

VICTOR HARBOR

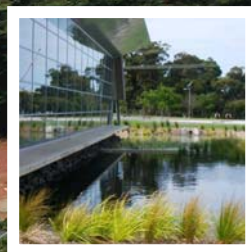
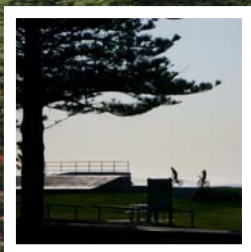
# URBAN GROWTH MANAGEMENT STRATEGY

2013 – 2030

2013 UPDATE

Context  
Issues & Opportunities  
Scenarios, Strategies & Actions

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**RELEASE NOTES**

The Strategy reflects the research of existing publications, other information sources, and anecdotal information provided by stakeholders and the community. It is intended to be a **guiding strategic document** to assist in managing and directing the sustainable growth of Victor Harbor to 2030.

**DISCLAIMER**

This Strategy has been prepared for **strategic planning purposes** only and should not be relied upon for any other purpose. Neither Nolan Rumsby Planners, URPS or the City of Victor Harbor accept any liability or responsibility whatsoever for any use or reliance upon this document other than for the stated purpose.

**ACKNOWLEDGEMENTS**

This strategy reflects the vision and commitment of Elected Members and Staff of the City Victor Harbor, the constructive input of members of the Victor Harbor Community and the professional expertise of Nolan Rumsby Planners who prepared the UGMS and URPS who facilitated the consultation process and integrated the findings into the final UGMS, and have undertaken the 2013 UGMS Review.

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## CONTENTS

<b>SUMMARY .....</b>	<b>ix</b>
Introduction .....	ix
Context .....	x
Issues and Opportunities .....	xii
Population Structure .....	xii
Housing .....	xiv
Employment and Economic Development .....	xiv
Connectivity .....	xv
Physical Infrastructure .....	xv
Community .....	xvi
Environment .....	xvi
Growth Scenarios .....	xviii
Urban Growth Management Strategy .....	xviii
Implementation .....	xx
Funding .....	xx
Monitoring Performance .....	xx
Financial Responsibility .....	xx
 <b>1. INTRODUCTION .....</b>	 <b>3</b>
1.1 BACKGROUND .....	4
1.2 ROLE AND PURPOSE OF THE URBAN GROWTH MANAGEMENT STRATEGY (UGMS) .....	4
1.3 HOW TO READ THIS STRATEGY (refer Figure 2) .....	6
1.4 CONTRIBUTORS TO THE DEVELOPMENT OF THE UGMS AND THE 2013 UPDATE .....	8
1.5 IMPLEMENTATION OF THE UGMS .....	8
1.6 STATE STRATEGIC POLICY INFLUENCES .....	9
1.6.1 Alignment with South Australia's Strategic Plan and Strategic Priorities .....	9
1.6.2 State Government Priority Areas .....	12
1.6.3 Alignment with the 30 Year Plan for Greater Adelaide .....	12
1.7 NATIONAL AND GLOBAL INFLUENCES .....	16
 <b>2. CONTEXT .....</b>	 <b>17</b>
2.1 THE STUDY AREA .....	18
2.2 RELATIONSHIP TO ADELAIDE .....	19
2.3 REGIONAL POSITIONING .....	20
2.4 POPULATION AND HOUSING .....	21
2.4.1 Steady Growth .....	21
2.4.2 An Ageing Population .....	22
2.4.3 A Large Absent and Part-Time Population .....	24
2.4.4 A High Proportion of Two Person Families .....	24
2.4.5 A High Proportion of 'Traditional' Detached Housing .....	25
2.4.6 A High Proportion of Homeowners and Declining Housing Affordability .....	25
2.5 ECONOMY .....	26
2.5.1 A Strong Retail Sector .....	26
2.5.2 A Service - Based Economy .....	26
2.5.3 Tourism Supports the Retail Sector .....	26
2.5.4 Small-scale Light Industry and Service Industries .....	27
2.5.5 Declining Workforce Participation .....	27
2.5.6 Strong Part-Time Jobs Growth .....	27
2.5.7 Short Journey to Work .....	28
2.6 PHYSICAL INFRASTRUCTURE .....	29
2.6.1 Transport .....	29
2.6.2 Water .....	30
2.6.3 Stormwater .....	31
2.6.4 Wastewater .....	31
2.6.5 Waste Management and Recycling .....	31

	2.6.6 Electricity .....	31
	2.6.7 Gas .....	31
	2.6.8 Telecommunications.....	31
2.7	COMMUNITY .....	34
	2.7.1 Cultural Heritage.....	34
	2.7.2 Contemporary Community Culture .....	34
	2.7.3 Health .....	35
	2.7.4 Security.....	35
	2.7.5 Emergency Services.....	35
	2.7.6 Libraries/Library Services.....	35
	2.7.7 Other Council Owned/Operated Community Facilities .....	35
	2.7.8 Children's Services.....	36
	2.7.9 Aged Care .....	36
	2.7.10 Disability Access and Information.....	37
	2.7.11 Sport and Recreation .....	37
	2.7.12 Boating Facilities.....	37
	2.7.13 Education .....	37
2.8	ENVIRONMENT .....	40
	2.8.1 Ecological Values .....	40
	2.8.2 Landscape Values .....	41
	2.8.3 Coastal Erosion .....	41
	2.8.4 Catchments and Water Resources .....	43
	2.8.5 Parks, Reserves and Open Space .....	45
<b>3.</b>	<b>ISSUES &amp; OPPORTUNITIES .....</b>	<b>47</b>
3.1	POPULATION AND HOUSING .....	48
	3.1.1 Population Structure - Issues .....	48
	3.1.2 Population Structure - Opportunities .....	50
	3.1.3 Housing - Issues.....	51
	3.1.4 Housing - Opportunities.....	52
3.2	EMPLOYMENT AND ECONOMIC DEVELOPMENT .....	54
	3.2.1 Employment Profile - Issues.....	54
	3.2.2 Employment Profile - Opportunities.....	55
	3.2.3 Retail Centres - Issues .....	57
	3.2.4 Retail Centres - Opportunities.....	58
	3.2.5 Commercial Development – Issues.....	58
	3.2.6 Commercial Development - Opportunities .....	59
	3.2.7 Industrial Land - Issues .....	61
	3.2.8 Industrial Land - Opportunities .....	61
	3.2.9 Mineral Resources Issues.....	64
	3.2.10 Mineral Resources Opportunities .....	65
	3.2.11 Opportunities for Industrial and Commercial Development .....	63
	3.2.12 Tourism – Issues.....	64
	3.2.13 Tourism – Opportunities.....	65
	3.2.14 State Government Investment - Issues .....	65
	3.2.15 State Government Investment- Opportunities .....	66
3.3	CONNECTIVITY .....	66
	3.3.1 Information and Communications Technology - Issues .....	66
	3.3.2 Information and Communications Technology - Opportunities .....	67
	3.3.3 Regional Accessibility - Issues .....	67
	3.3.4 Regional Accessibility - Opportunities .....	68
	3.3.5 Township Transport and Land Use Integration - Issues .....	69
	3.3.6 Township Transport and Land Use Integration - Opportunities .....	70
3.4	PHYSICAL INFRASTRUCTURE.....	78
	3.4.1 Water - Issues .....	78
	3.4.2 Water - Opportunities .....	78
	3.4.3 Wastewater - Issues .....	78
	Wastewater - Opportunities .....	78
	3.4.4 Solid Waste - Issues.....	78
	3.4.5 Solid Waste - Opportunities.....	78



	3.4.6 Stormwater - Issues.....	79
	3.4.7 Stormwater - Opportunities .....	79
	3.4.8 Electricity - Issues.....	79
	3.4.9 Electricity - Opportunities .....	79
	3.4.10 Gas - Issues.....	80
	3.4.11 Gas - Opportunities.....	80
	3.4.12 Summary.....	80
3.5	COMMUNITY .....	82
	3.5.1 Contemporary Community Culture - Issues .....	82
	3.5.2 Contemporary Community Culture Opportunities .....	82
	3.5.3 Health - Issues.....	83
	3.5.4 Health - Opportunities.....	84
	3.5.5 Security - Issues .....	84
	3.5.6 Security – Opportunities .....	84
	3.5.7 Emergency Services – Issues .....	84
	3.5.8 Emergency Services - Opportunities.....	85
	3.5.9 Library Services – Issues .....	85
	3.5.10 Library Services – Opportunities.....	85
	3.5.11 Council Owned/Operated Community Facilities - Issues .....	85
	3.5.12 Council Owned/Operated Community Facilities - Opportunities .....	85
	3.5.13 Children's Services - Issues .....	85
	3.5.14 Children's Services - Opportunities .....	86
	3.5.15 Aged Care - Issues .....	86
	3.5.16 Aged Care - Opportunities .....	86
	3.5.17 Disability Access and Information- Issues .....	86
	3.5.18 Disability Access and Information Opportunities .....	86
	3.5.19 Sport and Recreation - Issues .....	87
	3.5.20 Sport and Recreation - Opportunities .....	88
	3.5.21 Boating Facilities - Issues .....	89
	3.5.22 Boating Facilities - Opportunities .....	89
	3.5.23 Education - Issues .....	89
	3.5.24 Education - Opportunities .....	90
3.6	ENVIRONMENT .....	90
	3.6.1 Climate Change - Issues .....	90
	3.6.2 Climate Change - Opportunities .....	91
	3.6.3 Ecological Values - Issues .....	91
	3.6.4 Ecological Values - Opportunities .....	91
	3.6.5 Landscape Values - Issues .....	91
	3.6.6 Landscape Values - Opportunities .....	92
	3.6.7 Town Character and Heritage Values - Issues .....	92
	3.6.8 Town Character and Heritage Values Opportunities.....	92
	3.6.9 Agricultural Resources - Issues.....	94
	3.6.10 Agricultural Resources - Opportunities .....	94
	3.6.11 Catchments and Water Resources - Issues .....	94
	3.6.12 Catchments and Water Resources - Opportunities .....	94
	3.6.13 Parks, Reserves and Open Space - Issues.....	95
	3.6.14 Parks, Reserves and Open Space - Opportunities.....	95
<b>4.</b>	<b>GROWTH SCENARIOS.....</b>	<b>97</b>
4.1	RESIDENTIAL LAND REQUIREMENTS .....	98
	4.1.2 Residential Land Supply and Demand, 2012.....	98
	4.1.3 State Government Approach .....	98
	4.1.4 Dwelling Approval Approach .....	100
	4.1.5 Population Growth Approach .....	103
	4.1.6 Preferred Approach .....	105
	4.1.7 Land Supply Requirements .....	105
4.2	EMPLOYMENT LAND SUPPLY AND DEMAND .....	109
	4.2.1 Retail Supply and Demand, 2006.....	109
	4.2.2 Commercial Supply and Demand, 2006.....	110
	4.2.3 Industrial Land Supply and Demand, 2006 .....	111

4.3	PREFERRED GROWTH SCENARIO .....	114
<b>5.</b>	<b>URBAN GROWTH MANAGEMENT STRATEGY .....</b>	<b>115</b>
5.1	OBJECTIVE 1 – A STRONG ECONOMY AND SUPPORTIVE BUSINESS ENVIRONMENT.....	116
	5.1.1 Strategies .....	116
	5.1.2 Actions .....	<b>Error! Bookmark not defined.</b>
5.2	OBJECTIVE 2 - THE SUSTAINABLE PROVISION OF PHYSICAL INFRASTRUCTURE AND COMMUNITY SERVICES.....	128
	5.2.1 Strategies .....	128
	5.2.2 Actions .....	129
5.3	OBJECTIVE 3 - ENVIRONMENT AND LIFESTYLE PROTECTED AGAINST THE PRESSURES OF PROJECTED POPULATION GROWTH.....	139
	5.3.1 Strategies .....	139
	5.3.2 Actions .....	140
<b>6.</b>	<b>IMPLEMENTATION AND GOVERNANCE.....</b>	<b>147</b>
6.1	GOVERNANCE .....	148
	6.1.1 Undertake infrastructure and asset management planning (4.3).....	148
	6.1.2 Service delivery .....	148
	6.1.3 Develop inter-governmental and regional relationships (4.16) .....	148
	6.1.4 Ensure that Council operates in a strategically planned environment (4.17).....	148
	6.1.5 Foster and demonstrate community leadership .....	149
6.2	FUNDING OPPORTUNITIES.....	149
	6.2.1 Council Funding.....	149
	6.2.2 Private Funding - Developer Contributions Framework .....	149
	6.2.3 State and Federal Government Funding .....	151
6.3	MONITORING PERFORMANCE .....	151
6.4	FINANCIAL RESPONSIBILITY .....	152
<b>7.</b>	<b>REFERENCES .....</b>	<b>153</b>



## FIGURES

Figure 1 Council's Planning Hierarchy .....	5
Figure 2 UGMS Process Map .....	7
Figure 3 Building Approval rates in the City of Victor Harbor between 1995-6 and 2011-12. ....	22
Figure 4 Comparison of the City Victor Harbor's age structure with that of South Australia based on the ABS 2011 Census. ....	23
Figure 5 Changes to the City of Victor Harbor's population between 2001 and 2011. ....	23
Figure 6 Changes in Household types in the City of Victor Harbor between 2001 and 2011. ....	24
Figure 7 Housing Tenure data for the City of Victor Harbor and South Australia in 2011. ....	25
Figure 8 Changes in housing tenure data between 2001 and 2011 in the City of Victor Harbor. ....	26
Figure 9 Comparison of Existing and Projected Age Structure for the City of Victor Harbor. ....	48
Figure 10 Comparison of Existing and Projected Age Structure for the City of Victor Harbor. ....	48
Figure 11 Approaches for determining land supply requirements. ....	98
Figure 12 Recent Development Activity around Victor Harbor .....	102

## TABLES

Table 1 Projected Regional Settlement Patterns to 2021 .....	21
Table 2 Regional Employment Opportunities 2006. ....	27
Table 3 - 30 Year Plan Targets for the Fleurieu Region. ....	99
Table 4 Dwelling Targets for the Fleurieu Region in the HELSP Report. ....	100
Table 5 Population Projections based on the 'Dwelling Approval' approach. ....	101
Table 6 Historical Rates of Population Growth .....	103
Table 7 Population Projections based on Historical Rates of Population Growth .....	103
Table 8 Population Projections prepared by the Department of Planning, Transport and Infrastructure. ....	104
Table 9 Relationship between gross density and average site area. ....	105
Table 10 Land Supply Requirements. ....	106
Table 11 Land Supply Requirements (factoring in discounts due to landowner willingness) .....	108

## MAPS

Map 1 The UGMS study area. ....	18
Map 2 Location Plan. ....	19
Map 3 Township Population Patterns, 2011 .....	20
Map 4 Centre Zones. ....	29
Map 5 Physical Infrastructure, 2013. ....	32
Map 6 Regional Infrastructure, 2013 .....	33
Map 7 Community Facilities .....	39
Map 8 Biodiversity and Corridors .....	42
Map 9 Hindmarsh and Inman River Catchments .....	44
Map 10 Parks, Reserves and Open Space .....	46
Map 11 Opportunities for Retail Development .....	60
Map 12 Opportunities for Industrial and Commercial Development .....	63
Map 13 Road Hierarchy .....	72
Map 14 Freight Network .....	73
Map 15 Bicycle Network .....	74
Map 16 Pedestrian Network .....	74
Map 17 Prioritised Local Area Traffic Management Precincts .....	76

Map 18 Key Transport Corridor Management Plans.....	77
Map 19 Development Potential based on Effective Infrastructure Provision .....	81
Map 20 Scenic Amenity.....	93
Map 21 Residential Land Concept Plan.....	122
Map 22 Employment Land Concept Plan.....	124
Map 23 Connectivity Concept Plan .....	126
Map 24 Residential Land Release .....	132
Map 25 Employment Land Release .....	135
Map 26 Community And Social Infrastructure Concept Plan.....	137
Map 27 Townscape/Landscape Character And Environment Concept Plan .....	143
Map 28 Proposed Structure Plan .....	145



## SUMMARY

### Introduction

The Victor Harbor community enjoys a high standard of living. The “lifestyle destination” status is well deserved since Victor Harbor offers much to its residents and visitors alike.

Over the past two decades, Victor Harbor has maintained a strong annual population growth rate of between 2.5% and 4%. This is well above the State average of 0.5-1.0% over the same period<sup>1</sup>.

Growth has been driven principally by the “baby boomer” generation, combined with the sea change phenomenon<sup>2</sup>. This trend is set to continue, bringing with it a population structure with proportionally more older households with potentially higher dependencies on health and community services over time and less discretionary income, combined with fewer people of working age to provide those health and other services.

This Urban Growth Management Strategy (UGMS) seeks to better understand these growth issues and to intervene to change the current, unsustainable direction of growth, by providing a set of targeted strategies and implementation measures to meet Council’s following Objectives:

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

These Objectives support Council’s Vision:

***“A thriving and sustainable regional coastal centre offering a wide range of attractive, high amenity lifestyle choices to our local community, the wider Fleurieu region, our visitors, and future generations.”***

The UGMS is one of Council’s principal guiding documents, providing the strategic framework for:

- more effective and efficient governance through the integration of all of Council’s strategic management documents, underpinned by the principles of sustainability, including, Council’s three year Strategic Plan; Economic Development Strategy; Tourism Strategy and Marketing Plan; Financial Management Plan; Development Plan; Recreation and Open Space Strategies; Infrastructure and Asset Management Plans; Social and Community Service Plans; Environmental Management Plans, and other strategies, plans and policies,
- planning, funding, and the timely delivery of physical and community infrastructure and environmental management initiatives;
- 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.

This 2013 review of the UGMS reflects Council’s Community Plan 2022. The UGMS has also been updated to reflect changes in population characteristics, Council programs and projects, and housing and land supply data.

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<sup>1</sup> See Chapter 4 for more details on historical rates of population growth.

<sup>2</sup> The sea change phenomenon involves the abandonment of city life in favour of a perceived better life in rural coastal communities. It typically involves the purchase of a second (holiday) home in, or a complete shift, to coastal areas.

The UGMS will be reviewed on a periodic basis, in line with Council's review of its Corporate Strategic Plans and Development Plan reviews, to ensure that the UGMS strategies and actions remain on target to achieve the Vision and Objectives of the UGMS.

The UGMS reflects research of existing publications undertaken by a range of planning and design professionals for the City of Victor Harbor, together with analysis of existing State strategic documents and anecdotal information provided through survey information provided by stakeholders and the Victor Harbor Community.

Issues consistently raised from community consultation and resident feedback include:

- Improving roads, footpaths, street lighting, community transport and parking;
- Improving education and employment opportunities;
- Providing additional recreation facilities, including an indoor swimming pool;
- Increasing housing diversity and more affordable housing;
- Maintaining and enhancing the environment;
- Maintaining and enhancing town character;
- Preserving and developing heritage and culture;

The City of Victor Harbor is committed to working in close partnership with community groups, business leaders, developers and individuals, together with State and Federal Governments and neighbouring Councils to pursue the outcomes desired by this UGMS.

The UGMS aligns with the *30 Year Plan for Greater Adelaide, South Australia's Strategic Plan* and also advances the following *State Strategic Priorities*<sup>3</sup>:

- Safe Communities, Healthy Neighbourhoods
- An Affordable Place to Live
- Every Chance for Every Child
- Premium Food and Wine from our Clean Environment.

The UGMS therefore provides a local focus, with a regional and State wide outlook. It is acknowledged also that wider external factors at a national and global scale will influence the ability to achieve the Objectives of the UGMS, although these have not been included as variables in any projections or modelling due to the uncertainty and unpredictability of these factors over the study period.

## Context

Victor Harbor is a coastal town on the Fleurieu Peninsula, located approximately 80 km south of the Adelaide CBD, and 30 km from the southern boundary of metropolitan Adelaide. It is the largest population centre in the Southern Fleurieu Peninsula Region and serves as the Major District Centre for the Southern Fleurieu Peninsula, a function that is formally recognised by the *30 Year Plan for Greater Adelaide*.

In 2011, the resident population of the City of Victor Harbor was 13,370<sup>4</sup>.

Victor Harbor is growing. It is expected to grow to between 20,000 and 30,000 by 2030<sup>5</sup>.

Victor Harbor has the oldest population in South Australia and one of the oldest populations of any Council area in Australia<sup>6</sup>.

Victor Harbor's population and housing profile comprises:<sup>7</sup>

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<sup>3</sup> Announced by the Premier in early 2012, the State Strategic Priorities provide focus to support the achievement of the goals and targets in the State Strategic Plan.

<sup>4</sup> ABS Census of Population and Housing 2011

<sup>5</sup> See Chapter 4 for more detail on population projections.

<sup>6</sup> ABS Census of Population and Housing 2011



- **A large absent and part-time population** – 40% of its residential ratepayers live outside the Council area;
- **A high proportion of two person families** – 62% of households in Victor Harbor are comprised of couples without children;
- **A high proportion of “traditional” detached housing on larger allotments** – 87% of the total housing stock comprises detached dwellings
- **A high proportion of homeowners** – 45% of Victor Harbor residents own their home.

Key characteristics of Victor Harbor's economy include:<sup>8</sup>

- **Strong health/community services sectors**– health and community services is the largest employer in Victor Harbor (employing 16% of the workforce) followed closely by retail trade (employing 15% of the workforce). Retail trade is highly seasonal in Victor Harbor, relying on tourism visitation during summer months and, to a lesser extent, the winter “whale-watching” months.
- Slow and steady growth in **light and service industries**
- **A growing workforce participation** - Between 2001 and 2011, workforce participation increased with stronger growth in the size of labour force than those not in the labour force – most of this growth was in part-time employment.
- **Short journey to work** - 93% of all Victor Harbor residents who work are employed in the Fleurieu region.

The principal supporting physical Infrastructure for Victor Harbor comprises:

- **A road network of 380kms** – including the Ring Road (completed in 2004) connecting the Adelaide to Victor Harbor Road in the east with the Inman Valley Road to the west of the town.
- **Tourist Rail** – used by SteamRanger Heritage Railway and connecting Victor Harbor via Goolwa to Mt Barker.
- **Regional Airport** - primarily used by light aircraft for recreational flights, near Goolwa.
- **Coach Bus Service** – operating between Victor Harbor, Goolwa and Adelaide.
- **Links SA** – dial a bus service including transport for school children within 5km of their school.
- **Two Taxi Services**
- **Myponga Reservoir** – the main source of filtered water for southern metropolitan Adelaide and the south coast.
- **SA Water Wastewater Treatment Plant** – sited to the north-west of the town, commissioned in late 2005.
- **Southern Waste Disposal Depot** – at Pedler Creek, servicing approximately 6,000 tenements per week.
- **Electricity Infrastructure**
- **GSM Mobile Phone Network and ADSL and Wireless Internet**

The Victor Harbor community profile and supporting community facilities include:

- A strong European heritage
- A highly valued sense of community and strong community participation– the sense of community and relaxed country lifestyle are two of the primary attractions for living in Victor Harbor.<sup>9</sup>
- A well developed arts culture - Arts provide an important recreational choice for Victor Harbor residents and visitors and an income source for a number of residents of all ages.<sup>10</sup>

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<sup>7</sup> ABS Census of Population and Housing 2011

<sup>8</sup> ABS Census of Population and Housing 2011

<sup>9</sup> Southern Fleurieu Family Strategy Report, 2004

<sup>10</sup> Southern Fleurieu Arts and Cultural Development Strategy, 1999

- South Coast District Hospital - a 38 bed public hospital and 18 bed private hospital. Victor Harbor is also serviced by Southern Fleurieu Health Service, medical practices and visiting medical specialists.
- Police and Court Room Facilities
- Metropolitan Fire Service and Country Fire Service
- Council Owned/Operated Community Facilities – including the Civic Centre, Victor Harbor Town Hall, Carrickalinga House Seniors Centre, Old School Building Community Centre and Victor Harbor Recreation Centre, Cemetery and Library
- Three Child Care Centres
- Three Aged Care Facilities
- Numerous Sport and Recreation Facilities – including local beaches, boating facilities, Victor Harbor Recreation Centre, two football and cricket ovals; netball and tennis courts; three hockey fields, two golf courses; bowling greens; indoor and beach volleyball; croquet; a trotting park, an equestrian ground; playgrounds; a skate ramp, BMX track, walking and cycling tracks; table tennis and martial arts facilities (within the Recreation Centre).
- Schools – including a Government Primary and Secondary School, a non-Government Primary School and a non-Government Primary and Secondary School. There are also plans to provide Secondary School education from the Lutheran Encounter School.
- Tertiary Education – including a TAFE campus offering a limited range of courses and Flinders University Rural Clinical School for medical students.

The Victor Harbor Environment:

- is **rich in biodiversity**, with two significant watercourses (the Hindmarsh and Inman Rivers), as well as estuaries and wetlands, significant remnant vegetation, coastal beaches, cliffs and islands. These natural features are highly valued by residents and visitors to Victor Harbor.
- includes an **attractive landscape setting** which plays an important part in defining the character and identity of the town.
- is formally recognised for its **unique and vulnerable marine environment**. The Encounter Marine Park Management Plan protects is one of South Australia's first Marine Protected Areas. The area covers 3,200km<sup>2</sup> of coast and ocean between the Fleurieu Peninsula and Kangaroo Island, representing 12% of South Australia's Marine Parks network.

## Issues and Opportunities

The key growth issues in 2013 impacting the sustainable future growth of Victor Harbor towards 2030 include:

### Population Structure

- **Growth driven by an ageing population** – a steadily growing ageing population will place additional pressure on already stretched health and community services. A larger proportion of older, lower income, ratepayers can also result in reductions in local spending, resulting in reductions in business activity in the town, while increasing demand for Council services.
- **Very slow growth in the 15-29 age group** - whilst Victor Harbor can attract younger families (ie within children aged 0-14), it has difficulty retaining those families beyond school leaver age. Limited tertiary education options and a low proportion of secure full-time equivalent employment options suggests that 15-29 year olds may be leaving Victor Harbor to access tertiary education or find more stable or permanent employment, sometimes taking their parents with them.
- **Changing workforce participation** – changes in the structure of the workforce with more part-time employment and a trend to people combining retirement with some paid employment. If these trends continue, younger people seeking full time employment may be discouraged from moving to Victor Harbor.
- **Stable proportion of children** – a significant increase in the older population, combined with very slow increases in the number and proportion of school-age children would further

compound Victor Harbor's image as a 'retirement town', making it more difficult to attract younger people to live in Victor Harbor.

- **A seasonal resident population** – if past trends are to continue there will be an increase in the proportion of 'part time' residents in Victor Harbor over the summer months. This provides challenges to the provision of efficient infrastructure networks and exacerbates the 'peaks' and 'troughs' in retail/business trade – relying on fine weather in summer to sustain the local economy for the rest of the year.



