

# City of Victor Harbor

## Strategic Directions Report September 2013



**For Council Endorsement**

**23 September 2013**

*This document has not yet reached agreement between the Minister and Council (as per Section 30 of the Development Act, 1993)*





City of Victor Harbor  
Strategic Directions Report

September 2013

**Prepared for** City of Victor Harbor

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City of Victor Harbor CEO and Management Team

Council's Project Manager, David Read

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Other URPS staff who assisted with summarising submissions:

Simon Channon and David Burrow

and in report production:

Fil Russo and Donna Pascale.

## Executive Summary

### Purpose of this Report

This Strategic Directions Report provides the City of Victor Harbor with the opportunity to develop strategies to ensure its Development Plan reflects the directions established by Council's Urban Growth Management Strategy (UGMS) and the 30 Year Plan for Greater Adelaide. By doing so Council will fulfil its obligations under Section 30 of the Development Act 1993 and be well placed to respond to the challenges and realise the opportunities posed by strong urban growth.

This report serves the following four main purposes:

- Outlines strategic directions promoted by the 30 Year Plan for Greater Adelaide and the City of Victor Harbor Community Plan 2022;
- Summarises trends in population and housing;
- Discusses issues and opportunities that arise from the strategic planning agenda and demographic and development trends;
- Provides policy recommendations and establishes a program for planning studies and Development Plan Amendments for the period 2014/15 to 2018/19.

### Trends in Population and Housing

Victor Harbor has the largest township population on the Southern Fleurieu Peninsula. With 13,370 people the City of Victor Harbor grew by an average of 4% per annum between 1996 and 2011. Over a period of 17 years there have been an average of 225 residential buildings approved each year.

Building approval rates have fluctuated markedly over this period with a significant decline in the past four years to a low point of 150 in 2011/12.

Victor Harbor has a higher proportion of older people than any other township in South Australia with 34.3% aged over 65.

Victor Harbor's recent housing construction has seen an increase in the proportion of detached dwellings which may mean there is a mismatch between supply and demand, given that lone person households were the fastest growing household.

### Priority Policy Recommendations

The most important areas that need to be addressed to ensure that Council's Development Plan responds to future challenges are:

- The identification of land suitable for both infill and greenfields residential development;

- The review of existing policies related to commercial and industrial land uses including Home Industry Zones and home-based businesses;
- Identifying and protecting inter-war buildings of heritage value;
- The containment of rural living zones and support of primary production activities through flexible planning policies;
- Making a proactive response to climate change;
- Ensuring that land is available to meet the community's future need for recreation facilities and sports fields.

Table One on the following page provides a summary of the research studies and Development Plan Amendments (DPAs) which Council proposes to undertake to address these policy challenges.

**Table One: Program for Research and Policy Change**

Year One 2014/15	Year Two 2015/16	Year Three 2016/17	Year Four 2017/18	Year Five 2018/19
<p><b>Residential Land Supply</b></p> <p><b>Studies</b></p> <ul style="list-style-type: none"> <li>• Landscape Analysis</li> <li>• Yield Analysis</li> <li>• Market Analysis</li> <li>• Identification of planning policy changes to support infill development</li> <li>• Identification of land to be rezoned for greenfields residential development</li> </ul>	<p><b>Residential Land Supply</b></p> <p><b>Development Plan Amendments</b></p> <ul style="list-style-type: none"> <li>• Residential Infill commenced → completed</li> <li>• Residential Greenfields – commenced → completed</li> </ul> <p>Note: it may be desirable to combine these as a single Residential DPA. However, if it is considered that infill issues will be more controversial and slow the process down separating them may be more appropriate.</p>	<p><b>Commercial and Industrial Employment Land</b></p> <p><b>Studies</b></p> <ul style="list-style-type: none"> <li>• Parking Study and Strategy</li> </ul> <p><b>Commercial and Industrial Employment Land</b></p> <p><b>Studies</b></p> <ul style="list-style-type: none"> <li>• Review of policies related to home based businesses, industry and commercial uses</li> <li>• Review of Home Industry Zones</li> </ul> <p><b>Heritage</b> Survey of Inter-war buildings, character/ contributory items ,including identification of “willing owners”</p>	<p><b>Studies</b></p> <ul style="list-style-type: none"> <li>• Rural Living and Rural Areas Investigation → Rural Living and Rural Areas</li> <li>• Recreation Land and Facilities Investigation → Recreation Land and Facilities</li> </ul> <p>Climate Change Strategy to be informed by Council Wide Climate Change Strategy → Climate Change DPA</p> <p><b>Development Plan Amendments</b></p> <ul style="list-style-type: none"> <li>• Commercial and Industrial Employment Land DPA – commenced → completed</li> <li>• Heritage DPA – commenced → completed</li> </ul>	<p><b>Development Plan Amendments</b></p>

## 1.0 Introduction

The City of Victor Harbor has been growing steadily for some time. Over the past two decades, Victor Harbor has maintained a strong rate of population growth that has varied between 2.5% and 4% per annum, well above State averages of 0.5-1% for the same period. Retirees, young families and those looking for a relaxed seaside lifestyle while still being within an hours' drive of Adelaide are all drawn to the city.

In addition, the City is entering a period of significant growth. This growth, which is being promoted by the State Government's 30-Year Plan for Greater Adelaide, will see the population in the Council area increase significantly. It is projected that the City's current population figure of 13,370<sup>1</sup> will increase to as much as 30,000<sup>2</sup> people by 2030.

With substantial growth come substantial challenges. These challenges include the provision of essential infrastructure and services, caring for our environment and coast, and the protection of desired township and landscape character.

The City of Victor Harbor is well placed to respond to these challenges through its existing planning structures. A key element of this is Council's *Urban Growth Management Strategy 2008-2030 (UGMS)* which provides a comprehensive 'roadmap' to manage the many challenges that come with urban growth, and realise the many positive opportunities. Endorsed in 2009, the UGMS has been updated in 2013 with the latest housing and population data and to ensure it aligns with the State Government planning agenda.



### 1.1. Purpose of this Report

This Strategic Directions Report provides the City of Victor Harbor with the opportunity to develop strategies to ensure its Development Plan reflects the direction established by the UGMS and the 30 Year Plan for Greater Adelaide. By doing so, Council will fulfil its obligations under Section 30 of the *Development Act*

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<sup>1</sup> ABS 2011 Census.

<sup>2</sup> Victor Harbor Urban Growth Management Strategy, draft 2013 update.

1993 and be well placed to respond to the challenges, and realise the opportunities, posed by strong urban growth.

This Report serves four main purposes: First, it outlines the strategic directions promoted by State Government documents like the 30-Year Plan for Greater Adelaide and City of Victor Harbor documents like Community Plan 2022. Secondly, it summarises trends in population and housing as identified in recent data. Third, it discusses issues and opportunities that arise from the strategic planning agenda and latest demographic and development trends. It provides policy recommendations with regard to proposed changes to Council's Development Plan. Finally it establishes a program for Planning Studies and Investigations and Development Plan Amendments for the period 2014/15 to 2018/19.

## 1.2 Previous Section 30 Development Plan Review

Prepared in 2009, Council's previous Section 30 Development Plan Review recommended an ambitious programme of Development Plan Amendments (DPAs) and Planning Studies over a five year period (to year 2015). More specifically, the previous Review recommended initiating 8 DPAs and 6 Planning Studies, which were assigned a priority (high, medium or low). A review of these DPAs and Studies is provided with commentary on their current status within the two Tables below.

Development Plan Amendment (2010/11 – 2014/15)	Purpose	Year	Priority	Current Status	Comment (2013)
Better Development Plan DPA	<ul style="list-style-type: none"> <li>• Create a more readable, user-friendly, Development Plan by adopting the Better Development Plan (BDP) format while also ensuring that appropriate 'local addition' policies are retained.</li> <li>• Review the existing residential policies (Council-wide and Zone level) during the conversion to the BDP format to ensure that the policies adequately reflect the Desired Character of the zones which call for a mix of housing types. In particular, review the guidelines for group dwellings to encourage their development in appropriate locations.</li> <li>• Ensure that the existing policies relating to housing for older people are retained or improved where necessary.</li> <li>• Remove policy inconsistencies and errors while also addressing zoning anomalies.</li> <li>• Provide additional policies relating to residential outbuildings in relation to height, floor area, materials, colours and setbacks.</li> <li>• Consider an Extractive Industry Zone for the CSR/Readymix quarry on Inman Valley Road.</li> </ul>	2009/10 to 2010/11	High	Commenced	BDP near completion. Conversion process has been far more resource intensive than expected.
Enterprise DPA	<ul style="list-style-type: none"> <li>• Review the supply and demand of industrial land and other 'employment' areas (apart from retail centres).</li> <li>• Consider a modest expansion of the Industrial Zone at the Waterport Road area while factoring in topographical, visual and heritage issues.</li> <li>• Review the role and function of the Light Industry Zone and Home Industry Zone as well as considering potential interface issues in the adjoining Residential and Recreation Zones (George Main Road and Maude Street areas).</li> <li>• Consider additional 'home business' activities within the Residential Zone.</li> </ul>	2009/10 to 2010/11	High	Not commenced	Part of these intentions have now been included into the current 'Centres Review' DPA.

Development Plan Amendment (2010/11 – 2014/15)	Purpose	Year	Priority	Current Status	Comment (2013)
Urban Growth DPA	<ul style="list-style-type: none"> <li>Once the document has been released, compare the growth scenarios of the 30 Year Plan for Greater Adelaide, with those contained within the UGMS.</li> <li>In association with the State Government, develop a staging plan to ensure that land is rezoned in a coordinated manner in conjunction with the provision of infrastructure and services.</li> <li>Determine a timeframe to 'release' the Deferred Community Facilities Zone in the Hindmarsh Valley area.</li> <li>Identify areas within 500m of key transport, business, community and recreational nodes and investigate rezoning for increased densities.</li> <li>Investigate and, where relevant, incorporate provisions in the Development Plan which address issues of housing affordability.</li> <li>Review the policies relating to medium-density residential development in terms of building design, private open space, traffic management and impacts on adjoining properties.</li> </ul>	2010/11 to 2011/12	High	Not commenced	Part of these intentions have been included into the current 'Centres Review' DPA and 2013 Urban Growth Management Strategy (UGMS) update, to align with the 30 Year Plan.
Centres Review DPA	<ul style="list-style-type: none"> <li>Undertake a comprehensive review of centres policies once the future of the Encounter Bay Village Shopping Centre Major Project has been determined. This review should provide recommendations on a hierarchy of centres as well as identify suitable locations, size and staging of neighbourhood centres.</li> <li>Undertake a review of sites suitable for bulky goods once the future of the Encounter Bay Village Shopping Centre Major Project has been determined.</li> <li>Seek support from the State Government to provide financial assistance to undertake the review of centres policies and bulky goods sites.</li> <li>Review the Regional Town Centre Zone and other centre zones to ensure that controls relating to building heights and land-use mix reflect economic realities.</li> </ul>	2010/11 to 2011/12	High	Commenced	'Centres Review' DPA SOI has been lodged and currently with Minister seeking approval (August, 2013). Strategic investigations have commenced.

<b>Development Plan Amendment (2010/11 – 2014/15)</b>	<b>Purpose</b>	<b>Year</b>	<b>Priority</b>	<b>Current Status</b>	<b>Comment (2013)</b>
Coastal & Recreational DPA	<ul style="list-style-type: none"> <li>Introduce 'best practice' zoning and planning policies into the Development Plan to ensure that the coastal areas are protected from inappropriate development.</li> <li>Align the Development Plan with the recommendations of Council's Recreation and Open Space Study while also promoting appropriate activities such as unstructured (passive) recreational opportunities and biodiversity conservation focussed around the rivers and the coast.</li> </ul>	2011/12 to 2012/13	Medium	Not commenced	Some of these policy intentions have been included in the BDP DPA.
Environmental DPA	<ul style="list-style-type: none"> <li>Introduce energy efficiency provisions within the Development Plan to encourage sustainable development through a range of measures such as the orientation of buildings, choice of building materials, use of renewable energy and the capture and re-use of water.</li> <li>Introduce policies to address existing and potential (as a result of climate change) environmental hazards such as flooding and bushfires.</li> </ul>	2011/12 to 2012/13	Medium	Not Commenced	Some of these policy intentions have been included in the BDP DPA.
Tourism DPA	<ul style="list-style-type: none"> <li>Align the Development Plan with the recommendations of the Fleurieu Peninsula Regional Integrated Strategic Tourism Plan and recent initiatives relating to the Heysen Trail.</li> </ul>	2012/13 to 2013/14	Low	Not Commenced	Some of these policy intentions have been included in the BDP DPA.
Places of Worship DPA	<ul style="list-style-type: none"> <li>Introduce provisions into the Development Plan to guide the location, design and operation of Places of Worship.</li> </ul>	2012/13 to 2013/14	Low	Not required	Some of these policy intentions have been included in the BDP DPA.

