

## UGMS OBJECTIVES

1. *A strong economy and supportive business environment*
2. *The sustainable provision of physical infrastructure and community services.*
3. *Environment and lifestyle protected against the pressures of projected population growth.*

## 4. GROWTH SCENARIOS

# Chapter 4

### Chapter Outline

This chapter considers possible future growth scenarios for Victor Harbor to the year 2030.

Estimating the size and age structure of the future population is a difficult science. Different data sets and assumptions about rates of birth, death, migration and urban development significantly impact upon population and dwelling projections.

This chapter reviews a range of approaches to projecting the future size of the population and thus dwelling and land supply requirements, based upon different data sets and assumptions. The strengths and weaknesses of each approach are discussed, before the most likely and useful scenario is offered as the way forward for planning future urban growth.

### Summary of Key Points

After reading this chapter, you should understand the following:

1. The rate of population growth and new housing construction in Victor Harbor has fluctuated considerably in recent times
2. The factors which contribute to population growth and thus demand for housing and land
3. The available supply of land for urban purposes and the rationale behind ensuring a rolling supply of zoned residential land
4. Actions taken now to re-direct growth have far reaching long term affects on the spatial, economic, environmental and community qualities of Victor Harbor by 2030.
5. Council's preferred position on rezoning Deferred Urban Land between 2013 and 2017.

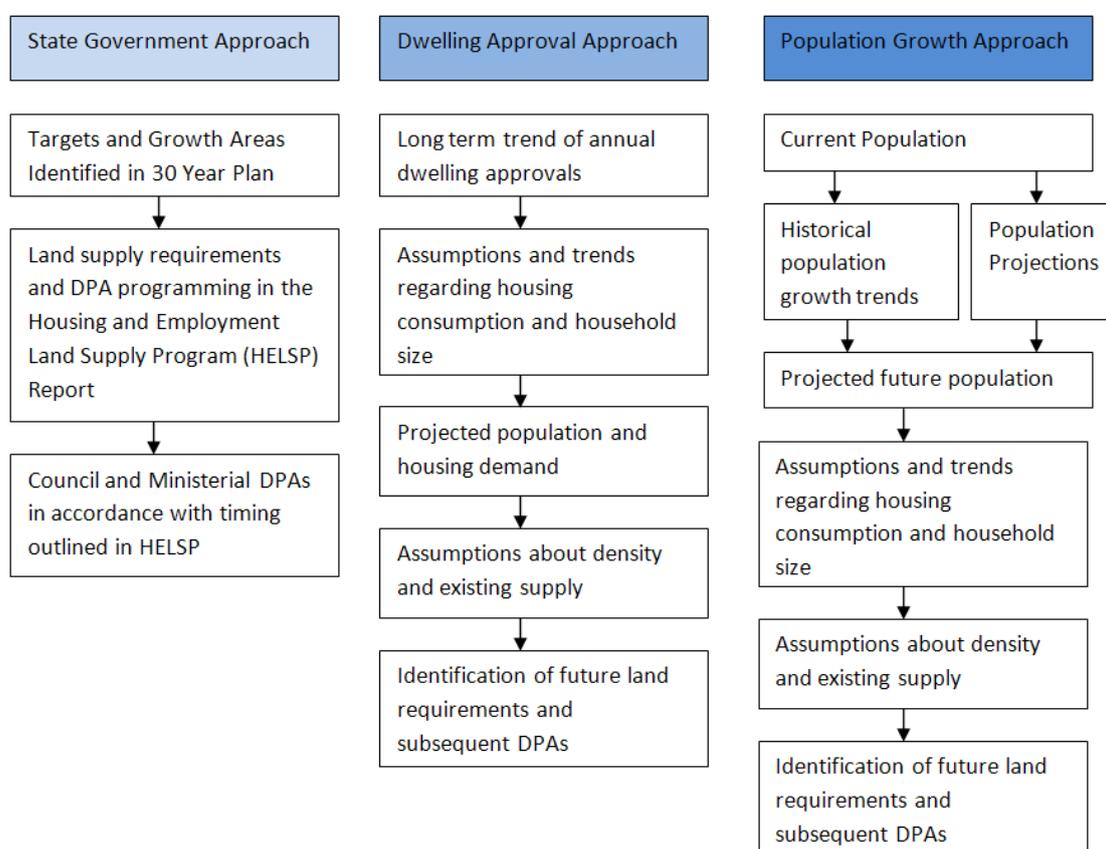
## 4.1 RESIDENTIAL LAND REQUIREMENTS

### 4.1.2 Residential Land Supply and Demand, 2012

There are multiple ways to estimate the likely future demand of land for residential purposes. One approach is to implement the State Government’s strategic land use planning agenda, based upon its population projections, targets and modelling of land supply requirements. Another is to estimate the number of dwellings likely to be constructed, and use this to project the size of the future population and land requirements. Another again is to use population projections as the basis of future demand for housing.

Each methodology is summarised in Figure 11 below. Following this is a description of the methodology, outcomes for Victor Harbor and assumptions/limitations as it relates to each approach. This information is drawn together in Section 4.2 which outlines the adopted UGMS scenario which is used to determine land supply requirements.

**Figure 11 Approaches for determining land supply requirements.**



### 4.1.3 State Government Approach

#### Methodology

The 30 Year Plan establishes population and dwelling targets for the Fleurieu region. These targets outline the proportion of growth that the region needs to accommodate in managing projected population growth of 560,000 people across Greater Adelaide over the 30 years to 2040.

The 30 Year Plan outlines the existing and future urban areas that are needed to accommodate population and dwelling targets. The 30 Year Plan also contains the target of ensuring there is a 15 year supply of residential zoned and development ready land<sup>119</sup>.

The Housing and Employment Land Supply Program (HELSP) report builds on this by providing greater detail regarding land supply and the timing of required rezoning, to ensure there are sufficient supplies of zoned land to meet the 30 Year Plan targets.

It is intended that the HELSP report, along with Strategic Direction Reports, inform the timing of Development Plan Amendments (DPAs).