## Housing

- **Limited land to accommodate projected housing growth** – residential expansion is limited by steep topography and the coast. The amount of growth that can be accommodated will be heavily dependent upon the ability to increase the average densities of new broad acre housing estates and the appropriate and selective consolidation/infill of existing lower density residential areas. If steady rates of population growth and current residential densities of 12 dwellings per hectare are to continue then all suitable residential land may be exhausted by 2030. An increase in residential densities in new growth areas and targeted infill within existing areas is important to limit urban development to the “ring road” over the life of the UGMS.
- **Inefficient urban form** – development approvals continue to favour detached dwellings while the proportion of two person families continues to grow. Low density housing places additional pressure on the outward expansion of the town, increases reliance on motor vehicle transport and is inefficient in terms of ongoing servicing costs for Council.
- **Decreasing housing affordability** – while Victor Harbor once enjoyed low housing costs relative to metropolitan Adelaide, rates of mortgage stress and rental stress now exceed metropolitan averages. Low income earners and first home buyers are likely to be most affected. This works against the desire to attract and retain younger people in the town.
- **High proportion of unoccupied dwellings** - Many of the unoccupied dwellings have a high level of seasonal occupancy throughout the summer holiday periods and are occupied by either absentee landlords or visitors/guests on weekends. This trend is projected to continue. Issues include: increased potential for vandalism of vacant dwellings, a ‘vacant’ town character for most part of the year, a duality of community profiles and inefficiencies in infrastructure/service provision - which must necessarily be geared to accommodate the higher summer population but is not used to capacity for most of the year.

## Employment and Economic Development

- **Part time jobs generator** - A significant proportion of the existing labour force is engaged in part-time employment sometimes associated with seasonal tourism and retail job opportunities. The health and community services sector also provides a high proportion of part-time jobs. This type of labour market suits older people and families wishing to combine other aspects of life including child care and volunteering. Continued growth in full-time employment is needed to attract and retain young people and younger families.
- **Growing demand and restricted supply of retail floor space** – a high percentage of retail expenditure is lost to the town as a result of limited retailing opportunities (principally by way of comparison goods which in turn invites expenditure at co-located convenience outlets). Base studies prepared in 2006 which modelled future population growth, showed that an additional 10,000 -12,000m<sup>2</sup> of retail floor space could be supported immediately.
- **Growing demand for commercial floor space** - There is limited floor space available within the Town Centre zone and there are also constraints due to heritage/town character considerations. This raises concern about the future ability of the town to attract new employment generating office development, expand its range of services and diversify its local economy.
- **Competing land uses restricting options for industrial expansion** – based on past industry growth rates for Victor Harbor, there is insufficient land suitable to accommodate industrial development beyond 2022. Rezoning of land for industrial use will need to be balanced against competing uses that may be more effective in their support of employment growth in the town or more appropriate to the regional town amenity of Victor Harbor.
- **Reduction in Tourism Expenditure in the Region** - The Fleurieu Peninsula Region Integrated Strategic Tourism Plan 2007-2012 identifies that “If future trends in visitation continue as they have for the past 5 years, there would be a total reduction in expenditure of \$12.3 million resulting in the loss of 70 jobs and \$3.4 million from regional incomes.”
- **Township entrances are in need of attention** - First impressions are important. Town entrances should make a statement about and reflect the key attributes of the town and provide a sense of pride and identity for the communities and visitors. Signage should badge and unify the region.

- **Poorly coordinated township expansion threatens tourism** – it detracts from the appeal of the area to tourists. Visitors value the sense of space generated by contained townships in rural settings.
- **State government services absent** – there are no ‘day to day’ or front office State Government supplied services at a level commensurate with, and expected in, a Regional Town Centre. Their absence impacts not only upon service provision but upon the provision of permanent employment opportunities within Victor Harbor.

### Connectivity

- **Internet undergoing major upgrades and changes** – considerable upgrades to telecommunications within Victor Harbor have occurred in recent times with more planned for the very near future. In 2011 a new backhaul link was commissioned providing alternatives within the wholesale broadband market and has seen many new companies enter the local market selling their services directly to the public. This has not only seen competition in the local market place but new technologies offered. Many broadband black spots are also being addressed and this has seen a vast improvement in the number of people that can be connected as well as where these people can be connected.. However black spots still exist and ADSL can only be delivered within 5km of the exchange (Ocean Street) due to technical limitations. Victor Harbor is at the front of the queue for the National Broadband Network (NBN) rollout which is happening on a national level. No full plan has been provided at this stage showing the connection type. However fibre optic cable is only expected to connect premises in metropolitan areas and other areas will be connected via fixed wireless or satellite. For Victor Harbor to have a chance in establishing a viable business sector it must continue to develop effective links to the worldwide market place through efficient communications infrastructure.
- **Transport connections to Adelaide** – are being continuously improved with passing lanes and the duplication of the Southern Expressway. Victor Harbor is increasingly seen as more accessible from the southern suburbs for employment, education and health services. It will be important to upgrade the quality of road infrastructure and public transport services to meet increasing demand generated by population growth.
- **Interstate and overseas connections** – Victor Harbor is relatively isolated from interstate transport connections. Victor Harbor’s quiet, historic seaside character, stable social environment and mild weather provide opportunities to build on tourism through development of high-end tourist resorts and conference facilities suitable for interstate and overseas delegations. However, these opportunities are limited by poor transport (and telecommunications) networks which are a deterrent for short-stay, time-poor holiday makers or business delegates.
- **Township transport infrastructure under pressure** - Projected population growth in Victor Harbor will put increasing pressure on the ability of the town’s transport infrastructure to meet traffic and parking demands in the future.

### Physical Infrastructure

- **Potable water** – actions may be required by SA Water to ensure that projected potable water demands for Victor Harbor can be supplied into the future.
- **Wastewater infrastructure reaching capacity** - While most of Victor Harbor’s urban areas have access to mains sewer, there are significant gaps in the system network and capacity restrictions for many future development areas. Much of the existing network is reaching capacity.
- **Solid waste disposal benefits from a regional approach** – Victor Harbor’s refuse is collected by the Fleurieu Regional Waste Authority and disposed of at the Southern Waste Disposal Depot at Pedler Creek. Council’s land fill site closed in 2011 and the Victor Harbor Waste Transfer Station closed in 2012. The City of Victor Harbor now has an agreement with Alexandrina Council to use their transfer station at Goolwa.
- **Stormwater infrastructure a potential constraint** - The cost of stormwater management infrastructure is a significant constraint for new development areas and in the consolidation of existing urban areas. New development areas and consolidation will place additional stress

on the system, and on Council's infrastructure budgets, if a 'traditional' approach to supplying stormwater management infrastructure is to continue.

- **Risk of flooding requires identification** - Flood plain mapping will be required to determine capacity to increase densities within the existing township (particularly around the town centre) and is a fundamental consideration in determining the suitability of new areas to support future development.

### Community

- **Maintaining a sense of community** - The challenge is to retain the sense of community, and relaxed country lifestyle that is so attractive to residents, in the face of population growth.
- **Encouraging community participation** - Victor Harbor's retirement population is highly mobile, as indicated by high levels of inward and outward migration, which can result in lower levels of connection with the community, and reduced informal and family support.
- **Increasing demand for health services** - Access to medical services is difficult, with long waiting times for specialist medical appointments and general dental services. The demand for a range of health services is increasing more quickly than the current level of services can respond. With a rapidly growing and ageing population, it is anticipated that there will be some lag in the availability of some health services. There has been an increase in the number of GPs to 26 in the past five years.
- **Arts space and community meeting places in demand** – there is a need for flexible, multi-purpose, low cost spaces for performances and exhibitions and access to public spaces and grassed areas for arts and cultural events. There is also demand for affordable and accessible meeting places for community groups and community social and recreation activities.
- **Growth in Aged Care** – the rapidly growing and ageing population will increase demand for in home support services and may place stress upon aged care places.
- **Council needs partners to fund all projected sport and recreation needs** - The future provision of recreation and sporting facilities on the south coast will largely depend upon the mix of private sector investment and public funding. Council is unlikely to be able to fund all of the services anticipated by the community.
- **Options for tertiary education limited** - There is a need for expanded post school education and training facilities in the region to limit the number of persons leaving the region to obtain training and qualifications elsewhere.

### Environment

- **Impact of climate change** – increases the vulnerability of low lying coastal areas due to projected sea level rise and increased incidence of intense and regular storms. Increased high temperatures result in an increase in energy consumption in warmer months and pose a threat to biodiversity and agriculture. More extreme rainfall events increase flooding potential in low lying areas.
- **Continued urban development affects ecosystem health** - The streams, creeks, wetlands and rivers surrounded by hardened watersheds are less diverse, less stable and less productive than in natural watersheds. Further growth will also place pressure on clearance of vegetation, including roadside vegetation which is the only remaining remnant vegetation in many areas.
- **Impact on landscape values** - Expansion of urban areas and infill of established areas, if not managed carefully, has potential to impact negatively on the existing town setting which is so highly valued by its residents and visitors. Protecting scenic views is an important part of maintaining that character.
- **Impact on town character** - Victor Harbor is characterised by a small, historic regional/coastal town feel which is highly valued by its communities and visitors. Maintenance of this character will need to be balanced against opportunities for further urban consolidation close to, and within, the town centre.
- **Impact on water Catchments** - There is a need to contain urban sprawl and increase densities in existing urban areas where infrastructure (ie stormwater) capacity permits. The benefits include shorter journeys and reduction in air and (potentially) water pollution. Urban

consolidation must be undertaken in a coordinated manner to ensure that it will not lead to increases in incidence of inundation or poorer water quality.

The key opportunities to respond to the above issues and drive growth towards UGMS Objectives 1 and 2 are identified as “Key Drivers”. The “Key Drivers” are:

- **Tertiary education and training** – Providing improved tertiary education options and increased employment opportunities for school leavers will dramatically improve the likelihood of attracting and keeping younger families. Access to tertiary education and training (University/TAFE) assists in reducing the net out-migration younger people (15-30 year olds), improves the knowledge base of existing workers and supports existing businesses, increases the number of stable employment options, raises the profile of Victor Harbor, increases cultural diversity through overseas student placements, creates opportunities for shared use of facilities and provides the necessary critical mass to support improved information and communication technology services and improved public transport networks.
- **Employment** - Targeting and supporting (through suitably positioned and serviced land) investment in home based businesses, small manufacturing and other significant (stable) high employment generating businesses, linked with education and training for school leavers, assists in increasing employment options to retain and attract younger people (15 – 30 year old age group) to work, live and socialise in Victor Harbor. There are opportunities to build awareness of and investment in businesses linked to Victor Harbor’s ageing population and its existing environmental assets.
- **Connectivity** - Improving transport connections within and between Victor Harbor, regional towns, metropolitan Adelaide and beyond (via road, rail, air) together with improvements to information and communication technology (ICT) assists in reducing the perception of isolation and “opens up” the region to further employment generating business investment.
- **Housing choice and affordability** - Encouraging a wider range of housing types, including: higher density infill housing close to retail centres (subject to infrastructure capacity and town character assessment); increasing average housing densities in new land divisions; and providing a selection of “affordable housing” and special needs housing options across the town, helps to support the smaller household composition of younger (and older) age groups, reduces potential for a sprawling suburban environment (which impacts upon town character and is inefficient to service with utilities and public transport) and makes efficient use of and easy access to existing physical infrastructure and community services.
- **Coordinated infrastructure and land release** - Providing suitably zoned and efficiently serviced residential, commercial, retail and industrial land ahead of demand removes physical impediments to investment in Victor Harbor. It assists in management of ongoing servicing costs and land prices to facilitate business investment and maintain housing affordability at levels better than metropolitan Adelaide standards.
- **Town image/brand** - Developing a clear and positive town brand, coupled with providing suitably zoned and serviced land, assists in encouraging an appropriate type of investment in Victor Harbor. The town brand should be conveyed to the wider public (outside of Victor Harbor) and consistently applied to all promotional activities (ie tourism promotions, major events, large residential developments, and in street furniture and public artworks) to present a cohesive and contemporary local theme attractive to younger people (encouraging them to live, work and visit Victor Harbor) as well as more traditional tourists/visitors.

The “Core Values” to be maintained or enhanced to meet UGMS Objective 3 are:

- **Town character and resident amenity** - The thoughtful selection and positioning of different land uses within and adjacent Victor Harbor can assist in maintaining the existing character of the town by directing growth in a way that minimises impact upon areas of scenic quality or heritage value.

- The position, selection and design of different land uses can also impact upon resident amenity and township character. For example, industry or sprawling suburban style housing visible on approach to the town would impact upon the town's character and the perception of Victor Harbor as an attractive place to visit and in which to live. It is important that the town maintains attractive gateways and does not encourage uses of land which are incompatible with the town character and/or impact undesirably upon resident's living conditions.
- **Lifestyle** - Victor Harbor has a relaxed country seaside lifestyle which is valued by its residents and visitors alike. It is important that this lifestyle be maintained for the benefit of existing and future generations. This relaxed country lifestyle is also important in supporting the tourism sector in Victor Harbor which relies on this seaside image for visitation.
- **Sense of community** - Maintaining Victor Harbor's strong sense of community is important to existing residents. It is also important that this sense of community experienced by existing residents is expressed to visitors and embraces new residents of Victor Harbor in a positive way.
- **Environment** - A high level of population growth, if not well managed, can have a significant effect upon the natural environment, landscape character and built and cultural heritage. Victor Harbor sits within a sensitive natural environment. It is therefore important that future growth is directed and effectively managed so as to minimise impact upon the natural environment as well as the general landscape and built form character of the town.

## Growth Scenarios

In Chapter Four, five possible physical growth scenarios for Victor Harbor are explored, based upon projected land requirements (for residential, retail, commercial and industrial development) to 2030.

The advantages and disadvantages of each growth scenario are compared having regard to the physical opportunities and constraints identified above, including environmental considerations (e.g. topography, watercourses, and vegetation), physical infrastructure provision, economic development and community services provision.

The preferred physical growth scenario is Scenario 5 – Directed Growth - Expansion, Consolidation, Infill. Scenario 5 provides the spatial framework to support the UGMS Objectives to 2030. It contains future growth within the Ring Road to the north with some expansion to the east and marginally to the west. Infill and consolidation within existing urban areas will provide increased housing opportunities on smaller lots and at higher densities. This scenario has limited impact on landscape character, improves accessibility to retail centres and community facilities, maximises use of existing physical infrastructure and caters for population growth and housing diversity.

## Urban Growth Management Strategy

In Chapter Five, strategies and actions are developed to manage and direct the sustainable growth of Victor Harbor to 2030. Each UGMS Objective is supported by “desired outcomes” and directed “strategies” and “actions” for implementation.

While the strategies, desired outcomes, Objectives and Vision for Victor Harbor are expected to remain unchanged to 2030, the supporting actions are intended to be contemporary, reflecting the particular ‘context’ at the time of their preparation. The timing of the actions is to be considered by the City of Victor Harbor in its shorter term (3 yearly) strategic document reviews based upon the relative importance of each action in meeting the UGMS Objectives and Council’s ability to resource the achievement of the Objective at the time.

The strategies and actions are followed by a series of supporting plans. The plans provide the spatial framework within which the strategies and actions are to be implemented.



The Desired Outcomes, Strategies, Actions and Concept plans have been developed in response to conclusions drawn from analysis of the issues, opportunities and growth scenarios in the preceding Chapters.

## Implementation

### Funding

Approximately 70% of Council's income is derived from rate revenue. Notwithstanding the objectives of the UGMS to influence the population structure to bring about an increase in the younger population, it is acknowledged that the UGMS will most likely not alter the number of older people seeking to reside in Victor Harbor. As such, the UGMS has identified that there will continue to be a proportional increase in demand for health and community services per head of population. Therefore, in order to maintain and/or improve current levels of funding and service provision and to implement the UGMS actions, Council may need to consider alternative income streams (ie not rely as heavily on rate revenue for its operations) in order to remain economically sustainable.

Possible additional Council revenue streams include:

- investing in aged care/accommodation providing ongoing returns and community benefit;
- generating additional income from existing facilities (eg partnering with SA Water to on-sell treated wastewater whilst benefiting the environment);
- private and public partnerships and developer contributions.

This document serves as the basis of a "Developer Contributions Framework". Developer contributions comprise the payment of monies, or in-kind support, to Council to supplement the provision of infrastructure to support the population generated by a proposal. Such contributions apply to land division and/or the creation of additional dwellings.

The developer contributions framework will outline the contributions required from developers to ensure that local and district level infrastructure and facilities are provided in a coordinated and planned manner.

Establishment of an infrastructure and asset management plan for the defined growth period will provide a broad indication of future costs which may be apportioned to each development scheme based upon its 'share' of projected population growth. Options for such payment may include Land Management Agreements or legislative amendments under the *Development Act* (or other applicable legislation).

Council will also lobby State and Federal Governments for increased investment in significant physical and community infrastructure projects in areas such as transportation, recreation, information and communication technology and education and training.

### Monitoring Performance

Analysis and reporting will be undertaken to measure progress against each of the UGMS Objectives and supporting strategies outlined at Chapter 5.0 in line with Council's periodic review of its strategic governance documents.

### Financial Responsibility

The City of Victor Harbor operates in accordance with a sustainable long term financial plan aimed at maintaining and, where appropriate and desired by the community, improving on current levels of service whilst not requiring substantial increases in council rates.

Before committing to any actions proposed by this UGMS, consideration will be given to the timing and Council's level of commitment in funding and delivery through Council's three year strategic plan and annual Financial Management Plans. Wherever possible, Council will seek part funding via government agency grants or private investment and consider whether any proposed action or project is the cost effective use of available funds.

An aerial photograph showing a coastal town with a harbor. The water is a deep blue, and the shoreline is sandy with some greenery. A few small boats are visible in the harbor. The town is built on a slight rise, with houses and buildings visible.

# VISION



“A thriving and sustainable regional coastal centre offering a wide range of attractive, high amenity lifestyle choices to our local community, the wider Fleurieu region, our visitors, and future generations.”







# OBJECTIVES

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



#### UGMS OBJECTIVES

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

## 1. INTRODUCTION

# Chapter 1

### Chapter Outline

This chapter: describes the role and purpose of the Urban Growth Management Strategy (UGMS); describes how to read this report; identifies the contributors to the UGMS; explains how the UGMS fits within Council's planning hierarchy; identifies the State and National Policy influences; and outlines the procedural steps undertaken to arrive at the final strategy.

### Summary of Key Points

After reading this chapter, you should understand the following:

1. The UGMS is one of Council's principal guiding documents aimed at directing the sustainable growth of Victor Harbor, in accordance with the UGMS Vision and Objectives, to the year 2030.
2. The UGMS is reviewed on a periodic basis in line with Council's other strategic documents.
3. The UGMS has been developed in accordance with the principles of sustainability
4. The steps taken to develop the UGMS.
5. The need for cooperation between all levels of government and the private sector to ensure that the UGMS is successful in achieving its objectives.
6. The alignment of the UGMS with *South Australia's Strategic Plan* targets, the State Strategic Priorities and 30 Year Plan for Greater Adelaide.
7. The national, global and local factors influencing the achievement of the UGMS Objectives.



## 1.1 BACKGROUND

Victor Harbor is one of the fastest growing local government areas in South Australia.<sup>11</sup>

Victor Harbor has maintained a strong annual population growth rate of between 2.5% and 4% over the past two decades. This is well above the State average of between 0.5% and 1.0% over the same period.<sup>12</sup>

Victor Harbor has among the oldest population of any local government area in Australia.

Growth has been driven principally by the 'baby boomer' generation, combined with the sea change phenomenon<sup>13</sup>, with 34.3% of the population aged 65 years or older<sup>14</sup>. Estimates suggest that by 2026, the aged population at Victor Harbor will represent 33.5% of the population, indicating that the high proportion of older people in the population is expected to remain.<sup>15</sup>

Given the high proportion of aged households, modest workforce participation rates and a high proportion of part-time, casual and semi-skilled employment sectors in Victor Harbor, the average household weekly income in Victor Harbor is the lowest of the median weekly household incomes of 60 sea change Councils in Australia<sup>16</sup>.

If these growth trends continue as predicted, Victor Harbor's longer-term social and economic sustainability will be threatened. Responsible governance requires intervention to direct the sustainable growth of the town for future generations.

## 1.2 ROLE AND PURPOSE OF THE URBAN GROWTH MANAGEMENT STRATEGY (UGMS)

*"Long term planning for cities and towns including housing, infrastructure, employment and social services is central to effective Urban Growth Management and essential to establishing sustainable cities. Urban Growth management is the application of planning tools in a coordinated manner to guide development of cities and towns towards a desired pattern of growth."*<sup>17</sup> (Planning Institute of Australia Position Statement, 2007)

The Victor Harbor Urban Growth Management Strategy (UGMS) represents current "best practice" in strategic planning, developed in accordance with the Planning Institute of Australia's (PIA) Urban Growth Management Position Statement.

The UGMS is the City of Victor Harbor's long-term strategic document, providing a set of targeted strategies and implementation measures to achieve Council's Vision and direct the sustainable growth of Victor Harbor to the year 2030.

The UGMS serves as one of Council's key guiding documents, providing the strategic framework for:

- more effective and efficient governance through the integration of all of Council's strategic management documents, underpinned by the principles of sustainability, including: Council's three year Strategic Plan; Economic Development Strategy; Tourism Strategy and Marketing Plan; Financial Management Plan; Development Plan; Recreation and Open Space

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<sup>11</sup> ABS, Census of Population and Housing, 2011 and i.d. profile of the City of Victor Harbor

<sup>12</sup> ABS, Census of Population and Housing, 2011

<sup>13</sup> The sea change phenomenon involves the abandonment of city life in favour of a perceived better life in rural coastal communities. It typically involves the purchase of a second (holiday) home in, or a complete shift, to coastal areas.

<sup>14</sup> ABS, Census of Population and Housing, 2011

<sup>15</sup> DPTI Population Projections 2006-2026

<sup>16</sup> In response to influx of tourists and residents, Coastal Council's from around Australia formed the "National Sea Change Taskforce" to seek ways to ensure the sustainable development of their communities. The taskforce comprises 60 member Council's, including the City of Victor Harbor.

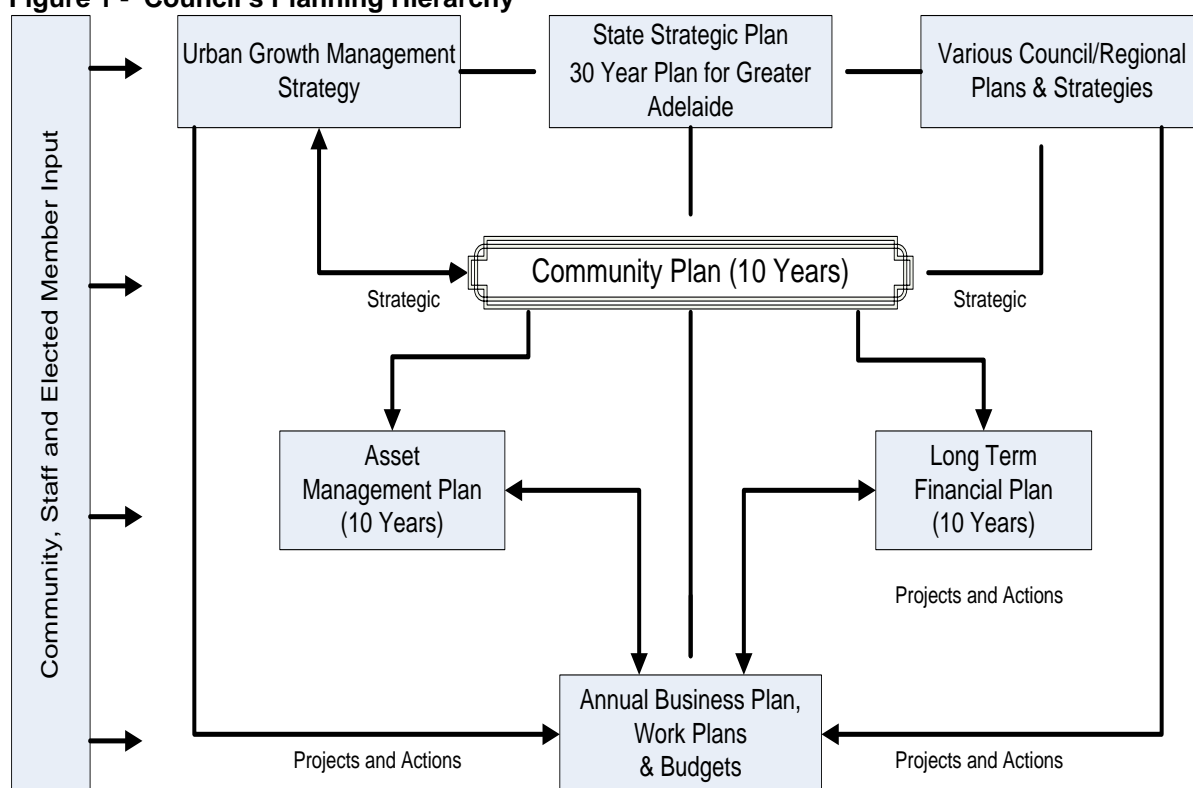
<sup>17</sup> Planning Institute of Australia (PIA) Policy Webpage at [www.planning.org.au](http://www.planning.org.au)

Strategies; Infrastructure and Asset Management Plans; Social and Community Service Plans; Environmental Management Plans, and other strategies, plans and policies,

- planning, funding, and the timely delivery of physical and community infrastructure and environmental management initiatives;
- long-term land use planning, identifying preferred development and timing options for employment lands, residential development, community services, public open space and conservation areas;
- informing State Government Land Use and Infrastructure Planning, funding and delivery programs;

The UGMS will be reviewed on a periodic basis, in line with Council's review of its Corporate Strategic Plan and Development Plan, to ensure that the UGMS strategies and actions (at Chapter 5) remain on target to achieving the Vision and Objectives of the UGMS.