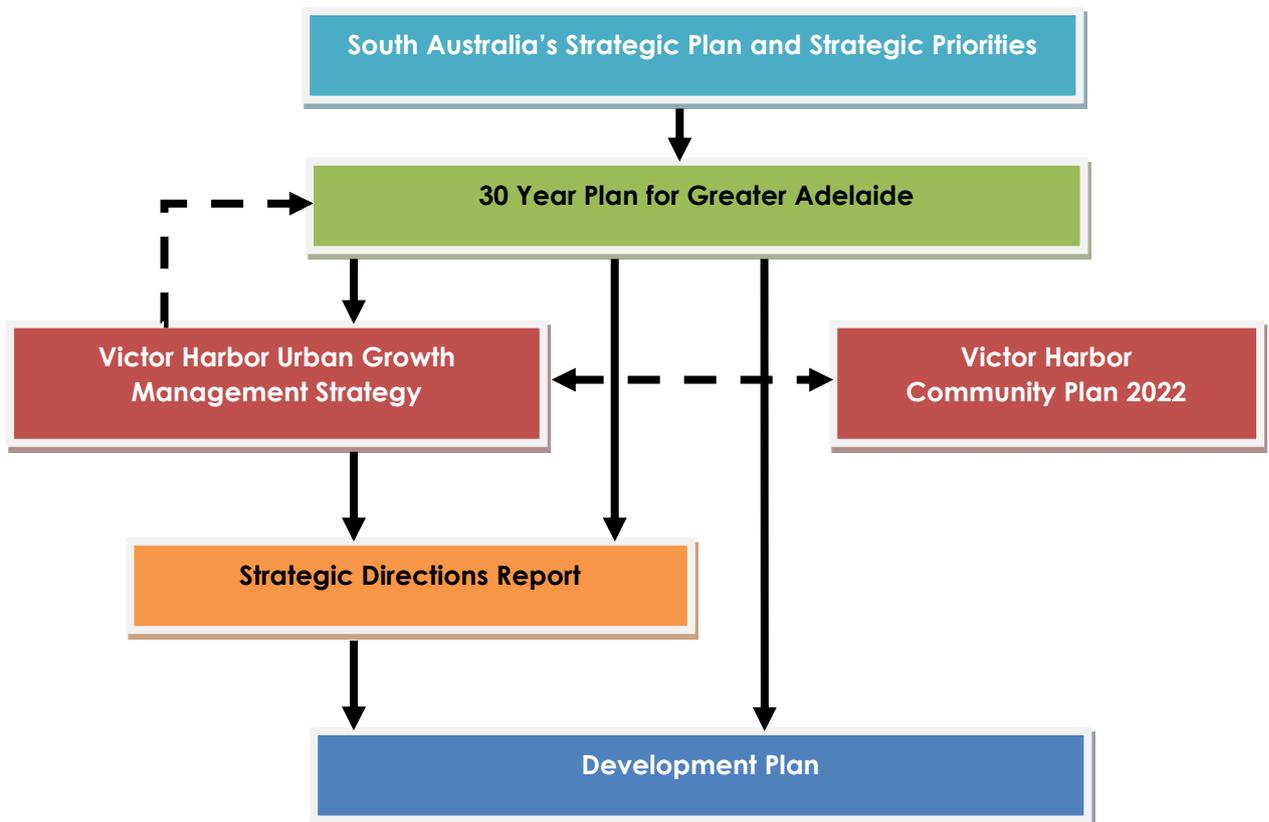
Development Plan Amendment (2010/11 – 2014/15)	Purpose	Year	Priority	Current Status	Comment (2013)
Residential Character	Continue to monitor and respond to the State Government's 'roll-out' of the Residential Development Code by ensuring that areas of valuable neighbourhood character are excluded from the operation of the Code.	2009/10	High	Completed	Concluded in alignment with 2009/10 'Residential Code' implementation
Climate Change	Working in partnership with Commonwealth and State Governments as well as other Councils in the region, undertake a study which quantifies the likely effects of climate change on Victor Harbor and recommends a range of strategies relating to 'minimisation' and 'adaptation'.	2010/11	High	Not commenced	Extensive investigations required and resource intensive, need to seek partnerships
Rural Areas	Undertake a study to investigate the likely land-use trends associated with the agricultural industry and identify the current planning issues which the farming sector is facing. Acknowledging the current and future economic, social and environmental importance of the farming sector, identify strategies that will assist in retaining a strong and diverse rural community. Develop clear directions that may include the need for a change to planning policies to facilitate appropriate growth and development in rural areas.	2011/12	Medium	Not commenced	Some of these policy intentions have been included in the BDP DPA and 2013 Urban Growth Management Strategy (UGMS) update, to align with the 30 Year Plan.

Development Plan Amendment (2010/11 – 2014/15)	Purpose	Year	Priority	Current Status	Comment (2013)
Heritage	Review the Local Heritage List to identify any gaps (e.g. between 1918 & 1940), remove demolished properties and encourage adaptive reuse of heritage buildings through the preparation of design guidelines.	2012/13	Medium	Not commenced	Some of these minor policy intentions/anomalies have been included in the BDP DPA.
Rural Living	Review the supply and demand of land suitable for 'rural living' with due consideration of issues relating to the protection of farming land, buffers, allotment size, accessibility, orderly and economic development and the future growth of the urban area.	2013/14	Low	Not commenced	Some of these policy intentions have been included in the 2013 Urban Growth Management Strategy (UGMS) update, to align with the 30 Year Plan.
Township Entrances	Undertake a 'Township Entrance Study' to investigate opportunities to highlight the main entrances to Victor Harbor while also determining the preferred future use and development of adjacent and nearby land.	2013/14	Low	Not commenced	Not applicable, as no longer part of Council's planning portfolio at present

## 2.0 Strategic Policy Context

This section provides the Strategic Policy Context planning framework within which the Strategic Directions Report sits. The relationship between key documents is summarised below:

**Figure 1: Relationship between key planning documents.**



### 2.1. South Australia's Strategic Plan 2012 and Strategic Priorities

South Australia's Strategic Plan sets the broad objectives and targets for the State. All other State produced plans and reports nest within the Strategic Plan, providing detailed strategies and policies to achieve the State's broad objectives.

Of the vision, goals and targets in the Strategic Plan, the following are considered particularly relevant to the Strategic Directions Report for the City of Victor Harbor:

**Goal:** We are committed to our towns and cities being well designed, generating great experiences and a sense of belonging.

**Target 1:** Urban spaces - Increase the use of public spaces by the community.

**Goal:** New developments are people friendly, with open spaces and parks connected by public transport and bikeways.

**Goal:** Everyone can afford to rent or buy a home.

**Target 7:** Affordable housing - South Australia leads the nation over the period to 2020 in the proportion of homes sold or built that are affordable by low and moderate income households (baseline: 2010)

**Target 8:** Housing stress - South Australia leads the nation over the period to 2020 in the proportion of low income households not experiencing housing stress.

**Goal:** We develop and maintain a sustainable mix of industries across the state.

**Target 40:** Food industry - Grow the contribution made by the South Australian food industry to \$20 billion by 2020 (baseline: 2001-02)

**Goal:** South Australia has a sustainable population.

**Target 45:** Total population - Increase South Australia's population to 2 million by 2027 (baseline: 2003)

**Goal:** South Australia's transport network enables efficient movement by industry and the community.

**Target 56:** Strategic infrastructure - Ensure the provision of key economic and social infrastructure accommodates population growth (baseline: 2010-11)

**Target 60:** Energy efficiency – dwellings - Improve the energy efficiency of dwellings by 15% by 2020 (baseline: 2003-04) Milestone of 10% by 2014.

**Goal:** We look after our land, rivers and wetlands.

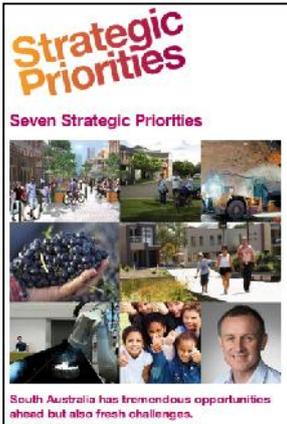
**Target 69:** Lose no species - Lose no native species as a result of human impacts (baseline: 2004)

**Goal:** We care for our oceans, coasts and marine environments.

**Target 71:** Marine biodiversity - Maintain the health and diversity of South Australia's unique marine environments (baseline: 2011)

Through its Strategic Directions report and subsequent Development Plan Amendments, the City of Victor Harbor can contribute to the attainment of a number of these goals and targets. These include broader goals regarding population growth, housing affordability, the food industry, infrastructure provision and environmental protection, as well as more specific goals such as the energy efficiency of new dwellings.

Building upon the direction outlined by the State Strategic Plan, the Premier in early 2012 outlined seven immediate priorities for the State's future. These priorities will deliver the focused action needed to achieve the visions, goals and targets outlined in South Australia's Strategic Plan.

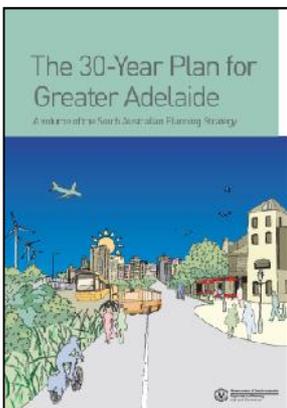


The seven priorities are:

- Creating a vibrant city
- Safe communities, healthy neighbourhoods
- An affordable place to live
- Every chance for every child
- Growing advanced manufacturing
- Realising the benefits of the mining boom for all
- Premium food and wine from our clean environment.

Victor Harbor is well positioned to support the achievement of several of the State Government priority areas. For example, new residential neighbourhoods can be carefully planned so that it's easy for people to lead healthy lives and feel safe in their communities, and can access affordable housing, contributing to "safe communities, healthy neighbourhoods" and "an affordable place to live".

Similarly, through land use planning and infrastructure provision, Council can continue to support primary production in the District, contributing to "premium food and wine from our clean environment".



## 2.2. The 30-Year Plan for Greater Adelaide

In February 2010, the State Government released the 30 Year Plan for Greater Adelaide (the 30 Year Plan). The 30 Year Plan is a volume of the Planning Strategy which sets out the State Government's strategic directions for land use and the physical development of the State. The Plan is expected to achieve the following targets across the Greater Adelaide region over its 30 year time frame:

- Population growth of 560,000 people
- The construction of 280,000 additional homes
- Economic growth of \$127.7 billion
- The creation of 282,000 additional jobs<sup>3</sup>.

While the Plan proposes to locate the majority of new housing within existing urban areas, it also aims to supply an additional 10,650 hectares of land across the Greater Adelaide region for new growth areas<sup>4</sup>. While a large portion of the urban growth earmarked for the Fleurieu is planned to occur around Goolwa, significant growth areas have also been identified in Victor Harbor. As explained in more detail in Section 4.1, these growth areas align with the areas identified for urban growth in the UGMS.

<sup>3</sup> The 30 Year Plan for Greater Adelaide, page 3.

<sup>4</sup> Ibid.

The City of Victor Harbor is within 'The Fleurieu Region' in the 30 Year Plan. This region also includes the Alexandrina and Yankalilla Councils. The Plan intends that the Fleurieu Region, over the 30 Years to 2038, will:

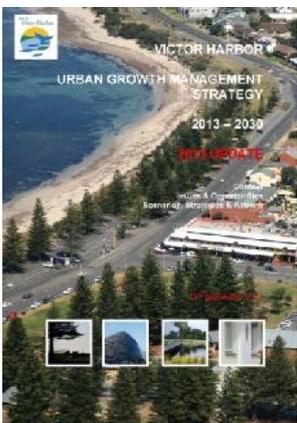
- Accommodate population growth in the order of 22,000 additional people
- Provide for 14,500 net additional dwellings, 2,175 of which must be 'affordable'
- Provide jobs growth in the order of 11,500 new positions (as well as 120Ha of Regional Employment Lands).

These targets are identified in the following table:

**Table 1: The Fleurieu Region targets from the 30-Year Plan for Greater Adelaide<sup>5</sup>.**

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

Greater detail about the specific policies and targets of the 30 Year Plan, and what they mean for Victor Harbor, is discussed in Section 4 of this Report.



### 2.3. Victor Harbor Urban Growth Management Strategy 2013 - 2030

The first Victor Harbor Urban Growth Management Strategy 2008 – 2030 (UGMS) was endorsed by Council in April 2009 following a widespread process of public consultation during 2008. The UGMS is one of Council's forward planning documents, providing the strategic framework for:

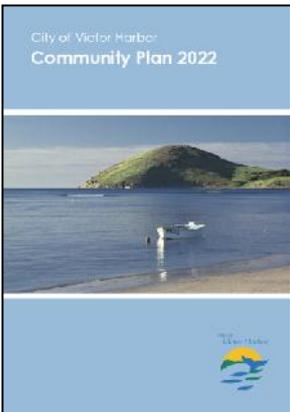
- More effective and efficient governance through the integration of all of Council's strategic management documents
- Planning, funding and delivering physical and community infrastructure as well as environmental management initiatives

<sup>5</sup> Table E8 – Fleurieu targets, *The 30 Year Plan for Greater Adelaide*, page 170.

- Long-term land use planning, identifying preferred development and timing options for conservation areas, public open space, community services, employment lands and residential development
- Informing State Government Land Use and Infrastructure Planning, funding and delivery programs.

