itself as 'The Turning Point' to Wilson's Promontory. The Meeniyah Public Hall regularly attracts international touring folk and roots musicians, raising the profile of the township in the Gippsland Region and across Victoria.

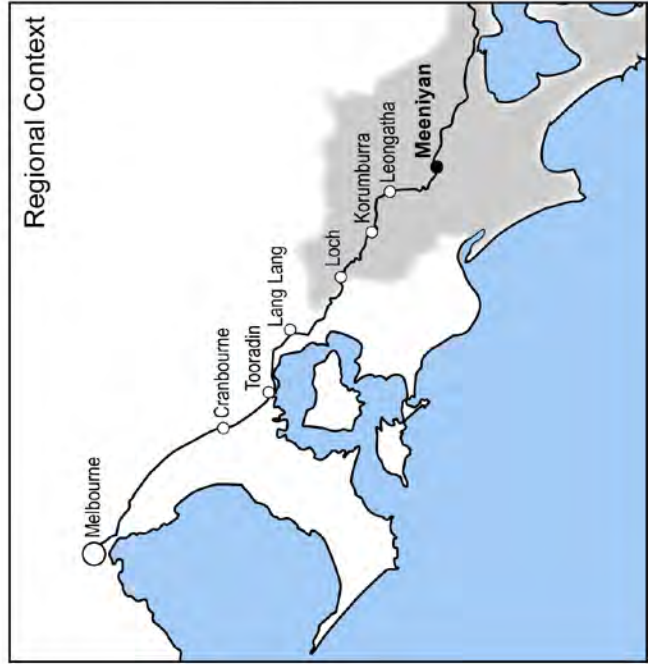
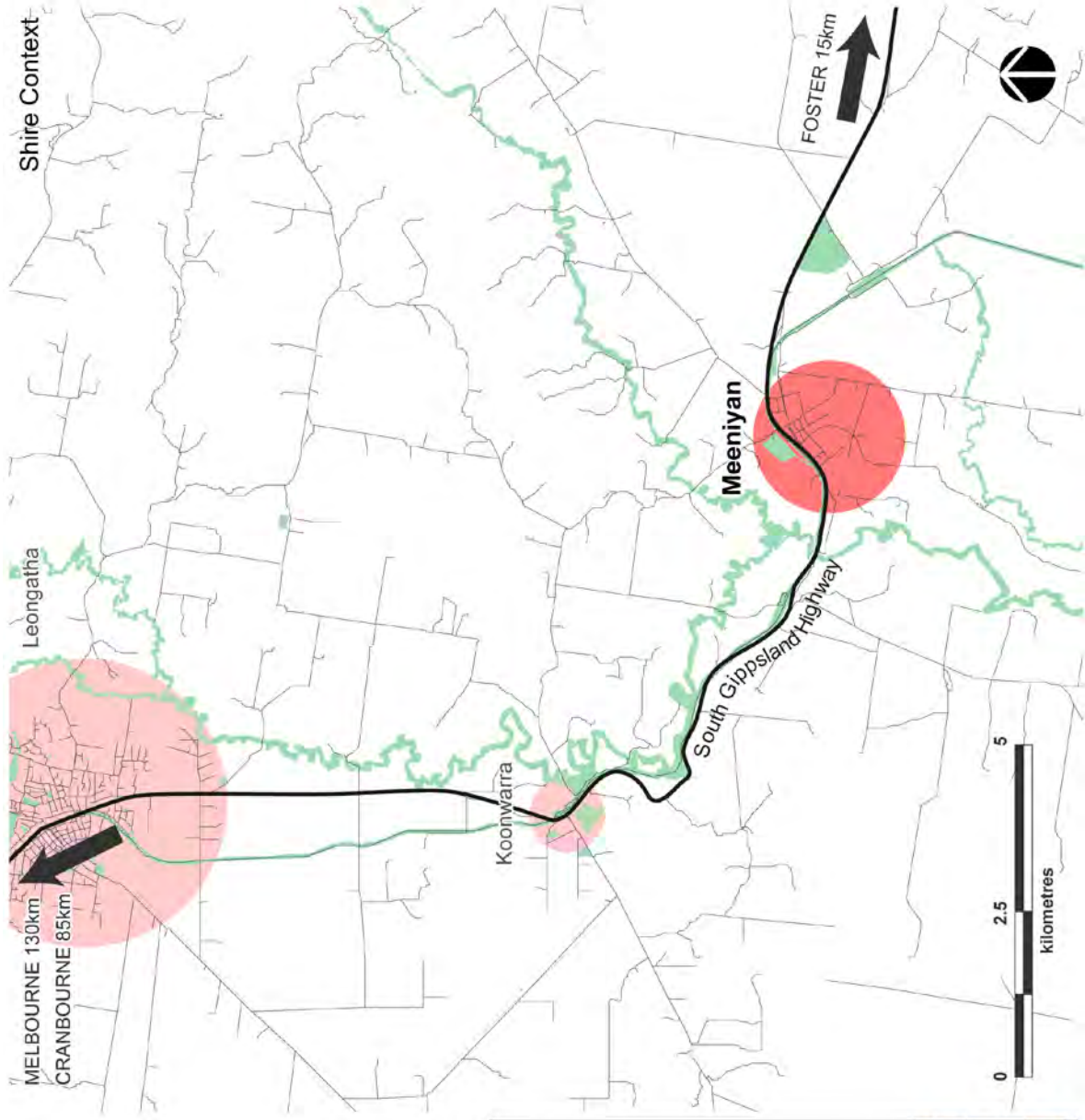
While the centre has been under economic stress in recent years, confidence over the past year has been boosted by the impending reopening of the supermarket in mid 2011, the success of several new art and craft boutiques and the promise of a solution to water contamination problems with the imminent completion of the sewerage scheme.



In terms of planning controls, the majority of the township is included in the Township Zone (TZ) under the *South Gippsland Planning Scheme*, with small parcels of Public Park and Recreation Zone (PPRZ). An extensive area of Rural Living Zone (RLZ) extends to the south of Meeniyah. All land outside of the Township Zone is subject to an Environmental Significance Overlay (ESO) which identifies land subject to erosion and flooding. There are also significant strands of vegetation surrounding the township (refer to zone and overlay map on page 4).

MEENIYAN CONTEXT MAP

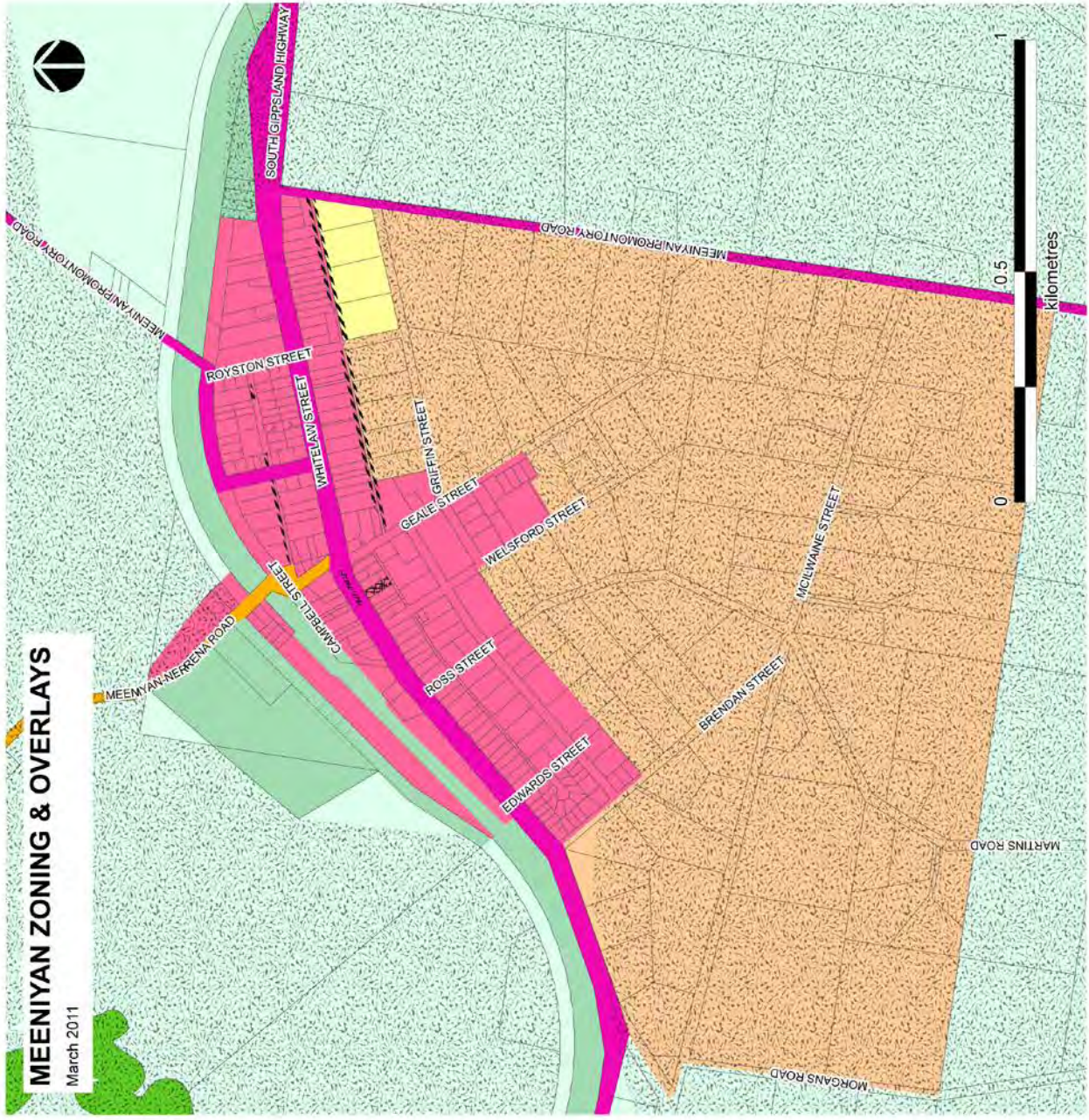
March 2011



MEENIYAN ZONING & OVERLAYS

March 2011

- Environmental Significance Overlay (ESO5 & ESO6)
- Heritage Overlay (HO)
- Public Acquisition Overlay (PAO)
- Road Zone - Category 1 (RDZ1)
- Road Zone - Category 2 (RDZ2)
- Township Zone (TZ)
- Rural Living Zone (RLZ)
- Farming Zone (FZ)
- Public Use Zone (PUZ5)
- Public Park and Recreation Zone (PPRZ)
- Public Conservation & Resource Zone (PCRZ)



2

TOWNSHIP GROWTH

A key outcome of this Structure Plan is identification of a township boundary for Meeniyah. Defining a boundary to growth will support a coordinated and consistent approach to decision making for the South Gippsland Shire Council, and provide certainty to residents regarding the future size and role of the township to 2025. The process of defining a settlement boundary has had regard for the Meeniyah community's vision for the township, and strategic growth intentions and constraints.

In order to define the extent of the Meeniyah settlement, the following criteria has been used:

- ◆ The desired future vision for the settlement.
- ◆ The role and function of the settlement in comparison to other settlements within the region.
- ◆ Constraints on development such as topography, native vegetation, rural land-use activity and areas of environmental or landscape significance and sensitivity.
- ◆ Areas with susceptibility to flooding, landslip, erosion, salinity, wildfire or geotechnical risk.
- ◆ Supply/demand of land within a 15 year planning horizon and opportunities for future growth (if any).

These criteria are based on the Victorian Planning Practice Note *Implementing a Coastal Settlement Boundary* October 2006. Whilst Meeniyah is not a 'coastal settlement, this is an accepted set of planning principles used for the purpose of defining a township boundary. The following section provides a discussion of the five key determinants listed above.

2.1 Vision

The *Meeniyah Community Plan*, was prepared by the community and Council in 2010. The Plan contains the following Vision for Meeniyah:

Meeniyah is committed to remaining a desirable and liveable town of quality that provides for the needs of all its residents and visitors whilst retaining the small town atmosphere and spirit.

Meeniyah will continue to welcome new cultures and age groups, and to encourage opportunities for all people to fulfil their potential. This includes a commitment to encouraging opportunities for the young people in entertainment, education, employment and exercise. It will continue to support the cultural and artistic ambience of the community.

It will work to support the planned growth of the town, with a stronger commercial centre encouraging a relevant and suitable increase of necessary services and businesses to provide for the community.'

2.2 Township Role & Function

Regional Role

The *Gippsland Regional Plan (2009)* notes that Gippsland is characterised by a settlement pattern with a very high proportion of small towns. These are to remain as a distinct attribute of the region. The plan aims to promote future development that:

- ◆ *Develops economic resilience.*
- ◆ *Addresses growth.*
- ◆ *Protects natural assets.*
- ◆ *Supports community wellbeing.*
- ◆ *Improves accessibility.*

Shire Role:

The South Gippsland Shire Council aims to promote future development that:

- ◆ *Encourages a high quality and diverse lifestyle.*
- ◆ *Promotes environmentally - friendly and sustainable use of land.*
- ◆ *Encourages development that facilitates population and employment growth.*
- ◆ *Promotes a mixed range of residential, retail, commercial, industrial and tourism activities.*

- ◆ *Enhances infrastructures, facilities and services in the Shire.*

The *South Gippsland Overall Settlement Plan (2006)* is an evolving document, and Council is soon to commence preparation of a Housing and Settlement Strategy to supersede this 2006 Plan. The Plan was developed prior to the roll out of the South Gippsland Water reticulated sewerage scheme, and in the absence of reticulated sewerage, the Strategy did not support additional residential development in Meeniyah.

Local Township Role

It is proposed that Meeniyah will continue to be a small rural town that offers quality lifestyles for both the existing local residents and future residents. Meeniyah will continue to act as a regional centre in the Wilsons Promontory hinterland and provide retail, community and trades services to a range of smaller population settlements in the region. Its tourism role will continue to grow with a focus on art, music, culture and food.

Future commercial development should seek to strengthen and consolidate the intersection of Whitelaw Street and Geale Street as the commercial heart of Meeniyah.

2.3 Physical, Landscape and Environmental Constraints

Much of the land in and around Meeniyah is either vegetated, swampy and/or sloping, providing significant constraints to future development.

Areas north of the Highway and Scholers Road and the existing Township Zone are included within the Environmental Significance Overlay (ESO6) - Areas Susceptible to Flooding within the *South Gippsland Planning Scheme*. The environmental objectives of the overlay include:

- ◆ *To identify waterways, major flood paths, drainage depressions and high hazard areas in rural and non-urban areas which have the greatest risk and frequency of being affected by flooding.*
- ◆ *To ensure that any development maintains the free passage and temporary storage of floodwater, minimises flood damage, soil erosion, sedimentation, silting and is compatible with local drainage conditions.*

- ◆ *To reflect any declarations under Division 4 of Part 10 of the Water Act, 1989, if such have been made.*
- ◆ *To protect water quality and waterways as natural resources in accordance with the provisions of relevant State Environment Protection Policies, and particularly in accordance with Clauses 34 and 35 of the State Environment Protection Policy (Waters of Victoria).*

In addition to the issues addressed by the overlay control, these areas present an attractive vegetated landscape along the Highway entry to Meeniyah, contributing to the character of the township. Expansion of the township is therefore not supported in a northward direction.

Land west and south of the existing Township Zone is also problematic for further development due to its inclusion within the Environmental Significance Overlay (ESO5) [Schedule 5] of the *South Gippsland Planning Scheme*. The environmental objectives of the overlay include:

- ◆ *To protect areas prone to erosion by minimising land disturbance and vegetation loss.*
- ◆ *To prevent increased surface runoff or concentration of surface water runoff leading to erosion or siltation of watercourses.*

The areas susceptible to erosion require sensitive development and are generally considered problematic for residential intensification. While noting this, it is also to be acknowledged that the ESO has been applied to areas around Meeniyah that may be unlikely to be susceptible to erosion upon detailed investigation.

As this Structure Plan has not been informed by detailed environmental or geotechnical investigations regarding the suitability of land for development, prior to rezoning of this land consideration should be given to whether the ESO5 is still of relevance in these areas.