**Figure 1 - Council's Planning Hierarchy**



## 1.3 HOW TO READ THIS STRATEGY (refer Figure 2)

### The UGMS

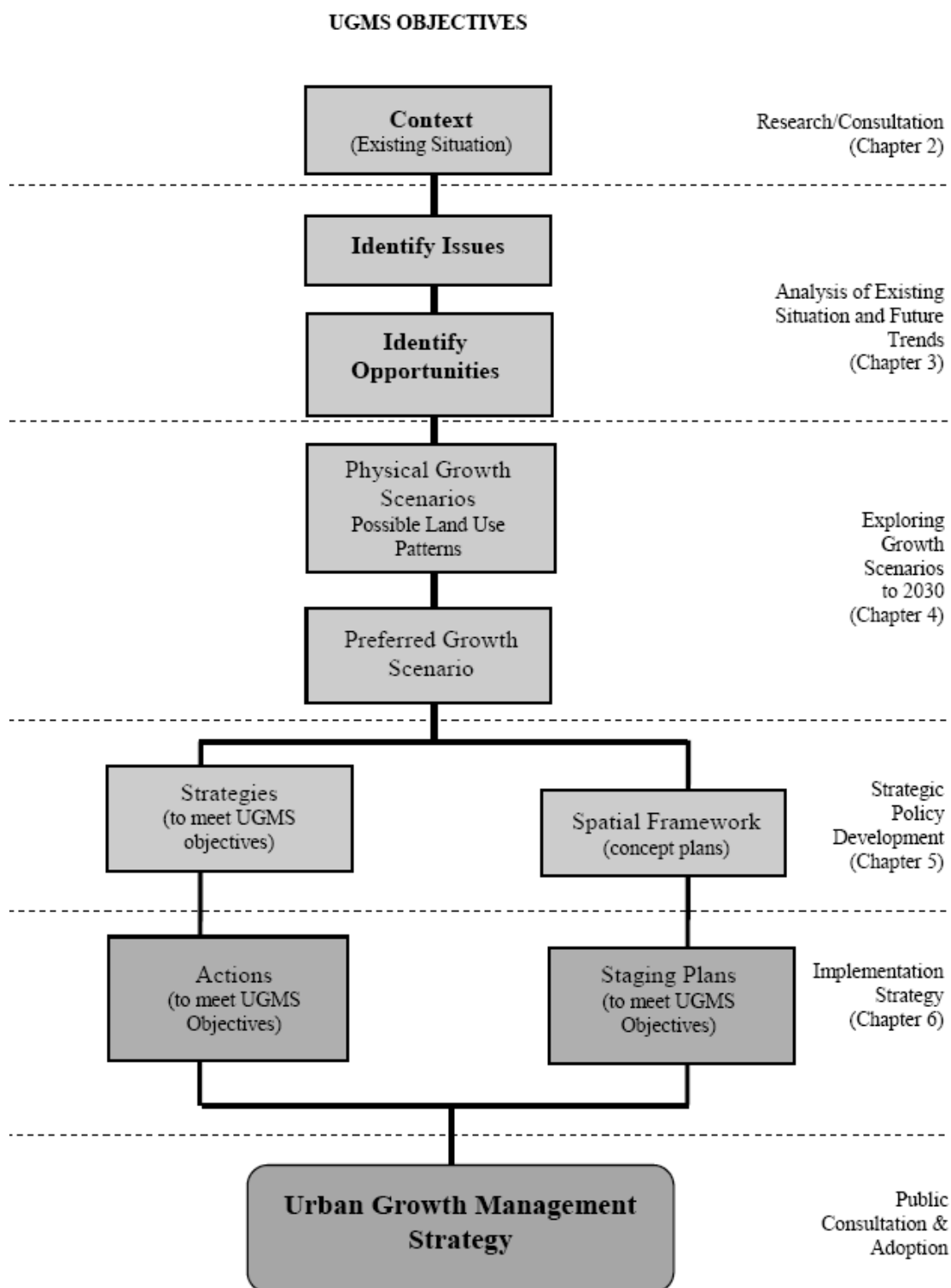
- synthesises and summarises a significant volume of research and consultation undertaken by Council covering a broad range of issues, including social and recreational planning, economic analysis, landscape and environmental planning, land use planning, infrastructure capacity and governance (Chapter 2);<sup>18</sup>
- identifies the key opportunities and constraints stemming from the background reports and analysis (Chapter 3);
- considers a range of future growth scenarios and identifies a preferred growth scenario (Chapter 4); and
- provides targeted strategies, actions and implementation measures to achieve the Vision and Objectives of the UGMS (Chapter 5 and 6).

This strategy has been directly influenced by the City of Victor Harbor Community Plan 2022 and. The strategies and actions of the UGMS have been used to inform this document.

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<sup>18</sup> The Context and Key Issues are summarised from *Hassell (2006) draft UGMS Volume 1* and have been updated in 2013 with current issues and opportunities.

Figure 2 – UGMS Process Map



## 1.4 CONTRIBUTORS TO THE DEVELOPMENT OF THE UGMS AND THE 2013 UPDATE

The UGMS was developed between 2007 and 2008 by a Project Management Group from the City of Victor Harbor working with Nolan Rumsby Planners and drawing on a large number of research and planning studies undertaken by specialist consultants.

During the development of the draft UGMS, a range of community consultation activities were undertaken, including surveys, workshops and forums. Feedback on the draft UGMS was sought through structured workshops and written submissions. The final UGMS reflects the strong support of the community for the objectives and values that underpin the UGMS.

This 2013 Update has been prepared by URPS working with Council staff and Elected Members. It reflects Council's Strategic Objectives and Directions (Community Plan 2022) and State Government planning directions (30 Year Plan for Greater Adelaide). Data has been updated to incorporate 2011 ABS Census data, recent development data and changes to services, facilities and infrastructure. Written submissions and input at two community workshops has informed this updated UGMS.

## 1.5 IMPLEMENTATION OF THE UGMS

The level of success in achieving the Objectives of the UGMS depends upon cooperation between the public and private sectors, in particular:

- (a) Local Government, to:
  - (i) continue its holistic, whole-of-government, approach to decision making to ensure that all decisions, everyday, collectively support the Objectives of the UGMS;
  - (ii) purposefully promoting the UGMS Vision to all levels of government, private sector partners and the South Australian community, creating the necessary impetus to generate positive change supporting the UGMS Objectives;
  - (iii) deliver, in a coordinated and timely manner, all of the Development Plan Amendments required to support the Objectives of the UGMS.
  - (iv) continually monitor and review the UGMS to ensure that it remains relevant and responsive to the changing needs of the Victor Harbor's community.
- (b) State Government, to:
  - (i) support the key UGMS strategies that seek to improve strategic transport links with metropolitan Adelaide and information and communication technology infrastructure;
  - (ii) support the Objectives of the UGMS in public service provision and incorporation of UGMS spatial plans and supporting policies into the *30 Year Plan for Greater Adelaide*.
- (c) Infrastructure/utilities providers, to:
  - (i) deliver, in a timely, coordinated and efficient manner, all infrastructure (transport, water, gas, electricity, information and communication technology, health and community services) required to support the UGMS;
- (d) Land owners and developers of future growth areas, to:
  - (i) support the key Objectives of the UGMS and participate in planning that supports the outcomes consistent with the UGMS;
  - (ii) enter into infrastructure agreements with Council and State Government to fund local and State infrastructure improvements required to support the UGMS Objectives;



- (iii) work with Council to establish and promote a consistent and recognisable Victor Harbor lifestyle brand for marketing and promotion of all major developments;
- (iv) provide affordable housing options.

The impact of any of the above actions not being undertaken will need to be considered, and the UGMS reviewed as necessary.

## 1.6 STATE STRATEGIC POLICY INFLUENCES

At a State level, the key policy documents that have potential to influence the outcomes of the UGMS include:

- South Australia's Strategic Plan, 2011
- South Australian Government Seven Strategic Priorities 2012
- 30 Year Plan for Greater Adelaide, 2010
- Strategic Infrastructure Plan for South Australia, 2005/6 – 2014/15
- Economic Statement: South Australia's Prospects for Growth, 2009
- Our Place. Our Future. State Natural Resources Management Plan. South Australia 2012 - 2017.

### 1.6.1 Alignment with South Australia's Strategic Plan 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.

Strategies from the above policy documents are incorporated into this report where they exert a direct influence on the achievement of the Objectives of the UGMS.

The UGMS is consistent with the objectives of *South Australia's Strategic Plan*, contributing directly to specific targets outlined in the Plan, as follows:

*Community:*

**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.**

**Target 2: Cycling** Double the number of people cycling in South Australia by 2020

**Goal: We are The Festival State; our festivals, cultural venues and events create a vibrant and energetic atmosphere, generating excitement!**

**Target 3: Cultural vibrancy – arts activities** Increase the vibrancy of the South Australian arts industry by increasing attendance at selected arts activities by 150% by 2020

**Goal: We are known world-wide as a great place to live and visit.**

**Target 4: Tourism industry** Increase visitor expenditure in South Australia's total tourism industry to \$8 billion and on Kangaroo Island to \$180 million by 2020

**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

**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 reduce homelessness**

**Target 10: Homelessness** Halve the number of 'rough sleepers' in South Australia by 2013 and maintain thereafter

**Goal: We support people to stay in their homes if they choose.**

**Target 11: Housing for people with disabilities** Increase the number of people with a disability in stable, supported community accommodation to 7 000 by 2020

**Goal: Families are the centre of learning life skills; together we grow.**

**Target 12: Early childhood** Increase the proportion of children developing well

**Goal: We support families.**

**Target 16: Economic disadvantage** By 2020, increase by 2 percentage points the share of total household income earned by low income South Australians

**Goal: We are prepared for natural disasters.**

**Target 20: Bushfire preparedness** Increase the number of households in high bushfire prone areas that are prepared for a bushfire by 30% by 2020

**Goal: We are safe and protected at work and on the roads**

**Target 22: Road safety** Reduce road fatalities and serious injuries by at least 30% by 2020

**Goal: People in our community support and care for each other, especially in times of need.**

**Target 23: Social participation** Increase the proportion of South Australians participating in social, community and economic activities by 2020

**Goal: We value and support our volunteers and carers.**

**Target 24: Volunteering** Maintain a high level of formal and informal volunteering in South Australia at 70% participation rate or higher

**Goal: Governments demonstrate strong leadership working with and for the community.**

**Target 33: Government planning decisions** South Australia leads the nation in timely decisions of development applications through to 2020

### *Prosperity*

**Goal: South Australia has a resilient, innovative economy.**

**Target 35: Economic growth** Exceed the national economic growth rate over the period to 2020

**Target 36: Labour productivity** Exceed Australia's average labour productivity growth rate through to 2020

**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

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

**Target 45: Total population** Increase South Australia's population to 2 million by 2027

**Goal: All South Australians have job opportunities.**

**Target 47: Jobs** Increase employment by 2% each year from 2010 to 2016

**Target 48: Ageing workforce participation** Increase the proportion of older South Australians who are engaged in the workforce by 10 percentage points by 2020

**Target 49: Unemployment** Maintain equal or lower than the Australian average through to 2020

**Goal: Our young people have a future here.**

**Target 54: Learning or earning** Increase the proportion of 15-24 year olds engaged full-time in school, post-school education, training or employment (or combination thereof) to 85% by 2020

**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

**Goal: We overcome distance by using digital technology.**

**Target 57: Broadband access** The proportion of South Australian premises with access to broadband services delivered by fibre technology meets the national average by 2020

**Target 58: Online business** Increase the proportion of businesses that receive orders online from 24% to 40% by 2014 and continue growth each year to 2020

**Goal: We reduce our greenhouse gas emissions.**

**Target 60: Energy efficiency – dwellings** Improve the energy efficiency of dwellings by 15% by 2020

**Goal: We reduce our reliance on cars in the metropolitan area, by walking, cycling and increasing use of public transport.**

**Target 63: Use of public transport** Increase the use of public transport to 10% of metropolitan weekday passenger vehicle kilometres travelled by 2018

**Goal: We want Adelaide to grow up more than out.**

**Target 68: Urban development** By 2036, 70% of all new housing in metropolitan Adelaide will be being built in established areas

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

**Target 70: Sustainable land management** By 2020, achieve a 25% increase in the protection of agricultural cropping land from soil erosion and a 25% improvement in the condition of pastoral land

**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

**Goal: South Australia has reliable and sustainable water resources and is a leader in wastewater, irrigation, storm water and groundwater management.**

**Target 73: Recycled stormwater** South Australia has the system capacity to harvest up to 35 GL of stormwater per annum by 2025

**Target 74: Recycled wastewater** South Australia has the system capacity to recycle up to 50 GL of wastewater per annum by 2025

### *Health*

**Goal: We make healthy choices in how we live.**

**Target 78: Healthy South Australians** Increase the healthy life expectancy of South Australians to 73.4 years (6%) for males and 77.9 years

**Goal: We are physically active.**

**Target 83: Sport and recreation** Increase the proportion of South Australians participating in sport or physical recreation at least once per week to 50% by 2020.

### **1.6.2 State Government Priority Areas**

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 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".

### **1.6.3 Alignment with the 30 Year Plan for Greater Adelaide**

The 30 Year Plan for Greater Adelaide is the volume of the Planning Strategy that applies to the City of Victor Harbor, which forms part of the Fleurieu region. The 30 Year Plan provides the spatial land use framework to support the achievement of 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.

Chapter D of The 30 Year Plan contains detailed policies and targets in a number of areas. The following is a summary of the policies and targets that are considered relevant to the City of Victor Harbor:

### *Urban Growth*

The 30 Year Plan identifies Victor Harbor (along with other townships such as Goolwa) as suitable for fringe growth and township expansion to contribute to the achievement of the following targets for the Fleurieu region:

- 14,500 new dwellings (22,000 people)
- 2,175 net additional dwellings as affordable housing
- 11,500 net additional jobs<sup>19</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>20</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<sup>21</sup>.

Other policies in the 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>22</sup>, reducing ad-hoc rural subdivision through planned expansion of townships<sup>23</sup> and managing the interface between primary production activities and urban areas/townships<sup>24</sup>.

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>25</sup>, increasing the total share of smaller housing<sup>26</sup>, ensuring housing affordability is a key input into housing targets<sup>27</sup> and planning for the housing needs of an ageing society to facilitate ageing in place<sup>28</sup>.

With respect to 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 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>29</sup>.

### *Retail, Commercial and 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>30</sup>.

In terms of specific employment sectors, the 30 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>31</sup>.

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<sup>19</sup> Table E8, Fleurieu targets, The 30 Year Plan for Greater Adelaide, page 170.

<sup>20</sup> Ibid.

<sup>21</sup> Policy 33, New transit corridors, growth areas, transit-oriented developments and activity centres, The 30 Year Plan for Greater Adelaide, page 82.

<sup>22</sup> Policy 38, New transit corridors, growth areas, transit-oriented developments and activity centres, The 30 Year Plan for Greater Adelaide, page 82.

<sup>23</sup> Policy 42, New transit corridors, growth areas, transit-oriented developments and activity centres, The 30 Year Plan for Greater Adelaide, page 84.

<sup>24</sup> Policy 44, New transit corridors, growth areas, transit-oriented developments and activity centres, The 30 Year Plan for Greater Adelaide, page 84.

<sup>25</sup> Policy 3, Housing mix, affordability and competitiveness, The 30 Year Plan for Greater Adelaide, page 94.

<sup>26</sup> Policy 5, Housing mix, affordability and competitiveness, The 30 Year Plan for Greater Adelaide, page 95.

<sup>27</sup> Policy 2, Housing mix, affordability and competitiveness, The 30 Year Plan for Greater Adelaide, page 94.

<sup>28</sup> Policy 6, Housing mix, affordability and competitiveness, The 30 Year Plan for Greater Adelaide, page 95.

<sup>29</sup> Map E8A, Fleurieu directions insert, The 30 Year Plan for Greater Adelaide, page 173.

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

<sup>31</sup> The Economy and Jobs, The 30 Year Plan for Greater Adelaide, page 102-112

The 30 Year Plan contains the policy to adopt a typology of activity centres<sup>32</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 a possible District Centre at Waitpinga Road, Encounter Bay.

Other 30 Year Plan policies that relate to retail and commercial development include the promotion of mixed use development within activity centres<sup>33</sup>, developing higher density residential development within and adjacent to activity centres<sup>34</sup> and minimising the impact of commercial activities on residential communities<sup>35</sup>.

### *Primary Production and Open Spaces*

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.

There is a section in the 30 Year Plan dedicated to primary production within Greater Adelaide. 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>36</sup>" and "encourage the development of small-scale value-adding activity that complements local primary production<sup>37</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>38</sup>. The Health and Wellbeing section of the 30 Year Plan for Greater Adelaide contains the policy to "Protect Greater Adelaide's high-quality food bowl areas...to ensure a supply of affordable fresh food"<sup>39</sup>.

### *Infrastructure*

The 30 Year Plan provides a clear land use framework to guide future infrastructure investment and provision. Policies in the Plan outline clear 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 in the plan to locate new housing growth in proximity to infrastructure<sup>40</sup>, identify and plan for major infrastructure requirements to support new residential and employment precincts<sup>41</sup>, preserving critical infrastructure corridors and buffer zones around infrastructure<sup>42</sup> and planning for human services in growth areas<sup>43</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>44</sup>.

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<sup>32</sup> Policy 25, Mixed-use activity centres, *30 Year Plan for Greater Adelaide*, page 80.

<sup>33</sup> Policy 29, Mixed-use activity centres, *30 Year Plan for Greater Adelaide*, page 80.

<sup>34</sup> Policy 30, Mixed-use activity centres, *30 Year Plan for Greater Adelaide*, page 80.

<sup>35</sup> Policy 31, Mixed-use activity centres, *30 Year Plan for Greater Adelaide*, page 80.

<sup>36</sup> Policy 11, The economy and jobs, *The 30 Year Plan for Greater Adelaide*, page 106.

<sup>37</sup> Policy 17, The economy and jobs, *The 30 Year Plan for Greater Adelaide*, page 106.

<sup>38</sup> Policy 13, The economy and jobs, *The 30 Year Plan for Greater Adelaide*, page 106.

<sup>39</sup> Policy 3, Health and Wellbeing, *The 30 Year Plan for Greater Adelaide*, page 101.

<sup>40</sup> Policy 1 and 6, Infrastructure, *The 30 Year Plan for Greater Adelaide*, page 120.

<sup>41</sup> Policy 2, Infrastructure, *The 30 Year Plan for Greater Adelaide*, page 120.

<sup>42</sup> Policies 4 and 5, Infrastructure, *The 30 Year Plan for Greater Adelaide*, page 120.

<sup>43</sup> Policy 1, Infrastructure, *The 30 Year Plan for Greater Adelaide*, page 120.

<sup>44</sup> Map E8A, Fleurieu directions insert, *The 30 Year Plan for Greater Adelaide*, page 173.



### *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.

The Plan contains policies to “create safe and inviting public spaces that will encourage community participation”, “provide engaging spaces where young people can congregate” and “give priority to pedestrian, wheelchair, gopher and cycle movement in neighbourhoods.”<sup>45</sup>

In addition, the Plan contains policies to specifically address the specific requirements of growing numbers of young families and older people<sup>46</sup>.

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

The 30 Year Plan seeks to introduce a clear hierarchy of environmental assets in the form of:

- Areas of high environmental significance
- Areas of environmental significance
- Areas designed for human use<sup>47</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>48</sup> and enhancing urban biodiversity and biodiversity corridors<sup>49</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>50</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>51</sup> have been identified as part of the Greater Adelaide Open Space System. The Plan also seeks to ensure that open space is accessible to all communities<sup>52</sup>, provides linkages to encourage walking and cycling, and that neighbourhood level facilities are provided within walking distance of residents in new growth areas<sup>53</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>54</sup> and energy efficiency<sup>55</sup>. A more liveable urban environment with tree-lined streets and a network of greenways should also be encouraged<sup>56</sup>. In addition, development should be avoided on land that may be subject to inundation associated with sea level rise or storm surge<sup>57</sup>.

In terms of water, the Plan seeks to use water more efficiently through the implementation of Water Sensitive Urban Design (WSUD)<sup>58</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>59</sup>.

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<sup>45</sup> Policies 7-9, Communities and Social Inclusion, The 30 Year Plan for Greater Adelaide, page 90.

<sup>46</sup> Policies 4 and 5, Communities and Social Inclusion, The 30 Year Plan for Greater Adelaide, page 90.

<sup>47</sup> Policy 1, Biodiversity, The 30 Year Plan for Greater Adelaide, page 128.

<sup>48</sup> Policy 2, Biodiversity, The 30 Year Plan for Greater Adelaide, page 128.

<sup>49</sup> Policies 6 and 7, Biodiversity, The 30 Year Plan for Greater Adelaide, page 129.

<sup>50</sup> Policy 1, Greater Adelaide Open Space System, The 30 Year Plan for Greater Adelaide, page 132.

<sup>51</sup> Map E8A, Fleurieu directions insert, The 30 Year Plan for Greater Adelaide, page 173.

<sup>52</sup> Policy 2, Open Space, Sport and Recreation, The 30 Year Plan for Greater Adelaide, page 132.

<sup>53</sup> Policies 2 and 3, Open Space, Sport and Recreation, The 30 Year Plan for Greater Adelaide, page 132.

<sup>54</sup> Policies 3 and 4, Climate Change, The 30 Year Plan for Greater Adelaide, page 139.

<sup>55</sup> Policies 5-9, Climate Change, The 30 Year Plan for Greater Adelaide, page 139.

<sup>56</sup> Policy 13, Climate Change, The 30 Year Plan for Greater Adelaide, page 139.

<sup>57</sup> Policies 16 and 17, Climate Change, The 30 Year Plan for Greater Adelaide, page 140.

<sup>58</sup> Policies 1-3 and Box 4, Water, The 30 Year Plan for Greater Adelaide, page 141-142.

<sup>59</sup> Policy 4, Water, The 30 Year Plan for Greater Adelaide, page 142.

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>60</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>61</sup>.

### *Summary*

The 30 Year Plan provides a clear framework to guide future land uses and development in Victor Harbor, and therefore amendments to Council's Development Plan.

Key directions from the 30 Year Plan of particular relevance include the identification of Victor Harbor as suitable for urban growth to accommodate anticipated population growth in the Fleurieu region; support for the protection and enhancement of primary production and the green space between Victor Harbor and Port Elliot; the importance of good urban design in promoting safe, healthy and attractive neighbourhoods and community participation; and the need to protect coastal ecosystems.

## **1.7 NATIONAL AND GLOBAL INFLUENCES**

The success in achieving the Objectives of the UGMS will also be influenced by wider external forces including, for example:

- changes to global economic markets (including the Global Financial Crisis);
- political change;
- changes to Federal or State Government policies, particularly in areas such as overseas migration, education, information and communication technology, trade and exports and health.
- technological change;
- rising petrol prices;
- rising energy prices;
- impact/costs of climate change.

These external forces are not unique to Victor Harbor. They cannot be accurately predicted over long periods nor can they be readily influenced by local government. As such any change to National or Global trends beyond 2012 have not been factored into the growth scenarios for the UGMS. Any change to these trends will be 'factored into' subsequent UGMS reviews.

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<sup>60</sup> Policy 5, Emergency management and hazard avoidance, The 30 Year Plan for Greater Adelaide, page 149.

<sup>61</sup> Policy 8, Biodiversity, The 30 Year Plan for Greater Adelaide, page 128.

#### UGMS OBJECTIVES

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

## 2. CONTEXT

# Chapter 2

### Chapter Outline

This chapter provides a snapshot of Victor Harbor in 2013. It identifies the study area for the UGMS, discusses Victor Harbor's geographic relationship with metropolitan Adelaide and describes the population, employment, housing, economic, community, physical infrastructure and environmental features of Victor Harbor.

### Summary of Key Points

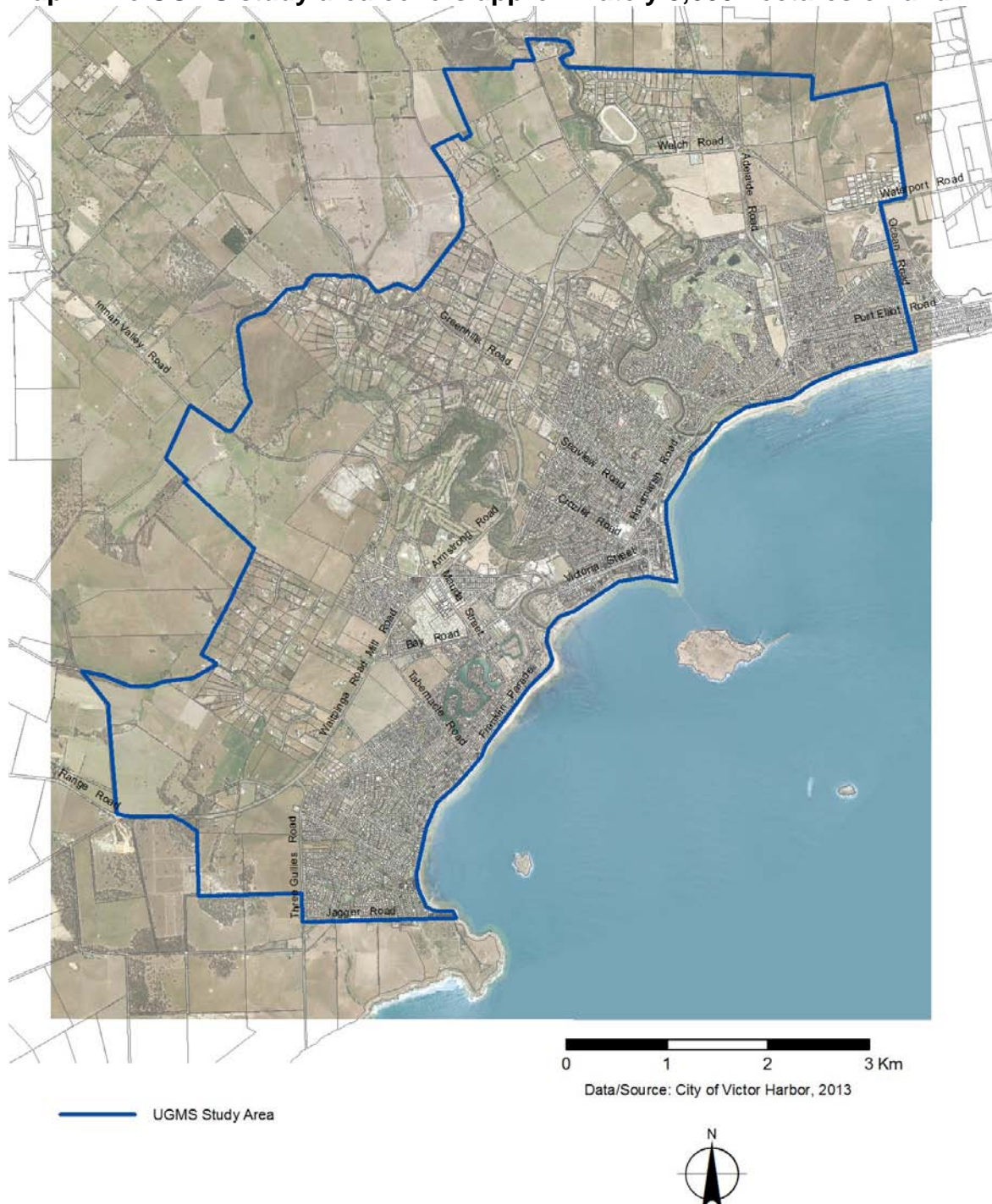
After reading this chapter, you should understand the following:

1. The position of Victor Harbor on the coast of South Australia's Fleurieu Peninsula and its role as a major centre for the Southern Fleurieu region.
2. The urban and Local Government Area population of Victor Harbor relative to other town centres and Local Government Areas within the Region
3. The population, employment, housing, economic, physical infrastructure and community profile of Victor Harbor in 2012.
4. The unique and valued environment, lifestyle and community features of Victor Harbor.

## 2.1 THE STUDY AREA

The study area has been identified by the City of Victor Harbor to include the existing urban and rural living areas of Victor Harbor and its immediate environs. The area defines the physical boundary within which the most detailed urban growth investigations for the UGMS are focussed. It is also from this local perspective that outside influences on the sustainable growth of the town (ie within the Regional, State, National and Global context) are considered.

**Map 1 The UGMS study area covers approximately 3,000 hectares of land.**



## 2.2 RELATIONSHIP TO ADELAIDE

Victor Harbor is a coastal town on the Fleurieu Peninsula, located approximately 80 km south of the Adelaide CBD, and 30 km from the southern boundary of metropolitan Adelaide.