In summary, the UGMS establishes a framework for both land-use planning and Council's internal governance arrangements to guide the growth of Victor Harbor to the year 2030. Given that much of the land-use planning framework will be implemented through changes to the Development Plan, it is important that the Strategic Directions Report 'maps' out a process to align the Development Plan with the UGMS. With this in mind, the strategies and actions of the UGMS and the preferred growth scenario are detailed in the following sections of this discussion paper.

The City of Victor Harbor has recently updated the UGMS. As the previous UGMS predated the 30 Year Plan, the review of the UGMS reflects the directions of the 30 Year Plan. The update also provided the City of Victor Harbor with an opportunity to ensure that the UGMS' commentary, strategies and overall direction is current in the light of recent housing, development and demographic data, as well as information about infrastructure and service delivery.



## 2.4. City of Victor Harbor Community Plan 2022

On 26 November 2012, Council adopted the City of Victor Harbor Community Plan 2022 as its updated Strategic Plan, in accordance with Section 122 of the Local Government Act.

The Vision and Objectives are the same as those within the updated UGMS, albeit with an additional objective regarding organisational excellence.

## 2.5. Strategic Direction Reports

South Australia's planning system enables the State Government, Councils and the community to plan ahead in order to:

- Promote development in suitable locations, protect the environment and create a desired character for the State
- Provide more certainty and clarity for those proposing development as well as the wider community
- Co-ordinate the provision of infrastructure and services.

The Planning Strategy and Development Plans are the principal policy documents in South Australia's planning system. To ensure that the system achieves the aims identified above, there must be strong links between the Planning Strategy and the Development Plan. Section 30 of the *Development Act* requires Councils to regularly

review their Development Plans to determine how the Planning Strategy can best be implemented in their areas.

The *Development Act* states that Councils must prepare a Strategic Directions Report which reviews their Development Plans every 5 years or within 12 months of a change to the Planning Strategy. This review must be undertaken in order to determine:

- The strategic planning issues within the area of the council, with particular reference to the Planning Strategy
- Appropriate amendments to the Development Plan
- The Council's priorities for achieving orderly and efficient development through the implementation of planning policies, the integration of transport and land-use planning within its area and the implementation of any relevant targets set out in the Planning Strategy
- Issues relating to infrastructure planning (with respect to both physical and social infrastructure)
- Any other projects or initiatives considered to be relevant by the Council.

The purpose of the Strategic Directions Report is to give the Minister for Planning, as well as the general community, a clear indication of the issues affecting the Council area and how such issues can be addressed by amendments to the Development Plan. The Strategic Directions Report may also identify the need to introduce new planning policies and may suggest the amendment or deletion of existing policies within the Development Plan.

Given that an updated version of the Planning Strategy (the 30 Year Plan for Greater Adelaide) was released in February 2010, it is timely that the City of Victor Harbor reviews its Development Plan.

## 2.6. The Development Plan



The Strategic Directions Report must sit within the context of the State planning system which is comprised of the *Development Act*, the Planning Strategy and Development Plans. At the local Council level, the planning system is represented by the Development Plan which contains the 'guidelines' against which development proposals are assessed.

The Development Plan has two purposes. Firstly, it sets out objectives to guide the type and location of future development across the Council area. Secondly, it provides the detail for the assessment of individual development applications. The Development Plan does this by establishing a network of zones and policy areas over the Council area which describes the desired future character for that particular area. The Development Plan then sets out more detailed criteria against which development applications will be assessed in each zone and/or policy area.

Importantly, the Development Plan only comes into effect once an application has been lodged. Because of this, it cannot control existing development or influence the way existing land uses are managed.

### 3.0 Trends in Population and Housing

This section of the Report summarises recent trends in population and housing as identified from Council's i.d. profile<sup>6</sup>, the Australian Bureau of Statistics (ABS) 2011 Census<sup>7</sup> and the Social Health Atlas of Local Governments<sup>8</sup>.

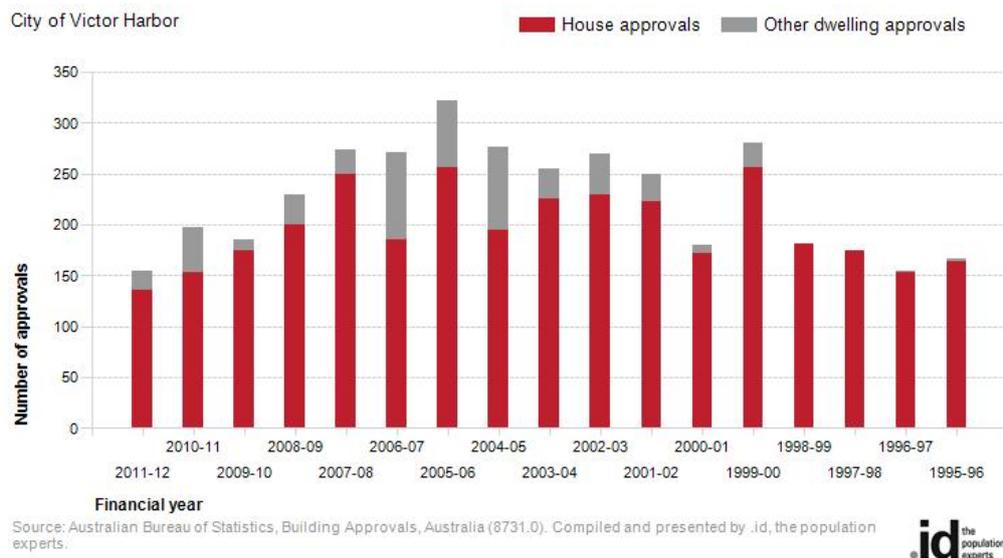
#### 3.1. Steady Population Growth

Victor Harbor has the largest township population in the Southern Fleurieu Peninsula, with the town having a larger population than Goolwa, Middleton and Port Elliot combined. At the ABS 2011 Census, the resident population of the Victor Harbor township was 12,922 people. The population of the City of Victor Harbor, Local Government Area was 13,370.

Between 1996 and 2011, the City of Victor Harbor grew by 5,185 people, at an average of 4.0% per annum<sup>9</sup>. 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.

Analysis of building approval data indicates that the 17 year trend shows that there has been an average of 225 residential buildings approved each year. As shown in Figure 3, however, building approval rates fluctuate considerably on a year-by-year basis reflecting "boom and bust" cycles in housing construction markets, and were particularly low in the 2011-12 financial year.

**Figure 3: Building Approvals in the City of Victor Harbor between 1995-6 and 2011-12.**



<sup>6</sup> <http://profile.id.com.au/victor-harbor/home>

<sup>7</sup> <http://www.abs.gov.au/census>

<sup>8</sup> <http://www.publichealth.gov.au/data/>

<sup>9</sup> ABS 1996, 2001, 2006 and 2011 Censuses.

### 3.2. Changing Age Structures

Victor Harbor has a higher proportion of older people than any other township in South Australia. Nationally, it has the fifth oldest population, behind three townships in New South Wales, and Bribie Island in Queensland<sup>10</sup>.

At the 2011 Census, the median age in Victor Harbor was 56, and there were 4,433 people over the age of 65, accounting for 34.3% of the city's population. In comparison, across Greater Adelaide<sup>11</sup>, the median age was 38 and 15.3% of the population was over the age of 65. This indicates that Victor Harbor already has twice the proportion of older people in its population than Greater Adelaide.

### 3.3. Household and Family Structures

Victor Harbor contains a very high proportion of couples without children – 62.4% compared with the Greater Adelaide average of 38.7% at the 2011 Census. The Council area also contains high proportions of lone person households - in 2011, there were 1,736 lone person households in the City of Victor Harbor, representing 28.3% of all households. Across the State, 26.8% of households are lone person households<sup>12</sup>.

Between 2001 and 2011, lone person households were the fastest growing household type in Victor Harbor after couple families without children. Lone person households can generate demand for more compact forms of housing.

### 3.4. Housing

Detached dwellings are the most common dwelling type in Victor Harbor, comprising 87.3% of the total housing stock, compared with the Greater Adelaide average of 76.6%<sup>13</sup>. Between 2001 and 2011, the proportion of detached dwellings in Victor Harbor increased, while the trend across Greater Adelaide was a decline.

Over the ten years between 2001 and 2011, the proportion of households within Victor Harbor who either owned their home outright or were purchasing their home declined, while the proportion of renters increased. This indicates that while home ownership predominates, there may have been a decline in housing affordability.

In 2006, 10.8% of households with a mortgage within Victor Harbor experienced mortgage stress, while 31.8% of rental households experienced rental stress<sup>14</sup>. These rates were higher than the rates across South Australia (7.1% and 25.1% respectively), indicating that housing affordability is a key challenge in Victor Harbor.

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<sup>10</sup> Australian Bureau of Statistics Catalogue Number 3235.0 - Population by Age and Sex, Regions of Australia, 2011

<sup>11</sup> Defined as per the ABS definition of the 'Greater Capital City Statistical Area'.

<sup>12</sup> Ibid.

<sup>13</sup> Ibid.

<sup>14</sup> 2011 Social Health Atlas of Local Governments

## 4.0 Planning Issues

### 4.1. Victor Harbor Township – Urban Growth

Within the Fleurieu region, the 30 Year Plan identifies future urban growth areas within Victor Harbor, as well as Goolwa and Hindmarsh Island in order to help achieve the population and dwelling targets set for the region. There are also policies to intensify development along the Victor Harbor foreshore and protect open space between Port Elliot and Victor Harbor<sup>15</sup>.

To accommodate this growth, the 30 Year Plan identifies a gross land supply requirement of 1,570 hectares of township expansion land for the Fleurieu region<sup>16</sup>. This is linked to a policy of ensuring that there is a 25 year rolling supply of land, of which 15 years is zoned for urban development, which may require the release of additional land for residential purposes in advance of need<sup>17</sup>.

Careful planning is needed to ensure that sites that are well suited for growth have an appropriate supply of zoned and serviced land, while limiting outward expansion where development is inappropriate. It is particularly important that the growth of townships and urban areas be linked to the provision of essential infrastructure such as roads, transport, power, water and effluent disposal.

Other policies in the 30 Year Plan contain detail about how urban growth across Greater Adelaide should be managed. These include ensuring new growth areas contain a mixture of dwelling types<sup>18</sup>, reducing ad-hoc rural subdivision through planned expansion of townships<sup>19</sup> and managing the interface between primary production activities and urban areas/townships<sup>20</sup>. It also seeks the provision of employment lands to encourage self-contained communities and to reduce the reliance on car travel.

The 30 Year Plan also contains policies that specifically address housing mix, affordability and competitiveness. These include integrating a mixture of housing styles, types, sizes and densities into the housing market<sup>21</sup>, increasing the total share of smaller housing<sup>22</sup>, ensuring housing affordability is a key input into housing targets<sup>23</sup>

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<sup>15</sup> Map E8A, Fleurieu directions insert, The 30 Year Plan for Greater Adelaide, page 173.

<sup>16</sup> Ibid.

<sup>17</sup> Policy 33, New transit corridors, growth areas, transit-oriented developments and activity centres, The 30 Year Plan for Greater Adelaide, page 82.

<sup>18</sup> Policy 38, New transit corridors, growth areas, transit-oriented developments and activity centres, The 30 Year Plan for Greater Adelaide, page 82.

<sup>19</sup> Policy 42, New transit corridors, growth areas, transit-oriented developments and activity centres, The 30 Year Plan for Greater Adelaide, page 84.

<sup>20</sup> Policy 44, New transit corridors, growth areas, transit-oriented developments and activity centres, The 30 Year Plan for Greater Adelaide, page 84.

<sup>21</sup> Policy 3, Housing mix, affordability and competitiveness, The 30 Year Plan for Greater Adelaide, page 94.

<sup>22</sup> Policy 5, Housing mix, affordability and competitiveness, The 30 Year Plan for Greater Adelaide, page 95.

<sup>23</sup> Policy 2, Housing mix, affordability and competitiveness, The 30 Year Plan for Greater Adelaide, page 94

and planning for the housing needs of an ageing society to facilitate ageing in place<sup>24</sup>.

While the Plan notes that the existing valued character of townships and heritage places should be protected and strengthened, it also requires that new development should achieve higher densities, include active street frontages, create walkable neighbourhoods, reduce energy use and minimise water.



The direction for township expansion within the 30 Year Plan is consistent with a number of policies and the overall preferred growth scenario outlined in the Victor Harbor UGMS. Indeed, the growth areas identified within the UGMS appear to have informed the growth areas identified in the 30 Year Plan.

The UGMS contains a detailed population model to provide a staging plan to ensure the co-ordinated release of land. The Residential (Hindmarsh Valley) DPA was the first DPA to flow from the UGMS, providing 1,500 residential allotments to ensure an adequate supply of affordable land, with the aim of attracting younger families to move to the area. This was to be followed by three other stages of land release (rezoning) linked to population triggers.

The Deferred Community Facilities Zone that was introduced as part of the Residential (Hindmarsh Valley) DPA will need to be rezoned to some form of Community Facilities Zone in the near future to ensure that community facilities can be provided in the Hindmarsh Valley area as development continues.