Subject to this work taking place, there are three areas that may have potential for expansion of the township. These areas directly adjoin the existing Township Zone, and are located between Brendan Street and Geale Street, and east of Geale Street to Meeniyah Promontory Road (refer to Framework Plan on page 12). Should the overlay control be justified in its application, intensification of development should only be supported where it can be clearly demonstrated that development can occur without requiring excessive earthworks (cut and fill exceeding 1.5 metres vertical depth).

The historic small town centre and surrounding urban development is an attractive asset that should be preserved.

2.4 Projected Population Growth

In 2006, the total resident population of Meeniyán was 425 people. The resident population increased by 35 people between 2001 and 2006, at an average annual growth rate of 1.8%. By 2030, the Meeniyán Township is projected to have 560 residents.

Also of note, the most significant age group in Meeniyán was people aged between 25 and 54 years in 2006, highlighting a strong presence of families. Meeniyán had 188 dwellings, of which 91% were occupied in 2006 with the average household size was 2.5 people. Meeniyán had 188 private dwellings in 2006, of which 91% were occupied.

2.5 Land Supply & Demand

RESIDENTIAL

Supply

Development Forecasts for Meeniyán (2010), found that there are currently five vacant urban lots and 11 vacant rural living lots in Meeniyán. Following the installation of reticulated sewerage, the potential will exist to create smaller allotments of between 500sqm and 1000sqm within the existing township boundaries. If these areas are zoned Residential 1 Zone (R1Z) as part of translation of the Township Zone, there could be potential for approximately 25 additional urban lots. Combined with vacant lots, this represents a total of 41 additional lots in and around Meeniyán.

Two areas that directly adjoin the existing Township Zone between Brendan Street and Geale Street have been identified as having potential for residential development subject to further geotechnical, drainage and connectivity investigation (refer to framework plan on page 12). As part of the *Development Forecasts* report these sites were investigated, and considered to have the potential to provide approximately 20 lots. Further subdivision of this area would be challenging because of the existing subdivision and development pattern, its topography and waterways. However, the close proximity of this area to the town centre warrants consideration of a residential zoning, provided that any future development is carefully designed. An area further south has been

identified as a long term residential investigation area. The area is flat in parts and may have potential for Residential 1 Zone in the very long term. Lot specific rezoning to achieve this outcome should be strongly discouraged.

In addition, two other areas are considered to have potential for low density residential development, again subject to further geotechnical, drainage and connectivity investigation. The topography and the location of waterways on the site restrict a more urban residential form. However, the land has characteristics that may support development at residential densities greater than the one lot per hectare permissible under the current application of the Rural Living Zone. If higher density is to be supported through application of the Low Density Residential Zone, a development plan for the entire site should be prepared that demonstrates how development may be achieved that minimises detrimental impacts on the waterways and the need to undertake excessive earthworks to construct roads and dwellings.

Demand

Development Forecasts for Meeniyán (2010) identified three population growth scenarios that the town may experience within a planning horizon of 20 years:

- ◆ **Past growth continued** - if Meeniyán's population continues to grow at a rate of 1.8% per year as it did between 2001 and 2006, the township will have a total 680 residents in 2030, an increase of 210 residents. An additional 122 dwellings would be required to accommodate such growth based on an average household size of 2.3 persons in 2030.
- ◆ **State population forecast** - if Meeniyán's growth is consistent with the projected Statewide growth rate of 0.8% per annum, the township will have 560 residents in 2030, an increase of 90 residents. A further 59 dwellings would be required to accommodate this level of population growth based on an average household size of 2.3 persons in 2030.
- ◆ **Strong growth** - in this scenario, the township will reach 840 residents by 2030, an increase of 370 residents at a growth rate of 2.9% each year. An additional 183 dwellings would be needed to accommodate this growth based on an average household size of 2.4 persons in 2030.

Only the second scenario, based on the State-wide population forecast growth, can be accommodated by the rezoning of existing residential development from

the Township Zone to the Residential 1 Zone (R1Z). Other scenarios would require more land to be zoned for urban purposes.

The State's population forecast growth rate seems rather low for Meeniyah given its historical growth. On the other hand, the strong growth scenario is only likely to arise as a result of a combination of a wide range of uncertain factors such as commuters (to surrounding larger townships) and their families, tree-changers, retirees and weekenders, creating additional demand in the township.

Whichever scenario is applied, there is demand for medium density development in Meeniyah to accommodate single households and in recognition of an ageing population.

RETAIL / COMMERCIAL / INDUSTRIAL

Supply

At present, Meeniyah has an extensive range of commercial and retail activities that include a local supermarket (soon to reopen), a newsagent, a hardware store, a chemist, gift/gallery/jewellery shops, antiques/second hand goods shops, cafes and takeaway, and a hairdresser premise.

It is estimated that there is approximately 1,750 sq m of retail space in town, of which 400 sq m is to be taken up by the reopening of the local supermarket. Approximately 26% of the total retail space in the town centre comprises non-commercial uses. There is approximately 540 square metres of vacant floorspace (at February 2010) in the town centre.

The town also has a hotel/motel, a bank, a service station, and two premises offering professional services. These businesses constitute a total of 1,940 sq m of commercial space, or 28% of all activity space.

Meeniyah has several small-scale industrial activities that provide employment opportunities for local residents. These activities include the stockfeed batching plant on Meeniyah - Nerrena Road, a bus depot in a residential block in McKitterick Street and an auto repairs service centre on the South Gippsland Highway. These industrial activities provide employment for approximately 30 people.

Building approval data for the 4 years up to 2009 shows that there has been no recent industrial development in the township and surrounds.

Demand

It is estimated that residents of Meeniyah and surrounds spend approximately \$13.1 million annually. This would support around 2,260 sqm of retail floorspace, at a rate of 1.9sqm per person. The actual area of floorspace currently in Meeniyah (1,750 sqm), reflects a lack of retail activities in the wider district and the important role of Meeniyah as a strong community focal point.

Meeniyah is also projected to have an additional 90 residents by 2030, according to the State's population forecast. Therefore, retail and commercial floorspace will need to expand in order to accommodate the demand created by population growth in the future.

The prospects for future industrial development are likely to rest on population growth and the needs for resident services. Large-scale industrial developments in Meeniyah are unlikely, as they will be directed to larger centres such as Leongatha and Foster.

There is some potential demand for further light industrial services for residents and local businesses, including automotive repair and trade sales. These activities may be located on the main road or the Meeniyah - Nerrena Road, and there are several vacant blocks immediately adjacent to the town centre to the east.

3

DIRECTIONS FOR STRUCTURE PLAN

3.1 Residential

It is probable that the attractive qualities of Meenyan will generate greater demand for residential development than expected under the State population projections. The likely scenario is that Meenyan will continue its recent growth rate of 1.8% per year. This means that by 2030 there will be 210 more residents, requiring 122 more dwellings.

The initial proposed zoning change from the Township Zone to Residential 1 Zone, and additional development associated with access to reticulated sewerage, would see an extra 25 urban lots (approximate) created in Meenyan. This would not be adequate to accommodate the projected additional growth.

Urban Enterprise's analysis concludes that additional residentially zoned land should be provided to accommodate a minimum of 100 new dwellings over the medium term (next 10 years). This would provide the capacity to address projected and unforeseen growth in the township.

Given the existing environmental constraints to further expansion of the township, any additional residential land release would need to be subject to further geotechnical, hydrological and arboricultural analysis to demonstrate that intensification of development on the subject land would adequately address the environmental objectives of the Environmental Significance Overlay.

Two areas are identified on the Land Use Framework Map (refer to [page 12](#)) for consideration for potential future residential (Residential 1 Zone) development (including a 'long term residential area') subject to this additional analysis and detailed site assessment. Intensification of established low density residential areas (when divided amongst numerous owners) can be challenging, however the focus for higher density development should remain on the inner areas of the township.

A candidate Low Density Residential Zone (LDRZ) Investigation Area has been identified east of Geale Street to Meenyan Promontory Road. Currently in the Rural Living Zone, this land has characteristics likely to be suitable to application of the LDRZ and could provide a lot size alternative for those people seeking land parcels larger than a township lot but smaller than a Rural Living lot.

Development of the land at Low Density Residential Zone densities should provide for connection to the reticulated sewerage system.

Future residential development in Meenyan should be designed to cater for a range of housing types, with particular demand for retirement living opportunities and household downsizing. A large vacant site in McKitterick Street offers potential for retirement living and/or medium density housing development. Its proximity to the town centre on Whitelaw Street, corner location and commercial interface could support a sensitively designed development.

The existing outer boundary of the Rural Living Zone should be maintained and firmly established as the outer extent of the Township Boundary south of the Highway.

3.2 Retail / Commercial / Industrial

The commercial centre will continue to be focused along both sides of the South Gippsland Highway generally between Geale and Ross Streets. This should be reflected through application of the Business 1 Zone to these sites. The Business 1 Zone will promote further development of essential retail services such as expansion of the supermarket and other fresh food products, whilst allowing further utilisation and development of existing retail premises.

In addition, the Structure Plan should aim to achieve the following:

- ◆ Strengthen the role of Meenyan as an arts, music and food destination.
- ◆ Provision of new higher quality boutique accommodation.
- ◆ Support outdoor dining and food produce retailing.
- ◆ Continue to strengthen role of Meenyan for regional retail services.

Providing an area of Industrial 3 Zone (INZ3) on the east side of Hamily Street north of the Rail Trail could accommodate industrial service businesses within the town to strengthen Meenyan's sub-regional role in the Shire. Appropriate uses would include automotive repairs and trades. The Rail Trail and recreation reserve buffer the site from residential uses further south.

4

IMPLEMENTATION

Refer to *Land Use Framework Map* (page 12) and *Proposed Zoning Map* (page 13) for Meeniyán.

The below Overview, Objectives, Strategies and Actions for implementation are proposed as a basis for inclusion in the Municipal Strategic Statement (Clause 21.04-3) in the South Gippsland Planning Scheme.

Note: The following provisions were considered by the Amendment C72 Independent Planning Panel (Panel Report 15 February 2013) and recommended for approval. These provisions are predominantly the same as the version initially adopted by Council in August 2011.

Overview

Meeniyán is a traditional small Gippsland township situated between Leongatha (17km to the west) and Foster (22 km to the east).

Meeniyán will continue to be a small rural town that offers a quality lifestyle for residents and visitors. Meeniyán will provide retail, community and trades services to its residents and the smaller settlements in the surrounding district. Located at an important junction on the main route to Wilsons Promontory, Meeniyán's tourism role as 'Gateway to the Prom' is boosted by its arts, culture and food attractions.

Future commercial development should strengthen and consolidate Meeniyán's commercial heart in the precinct from the intersection of Whitelaw Street and Geale Street to the intersection of Whitelaw Street and Ross Street. Housing diversity should be encouraged to support a range of household types and retirement living opportunities. Provision of visitor accommodation within the town should be encouraged to support cultural activities and tourism.

Objectives

- To retain Meeniyán as a small rural town that offers quality lifestyle for its residents.

- To foster and strengthen Meeniyán's reputation for music, arts, culture and food.
- To retain Meeniyán as a provider of retail, community and trades services to its residents and a range of smaller population settlements in the region.
- To promote a range of residential options that respects the small town character and landscape values of Meeniyán.

Strategies

- Promote the use and development of land in accordance with the Land Use Framework contained in the *Meeniyán Structure Plan 2011*.
- Consolidate the commercial centre at the intersection of Whitelaw Street and Geale Street.
- Support the development of service industrial uses on the Meeniyán - Nerrena Road to the north of the township and in appropriately zoned locations on the South Gippsland Highway.
- Encourage the development of tourist accommodation in Meeniyán.
- Promote medium density residential development within proximity to the commercial centre to support retirement living opportunities and household downsizing.
- Require new residential developments to connect to the reticulated sewerage system.
- Ensure that residential land release occurs in a staged, contiguous and integrated manner with subdivision designs that respond to the topographic, landscape and environmental constraints of the land.
- Consider the requirement for new or improved public infrastructure and how infrastructure is to be provided / funded when land is rezoned for residential development.

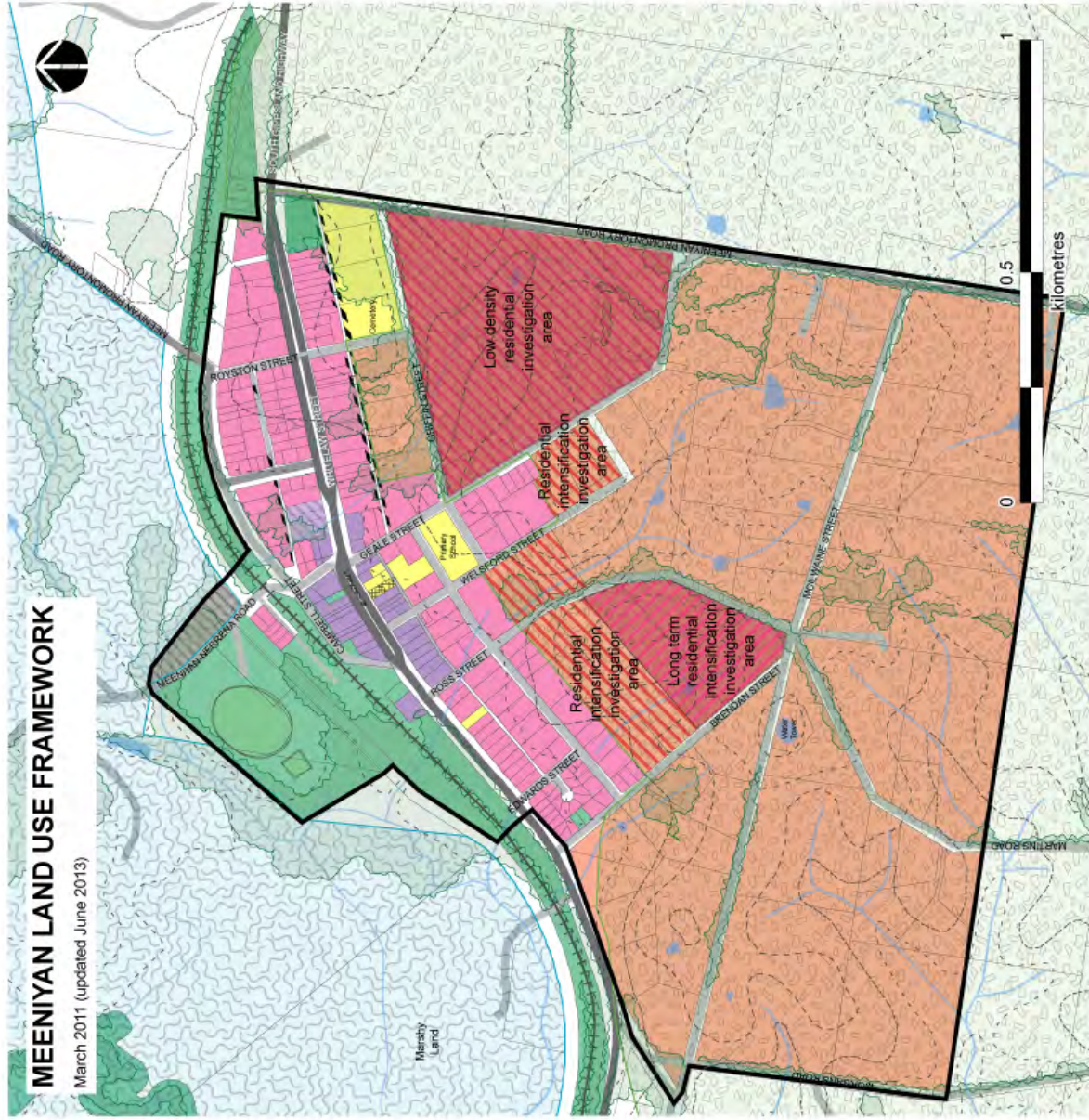


Actions for Implementation

- Rezone land in accordance with the Meeniyam Framework Plan at the initiation of landowners, when demand can be justified, and the Objectives and Strategies for Meeniyam can be satisfied

MEENIYAN LAND USE FRAMEWORK










March 2011 (updated June 2013)