Sustained high population growth is placing pressure on Victor Harbor's natural and built environment, its physical and community infrastructure, and its lifestyle and community identity.

Transport networks between Victor Harbor and metropolitan Adelaide are being upgraded with the doubling of the Southern Expressway and the construction of the McLaren Vale overpass. Additional road safety measures including overtaking lanes have been incorporated to address the historically heavy road toll.

The primary access to Victor Harbor is by car and it will be important to continue to maintain and further develop safe and convenient access, not just to metropolitan Adelaide but also within the region given that most people live and work in the Southern Fleurieu.

Public transport services between Adelaide, Victor Harbor and Goolwa operate three buses a day each way Monday to Friday, two buses on Saturday and one on Sunday.

**Map 2 Location Plan**



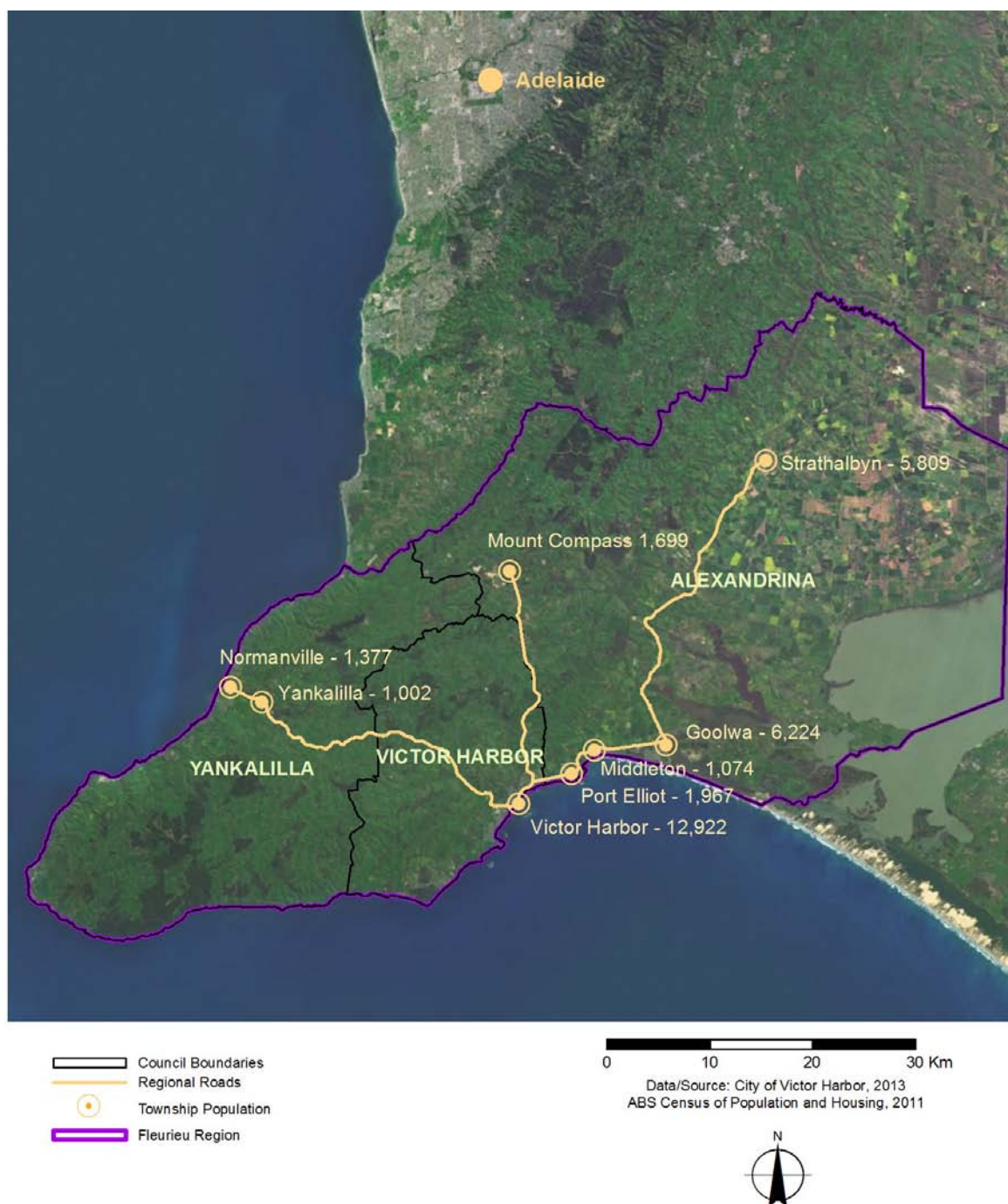


## 2.3 REGIONAL POSITIONING

### The largest Town in the Southern Fleurieu Peninsula

Victor Harbor has the largest township population in the Southern Fleurieu Peninsula Region, with the town having a larger population than Goolwa, Middleton and Port Elliot combined. Although within commuting distance of metropolitan Adelaide, Victor Harbor is not a commuter town. It serves as the Major District Centre for the Southern Fleurieu, a function that is formally recognised by the *30 Year Plan for Greater Adelaide*.

### Map 3 Township Population Patterns, 2011



**Table 1 Projected Regional Settlement Patterns to 2021**

<b>Region</b>	<b>2011 Population (% of Region)</b>	<b>2026 Population (% of Region)</b>
Victor Harbor Township <sup>62</sup>	12,922 (31.6%)	
Goolwa-Middleton-Port Elliot	10,145 (24.8%)	
Strathalbyn	5,809 (14.2%)	
Mount Compass	1,669 (4.1%)	
Yankalilla-Normanville-Carrickalinga	2,662 (6.5%)	
<b>Victor Harbor Council area</b>	<b>13,370 (32.7%)</b>	<b>19,343 (33.8%)</b>
Alexandrina Council area	23,168 (56.6%)	31,119 (54.4%)
Yankalilla Council area	4377 (10.7%)	6,763 (11.8%)
<b>Total Regional Population</b>	<b>40,915 (100%)</b>	<b>57225 (100%)</b>

Source: i.d. Profile for the City of Victor Harbor, ABS 2011 Census of Population and Housing, 2011 and Department of Planning, Transport and Infrastructure Population Projections

Victor Harbor provides a range of services, functions and facilities in the following sectors: retail, administration, government, tourism, culture and entertainment, community, business, education and recreation.

## **2.4 POPULATION AND HOUSING<sup>63</sup>**

### **2.4.1 Steady Growth**

At the 2011 Census, the resident population of the Victor Harbor township was 12,922 people. The population of the City of Victor Harbor was 13,370, indicating that the Victor Harbor urban area accounts for 97.2% of the Council area's total population.

Council building approvals between 1995-6 and 2011-12 were 225 per annum. Over the 17 years, this has varied from 322 in 2005-06 to 154 in 2011-12 (see Figure 3 below for more detail). Occupancy rates in 2011 were 2.1 persons per dwelling, compared with the Greater Adelaide average of 2.4. Vacancy rates were 29.8%. Based on these rates, Victor Harbor is expected to grow to 15,907 persons by 2020 and 19,224 by the year 2030.<sup>64</sup>

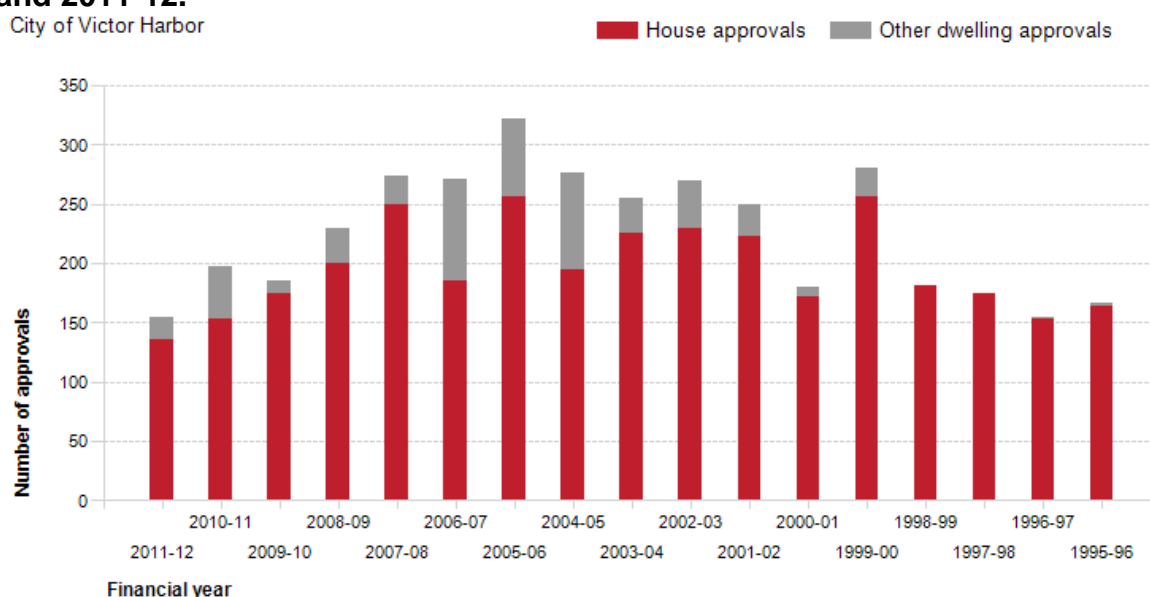
More detail on population and dwelling projections and different growth scenarios is contained within Section 4 Growth Scenarios.

<sup>62</sup> Defined as the Victor Harbor Statistical Area Level 2, a geographical boundary defined by the Australian Bureau of Statistics that closely mirrors the UGMS study area boundary.

<sup>63</sup> All housing and population statistics expressed under this heading are for the Victor Harbor Township (defined by the ABS as Statistical Area Level 2) the boundary of which closely mirrors the UGMS boundary, with data taken from ABS Census of Population and Housing, 2011 (unless stated otherwise).

<sup>64</sup> Projections based upon 225 dwellings per annum x 2.1 person/dwelling x .702 (occupancy rates) = 331.7 persons/annum. Projections based upon 2011 Census population for the Victor Harbor township of 12,922. Additional population projections and growth scenarios are provided in Chapter 4.

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



## 2.4.2 An Ageing Population

Victor Harbor has the oldest population of any township in South Australia, ahead of Port Elliot-Goolwa, and Moonta. Nationally, it has the fifth oldest population, behind three townships in New South Wales, and Bribie Island in Queensland<sup>65</sup>.

At the 2011 Census, the median age 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>66</sup>, the median age was 38 and 15.3% of the population were aged over 65. This indicates that Victor Harbor already has twice the proportion of older people in its population than Greater Adelaide.

The ageing nature of Victor Harbor's population has been well documented for some time. This characteristic is continuing, however, with the median age increasing from 49 to 56 between the 2001 and 2011 censuses. Similarly, the proportion of the population aged over 65 increased from 29.9% of the total population at the 2001 census to 34.3% in 2011.

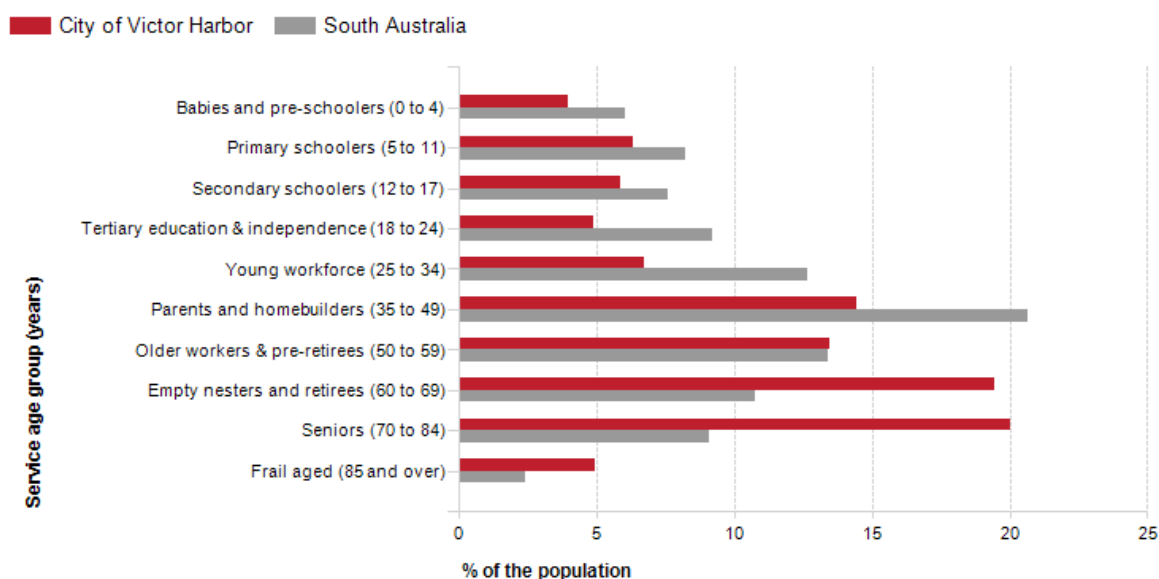
Figures 4 and 5 demonstrate the ageing nature of the Council area's population and the way in which the proportion of older people in the population has increased in recent times:

<sup>65</sup> Australian Bureau of Statistics Catalogue Number 3235.0 - Population by Age and Sex, Regions of Australia, 2011

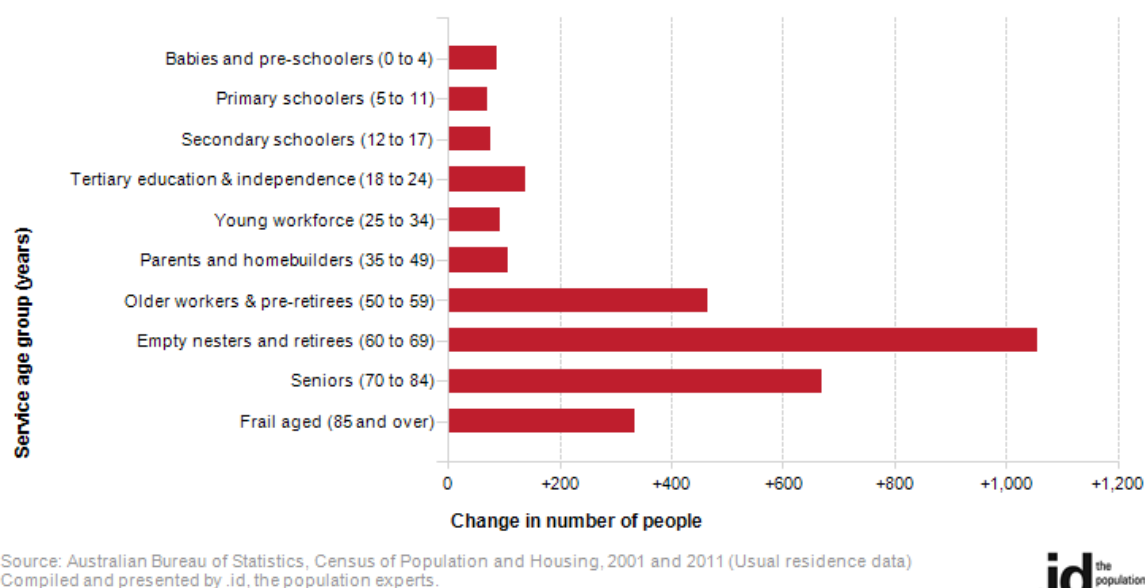
<sup>66</sup> Defined as per the ABS definition of the 'Greater Capital City Statistical Area'.



**Figure 4 Comparison of the City Victor Harbor's age structure with that of South Australia based on the ABS 2011 Census.**



**Figure 5 Changes to the City of Victor Harbor's population between 2001 and 2011.**



In addition to the observed increase in the population of older people, population projections expect Victor Harbor's population to continue to grow older. The Department of Planning, Transport and Infrastructure population projections anticipate that the Victor Harbor Council area will be home to 6,870 people over the age of 65 by 2026, accounting for 35.5% of the total population. If realised, an additional 162 people over the age of 65 will be added to the population each year over the next 15 years.

### 2.4.3 A Large Absent and Part-Time Population

Victor Harbor has a large 'absent' and 'part-time' population, with 40% of its residential ratepayers (4,223 persons) residing outside the Council area. Some 25% of these (1090 persons) own vacant land, with the remainder either renting their properties to others or using them as 'holiday homes' for weekend getaways or summer holiday 'shacks'.

Over the summer holiday season the Victor Harbor population almost trebles within the space of a few days. In contrast, during the winter months, up to 900 households head north each year seeking warmer weather.<sup>67</sup>

### 2.4.4 A High Proportion of Two Person Families

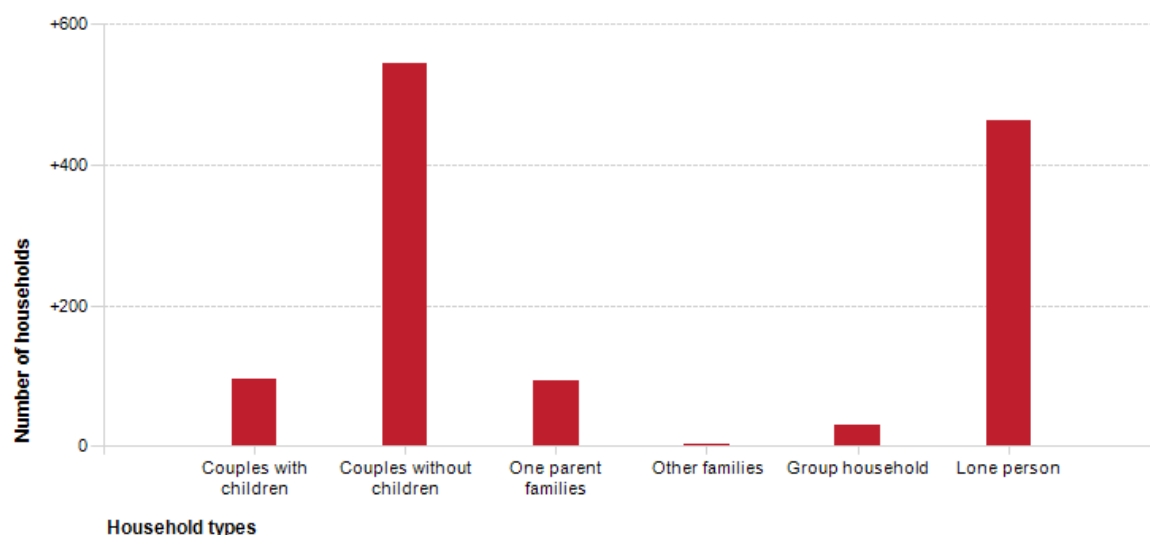
Victor Harbor's families contain a very high proportion of couples without children – 62.4% compared with the Greater Adelaide average of 38.7% at the 2011 Census. Families comprising couples with children account for 24.4% and single parent families 7.0%.

Between 2001 and 2011, couple families without children grew by 25.7%, whereas couple families with children grew by 5.7%. There was a significant (22.8%) increase in single parent families over the same time.

The predominance of two-person households is also reflected in the average household size, which was 2.1 persons/household at the 2011 Census, compared with the Greater Adelaide average of 2.4.

Figure 6 below summarises changes in household types in the Council area over the five years between 2001 and 2011, demonstrating the significant increase in couples without children, and lone person households. The following chart, Figure 6, shows the high proportions of two-person households and below-average proportions of 3 and 4 person households in Victor Harbor.

**Figure 6 Changes in Household types in the City of Victor Harbor between 2001 and 2011.**



Source: Australian Bureau of Statistics, Census of Population and Housing, 2001 and 2011 (Enumerated data)  
Compiled and presented by .id, the population experts.

**.id**  
the population experts

<sup>67</sup> Australia Post: *Redirected Mail Statistics*, Victor Harbor Post Office 2005.

### 2.4.5 A High Proportion of 'Traditional' Detached 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%. Between 2001 and 2011, the proportion of detached dwellings in Victor Harbor increased, while the trend across Greater Adelaide was a decline, indicating that a high degree of homogeneity in the housing stock remains.

### 2.4.6 A High Proportion of Homeowners and Declining Housing Affordability

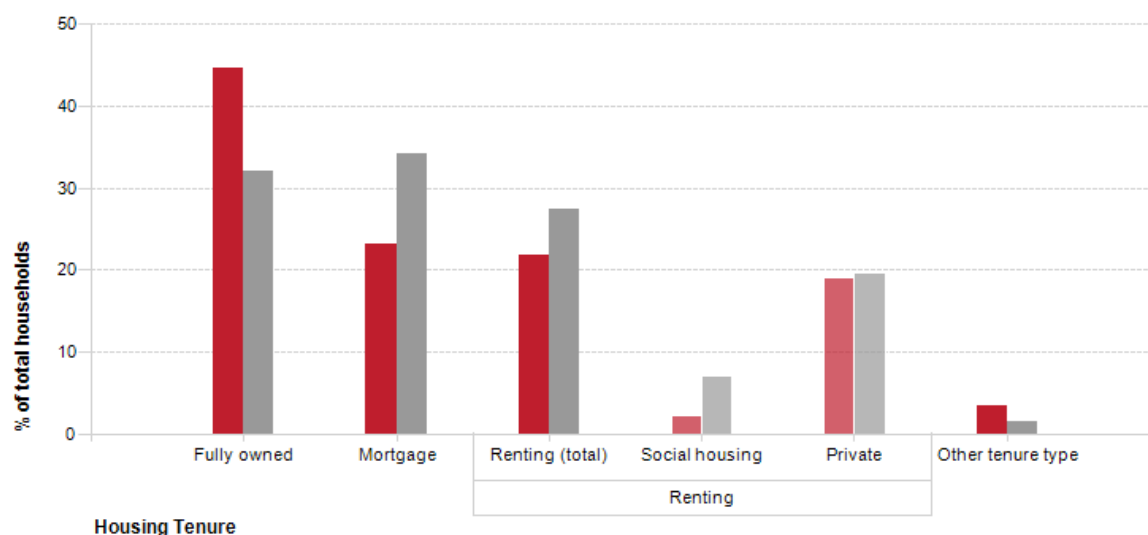
Victor Harbor has a much higher proportion of dwellings that are fully owned (44.8% in 2011) than the Greater Adelaide average (30.7%), suggesting a relatively higher proportion of long-term residents than the State average. The remaining dwellings are being purchased (22.9%), rented privately or through an agent (17.9%) or used for public housing (1.1%). These characteristics are illustrated in Figure 7 below.

Public housing comprises only 1.1% of housing stock in Victor Harbor, compared with the Greater Adelaide average of 6.0%.

Over the ten years between 2001 and 2011, the proportion of households who either owned their home outright or were purchasing their home declined, while the proportion of renters increased, as demonstrated in Figure 8. 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 experienced mortgage stress, while 31.8% of rental households experienced rental stress<sup>68</sup>. These rates were higher than the rates across South Australia (7.1% and 25.1% respectively), indicating that housing affordability is key challenge in Victor Harbor.

**Figure 7 Housing Tenure data for the City of Victor Harbor and South Australia in 2011.**

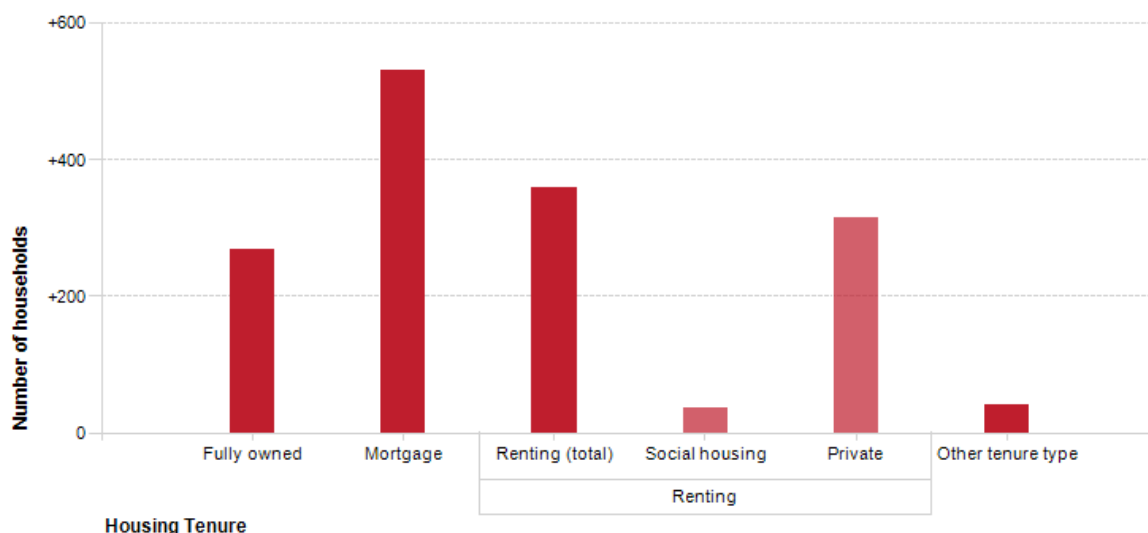


Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Enumerated data)  
Compiled and presented by .id, the population experts.

**.id**  
the population experts

<sup>68</sup> Source: 2011 Social Health Atlas of Local Governments

**Figure 8 Changes in housing tenure data between 2001 and 2011 in the City of Victor Harbor.**



Source: Australian Bureau of Statistics, Census of Population and Housing, 2001 and 2011 (Enumerated data)  
Compiled and presented by .id, the population experts.



## 2.5 ECONOMY<sup>69</sup>

### 2.5.1 A Strong Retail Sector

The retail sector plays a significant employment role in the Victor Harbor economy. In 2011, it was the second largest industry of employment (behind health care and social assistance), employing 14.6% of the working population.

In 2006, there were five Centre Zones in Victor Harbor (refer Map 4), with a collective retail floor space of 35,000m<sup>2</sup>. Approximately 24,000m<sup>2</sup> (or 63%) of this floor space was within the District Town Centre.

### 2.5.2 A Service - Based Economy

The fastest growing industry sector in Victor Harbor is property and business.

The slowest growing industry sector is agriculture, forestry and fishing.

### 2.5.3 Tourism Supports the Retail Sector

Victor Harbor is, historically, a favoured holiday place for South Australians.

Tourism directly or indirectly benefits most businesses in Victor Harbor and expenditure from non-residents and visitors is estimated to account for 49% of all retail expenditure.<sup>70</sup>

<sup>69</sup> All statistics expressed under this heading are for the Victor Harbor Township (defined by the ABS as Statistical Area Level 2) the boundary of which closely mirrors the UGMS boundary, with data taken from ABS Census of Population and Housing, 2011 (unless stated otherwise).

<sup>70</sup> Tuttle A, *South Coast Retail Centres Study*, 2000

Tourism is also a significant employment generator, especially of younger people. Tourism Australia estimates that 50% of all jobs associated with retail and hospitality are created as a direct result of tourism<sup>23</sup>.