As part of the current update to the UGMS, the population and land staging model has been reviewed in light of recent demographic and housing/development data, as well as State Government policy shifts associated with the 30 Year Plan.

This review, which is explained in more detail in the updated UGMS, identified that in February 2013, there was 252ha of broadhectare residentially zoned land in Victor

<sup>24</sup> Policy 6, Housing mix, affordability and competitiveness, The 30 Year Plan for Greater Adelaide, page 95.

Harbor<sup>25</sup>. Applying the relevant 'discounts' to account for land owner willingness (i.e. the possibility that some property owners may decide not to develop their land in the short to medium term<sup>26</sup>), there was 189 ha of broadhectare land in Victor Harbor. This equates to ten years of Victor Harbor's land supply<sup>27</sup> based on a series of assumptions that require further detailed evaluation (see Section 6).

This model assumes that the majority of urban growth will continue to occur on the periphery of Victor Harbor on large greenfields sites. A stronger emphasis on urban infill development could be encouraged by amending the Development Plan to support a greater amount of infill development on vacant or underutilised land in the existing township. Doing so will create additional housing opportunities within the town, lessening demand for greenfields land on the periphery of Victor Harbor.

## 4.2. Retail and Commercial Development

The 30 Year Plan contains the policy to adopt a typology of activity centres<sup>28</sup> which includes, among others, regional, major district, district, bulky goods, neighbourhood and local centres. Within the City of Victor Harbor, the Plan identifies the Victor Harbor Town Centre as a major district centre and identifies an undeveloped site at Waitpinga Road, Encounter Bay as a district centre.

Other 30 Year Plan policies that relate to retail and commercial development include the promotion of mixed use development within activity centres<sup>29</sup>, developing higher density residential development within and adjacent to activity centres<sup>30</sup> and minimising the impact of commercial activities on residential communities<sup>31</sup>.

According to the UGMS, there was 25,500m<sup>2</sup> of retail floor space within the City of Victor Harbor in 2006 (69% of which is located in the Town Centre). The UGMS goes on to estimate that there is an immediate demand for an additional 5,000m<sup>2</sup> – 6,000m<sup>2</sup> of retail floor space with a further 5,000m<sup>2</sup> – 6,000m<sup>2</sup> able to be sustained by the year 2011. Beyond 2011, the UGMS estimates that an additional 15,000m<sup>2</sup> of retail floor area will be required to satisfy demand based on the projected population growth to the year 2016.

In terms of bulky goods retail development, the UGMS notes that there is currently a shortage of land available for this form of development and that an additional 15,500m<sup>2</sup> of floor space will be required to satisfy demand to the year 2016.

The UGMS separated retail from commercial development, using the term commercial development to describe a wide range of non-residential land uses such as offices, consulting rooms and service trade premises. Studies associated

<sup>25</sup> As identified from the City of Victor Harbor GIS Database.

<sup>26</sup> Policy 12, Efficient planning of land supply and the Housing and Employment Land Supply Program, *30 Year Plan for Greater Adelaide*, page 96; and Housing and Employment Land Supply Program Report 2010, Greater Adelaide, page 14.

<sup>27</sup> Assuming a gross residential density of 12 dwellings per hectare and demand of 220 dwellings per annum – see Chapter 4 of updated UGMS for more detail.

<sup>28</sup> Policy 25, Mixed-use activity centres, *30 Year Plan for Greater Adelaide*, page 80.

<sup>29</sup> Policy 29, Mixed-use activity centres, *30 Year Plan for Greater Adelaide*, page 80.

<sup>30</sup> Policy 30, Mixed-use activity centres, *30 Year Plan for Greater Adelaide*, page 80.

<sup>31</sup> Policy 31, Mixed-use activity centres, *30 Year Plan for Greater Adelaide*, page 80.

with the UGMS estimated that there was 9,500m<sup>2</sup> of commercial floor space within Victor Harbor – 50% of which was located within the Town Centre. However, the UGMS identified a limited or heavily restricted supply of suitable floor space for commercial uses such as offices and consulting rooms within centre zones.

The forecasts for commercial land use contained within the UGMS have been based on population projections which use a commercial floor space rate of 0.73m<sup>2</sup> per person in Victor Harbor and 0.38m<sup>2</sup> per person for the coastal strip in Alexandrina. Using this methodology which is consistent with Piron, S (July 2005) Population Projections Report, City of Victor Harbor, it has been estimated there will be additional demand for commercial floor space of 4,500m<sup>2</sup> between the period 2006 and 2016. Beyond 2016, the UGMS estimates that an additional 4,500m<sup>2</sup> of commercial floor area will be required to satisfy demand to the year 2030. In addition, it has been estimated that there will be demand for around 2 hectares of tourist/visitor accommodation and approximately 10.5 hectares of land dedicated for car parking, access routes and landscaping.

The City of Victor Harbor attempted to address the retail and commercial supply and demand challenges identified by the UGMS through the Outer Retail Centres DPA (2008). However, the Ministerial changes to this DPA, as well as the Residential (Hindmarsh Valley) DPA, resulted in the earlier than anticipated release of a new Neighbourhood Centre Zone on Waggon Road and the removal of the proposed Neighbourhood Centre Zone on the corner of Tabernacle and Waitpinga Roads. The Minister also discarded the proposed Bulky Goods Zone on Waterport Road.

Since the preparation of this DPA or the UGMS, there has not been any additional retail, commercial or bulky goods rezoning in the City of Victor Harbor, nor has any retail construction occurred within the Neighbourhood Centre Zone on Waggon Road. Given that the population of Victor Harbor has grown at a rate close to that assumed by the UGMS, it is reasonable to assume that the retail demand anticipated for 2011 in the UGMS exists today. That is, there is currently unmet retail demand in excess of 10,000m<sup>2</sup> - 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 (SOI) for a Centres Review Development Plan Amendment to the Minister for Planning. The Centres Review commenced in July 2013 and an amended SOI was endorsed by Council in August 2013. This Development Plan Amendment will be based on retail analysis modelling and a strategic assessment of ways to address retail demand, 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.

### 4.3. Tourism Development

The following directions have been identified for the City of Victor Harbor in the Fleurieu Peninsula Destination Action Plan 2012-2018:

- Development of at least one primary tourism attraction in the areas of water/coastal, food and wine and eco-adventure;
- Upgrade of at least 30 rooms (across the Fleurieu Peninsula region) from 3 star to 4 star;
- Target projects of significant scale such as a conference centre for 150 to 300 delegates;
- Attract expedition-style cruise vessels to the region;
- Build on the region's capacity to host events that attract significant numbers of visitors.

In addition, the opportunity to further develop marine experience opportunities through an integrated facility in an appropriate location has been identified as a potential project involving a partnership between all spheres of Government and the private sector for planning, funding, delivery and operation.

The Development Plan has not necessarily envisaged these forms of tourism development. It is proposed to review the Development Plan to ensure that policies in appropriate zones are supportive of developments that enhance Victor Harbor's appeal as a tourism destination.

### 4.4. Industrial Development

The 30 Year Plan establishes a series of targets for the creation of jobs across the Greater Adelaide Region. In terms of the Fleurieu Region, the Plan seeks the creation of 11,500 jobs over 30 years. To achieve this, the Plan identifies that 120 hectares of new employment lands will need to be created in the Fleurieu Region<sup>32</sup>.

In terms of specific employment sectors, the 30 Year Plan identifies primary production, mining and resources, manufacturing, defence, services and green industries as areas where additional jobs will be created across Greater Adelaide into the future<sup>33</sup>.

The Plan identifies green industries as a growth sector. In order to facilitate this growth, the Plan advocates setting aside employment lands, encouraging clustering around key educational institutions and ensuring that planning controls are flexible enough to encourage new green technologies and industries to emerge<sup>34</sup>.

The majority of industrial activities in Victor Harbor are of a smaller scale and are service industry related and this trend is expected to continue. Although Victor

<sup>32</sup> Table E8 – Fleurieu targets, *The 30 Year Plan for Greater Adelaide*, page 170.

<sup>33</sup> The Economy and Jobs, *The 30 Year Plan for Greater Adelaide*, page 102-112

<sup>34</sup> Policies 37 and 38, The Economy and Jobs, *The 30 Year Plan for Greater Adelaide*, page 112

Harbor acts as a Regional Centre, Goolwa is identified by the *30 Year Plan for Greater Adelaide* as the industrial hub of the south coast with a large area on the outskirts of Goolwa identified as “new employment lands to serve Fleurieu region”. That being said, the 30 Year Plan does identify a small area of “new strategic employment lands” west of the existing Industry Zone at Waterport Road.



The UGMS notes that in 2006, there was an existing supply of 40 hectares of usable land zoned for industrial use within Victor Harbor. Based on population projections and an assumption that industrial land will continue to be required at a rate of 1 hectare per 264 people, the UGMS states that an additional 20 hectares of land would need to be zoned for industrial use prior to 2012 and a further 30 hectares zoned by 2030. This assumption is based on the Colliers International Commercial Land Use Review (2006) and the Connor Holmes Industrial Land Study 2006. No additional industrial land has been rezoned in this time, which indicates that there is likely to be unmet demand for industrial land.

While noting that there may be a shortage of industrial land in Victor Harbor in the future, the UGMS recommends that a regional approach be adopted which would see the majority of industrial development occurring in Goolwa. This approach will allow for the growth of residential and retail development in Victor Harbor while limiting the expansion of industrial development to the existing industry zone (including the expansion anticipated by the 30 Year Plan) located to the north-east of the town.

#### 4.5. Rural Areas

The 30 Year Plan for Greater Adelaide and, in particular, the directions for the Fleurieu region provide a strong commitment to growing the State's food industry, making the best use of water resources, and protecting areas of primary production significance. The Plan identifies that a large proportion of the Council area can be described as “Potential areas of primary production significance”.

Of particular relevance are policies to “Improve primary production's share of economic activity in Greater Adelaide through the protection of strategic areas for horticulture, viticulture, dairying and grain production<sup>35</sup>” and “encourage the

<sup>35</sup> Policy 11, The economy and jobs, The 30 Year Plan for Greater Adelaide, page 106.

development of small-scale value-adding activity that complements local primary production<sup>36</sup>”.

The 30 Year Plan also identifies “potential areas of primary production significance” and contains related policy for this to be reflected in Council Development Plans with planning controls to protect the areas’ use<sup>37</sup> and preventing land fragmentation. In terms of land division, the Plan notes that minimum lot sizes in rural zones will vary across Greater Adelaide “...depending on the dominant activity of a particular area and the appropriate minimum lot size of that type of agricultural activity”<sup>38</sup>. Accordingly, Development Plans need to be flexible enough to allow these adjustments to occur. The 30 Year Plan also flags a need to “...remove unnecessary regulatory barriers...” which may be preventing the adjustment of primary production activities such as a change of agricultural practices or commodity type<sup>39</sup>.

Addressing rural areas from a different angle, the Health and Wellbeing section of the 30 Year Plan contains the policy to “protect Greater Adelaide’s high-quality food bowl areas...to ensure a supply of affordable fresh food”<sup>40</sup>.



#### 4.6. Infrastructure and Services

The 30 Year Plan provides a clear land use framework to guide future infrastructure investment and provision, highlighting the importance of integrating transport with land-use planning. Policies in the Plan outline clear policy principles to guide the future provision of infrastructure, as well as describing planned investment in critical infrastructure that will underpin the growth envisaged in The Plan.

Of particular relevance to Victor Harbor are policies to locate new housing growth in proximity to infrastructure<sup>41</sup>, identify and plan for major infrastructure requirements to

<sup>36</sup> Policy 17, The economy and jobs, The 30 Year Plan for Greater Adelaide, page 106.

<sup>37</sup> Policy 13, The economy and jobs, The 30 Year Plan for Greater Adelaide, page 106.

<sup>38</sup> Policy 15, The economy and jobs, The 30 Year Plan for Greater Adelaide, page 106.

<sup>39</sup> Policy 16, The economy and jobs, The 30 Year Plan for Greater Adelaide, page 106.

<sup>40</sup> Policy 3, Health and Wellbeing, The 30 Year Plan for Greater Adelaide, page 101.

support new residential and employment precincts<sup>42</sup>, preserving critical infrastructure corridors and buffer zones around infrastructure<sup>43</sup> and planning for human services in growth areas<sup>44</sup>. In the Fleurieu region, the Plan contains directions including “upgrade road to Adelaide” and “protect potential bypass/freight route” between Victor Harbor and Goolwa<sup>45</sup>.

The 30 Year Plan also places emphasis on the need to provide alternative modes of transport such as a connected bicycle network with links to public transport and interchanges.

Importantly, the Plan identifies the need to prioritise the rollout of new growth areas to areas that are contiguous to existing infrastructure to achieve efficiencies in the supply of new infrastructure.

The UGMS details the infrastructure and services that currently support Victor Harbor, and infrastructure needs and opportunities in the context of sustained urban growth. The UGMS emphasises the need for the recent upgrades to Adelaide-Victor Harbor Road to continue in line with urban growth, along with the provision of the proposed Victor Harbor to Goolwa bypass. For both of these major infrastructure projects, Council's role is one of advocacy. Funding is expected to come from National and State Governments.