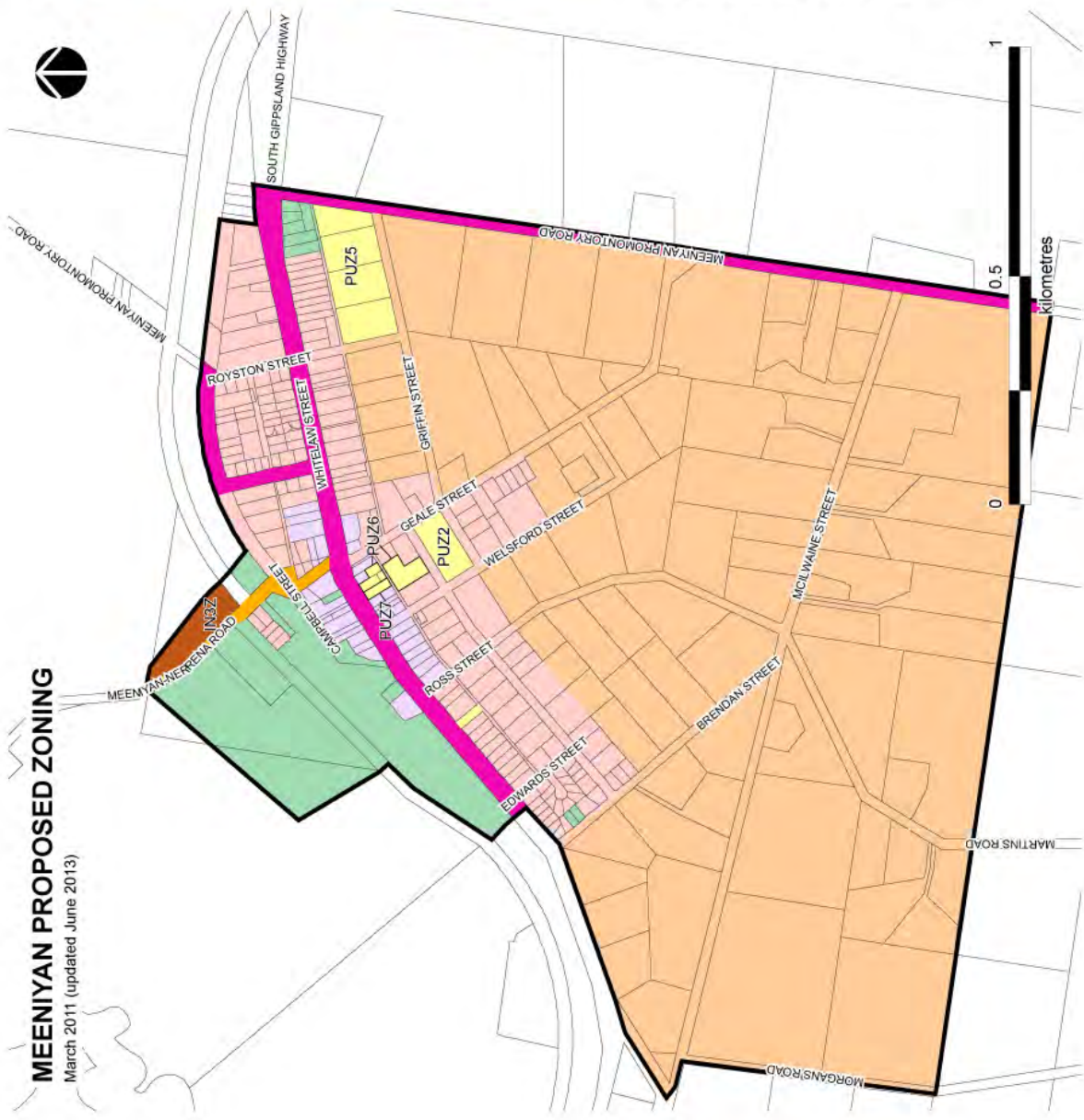


- Township boundary
 - Rail trail
 - Land susceptible to erosion
 - Land susceptible to flooding
 - Vegetation
 - Road widening reserves
 - Heritage protected structures
 - Contours (10m intervals)
 - Watercourses
- LAND USE**
- Proposed industrial
 - Existing residential
 - Existing rural living residential
 - Residential intensification investigation area
 - Low density residential investigation area
 - Long term residential intensification investigation area
 - Existing commercial
 - Proposed commercial
 - Existing public use
 - Existing open space

MEENIYAN PROPOSED ZONING

March 2011 (updated June 2013)

-  Township boundary
-  Residential 1 Zone (R1Z)
-  Rural Living Zone (RLZ)
-  Business 1 Zone (B1Z)
-  Public Use Zone (PUZ)
-  Public Park & Recreation Zone (PPRZ)
-  Industry 3 Zone (IN3Z)
-  Road Zone - Category 1 (R1Z)
-  Road Zone - Category 2 (R2Z)



This map shows the rezonings to occur when Council seeks to implement the Meeniyán Structure Plan (2011) into the Planning Scheme. The rezoning of land identified in the Meeniyán Structure Plan Land Use Framework as proposed residential, should occur at the initiation of the landowners in accordance with normal land rezoning requirements and considerations.

Note: The zones identified in this map may be changed as part of the Minister for Planning's 'Reformed Zones for Victoria' program 2013.



Poowong Structure Plan

plān i' sphere [w/ urban strategy planners]

June 2013



South Gippsland
Shire Council

Come for the beauty. Stay for the lifestyle

Acknowledgements

The South Gippsland Shire Council acknowledges the traditional custodians of this land, Elders, past and present, their spirits and ancestors.

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PROJECT CONTROL

Status	Version	Checked PM	Checked PD	Date released
Poowong Structure Plan - Draft Discussion Paper	1	CR	JLR	28/10/10
Poowong Structure Plan - Consultation Draft	2	CR	JLR	11/11/10
Poowong Structure Plan - Final for Adoption	3	CR	JLR	1/4/11

Note: The Poowong Structure Plan was initially adopted by Council in August 2011. Implementation of the Structure Plan into the Planning Scheme occurred via Planning Scheme Amendment C72. The Independent Planning Panel appointed to consider submissions to Amendment C72 recommended the Poowong Structure Plan be updated to respond to the Panel's recommendations. The 'Poowong Structure Plan – updated June 2013' fulfils this requirement.

Should inconsistencies exist between this Structure Plan and the implemented Poowong Planning Scheme Provisions, the Planning Scheme provisions take precedence.



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1

INTRODUCTION

1.1 Project Overview

South Gippsland Shire Council and Regional Development Victoria have appointed Planisphere Urban Strategy Planners in conjunction with Urban Enterprise (Economic and Tourism Planning) to prepare a Structure Plan for the township of Poowong. This Structure Plan will provide direction for the growth and development of Poowong to 2025 and beyond.

Council and the Poowong community have recently prepared the *Poowong Community Plan 2010*, which provides a vision for the future planning and development of the township. This Community Plan has informed the development of the Structure Plan.

A draft Poowong Structure Plan Discussion Paper was exhibited over a four week period in January and February 2011. An Information Session was held on Sunday 30th January at the Poowong Football Club Social Rooms, and feedback sought via a Community Bulletin, Feedback Form and online information on Council's website. Refinements were made to the draft Poowong Structure Plan in response to community input.

1.2 Strategic Context

The Victorian State Government recently released *Ready for Tomorrow – A Blueprint for Regional and Rural Victoria*. The 'Blueprint' is a policy to promote and manage growth in key regional centres, and support investment in rural and regional Victoria. In addition, State Government metropolitan planning policies *Melbourne 2030* and *Melbourne @ 5 million*, promote growth in regional cities and towns on transport corridors as part of a networked cities model. These policies are important considerations for Poowong and other South Gippsland towns as the towns will be under increasing development pressure due to their close proximity to Melbourne's urban growth boundary.

There has been no strategic planning framework prepared for Poowong, however a report titled *Development Forecasts for Poowong* was prepared by Tim Nott (economic consultant) in April 2010. Further direction is required to address contemporary policy priorities, and the enhanced development potential

associated with roll out of the South Gippsland Water reticulated sewerage scheme in Poowong in 2015. To date, growth of the township has been restricted by the inability to provide effective domestic and commercial waste water treatment.

Development Forecasts for Poowong April 2010 identified the following issues relevant to preparation of this Structure Plan for Poowong:

- ♦ **The township is to be sewerred.** South Gippsland Water is preparing a sewerage scheme for Loch, Nyora and Poowong. This will allow a more urban style of development with smaller lot sizes. New housing opportunities may arise through both the subdivision of rural land and the re-subdivision of existing large township lots. Expected population growth is likely to change the existing socio-economic patterns in the township.
- ♦ **Much of the land in and around Poowong is steeply sloping** and this presents significant constraints to future development. Nevertheless, there are some areas where development may be possible given appropriate zoning.
- ♦ **Existing industry provides a constraint.** The abattoir and milk processing factory situated to the north-east and east of town are significant businesses and both have invested in their properties in recent times. The nature of these businesses provides a constraint to housing development as Clause 52.10 of the South Gippsland Planning Scheme 'Uses with adverse amenity potential' buffer distance guidelines nominate a 500 metre buffer for an abattoir and a 300 metre buffer for milk processing factory.
- ♦ **There is interest in housing development.** The Shire has received expressions of interest from land-holders in developing parcels of land in or adjacent to the township.
- ♦ **Market demand is unclear.** The extent of demand for either urban-density living or rural residential development in Poowong is not clear. Only rural residential development has been undertaken most recently but this has been because there have been strong constraints on urban density housing associated with the lack of reticulated sewerage and the undulating topography.
- ♦ **Melbourne's south east continues to grow.** The growth of south east Melbourne creates demand for all types of lifestyles, including those offered by small towns such as Poowong (whether on large or small lot subdivisions).

- ◆ **More extensive urban development will require infrastructure services to be provided.** Sewerage is not the only additional infrastructure required for urban development. Extensions to reticulated water, storm water, roads, energy and telecommunications services may also be required. Fairly apportioning the cost of these services between new and existing residents who benefit from them will be an important issue.

- ◆ **More residents will generate more demand for commercial and community services.** The level of service provided locally will depend on the number of additional people that move into the township and surrounds. The provision of new services – more shops, doctors, community services, etc – is often dependent upon threshold populations, and will also depend on the location and quality of competing services. Services are generally best clustered in an activity centre; it is unclear to what extent the existing centre can accommodate growth.

A further issue is the current land use controls (zoning) applied to the township of Poowong, which includes the Township Zone, Industrial 1 Zone, Residential 1 Zone and Farming Zone under the *South Gippsland Planning Scheme*. The Township Zone is applied to the urban area of a township and provides for a wide range of residential, business and semi-industrial uses. In the absence of reticulated sewerage, the need to provide for on-site waste water treatment requires large lot sizes and limits the intensity of land uses; meaning that the Township Zone provides an adequate level of control. However, in sewered areas the zone does not enable Council to adequately manage incompatible and inappropriate land uses within a township, or implement a strategic plan. It is Council's intention to replace the current Township Zone with an appropriate suite of zone and overlay controls to reflect the land use framework contained in this Structure Plan.

1.3 Poowong Study Area

Poowong is a small rural township that is located on a narrow ridgeline at the intersection of Lang Lang - Poowong Road and Drouin - Korumburra Road. The township enjoys spectacular views over the surrounding rural hills. It is 110 km south east of Melbourne, 9.7 km east of Nyora and 17.7 km north of Korumburra. Its idyllic, picturesque location and proximity to Melbourne make Poowong attractive for potential 'lifestyle change' location. (Refer to context map on [page 3](#)).

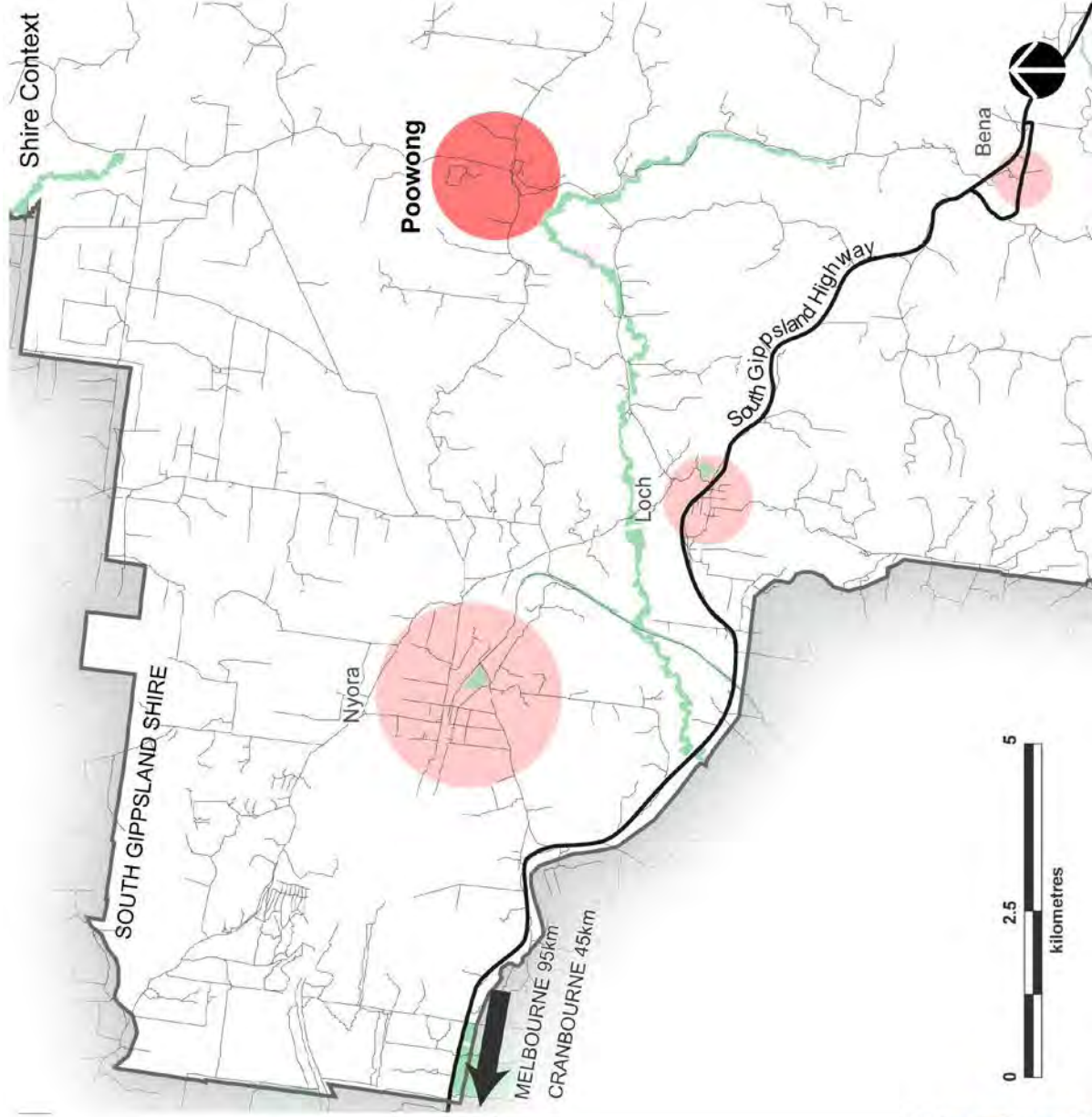
Poowong is well serviced by community facilities including a library, community hall, indoor sports hall, oval, swimming pool, primary school, preschool and tennis courts. It also has a good range of local businesses and industry including an abattoir and milk processing factory. The majority of these activities are located in the town centre stretching along the Nyora Poowong Road, with the industry located at the periphery of the township.

The majority of the township is included in the Township Zone (TZ) under the *South Gippsland Planning Scheme*, with small parcels of Industrial 1 Zone (IN1Z), Residential 1 Zone (R1Z) and a large area of Low Density Residential Zone (LDRZ) at the periphery (refer to existing zoning map on page 4). The forthcoming reticulated sewerage system will remove the need for on-site retention and treatment of waste water, which has been a restriction on development. However, other restrictions such as surrounding steep slopes and the need to maintain buffer zones to protect industry will remain. (Refer to existing zoning map on [page 4](#)).