#### 2.5.4 Small-scale Light Industry and Service Industries

Although Victor Harbor acts as the designated Major District 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 the Fleurieu region”. The majority of industrial activities in Victor Harbor are of a smaller scale and are service industry related. This trend is expected to continue.

#### 2.5.5 Declining Workforce Participation

Victor Harbor has the highest proportion of inflow of regional workers of any employment centre in the Southern Fleurieu Region (31% compared with 14% for the Region). Almost 70% of the available jobs at Victor Harbor are filled by Victor Harbor residents, with the vast majority of other positions filled by residents of the south coast from the Alexandrina Local Government Area.

In raw numeric terms, the employment opportunities at Victor Harbor equate almost to the number of persons seeking employment, comparing favourably with employment opportunities generally within the Southern Fleurieu Region.

Recent changes in the structure of the workforce include more part-time employment and a trend to people combining retirement with some paid employment.

The health and community services sector also provides a high proportion of part-time jobs. This type of labour market suits older people and families wishing to combine other aspects of life including child care and volunteering.

Continued growth in full-time employment is needed to attract and retain young people and younger families.

**Table 2 Regional Employment Opportunities 2006**

Region	Jobs	Workers	%
Victor Harbor	3,399	3,497	97%
Southern Fleurieu Region	9,543	12,063	79%

Source: ABS Census of Population and Housing 2006

Whilst the total labour force grew by 30% between 1996-2006, there was an increasing proportion of the population not in the workforce, those numbers having grown by 61%.

#### 2.5.6 Strong Part-Time Jobs Growth

Part-time employment in 2011 represented 41.5% of all workforce positions in Victor Harbor, compared with the State average of 31.6%. Between 2001 and 2011, part time positions increased from 37% to 42% of all jobs in Victor Harbor, indicating that this employment arrangement has become more prevalent in recent times.

Growth in full-time employment between 2001 and 2011 increased by 11.2%; growth in part-time employment increased by 36.8% in the same period.

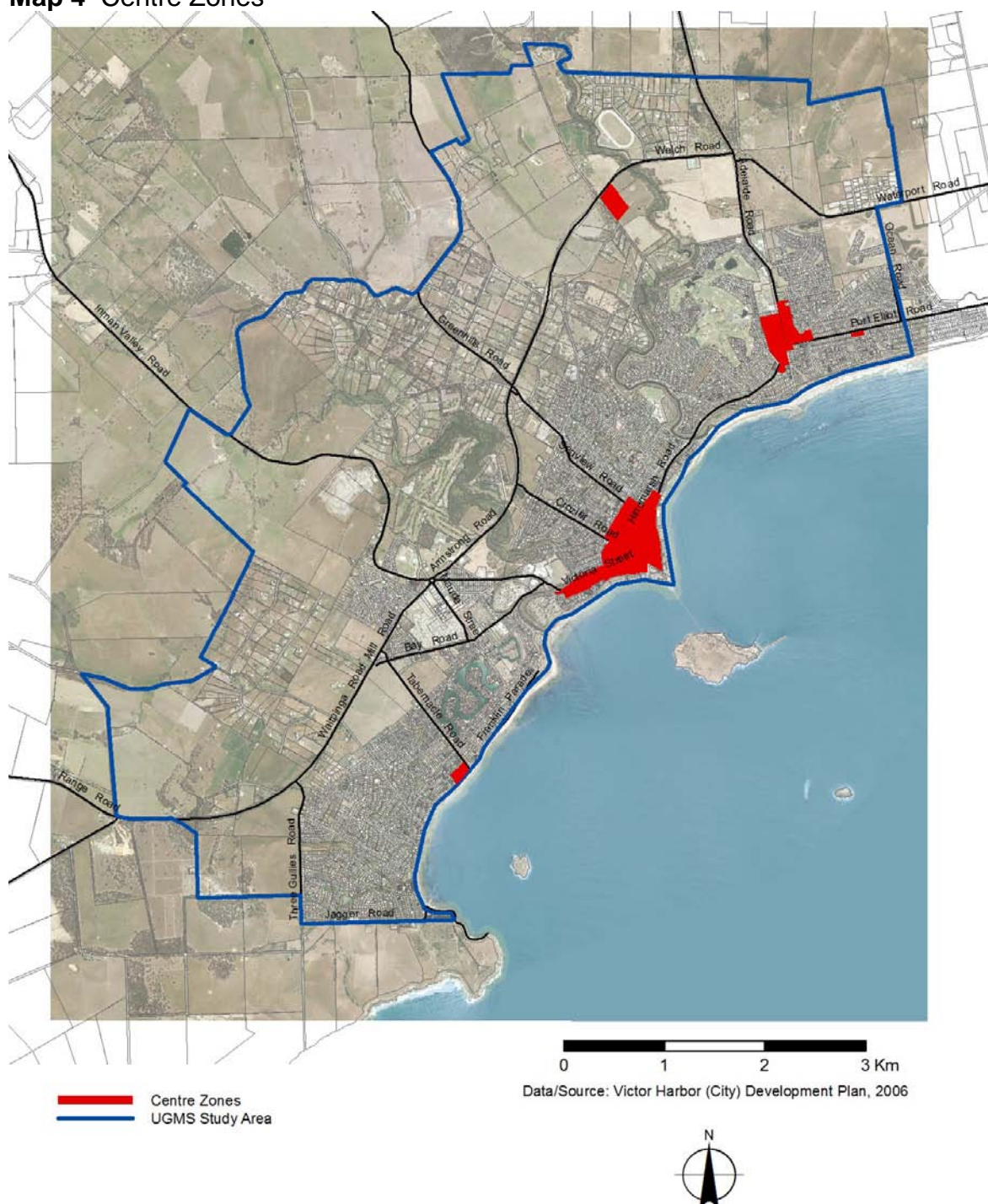
Major jobs growth between 2001 and 2011 involved seasonal, semi-skilled, and part-time employment places in the construction, accommodation, hospitality, property and business, and health and community services sectors.

Jobs generated at Victor Harbor are spread reasonably evenly across a range of occupation types, including technicians and trade workers (15.5%), professionals (15%), community and personal service workers (14.1%), sales workers (13.3%) and labourers (12.2%).

### **2.5.7 Short Journey to Work**

93% of all Victor Harbor residents who work are employed in the Fleurieu region.

Only 5% of Victor Harbor residents are employed in southern metropolitan Adelaide, with a similar proportion commuting from southern metropolitan Adelaide to Victor Harbor for work.

**Map 4** Centre Zones

## 2.6 PHYSICAL INFRASTRUCTURE

### 2.6.1 Transport

#### *Roads*

Victor Harbor has a road network of approximately 380 kms (246 kms being sealed, and 134kms unsealed).

In 2004 the Ring Road was completed (refer Map 5), connecting the Adelaide to Victor Harbor Road in the east with the Inman Valley Road to the west of the town. The road provides a critical



regional road link for heavy commercial vehicles seeking access to both sides of the Fleurieu Peninsula. It also relieves traffic congestion within the town, particularly during peak summer months.

A potential future by-pass route, linking the Victor Harbor Ring Road via Waterport Road, to Goolwa (refer Map 5) has been indicatively identified by the *30 Year Plan for Greater Adelaide*.

#### *Traffic Management*

Anticipated growth in Victor Harbor will place increasing pressure on Victor Harbor's transport infrastructure. The *Victor Harbor Traffic Management Strategy* (QED, 2005) provides key traffic management directions to address demands from future growth.

The suite of *City of Victor Harbor Asset Management Plans (2012)* identify the condition of pavements, kerbing, car parks, bridges, sealed surfaces, footpaths and rural culverts in Victor Harbor and provides a program for the ongoing maintenance of this infrastructure.

#### *Rail*

A single rail line connects Victor Harbor, via Goolwa to Mount Barker. The line is currently used by the SteamRanger Heritage Railway for tourism purposes (refer Map 5).

#### *Airport*

There is a regional airport, used primarily by light aircraft for recreational flights, near Goolwa. A recent amendment to the Alexandrina Council Development Plan recognised the scope for greater use of this facility for tourism, commuting, and recreational services (refer Map 6).

#### *Public Transport*

A single bus service operates between Adelaide, Victor Harbor and Goolwa.

The Department for Education and Children's Services provides transport to government schools for students living more than 5 kilometres from their designated school. The Link SA "dial a bus" service also provides services for residents within the Council area. Over 18,000 trips were undertaken in 2012. Council contributes towards this service.

There are also two local taxi/hire car services and a number of commercial bus/coach operators in the region.

The Southern Communities Transport Scheme (SCOTS) is a community passenger network providing services for people who are transport disadvantaged, including a door to door community bus services for shopping and other needs and Medi-Ride for attendance at medical appointments (local and in Adelaide). In 2010 a dial-a-ride service commenced for Victor Harbor and Port Elliot. This is a pre-booked flexible route service operating 8.45am to 3.15pm Monday to Fridays (excluding public holidays). The Southern Fleurieu Cancer Support Group is a community-based service providing transport for cancer patients.

### **2.6.2 Water**

SA Water is responsible for the water supply to Victor Harbor. Water is drawn from the Myponga Reservoir located approximately 23kms to the north-west of Victor Harbor (refer Map 6). The Reservoir has a capacity of approximately 26,800 megalitres, provides 5% of Adelaide's water supply, and is the main source of filtered water for southern metropolitan Adelaide and the south coast area.



### **2.6.3 Stormwater**

Stormwater infrastructure is either at, or exceeding, capacity in most of Victor Harbor's urban areas.

Anticipated development to 2030 will place additional strain on existing stormwater infrastructure.

### **2.6.4 Wastewater**

Victor Harbor is serviced by a sewer network which is owned and operated by SA Water. Wastewater treatment is undertaken at the Victor Harbor Wastewater Treatment Plant (WWTP) located to the north-west of the town between Cartwright Road and Greenhill Road, commissioned in late 2005 (refer Map 5). The WWTP has been designed as a staged plant so that its capacity can be upgraded in line with demand. Based on population projections, capacity upgrades will be determined by a number of factors including ongoing monitoring.

During the winter months when the demand is low for recycled water, the WWTP discharges into the Inman River when the river is flowing, under an agreement between SA Water and the Environment Protection Authority. The Hindmarsh Valley Reservoir is used for summer storage of treated wastewater, when flows in the Inman River are low. SA Water now has many rural customers with an allocation of recycled water. The City of Victor Harbor is also a customer, irrigating ovals, parks and reserves using the newly installed recycled water pipeline commissioned in 2011.

### **2.6.5 Waste Management and Recycling**

Victor Harbor's waste is collected by the Fleurieu Regional Waste Authority (FRWA) and disposed of at the Southern Waste Disposal Depot at Pedler Creek, servicing approximately 6,000 tenements per week.

A green organics and recycling service for urban households was introduced in 2006 and a monthly co-mingling recycling service was introduced in 2007 and both these services are also collected by the FRWA.

Council's landfill site closed in July 2011 and the Victor Harbor Waste Transfer Station closed in October 2012. The City of Victor Harbor now has an agreement in place with the Alexandrina Council to utilise the existing transfer station near Goolwa.

### **2.6.6 Electricity**

The provision of electricity to Victor Harbor is generally adequate, although blackouts and load shedding do occur periodically. Electranet's long term scenario planning has considered a new high voltage line from Kanmantoo to Currency Creek to support supply to lower voltage network in Victor Harbor. High electricity prices impact on Victor Harbor's businesses as they do across the nation. Council's solar panel purchase program 2009-2011 has assisted 4,000 households to become net generators of renewable energy.

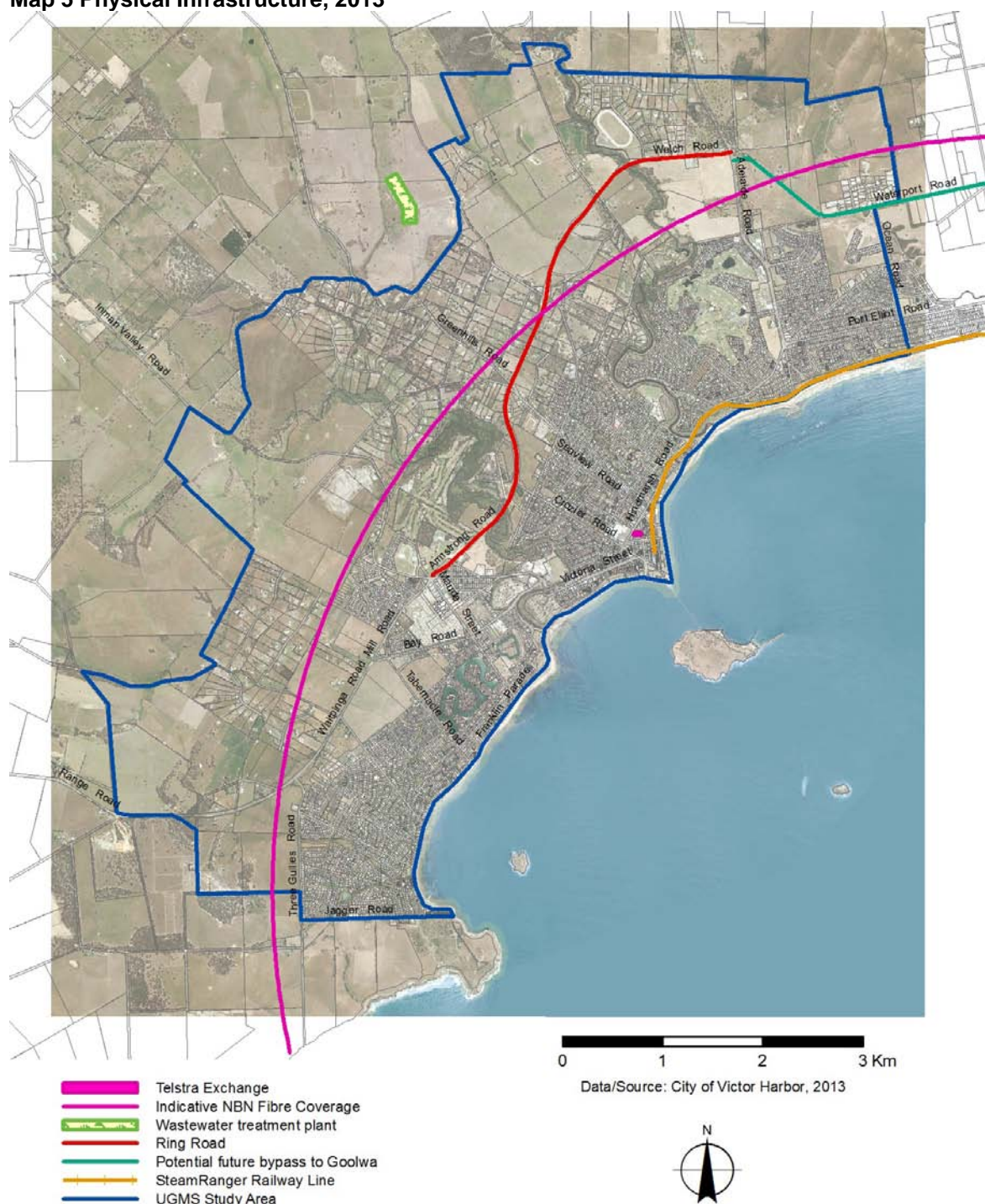
### **2.6.7 Gas**

Origin Energy supplies no mains gas to Victor Harbor.

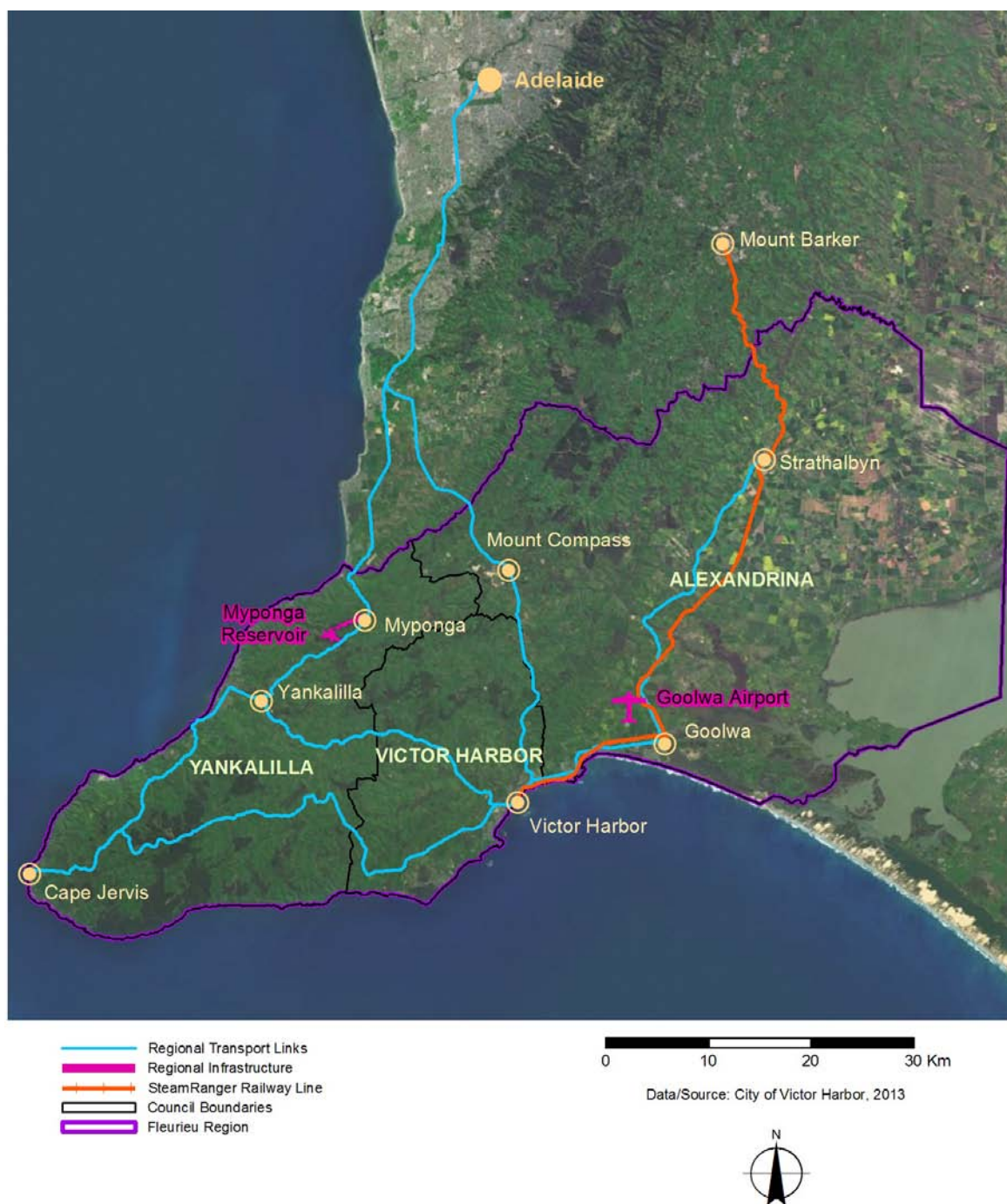
### **2.6.8 Telecommunications**

The major communications network includes land-line telephone services, GSM mobile telephone network, ADSL and wireless internet (refer Map 5).

Map 5 Physical Infrastructure, 2013



Map 6 Regional Infrastructure, 2013



## 2.7 COMMUNITY

### 2.7.1 Cultural Heritage

The original Aboriginal inhabitants of Victor Harbor are the Ngarrindjeri. The creation of land forms in the area are illustrated by the Ngurunderi dreaming story. Ngurunderi is the all powerful ancestor of the local Aboriginal communities. His dreaming story traces his journey down the River Murray into the Coorong and back around the coast to Kangaroo Island. It was around Encounter Bay where he rested on his journey and created fishing grounds and islands, such as Granite Island, Pullen Island and Wright Island, with a swing of his club.

Encounter Bay, near Victor Harbor, was also the unexpected meeting place for British explorer Matthew Flinders and French navigator Nicolas Baudin in 1802.

### 2.7.2 Contemporary Community Culture

#### *Strong European Heritage<sup>71</sup>*

In 2011, the most common ancestries of the Victor Harbor population were: English (49%) compared with 38% for the State and Australian (37%) compared with 35% for the State. Scottish, German and Irish were less common.

The Indigenous population accounted for 1.1% of the population (compared with the State average of 1.9%).

A large number of State and Local Heritage Places are currently protected.

#### *A Highly Valued Sense of Community*

A “sense of community” and “relaxed country lifestyle” are highly valued by residents of all ages, non-resident ratepayers, and those planning to live permanently in Victor Harbor, and is one of the primary attractions for living in Victor Harbor.<sup>72</sup>

#### *Strong Community Participation*

There is a strong culture of volunteering and active community participation in Victor Harbor.

In 2011, 26.8% of the population aged over 15 reported volunteering for an organisation or a group, much higher than the State-wide average of 19.8%<sup>73</sup>. Survey data from 2006 found that 94.9% of respondents in Victor Harbor can turn to family, friends and neighbours when they need it (compared with 93.4% for the State), while 51.0% are a member of an organised sport or church or community group (compared with 39.1% for the State)<sup>74</sup>.

#### *A well developed Arts Culture*

Victor Harbor contains a wealth of activity, talent, resources and networks covering all aspects of the arts. There is a large network of community based arts organisations and a smaller, yet significant, base of arts and cultural businesses and sole trader artists in Victor Harbor.

The Arts provide an important recreational choice for Victor Harbor residents and visitors and an income source for a number of residents of all ages.<sup>75</sup>

Council supports its strong arts community and cultural assets through infrastructure, community grants and in-kind support of programs and events.

<sup>71</sup> ABS, Census of Population and Housing, 2011

<sup>72</sup> Southern Fleurieu Family Strategy Report, 2004

<sup>73</sup> ABS, Census of Population and Housing, 2011

<sup>74</sup> Social Health Atlas of Local Governments, 2011

<sup>75</sup> Southern Fleurieu Arts and Cultural Development Strategy, 1999

### **2.7.3 Health**

#### *Health Services under Pressure*

Victor Harbor's health services are primarily provided by:

- the South Coast District Hospital
  - incorporating a 38 bed public hospital and an 18 bed private hospital;
- the Southern Fleurieu Health Service
  - providing a range of non-hospital, community based services, including direct home care and programs aimed at illness prevention;
- two medical practices
  - employing 26 full-time equivalent General Practitioners with two Registrars and a GP that does one day a month.
- visiting medical specialists and a number of allied health services such as dentists, psychiatric services and physiotherapists.

### **2.7.4 Security**

#### *A Safe Place to Live*

Police services are provided by the South Coast Local Service Area (covering most of the Fleurieu Peninsula and Kangaroo Island). A police station and court facilities are provided on George Main Road, Victor Harbor, with the principal police station at Mount Barker.

There is a 24/7 patrol car operation based at Victor Harbor and a centrally located Crime Service and Operations Support Service to provide specialist assistance when required.

### **2.7.5 Emergency Services**

The Metropolitan Fire Service (MFS) is stationed at Ozone Street, providing emergency response to the Victor Harbor Township. The station operates two appliances, with staff accessed for emergencies on a call out/pager basis.

The Country Fire Service (CFS) is stationed at Greenhills Road, providing emergency response to the rural areas outside of the Victor Harbor Township. The station operates three appliances.

The South Australian Ambulance Service is located on Torrens Street.

### **2.7.6 Libraries/Library Services**

The Victor Harbor Public Library is the sole public library in the district. Originally situated in the town centre on Coral Street, the Library relocated to its current premises in 2007. This relocation facilitated a 50% increase in visitor numbers, with the average attendance now between 500 and 600 people daily. Besides the traditional service of lending items, the Library also provides extensive programming including children's and youth programs, school holiday activities, book clubs, chess groups, author talks, book sales, family history research assistance and computer/tablet assistance.

### **2.7.7 Other Council Owned/Operated Community Facilities**

Council owned/operated community facilities include:

- the Civic Centre, incorporating public library and Council Offices
  - constructed in 2007.
- the Victor Harbor Town Hall



- used by local schools and community groups.
- Carrickalinga House Seniors Centre
  - managed by the Carrickalinga Board of Management, is used for recreation, education and social activities for seniors in Victor Harbor. More than 700 people use this building each week;
- Old School Building Community Centre
  - leased by Council from the owners of the Victor Harbor Central Shopping Centre. Up to 30 community groups use the building on a regular basis.
- Cemetery
  - in 2012 was nearing full capacity for interments, although there remains significant capacity for cremations. It is anticipated that capacity for burials will be exhausted by 2017, creating the need to establish a new facility for the Victor Harbor community.
- The Former Library
  - located in Coral Street
- Victor Harbor Recreation Centre
  - a joint use facility with the Victor Harbor High School

### **2.7.8 Children's Services**

#### *Child Care Facilities Growing*

Child care services are provided by:

- the Victor Harbor Child Care and Education Centre
  - a community based centre which, in 2012, was licensed for 60 places, with most of these places being utilised.
- The Victor Harbor World of Learning Centre:
  - a private centre, licensed for 89 places in 2012, with most of these places being utilised.
- Encounter Lutheran Early Learning Centre
  - provides long day care for 3-5 year olds (8 hours per day) and is licensed for 19 places and has reached capacity.

Out of School Hours Care is provided by the Victor Harbor R-7 School and Encounter Lutheran Primary School.

Family Day Care is available in approved homes, and there are a number of community playgroups.

### **2.7.9 Aged Care**

Residential age care facilities (nursing homes) include:

- Kirribilli Residential Care Facility;
- Ross Robertson Memorial Care Centre;
- Southern Cross Aged Care – McCracken Views.

These facilities provide both high and low level residential care.

Community Aged Care Packages (CACP) provide a planned and managed package of community care for people who have complex care needs and would like to remain living in their own home . The Extended Aged Care at Home (EACH) program supports people with higher level care needs to remain within their own home.

If someone needs assistance because of behavioural problems associated with dementia, including periods of change in behaviours such as agitation, or other disturbances, the Extended Aged Care at Home – Dementia (EACH D) program can provide high level care through an individually tailored package.

Elderly Citizen Homes have 9 EACH D (Dementia) packages and 4 ordinary EACH packages in this region. Southern Cross Care has 15 EACH packages and CDC (Consumer Directed Care) high level packages. Under the Living Longer Living Better Aged Care Reforms due to be implemented in 2014, EACH D will no longer be provided and become ordinary EACH.

#### **2.7.10 Disability Access and Information**

Council has developed, and continues to implement, its Action Plan to meet the requirements of the Disability Discrimination Act 1992, although the Action Plan needs to be reviewed and updated.

#### **2.7.11 Sport and Recreation**

Victor Harbor's sport and recreation facilities include: local beaches, Victor Harbor Recreation Centre, two football and cricket ovals (plus a school facility used for cricket); netball and tennis courts; three hockey fields, two golf courses; mini golf courses; bowling greens; indoor and beach volleyball; croquet; a trotting park, an equestrian ground; two private swimming pools (within the Victor Harbor Primary School and McCracken Country Club); 19 playgrounds; a skate park, BMX park, walking and cycling tracks; table tennis, various small halls and martial arts facilities (within the Recreation Centre). Greenhills Adventure Park is also an important privately owned recreation facility.