*Outcomes*

Table 3 contains the 30 Year Plan targets for the Fleurieu region to the year 2038:

**Table 3 - 30 Year Plan Targets for the Fleurieu Region<sup>120</sup>.**

| <b>Population and dwellings</b>    | <b>Net additional dwellings</b> | <b>Net additional population</b> |
|------------------------------------|---------------------------------|----------------------------------|
|                                    | 14,500                          | 22,000                           |
| <b>Affordable housing</b>          | <b>Net additional dwellings</b> |                                  |
|                                    | 2175                            |                                  |
| <b>Employment</b>                  | <b>Net additional jobs</b>      |                                  |
|                                    | 11,500                          |                                  |
| <b>Gross land supply</b>           | <b>Hectares</b>                 |                                  |
| Townships (incl. local employment) | 1570                            |                                  |
| New regional employment lands      | 120                             |                                  |

<sup>119</sup> Policy 33, New metropolitan and township growth areas, *30 Year Plan for Greater Adelaide*, page 82.

<sup>120</sup> Table E8, *30 Year Plan for Greater Adelaide*, page 170.

The 2010 HELSP Report identifies the following dwelling targets for the Fleurieu region for the first 15 years (i.e. 2010-2024):

**Table 4 Dwelling Targets for the Fleurieu Region in the HELSP Report<sup>121</sup>.**

| Time period                                | Dwelling targets |
|--|------------------|
| Short term (0-5 years)                     | 3000             |
| Medium term (6-10 years)                   | 3000             |
| <b>Long term (11-15 years)</b>             | <b>3500</b>      |
| <b>Total first 15 years</b>                | <b>9500</b>      |
| <b>Annual average, first fifteen years</b> | <b>633</b>       |

On the basis of these targets and existing broadacre land supply, the 2010 HELSP Report identifies future development sites that will be needed to accommodate anticipated growth. In the Victor Harbor Council area, the following sites are identified as being suitable for residential development and in need of Structure Plans and DPAs in the near future<sup>122</sup>:

- 96 ha privately owned land
- 6 ha Government owned land (former TAFE site)
- 38 ha Government owned land (former wastewater treatment facility).

*Assumptions and Limitations*

The State Government methodology is based upon a series of assumptions about population growth and the associated land supply requirements that are not publically available. It is noted that some of the sites identified by the HELSP report are not currently in Residential Zones, and their rezoning for residential purpose is not necessarily supported by Council.

**4.1.4 Dwelling Approval Approach**

*Methodology*

The dwelling approval approach projects likely future demand for housing and future population size based on approval data for the period 1995/96 to 2011/2 (Council data via i.d. profile), as well as 2011 Census data regarding housing type and size, and the size of the current population. This data is provided in Table 5.

With respect to household size, it is assumed that there will continue to be 2.1 people per dwelling. This was the figure from both the ABS 2011 and 2006 Censuses and it is assumed that this is unlikely to increase owing to the existing ageing trend in the population, and projected continuation of this characteristic in the DPTI population projections.

Dwelling consumption refers to the number of dwelling approvals that are likely to be new dwellings on vacant allotments. It has been assumed that all dwellings other than detached dwellings (such as flats, units and apartments) will occur as infill and do not contribute to demand for greenfields land. A consumption rate of 87% has been assumed, as at the 2011 Census, 87% of dwellings in Victor Harbor were detached dwellings.

An ongoing occupancy rate of 70% has been assumed. At the 2011 Census, 30% of dwellings in the Council area were vacant (i.e. holiday homes and the like). This trend is consistent with previous censuses and it is expected that this characteristic will continue into the future.

<sup>121</sup> Table 3.44, *Housing and Employment Land Supply Program Report 2010, Greater Adelaide*, page 135.

<sup>122</sup> Table 3.47, *Housing and Employment Land Supply Program Report 2010, Greater Adelaide*, page 140.

Outcomes

**Table 5 Population Projections based on the ‘ Dwelling Approval’ approach**

|   | <b>5 Year Trend<br/>2007/08-2011/12</b> | <b>10 Year Trend<br/>2002/03-2011/12</b> | <b>17 Year Trend<br/>1996/97-2011/12</b> |
|---|---|--|--|
| Averaged Annual Dwelling Approvals  | 208.2                                   | 243.5                                    | 224.8                                    |
| Averaged Annual Consumption of allotments<br>(assumed that 87% of all residential<br>development is a detached house) | 181.1                                   | 211.8                                    | 195.6                                    |
| Averaged Annual Allotment Consumption of<br>allotments multiplied by Average Dwelling<br>Occupancy (2.1)              | 437.2                                   | 511.4                                    | 472.1                                    |
| Adjusted for Rate of Occupied Dwellings<br>(70%)  | 306.1                                   | 357.9                                    | 330.5                                    |
| 2020 Population Projection (based upon<br>2011 Census population of 13,841)   | 16,596                                  | 17,063                                   | 16,815                                   |
| 2030 Population Projection (based upon<br>2011 Census population of 13,841)   | 19,657                                  | 20,642                                   | 20,120                                   |