POOWONG CONTEXT MAP

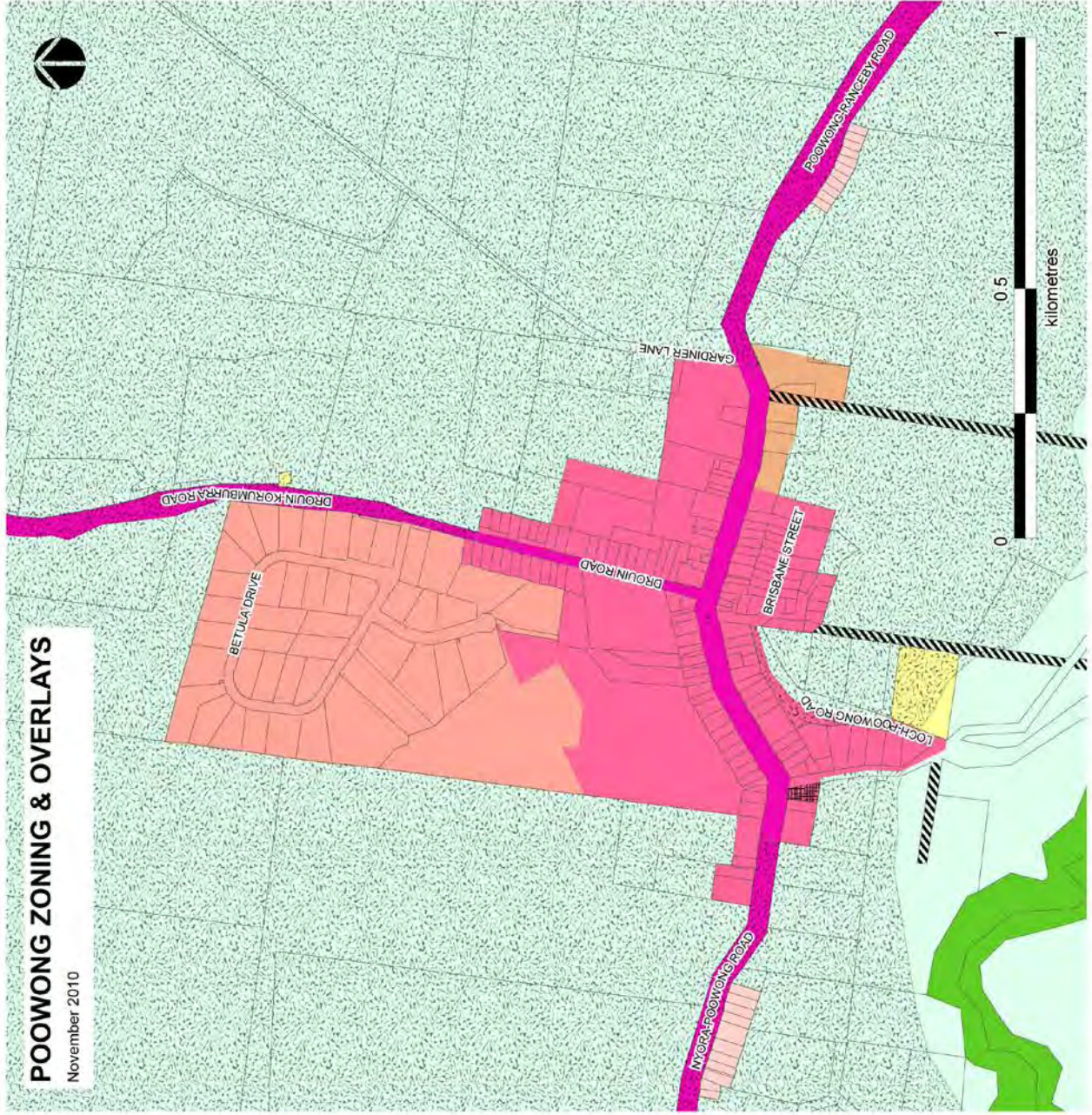
March 2011



POOWONG ZONING & OVERLAYS

November 2010

-  Environmental Significance Overlay - Areas susceptible to erosion (ESO5)
-  Heritage Overlay (HO)
-  Road Closure Overlay (RXO)
-  Road Zone - Category 1 (RDZ1)
-  Residential 1 Zone (R1Z)
-  Township Zone (TZ)
-  Low Density Residential Zone (LDRZ)
-  Farming Zone (FZ)
-  Public Use Zone (PUZ)
-  Public Conservation & Resource Zone (PCRZ)
-  Industrial Zone 1 (INZ1)



2

TOWNSHIP GROWTH

A key role of the Structure Plan is to define a township boundary for Poowong. Identifying a boundary to growth for Poowong will support a coordinated and consistent approach to decision making for the South Gippsland Shire Council, and provide certainty to residents regarding the future role of the township to 2025. The process of defining a settlement boundary must have regard for the Poowong community's vision for the township, and strategic growth intentions and constraints.

In order to define the extent of the Poowong settlement, the following criteria have been used:

- ◆ The desired future vision for a settlement.
- ◆ The role and function of the settlement in comparison with other settlements within the region.
- ◆ Constraints on development such as topography, native vegetation, rural land-use activity (including the abattoir and dairy) and areas of environmental or landscaped significance and sensitivity.
- ◆ Areas with susceptibility to flooding, landslip, erosion, salinity, wildfire or geotechnical risk.
- ◆ Supply/demand of land within a 15 year planning horizon and opportunities for future growth (if any).

These criteria are based on the Victorian Planning Practice Note *Implementing a Coastal Settlement Boundary* October 2006. Whilst Poowong is not a 'coastal settlement, this is an accepted set of planning principles used for the purpose of defining a township boundary. The following section provides a discussion of the five key determinants listed above.

2.1 Community Vision

The *Poowong Community Plan*, prepared by the community and Council, was adopted in August 2010. The Plan contains the following Vision for Poowong:

Poowong's vision is to continue to take pride in being a strong and supportive community that acknowledges the benefits of local leadership and experience.

The community will strive to maintain cohesion while aiming for structured and planned development towards residential, industrial and commercial growth with advantages of enhanced services, facilities and employment opportunities for residents and visitors. Priorities include encouraging young people to remain in the area.

Continued priorities in the local culture of Poowong include improved recreation facilities, parks, trails and multi-purpose assets along with best use of open spaces. These, together with Poowong's central location, natural beauty and rural atmosphere, present an array of tourism opportunities and enhance the lifestyle of community members.

2.2 Township Role & Function

Regional Role

The *Gippsland Regional Plan (2009)* explains that Gippsland is characterised by a settlement pattern with a very high proportion of small towns. These are to remain as a distinct attribute of the region. The plan aims to promote future development that:

- ◆ *Develops economic resilience.*
- ◆ *Addresses growth.*
- ◆ *Protects natural assets.*
- ◆ *Supports community wellbeing.*
- ◆ *Improves accessibility.*

Shire Role

The South Gippsland Shire Council aims to promote future development that:

- ◆ *Encourages a high quality and diverse lifestyle.*
- ◆ *Promotes an environmental - friendly and sustainable use of land.*
- ◆ *Encourages development that facilitates population and employment growth.*
- ◆ *Promotes a mixed range of residential, retail, commercial, industrial and tourism activities.*
- ◆ *Enhances infrastructures, facilities and services in the Shire.*

The *South Gippsland Overall Settlement Plan (2006)* is an evolving document, and Council is soon to commence preparation of a Housing and Settlement Strategy to supersede it.

Local Township Role

Poowong will continue to be a small service township to the surrounding agricultural communities and will support only low levels of population growth. The industrial service sector and retail should grow to meet the needs of the local and surrounding agricultural communities.

2.3 Physical, Landscape and Environmental Constraints

Much of the land in and around Poowong is steeply sloping and this poses a significant constraint to future development. An Environmental Significance Overlay (ESO5) at Clause 42.01, Schedule 5 of the *South Gippsland Planning Scheme* applies to all land adjacent to the existing Township Zone (refer to framework plan on [page 13](#)). The overlay applies to areas susceptible to erosion and its environmental objectives include:

- ◆ *To protect areas prone to erosion by minimising land disturbance and vegetation loss.*
- ◆ *To prevent increased surface runoff or concentration of surface water runoff leading to erosion or siltation of watercourses.*

The areas susceptible to erosion require careful consideration regarding their suitability for residential intensification given their sensitive design requirements. Often the ESO5 is applied where the topography of the land is of a steep gradient that restricts any future development. In these locations, the ESO5 and topography should be used to define the township boundary.

A number of pockets of land to the south of Poowong Ranceby Road east of Brisbane Street are included in the ESO5 and the Farm Zone. These sites have limited topographical constraints and are considered to have potential for more urban style residential development akin to the existing development on Brisbane Street. Before any alteration to the zoning of this land is considered the strategic foundation for application of the ESO5 should be reviewed. Similar consideration should be given to the 'Long term residential opportunity' area identified on the eastern township boundary.

As this Structure Plan has not been informed by detailed environmental or geotechnical investigations regarding the suitability of land for development, prior to rezoning of this land consideration should be given to whether the ESO5 is still of relevance in these areas. Should development be supported, these areas should be considered for urban style residential development (500 to 1000sqm) to consolidate development within close proximity to existing services along the main street. Should the overlay control be justified in its application, these sites may offer potential for development at a lower residential density.

Existing industry provides a constraint to the north eastern expansion of Poowong. The abattoir and milk processing factory situated to the east of town are significant businesses for the town and both have made substantial capital investments in recent times. However, the nature of these businesses creates a constraint to housing and other sensitive land use development. The Planning Scheme buffer distance guidelines nominate a 500 metre buffer for an abattoir and a 300 metre buffer for a milk processing factory. Although the UDP Dairy operations are currently limited to the separation of milk cream from milk, this is considered to constitute a 'Manufacture of milk products' operation pursuant to Clause 52.10 of the Planning Scheme, and requires the 300 metre buffer. It is not solely a 'milk depot', which only requires a 100m buffer.

Development of sensitive land uses, such as dwellings, is strongly discouraged in these buffer areas. For this reason, establishing new residential development within the buffer of the abattoir and dairy is problematic. In relation to the existing vacant land within the Township Zone to the north west of the primary school, further investigation is required to determine the long term suitability of retaining this land in a zone that will facilitate the establishment of additional sensitive uses in the abattoir buffer. This area has been suggested as a potential candidate area for application of the Industrial 3 Zone. This would accommodate, in part, for the loss of the Industrial 1 Zone proposed by this Structure Plan, however further and more detailed consideration of this matter, including public consultation, is required before this Structure Plan is changed.

The abattoir buffer area provides the opportunity to establish non sensitive land uses in the longer term, such as commercial or industrial uses, in the areas around Gardiners Lane and specifically between Gardiners Lane and Drouin Road. The scope of this Structure Plan does not extend to the site specific identification of potential uses within this buffer, however the continuing application of the Farming Zone across most of this land means that a decision on the long term use of this land can be made at a later time, if and when land demand requires, or

a seriously entertained proposal is placed before Council and the community. At this present time there is insufficient strategic justification for rezoning any of the land currently included in the Farming Zone within either the abattoir or dairy buffers.

At the eastern entry to Poowong on the Poowong Ranceby Road, and within the dairy buffer, is a small strip of properties that are currently included in the Residential 1 zone. The township boundary should be extended to include these properties. The land between these sites and the township is currently included within the Farm Zone and ESO5, with part affected by the dairy buffer. It is considered that low density residential uses and appropriately designed commercial developments may be appropriate for these sites.

2.4 Projected Population Growth

In 2006, Poowong had approximately 287 residents. Between 2001 and 2006, the resident population decreased by 15 people, at a rate of 1% per year. Based on the State's population forecast growth rate of 2.1% per annum, the resident population in Poowong is projected to reverse this trend and grow to 366 people in 2030. The additional approximately 79 residents will require approximately 55 new lots.

Poowong had 134 dwellings in 2006, of which 84% were occupied. The average household size in Poowong was 2.1 people per household. The most significant age group in Poowong was those aged between 25 and 54 years.

2.5 Land Supply & Demand

RESIDENTIAL

Supply

There are approximately 30 existing vacant lots in Poowong, the majority of which are located in the Birches Estate to the north of the township (refer to framework plan on page 13). In addition, 126 new lots can be created in the township based on rezoning of the Township Zone to the Residential 1 Zone (R1Z). Areas that were identified in *Development Forecasts for Poowong* and considered to have development potential could provide an additional 55 lots.

Demand

Urban Enterprise has undertaken a review of the *Development Forecasts for Poowong (2010)* and concluded that Poowong is likely to continue to attract family households. Therefore, the most likely scenario for the township is the State's population forecast scenario, an additional 79 more residents by 2030, requiring an additional 55 dwellings. Stronger growth is likely to be limited by the geography of the township, which constrains potential growth areas and the town's proximity to larger centres, which will continue to absorb a large proportion of growth in South Gippsland.

RETAIL / COMMERCIAL / INDUSTRIAL

Retail / Commercial Supply

Poowong has an extensive range of commercial and community activities for a town of its size. It is estimated that the township has approximately 750sqm of retail floorspace, which constitutes 24% of all non-residential space in Poowong. An IGA supermarket (350 sqm) takes up the largest proportion of retail space. Community and sporting facilities take up a significant proportion of activity space in Poowong, approximately 1,500 sqm – excluding the recreation oval. The town centre contains several vacant shops and there are a number of houses interspersed between the non-residential activities.

Poowong has several significant industrial activities that provide employment opportunities and income sources to local residents. These activities include the abattoir and UDP Dairy. Smaller businesses include an engineering business and an auto-electrician.

According to the *Development Forecasts for Poowong (2010)*, building approval data from 2005 to 2009 showed that no new industrial lots were created in that time period. The only industrial development in the township and surrounds that occurred was the expansion of the existing larger enterprises.

Demand

According to the *Development Forecasts for Poowong (2010)*, residents in the township's retail catchment spend approximately \$11 million on retail products annually. This amount of spending would support around 1,900 sqm of retail space, based on a rate of 2 sqm per person. At present, Poowong has 750 sqm of

retail space. This reflects a lack of other retailing activities in the wider district, and the role of Poowong as a strong community focal point.

It is estimated that by 2030, the retail floorspace supported by each person will increase to 2.2 sqm because of growth in spending and retail turnover. With the township's resident population in 2030 projected to be 366, an additional 174 sqm of retail space will be required to accommodate an increased 79 local residents over the period to 2030. The demand for additional retail floor space will be influenced by the potential growth in retail floor space in surrounding townships, especially Nyora, if high levels of residential and commercial growth is promoted in that township.

Development Forecast for Poowong (2010) suggests that future industrial development may depend on the following factors:

- ◆ *The success of the existing manufacturers involved in meat and dairy processing in meeting the needs of regional and export markets.*
- ◆ *The requirements of an expanding local population for industrial services (automotive, machinery repair etc).*
- ◆ *The availability of land to meet any future demand.*
- ◆ *A strategic decision to accommodate new industrial development in Poowong rather than in larger centres.*

It is suggested that future population growth is unlikely to generate demand for significant industrial development to service local needs, however existing industry should be encouraged to continue operations in Poowong with appropriate expansion supported.

3

DIRECTIONS FOR STRUCTURE PLAN

3.1 Residential

Poowong is quite constrained in terms of potential for residential development and, based on the projected population to 2030, the existing urban area - once sewerage has been provided and it is rezoned from the Township Zone to the Residential 1 Zone - should be able to accommodate the potential growth. (Refer to Framework Plan (page 13) and Zoning Map (page 14).

All existing and proposed residential land currently included in the Township Zone should be rezoned to a Residential 1 Zone. The Low Density Residential Zone (LDRZ) to the north of the Township Zone should be included within the township boundary and retain its current zone.