The UGMS contains a detailed discussion about the internet, noting that internet connection is paramount if Victor Harbor is to attract service based businesses. It is noted that considerable upgrades to telecommunications infrastructure within Victor Harbor have occurred in recent times with more planned for the near future.

The National Broadband Network (NBN) has a national rollout program over 7 years and with Victor Harbor being rolled out in the first round of installation (previous installations were test locations), Victor Harbor will be at the forefront of telecommunications within the nation, potentially improving the town's appeal to businesses who require access to reliable broadband, proximity to a city (but not necessarily within it) and enjoy the rural coastal lifestyle.

#### 4.7. Health and Wellbeing

The 30 Year Plan contains specific policies to support the health and wellbeing of individuals and communities, under the premise that the design, layout and qualities of the physical environment play a significant role in supporting wellbeing.

In addition to the previously summarised policies regarding urban design, the Plan contains policies to “create safe and inviting public spaces that will encourage community participation”, “provide engaging spaces where young



<sup>41</sup> Policy 1 and 6, Infrastructure, The 30 Year Plan for Greater Adelaide, page 120.

<sup>42</sup> Policy 2, Infrastructure, The 30 Year Plan for Greater Adelaide, page 120.

<sup>43</sup> Policies 4 and 5, Infrastructure, The 30 Year Plan for Greater Adelaide, page 120.

<sup>44</sup> Policy 1, Infrastructure, The 30 Year Plan for Greater Adelaide, page 120.

<sup>45</sup> Map E8A, Fleurieu directions insert, The 30 Year Plan for Greater Adelaide, page 173.

people can congregate” and “give priority to pedestrian, wheelchair, gopher and cycle movement in neighbourhoods”<sup>46</sup>.

In addition, the Plan contains policies to specifically address the specific requirements of growing numbers of young families and older people<sup>47</sup>.

#### 4.8. Environment, Open Space, Hazards and the Coast

In terms of native vegetation and biodiversity issues, the 30 Year Plan seeks to provide greater certainty and transparency of policy approach by introducing a clear hierarchy of environmental areas into Development Plans, as follows:

**Areas of high environmental significance**, including protected public lands (such as National Parks and Conservation Parks), private/public lands under a Heritage Agreement, and land containing high-value native vegetation. These areas will be protected from development unless a specific regulatory exemption applies.

**Areas of environmental significance**, including habitat areas and lands that have human uses, such as primary production, but also support biodiversity because the uses are of relatively low environmental impact. Higher impact land uses in these areas should be avoided. If development cannot be avoided, the impacts will be minimized and offsets provided.

**Areas designated for human use**, where human use is the principal consideration. Development is to be consistent with Development Plans and existing legislation<sup>48</sup>.

This hierarchy, which designates parts of the Inman and Hindmarsh river corridors and other patches of remnant vegetation as areas of high environmental significance, is supported by a number of policies. These include containing growth where possible to urban lands<sup>49</sup> and enhancing urban biodiversity and biodiversity corridors<sup>50</sup>.

The 30 Year Plan provides for the establishment of a Greater Adelaide Open Space System which will build upon the existing Metropolitan Open Space System<sup>51</sup>. In the Fleurieu region, land along the Inman River, along the foreshore southwest of the Bluff and a large area north of Port Elliot and Hayborough<sup>52</sup> have been identified as part of the Greater Adelaide Open Space System.

The establishment of the Greater Adelaide Open Space System provides an opportunity to support existing Council goals regarding the protection of coastal views from public vantage points.

The Encounter Marine Park provides protection for significant marine environments off the Victor Harbor coastline.

<sup>46</sup> Policies 7-9, Communities and Social Inclusion, The 30 Year Plan for Greater Adelaide, page 90.

<sup>47</sup> Policies 4 and 5, Communities and Social Inclusion, The 30 Year Plan for Greater Adelaide, page 90.

<sup>48</sup> Policy 1, Biodiversity, The 30 Year Plan for Greater Adelaide, page 128.

<sup>49</sup> Policy 2, Biodiversity, The 30 Year Plan for Greater Adelaide, page 128.

<sup>50</sup> Policies 6 and 7, Biodiversity, The 30 Year Plan for Greater Adelaide, page 129.

<sup>51</sup> Policy 1, Greater Adelaide Open Space System, The 30 Year Plan for Greater Adelaide, page 132.

<sup>52</sup> Map E8A, Fleurieu directions insert, The 30 Year Plan for Greater Adelaide, page 173.

The Plan also seeks to ensure that open space is accessible to all communities<sup>53</sup>, provides linkages to encourage walking and cycling, and neighbourhood level facilities are provided within walking distance of residents in new growth areas<sup>54</sup>. Land required for major recreation and sport facilities should be identified in new growth areas<sup>55</sup>.

The Plan seeks to respond to climate change through both mitigation and adaptation. This includes the promotion of a more compact city, the establishment of a new urban form that promotes shorter distances of travel<sup>56</sup> and energy efficiency<sup>57</sup>. A more liveable urban environment with tree-lined streets and a network of greenways should also be encouraged<sup>58</sup>. In addition, development should be avoided on land that may be subject to inundation associated with sea level rise or storm surge<sup>59</sup>.

In terms of water, the Plan seeks to use water more efficiently through the implementation of Water Sensitive Urban Design (WSUD)<sup>60</sup>. New greenfield developments will need to source water for outdoor use from non-mains water supply and locations for potential stormwater harvesting schemes should be identified and protected<sup>61</sup>. The Plan also advocates the creation of policy links between Stormwater Management Plans, Structure Plans and Development Plans to address stormwater and flood management matters<sup>62</sup>.

The 30 Year Plan seeks to reduce the risk of environmental hazards such as bushfires, flooding and contamination. It does this by promoting a risk hierarchy of avoidance, adaptation and protection<sup>63</sup>.

With respect to the coast, the 30 Year Plan suggests that coastal zones should cover all areas that contain

- Habitats that are highly sensitive to the direct impacts of development
- Important geological and/or natural features of scientific, educational or cultural importance
- Landscapes of very high scenic quality<sup>64</sup>.

These strategic directions are consistent with existing Council goals regarding the protection of coastal views from public vantage points.

In addition, the 30 Year Plan envisages that the following coastal management requirements are integrated into Council's Development Plan:

<sup>53</sup> Policy 2, Open Space, Sport and Recreation, The 30 Year Plan for Greater Adelaide, page 132.

<sup>54</sup> Policies 2 and 3, Open Space, Sport and Recreation, The 30 Year Plan for Greater Adelaide, page 132.

<sup>55</sup> Policy 8, Open Space, Sport and Recreation, The 30 Year Plan for Greater Adelaide, page 132.

<sup>56</sup> Policies 3 and 4, Climate Change, The 30 Year Plan for Greater Adelaide, page 139.

<sup>57</sup> Policies 5-9, Climate Change, The 30 Year Plan for Greater Adelaide, page 139.

<sup>58</sup> Policy 13, Climate Change, The 30 Year Plan for Greater Adelaide, page 139.

<sup>59</sup> Policies 16 and 17, Climate Change, The 30 Year Plan for Greater Adelaide, page 140.

<sup>60</sup> Policies 1-3 and Box 4, Water, The 30 Year Plan for Greater Adelaide, page 141-142.

<sup>61</sup> Policy 4, Water, The 30 Year Plan for Greater Adelaide, page 142.

<sup>62</sup> Policy 8, Water, The 30 Year Plan for Greater Adelaide, page 142.

<sup>63</sup> Policy 5, Emergency management and hazard avoidance, The 30 Year Plan for Greater Adelaide, page 149.

<sup>64</sup> Policy 8, Biodiversity, The 30 Year Plan for Greater Adelaide, page 128.

- Coast protection policies under the Coast Protection Act 1972
- Marine Parks under the Marine Parks Act 2007
- Aquatic reserve areas under the Fisheries Management Act 2007
- Relevant provisions of the Natural Resources Management Act 2004<sup>65</sup>.

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<sup>65</sup> Policy 9, Biodiversity, The 30 Year Plan for Greater Adelaide, page 128.

## 5.0 Consultation Report

The City of Victor Harbor commenced a joint consultation process for the update of the UGMS and the development of the Strategic Directions Report. This process was facilitated by URPS working in partnership with Council staff.

The consultation period began on 21 March 2013. It was advertised in local media and through flyers available in a wide range of community locations. Letters advising of the consultation were sent to all relevant agencies. The draft documents were made available in a range of ways including on Council's website, free CDs available from Council offices and hard copies available to be borrowed from the library.

Two sessions were held with community members and agency representations on the morning and evening of 1 May. These sessions were attended by 23 people. Council received 27 written submissions on the Strategic Directions Report. A summary of these submissions is provided in Appendix A. A public hearing was attended by 5 representors on 5 June 2013.

Two workshops with Councillors were held – the first to provide input to the SDR Discussion Paper and the second to review the findings of the consultation process. Changes were made to the Strategic Directions Report to reflect the findings of the consultation process.

## 6.0 Policy Recommendations

The following changes to Council's Development Plan are proposed in the context of Council's review of the UGMS and feedback from community and stakeholder consultation on the UGMS and Strategic Directions Report Discussion Paper (see Appendix A for a summary of the written submissions).

### **Residential Development**

Cognisant of the requirement of the 30 Year Plan for Councils in the urban growth areas to have a 15 year rolling supply of residentially zoned land, able to be serviced efficiently with the necessary physical and social infrastructure, Council has undertaken scenario planning to determine the potential shortfall in land currently zoned residential.

Depending on the assumptions made it was determined that Council has between 10 and 14 years supply of existing residential land.

Since rates of land consumption for housing have fluctuated significantly with a steady decline since peaks between 2005/06 and 2007/08 and the potential future contribution of infill development to meeting 30 Year Plan targets has not been established, the City of Victor Harbor has resolved to commence a detailed study of land demand and supply in both infill and greenfields sites in 2014/15.

These studies will assist Council to identify the potential number of dwellings that could result from policy changes to facilitate infill development. They will also enable Council to gain a better understanding of the impact of recent development trends on the demand for new broadacre land. It is possible that lower than projected growth rates and slower rates of building approvals for existing residentially zoned land may delay the need for rezoning additional land.

Council is committed to working with the State Government and the development sector to ensure that the release of land for new developments is clearly linked to infrastructure provision. The staged release of land will reduce the risk of inefficiencies or delays in the supply of services.

The following policy directions have been identified to achieve Council's objectives.

1. Subsequent to the completion of these studies and in order to meet the State Government's target of a 15 Year Supply of zoned and development ready land, embark upon a Residential Development Plan Amendment (DPA) to potentially rezone additional land for residential purposes. Any rezoning should be consistent with the staging plan outlined in the UGMS and be tied to plans and/or agreements to provide the necessary infrastructure.
2. Investigate the potential to provide additional housing opportunities in Victor Harbor through targeted infill development within the existing township, thereby ensuring a long term housing supply while also reducing demand for greenfields land. These investigations will inform a Residential Infill DPA.

3. Ensure residential DPAs for township expansion are guided by the land staging identified in the UGMS and respond to land supply and demand data.
4. In accordance with the preferred growth scenario in the UGMS, ensure residential DPAs for urban development avoid sites with high environmental or landscape value, significant primary production areas, mineral resources, potential hazards and environmental impacts.
5. Determine a timeframe to 'release' the Deferred Community Facilities Zone in the Hindmarsh Valley area.
6. Undertake a review of Council's residential policy to ensure it addresses 30 Year Plan policies in relation to:
  - diversity of housing type and size to better meet the needs of smaller ageing households
  - higher residential densities in close proximity to activity centres, schools and large parcels of public open space
  - incorporation of NBN infrastructure in new developments
  - affordable housing taking into account whole of life adaptable dwelling costs
  - housing for older people that meets the established Guidelines for Liveable Housing Design<sup>66</sup>
  - urban design (as it relates to buildings, streetscapes and public areas)
  - design of foreshore development
  - promoting health and wellbeing through neighbourhood design
  - useability of public spaces by all users, including children, teenagers, families, older people and people with disabilities
  - water sensitive urban design
  - energy efficiency of dwellings
  - managing the interface between residential development and existing mining and primary production areas through the use of buffers, landscaping or subdivision design.
7. Undertake a heritage survey focused on character/contributory places, buildings from inter-war period, and feedback from 'willing owners' to inform a future Heritage Development Plan Amendment.

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<sup>66</sup> South Australia's Communities for All: Our Age-Friendly Living Guidelines for Residential Development (2012)

### **Retail Development**

8. Progress Council's Centres Review DPA to investigate ways to meet retail demand in Victor Harbor. These investigations should seek to ensure Victor Harbor contains a balanced typology of activity centres that reinforces the Town Centre as a "major district" centre while meeting the retail needs of local neighbourhoods.
9. Investigate appropriate commercial (or other) uses for the former TAFE site adjacent the Adelaide, Port Elliot and Hindmarsh Roads intersection, and progress any Development Plan Amendment.
10. Progress Council's Centres Review DPA to investigate the best location for bulky good retailing.

### **Tourism Development**

11. Review development plan policy to ensure that tourism developments and related infrastructure projects are able to be accommodated in a range of locations.