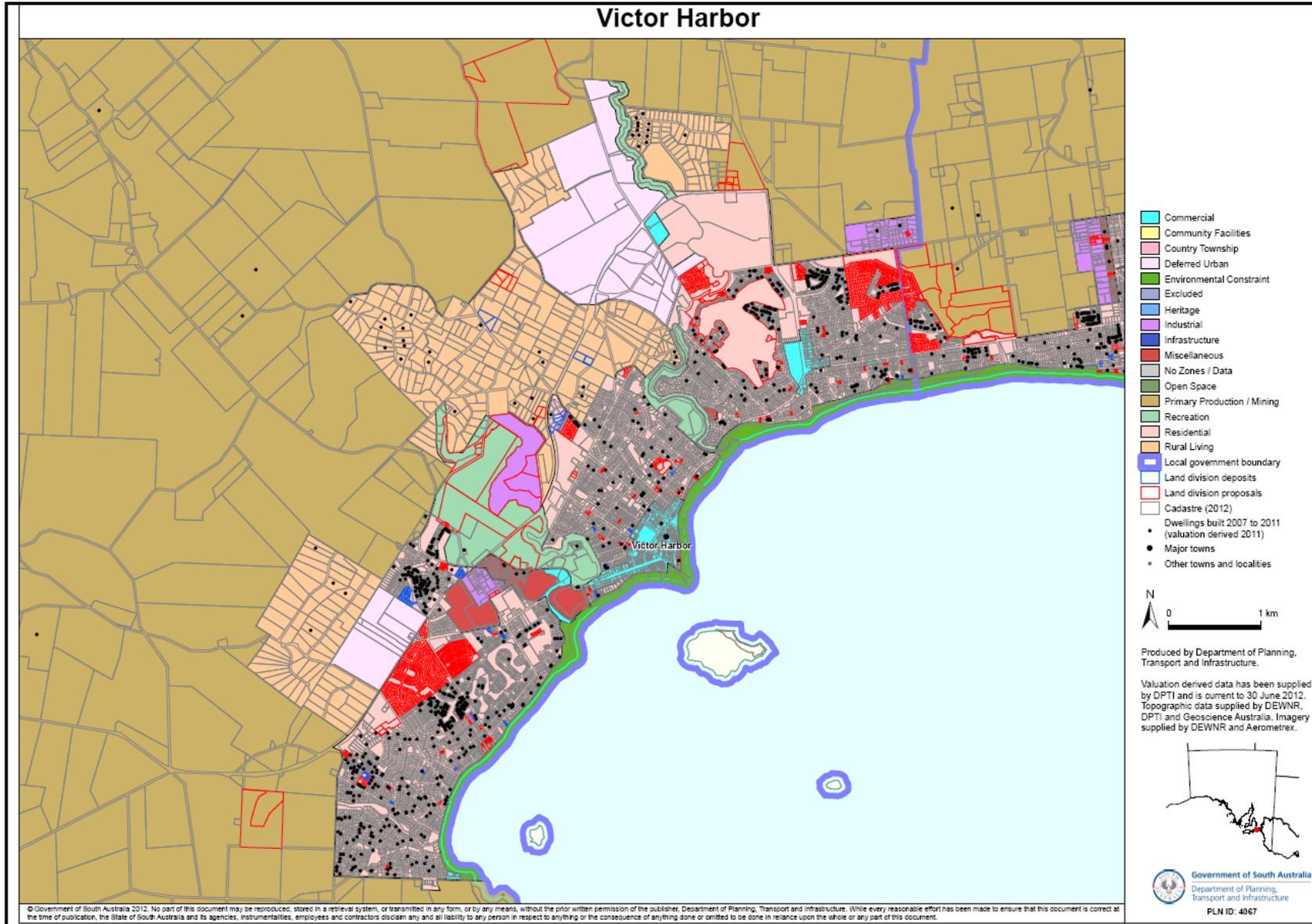
Table 5 shows that the number of dwelling approvals each year has varied in recent times, with the five year trend showing fewer dwelling approvals, the ten year trend showing a high rate of approvals, and the seventeen year trend showing an “intermediate” level of approvals.

For the purposes of this report, the 17 year trend has been adopted as this is the longest time period and thus is less likely to be skewed by ‘boom’ or ‘bust’ years.

The 17 year trend shows that there has been an average of 225 residential buildings approved each year (196 of which are likely to consume vacant land), which has added 330 people to Victor Harbor’s permanent population each year. If these long term trends are to continue, Victor Harbor’s permanent population will increase to 16,815 people by 2020 and 20,120 by 2030.

Figure 12 documents the location of new dwelling constructions and land division proposals and deposits between 2007 and 2011. The map demonstrates that there have been a small number of large residential land division proposals on the periphery of Victor Harbor within Residential Zones. There have been a small number of ‘one into two’ land divisions within existing built up areas. New dwelling constructions have been scattered across the City, although there was a greater concentration of new dwelling constructions in new estates at Encounter Bay and McCracken.

Figure 12 Recent Development Activity around Victor Harbor



*Assumptions and Limitations*

It should be noted that population growth and change can occur independently of new dwelling constructions, which is a limitation of using historical dwelling approval data to forecast future populations. In addition, this methodology includes a ‘scaling back’ of the number of dwelling approvals, based upon the assumption that non-detached residential development does not contribute to demand for vacant land, and that vacant dwellings do not increase the size of the resident population.

**4.1.5 Population Growth Approach**

*Methodology*

The population growth approach relies on analysis of the historical population growth rates, which can then be projected forward, as well as population projections prepared by the State Government Department of Planning, Transport and Infrastructure. This approach develops a possible future population size and uses this to estimate likely housing demand and thus land supply requirements.

*Outcomes*

**Table 6 Historical Rates of Population Growth**

|             | Population | Growth in Previous 5 Years | Growth Rate in Previous 5 Years | Annual Growth Rate in Previous 5 Years |
|-------------|------------|----------------------------|---------------------------------|--|
| 1996 Census | 8,656      |                            |                                 |  |
| 2001 Census | 10,747     | 2,091                      | 24.2%                           | 4.8%                                   |
| 2006 Census | 12,012     | 1,265                      | 11.8%                           | 2.4%                                   |
| 2011 Census | 13,841     | 1,829                      | 15.2%                           | 3.0%                                   |

Table 6 shows that between 1996 and 2011, the City of Victor Harbor grew by 5,185 people, at an average of 4.0% per annum. This growth rate fluctuated within the fifteen years, although was highest between 1996 and 2001, when 2,091 people were added to the population at a rate of nearly 5% per annum.

Table 7 contains population projections based upon this historical population data. Three scenarios are provided – a five, ten and fifteen year trend – based upon the rates of population growth experienced in Victor Harbor between the 1996, 2001, 2006 and 2011 Censuses. All of the projections build upon the 2011 Census figure of 13,841 and are projections that compound additional growth on an annual basis.

**Table 7 Population Projections based on Historical Rates of Population Growth**

|                    | 5 Year Trend (2006-2011) | 10 Year Trend (2001-2011) | 15 Year Trend (1996-2011) |
|--------------------|--------------------------|---------------------------|---------------------------|
| Annual Growth Rate | 3.0%                     | 2.4%                      | 4.0%                      |
| 2020 Projection    | 18,059.4                 | 17,134.3                  | 19,700.1                  |
| 2030 Projection    | 24,270.3                 | 21,720.3                  | 29,160.9                  |

For the purposes of this report, the 15 year trend has been adopted as this is the longest time period and thus is less likely to be skewed by ‘boom’ or ‘bust’ years.