#### **2.7.12 Boating Facilities**

There are four authorised locations for launching boats in the Victor Harbor area:

- The Bluff Boat Ramp, upgraded in 2008;
- The Causeway Boat Ramp, car and boat trailer parking area, upgraded in 2011
- Kent Reserve;
- Victor Harbor Yacht Club (rescue vessels).

There are also berthing and swing mooring facilities on Granite Island, used primarily by a small number of commercial fishermen.

#### **2.7.13 Education**

##### *Primary*

The Victor Harbor R-7 School had 585 students in 2012, with additional capacity to expand to 700 students if necessary.

Encounter Lutheran School caters for reception to Year 7, with an expansion into middle schooling in 2012, starting with Year 8. The school has 308 enrolments for 2013 with capacity to grow to 600 students by 2016.

Investigator College had 430 students enrolled at its Victor Harbor campus in 2012, with capacity for 500 students.

##### *Secondary*

The Victor Harbor High School had 725 students in 2012, with capacity for 800 students. The school serves the south coast via a feeder bus network.

A secondary school was completed on the Investigator College site in 2008.

Encounter Lutheran School has plans to provide secondary school education over the next few years.

### *Tertiary*

Victor Harbor houses a branch of the Onkaparinga Institute of TAFE, serving the southern Fleurieu Region. The TAFE campus offers a limited range of courses in areas such as health and community services; accounting, finance and business administration; hospitality; building, design and drafting.

Residents of the Fleurieu region, particularly young residents, need to travel extensively, or relocate closer to Adelaide to access course choices that are not offered by the Victor Harbor TAFE, or to attend university.

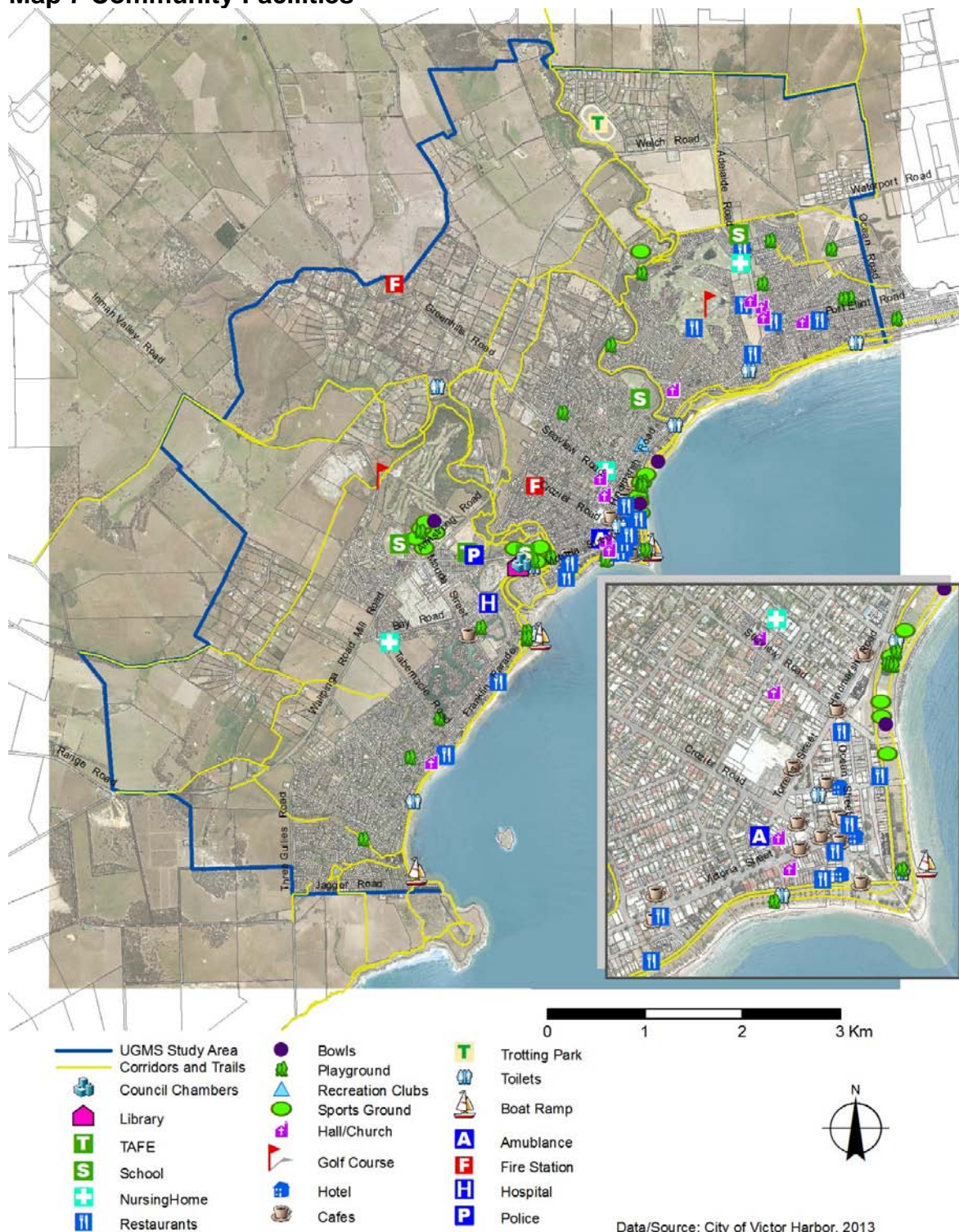
In 2006, Flinders University expanded its Parallel Rural Community Curriculum (PRRC) to establish a Rural Clinical School in the Hills Mallee Fleurieu (HMF) Region, based in Victor Harbor. The School offers the opportunity for selected medical students to undertake their entire Year 3 clinical curriculum in the Victor Harbor community, principally attached to a General Practice, but also making extensive use of other rural health care facilities, including hospitals, community outreach agencies, Aboriginal Medical Services, and health centres.<sup>76</sup>

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<sup>76</sup> <http://furcs.flinders.edu.au>



## Map 7 Community Facilities



## 2.8 ENVIRONMENT

### 2.8.1 Ecological Values<sup>77</sup>

#### *Rich in Biodiversity*

Victor Harbor is rich in biodiversity (refer Map 8), with two rivers, as well as estuaries and wetlands, significant remnant vegetation, coastal beaches, cliffs and islands. These natural features are highly valued by residents and visitors.

The UGMS study area, and adjoining area, supports natural habitats and species that are either of national significance or otherwise protected under the *Environment Protection and Biodiversity Conservation Act, 1999*, including:

- Fleurieu swamps
- Listed Marine Species – including Leafy Sea Dragon and Fur Seal;
- Whales and other Cetaceans – including Spotted Bottlenose Dolphin;
- Threatened Species, including the Hooded Plover and Mt Compass Oak;
- Migratory Species.

Places on the Register of the National Estate include:

- Hindmarsh River and Inman River Estuaries – including swamp paperbarks and a bird refuge corridor;
- West Island and Seal Rock – of geological significance and include breeding sites for Fairy Tern and Fur Seal;
- Granite Island and Wright Island – of geological significance and include breeding sites for Little Penguin and Fairy Tern;
- The Bluff – of geological and scenic significance (also on the State Geological Heritage Register for geological and Aboriginal significance);
- Stone Hill.

Rare and endangered species within and adjoining the UGMS study area include:

#### *Fauna*

- Hooded Plover
- Southern Emu Wren
- Black Chinned Honeyeater – listed as rare;
- Southern Brown Bandicoot;
- Swamp Rats;
- Pygmy Possum
- Southern Pygmy Perch.

#### *Flora*

- Coast Saw Sedge or Cutting Grass (*Gahnia trifida*);
- Butterfly Spyridium (*Spyridium coactifolium*);
- Three Nerve Bush Pea (*Pultenea trinervis*);
- Austral Indigo (*Indigofera australis*);
- Sandhill Bitter Pea (*Daviesia arenaria*);
- Hindmarsh Valley Greenhood (Pterostylic bryophylla) and other Orchid Species.

<sup>77</sup> Australian Government (2006) *Environment Protection and Biodiversity Conservation Act, 1999*

### *Marine*

The Encounter Marine Park provides protection for significant marine environments off our coastline. There are numerous reefs and shallow rocky outcrops that provide important habitats for a range of marine fauna, particularly in the area north of the causeway and south-west of Police Point. The marine environment is significant to a range of species and provides a safe harbor for whales, particularly the Southern Right Whale, during May to November.

### *Remnant Vegetation – An important Biological Resource*

The Southern Fleurieu Peninsula has been extensively cleared of its original vegetation for agriculture purposes, retaining less than 10% of its original vegetation cover.

Roadside vegetation is the only remaining remnant native vegetation in many areas. These remnants are highly valued as a biological resource and can also serve as important wildlife corridors and habitats.

Several patches of remnant vegetation do, however, remain in the region including:

- Spring Mount Conservation Park
- Mount Billy Conservation Park;
- Newland Head Conservation Park;
- Hindmarsh Falls Reserve and other Council Natural Reserves
- Private Properties under State Heritage Agreements
- Roadside vegetation, which remains an important source of rare species and remnant vegetation; and
- Council Reserves and Land under Heritage Agreements including some areas that are on the Register of the National Estate.

## **2.8.2 Landscape Values**

### *An Attractive Landscape Setting<sup>78</sup>*

Victor Harbor's landscape setting, nestled between the hills and the coast and bisected by the Hindmarsh and Inman Rivers, plays an important part in defining the character and identity of the town, providing a lifestyle which is highly valued by residents and a significant attraction for visitors.

The key scenic components of Victor Harbor include the surrounding hills faces, treescapes, rivers and coastal views. These locally significant landscape features and views are identified and protected as part of the UGMS.

## **2.8.3 Coastal Erosion**

Since 2000, there has been a trend along sections of the Victor Harbor coastline where sand dunes are being eroded as a result of increasing storm surge frequency, and the sand dunes are not being replenished over the summer months.

A Foreshore Protection Study was commissioned and completed in 2006, and the recommendations included a variety of 'soft' engineering options. The recommendations that were supported by the Coastal Protection Board have been implemented, but with minimal success.

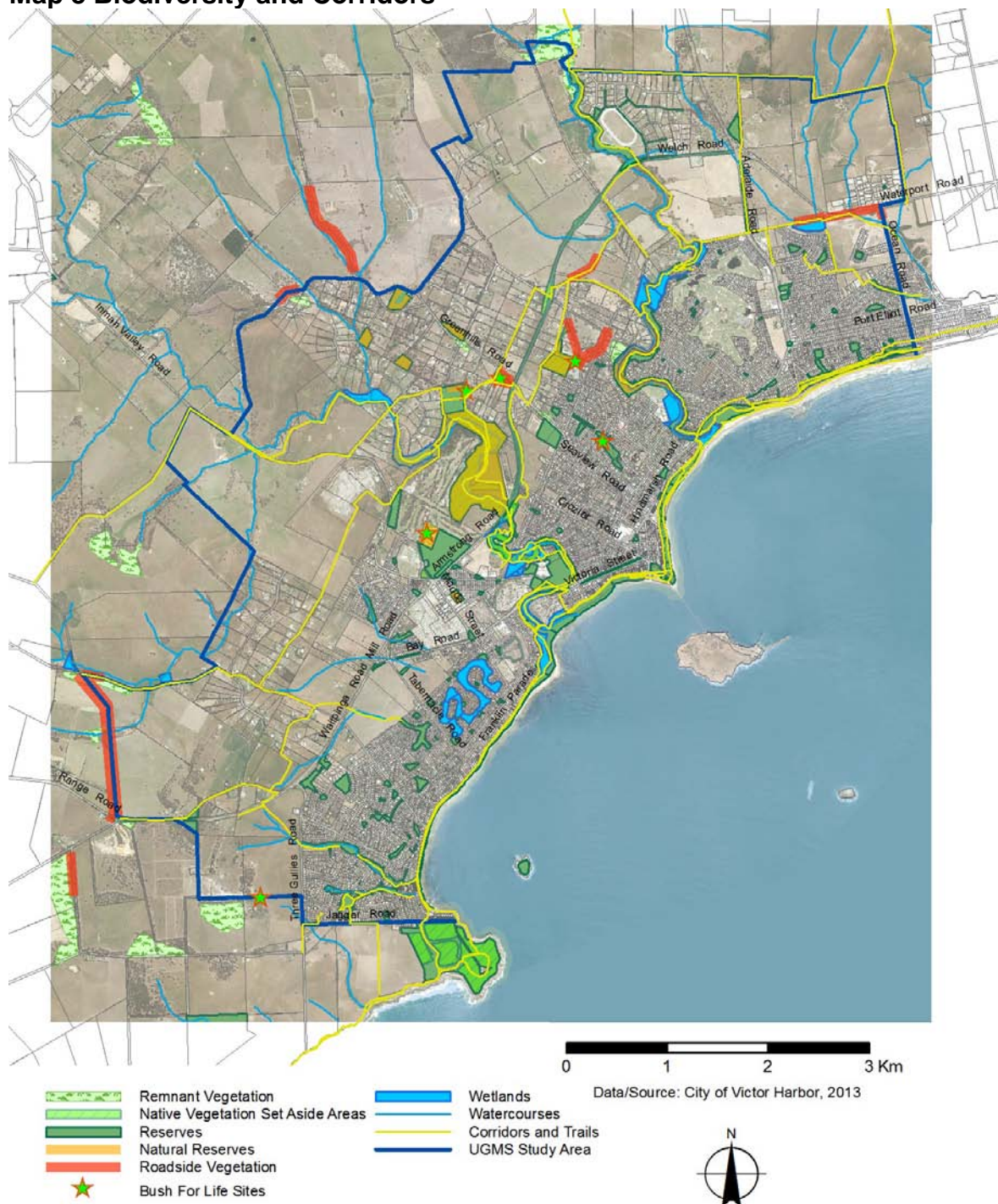
Council now has funding to undertake a Coastal Management Strategy, which will aim to understand the coastal processes and their impacts in order to provide recommendations on engineering works to halt the coastal erosion.

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<sup>78</sup> Dr Andrew Lothian (2006) *Victor Harbor Landscape Amenity Report* for the City of Victor Harbor



## Map 8 Biodiversity and Corridors



## 2.8.4 Catchments and Water Resources

### *Significant River Environments*

Victor Harbor is traversed by two significant watercourses, the Hindmarsh and Inman Rivers (refer Map 9). The estuaries of these rivers are important because they contain significant remnant vegetation including the Swamp Paper Bark (*Melaleuca halmaturorum*) and habitat.

Environmental flows have decreased over recent years as a result of the increased construction of dams and irrigation upstream. Years of reduced rainfall have also had an impact on the flows and health of the rivers.

### *Water Quality in need of Protection*

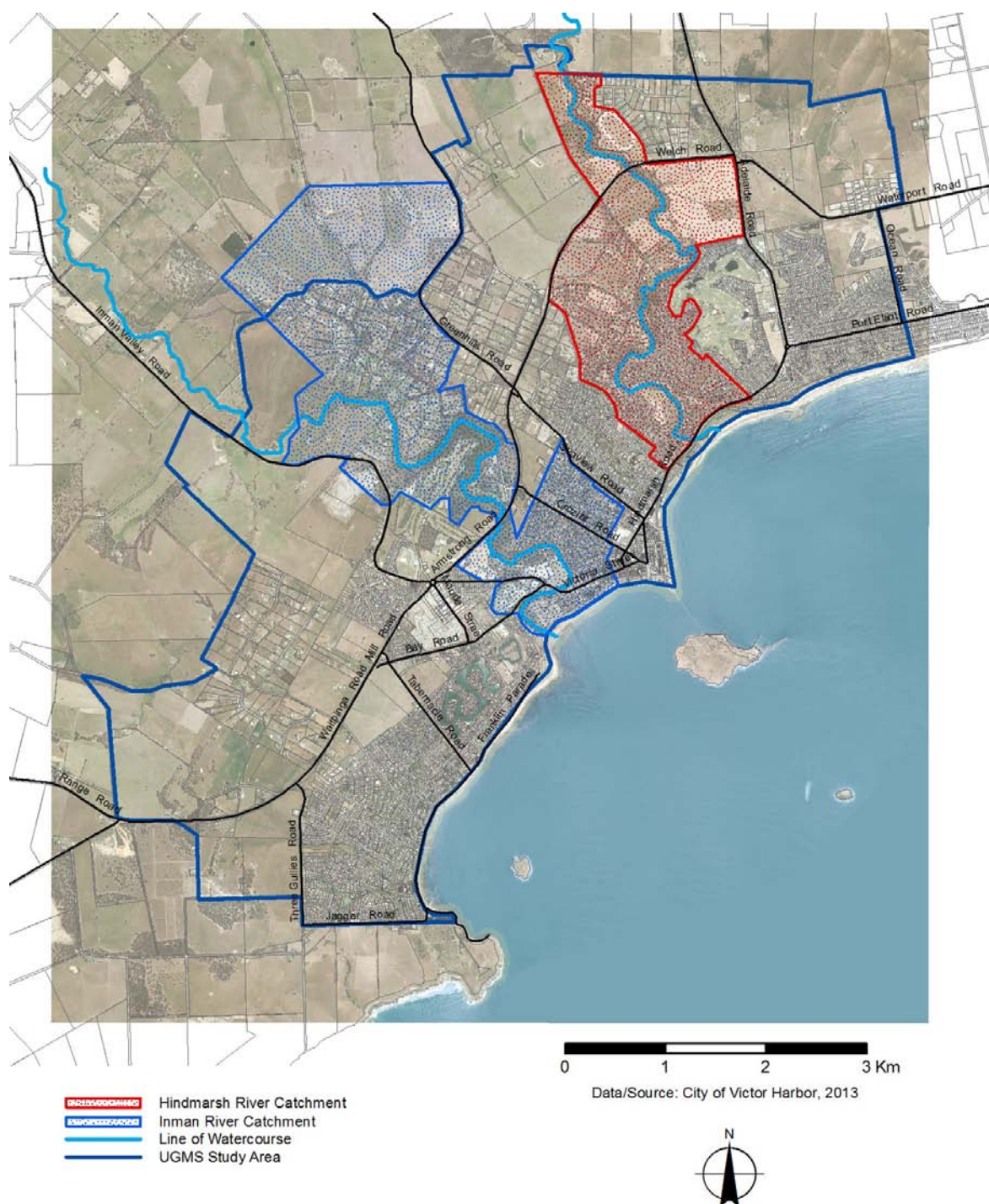
Water quality in the Hindmarsh and Inman River catchments is affected by agricultural activities upstream, urban development and reduced environmental flows.

A smaller catchment running from Urimbirra Wildlife Park, adjacent Waterport Road, through to Watson Gap is also affected by agricultural activities and adjacent development. This watercourse contains important wetlands and rare species including *Gahnia filum* requiring protection from current and future urban development.

### *Groundwater*

Victor Harbor lies on an alluvial plain formed by the Inman and Hindmarsh Rivers. The hill slopes behind the town form part of the extensive belt of Kanmantoo quartzite and phyllite, which stretches northwards through to Kanmantoo. Three hydro-geological units are recognisable in the area:

- Shallow aquifer – quaternary sediments along the valley's rivers;
- Permian aquifer – water bearing sand layers;
- Cambrian aquifer – fractured rock (Kanmantoo Group) with medium scale faulting, lineation and folding suitable for small scale Aquifer Storage and Recovery (ASR).

**Map 9 Hindmarsh and Inman River Catchments**



## 2.8.5 Parks, Reserves and Open Space

### *Encounter Marine Park – Protecting Our Precious Marine Environment<sup>79</sup>*

The Encounter Marine Park is one of 19 marine parks gazetted to protect examples of South Australia's marine biodiversity. The area covers approximately 3,200m<sup>2</sup> of coast and ocean between the Fleurieu Peninsula and Kangaroo Island.

The proposed Marine Park includes a variety of marine and coastal habitats typical of the Coorong and Gulf St Vincent bioregions: rocky shores, kelp forests and other reef habitats; sandy beaches, tidal creeks, extensive seagrass meadows and intertidal flats, some of which are important nursery habitats for a range of marine fauna.

The Marine Park is also home to a number of rare and endemic species, including: Southern Right Whales (amongst others); the world's largest breeding colony of Australian sea lion (Pages Island); fish species such as the Blue Groper and Leafy Sea Dragon; as well as approximately 100 species of marine and coastal water birds, some of which are listed on international bird treaties and/or are considered rare or vulnerable in South Australia.

### *Parks and Reserve Areas Increasing*

In 2012 Victor Harbor had 130 designated managed reserves including 81 parks and 49 natural reserves, 2 major sporting complexes and over 300 garden beds (refer Map 10).

This number is increasing as more reserves are set aside as open space as part of residential subdivisions for drainage easements and open space for the benefit of residents.

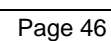
### *Street Trees – An important Community Asset*

Victor Harbor's street trees are an important community asset. Trees such as the Norfolk Island Pines, Flowering Gums and other trees planted between the 1950s and 1970s form part of an easily recognisable character for the Victor Harbor town centre.

Street trees also form important wildlife/biodiversity corridors throughout the urban area.

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<sup>79</sup> [http://www.environment.sa.gov.au/coasts/encounter\\_marine\\_park.html](http://www.environment.sa.gov.au/coasts/encounter_marine_park.html)



#### UGMS OBJECTIVES

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

## 3. ISSUES & OPPORTUNITIES

# Chapter 3

### Chapter Outline

This chapter summarises the issues facing Victor Harbor in 2012 and the opportunities to direct future growth in a way that meets the UGMS Objectives. The issues and opportunities discussed under this chapter are derived from analysis of the background investigations leading to this UGMS.

Key opportunities to drive growth towards UGMS Objectives 1 and 2 are identified as “Key Drivers” and are coloured in dark blue

text.

“Core Values” are also identified, in green text, to demonstrate the key community and environmental values that are important to be maintained and/or enhanced to achieve UGMS Objective 3.

### Summary of Key Points

After reading this chapter, you should understand the following:

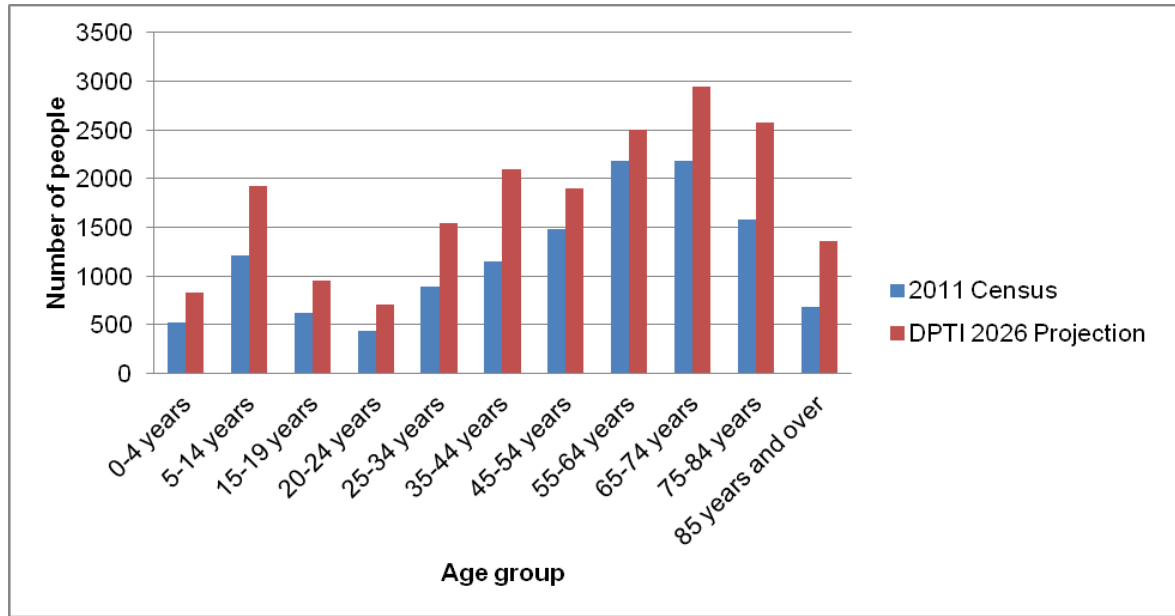
1. The known issues in 2012 threatening the sustainable future growth of Victor Harbor.
2. The possible opportunities to address these issues through influencing and re-directing growth to meet the UGMS Objectives.
3. The Key Drivers most able to direct sustainable growth in line with UGMS Objectives are:
  - Tertiary Education and Training
  - Employment (business investment in existing and new markets)
  - Connectivity (Information Communication Technology and transport)
  - Housing Choice and Affordability
  - Coordinated Infrastructure and Land Release
  - Town Image/Brand
4. The Core Values to be maintained or enhanced to meet the UGMS Objectives are:
  - Town Character and Resident Amenity
  - Lifestyle
  - Sense of Community
  - Environment (landscape character and biodiversity)

### 3.1 POPULATION AND HOUSING

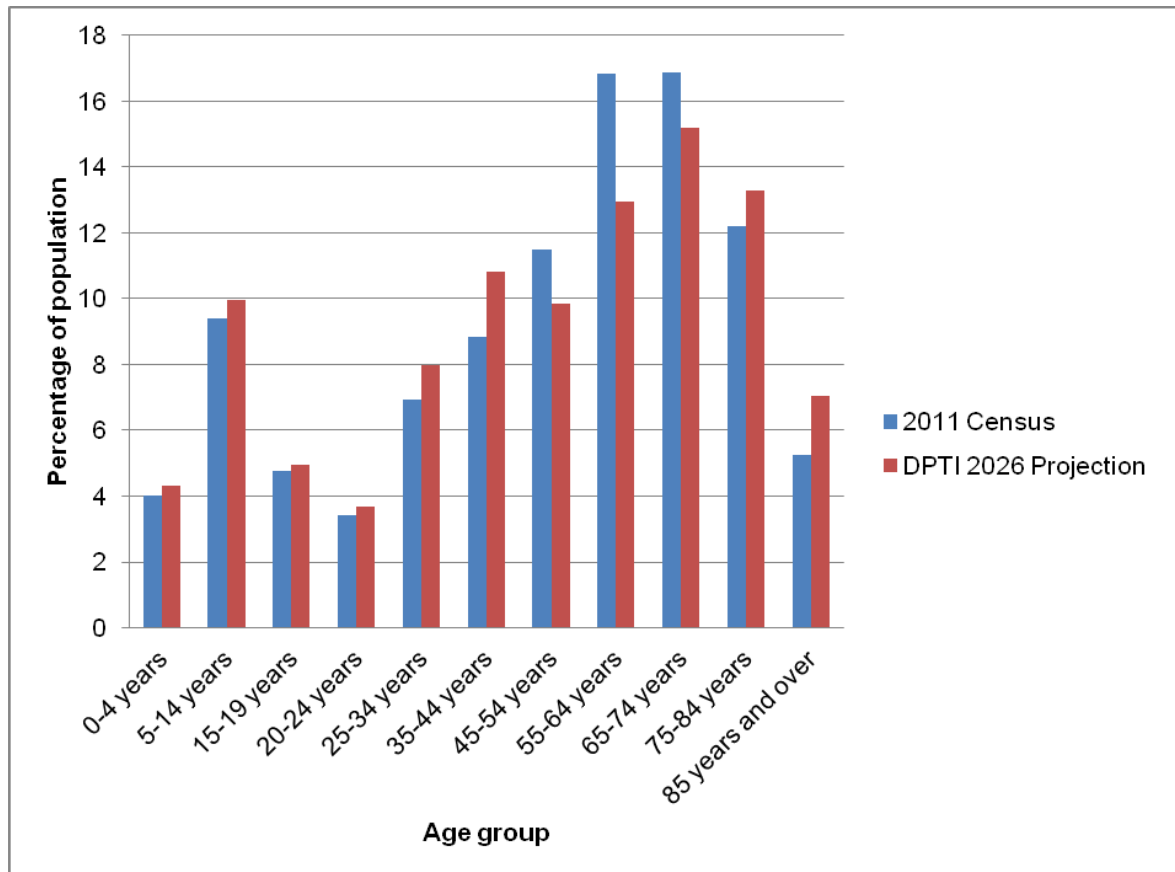
#### 3.1.1 Population Structure - Issues

*Growth Driven by an Ageing Population*

**Figure 9 Comparison of Existing and Projected Age Structure for the City of Victor Harbor**



**Figure 10 Comparison of Existing and Projected Age Structure for the City of Victor Harbor**



### *Sustained growth in the 65 + age group*

There is a projected steady increase in the proportion and number of persons of 65 years and older as older groups age *in situ* and retirees continue to move into the area.