Another small pocket of land at the eastern entry to Poowong on the Poowong Ranceby Road should be rezoned from the Farm Zone to Low Density Residential Zone to recognise its current low density residential land use. This land is affected by both the abattoir and dairy buffers and is not suitable for application of the Residential 1 Zone which may allow further subdivision. In addition, the area south of Poowong Ranceby Road should be considered for rezoning from Farm Zone (FZ) to Residential 1 Zone (R1Z) dependent on further environmental investigation. The land east of Brisbane Street has characteristics suitable for residential development however sensitive planning will be required around waterways to support development. Development should not be allowed in the steep areas to the south.

Three large allotments north of the cemetery on the Loch Poowong Road should be rezoned from the Farming Zone (FZ) to a Rural Living Zone (RLZ) to recognise existing uses and planning approvals for the sites. The steep topography of the land precludes further residential development at a higher density on the land.

The existing vacant Industrial 1 zoned land opposite the primary school should be rezoned Residential 1 along with the flatter areas of the adjoining land to the south. The precise location of the southern boundary of the candidate rezoning area will require further assessment, as will the potential existence of any land contamination associated with past land uses..

Development should occur through a carefully staged process and radiate outwards from existing development, as an expansion of the current residential subdivision and road network. It is not considered appropriate for new development to occur in an isolated, separated or “gated” estate fashion.

The area north of the Primary School (see *Land Use Framework Map, page 13*) should not be rezoned for any sensitive land use while the abattoir is in operation and the area is required as an amenity buffer. However, it is noted that the best landform characteristics to support residential development is in the land subject to the abattoir buffer. If the abattoir relocates or closes, this significantly changes the residential development options for the township and should trigger a complete review of the residential growth options for Poowong.

Two longer term residential opportunity areas situated to the east and west of the proposed township boundary have characteristics suitable for residential development subject to a site layout that accommodates the waterways and topography. Development of these areas should not proceed until demand can be demonstrated. The subdivision should be integrated with any adjoining residential areas.

3.2 Retail/ Commercial / Industrial

It is considered there is sufficient retail floor space in the town centre to support medium term development. All existing commercial sites within the town centre should be rezoned from the Township Zone to a Business 1 Zone.

In addition, the Industrial 1 Zoned (IN1Z) land on Poowong Ranceby Road is considered an inappropriate zoning within the township boundary at the interface with the school and residential land. It is considered that the former dairy site (lots 1 and 2 on PS331051) should be removed from the Industrial 1 Zone and either rezoned Business 1 Zone or placed in the Farming Zone as a holding measure until greater certainty is known about how this lot may be developed in the future.

To encourage more tourism in Poowong, promotion of local produce retail such as meat and dairy, as well as arts and crafts should be encouraged to raise the profile of the rural lifestyle for weekenders and holiday visitors. The Business 1 Zone will facilitate such business in the commercial centre of Poowong. The existing use rights provisions of the *South Gippsland Planning Scheme* will protect the



interests of the owners of the dwellings currently interspersed through the business area.

3.3 Public Use & Open Space

Public Use and Public Park and Recreation zones should be applied to reflect the existing ownership and use of public land within the township.

An important pedestrian link between the low density residential area to the north of the township and the Recreation Reserve should be rezoned from Low Density Residential Zone (LDRZ) to Public Park and Recreation Zone (PPRZ). In addition, but not subject to a rezoning, Council should investigate the potential to provide a sealed footpath along Drouin Road between the LDRZ area and Poowong Ranceby Road. Currently pedestrians are walking along Drouin Road which is unsafe, particularly for school children.

4

IMPLEMENTATION

Refer to *Land Use Framework Map* [page 13] and *Proposed Zoning Map* [page 14] for Poowong.

The Overview, Objectives, Strategies and Actions for implementation are proposed as a basis for inclusion in the Municipal Strategic Statement (Clause 21.04-3) in the *South Gippsland Planning Scheme*.

Note: The following provisions were considered by the Amendment C72 Independent Planning Panel (Panel Report 15 February 2013) and recommended for approval. These provisions are predominantly the same as the version initially adopted by Council in August 2011.

Overview

Poowong is a small rural township located on a narrow ridgeline with panoramic views over the surrounding rural hills. It is 110 kilometres south east of the centre of Melbourne, 9.7 kilometres east of Nyora and 17.7 kilometres north of Korumburra.

Poowong will continue to be a small service township for the surrounding agricultural communities and can support a limited level of population growth. The industrial service sector and retail offer are expected to grow to meet the needs of the local and surrounding agricultural communities. This will enhance services, facilities and employment opportunities for residents and visitors.

Poowong's convenient location, natural beauty and rural atmosphere provide tourism and rural living opportunities that will help the town's future growth.

Objectives

- To retain and strengthen Poowong as a small service township supporting residents and the surrounding agricultural communities.
- To improve community, industrial and retail services, facilities and employment opportunities to support Poowong residents and visitors.

- To promote residential development that respects Poowong's rural character and landscape values.
- To improve opportunities for walking and cycling in Poowong.

Strategies

- Promote the use and development of land in accordance with the strategic direction in the Poowong Framework Plan.
- Ensure that residential land release occurs in a staged, contiguous and integrated manner with subdivision designs that respond to the topographic, landscape and environmental constraints of the land.
- Ensure that any residential expansion into greenfield development sites does not occur until reticulated sewerage is available.
- Consider the requirement for new or improved public infrastructure and how infrastructure is to be provided / funded when land is rezoned for residential development.
- Consolidate the Town Centre on the Poowong Ranceby Road.
- Encourage and support community and commercial/retail opportunities in the Town Centre.
- Continue to support the operation of the abattoir and milk processing factory and other industrial business as important employment providers in Poowong.
- Provide shared pathways between residential areas, the Town Centre and services to promote walking and cycling around the township.
- Provide shared pathways between residential areas, the town centre and services to promote walking and cycling around the township.

Actions for Implementation

- Investigate introducing a development overlay control (DDO or DPO) to greenfield residential land to promote subdivision and development in keeping with the small township rural character of Poowong. The control should consider such things as height, setbacks, site coverage,

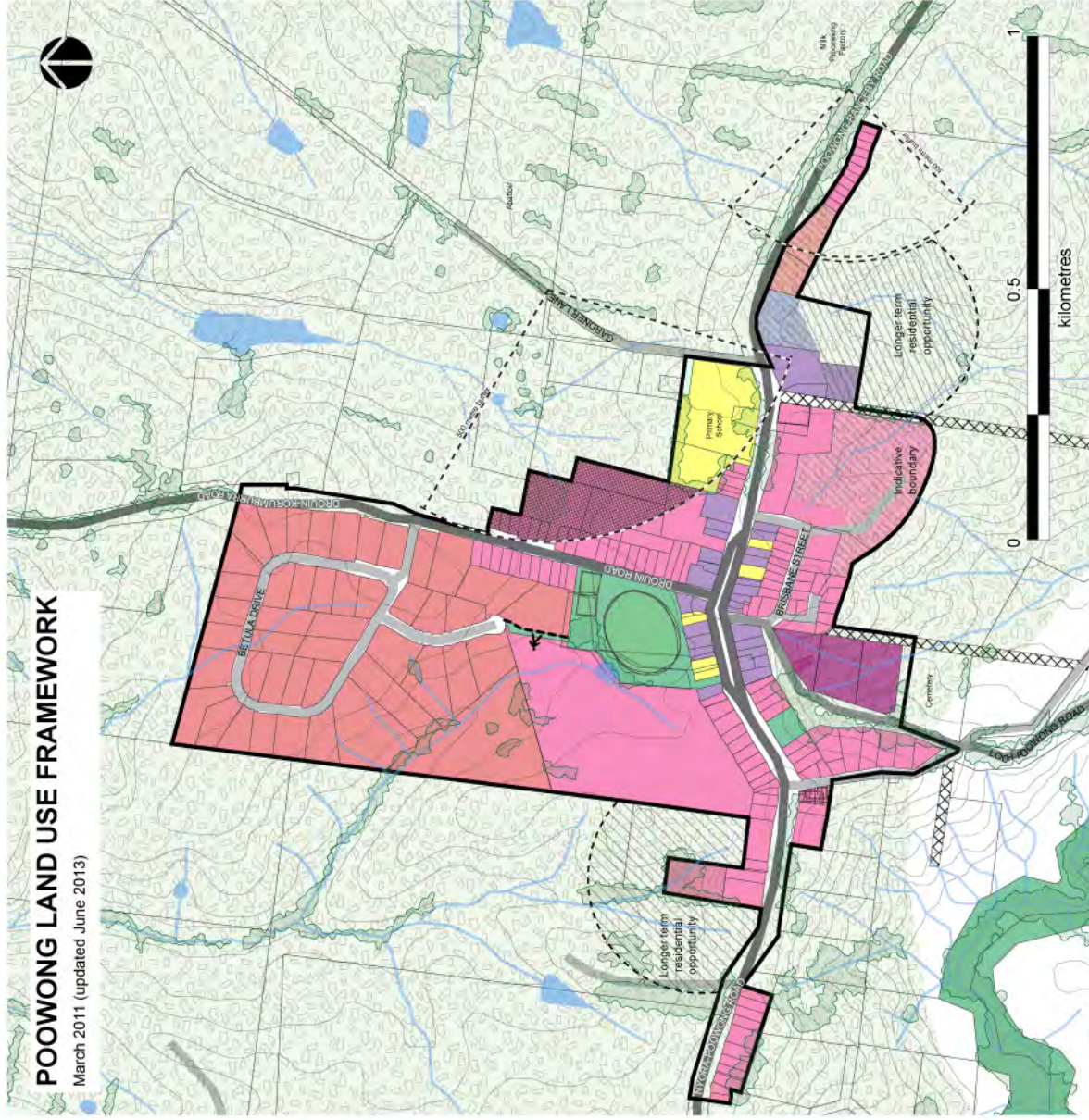






















external colours and slope sensitive design that minimises the requirement for earthworks.

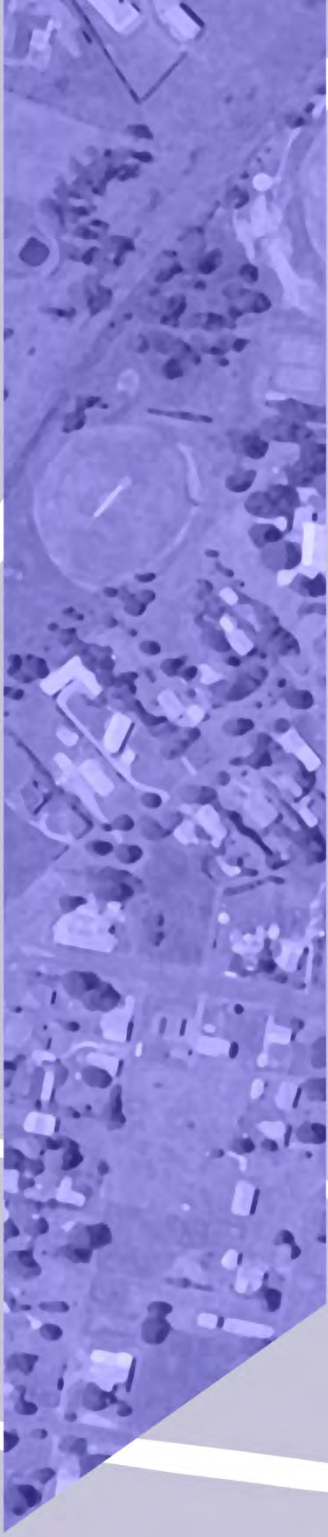
- Rezone land in accordance with the Poowong Framework Plan at the initiation of landowners, when demand can be justified, and the Objectives and Strategies for Poowong can be satisfied.

POOWONG LAND USE FRAMEWORK

March 2011 (updated June 2013)



-  Township boundary
 -  Industrial use amenity buffer as per Clause 52.10
 -  Abattoir affected undeveloped residential
 -  Land susceptible to erosion
 -  Vegetation
 -  Closed roads
 -  Heritage protected structures
 -  Contours (10m intervals)
 -  Watercourses
 -  Proposed walking path
- LAND USE**
-  Existing residential
 -  Proposed residential
 -  Existing low density residential
 -  Proposed low density residential
 -  Rural living
 -  Existing commercial
 -  Shorter term commercial investigation area
 -  Existing public use
 -  Existing open space
 -  Farming Zone



Nyora Structure Plan

plán|isphere [re. urban strategy planners]

June 2013



South Gippsland
Shire Council

Come for the beauty. Stay for the lifestyle

ACKNOWLEDGEMENTS

The South Gippsland Shire Council acknowledges the traditional custodians of this land, Elders, past and present, their spirits and ancestors.

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Planisphere 2011

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PROJECT CONTROL

Status	Version	Checked PM	Checked PD	Date released
Niyora Structure Plan - Draft Discussion Paper	1	CR	JLR	28/10/10
Niyora Structure Plan – Consultation Draft	2	CR	JLR	11/11/10
Niyora Structure Plan – Final for Adoption	3	CR	JLR	1/4/11

Note: The Niyora Structure Plan was initially adopted by Council in August 2011. Implementation of the Structure Plan into the Planning Scheme occurred via Planning Scheme Amendment C72. The Independent Planning Panel appointed to consider submissions to Amendment C72 recommended the Niyora Structure Plan be updated to respond to the Panel's recommendations. The 'Niyora Structure Plan – updated June 2013' fulfils this requirement.

Should inconsistencies exist between this Structure Plan and the implemented Niyora Planning Scheme Provisions, the Planning Scheme provisions take precedence.

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1

INTRODUCTION

1.1 Project Overview

South Gippsland Shire Council and Regional Development Victoria appointed Planisphere Urban Strategy Planners in conjunction with Urban Enterprise (Economic and Tourism Planning) to prepare a Structure Plan for the township of Nyora. This Structure Plan provides direction for the growth and development of Nyora to 2025 and beyond.

The Minister for Planning has recently announced the creation of a Peri Urban Unit to address settlement and rural issues in Melbourne's hinterland. The Nyora Structure Plan implementation will be undertaken in parallel, and it is anticipated that discussions relating to settlement will be held with the Peri Urban Unit as work progresses.

An Urban Design Framework (UDF) for Nyora was prepared in 2005 however this was not implemented due to lack of support from the local community. Community concerns were raised about uncertainty regarding the extent of projected growth of the township; and the impact growth may have on the highly valued rural character and lifestyle opportunities in Nyora.

More recently, Council and the Nyora community have prepared and released a *Nyora Community Plan 2010*, which provides a vision for the future planning and development of the township (refer to Section 2 of this report). The Community Plan accepts that growth and change will occur in Nyora, and looks to this structure planning process as the mechanism for managing the change in line with community and Council aspirations for Nyora.

A draft *Nyora Structure Plan Discussion Paper* was exhibited over a four week period in January and February 2011. An Information Session was held on Monday 31st January at the Nyora Community Centre, and feedback sought via a Community Bulletin, Feedback Form and online information on Council's website. Refinements were made to the Nyora Structure Plan in response to community input.

1.2 Strategic Context

The Victorian State Government recently released *Ready for Tomorrow – A Blueprint for Regional and Rural Victoria*. The 'Blueprint' is a policy to promote and manage

growth in key regional centres, and support investment in rural and regional Victoria. In addition, State Government metropolitan planning policies *Melbourne 2030* and *Melbourne @ 5 million*, promote growth in regional cities and towns on transport corridors as part of a networked cities model. These policies are important considerations for Nyora as the town will be under increasing development pressure due to its close proximity to Melbourne's urban growth boundary.

Nyora is seen as a desirable 'rural residential' and lifestyle location within easy reach of the major Cranbourne, Narre Warren, Pakenham and Dandenong urban centres. An additional factor that makes Nyora and its hinterland attractive for possible residential development is that Nyora is surrounded by gently undulating farming land which can be assessed for possible rezoning. The Nyora area has advantages of mild slopes compared to many other, typically much hillier, areas of South Gippsland.

Recent development in Nyora appears to be establishing the town as a primarily residential location that relies on other centres for services, facilities and employment (Lang Lang and Cranbourne for example). Despite the population almost doubling in recent years, there has been a lack of additional commercial and community development to service the needs of new residents.

Building Commission statistics over the last five years show that on average approximately 10 new dwellings were constructed each year in the Nyora post code area. This indicates that a relatively low but steady level of growth is occurring in Nyora. It also suggests that the recent accelerated population growth rate experienced in the Shire's western region as a whole is yet to be reflected in new dwelling building approval figures in and around Nyora.