As Table 7 shows, when projecting the future population on the basis of trends observed over the past 15 years (4.0% per annum), Victor Harbor is expected to grow to a size of 19,700 by 2020 and 29,161 by 2030.

Table 8 contains DPTI's population projections for Victor Harbor, along with the 2011 Census population for comparison purposes.

**Table 8 Population Projections prepared by the Department of Planning, Transport and Infrastructure.**

|                    | Population | Growth in Previous 5 Years | Growth Rate in Previous 5 Years | Annual Growth Rate in Previous 5 Years |
|--------------------|------------|----------------------------|---------------------------------|--|
| 2011 Census Figure | 13,841     |                            |                                 |  |
| 2011 Projection    | 14,298     |                            |                                 |  |
| 2016 Projection    | 16,171     | 2,330                      | 13.5%                           | 2.7%                                   |
| 2021 Projection    | 17,673     | 1,502                      | 9.3%                            | 1.9%                                   |
| 2026 Projection    | 19,343     | 1,670                      | 9.4%                            | 1.9%                                   |

The DPTI Projections expect Victor Harbor to be home to 19,343 people by 2026. In order for this to be realised (i.e. when compared to the current population of 13,841), the Council area needs to grow by 5,502 people, which averages 367 per year, and a rate of 2.65% per annum.

*Dwelling Demand Based on the Population Growth Approach*

On the basis of historical rates of growth and population projections, it is considered appropriate to assume the population will grow at a rate of 3.3% per annum moving forward. This rate has been selected as a mid-point between the rate of growth required to achieve the DPTI 2026 Population Projection (2.65% per annum) and the fifteen year historical trend observed between the 1996 and 2011 Census (4.0% per annum)<sup>123</sup>.

A growth rate of 3.3% per annum would see Victor Harbor grow to 18,538 by 2020 and 25,649 by 2030.

Working backwards from these figures, a population of 25,649 equates to an increase of 11,808 people over the 19 years between 2012 and 2030 (using the 2011 Census population as the starting point). This increase averages to 621 people per year. This would generate demand for 296 dwellings per year<sup>124</sup>.

This scenario suggests that a much larger volume of new dwellings will be required in coming years to satisfy demands generated by population growth (identified through projections) than the modelling based on dwelling approvals. This dwelling requirement figure is significantly higher than the 5, 10 and 15 year trends regarding dwelling approvals in the City of Victor Harbor. This, in turn, suggests that if population projections are to be achieved in the City of Victor Harbor, the rate of residential dwelling construction would need to significantly increase above levels experienced in the recent past.

*Assumptions and Limitations*

Projecting future population based upon historical rates of growth assumes that trends observed in the recent past will continue into the future. There is no certainty that this will occur as future population growth is dependent on a range of factors that are difficult to anticipate.

<sup>123</sup> Average calculated as follows: 2.65 + 4.0 divided by 2

<sup>124</sup> 621 people divided by 2.1 (average household size – assumed the 2011 Census figure will not change)

Similarly, the population projections prepared by the Department of Planning, Transportation and Infrastructure are based upon a series of assumptions about fertility, mortality and migration that may or may not be realised.

It should also be noted that the DPTI population projections were developed prior to the release of the 2011 Census data. These projections had modelled the 2011 population to be 14,298 (based on the 2006 Census data and other trends). The 2011 Census count was 13,841, meaning that the projections have over-estimated the 2011 size of Victor Harbor by 457 people. In light of this 2011 Census data, it is reasonable to assume that these projections will not be met. It is understood that DPTI are currently revising these population projections based upon 2011 Census data.

#### 4.1.6 Preferred Approach

The dwelling approval and population growth approaches yield different conclusions about the likely number of dwelling approvals (and thus population size) in Victor Harbor into the future. These range from 196 per year (dwelling approval approach - Table 3) to 296 per year (assuming population growth of 3.3% per annum). Given the need to ensure that there is sufficient land available to accommodate growth, while also ensuring that the market is not unnecessarily flooded with residential land in an un-coordinated manner, it is considered prudent to use a dwelling approval of 220 dwellings per annum to determine land supply requirements.

This figure is lower than the figure derived from the 'population growth' approach because, as previously discussed, achieving population projections will require a significant increase in the amount of residential activity which is unlikely to occur based on recent trends. A figure of 220 dwellings per annum accords with the 17 year trend of 225 dwelling approvals per annum, but is lower to reflect approvals over the past five years of 208 dwellings approvals per annum.

#### 4.1.7 Land Supply Requirements

In determining land supply requirements, a gross site density of 12 dwellings per hectare has been assumed. The term gross density refers to the definition provided by Planning SA in the *Understanding Residential Densities*<sup>125</sup> document:

***Gross Density is calculated from the total development site area and allows for roads (20%) and open space (12.5%), but does not include non-residential development such as schools and shops.***

In the 30 Year Plan, all development less than 35 dwellings per hectare is considered 'low density'<sup>126</sup>. Within the *Understanding Residential Densities* document, residential development is considered to be 'very low density' when the approximate gross density is less than 11 dwellings per hectare, while it is considered 'low density' at gross densities between 11-22 dwellings per hectare. The handbook provides several examples which illustrate the average site areas that can be expected at different densities. Information relevant to new residential development in Victor Harbor is summarised in Table 9:

**Table 9 Relationship between gross density and average site area.**

| Gross Density (dwellings per hectare) | Average site area per allotment (sqm) |
|---------------------------------------|---------------------------------------|
| 9-10                                  | 700-800                               |
| 10-11                                 | 600-700                               |
| 11-12                                 | 500-600                               |

<sup>125</sup> *Understanding Residential Densities: A pictorial handbook of Adelaide Examples*, prepared by the Government of South Australia in November 2006, available online at [http://www.sa.gov.au/upload/franchise/Housing,%20property%20and%20land/PLG/Understanding\\_residential\\_densities\\_handbook.pdf](http://www.sa.gov.au/upload/franchise/Housing,%20property%20and%20land/PLG/Understanding_residential_densities_handbook.pdf)

<sup>126</sup> Box 1 – Housing Density, *30 Year Plan for Greater Adelaide*, page 95.