### **Commercial and Industrial Employment Land**

12. Undertake a car parking study and develop a strategy to guide car parking provision in retail and commercial zones.
13. Review development plan policy to ensure there is sufficient land available in strategic locations to attract and establish a range of industries appropriate to Victor Harbor (including the flexibility desired to allow the emergence of green industries and other future land uses).
14. Undertake a review of all existing policies related to Home Industry Zones and home-based businesses and commercial land uses (other than retail and bulky goods which are being addressed in the Centres Strategy and Outer Centres DPA).
15. Undertake necessary investigations to inform a modest expansion of the Waterport Road Industry Zone (as identified by the UGMS and 30 Year Plan) to meet existing and potential industrial demand (having regard to topographical, visual and heritage issues). This zone is unlikely to cater for all of the demand for industrial land. It is anticipated that the land near Goolwa , identified in the 30 Year Plan, will cater for this unmet demand.

### **Rural Areas**

16. Investigate the potential to, and impacts of, intensifying development within existing rural living zones.
17. Review policies within rural zones to ensure that planning policy is flexible enough to accommodate change to agricultural practices, small scale value-adding activities that complement local primary production and/or second

dwellings to support ageing in place for farming families or farm management without any future subdivision potential.

### **Infrastructure and Services**

18. Ensure that planning for growth areas is tied to infrastructure planning/agreements.
19. Advocate for improvements to major transport infrastructure, such as ongoing upgrades to the Adelaide-Victor Harbor Road and the potential Goolwa to Victor Harbor by-pass, in line with urban growth.
20. Ensure the Development Plan identifies and protects current and planned rail and road corridors, power supply networks and other infrastructure corridors, from encroachment by sensitive uses.
21. Identify and plan for human services for existing and growing communities, having regard to current and projected population age structures.

### **Environment, Open Space, Hazards and the Coast**

22. Ensure that areas of environmental significance are protected from inappropriate development.
23. Ensure the Development Plan contains mechanisms to allow offset initiatives where development results in unavoidable impacts on biodiversity.
24. Ensure the new growth areas provide a connected network of open space and recreational facilities which are easily accessible for all residents.
25. Ensure the Development Plan adequately anticipates areas at risk of inundation associated with sea level rise/storm surge.
26. Review the Development Plan to ensure planning policy adequately minimises the risk to life and property from environmental hazards such as bushfire, flooding and contamination.
27. Use the findings of the Coastal Management Plan and Climate Change Adaptation Strategy to inform a review of the Development Plan to ensure it supports climate change resilience.
28. Ensure the Development Plan contains adequate policy to protect coastal ecosystems and marine parks from the impacts of development in accordance with relevant legislation.
29. Review zoning in coastal areas to ensure it sufficiently protects important habitats, sites of geological, scientific, education or cultural importance, or landscapes of very high scenic quality.
30. Ensure that coastal views from public vantage points are protected through Development Plan Policy.

### **Development Plan**

31. Create a more readable, user-friendly Development Plan by adopting the South Australian Planning Policy Library (SAPPL) format while also ensuring appropriate local variations are retained.
32. Remove policy inconsistencies and errors.

## 7.0 Development Plan Amendment Program

This section of the Strategic Directions Report describes the research studies and Development Plan Amendments Council proposes to undertake in the next 5 years to address its key policy challenges.

### **Residential Development**

Council proposes to undertake a series of studies to inform the identification of land capability for residential development.

These will include:

- A landscape assessment to ensure the preservation of significant views as identified in Map 20 in the UGMS including protection of coastal views from public vantage points.
- Yield assessment taking into account opportunities and constraints such as topography, access to transport and other infrastructure, proximity to sensitive land uses.
- Market analysis to determine the nature of housing demand including type of purchasers, pricing and any other relevant details to ensure that there is housing choice and diversity and that housing design supports "ageing in place" through applying Liveable Housing Design Guidelines.

These studies will provide the Statement of Investigations for a Residential DPA that:

- Addresses policy constraints to higher density residential infill development
- Provides for the staged release of residential urban land to meet demand subject to the satisfactory negotiation of infrastructure agreements.

### **Commercial and Industrial Employment Land**

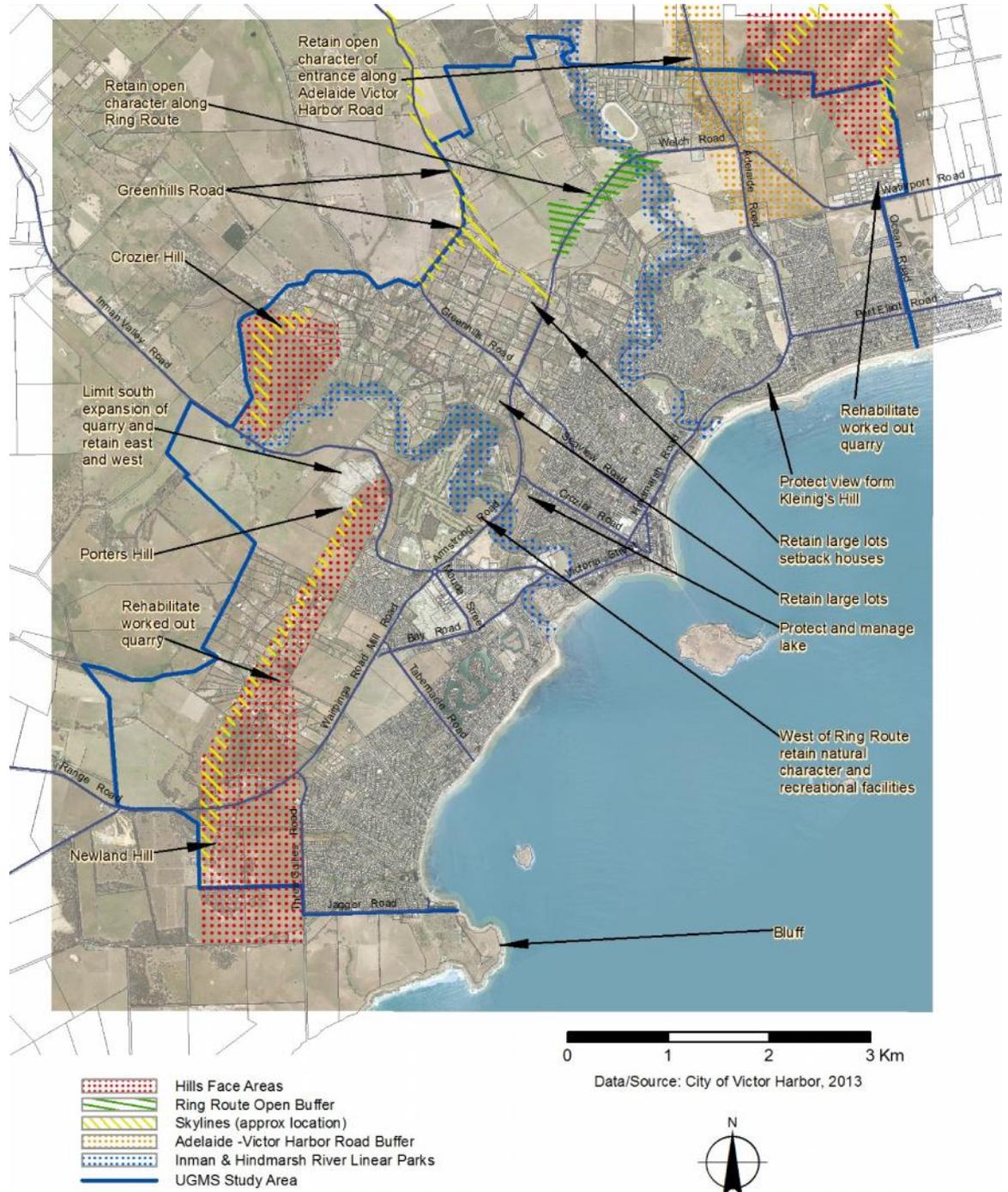
Council has identified the need to undertake a car parking study for existing commercial and retail areas as a high priority. This will contribute to a parking strategy.

This strategy will be supplemented by other studies related to commercial and industrial employment land.

Council proposes to undertake a review of all existing policies related to:

- Home industry zones and home based businesses
- Commercial land uses (other than retail and bulky goods which are being addressed in a current strategy and DPA)
- Industrial land uses.

These studies will inform the preparation of a Statement of Intent for a Commercial and Industrial Employment Land DPA.



Source: Map 20, UGMS 2013 - 2030

## **Heritage**

Council has previously identified the need to protect buildings constructed in the inter-war period between 1919 and 1939 since this was a period of significant residential development that resulted in a definitive housing style and pattern of development.

The first step will be to undertake a heritage survey focussed on character and contributory places. Focussing on buildings from the inter-war period and feedback from 'willing owners' the study will identify housing and other buildings that are typical of this era and describe the most appropriate form of protection including changes to Development Plan policy.

Subsequent to the study Council will prepare a Heritage DPA to give effect to the required policy changes.

## **Rural Living and Rural Areas**

Council is seeking to contain existing rural living zones and to facilitate more sustainable property management which may be able to be achieved through intensifying development.

While Council and the community have expressed the view that existing rural policies provide adequate support for primary production there was support for a review of policies within rural zones to ensure that these are able to accommodate:

- Change to agricultural practices
- Small scale value-adding activities that complement local primary production
- Second dwellings to support ageing in place for farming families or farm management (without any future subdivision potential).

Depending on the findings of the Rural Living and Rural Areas Review Council may proceed to undertake a Rural Living and Rural Areas Development Plan Amendment.

## **Climate Change**

Council is currently undertaking a Coastal Management Study and Climate Change Adaptation Strategy. While these studies will influence a wide range of Council programs and projects in infrastructure, environmental management and asset renewal there is likely to be some impact on development plan policy. It is proposed to undertake a review of these studies to identify changes to be made to ensure planning policy supports a proactive response to climate change.

## **Recreation Land and Facilities**

As Victor Harbor continues to grow there will be a need to set aside land for recreation facilities and sports fields in appropriate locations.

Council proposes to undertake an investigation into opportunities to address future requirements for formal recreation and sports facilities and playing fields. This study will involve a review of Development Plan policy relating to the provision of land of

an appropriate quality and suitability when land is subdivided for residential development.

This investigation will inform a Recreation Land and Facilities DPA to ensure suitable land is available for developments, whether these be private or public sector lead or undertaken as joint ventures.

## 7.1. Development Plan Amendment Program

Table One provides Council's program for Research and Policy Change 2014/15 to 2018/19.

**Table One: Program for Research and Policy Change**

Year One 2014/15	Year Two 2015/16	Year Three 2016/17	Year Four 2017/18	Year Five 2018/19
<b>Residential Land Supply Studies</b> <ul style="list-style-type: none"> <li>Landscape Analysis</li> <li>Yield Analysis</li> <li>Market Analysis</li> <li>Identification of planning policy changes to support infill development</li> <li>Identification of land to be rezoned for greenfields residential development</li> </ul>	<b>Residential Land Supply Development Plan Amendments</b> <ul style="list-style-type: none"> <li>Residential Infill commenced → completed</li> <li>Residential Greenfields – commenced → completed</li> </ul> <p>Note: it may be desirable to combine these as a single Residential DPA. However, if it is considered that infill issues will be more controversial and slow the process down separating them may be more appropriate.</p>		<b>Rural Living and Rural Areas Studies</b> <i>Rural Living and Rural Areas Investigation</i> → Rural Living and Rural Areas	<b>Rural Living and Rural Areas Development Plan Amendments</b>
			<b>Recreation Studies</b> Recreation Land and Facilities Investigation → Recreation Land and Facilities	<b>Recreation Development Plan Amendment</b>
		<b>Climate Change Strategy</b> to be informed by Council Wide Climate Change Strategy →		<b>Climate Change Development Plan Amendment</b>
<b>Commercial and Industrial Employment Land Studies</b> Parking Study and Strategy	<b>Commercial and Industrial Employment Land Studies</b> <ul style="list-style-type: none"> <li>Review of policies related to home based businesses, industry and commercial uses</li> <li>Review of Home Industry Zones</li> </ul>	<b>Development Plan Amendments</b> Commercial and Industrial Employment Land DPA – commenced → completed		
	<b>Heritage Study</b> Survey of Inter-war buildings, character/contributory items, including identification of 'willing owners'	<b>Development Plan Amendments –</b> Heritage DPA commenced → completed		

## 7.2. Resourcing the DPA Program

The City of Victor Harbor will need to allocate the following budgets for research studies and DPAs.

2014/15	\$120,000
2015/16	\$105,000
2016/17	\$105,000
2017/18	\$105,000
2018/19	\$105,000

This budget assumes that most DPAs will be commenced in one financial year and completed the following year, enabling budgets to be split between two years.

## 8.0 References

- South Australia's Strategic Plan 2012
- The 30 Year Plan for Greater Adelaide
- Victor Harbor Urban Growth Management Strategy (UGMS) 2013 – 2030
- City of Victor Harbor Community Plan 2022

(see Council's website [www.victor.sa.gov.au](http://www.victor.sa.gov.au) to access the UGMS and Community Plan).