This growth trend presents both opportunities and challenges for the City of Victor Harbor. Active older residents often have time, resources and the inclination to contribute to their community as volunteers. Many healthy older people seek to continue to work part time into their 70s.

Due to their levels of connection and activity it is likely that most of these older people will be able to remain in their homes with some level of support into their 80s. While there will be an increased need for home support, health services and residential and palliative care because of the numbers of older people living longer, this provides investment and employment opportunities.

### *Low growth of young children, school aged children and young workforce age groups*

For some time, the slowest growing age groups in Victor Harbor's population were young children, school aged children and young workers. For example, between 2001 and 2011, there were:

- 87 additional 0-4 years olds
- 71 additional primary schoolers (5-11 years)
- 76 additional secondary schoolers (12-17 years)
- 94 additional people in the 'young workforce' category (25 to 34 years)<sup>80</sup>.

There was larger growth (137 people) in the 'tertiary education and independence' age group over the ten year period, indicating that the traditional outmigration of this age group has somewhat slowed.

An ongoing challenge for Victor Harbor is therefore finding ways to attract and retain couples looking to start a family, families with children, and existing young people who may need to leave the area for study and employment. Doing this will require a number of strategies, including ensuring housing is affordable, promoting the region's lifestyle benefits and encouraging the development of quality schooling, training, further study and employment opportunities.

This correlates with the findings of the *Southern Fleurieu Family Strategy Report* (Piron, 2004).

### *Proportionally Fewer people of Working Age*

If the above trends continue, the proportion of the population of working age (ie 15 to 64 years) will decline, relative to an increasing proportion of retirees.

This raises issues about the capacity of finding a suitably skilled labour force of sufficient ability to service the health and community service requirements of a rapidly growing and ageing community. The perceived availability of skilled labour may also present a disincentive for those looking to start a family.

### *Slow growth in the population of children*

*"Factors such as low birth rate and smaller relative numbers in the younger age cohorts would suggest that maintenance of the current growth rate would need to be based largely on inward migration into the area which, based on current trends and data from sources such as the Vacant Allotment Survey, are likely to include a largely adult population, the majority of whom will be over 50 years of age."*<sup>81</sup>

The Department of Planning, Transport and Infrastructure population projections expect that the number of 0-14 year olds will increase in coming years, but at a much slower rate than people aged 65 and over. The projections anticipate that while the number of children will increase, the proportion of children in the population will remain steady. An ongoing challenge will therefore be meeting the servicing needs and aspirations of children while attention is focused on promoting active ageing amongst the rapidly growing population of older people.

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<sup>80</sup> Source: i.d. profile for the City of Victor Harbor.

<sup>81</sup> Piron, S (July 2005) *Population Projections Report*, City of Victor Harbor

A significant increase in the older population, may reinforce Victor Harbor's image as a 'retirement town', making it more difficult to attract younger people to live in Victor Harbor.

### *Proportionally More Two Person Families*

*"Approximately 50% of new resident households are couples without children and a further 17% are lone person households. About 25% of new residents are couples with children."<sup>82</sup>*

In order to gauge future family household profiles, Council (in 2005) surveyed approximately 4000 absentee ratepayers who own either a house or vacant land at Victor Harbor.<sup>83</sup> Approximately half of those who responded indicated they were planning to move to Victor Harbor. 87% of vacant land owners and 93% of those who owned a house indicated that their household would be made up of adults only. This reinforces the trend of proportionally more two person families and disproportionately fewer younger families moving to the area. This concurs with recent Census data which found that in 2011, 62.4% of Victor Harbor's families were couple families without children, while only 24.4% of families were couple families with children.

### *Proportionally More 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. 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. This household type are also at greater risk of social isolation and conversely are more likely to be involved in community groups and initiatives.

### *A Large Part-time Population*

Victor Harbor is a significant vacation destination which, during the summer period, attracts a large number of people with population characteristics and demand for services that may significantly differ from permanent residents.

This cyclical 'part-time' population provides challenges for infrastructure provision and also contributes to significant 'peaks and troughs' in demand for local business services and products. Many small businesses in the retail, tourism and hospitality industry rely on the summer trading peak to get them through the rest of the year.

## **3.1.2 Population Structure - Opportunities**

Opportunities to respond to the above issues and meet the UGMS Objectives (if growth rates of around 3% per annum are to continue) include:

### *A Sustainable Population Structure*

- Attracting younger families to Victor Harbor to support a services sector geared to an ageing population.
- Growing day care facilities, primary and secondary education facilities supported by continued net in-migration of the 0-14 year old age group.
- Containing net out-migration of the 15-29 year old age group and increasing cultural diversity by:
  - improving and expanding tertiary education facilities/choices within Victor Harbor; and/or
  - improving accessibility to existing tertiary institutions outside of Victor Harbor to make commuting a viable and safe option (eg via improved public transport and road networks to metropolitan Universities or TAFE campuses); and/or

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<sup>82</sup> Government of South Australia (2003) *Joint Residential Review Statement of Investigations*, Alexandrina Council & City of Victor Harbor.

<sup>83</sup> City of Victor Harbor (2005) *Vacant Allotment Survey and City of Victor Harbor Non-Resident Ratepayer Survey*



- increasing secure full-time equivalent job opportunities within Victor Harbor geared towards school-leavers.
- Attracting new building trades to Victor Harbor to support demand for retirement style accommodation and higher care facilities.
- Strengthening local business by smoothing trading peaks and troughs, particularly in the hospitality, tourism and retail sectors.
- Supporting a wider range of retail services.

### *Effective infrastructure and Community Services Provision*

- Increasing viability of community and cultural services and events through increases in demand from a larger population.
- Increasing the range of community and recreation services to support older, smaller households.
- Increasing health care capacity. Projected demand for health care facilities could support another 15 general practitioners in private practice.<sup>84</sup> In the past five years the number of GPs has increased from 18 to 26.

### *Protecting Quality of Life*

- Providing opportunities for lifestyle living, particularly concentrating on larger allotments in elevated or pleasant locations.
- Identifying and protecting attributes and elements which are of high amenity value.

### **3.1.3 Housing - Issues**

#### *Housing Growth*

At 30 June 2012, there was 241ha of zoned and development ready land within the City of Victor Harbor. As outlined in Chapter 4, this equates to 13 years supply. If land supply is 'discounted' to account for landowners who may not wish to develop their land, there is 166 ha or 9 years of supply.

Different approaches to estimating future population, dwelling demand and land supply are discussed in Chapter 4. The actual amount of growth that can be accommodated will be dependent upon the density of development in the new broad acre areas as well as the extent of infill that is achieved in the existing residential areas. However, under all growth scenarios, there is sufficient land available and suitable for residential development to 2030.

#### *High Proportion of Traditional Detached Housing*

Existing housing stock represents a high proportion of detached housing on medium to large sized allotments. Recent development approvals continue to favour detached dwellings being for this housing type. At the 2011 Census, 87% of dwellings in the Victor Harbor township were detached dwellings.

While detached dwellings are the desired housing choice, they may not always match the needs of the predominant small family (adult couple) household composition of Victor Harbor. Detached dwellings on relatively large allotments place additional pressure on the outward expansion of the town (which is severely constrained by topography), increase reliance on motor vehicle transport and are inefficient in terms of ongoing servicing costs for road infrastructure, public transport, utilities and other social services.

#### *High Demand for Retirement Style Accommodation*

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<sup>84</sup> KBR (2006) *City of Victor Harbor Infrastructure Scoping Study*

The pre-retirement and post-retirement characteristics of the population are continuing to drive retirement style accommodation with smaller allotments and higher care facilities. Both of these housing types will be at higher densities requiring relatively flat land and higher levels of security. The challenge for Victor Harbor is to identify and reserve sufficiently sized parcels of relatively flat land which are close to services and suitable for this style of development whilst not impacting upon the attractive seaside character of the town.

Research on the housing preferences of older people, particularly those aged 65 to 75, shows that they desire to either remain in their own home or move to a smaller unit in a group of 12-20 units located within walking distance of shops, services and friends. Less than 10% of South Australians aged over 65 want to live in retirement villages<sup>85</sup>.

### *High Proportion of Homeowners*

Nearly 45% of Victor Harbor's population own their own homes. A higher rate of home ownership is associated with an older population. Similarly, low income levels are generally associated with an older population as income levels traditionally decrease at retirement. Many homeowners in Victor Harbor have a high dependency on social security payments, most notably for aged and disability support.<sup>86</sup> This suggests that while many Victor Harbor residents are asset rich, many are also income poor. Issues include an increasing need for health and community services (some of which are provided or supported by Council). Alternative income sources and increased private investment and State and Federal government funding are required.

### *Decreasing Housing Affordability*

National housing costs and land costs have risen at rates well in excess of income along with the repayment rates of modest to medium sized (and priced) housing. Mortgage repayments now represent a significant and increasing share of the household budget, reportedly rising from 21% in 1986 to 32% in 2006.<sup>87</sup>

Victor Harbor has enjoyed low housing costs relative to metropolitan Adelaide - one of the reasons given by residents for moving to Victor Harbor. However, in 2006, rates of mortgage stress and rental stress (where more than 30% of incomes are spent on housing costs amongst households with the lowest 40% of incomes) were higher than rates in metropolitan Adelaide. Moreover, as demand for housing increases there is potential for increased housing prices. Worst affected are low income earners and first home buyers. This works against the desire to attract and retain younger people in the town.

### *High Proportion of Unoccupied Dwellings*

Many of the unoccupied dwellings have a high level of seasonal occupancy throughout the summer holiday periods and are occupied by either absentee landlords or visitors/guests on weekends. This trend is projected to continue. Issues include: increased potential for vandalism of vacant dwellings, a 'vacant' town character for most part of the year, a duality of community profiles and inefficiencies in infrastructure/service provision - which must necessarily be geared to accommodate the higher summer population but is not used to capacity for most of the year.

### **3.1.4 Housing - Opportunities**

Opportunities to respond to the above issues and meet the UGMS Objectives (if annual average growth rates of 225 dwellings per annum continue) include:

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<sup>85</sup> Beer, A, Faulkner, D et al; *Our Homes, Our Communities: The aspirations and expectations of older people in South Australia*, ECH, 2009.

<sup>86</sup> SA Centre for Economic Studies (2001) *South Coast Study: Keeping Pace*

<sup>87</sup> Housing Industry Association, 2006

### *Managing/Directing Housing Growth*

- Planning for the staged release of residential land ahead of growth and in accordance with preferred service provision staging to:
  - maintain adequate supply and minimise servicing costs;
  - alleviate market hold of existing land owners;
  - provide a basis for negotiating rezoning and developer contributions;
- Planning for utility, community and recreation facilities in advance of and integrated with new development.
- Sequencing of land release to be flexible in order to respond to market preferences and developer intentions.
- Coordinating the authorisation of Development Plan Amendments to align with the strategic release of land.

### *Decreasing Vacancy Rates*

If retention of the 15-29 age group is realised and higher growth in the 30-44 age group is achieved (through increases in stable full-time equivalent employment and greater access to tertiary education) there are opportunities to decrease the proportion of vacancy rates through:

- Increasing the proportion of full-time residents, providing a wider range of stable employment choices and/or access to tertiary education facilities.

### *Improving Housing Affordability*

- Requiring developers to provide a proportion (of at least 15%) of affordable house and land packages aimed at low income households and first homebuyers (partnering with the State Government's Affordable Housing Innovations Unit and not for profit housing associations).
- Managing land prices by:
  - staging the supply of land ahead of demand;
  - sequencing and coordinating land release with utilities providers to minimise servicing costs.
- Increasing housing diversity to provide a wider range of housing types at varying prices.
- Encouraging the development of low-income and special needs housing options, such as cooperatives, in locations with ready access to community services.
- Improving access to affordable rental housing to assist in retaining and attracting younger people.
- Design and locate housing so that it reduces reliance on private transport.

### *Increasing Housing Diversity*

- Increasing housing diversity to provide a wider range of housing options to meet the needs of smaller and older households including:
  - providing infill development within existing residential areas within close proximity to the town centre and/or community services (subject to appropriate access to services and stormwater/flooding assessment);
  - encouraging a range of housing densities in new broad acre developments;
  - redevelopment of underutilised land close to the town centre/services for higher density accommodation and retirement living;
  - encouraging flexible housing designs that are readily able to accommodate younger and older households, including adaptable/accessible housing options;
  - identifying and zoning land suitable for residential aged care facilities, including nursing homes.

**KEY DRIVER – HOUSING CHOICE AND AFFORDABILITY**

**UGMS Objective 1**

Encouraging a wider range of housing types, including: higher density infill housing close to retail centres (subject to infrastructure capacity and town character assessment); increasing average housing densities in new land divisions; and providing a selection of “affordable housing” and special needs housing options across the City, helps to support the smaller household composition of younger (and older) age groups, reduces potential for a sprawling suburban environment (which impacts upon town character and is inefficient to service with utilities and public transport) and makes efficient use of and easy access to existing physical infrastructure and community services.

## 3.2 EMPLOYMENT AND ECONOMIC DEVELOPMENT

### 3.2.1 Employment Profile - Issues

#### *Changing Workforce Participation*

Between 2006-2021, concurrent with a proportional decrease in the number of people entering the labour force (i.e. fewer 15-24 year olds) it is predicted that the number of people retiring from the workforce will rise dramatically. As a result, there will be a significant increase in availability of jobs. Victor Harbor's total working age population (15-64 years) is projected to fall from 66% of the population, to around 58%. The working age population will increase marginally in size from 6664 to around 7044 (5.7% increase).<sup>88</sup> This figure is in sharp contrast to the period 1991 – 2001 when the working age population increased by 43% from 4541 to 6510.

While the trend is for people to leave the workforce as they grow older, there is a growing preference amongst some older people to remain engaged in the workforce in a part time capacity.

The 2005 survey by Council<sup>89</sup> of 4000 of its ratepayers who don't presently reside in Victor Harbor showed that just under half were intending to move to Victor Harbor in the next ten years. Of those surveyed, only 7% indicated that they would be seeking full-time employment. It is likely that recent financial trends will require more retirees to seek some form of paid employment to counteract declining superannuation returns.

Opportunities for attracting external labour from neighbouring Council areas to address this deficit are constrained by transport infrastructure limitations and rapidly ageing populations across the region.

A declining labour force and concurrent increase in demand for services as a result of an increasing proportion of retirees have implications for economic sustainability and flow on effects to health and community service provision and quality of life.

#### *A Part-time Jobs Generator*

A significant proportion of the existing labour force is engaged in relatively low paid and/or part-time employment often associated with seasonal tourism and retail job opportunities. Many jobs in the health and community services sector are also part-time. Such employment opportunities typically attract and rely on local workers and do not suit longer distance commuters.

This reinforces the difficulties associated with attracting permanent residents to Victor Harbor, particularly younger people looking for full-time equivalent work, as well as retaining existing resident school-leavers to enter the local labour market.

<sup>88</sup> ABS Census of Housing and Population 2001

<sup>89</sup> City of Victor Harbor (2005) Vacant Allotment Study and City of Victor Harbor Non-Resident Ratepayer Survey

### *Short Journey to Work*

A significantly larger share of employed persons in Victor Harbor work in 'retail trade' and health and community services relative to those employed outside of the region. This reflects the importance of Victor Harbor as a regional retail and service centre.

The centralisation of services also explains why a relatively larger share of people who work in the region are employed in the 'accommodation, cafés and restaurants' sectors relative to those that work outside the region.

The centralisation of services does not apply to 'education', with a lower share of persons working in the region (live in the region 5.3%, live outside region; 7.1%) being employed in education than those that work outside the region (almost 11%). This is not surprising since a larger share of people who work outside the region are employed as 'professionals' (with school teachers falling within this category). This may also suggest that people employed in professional occupations may not necessarily choose to live close to work. This has implications for future township growth. If a larger proportion of full-time equivalent work is to come from an increase in professional occupations the trends suggest that workers in these occupations may not necessarily choose to live in Victor Harbor but may commute from other nearby centres or from metropolitan Adelaide. Growth in full-time (equivalent) 'skilled' jobs, based on past trends, is more likely to result in a greater proportion of working age Victor Harbor residents.

### **3.2.2 Employment Profile - Opportunities**

Opportunities to respond to the above issues and meet the UGMS Objectives include:

#### *Improving Workforce Participation*

- reversing outward migration of 15-24 year olds and increasing their rate of entry into the local labour force to support an expanding services sector geared to an ageing population;

#### *Improving Employment Opportunities*

According to the City of Victor Harbor Economic Development Strategy, sectors that may provide further employment opportunities include:

- Aged care and allied health services;
- Food manufacturing;
- Agriculture, horticulture and viticulture;
- Retailing;
- Business and property services;
- Construction and trades services;
- Community services; and
- Tourism and hospitality.

#### *Job Creation and Business Investment*

- Increasing in-migration of people of working age through diversification of the local economy geared toward the creation of low and high skilled, stable full-time (equivalent) employment options.
- Attracting business investment through improved transport, parking and telecommunications connections.
- Attracting government sector investment in health services to support an ageing population and in child care and education services to support a younger population providing those services.
- Targeting potential investors and clearly communicating the region's potential.
- Strengthening local and regional businesses, including a buy local program.
- Supporting events that strengthen Victor Harbor's role as a tourism destination.
- Securing more major events.

- Facilitating growth through innovation.
- Supporting business investment in Research and Development to improve and grow their businesses.
- Identifying and facilitating linkages between research and development organizations that may assist local businesses.
- Facilitating awareness of locally developed new and emerging technologies.
- Investigating development of an industry clusters program that groups aligned and contemporary businesses.
- Linking businesses with school based part-time traineeships programs and other programs.
- Providing opportunities for home-based business and part-time/casual employment opportunities for part-time retirees.

### *Improving Reputation/Business Climate*

- Enabling new businesses to easily establish in Victor Harbor through streamlined planning and development processes.
- Working with the local business community to foster an attractive, positive business climate.
- Increasing the level of tertiary involvement and presence in the Fleurieu Region to provide access to further skills and training.
- Expanding the skill base by promoting education, training and business development workshops.
- Linking job needs with employment agencies.

### *Increasing Sales*

- Encouraging the local community to “buy local”
- Showcasing Fleurieu products and businesses.

### *Expanding into new and larger Markets (Regional, State, Global)*

- Introducing local businesses to new opportunities and markets.
- Supporting businesses in identifying interstate business opportunities.
- Developing and promoting Victor Harbor’s historic and cultural products at trade shows.
- Conducting high level functions to assist Victor Harbor firms to participate in networking.

#### **KEY DRIVER – EMPLOYMENT**

#### **UGMS Objective 1**

Targeting investment in home based businesses, small manufacturing and other significant (stable) high employment generating businesses, linked with education and training for school leavers, assists in increasing employment options to retain and attract younger people (15 – 30 year old age group) to work, live and socialise in Victor Harbor. There are opportunities to build awareness of and investment in businesses linked to Victor Harbor’s ageing population and its existing environmental assets.



### 3.2.3 Retail Centres - Issues

#### *Growing Demand/Restricted Supply<sup>90</sup>*

From 1991 – 2001, Victor Harbor's population grew by 46%, while from 1995 to 2005, retail floor space increased by 35%.

The increasing demand for retail floor space:

- creates pressure on the Town Centre to expand and/or increase densities and land utilisation rates. However the capacity to accommodate this expected demand is limited, even with modest expansion;
- increases the case for additional floor space in non-Town Centre locations;
- increases demand for showroom and bulky goods uses that cannot be readily accommodated within the town centre;
- increases demand for business and professional services offices.

Retail analysis undertaken in 2006 identified (refer Map 11):

- a high percentage of retail expenditure is lost to the town as a result of limited retailing opportunities (principally by way of comparison goods which in turn invites expenditure at co-located convenience outlets);
- a new Neighbourhood Centre of 5000-6000m<sup>2</sup>, including a supermarket of 2000-3000m<sup>2</sup> could be supported immediately;
- a second Neighbourhood Centre of 5000-6000m<sup>2</sup> could be sustained by 2013 (in line with projected population growth);
- by 2016, the projected population could sustain 12,000m<sup>2</sup> of floor space at each of these two centres;
- demand beyond 2016 cannot be accurately modelled;
- there being no significant synergies between core retailing activities and bulky goods retailing, a new zone should be established for bulky goods activities;
- the future 'best use' of 'main road' frontages throughout the town remains unresolved and presents opportunity for further development seeking high exposure;
- the impact of 'seasonality' on service provision and expenditure requires further investigation (noting that 'seasonality' of visitation/occupation will remain a permanent feature of the town, regardless of intervention);
- the role of the town as a major district level service provider (noting Goolwa is the regional industrial centre) is paramount to underpinning its economic viability;
- strategically located land parcels should be identified for future uses immediately.
- to accommodate long term needs, without significantly affecting existing facilities, centre development could potentially be staged and tied to population growth.

While retail analysis has reasonably considered the future 'shopping' needs of the Victor Harbor community and the broader regional community, current trends do not suggest any marked change in the mix of retail offerings available. Further investigations and revised retail analysis is required in this area to provide additional research and information to facilitate clear decision making and setting future directions in strategic retail/commercial planning.

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<sup>90</sup> Alistair Tutte (2006) *Retail Analysis for the City of Victor Harbor*

Alistair Tutte (2005) *Review of Victor Harbor Centres Zones for the City of Victor Harbor*

Alistair Tutte (1999) *South Coast Retail Centres Study for Planning SA*

Colliers International (2006) *Victor Harbor Urban Growth Management Strategy: Commercial Land Use Review, Parts 1 & 2.*

### 3.2.4 Retail Centres - Opportunities

Opportunities to respond to the above issues and meet the UGMS Objectives include:

#### *Managing/Directing Retail Growth*

- Retaining Victor Harbor as the Major District Centre servicing the Southern Fleurieu region to ensure its ongoing economic viability;
- Defining a retail hierarchy within the Victor Harbor township to provide a clear strategic land use framework for future Centre development aimed at maintaining the primacy of the Town Centre;
- Implementing the recommendations of the *Victor Harbor Town Centre Master Plan* (May, 2006);
- Planning for and identifying strategically located land parcels for future retail/centre uses to accommodate demand to 2030;
- Staging development via floor space tied to population growth in order to accommodate future needs, without affecting the viability of existing centres and allow adaptive measures to occur;
- Developing a framework for future development of each Centre to manage land use, pedestrian linkages, infrastructure and car parking, reflected in Development Plan policy;
- Investigating the limited use of “main road” frontages for potential low impacting office/consulting room uses in selected locations close to Centres;

#### *Improving Accessibility to Services*

- Supporting the Town Centre and increasing accessibility to services within those centres through increasing housing densities adjacent and within the centre and providing the critical mass for potential future public transport networks, subject to impact on retail expansion, town character and utilities capacity.
- Identifying and providing sufficient well located, readily accessible integrated car parking within/adjacent high activity sites within the Town Centre.
- Providing Centres in accessible locations to serve the day to day needs of local neighbourhoods, supported also by increased housing densities.

### 3.2.5 Commercial Development – Issues<sup>91</sup>

#### *Growing Demand/Restricted Supply*

Demand for commercial development, including most businesses other than retail and industry has been modelled against future population growth on a rate per person basis. There are inherent shortcomings in this approach. However, based on population forecasts for the region, some 4,500m<sup>2</sup> of additional commercial floor space will be required. By extrapolation, a total requirement of some 9,000m<sup>2</sup> may be required by 2030, although this is not a reliable forecasting method.

The future demand for, and provision of, commercial floor space and the mix of health and welfare services (medical, allied medical – physiotherapists, pharmacies, dentists, podiatrists etc) has not been specifically addressed and ‘thresholds’ for demand not analysed in any detail since it is accepted that supply of these services will generally follow demand. However, the proper location of new activities coupled with competing demands of other desirable activities (offices, education, health etc) requires careful planning to ensure that their size, location and final design efficiently and effectively meet the needs of the resident population and visitors.

There is limited floor space available within the Regional Town Centre Zone and associated constraints due to heritage/town character considerations. This raises concern about the future ability of the town to attract new employment generating office development and expand its range of services and diversify its local economy.