For Victor Harbor, a gross density of 12 dwellings per hectare is assumed, which will yield an average site area per allotment of approximately 500sqm, assuming 20% of land is used for roads, and 12.5% for public open space.

Having regard to both market and community preferences for detached dwellings in outer metropolitan areas, a gross site density of 12 dwellings per hectare is considered appropriate for the purposes of estimating land supply in Victor Harbor. While it is noted that increased densities could be achieved through the introduction of land use policies which encourage greater housing choice and affordable housing, it is anticipated that the majority of new allotments will continue to be low density. This is reflected in a review of 1,445 new allotments which have recently been approved as part of five major broadhectare land divisions on the fringe of the Victor Harbor urban area<sup>127</sup>. The review indicated that, on average, gross site densities of between 9 and 12 dwellings per hectare have been achieved.

With the above in mind, it is estimated that 18.33ha of broadacre land will be required each year in order to meet the anticipated demand of 220 new dwellings per annum, (220 dwellings divided by 12 dwellings/hectare).

#### *Existing Land Supply*

According to the City of Victor Harbor GIS database in February 2013, there is currently 252 ha of broadhectare land that is available for residential development in the City of Victor Harbor<sup>128</sup>. This does not include any vacant residential allotments in existing areas, land in rural living zones or allotments that may be yielded from the redevelopment of existing residential properties.

#### *Additional Land Requirements – Scenario One*

Based on an allotment consumption rate of 220 dwellings per annum and a gross site density of 12 dwellings per hectare, it is estimated that 18.33ha of broadhectare land will be required each year. This means that a total of 274.95ha of broadhectare land will be required to the year 2028 to meet the requirement of 15 years supply of zoned land. Given that in 2013 the supply of broadhectare land in Victor Harbor was 252 ha, there is currently a 14 year supply of residentially zoned land, which means that Victor Harbor is close to satisfying the 30 Year Plan target of a 15 Year Supply of Residentially Zoned Land. This scenario is reflected in Table 10 below:

**Table 10 – Land Supply Requirements**

| <b>Current Land Supply (2013)</b> | <b>Annual Consumption</b> | <b>Current Land Supply (years)</b>                        | <b>Land Required to meet 15 Year Supply of Zoned Land (2013 – 2028)</b> | <b>15 Year Supply Target Met</b>  |
|-----------------------------------|---------------------------|---|---|---|
| 252 Ha                            | 18.33ha                   | 14<br><br>(current land supplies to be exhausted by 2027) | 275ha   | <b>X</b><br><br>Shortfall of 23 Ha to meet 15 Year Supply of Residentially Zoned Land |

The above scenario adopts a reasonably conservative approach in that it assumes that all new residential dwellings will be constructed on broadhectare land. In reality, some new dwellings will

<sup>127</sup> Review of land division proposals creating more than 150 allotments, URPS, 2012.

<sup>128</sup> Shown on Map 24 in Chapter 5.

be created on vacant allotments in existing residential areas and some new dwellings will be constructed as a result of infill development (e.g. the replacement of an existing dwelling with two or more new dwellings).

In summary, it is estimated that the existing supply of residential broadhectare land will be sufficient to satisfy demand until the year 2027. This equates to a 14 year supply for Victor Harbor, which is close to but does not satisfy the 30 Year Plan for Greater Adelaide target of a 15 year supply of residentially zoned land. Naturally, as land is developed and the supply is reduced, additional land will need to be rezoned to maintain this supply.

#### *Additional Land Requirements – Scenario Two*

Based on the scenario above, it is estimated that there is currently a 14 year supply of residential broadhectare land in Victor Harbor. However, it is acknowledged that the State Government and the development industry often apply a discount when estimating land supply. This discount is intended to take into account possible 'land banking' where property owners may decide not to develop their land in the short to medium term for a variety of reasons. To illustrate this, the 2010 Housing and Employment Land Supply Program (HELSP) Report for Greater Adelaide factors in a discount of 50% for land that is privately owned and 25% for land that is owned by Government Agencies or companies<sup>129</sup>. This is consistent with the 30 Year Plan which has the following policy for estimating the amount of land that should be set aside for residential purposes:

*“Allow for four factors in the amount of land that needs to be set aside for residential purposes and the management of the Housing and Employment Land Supply Program. They are:*

- the total amount of housing that will need to be provided over 30 years
- the projected annual rate of new housing that needs to be produced
- the amount of land that needs to be zoned at any given time to achieve the housing production, factoring in the long lead times for land development
- the amount of land that is not likely to get to market because of fragmented ownership, lack of interest by the owner to bring the land to market, and loss of residential capacity due to provision for open space and infrastructure.<sup>130,</sup>

Land designated for urban development surrounding Victor Harbor is owned by a mixture of companies and private bodies. For the purposes of 'discounting' land supply requirements to better account for land owner willingness, a discount of 25% has been adopted, reducing the amount of available land by 63 hectares. This results in a total supply of 'available' broadhectare land of 189ha.

If the above 'land banking' scenario is adopted, the supply of residential broadhectare land in Victor Harbor is reduced from 14 years to 10 years. This means that an additional 86ha of land will need to be identified and rezoned in order to meet the 30 Year Plan for Greater Adelaide's target of a 15 year supply of residentially zoned land. This scenario is reflected in table 11 below:

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<sup>129</sup> Housing and Employment Land Supply Program Report 2010, Greater Adelaide, page 14

<sup>130</sup> Policy 12, Efficient planning of land supply and the Housing and Employment Land Supply Program, *30 Year Plan for Greater Adelaide*, page 96.

**Table 11 Land Supply Requirements (factoring in discounts due to landowner willingness)**

| Current Land Supply (2013 - with discounts) | Annual Consumption | Current Land Supply (years)                        | Land Required to meet 15 Year Supply of Zoned Land (2012 – 2027) | 15 Year Supply Target Met  |
|---|--------------------|--|--|--|
| 189ha                                       | 18.33ha            | 10 (current land supplies to be exhausted by 2023) | 274.95ha   | X<br>Shortfall of 86 Ha to meet 15 Year Supply of Residentially Zoned Land |

*Conclusion*

Two different scenarios have been explored in this chapter in order to estimate the future residential land requirements for Victor Harbor. The first scenario, which does not factor in 'land banking', estimates that there is a 14 year supply of residential broadhectare land in Victor Harbor (from 2012). The second scenario, which allows for 'land banking', estimates that there is a 10 year supply of residential broadhectare land in Victor Harbor (from 2013).