## 9.0 Appendix A: Summary of Submissions

# Victor Harbor Strategic Directions Report Submissions

## Public Submissions

No.	Name and Address	Summary of Submission	Comments	Alignment with 30 Year Plan for Greater Adelaide and State Strategic Plan	Strategic Directions Report Key Themes	Recommendation
1.	Ike & Carolyn Ashby Bag 9 Victor Harbor SA 5211 <a href="mailto:mtalma@ipstarmail.com.au">mtalma@ipstarmail.com.au</a>	Does not support changes to rural zones. Retain existing rural policies to protect land values and farmers' equity.	Agree that strong protection measures are not needed.	Primary Production Policies 11, 13 and 15 "Prevent the fragmentation of primary production land by restricting land division to maintain viable and productive land use activity". Target E: Protect up to 375,000 hectares of significant primary production areas	Rural Areas 14 and 16.	Do not include proposal for Primary Production Areas in SDR.
2.	Elaine Baggs & Christine Ellis 15 Nevin Avenue Encounter Bay SA 5211 <a href="mailto:deer@iprimus.com.au">deer@iprimus.com.au</a>	Request to rezone land currently zoned rural to rural living or residential due to not being viable for farming. It is adjacent to Rural Living Zone and opposite residential land. Location – Butler Rise/Old Road, Waitpinga Road.	Not high value primary production land.	New Metropolitan and Township Growth Areas Policy 42. "Restrict adhoc construction of isolated rural dwellings and subdivision of rural lands through... appropriate intensification of existing Rural Living Zones and strategic designation of new Rural Living Zones outside areas of primary production significance".	Rural Areas 15.	Consider expansion of Rural Living Zone in this locality subject to consideration of impacts on future township expansion for residential development.
3.	Jann & Glen Aldridge PO Box 30 Victor Harbor SA 5211 <a href="mailto:debrogue@gmail.com">debrogue@gmail.com</a>	Request to consider rezoning from General Farming to Rural Living 4 for area west of Victor Harbor facing Range Road and Waitpinga Road specifically for Lots 10 and 11 Hundred of Waitpinga.  Suggests that Rural Living is a natural progression for Victor Harbor's growth particularly along arterial roads (Waitpinga Road) such as this area. Mentions that this area is already linked up to a range of services.	Not considered high priority for primary production.	As above	Rural Areas 15.	Consider expansion of Rural Living Zone in this locality, subject to consideration of impacts on future township expansion for residential development.

No.	Name and Address	Summary of Submission	Comments	Alignment with 30 Year Plan for Greater Adelaide and State Strategic Plan	Strategic Directions Report Key Themes	Recommendation
4.	Janine Jacobs PO Box 1475 Victor Harbor SA 5211	Draws Council's attention to the use of the land on Seaview and Greenhills Rd designated as a Reserve in the UGMS as a Council storage area for heavy vehicles and construction materials since 2010. Many photos were provided to illustrate visual impact and dust issues for residents. Queries how these activities can be permitted in a residential zone?	Noted for follow up	Not specifically referenced. Residential amenity is to be supported by design and land use mix.	Residential Development 6	Consider moving these operations to an industrial zone.
5.	Damien Ellis Intro Design Pty Ltd on behalf of Makris Group Level 1, 33 Pirie Street PO Box 207 Rundle Mall Adelaide SA 5000 Phone: 0402 359 653	<p>The UGMS forecasts a greater capacity for additional to be land that previously addressed in submission to Council in January. Despite this, there is a general accord which finds that over a 15 year period, there is a shortfall of residentially zoned land available for urban development.</p> <p>As stated in the submission in January, the Makris Group has commissioned a suite of investigations to inform the master plan for the Encounter Bay Deferred Urban land.</p> <p>Concurs with the findings of the UGMS, in particular reaffirms that the Deferred Urban Encounter Bay site can assist in delivering identified shortfalls in residential land supply.</p> <p>The land identified in the submission has been master planned to ensure delivery over a staged development period with a variety of residential allotments, ensuring that the market is not saturated with a single product type.</p>	Noted	Efficient Planning of land supply and the housing and Employment Land Supply Program. Policies 9, 10, 11 and 12. Target of 1,570 hectares of township expansion in Fleurieu Region linked to 25 year rolling supply of land, of which 15 years is zoned for urban development.	Residential Development 1.	Consider in Residential DPA to rezone land to meet future demand.

No.	Name and Address	Summary of Submission	Comments	Alignment with 30 Year Plan for Greater Adelaide and State Strategic Plan	Strategic Directions Report Key Themes	Recommendation
		<p>Urges Council to act on these recommendations and reaffirms the client's desire to commence the preparation of a Developer Funded DPA for the Encounter Bay Deferred Urban land.</p>				
6.	<p>Phillip Brunning Phillip Brunning and Associates on behalf of Makris Group (Neighbourhood Centre proposal) Level 1, 96 Glen Osmond Road Parkside SA 5063  Phone: 0407 019 748</p>	<p>Presents a proposal to establish a supermarket on the land located on Waitpinga Road. Seeking consideration in the Outer Centres Retail DPA to be pursued by council. Acknowledges that Makris Group now seeks to make a neighbourhood scale shopping centre (3300sqm floor space) rather than District/sub-regional scale (6000sqm floor space). Sees the supermarket as fulfilling the needs of the local and future community to have a supermarket outside of the town centre. Assures that such a facility would not detract from the continued role and function of the town centre. References the UGMS as identifying a total of 12,000sqm of retail floor space by 2016. Attached Deep End Services Economic Analysis. Key points include:</p> <ul style="list-style-type: none"> <li>• Previous research has come to the conclusion that capacity exists for additional retail floor space.</li> <li>• The total catchment is forecasted to increase to</li> </ul>	Noted	<p>Mixed Use Activity Centres. Policies 25, 29 and 31. Promotion of mixed use development within activity centres within a typology of activity centres including neighbourhood and local centres.</p>	Retail and Commercial Development 8.	Include in Investigations for Retail Strategy and Outer Centres DPA.

No.	Name and Address	Summary of Submission	Comments	Alignment with 30 Year Plan for Greater Adelaide and State Strategic Plan	Strategic Directions Report Key Themes	Recommendation
		<p>8,998 people in 2016 based on official state government forecasts.</p> <ul style="list-style-type: none"> <li>• Proposed supermarket would benefit greatly from proposed subdivision of the deferred urban land and other approved subdivisions.</li> <li>• There is a shortfall of retail space in the area. Even if 2 new supermarkets were provided the oversupply would be minimal.</li> <li>• A shopping centre on this land would not be operational till 2016.</li> <li>• A new shopping centre would not seriously prejudice incumbent retailers such as the existing Woolworths supermarket.</li> </ul> <p>Seeks the orderly and economic development of land within the Council area in a manner that may make suitable and appropriate provision for retail shopping (supermarket in particular) so as to best meet the needs of the community now and over time.</p>				
7.	Dr Lachlan Dickson 21 The Crescent Victor Harbor SA 5211	Is concerned that the land at lot 1 Fuller East Road has been rezoned from "Future Residential" to "Deferred Residential" and cannot be divided until the residential land bounded by Adelaide Road, Ring Road and the Hindmarsh River is developed. Concerned that cannot even construct a dwelling on the land that has	Noted	Same as for submission 5.	Residential Development 1.	Consider potential for rezoning and timing of land release in relation to future demand.

No.	Name and Address	Summary of Submission	Comments	Alignment with 30 Year Plan for Greater Adelaide and State Strategic Plan	Strategic Directions Report Key Themes	Recommendation
		been owned since 1981.				
8.	Beryl Price PO Box 61 Victor Harbor SA 5211 <a href="mailto:kangavale@skymesh.com.au">kangavale@skymesh.com.au</a>	Does not support imposing restrictions on rural land as has happened at McLaren Vale. There should be no changes to planning policies that reduce the value of land holdings which will impact on farm viability.	Supported	Same as submission 1.	Rural Areas 14	Do not include this proposal in the SDR.
9.	David Lush 959 Inman Valley Road Lower Inman Valley SA 5211	Is concerned with the continual sub-division of large rural properties into small holdings which become unproductive in an agricultural sense.  Suggests that no new titles can be created in productive rural areas. If allotments were to be divided, it is suggested that these be 0.5 – 1 hectare so that the larger farming properties would be retained.	Noted	Same as submission 2.	Rural Areas 15.	SDR includes recommendation to investigate potential for and impacts of intensifying rural living by reducing allotment sizes.
10.	Grazia Rositano 3 Vista Street Seacombe Heights 5047 <a href="mailto:Grazia.rositano@gmail.com">Grazia.rositano@gmail.com</a>	Questions why Fuller West Road, Inman Valley was not considered for subdivision in the 30 Year Plan.  Stresses that Fuller West Road is closer to Victor Harbor Town Centre than Fuller Road East and therefore deserves subdivision rights. Other reasons include; access to infrastructure and ring route, closer to schools, hospitals and shopping and therefore more economically viable.	Noted	Same as submission 5.	Residential Development 1.	Council is required to use the 30 Year Plan for Greater Adelaide as the guide for future residential expansion.
11.	JD and RA Holbrook 45 Hill Street Victor Harbor SA 5211	Strongly opposes development of multiple building developments i.e. units. In particular reference to Victor Central.  Suggests the encouragement of a	Noted	Housing Mix, Affordability and competitiveness.  Policy 3  Facilitate integration of mixture of housing styles, types, sizes and	Residential Development 6.	Housing diversity and choice will require some multi unit developments

No.	Name and Address	Summary of Submission	Comments	Alignment with 30 Year Plan for Greater Adelaide and State Strategic Plan	Strategic Directions Report Key Themes	Recommendation
		younger population in Victor Harbor.		densities into the housing market.		

### Agency Submissions

No.	Name and Address	Summary of Submission	Comments	Alignment with 30 Year Plan for Greater Adelaide and State Strategic Plan	Strategic Directions Report Key Themes	Recommendation
12.	SA Power Networks Jane Jusup <a href="mailto:realestateadmin@sapo.wenetworks.com.au">realestateadmin@sapo.wenetworks.com.au</a>	SA Power Networks provided list of assets which need to be protected for current use and zoned to enable future sale of these assets if required. Future developments will need to consider current network capacity and the long lead time involved in meeting increased load demand.	Noted	Infrastructure. Policies 1, 2, and 4 Identify and Plan for major infrastructure requirements to support new residential and employment precincts preserving critical infrastructure corridors and buffers around infrastructure.	Infrastructure and services 17 and 19.	Infrastructure availability will be a key consideration in any Residential DPA.
13	Ben Hewett South Australian Government Architect GPO Box 2343 Adelaide SA 5001	No comment in response to the SDR	None	Urban Design Policies 3, 5 and 6. Use planning controls to set high standards for urban character and the quality of design.	Residential Development 6.	None needed
14.	Joe Byrne Health SA <a href="mailto:joe.byrne@health.sa.gov.au">joe.byrne@health.sa.gov.au</a>	Supports housing diversity and focus on affordability and community housing models. Supports housing developments that cater for mixed ages. Promotion of Liveable/Adaptable Housing Design principles in housing built primarily for older people.	Council's residential policies support these outcomes.	Communities and Social Inclusion. Policy 6 – housing to enable ageing in place. Housing Mix, Affordability and Competitiveness Policy 3, 6 and 7.	Residential Development 6.	Maintain these principles in future residential DPAs
15.	Vince Dimasi Department for Education & Childhood	No comment in response to the SDR.	None	N/A	N/A	None required

No.	Name and Address	Summary of Submission	Comments	Alignment with 30 Year Plan for Greater Adelaide and State Strategic Plan	Strategic Directions Report Key Themes	Recommendation
	Development <a href="mailto:vince.dimasi@sa.gov.au">vince.dimasi@sa.gov.au</a>					
16.	Warwick Stuart Renewal SA <a href="mailto:warwick.stuart@sa.gov.au">warwick.stuart@sa.gov.au</a>	Supports policies supporting diverse built form, intensification of existing urban area, mixed use and 15% affordable housing.	Noted	Housing Mix, Affordability and Competitiveness Policies 3, 6 and 7. Affordable Housing Policy 1 – target of 15% affordable housing.	Residential Development 6.	None required
17.	Mineral Resources Division PIRSA Level 7, 101 Grenfell Street Adelaide SA 5000	<p>The following tenements currently exist within the proposed UGMS area:</p> <ul style="list-style-type: none"> <li>• Panozzo Sand operates a small Permian sand operation (EML 5444) within the area. This may also be a future filling/packing sand resource for the region.</li> <li>• Holcim's Victor Harbor Quarry (PM 197 and EML4859) is a significant operation supplying construction materials to the City and Fleurieu region.</li> </ul> <p>The proposed Structure Plan shows one Residential Expansion Area within approximately 550m south east of the Holcim Quarry. Although outside of the EPA's recommended buffer distance, intensification of sensitive development should not be encouraged in the proximity of the quarry.</p> <p>The Mineral Resources Division seeks clarification on the comment in Maps 20 and 27 which states "limit south expansion of quarry and retain east and west". There is potential to unduly limit resource availability within the</p>	Noted	Mining and Resources Policy 18 Maintain adequate access to known mineral deposits and minimise potential land use conflicts.	Needs to be referenced separately as for critical infrastructure and noted in Residential Development 6.	Include protection of mineral resources in SDR.