To date, development in Nyora (particularly small lot developments) has been restricted by the absence of reticulated sewerage and the resulting reliance on 'on site' commercial and domestic waste water treatment systems. In 2009 South Gippsland Water announced that reticulated sewage would be provided to the townships of Loch, Nyora and Poowong. It is the provision of sewerage that is the main catalyst for the preparation of the Nyora Structure Plan.

The provision of reticulated sewerage and the increasing interest being displayed in residential development in Nyora has created a level of uncertainty within the community about how the township might grow. An objective of the Nyora Structure Plan is to address this uncertainty and provide a clear plan that sets out how the township will grow in the next twenty years and beyond, and what

additional work and investigations must be undertaken before this higher levels of growth are supported.

Council appointed Tim Nott (economic consultant) to prepare *Development Forecasts for Nyora* in April 2010. The paper identified the following issues relevant to preparation of a Structure Plan for Nyora, including:

- ◆ **The township is to be sewerred.** South Gippsland Water is preparing a sewerage scheme for Loch, Nyora and Poo Wong. This will allow a more urban style development with smaller lot sizes. A more urban style development will enable the establishment of a more diverse housing stock, enabling more people to live in the township at higher densities. This may change the existing socio-economic patterns in the township.
- ◆ **There is interest in housing development.** The Shire has received expressions of interest from land-holders in developing urban-density housing on land adjacent to the township that is currently zoned for farming purposes. This reflects existing interest in development of the town where there are approximately 50 to 60 lots remaining in vacant rural residential sub-divisions and potential urban allotments in the town centre.
- ◆ **Market demand is unclear.** The extent of demand for urban-density living in Nyora is not clear because there is currently little supply. All recent development has been, by necessity, at rural residential densities.
- ◆ **Melbourne's south east continues to grow.** The growth of south east Melbourne creates demand for all types of lifestyles, including those offered by small towns such as Nyora (whether on large or small lot subdivisions).
- ◆ **More extensive urban development will require infrastructure services to be provided.** Sewerage is not the only additional infrastructure required for urban development. Extensions to reticulated water, storm water, roads, energy and telecommunications services will also be required. Fairly apportioning the cost of these services between new residents, and existing residents who benefit from them, will be an issue.
- ◆ **More residents will generate more demand for commercial and community services.** The level of service provided locally will depend on the number of additional people that move into the township and surrounds. The provision of new services – more shops, doctors, community services, etc – is triggered at various threshold populations, and will also depend on the location and quality of competing services. Services are best clustered in an

activity centre; however, there may be pressure to create a new focus for service activity away from the existing loose cluster of services on Mitchell Street.

A further issue is the current land use controls (zoning) applied to the township of Nyora which include the Township Zone and Farming Zone under the *South Gippsland Planning Scheme*. The Township Zone is applied to the urban area of a township and provides for a wide range of residential, business and semi-industrial uses. In the absence of reticulated sewerage, the need to provide for on-site waste water treatment requires large lot sizes and limits the intensity of land uses; meaning that the Township Zone provides an adequate level of control. However, in sewerred areas the zone does not enable Council to adequately manage incompatible and inappropriate land uses within a township, or implement a strategic plan. It is Council's intention to replace the current Township Zone with an appropriate suite of zone and overlay controls to reflect the land use framework contained in the Nyora Structure Plan.

1.3 Nyora Study Area

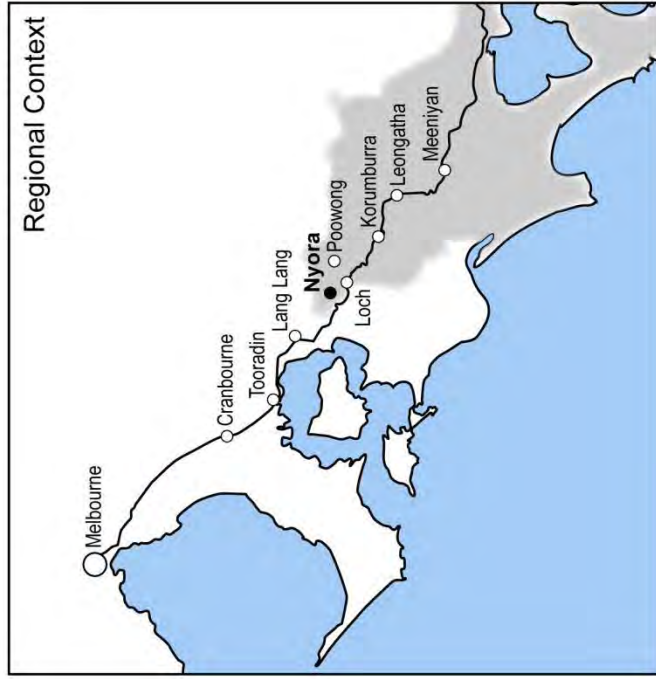
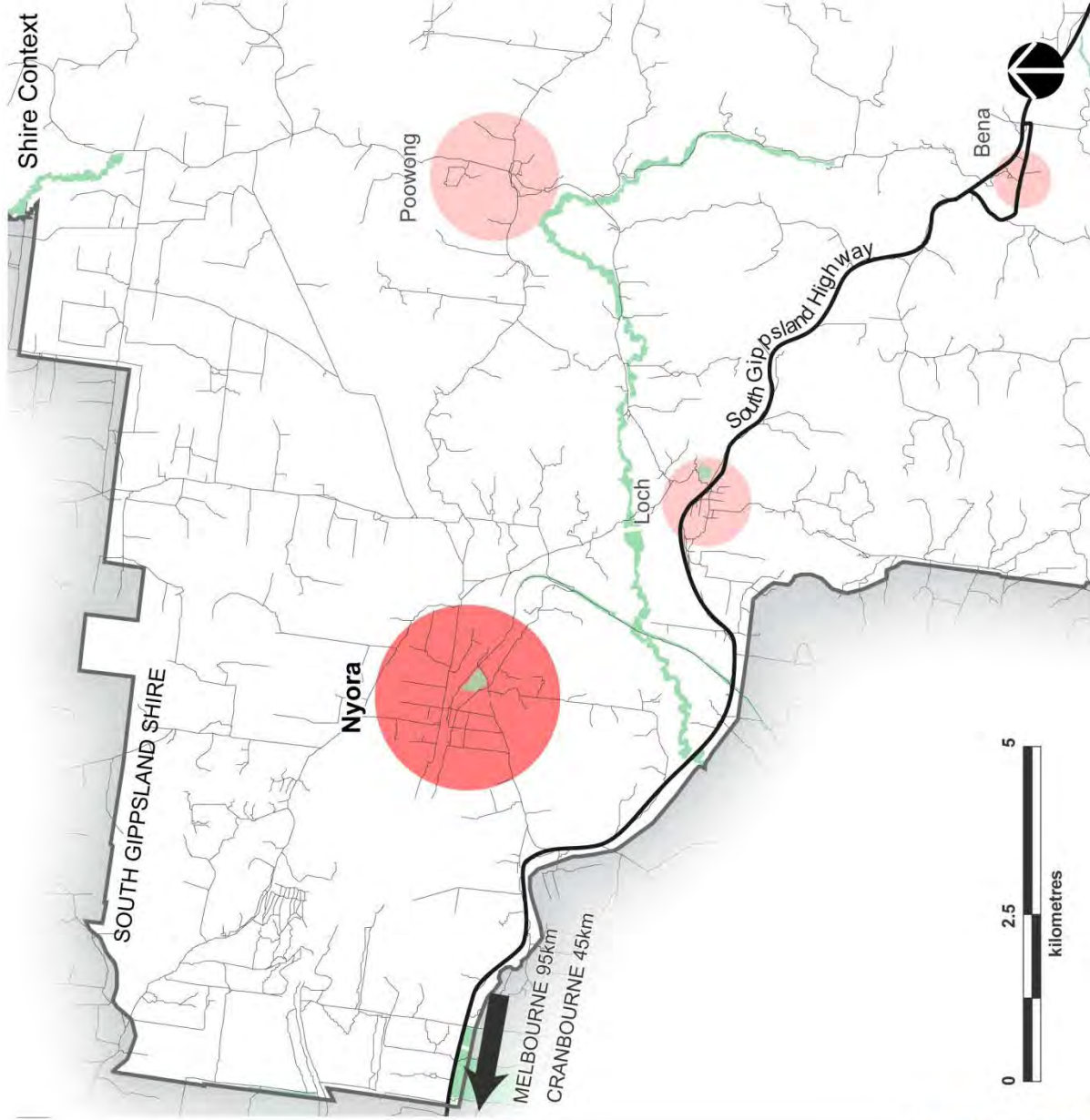
Nyora is a small rural township located approximately 100 kilometres south east of metropolitan Melbourne in the South Gippsland Highway corridor. It is the closest South Gippsland Shire township to metropolitan Melbourne. The town is situated 2km to the north of the South Gippsland Highway, adjacent to the Melbourne to Leongatha railway corridor. (refer to context map on page 5).

While the township was developed around the railway station that opened in 1890, it does not have a clearly defined town centre. Recently, the town has experienced notable population growth despite its lack of a reticulated sewerage system. Development interest in the town has occurred due its close proximity to the South East Growth Corridor of Melbourne and its relative flatness in comparison to other nearby towns.

Nyora is the closest regional town to metropolitan Melbourne that does not have its own 'urban growth boundary'.













NYORA CONTEXT MAP

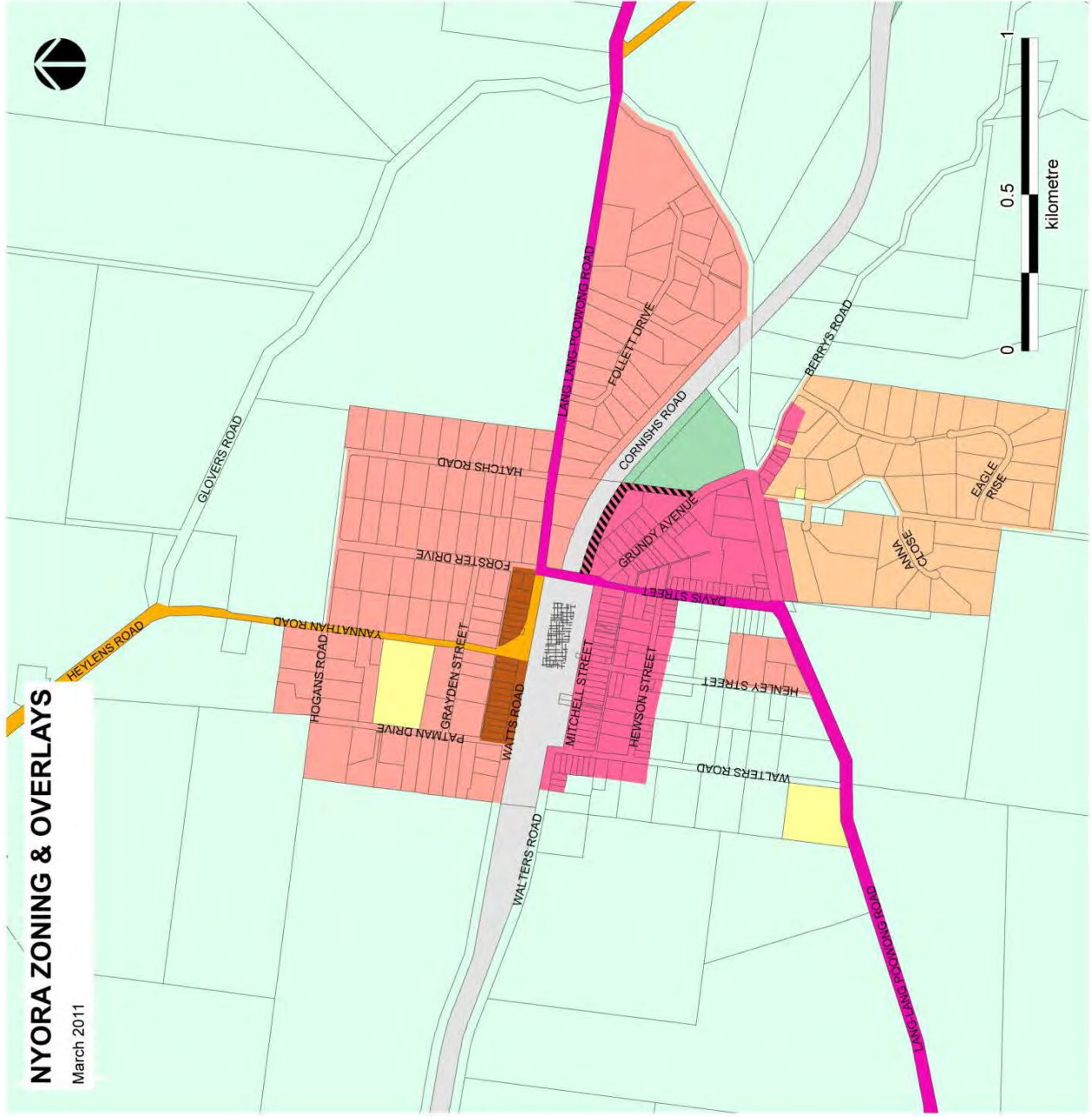
March 2011



NYORA ZONING & OVERLAYS

March 2011

-  Heritage Overlay (HO)
-  Road Closure Overlay (RXO)
-  Township Zone (TZ)
-  Low Density Residential Zone (LDRZ)
-  Rural Living Zone (RLZ)
-  Public Use Zone (PUZ4)
-  Public Use Zone (PUZ5 & PUZ6)
-  Public Park & Recreation Zone (PPRZ)
-  Industry 3 Zone (IN3Z)
-  Road Zone - Category 1 (R1Z)
-  Road Zone - Category 2 (R2Z)
-  Farming Zone (FZ)



2

TOWNSHIP GROWTH

A key role of this Structure Plan is to define a township boundary for Nyora. Identifying a boundary to growth will support a coordinated and consistent approach to decision making for the South Gippsland Shire Council, and provide certainty to residents regarding the future size and role of the township to 2025. The process of defining a settlement boundary must have regard for the Nyora community's vision for the township, and strategic growth intentions and constraints.

In order to define the extent of the Nyora settlement, the following criteria have been used:

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

These criteria are based on the Victorian Planning Practice Note *Implementing a Coastal Settlement Boundary (October 2006)*. While Nyora is not a 'coastal settlement, this is an accepted set of planning principles used for the purpose of defining a township boundary. The following section provides a discussion of the five key determinants listed above.

2.1 Community Vision

The *Nyora Community Plan 2010*, was prepared by the community and Council in October 2010. The Plan contains the following Vision for Nyora:

- ◆ *To be supportive of people of all ages; providing quality health, education, recreation, leisure and social facilities and opportunities for personal development.*

- ◆ *To retain Nyora's rural lifestyle by protecting valuable farming land and the natural environment, providing for sensitive and appropriate development at the interface with rural land.*
- ◆ *To provide residential accommodation for all age groups, family types and lifestyles.*
- ◆ *To develop a compact and attractive Town Centre in which retail and small business can thrive and visitors are welcomed.*
- ◆ *To provide a unique series of walking paths, bike paths and horse trails connecting the Town Centre with local amenities, recreational facilities, and residential areas and to ultimately connect with neighbouring towns.*
- ◆ *To respect Nyora's agricultural origins and heritage assets while supporting energy reduction and environmentally sustainable development.*
- ◆ *To have comprehensive transport options for both public and business use linking nearby towns and larger towns and cities.*
- ◆ *To manage Nyora's population to such a level as will guarantee the retention of the rural lifestyle valued by its residents.*
- ◆ *To ensure provision of infrastructure such as sewerage, drainage, water, electricity, gas, access roads, etc. to support Nyora's growth and prosperity.*

2.2 Township Role & Function

Regional Role

The *Gippsland Regional Plan (2009)* explains that Gippsland is characterised by a settlement pattern with a very high proportion of small towns. These are to remain as a distinct attribute of the region. The plan aims to promote future development that:

- *Develops economic resilience.*
- *Addresses growth.*
- *Protects natural assets.*
- *Supports community wellbeing.*
- *Improves accessibility.*

Shire Role:

The South Gippsland Shire Council aims to promote future development that:

- *Encourages a high quality and diverse lifestyle.*
- *Promotes an environmental - friendly and sustainable use of land.*
- *Encourages development that facilitates population and employment growth.*
- *Promotes a mixed range of residential, retail, commercial, industrial and tourism activities.*
- *Enhances infrastructures, facilities and services in the Shire.*

The *Nyora Urban Design Framework (July 2005)* has proposed the following future roles for the Nyora Township:

- *A self - contained community;*
- *A vibrant town centre;*
- *To be renowned for its links with equine activities;*
- *To reflect both its historic links to agriculture, the railways and its contemporary association with horses and the natural environment;*
- *To provide a range of residential accommodation opportunities of mixed densities;*
- *To develop as an attractive tourist and visitor stopping point through the provision of food and rest facilities;*
- *To become a destination for visitors with interest in horses.*

It is considered by the Council that anecdotal evidence suggests that Nyora is operating as a dormitory township with people travelling to Dandenong, Cranbourne and Pakenham for employment.