Rates of housing consumption may increase or decrease dependent upon household structure, density of development, urban consolidation/infill, availability of suitably zoned land ahead of supply, and rate of population growth.

The City of Victor Harbor has resolved to undertake both Residential Infill and Residential Greenfields studies to determine:

- potential yield from infill and the policy changes required to optimise this yield;
- the impact of lower than projected growth rates and slow rates of building approvals for existing residentially zoned land on demand for new broadacre land.

These studies are intended to commence in 2014/15 and will inform the need to prepare Residential DPA's to address infill development and broadacre land supply.

It is anticipated that these DPA's would be endorsed by Council and the Minister for Planning in the 2017/18 financial year.

Accordingly Council has placed a moratorium on any further rezoning of broadacre residential land until these studies and Development Plan Amendments have been completed.

## 4.2 EMPLOYMENT LAND SUPPLY AND DEMAND

### 4.2.1 Retail Supply and Demand, 2006<sup>131</sup>

#### Supply

- Existing retail floor space Supply: 25,500m<sup>2</sup> (69% of floor space within the Town Centre)
- Existing floor space Shortage: 5,000 – 6,000m<sup>2</sup> to be supplied by a new neighbourhood centre
- No bulky goods retailing

#### Assumptions

- Population Growth Distributions<sup>132</sup>  
*Assumption: there will be no growth in the rural parts of the Council area and virtually all new dwellings to 2020 will be in new urban areas. Household occupancy will remain constant at 2.2 persons per dwelling.*
- Land Supply  
*Assumption: 5,000m<sup>2</sup> of additional retail floor space equates to 1.6ha assuming a grossing up factor of 20%, car parking at 5.5 spaces/100m<sup>2</sup> and a 15% margin on the resultant calculation for ancillary site areas.*
- Definition of Retail<sup>133</sup>  
*Assumption: Bulky Goods Retailing, although a quasi-industrial activity, is included as a retail use for the purpose of retail floor space requirements/projections.*
- Floor space 'split'  
*Assumption: Floor space in any new neighbourhood centres will be split 70:30 for a smaller centre between food and non food retailing respectively, with these proportions reversed (30:70) for a larger centre.*

#### Demand

- Additional Demand between 2006 – 2011: 5,000 – 6,000m<sup>2</sup> to be supplied in a second neighbourhood centre
- Additional Demand between 2011 – 2016: 15,500m<sup>2</sup>, made up of 12,000m<sup>2</sup> in each of the neighbourhood centres and 3,500m<sup>2</sup> elsewhere
- Total Additional Retail Floor space Demand by 2016 = 25,000m<sup>2</sup> (8ha)
- Total Additional Bulky Goods Floor Space Demand by 2016 = 15,500m<sup>2</sup> (2.4ha)
- Demand beyond 2016  
*No modelling has been undertaken beyond 2016 because of reduced reliability of forecasting at this distance. However, forecast population growth beyond this period confirms a need to reserve additional land to 2030.*

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<sup>131</sup> Colliers International (2006) *Victor Harbor Urban Growth Management Strategy: Commercial Land Use Review, Parts 1 and 2.*

<sup>132</sup> Methodology Consistent with Piron, S (July 2005) *Population Projections Report*, City of Victor Harbor

<sup>133</sup> Colliers International (2006) *Victor Harbor Urban Growth Management Strategy: Commercial Land Use Review, Parts 1 and 2.*

## 4.2.2 Commercial Supply and Demand, 2006<sup>134</sup>

### Supply

- Existing Supply: There is limited/heavily restricted supply of suitable commercial floor space (eg offices, consulting rooms) within centre zones.
- Existing floor space supply: 9,500m<sup>2</sup> floor space (50% of which is within the Town Centre)

### Assumptions

- Population Growth<sup>135</sup>  
*Assumption: Future demand has been modelled against a commercial floor space rate of 0.73m<sup>2</sup> per person in Victor Harbor and 0.38m<sup>2</sup> per person of the coastal strip in Alexandrina is included (requirement 3,000m<sup>2</sup> by 2016 using the former and 4,500m<sup>2</sup> using the latter).*

### Demand

- Additional Demand between 2006 – 2016 = 4,500m<sup>2</sup>
- Additional Demand between 2016 – 2030 = 4,500m<sup>2</sup>
- Demand beyond 2016  
*No modelling has been undertaken beyond 2016 because of reduced reliability of forecasting at this distance. As a “broad brush” guide (Extrapolating figures to proceeding periods) a total of 9,000m<sup>2</sup> of additional floor space may be required by 2030.*
- Total Additional Demand by 2030 = 9,000m<sup>2</sup>

### Other

There is also projected demand for:

- 2ha of tourist/visitor accommodation
- 10.5ha (approximately) for car parking, access routes, landscaping

Given that the population of Victor Harbor has grown at a rate close to that assumed by this modelling, it is reasonable to assume that the retail demand anticipated for 2011 in the UGMS exists today. That is, there is currently un-met retail demand in excess of 10,000-12,000m<sup>2</sup>, in addition to demand for commercial development and bulky goods retailing.

In December 2012, the City of Victor Harbor submitted a Statement of Intent for a Centres Review Development Plan Amendment to the Minister for Planning. It is anticipated that this Development Plan Amendment will consider the retail and commercial issues identified by the UGMS, including the size and distribution of centre zones across the Council area. The focus of this work will include, but not be limited to,

- A neighbourhood centre in the vicinity of the Tabernacle and Waitpinga Roads intersection
- “Commercial” uses at the former TAFE Site adjacent the Adelaide, Port Elliot and Hindmarsh Roads intersection
- Bulky goods retailing at Waterport Road.