No.	Name and Address	Summary of Submission	Comments	Alignment with 30 Year Plan for Greater Adelaide and State Strategic Plan	Strategic Directions Report Key Themes	Recommendation
		<p>tenement. Any limits need to be compared to the mining and rehabilitee plan for the tenements.</p> <p>The Mineral Resources Development does not oppose the rehabilitation of the old Welch's Quarry Area (Maps 20 and 27)</p>				
18.	<p>SA Water Peter Iliescu 250 Victoria Square Adelaide SA 5000 <a href="mailto:peter.iliescu@sawater.com.au">peter.iliescu@sawater.com.au</a></p>	<p>SA Water provided comment in relation to the UGMS but only generic comments in relation to the Strategic Directions Report. These comments related to the provision of water supply, protection of groundwater, protection of surface water, provision of infrastructure and trade waste discharge agreements.</p>	Noted for further investigation	<p>Water Policies 3 and 5 Targets E and G</p>	<p>Add water supply to infrastructure and protection of water quality/quantity to environment.</p>	<p>Ensure SDR includes recommendations on managing land use interfaces (likely to be included in SA Planning Policy Library)</p>
19.	<p>EPA Kym Pluck GPO Box 2607 Adelaide SA 5001</p>	<p>The EPA provided combined comment on the UGMS and the SDR.</p> <p>It is identified in the UGMS that the City's wastewater management infrastructure will reach capacity with future development. This will necessitate upgrades by 2023 prior to future development occurring. The wastewater treatment plant is licensed by the EPA. With increased population and input to the wastewater treatment plant, there will be a consequent increased output of treated wastewater. The EPA supports the strategy of maximising reuse of wastewater.</p> <p>The proximity of the land identified as Residential Expansion Stage 2 to the City's wastewater treatment</p>	Noted	<p>Infrastructure Policies 1, 2, 4, 5 and 6.</p>	<p>Infrastructure and Services 17 and 19. Residential Development 4 and 6.</p>	<p>Will be used in any future DPA.</p>

No.	Name and Address	Summary of Submission	Comments	Alignment with 30 Year Plan for Greater Adelaide and State Strategic Plan	Strategic Directions Report Key Themes	Recommendation
		<p>plan raises concern. The plant has been the source of complaints regarding odour from the sludge drying beds. The EPA recommends that the potential for odour to have an impact on nearby residential development be identified in the UGMS.</p> <p>The EPA is concerned that the expansion of the Industry Zone along Waterport Road may cause an interface issue with the Residential Zone. The EPA recommends that the potential for noise and emissions conflict be identified in the UGMS and that the Development Plan includes policy to reduce the potential for interface issues.</p> <p>The EPA supports the encouragement of water sensitive urban design policies.</p> <p>Site contamination is not an issue that is addressed in the UGMS. The EPA recommends it be acknowledged in the UGMS that site contamination investigations may be required as part of any future rezoning or development application processes.</p> <p>EPA expressed concern that the proximity of land identified as Residential Expansion Stage 2 to the waste water treatment plant due to potential for odour impacts. Support Actions 4 – 6 for Residential Development – review existing development plan policy on interface between residential development and industry, the interface between residential</p>				

No.	Name and Address	Summary of Submission	Comments	Alignment with 30 Year Plan for Greater Adelaide and State Strategic Plan	Strategic Directions Report Key Themes	Recommendation
		<p>development and infrastructure and existing site contamination policy.</p> <p>SA Planning Policy Library provides policies that support environmental management.</p>				
20.	<p>Electranet Calandra Haynes PO Box 7096 Hutt Street Post Office Adelaide SA 5000</p>	<p>As part of their long term scenario planning, Electranet has considered that the construction of a new high voltage line from Kanmantoo to the Currency Creek area may be required to supply the lower voltage network in the Victor Harbor region.</p> <p>Electranet seeks to ensure that Development Plan policy supports the protection of infrastructure corridors and facilitates long term land use planning to ensure critical infrastructure can be provided in a cost effective manner.</p> <p>The UGMS has indicated that a major issue for central business area of Victor Harbor is to provide an electricity supply which may include a new substation and connections to the lower voltage network.</p> <p>Electranet has a commitment by law to fulfil the reliability standards set by the Government. It would be concerned if the ability to meet its regulatory requirements was hindered by restrictions under a "Character Preservation" district as suggested in the UGMS. The character preservation districts in the Barossa Valley and McLaren</p>	Noted	<p>Energy</p> <p>Map D18 identifies study area for high voltage electricity reinforcement Fleurieu Peninsula and a corridor to be protected for future upgrades between Mount Compass and Victor Harbor.</p>	<p>Infrastructure and Services 19 – include reference to energy infrastructure.</p>	<p>Include 'protection of future infrastructure corridors' and provision for facilities to meet increased power demands in future DPA's.</p>

No.	Name and Address	Summary of Submission	Comments	Alignment with 30 Year Plan for Greater Adelaide and State Strategic Plan	Strategic Directions Report Key Themes	Recommendation
		Vale areas allow the provision of "critical infrastructure" in these districts.				
21.	Adelaide Mount Lofty NRM Board - Lisien Loan 205 Greenhill Road Eastwood SA 5063	<p>Council invited to review draft NRM Plan to ensure Council's SDR report aligns with strategic directions in NRM Plan especially in relation to:</p> <ul style="list-style-type: none"> <li>- water</li> <li>- storm water</li> <li>- ecological values</li> <li>- landscape values</li> <li>- catchments and water resources</li> <li>- parks, reserves and open space.</li> </ul> <p>Notes need to assess northern expansion proposed for post 2030 as this land may be regarded as more important for agriculture in a warming climate.</p> <p>Most of areas are in the Western Mount Lofty Ranges Prescribed Wells Area – Water Allocation Plan awaiting adoption.</p>	Noted and is consistent with SDR objectives	<p>Biodiversity Policies 1, 2 and 5</p> <p>Open Space and Recreation Policies 1 and 2</p> <p>Climate Change 16 and 18.</p>	<p>Environment, Open Space, Hazards and The Coast 21, 22 and 23.</p> <p>Need to add 'Climate Change and Land Use'.</p>	<p>Ensure water availability is considered in development of planning policy. Add this to Environment section. SA Planning Policy Library will address these issues.</p> <p>Climate change impacts will need to be addressed when considering impacts of rezoning existing farming land.</p>
22.	Transport Services Division Dept of Planning, Transport & Infrastructure 77 Grenfell Street Adelaide SA 5000 Manager, Traffic & Access Standards	<p>No objection in principle to SDR Discussion Paper. Support 'Developers Contribution Framework" to apportion costs for upgrades to the developers.</p> <p>Encourage consideration of traffic infrastructure and management in holistic way in DPA rather than waiting until development proceeds.</p> <p>Consider overall impact of development growth on arterial road network – recommends undertaking an integrated traffic</p>	Noted	Transport Policies 1, 2, 3 and 9.	<p>Infrastructure and Services 17, 18 and 19.</p> <p>Residential Development 4.</p>	<p>Consider need for Integrated Traffic Study prior to rezoning land for residential and centres purposes.</p> <p>Add airport and helipad to infrastructure section</p>

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		<p>study for proposed growth areas.</p> <p>Concerns are raised with the proposed rezoning of land for residential/commercial/ industrial use and the impact that this may have on department roads. An integrated traffic study for these areas should be undertaken by Council to determine any impacts on performance on departmental roads as well as access from side roads and identify any upgrades required to intersections such as Crozier Road, Seaview Road, Ocean Road, Welch/Waterport Roads and McCracken Road.</p> <p>Protect helicopter landing site at Victor Harbor Hospital.</p> <p>Liaise with Alexandrina Council re DPA for airport at Goolwa.</p>				
23.	<p>Dept of Environment, Water &amp; Natural Resources GPO Box 1047 Adelaide SA 5001 Alex Ward, senior Conservation Officer</p>	<p>Provides guidelines on coastal zoning and where this zoning should apply.</p> <p>Suggests expanding Sections 24, 25 and 27 to include the following as coastal hazards – erosion, flooding, acid sulphate soils and sand dune drift.</p> <p><b>Protected Areas</b> Notes importance of Protecting Hindmarsh River Corridor.</p> <p>Suggests Spring Mount CP and Newland Head CP be rezoned to better reflect conservation values.</p> <p>Advises that on Page 6, the recognition of SASP target 71</p>	Noted and supported	Biodiversity Policies 8 and 9 Climate Change 15, 16, 17 and 18.	<p>Environment, Open Space, Hazards and The Coast 24 – 28.</p> <p>Residential Development 6.</p>	<p>Include additional hazards information in SDR Environment, Coast.</p> <p>Recognise in SDR as area of environmental significance.</p> <p>Consider impacts of changing zoning from General Farming to Conservation and Rural Coastal to</p>

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		<p>reflects the objects of the Marine Parks Act, and also allows for the preparation of DPA's relating to marine parks.</p> <p>Suggests that the first dot point on page 22 should also include marine habitats, which can be highly sensitive to stormwater discharges</p> <p>Suggests that on page 25, Residential Development 4, is amended to include "in accordance with the preferred growth scenario in the UGMS, ensure residential DPA's for urban development avoid sites with high landscape value (resulting in clearance of native vegetation, including scattered trees), significant primary production or potential hazards.</p> <p>Suggests that on page 26, Residential Development -6 be amended to read "managing the interface between residential development and primary production area, and also include the interface between residential areas and areas of environmental significance, through the use of adequate buffers, landscaping or subdivision design.</p>				Coastal Conservation. Include marine habitats as a sensitive environment.
24.	Dianne Holman Zero Waste SA GPO Box 1047, Adelaide SA 5001 dianne.holman@zerowaste.sa.gov.au	<p>Requests that waste be considered earlier in the planning process to promote better design for the built environment.</p> <p>Suggestions include:</p> <ul style="list-style-type: none"> <li>• minimise waste in construction</li> </ul>	Noted	Infrastructure South Australia's Strategic Plan Target: reduce waste to land fill by 25% by 2014.	Residential Development 6.	Would be recognised in planning and building approvals.

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		<ul style="list-style-type: none"> <li>• encourage on-site waste separation systems</li> <li>• design to accommodate for outdoor and indoor waste management and recycling infrastructure</li> <li>• design that encourages adaptability</li> <li>• incorporate the reuse of materials</li> <li>• ensure that waste can safely and conveniently be moved from the dwelling to the collection point.</li> </ul>				
25.	Nerida Saunders Department of Premier and Cabinet Aboriginal Affairs and Reconciliation Division GPO Box 2343, Adelaide SA 5001	No comments in response to the SDR.	Noted			None required
26.	Southern Fleurieu Youth Network and Fleurieu Region Community Service Advisory Committee via Mark Oliphant, City of Victor Harbor	Suggests changes in zoning to allow multi-use community service activities in industrial and commercial zones.	Noted	Infrastructure Policy 7 – provision of social infrastructure to be planned. Mixed Use Activity Centres Policy 29.	Retail and Commercial 8 Industrial Development 12 and 13.	Would need to consider impacts to ensure compatibility
27	Dean Miller South Australian Police GPO Box 1539 Adelaide SA 5001	No comments in response to the SDR	Noted			None required

## Councillor Submissions

No.	Name and Address	Summary of Submission	Comments	Alignment with 30 Year Plan for Greater Adelaide and State Strategic Plan	Strategic Directions Report Key Themes	Recommendation
28.	Robert K Marshall No address provided	<p>Suggests that any further expansion of the town centre CBD should cease and should be consolidated. All new businesses should be encouraged to establish to the north of the town in particular along Victor Harbor Road, or at Lincoln Park along Waterport Road, or on Port Elliot Road.</p> <p>Wishes that the state government could buy back Victor Central perhaps putting in a university.</p> <p>Believes Burke Street should revert back to residential only and the Development Plan should be amended to reflect that change.</p> <p>Home businesses need to be put under far greater scrutiny to ensure the rights of others in the area are protected.</p>	Noted	<p>Mixed Use Activity Centres Policies 25, 29 and 31.</p> <p>Minimise the impact of commercial activities on residential communities by ensuring they comply with planning guidelines.</p>	Retail and Commercial Development 8, 9 and 10.	<p>Retail Strategy and Outer Centres DPA will focus on future retail and commercial opportunities outside of the Town Centre.</p> <p>The viability of the Town Centre remains a key Council objective.</p>

## Late Submissions

No.	Name and Address	Summary of Submission	Comments	Alignment with 30 Year Plan for Greater Adelaide and State Strategic Plan	Strategic Directions Report Key Themes	Recommendation
29.	J. Battye 35 Ozone Street Victor Harbor SA 5211	<p>Does not support industrial land focus at Goolwa and supports Waterport Road Industry Zone expansion. Water supply investigated (less reliant on Murray River). Inequity and strict controls concern in rural areas.</p>	Noted	<p>The Economy &amp; Jobs Policy 2.</p> <p>Primary Production Policies 11, 13 and 15</p>	Industrial Development 12 & 13. Rural Areas 16.	<p>Potential minor light industrial expansion may be considered.</p> <p>Value adding in Rural areas.</p>