Future Role

Nyora has developed as a major equine location and is now one of the most densely populated horse districts in Victoria.

Nyora is seen as a desirable rural residential lifestyle location due to its relatively flat farming land and its proximity to major urban centres such as Cranbourne, Narre Warren, Dandenong, Pakenham and metropolitan Melbourne.

Nyora experienced strong population growth between 1996 and 2001, however, the lack of additional commercial or community development has resulted in Nyora appearing to be a 'dormitory' residential location that relies on other urban areas for services, facilities and employment.

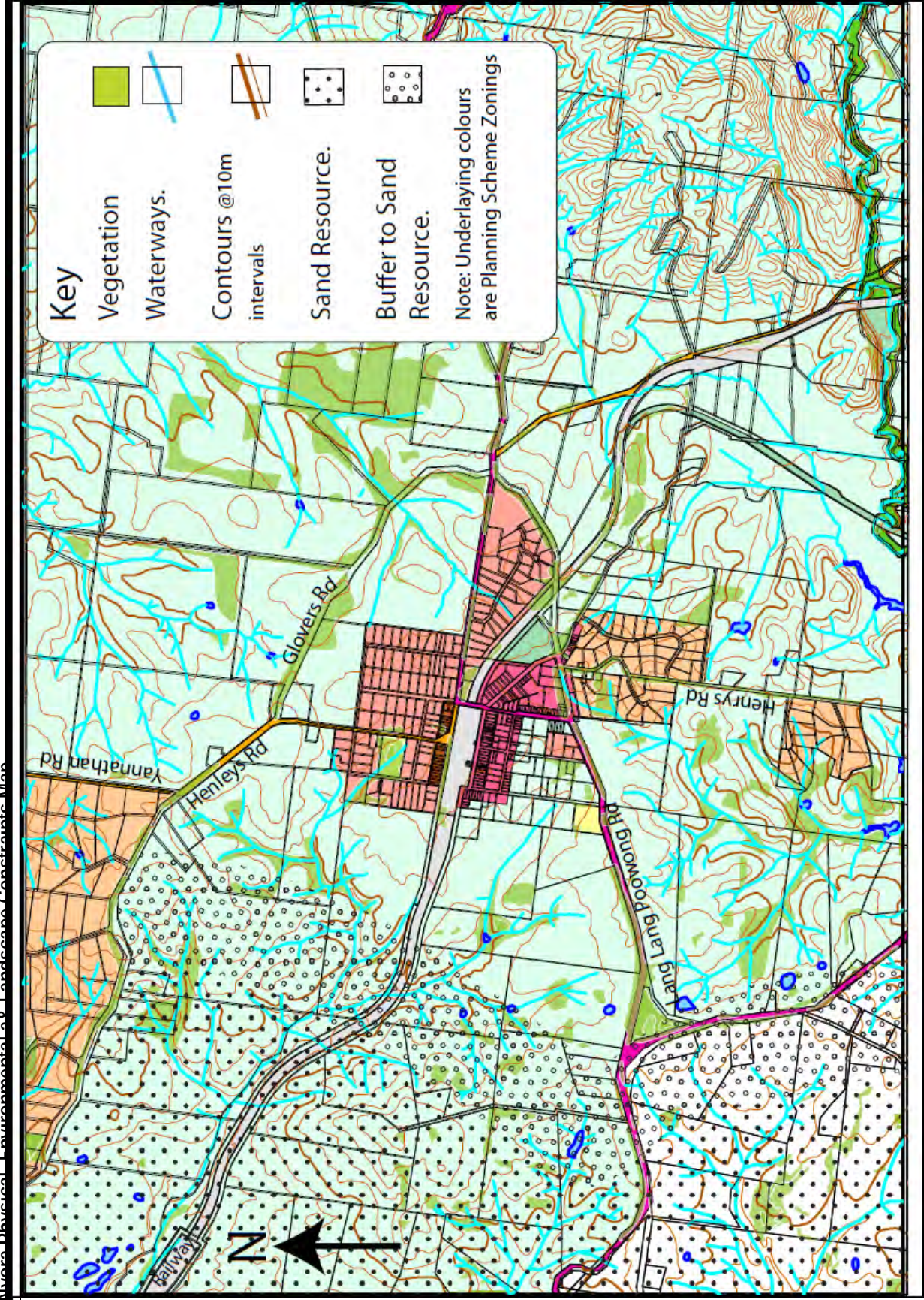
Nyora has developed into a commuter township linked to Greater Melbourne and the surrounding regional centres. Formalisation of its township structure will allow for moderate residential growth and will in turn strengthen Nyora's role in providing retail, community and industrial trade services to meet the township needs.

2.3 Physical, Landscape & Environmental Constraints

An analysis of the characteristics of the surrounding land is essential in determining physical, landscape and environmental constraints that may restrict development and outward growth of the township. The *Nyora Discussion Paper 2010* prepared by South Gippsland Shire, prepared a map (see overleaf) that detailed potential constraints to development. Of note for Nyora was protecting areas of State significant sand resources and the buffer to sand mining opportunities (to the west); protecting the economic value of agricultural land in the Farm Zone; topographical constraints; existing stands of remnant vegetation; protection of other environmental constraints such as waterways.

This current study has not been informed by detailed environmental investigations of the suitability of land for development. Such studies do not typically occur until land is proposed to be rezoned and developed. It is at this time that the higher level of site investigation will occur. This may involve consideration of such matters as:

- Flora and fauna investigations. This will likely include site surveys for locally known threatened or endangered species such as the Giant Gippsland Earthworm.
- Soil investigations. Identification of salinity, acid sulphate soils or manmade contamination. Soil percolation tests.
- Aboriginal cultural heritage. A Cultural Heritage Management Plan is likely to be required under the *Aboriginal Heritage Act 2006*.



2.4 Projected Population Growth

For the purpose of this Structure Plan, the State government's population growth forecast has been used as the basis for projected growth in Nyora. Should Nyora be identified for growth as an outcome of the DPCD Peri Urban Planning Investigation (currently being prepared), the forecast may change and this Structure Plan will need to be updated accordingly.

On the basis of the State's population growth forecast, Nyora, including the surrounding recent development in the Low Density Residential Zone, had 900 residents in 2006. Between 2001 and 2006, the resident population increased at an average annual rate of 1.7%. It is projected that Nyora will have 1,460 residents by 2030.

Also of note, the most significant age group in Nyora was people aged between 25 and 54 years in 2006. Nyora and surrounds had 350 dwellings, of which 93% were occupied. The average household size was 2.9 people per household. Proportions of residents aged between 55 and 64 years, and the 65 years and over age groups, doubled between 2001 and 2006, reflecting an aging of the population.

2.5 Land Demand & Supply

RESIDENTIAL

Supply

Nyora has around 26 existing vacant rural residential allotments in and around the township, and the existing Township Zone contains land that can be subdivided to provide a further approximately 30 lots.

The proposed urban expansion around the existing township (refer to *Development Forecasts for Nyora*, April 2010, page 5) could potentially provide 463 ha of land, which can be developed into either 4,167 urban residential allotments, 695 low density residential allotments, or 313 rural living allotments. The number of potential allotments created is reliant on land-use zoning and demand. This map was prepared to demonstrate Nyora's development potential based on landform constraints and does not have regard to land demand and supply considerations.

Demand

It is likely that Nyora will grow at a rate at least consistent with the State Government's projections regardless of the absence of reticulated sewerage. As it has in recent years, the town will continue to attract new families due to its rural lifestyle and reasonable proximity to workplaces and services in metropolitan Melbourne.

According to these conservative projections, Nyora will have a total resident population of 1,460 in 2030 based on a growth rate of 2.1% per annum. An additional 213 dwellings will be required, based on an average household size of 2.6 in 2030, to accommodate an increase of 500 residents between 2010 and 2030. Additional land surrounding the town centre will need to be zoned for urban purposes in order to accommodate this level of growth.

The 'rapid' and 'explosive' growth scenarios discussed in *Development Forecasts for Nyora* are unlikely to occur unless a number of development prerequisites occur. Of the prerequisites identified, Nyora is to benefit from the provision of reticulated sewerage, improving transport connectivity to the growth areas of Melbourne and development industry interest that would be keen to market the township's benefits. While acknowledging the uncertainties surrounding land demand predications, and the currently evolving State Government response to peri urban growth planning, this Structure Plan allows for the consideration of higher growth scenarios on the basis that they may reasonably occur and furthermore, an acceptance of the 'past growth continued' model could commit land to lower density development that exclude a future more efficient use of the key sites adjoining the township.

RETAIL / COMMERCIAL / INDUSTRIAL

Supply

Of the three towns to benefit from the proposed sewerage scheme, Nyora has the largest resident population but the lowest level of local services.

The existing commercial sector in Nyora comprises a post office and a general store of approximately 120 sq m. There is currently a vacant hotel at the corner of Mitchell Street and Lang Lang - Poowong Road, and a pizza restaurant on Lang Lang - Poowong Road.

Nyora has a significant amount of industrial land and activity for the town's relatively small scale. The existing industrial activities include:

- Farm supplies and animal feed.
- Construction materials and earthmoving.
- Engineers.
- Septic tank supplies.
- Equine equipment and supplies.

At present, there are 10 industrial enterprises in Nyora, of which 8 are located in Industrial 3 Zone on Watts Road and Lang Lang - Poowong Road. There appears to be 6 vacant lots, each of approximately 1,400 sq m in the existing industrial zones. Some industrial zoned lands are under developed or used for housing.

Nyora has a number of industrial businesses that serve the national and international markets. However, automotive and other machinery repairs as well as other light industrial activities are not well represented in the town, forcing local residents to use services from surrounding regional centres such as Lang Lang and Loch.

Demand

In 2010, it was estimated that Nyora residents spent approximately \$11.5 million on retail products, which could support a retail floorspace of 2,000 sq m, at a rate of 2.1 sq m per person. The actual retail floorspace in Nyora is approximately 120 sq m. This highlights that the current level of local services is very limited, forcing residents to travel elsewhere for retail goods.

The Nyora township is expected to have an additional 560 residents by 2030, according to the State's population forecast. Therefore, retail floorspace will need to expand in order to accommodate the demand of population growth in the future.

Future demand for industrial development depends on comparative and competitive advantages on a wide range of variables, not simply the size of the local residential market.

The common practice for forecasting demand for future development is to base demand on population growth. If Nyora is to have 1,460 residents by 2030, an

additional 2.78 ha of industrial land will be required, based on 0.15 ha per small industrial lots.

3

DIRECTIONS FOR STRUCTURE PLAN

3.1 Retail/Commercial

Based on the existing resident population size in Nyora, and with population growth expected into the future, approximately 1000sqm to 2000sqm of retail floorspace (or 4000sqm of zoned land) will be required in Nyora by 2030.

The significant retail spending of Nyora's residents compared with the actual retail space on Mitchell Street and Davis Street, suggests there is a limited retail offer in the township and therefore residents are forced to shop elsewhere. While existing shops are located along the southern side of Mitchell Street, there is no clear 'town centre'. The creation of an identifiable town centre is considered important to provide a place where residents can shop, meet and build community life within walking and cycling distance of their homes.

In the *Nyora Community Plan 2010*, the community expressed a desire:

- ♦ *To develop a compact and attractive Town Centre in which retail and small business can thrive and visitors are welcomed.*
- ♦ *To provide a unique series of walking paths, bike paths and horse trails connecting the Town Centre with local amenities, recreational facilities, and residential areas and to ultimately connect with neighbouring towns.*

It is proposed to consolidate the existing retail / commercial area along Mitchell Street between Henley Street and Davis Street. The triangle site on the corner of Grundy Avenue, former hotel on the corner of Mitchell Street and Davis Street to the existing take away shop on Davis Street would also be included in the Town Centre. Currently all land is in the Township Zone under the South Gippsland Planning Scheme. It is proposed to rezone the land Business 1 Zone to facilitate retail and commercial opportunities in the town centre.

The location is central within the township and will enable strengthening of existing businesses and opportunities for additional retail, community and entertainment uses. For this reason, out of 'Town Centre' retail development is strongly discouraged.

It is not envisaged that the land on the north side of Mitchell Street, known locally as 'Toby's Paddock' will be required for retail / commercial development.

The recreational use of Toby's Paddock will complement and contribute to the mix of activities in the Nyora Town Centre.



Council should prepare a Masterplan for the town centre (including all the VicTrack and the industrial area adjoining Watts Road) to guide development, and direct investment in the design and upgrade of the public realm.

3.2 Industrial

Nyora currently has a range of industrial activities in the town, particularly on Watts Road / Lang Lang – Poowong Road. The common practice for forecasting demand for future development is to base on population growth. If Nyora is to have 1,460 residents by 2030, an additional 2.78 ha of industrial land will be required, based on 0.15 ha per small industrial lots.

It is important to support and strengthen employment providers in the township, including industry. The existing industrial land appears to have 6 vacant lots and opportunities exist for future redevelopment on these sites. The sites fronting Watts Road / Lang Lang – Poowong Road between Patman Drive and Forster Drive could in the future be included in the Industrial 3 Zone (IN3Z) to continue the current uses on the site and enable growth in the industrial sector as required. Assessment of the suitability of this additional land for industrial or commercial development should be considered as part of the Town Centre Masterplan given its location at a gateway to the town centre.

3.3 Residential

Based on the State's population growth rate of 2.1% per annum, Nyora will have an additional 500 residents in 2030 and will require a further 213 dwellings.

Nyora currently provides a variety of residential densities, ranging from traditional 'quarter acre block' style development in the central part of the town (1000sqm + lots), to lower residential densities north of the railway line and in the outer areas. The provision of reticulated sewerage services (when provided) will allow for a more urban style (500sqm to 1000sqm) residential development.

Based on the projected population to 2030, the existing urban area in the township boundary – once sewerage has been provided and it is rezoned from the Township Zone to the Residential 1 Zone, in addition to further infill lower density residential development within the existing Low Density Residential Zone and Rural Living Zones – should be able to accommodate the modest growth levels presented by this scenario. (Refer to framework plan ([page 17](#)) and zoning map ([page 18](#)).

Consultation with the community during development of the *Nyora Community Plan 2010* indicated a need and desire for a range of housing types in Nyora, to complement the existing predominantly single detached dwellings on large sites. Provision of housing diversity including houses for smaller households and elderly residents within proximity to services is an essential objective for the Plan. To increase housing diversity, as well as to support and sustain additional services in Nyora, it is considered appropriate to encourage medium density development (e.g. unit developments and dwellings on lots under 300sqm) in and around a commercial strip along Mitchell Street. The parcels of land bound by Hewson Street, David Street, south of Mitchell Street properties and east of the Fire Station offer potential for medium density residential development.

The existing development pattern and fragmented ownership of areas within the currently established township boundary means that careful planning policy guidance through a Development Plan Overlay (DPO) will be required to support higher density development. In particular, the established residential area between Hewson Street and Lang Lang Poowong Road contain many large lots that could support significant residential development intensification. It is important that the development of these lots does not occur in isolation to surrounding lands and that appropriate road, pedestrian and infrastructure connectivity be achieved.