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<sup>134</sup> Colliers International (2006) *Victor Harbor Urban Growth Management Strategy: Commercial Land Use Review, Parts 1 and 2.*

<sup>135</sup> Methodology Consistent with Piron, S (July 2005) *Population Projections Report*, City of Victor Harbor

### 4.2.3 Industrial Land Supply and Demand, 2006<sup>136</sup>

#### *Supply*

Existing Supply = 40ha

#### *Assumptions*

- Population Growth  
*Assumption: Future supply equates to a past rate of 1 hectare per 264 people.*

#### *Demand*

Additional Demand between 2006 – 2011 = 20ha

Additional Demand between 2011 – 2016 = 10ha

Additional Demand between 2016 – 2030 = 20ha

Total Additional Demand by 2030 = 50ha

Total Projected (possible) Supply = 39ha

Total Projected Shortfall = 11ha

All possible identified future industry sites will be exhausted by 2022 if all were to be rezoned for industry use.

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<sup>136</sup> Colliers International (2006) *Victor Harbor Urban Growth Management Strategy: Commercial Land Use Review, Parts 1 and 2* and  
Conner Holmes (2006) *Industrial Land Study*

### 4.3 Possible Physical Growth Scenarios



Continue with Existing Approach

**Brief Description**

Victor Harbor continues to expand to the east and west as well as north of the Ring Road. New residential development is low density, with limited infill/consolidation within the existing township. This pattern of growth follows historic trends in broad hectare rezoning and will necessitate rezoning of farming lands and land containing valued natural landscape features (for residential purposes) by 2017.

Such a pattern has the following spatial implications:

**Spatial Advantages**

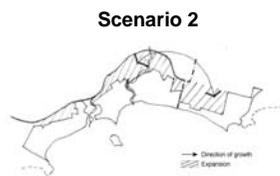
- Limited additional pressure on existing physical infrastructure within the existing township
- Limited impact on existing township character

**Spatial Disadvantages**

- Increases potential impact upon agricultural land
- Increases potential impact upon surrounding landscape values
- Inefficient layout for physical infrastructure and community services provision and access.
- Increases trip lengths and reliance on motor vehicle use.

**How could this happen?**

If population growth continues in accordance with projections, an increasing demand for low density dwellings will continue. Growth opportunities are limited to the east (requires rezoning by Alexandrina Council – see scenario 2) requiring additional land north of the Ring Road and to the west to be rezoned.



Directed Growth towards Port Elliot

**Brief Description**

The Ring Road forms the boundary for northern expansion, with further growth directed to the east toward Port Elliot. As with Scenario 1, new residential development is low density, with limited infill/consolidation within the existing township. This pattern of growth defines the Ring Road as the urban town boundary to the north.

Such a pattern has the following spatial implications:

**Spatial Advantages**

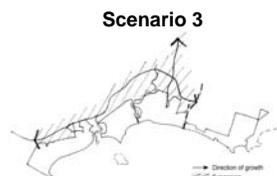
- Creates limited impacts on high quality agricultural Land. Agricultural Significance Assessments undertaken by PIRSA identify land between Victor Harbor and Port Elliot as mostly moderately significant.
- Creates potential for sharing of and consolidation of physical infrastructure arrangements between City of Victor Harbor and Alexandrina Local Government Area.
- Provides opportunities for centralised community services

**Spatial Disadvantages**

- Detracts from the distinctly different characters of each town.
- Converts the rural buffer between the towns to urban development.

**How could this happen?**

In setting the Ring Road as the Town Boundary, new development will extend along the Victor Harbor-Goolwa Road towards Port Elliot. This approach requires rezoning of farming land by Alexandrina Council, as well as rezoning of existing land south of the Ring Road.



Directed Corridor Growth

**Brief Description**

Growth is contained within the Victor Harbor area with future demand accommodated along the major access roads into the Town. Dwelling densities may increase near main roads although, under current growth projections there is/will be limited demand for this type of residential development away from the foreshore, with additional opportunity for linear commercial/industrial development. Low density broad hectare residential development continues north of the Ring Road and to the west.

Such a pattern has the following spatial implications:

**Spatial Advantages**

- Creates opportunities for improved economic opportunities for businesses requiring high exposure to passing traffic and/or ready access to transport routes.

**Spatial Disadvantages**

- Impacts upon rural landscape setting.
- Converts rural character between towns to urban development.
- Ring Road becomes the commercial/retail focus which alters the function and efficiency of the Ring Road to a 'main street'.
- Linear expansion creates inefficiencies in locating community services and physical infrastructure.

**How could this happen?**

Rezoning of 'growth corridors' to the north, west and east (up to the Council boundary) will reduce the amount of land required for residential rezoning north of the Ring Road. Main road fronting land will be attractive to many business operators, potentially freeing up existing land within the Town for residential use.



Consolidation and Infill

**Brief Description**

Future growth is accommodated only within existing urban areas via infill development (eg a second dwelling on an existing dwelling site) and consolidation (eg demolition of low density dwellings and replacement with medium density dwellings). Existing under utilised land in and around the Town Centre is redeveloped for residential use in lieu of commercial/business opportunities. Increased densities along the foreshore and in areas of high scenic value would occur.

Such a pattern has the following spatial implications:

**Spatial Advantages**

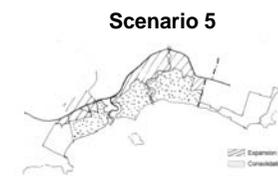
- Minimises the "ecological footprint" (ie encourages a sustainable urban form / improvements to energy efficiency).
- Generates sufficient density to sustain public transport.
- Improves accessibility to existing retail centres and community facilities.
- Maximises the use of existing physical infrastructure.
- Protects the landscape setting and environmental values of the surrounding hills.
- Limits the impacts on agricultural resources.

**Spatial Disadvantages**

- Retrofitting/improvement of existing physical and community infrastructure is inefficient and difficult to fund.
- Generates additional traffic, parking and people congestion within the town.
- Changes the existing township structure and character of the town.
- Places additional stress on existing stormwater and road infrastructure.

**How could this happen?**

By fixing the Town boundary around the present urban areas and rezoning existing land to favour increased densities, future growth will be accommodated within the existing Town footprint. Areas of high and medium density can be expected near services, around the Town Centre and along the foreshore.



Directed Growth – Expansion, Consolidation and Infill

**Brief Description**

Future growth is accommodated through a mix of minor expansion, consolidation and infill. The Ring Road forms the Town boundary to the north, with expansion to the east (to the Council boundary) and marginally to the west. Existing urban areas will yield increased residential densities, particularly around services/centres and in identified areas.

Such a pattern has the following spatial implications:

**Spatial Advantages**

- Creates limited impact on landscape character.
- Provides opportunities for redevelopment of undesirable areas within the existing urban area.
- Improves accessibility to retail centres and community facilities.
- Supports public transport.
- Maximises use of existing physical infrastructure.

**Spatial Disadvantages**

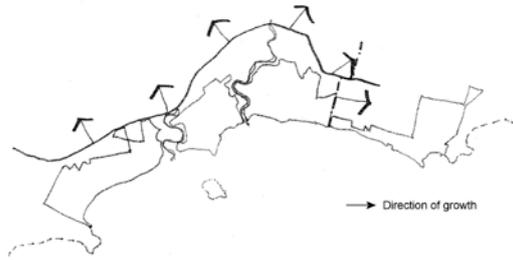
- Increases potential for impact on existing township character.
- Requires retrofitting/upgrading of existing physical infrastructure and increased maintenance as a result of increased capacity and frequency of use.

**How could this happen?**

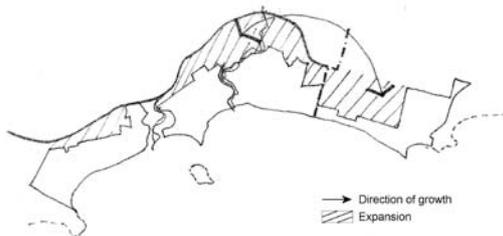
The Ring Road defines the Town boundary to the north, with broad acre land below (south) rezoned at low-medium densities. Existing deferred urban areas to the west are similarly zoned. Increased growth and a mix of dwelling types is provided for in purpose zoned areas considered appropriate for redevelopment (ie areas of mixed character, areas close to services, and areas of under utilised land). Areas of high amenity and areas of historic and landscape character will be secured under new zoning to ensure protection of these important features/elements.

### 4.3 Possible Physical Growth Scenarios

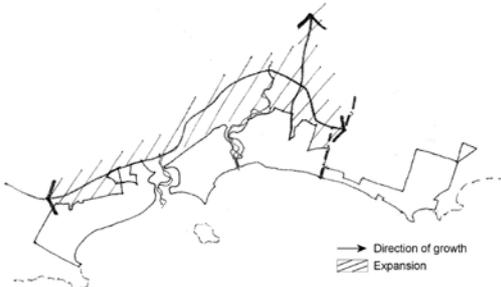
#### Scenario 1



#### Scenario 2



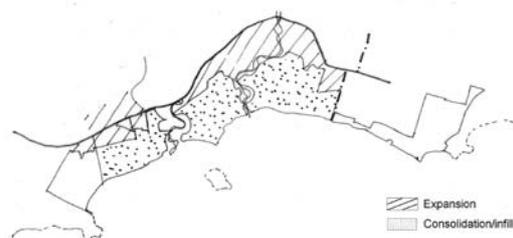
#### Scenario 3



#### Scenario 4



#### Scenario 5



#### 4.2.3 Comparison of Scenarios

The 5 scenarios presented represent 5 different patterns of growth for Victor Harbor. Scenario 1 represents a continuation of historic rezoning/settlement trends, with the other four exhibiting directed growth options via targeted rezoning of land.

Under Scenario 1, Victor Harbor 'sprawls' across its hinterlands, consuming farming land and replacing the attractive hillsides and open spaces surrounding the town with roof tops and roads. In the longer term, this approach is considered unsustainable with respect to cost and maintenance of infrastructure and impact upon visual amenity.

Scenarios 2 and 3 direct growth either towards Port Elliot (Scenario 2) or along major road corridors (Scenario 3). Scenario 2 requires Alexandrina Council to rezone land in its Council area to facilitate what would be a linking of the Towns. Such arrangement provides efficiencies in some services provision but redefines the character of each Township into one urban 'district' via the loss of the district green belt presently separating the Towns. Under Scenario 3 growth is contained in a 'corridor' form along main roads protecting agricultural land but presenting all entrances to the Town in a 'commercial' or highly urbanised fashion. Both scenarios offer some efficiencies in the provision of and access to services but only by "trading off" the present 'Township' identity of each.

Scenario 4 comprehensively redefines the past growth patterns by rezoning only for consolidation and infill. No additional broad hectare land is rezoned for urban development, with all new development occurring within the present urban area. This 'redevelopment' approach will ensure protection of the Township approaches and hinterlands from development (in contrast to Scenarios 1, 2 and 3). However, comprehensive changes to built form and character within the Town will follow. Such changes would include increases in density and building height and impact upon historic character as a result of more contemporary designs and an increase in dwelling numbers.

Scenario 5 comprises a modified form of Scenarios 2 and 4, without 'linking' to Port Elliot. This scenario sets the Town boundary at the Ring Road, thus providing for additional low-medium (likely more traditional styled) dwelling sites to the south and targeted consolidation and infill within the existing urban area. This 'targeted' consolidation and infill would see redevelopment areas identified and

zoned accordingly, with areas of special character protected.

### **4.3 PREFERRED GROWTH SCENARIO**

The preferred growth scenario is Scenario 5 – Directed Growth - Expansion, Consolidation, Infill. The township structure provided under Scenario 5 best supports the Vision for 2030 through the sensitive and selective consolidation and infill of the existing township, together with efficiently staged and coordinated expansion of the town as a contiguous extension of existing urban areas.

It should be noted that the physical growth scenarios represent ‘spatial’ actions only (centred on rezoning) – none of them, in themselves, will lead to any change in population structure or satisfaction of the UGMS Objectives. However, coupled with strategically directed actions aimed at broadening the services and attractions of Victor Harbor, Scenario 5 provides the opportunity to satisfy the population and economic objectives of the UGMS in a sustainable, coordinated fashion whilst maintaining and enhancing the core environment, community and lifestyle values that define Victor Harbor.

#### **Scenario 5 – Directed Growth – Expansion, Consolidation, Infill**