Development Design Guidelines should also be prepared and inform a Design and Development Overlay (DDO) or Significant Landscape Overlay (SLO) to new residential development in Nyora to ensure vegetation continues as the dominant landscape feature, and to control and promote built form which is consistent with the character of Nyora.

To ensure that future long term urban expansion of Nyora is not compromised by surrounding the township with contiguous low density residential density, two areas have been identified as 'Residential Investigation Areas'. Greater certainty surrounding the development potential of both of these areas will be gained from the completion by DPCD of their ongoing metropolitan expansion planning and, in the nearer term, from inclusion of the key recommendations of the Structure Plan into the Municipal Strategic Statement section of the Planning Scheme. Should rezoning occur in the future, a Development Plan Overlay (DPO) should be prepared for the sites to guide a carefully staged process that radiates outwards from existing development, as an expansion of the current residential subdivision and road network. Developers should be required to make a contribution to the provision of infrastructure such as community facilities, public transport and roads in accordance with a Development Contributions Plan Overlay (DPCO). The DPCO should be informed by a physical and community infrastructure assessment and feasibility study for Nyora that determines the extent of infrastructure required and the cost of works. By sequencing development, local and regional infrastructure can be provided in a coordinated and cost efficient manner in accordance with the Study. It would be inappropriate for new development to occur in an isolated, separated or 'gated' estate fashion.



4 IMPLEMENTATION

Refer to *Land Use Framework Map* [page 17] and *Proposed Zoning Map* [page 18] for Nyora.

The below Overview, Objectives, Strategies and Actions for implementation are proposed as a basis for inclusion in the Municipal Strategic Statement (Clause 21.04-8) in the South Gippsland Planning Scheme.

Note: The following provisions were considered by the Amendment C72 Independent Planning Panel (Panel Report 15 February 2013) and recommended for approval.

Overview

Nyora is Nyora is a small rural township located approximately 100 kilometres south east of the centre of Melbourne and two kilometres to the north of the South Gippsland Highway and adjacent to the former Melbourne to Yarram Railway line. It is the closest South Gippsland Shire town to metropolitan Melbourne.

Nyora is seen as a desirable rural residential lifestyle location due to its relatively flat land and proximity to major urban centres such as Cranbourne, Narre Warren, Dandenong, Pakenham and Melbourne. Nyora has recently experienced strong population growth however the absence of necessary commercial and community services has resulted in Nyora performing the role of a 'dormitory' residential location that relies on other urban areas for services, facilities and employment.

Formalisation of its township structure will allow for staged and controlled residential growth that will strengthen Nyora's role in providing retail, community and industrial trade services to meet the township needs. It is critical that the release of additional residential land, especially urban residential land, does not run ahead of the provision of essential development and community infrastructure required to support development.

Objectives

- To strengthen Nyora as a sustainable community through the promotion of economic growth and the provision of a quality lifestyle.
- To support staged residential growth commensurate to the need for additional residential land and the improvement of development and community infrastructure in the township.
- To promote residential development that complements the small rural township character of the area.
- To encourage infill development in the residential zoned land adjoining the Town Centre in a coordinated and integrated manner.
- To ensure development contributes to provision of community services and facilities.
- To develop the town centre in the vicinity of Mitchell and David Streets which is the focus for all business, community and tourist services and facilities.
- To improve the retail offer of the town centre.
- To protect the natural environmental qualities and landscape values of the township.

Strategies

- Promote the use and development of land in accordance with the Land Use Framework contained in the Nyora Structure Plan 2011.
- Ensure that any subdivision in the Residential Investigation Areas and the Longer Term Residential Investigation Areas identified in the Nyora Framework Plan do not occur until the following prerequisites have been met:
 - There is an identified need for additional residential land within the township.
 - Reticulated sewerage can be provided to the land.
 - A Development Plan Overlay is prepared which provides a plan for the integrated development of the entire land having regard to the land's environmental constraints and opportunities and

which demonstrates how new development will complement adjoining and surrounding development.

- Residential Development Guidelines have been prepared to inform a Design and Development Overlay and/or Significant Landscape Overlay to ensure vegetation continues as the dominant landscape feature, and to control and promote built form consistent with rural township character.
- Undertake comprehensive development infrastructure assessments (roads, drainage etc) and community infrastructure assessments and feasibility study for Nyora to determine the extent of infrastructure required and the cost of these works.
- A Development Contributions Plan Overlay (or similar infrastructure cost recovery method) has been applied (based on the above infrastructure investigations) to provide equitable financial contribution towards, or the provision of, development and community infrastructure upgrades required to support new Residential 1 Zone development.
- Ensure that residential land release occurs in a staged, contiguous and integrated manner with subdivision designs that respond to the topographic, landscape and environmental constraints of the land.
- Promote medium density residential development within proximity to the town centre to support retirement living opportunities and household downsizing.
- Discourage low density and rural residential development in areas close to the township unless the land has constraints that make it inappropriate to higher density development.
- Where residential development intensification is to occur in established residential areas (and particularly the area bounded by Hewson St, Davis St, Walters Rd and Lang Lang Poowong Road) promote development that supports the interconnected provision of roads, pathways and utility infrastructure with adjoining and surrounding areas.
- Consolidate the town centre on Mitchell Street and Davis Street as the preferred focus for all business, community and tourist services and facilities.

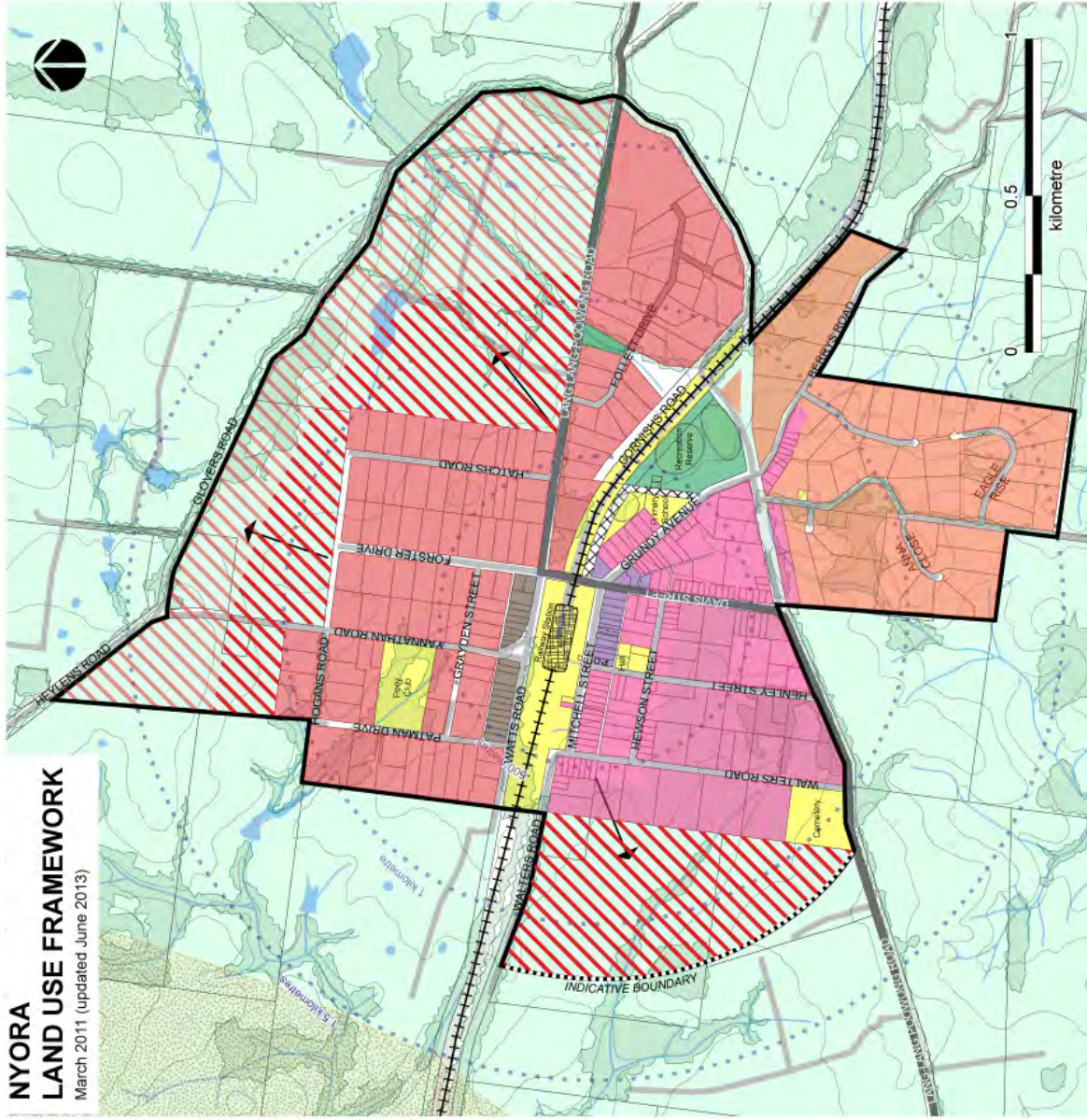
- Strongly discourage retail development outside of the Town Centre.
- Encourage new light industrial activities to locate within the designated industrial area in Watts Road.
- Create an integrated network of pedestrian and bicycle pathways linking features and facilities in and around the township. Pathways in the vicinity of waterways must have regard to the requirements of Melbourne Water's Shared Pathway Guidelines (January 2009).
- Discourage development in areas susceptible to water logging.

Actions for Implementation

- Rezone land in accordance with the Nyora Framework Plan at the initiation of landowners, when demand can be justified, and the Objectives and Strategies for Nyora can be satisfied.
- Consider inclusion of all land within the Nyora township boundary in a Development Contributions Plan Overlay (DCPO) to levy contributions for the provision of works, services and facilities before development commences. Inform the development of the DCPO by undertaking a Development and Community Infrastructure Assessment and Feasibility Study for Nyora to determine the extent of infrastructure required and the cost of works.
- Prepare Residential Development Design Guidelines for both existing and proposed Residential 1 Zone areas to inform a Design and Development Overlay (DDO) and/or Significant Landscape Overlay (SLO) to ensure vegetation continues as the dominant landscape feature, and to control and promote built form which is consistent with a rural township character.
- Prepare a Master Plan for the Nyora Town Centre (including the VicTrack land) to guide investment decisions and identify funding opportunities for improvements to public spaces and facilities.
- Prepare a town centre strategy to provide greater direction for commercial development in the Mitchell Street area and to determine whether the commercially zoned land is adequate in location and extent to provide for future commercial growth in Nyora.

- Provide pedestrian and cyclist paths throughout the town, in accordance with the directions of Council's Paths and Trails Strategy 2010 or as amended.
- Prepare a Stormwater Management Plan in consultation with Melbourne Water which is consistent with or exceeds the requirements of the State Environment Protection Policy (Waters of Victoria) objectives for environmental management of stormwater as set out in the Urban Stormwater Best Practice Environmental Management Guidelines (CSIRO, 1999).
- In consultation with the Nyora community, investigate longer term residential development options for the Farming Zone land adjoining the township boundary in the area west of Patman Drive and south of Lang Lang Poowong Road.
- Prepare an urban design plan to improve Nyora's visual appeal and liveability.

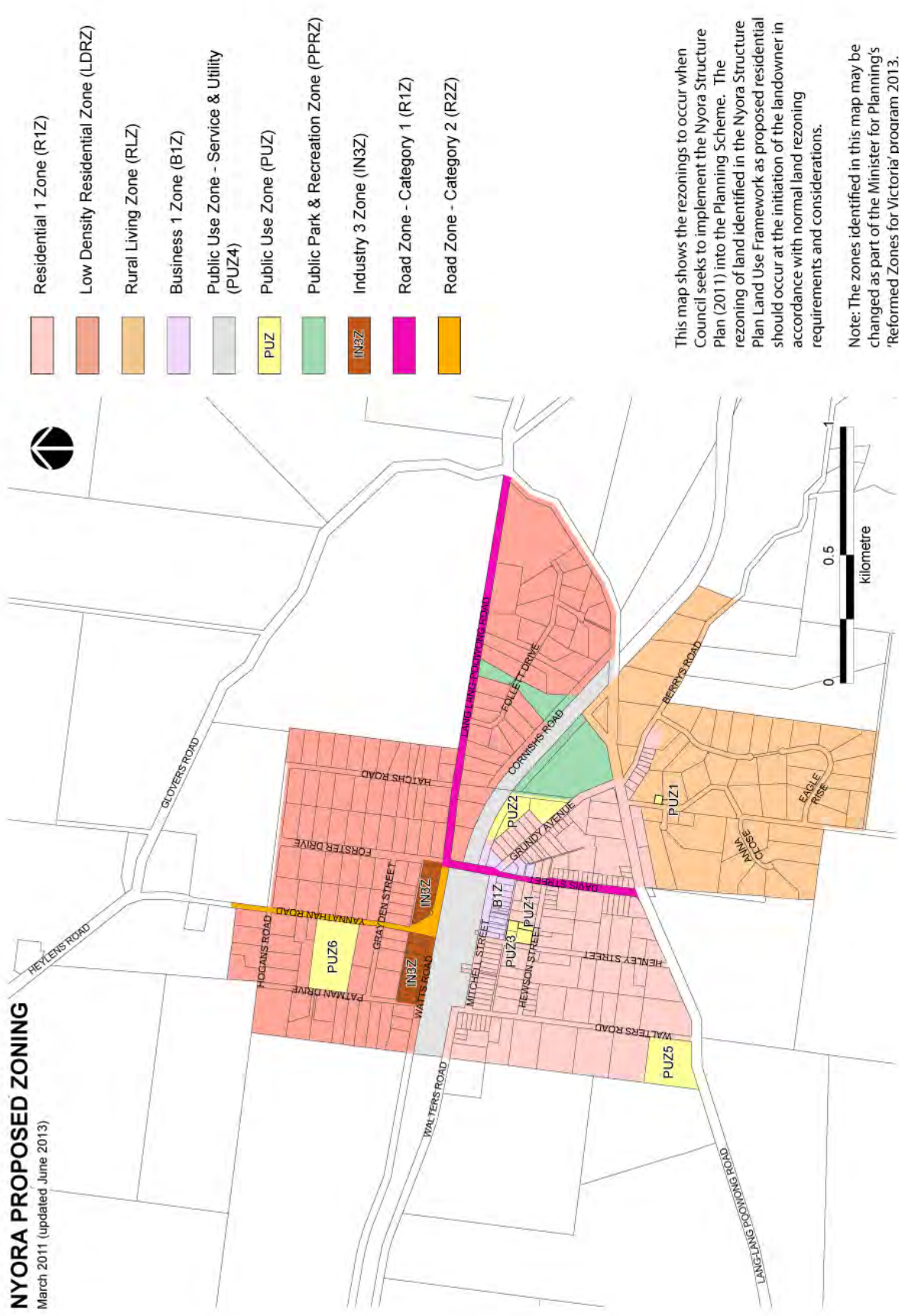
**NYORA
LAND USE FRAMEWORK**
March 2011 (updated June 2013)



- | | | | |
|--|-------------------------------|--|--|
| | Township boundary | | Industrial Zone |
| | Distance from the town centre | | Residential |
| | Buffer to sand resource | | Residential investigation area |
| | Vegetation | | Longer term residential investigation area |
| | Closed road | | Low density residential |
| | Heritage protected structures | | Rural Living Zone |
| | Contours (10m intervals) | | Commercial |
| | Watercourses | | Public use |
| | | | Open space |
| | | | Farming |

NYORA PROPOSED ZONING

March 2011 (updated June 2013)



This map shows the rezonings to occur when Council seeks to implement the Nyora Structure Plan (2011) into the Planning Scheme. The rezoning of land identified in the Nyora Structure Plan Land Use Framework as proposed residential should occur at the initiation of the landowner in accordance with normal land rezoning requirements and considerations.

Note: The zones identified in this map may be changed as part of the Minister for Planning's 'Reformed Zones for Victoria' program 2013.