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<sup>91</sup> Colliers International (2006) *Victor Harbor Urban Growth Management Strategy: Commercial Land Use Review, Parts 1 & 2*.  
QED (2006) *City of Victor Harbor Town Centre Masterplan*

### **3.2.6 Commercial Development - Opportunities**

Opportunities to respond to the above issues and meet the UGMS Objectives include:

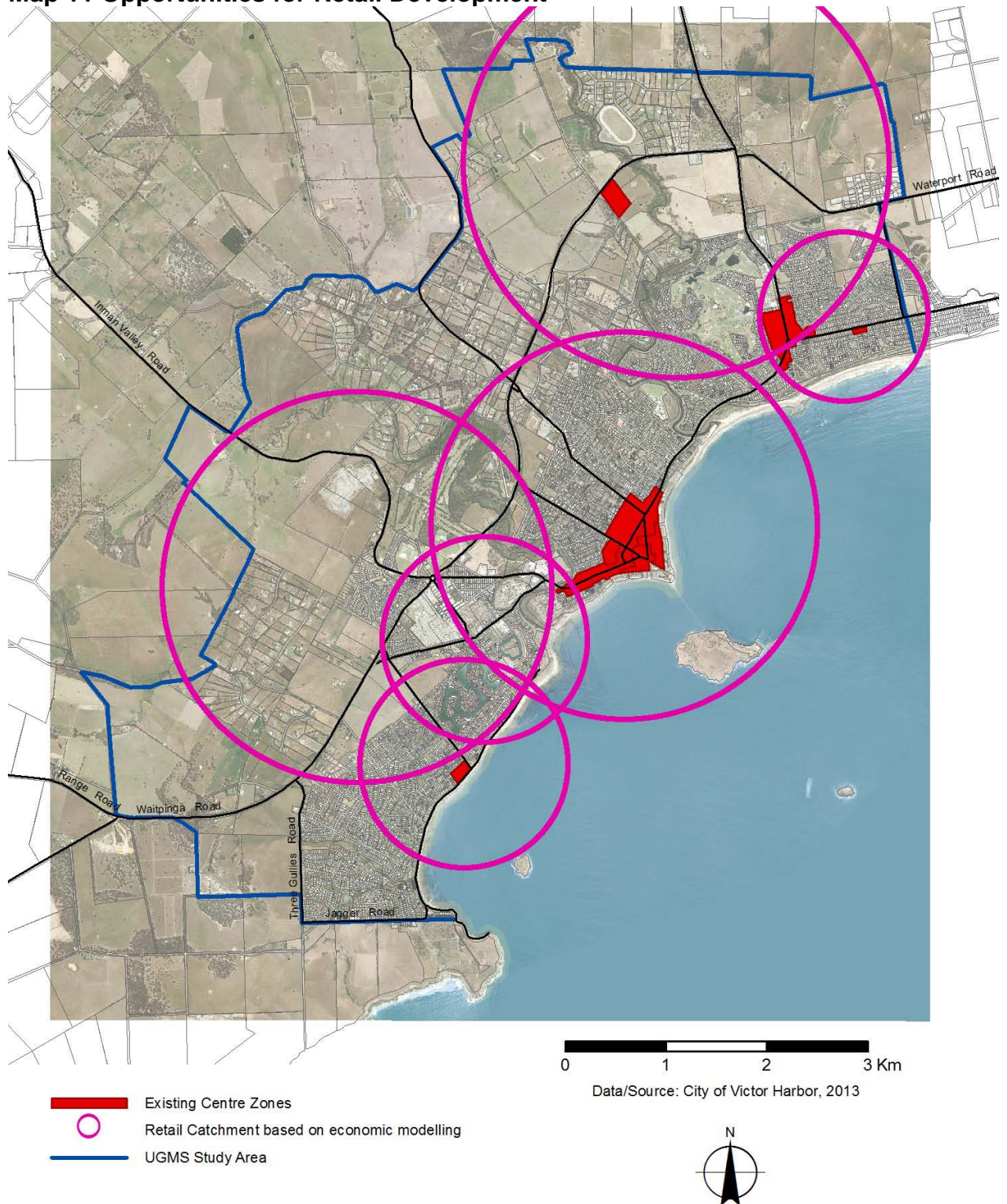
#### *Expanding Employment Opportunities*

- Identifying areas for expansion of existing commercial facilities to support increased demand from a growing population.
- Expanding the proportion of full-time equivalent employment opportunities in Victor Harbor by encouraging high employment generating businesses (eg regional government/private offices) and “smoothing out” seasonality in the local economy.
- Identifying and zoning suitably located and serviced land close to the town centre or with ready access to the town centre and telecommunication networks for future commercial development to support expansion in this industry sector.
- Increasing awareness of the business and employment opportunities associated with an ageing population.

#### *A Wider Range of Services*

- Stimulating demand for additional services and activities within centres to support a diversity of population age groups;
- Identifying and zoning land for bulky goods activities;
- Identifying land suitable for government, educational or private services in central, accessible locations proximate to the Town Centre.

**Map 11 Opportunities for Retail Development**



### 3.2.7 Industrial Land - Issues<sup>92</sup>

#### *Steady Growth in Smaller Service Industries*

Activities requiring industrial land are low employment sectors such as manufacturing, transport and construction.

As strong population and housing growth continue, existing industrial land will come under pressure from other higher value activities, such as commercial, retail trade and residential.

Industries servicing the local population include business services, health services, community services and education. The construction sector is also experiencing strong growth as demand for housing increases.

Only a relatively small number of new industrial developments are established each year. However, based on an estimated supply/demand ratio of 1 hectare of land per 260 head of population, it is anticipated that an additional 10 hectares of land will be required for every 2500 head of population.

Victor Harbor contains around 40ha of usable land zoned for industrial use. Based on population projections, an additional 20 hectares of land would be required to be zoned for industry use in the near future and a further 30 hectares zoned (ie a total of 50 hectares) by 2030.

#### *Competing Land Uses Restricting Options for Expansion*

The Industrial Land Study Report<sup>93</sup> identifies five possible sites for industrial expansion (refer Map 12), totalling an additional 39 hectares. This suggests that, based on a growth per head of population, there may be insufficient land suitable to accommodate industrial development beyond 2022. Rezoning of land for industrial use will need to be balanced against competing uses that may be more effective in their support of employment growth in the town or more appropriate to the regional town amenity of Victor Harbor.

While Victor Harbor is the designated Major District Centre, Goolwa was identified in the 30 Year Plan for Greater Adelaide<sup>94</sup> as the industrial hub for the south coast. Goolwa was considered to have more of the required attributes for accommodating larger scale industries and expansion of existing south coast industrial operations. Therefore, any significant industrial activity would be expected to locate at Goolwa.

Whilst growth options could seek to relocate the industrial centre of the region from Goolwa to Victor Harbor, such an approach is not considered a priority in light of other growth options considered more achievable and more beneficial to both Victor Harbor and the region.

### 3.2.8 Industrial Land - Opportunities

The opportunities to respond to the above issues and meet the UGMS Objectives include:

#### *Managing/Directing Industry Growth*

- Strategically identifying and zoning land for future industrial development to:
  - ensure that supply is ahead of demand;
  - provide certainty to all stakeholders;
  - minimise costs and delays in Development Plan Amendment processes;
- Staging the release of industrial land ahead of demand and coordinated utilities provision.
- Encouraging establishment of small manufacturing industries that supporting existing or new business development opportunities in the Region.

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<sup>92</sup> Colliers International (2006) *Victor Harbor Urban Growth Management Strategy: Commercial Land Use Review, Parts 1 & 2.* and Conner Holmes (2006) *Industrial Land Study*

<sup>93</sup> Conner Holmes (2006) *Industrial Land Study*

<sup>94</sup> Government of South Australia (2010) *30 Year Plan for Greater Adelaide*

- Balancing the need for industrial expansion against alternate higher demand uses such as commercial, residential or retail.
- Partnering with Alexandrina Council to manage and direct industrial expansion on a regional basis (e.g. through Local Government 'Regional Partnerships Forums').

### *Safeguarding Amenity*

- Improving the appearance and functionality of the Home Industry Zone by zoning to allow for higher value and attractive commercial/office uses.
- Protecting areas of high scenic value from intrusion by industrial development.
- Protecting residential areas from the effects of industry by incorporating appropriate buffers and site design requirements in Development Plans.
- Meeting industrial demand by targeting sites identified in Goolwa in the 30 Year Plan for Greater Adelaide and the 2010 Report of the Housing and Employment Land Supply Program.

#### **CORE VALUE – TOWN CHARACTER AND RESIDENT AMENITY**

#### **UGMS Objective 3**

The thoughtful selection and position of different land uses within and adjacent Victor Harbor can assist in maintaining the existing character of the town by directing growth in a way that minimises impact upon areas of scenic quality or heritage value.

The position, selection and design of different land uses can also impact upon resident amenity and township character. For example, industry or sprawling suburban style housing visible on approach to the town would impact upon township character and the perception of Victor Harbor as an attractive place to visit and in which to live. It is important that the City maintains attractive gateways and does not encourage uses of land which are incompatible with the town character and/or impact undesirably upon resident's living conditions.

### **3.2.9 Mineral Resources Issues**

The following mining tenements currently exist with the UGMS study area:

- Small Permian sand operation (Panozzo Sand)
- Holcim's Victor Harbor Quarry is a significant operation supplying construction materials to metropolitan Adelaide and the Fleurieu Peninsula

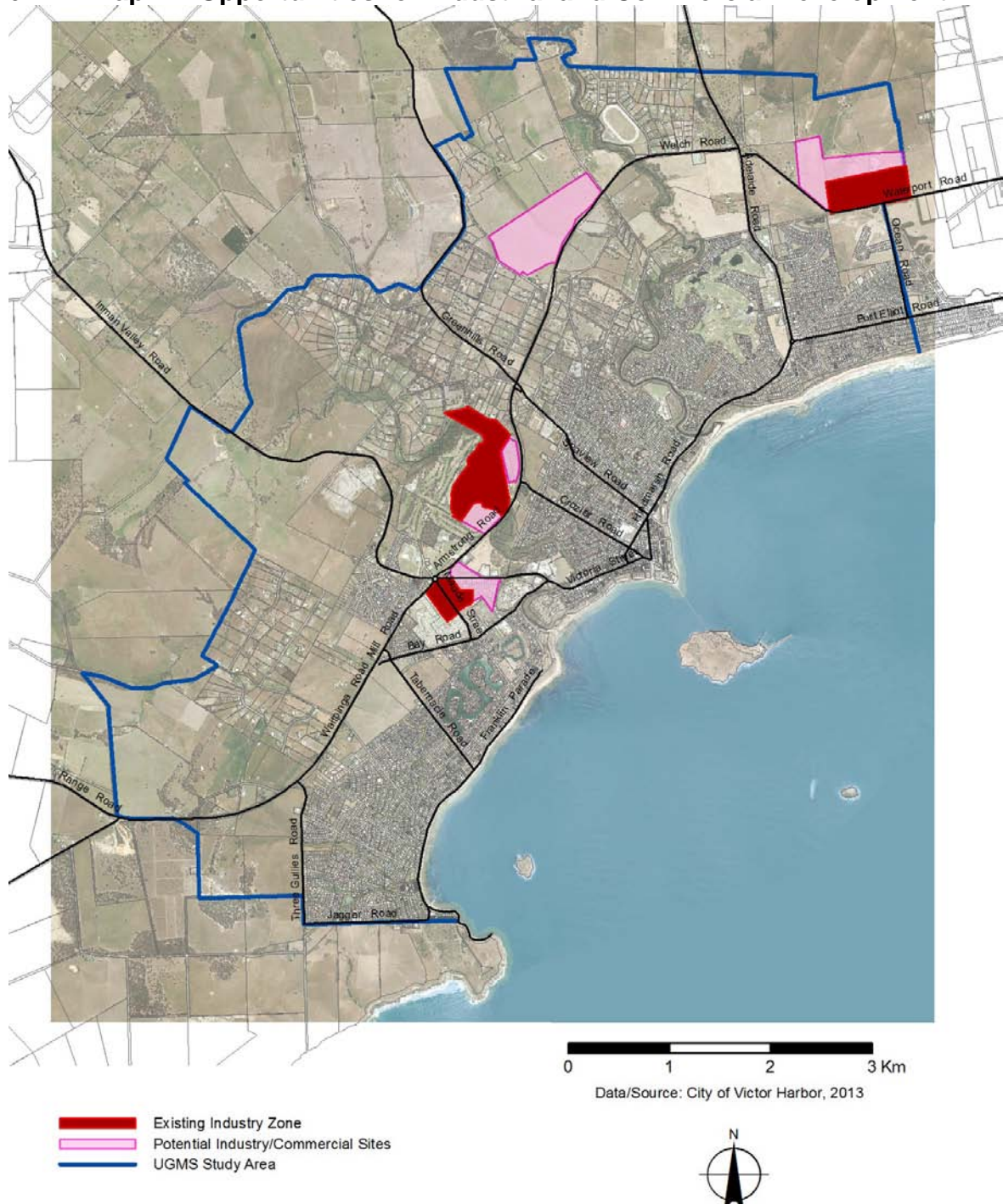
Any future development involving more sensitive land uses will need to address the EPA's required buffer distance to minimise interface conflicts.

### **3.2.10 Mineral Resources Opportunities**

- The former Welch's Quarry area can be rehabilitated to improve visual amenity
- Future mining operations will need to be designed and buffered so that they retain the views to the hills.



### 3.2.11 Map 12 Opportunities for Industrial and Commercial Development



### 3.2.12 Tourism - Issues<sup>95</sup>

The Victor Harbor Tourism Strategy and Marketing Plan provides the tourism marketing direction for Victor Harbor, recognising the benefits of tourism investment in the region.

The *Fleurieu Peninsula Region Integrated Strategic Tourism Plan 2007-2012* (The Tourism Plan) prepared for the South Australian Tourism Commission in consultation with Councils of the Fleurieu Region provides the framework for future tourism growth in the Region.

The *Fleurieu Peninsula Destination Action Plan 2012-2018* was agreed by all parties including the City of Victor Harbor in 2012.

#### *Develop and Enhance Experiences and Products to Grow Yield*

The Destination Action Plan identifies the need to:

- Develop at least one 'game changing' commercial experience per year in the following themes
  - Water/coastal
  - Food and wine
  - Eco/adventure
- Upgrade 30 rooms from 3 star to 4 star
- Target projects of scale such as a conference facility 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.

A strong co-ordinated focus on tourism development has enabled the Fleurieu Peninsula to increase its visitation by 4.5% in the past ten years, which goes against the general national and state trends for the same period.

Sustained investment in regional and local tourism planning and marketing, and facilitation of product and experience development by Council in partnership with the SATC and Regional Development Australia will assist in maintaining jobs and the contribution tourism makes to the regional economy.

#### *Existing Tourist Attraction in Need of Reinvigoration*

The Tourism Plan identified a number of existing tourism attractions that were in need of reinvigoration. The South Australian Whale Centre has been upgraded with a substantial ongoing commitment from Council to its operations. Granite Island offers a potential site for a Marine Experience Centre with interpretation and hands-on interaction that builds connections with marine fauna and flora.

#### *Township Entrances Reinforce Image and Appeal*

First impressions are important. Township entrances should make a statement about and reflect the key attributes of the township and provide a sense of pride and identity for the communities and visitors. Signage should badge and unify the region.

#### *Impacts of Poorly Coordinated Township Expansion Threaten Tourism*

Poorly managed township expansion detracts from the appeal of the area to tourists. Visitors value the sense of peace and space generated by contained townships in rural settings.

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<sup>95</sup> Urban & Regional Planning Solutions (2007) *Fleurieu Peninsula Region Integrated Strategic Tourism Plan 2007-2012*

### 3.2.13 Tourism - Opportunities

The key opportunities to respond to the above issues are provided by the Tourism Plan, and include:

#### *Marketing and Product Development*

- Contributing to a regionally based program of marketing, visitor information and product development.
- Establishing regional links to diversify and leverage off of existing tourist markets in the Fleurieu Peninsula and Kangaroo Island.
- Contributing to a full time position within the Fleurieu Peninsula Tourism Marketing Committee dedicated to product development and implementing the Tourism Plan.

#### *Consolidating and Re-invigorating Victor Harbor Marine Attractions*

- Providing a single Marine Environment Facility in Victor Harbor that might focus on penguins, whales, seals and leafy sea dragons, among other things. Work would need to be undertaken to determine the optimal location for such a facility. A partnership approach between Council, the Department for Environment, Water and Natural Resources and other stakeholders will need to be developed to achieve this.

#### *Improving First Impressions*

- Improving the appearance of town entrances through a design approach that reflects the Region's brand image.
- Influencing State and Commonwealth Governments to improve road safety and capacity of Victor Harbor to Adelaide Road.

#### *Promoting Sustainable Tourist Accommodation*

- Encouraging nature based retreats for the environmentally aware visitor.
- Encouraging medium scale tourism development, including conference centres to expand choices for dining, shopping and leisure activities.
- Facilitating the upgrade of existing 3 star rooms to 4 star quality.

#### **KEY DRIVER – TOWN IMAGE/BRANDING**

#### **UGMS Objective 1 and 2**

Developing a clear and positive town brand, coupled with providing suitably zoned and serviced land, assists in encouraging an appropriate type of investment in Victor Harbor. The town brand should be conveyed to the wider public (outside of Victor Harbor) and consistently applied to all promotional activities (ie tourism promotions, major events, large residential developments, and in street furniture and public artworks) to present a cohesive and contemporary theme attractive to younger people (encouraging them to live, work and visit Victor Harbor) as well as more traditional tourists/visitors.

### 3.2.14 State Government Investment - Issues

None of the background documents supporting this UGMS have specifically addressed State Government investment in the Town. This is not surprising given that investment by State Government is not always readily evident. There has, however, been significant past investment in infrastructure in Victor Harbor, including the new TAFE facilities, new Police Station and Court facilities, commitments to Hospital additions and (at a Federal level) investment in the Flinders University campus program. Victor Harbor is well placed to attract further government investment, either directly or indirectly, to further support its rapidly growing population.

What is notably absent in Victor Harbor is the provision of 'day to day' and front office State Government supplied services at a level commensurate with, and expected in, a Regional Town Centre. Large (in excess of 100 employees), or even moderately scaled (50 to 100 employees), administrative offices provide not only a local service but, more importantly, opportunities for stable full-time equivalent (non-seasonal) employment. Their absence impacts not only upon service provision but also upon permanent employment opportunities.

### **3.2.15 State Government Investment - Opportunities**

The key opportunities to respond to the above issues and meet the UGMS Objectives include:

#### *Diversifying and Expanding Employment Opportunities*

- Encouraging State Government investment through partnering with State Government agencies and providing a suitable business environment (ie suitable land/premises, telecommunications etc) for investment to increase full-time equivalent employment opportunities;
- Attracting a broader catchment to further support allied services/businesses.

## **3.3 CONNECTIVITY**

### **3.3.1 Information and Communications Technology - Issues**

Victor Harbor's telecommunications networks include: land-line telephone services, 3G and very limited 4G Mobile Phone coverage and ADSL Broadband and Wireless Mobile Broadband internet.

#### *Mobile Phone Network Adequate*

Mobile phone coverage is reasonable within Victor Harbor, but there are 'gaps' in the system between Victor Harbor and 'remote areas' between towns.

#### *Internet Improvements Enable Competition*

Considerable upgrades to telecommunications infrastructure within Victor Harbor have occurred in recent times with more planned for the near future.

In March 2011 The Department of Broadband Communications and the Digital Economy fully commissioned a new link to Victor Harbor. This link was provided under the National Broadband Network Regional Blackspot Program.

This link placed the City of Victor Harbor on an equal footing with other telecommunication facilities throughout the nation allowing competition in the wholesale market within the local area by encouraging further local telecommunications investment within the local area. This investment has seen an increase in the number of telecommunication companies selling services directly to the public. This has seen not only new companies entering the local market but the mix of technologies being sold by these companies has also changed with ADSL2+ (Annex-M) being sold locally.

Telecommunication companies have also expanded the reach of their ADSL services throughout the area by fixing some of the "blackholes". This investment has seen a large change in the footprint of ADSL services within the local area however some gaps still exist within both townships and rural areas. The rural areas will always need to be treated separately from townships as ADSL is only available within 5km of the Telstra exchange due to technical limitations.

Telstra has launched 4G within Victor Harbor however coverage is very limited to close proximity to the exchange in Ocean Street. This coverage will be extended to other areas in the future.

For Victor Harbor to have a chance in establishing a viable business sector it must be well linked to the worldwide market place through an efficient communications infrastructure and we are well in line to achieve this with the current level and type of infrastructure investment currently underway within the area.

### 3.3.2 Information and Communications Technology - Opportunities

The National Broadband Network (NBN) commenced its rollout under the “Port Elliot” program late in 2012 with an estimated completion time around Mid 2014 for its Fibre-To-The-Premises customers, likely to be limited to metropolitan areas.

Developers should contact the NBN to ensure their new developments are included in the NBN rollout. This will provide them with a “NBN Ready” block which is a great selling point and competitive advantage over other developments. This will also minimise disruption to the residents by eliminating any civil works to allow connectivity in the future.

It must also be noted that the majority of telecommunications development is directed at metropolitan areas. Although the NBN will address metropolitan, fringe, rural, and remote areas there will be two different systems and technologies within the local area. Fibre Optic cable is the choice for metropolitan areas while fixed wireless or satellite is proposed for the remainder.

The 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) putting Victor Harbor at the forefront of telecommunications within the nation and the world giving Victor Harbor a performance and commercial advantage over other cities across the country making it an even better place to operate a business from.

The key opportunities to respond to the above issues and meet the UGMS Objectives include:

- Encouraging ICT business investment and reducing regional disadvantage
- facilitating improvements in mobile phone coverage whilst protecting township and rural character.
- installing information and communication technology infrastructure to all new developments in association with other services such as electricity, water and sewerage. This is particularly important for new broad acre housing estates and home office/business/employment areas to encourage business investment.
- Ensuring all new developments work with the NBN towards installation within their development is key to reaching this goal.
- Work with communities within Victor Harbor under the NBN's network extension policy to improve communications within fringe and rural areas.
- improving social networks (business and personal) within and external to Victor Harbor.
- improving access to global markets and raising the profile of Victor Harbor as a place to do business.
- supporting home-based businesses and attracting high-skilled persons (designers, consultants, publishers, software developers) who require access to reliable broadband, proximity to a city (but not necessarily within it) and enjoy the rural lifestyle.

### 3.3.3 Regional Accessibility - Issues

#### *Transport Connections to Adelaide*

The safety and convenience of the main Victor Harbor to Adelaide road has been raised as an issue in numerous studies for Victor Harbor (and the Fleurieu Region generally)<sup>96</sup>. While there have been significant improvements made in recent years there still remain issues associated with:

- the perception of accessibility to Victor Harbor – reinforcing a perception of isolation from metropolitan Adelaide, notwithstanding its geographic proximity;
- access to tertiary education in metropolitan Adelaide – contributing to out-migration of school-leavers seeking further education;

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<sup>96</sup> Including:

KBR (2006) *Victor Harbor Infrastructure Scoping Study*

Piron S (2004) *Southern Fleurieu Family Strategy, Stage One Report – Family Survey Results*

Shelter SA (2006) *Southern Fleurieu Youth Housing Project*

- access to specialist health services in metropolitan Adelaide – particularly for the ageing population and people with disabilities, reducing quality of life, sometimes forcing relocation to metropolitan Adelaide and severing existing social networks.

Based on 30 Year Plan population and dwelling targets of 14,500 new dwellings accommodating 22,000 additional people in the Fleurieu region<sup>97</sup>, there is expected to be sustained pressure on the Victor Harbor to Adelaide Road.

### *Regional Transport Connections*

Road quality, road capacity and a limited regular public passenger transport service affects access to business, health and community services for residents and visitors between towns in the Fleurieu Region.

### *Interstate and Overseas Connections*

Victor Harbor is relatively isolated from interstate transport connections. It is therefore less attractive to transport-based business investment, with local service industries, tourism, health, education, business and property supporting the local population being the main growth industries.

Victor Harbor's quiet, historic seaside character, stable social environment and mild weather provide opportunities to build on tourism through development of high-end tourist resorts and conference facilities suitable for interstate and overseas delegations. However, these opportunities are limited by poor transport networks which are a deterrent for short-stay, time-poor holiday makers or business delegates. The City of Victor Harbor will continue to work with the Federal Government to roll out the National Broadband Network throughout the City.

### **3.3.4 Regional Accessibility - Opportunities**

The key opportunities to respond to the above issues and meet the UGMS Objectives include:

#### *Improving Regional Transport Connections*

- A growing Victor Harbor population supports a case for continued improvement to the Victor Harbor to Adelaide Road to increase safety and accessibility for commuters to access tertiary education or health services not provided in Victor Harbor. Alternatively a growing population may provide the basis for provision of improved tertiary education and health services within Victor Harbor.
- A growing south coast population and tourism environment may support additional routes and services through a regional public transport service.
- Providing the support, through suitable road and air transport links, for high-end tourist accommodation and conference facilities attracting interstate and overseas investment and visitation, with flow-on benefits to local businesses and employment.
- Preserving the rail corridor may maintain potential for further linkages between the South Coast towns and other regions.
- Supporting a dedicated freight route to assist in access between industrial precincts in Adelaide, Victor Harbor and Goolwa, depending on:
  - economic growth within the region
  - industrial/commercial growth within the region
  - freight economies.

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<sup>97</sup> Table E8, The 30 Year Plan for Greater Adelaide, page 170.



### KEY DRIVER – CONNECTIVITY

### UGMS Objective 1 & 2

Improving transport connections within and between Victor Harbor, regional towns, metropolitan Adelaide and beyond (via road, rail, air) together with improvements to information and communication technology (ICT) assists in reducing the perception of isolation and “opens up” the region to further employment generating business investment.

### 3.3.5 Township Transport and Land Use Integration - Issues

#### *Transport Infrastructure Under Pressure*

Projected population growth in Victor Harbor will put increasing pressure on the ability of the town's transport infrastructure to meet traffic and parking demands in the future.

The projected increase in traffic from future residential development is expected to double existing traffic volumes on some main roads within Victor Harbor.

In order to manage this traffic increase, the *Victor Harbor Traffic Management Strategy* (QED, 2005) establishes:

- a road classification model for the town, including a designated hierarchy of roads based on arterial, distributor, collector and local road classifications (Map 13); and
- a second 'functional' hierarchy, including designated freight network (Map 14), public and community transport network, tourist network, community access network, bicycle network (refer Map 15) and pedestrian network (refer Map 16).

To manage future demand, a Transport Corridor Management Strategy (refer Map 18) and Local Area Traffic Management Plans (refer Map 17) are required to coordinate transport upgrades with new development areas and ensure that new development maintains the hierarchy and provides capacity for future development.

Key major roads to be upgraded (identified at Map 18) include:

- Ring Road -review and possible improvement of junctions in line with increase in traffic volumes;
- Victor Harbor Rd - with the continued development of Victor Harbor, possible duplication of the road will need to be fully investigated.

The increased use of Council's existing transport infrastructure (including roads, footpaths, bridges, kerbing, culverts, drainage and car parks) reduces the life of these assets and places increased pressure on Council's infrastructure budgets.<sup>98</sup>

It is apparent these assets owned by Council are ageing and may potentially serve as a constraint to promoting higher density development close to the town centre unless significant upgrades can be funded.

Funding of local transport infrastructure and maintenance of existing infrastructure from rapid growth is therefore a significant issue with implications on the future town structure.

<sup>98</sup> Pavement and Asset Services (2004) *Strategic Plan for Engineering Assets*

### *Need for Improved Public and Passenger Transport*

Affordable and accessible transport has been identified as a concern across all sectors of the community and in particular youth. Limited public transport affects young people's ability to travel to post secondary and tertiary education, employment and social activities.

### **3.3.6 Township Transport and Land Use Integration - Opportunities**

The key opportunities to respond to the above issues and meet the UGMS Objectives include:<sup>99</sup>

#### *Reducing Trip Lengths*

- Link employment opportunities within Victor Harbor to minimise trips external to the immediate environs or south coast region.

#### *Promoting Alternative Transport Options through Urban Design*

- Increase density of development in nodes within close proximity to major road networks and centres to support alternative public transport and cycling/walking options (ie establish a Transit Oriented Development town structure).
- Encourage walking and cycling by:
  - providing for suitable paths in the Development Plan;
  - considering recreational activities as well as other trip purposes.
- Supporting regular inter regional and intra regional passenger transport services through:
  - appropriate road widths;
  - concentration of development
  - connectivity with established routes.
- Locating key services (schools, employment, shops, community services) near future residential growth areas to minimise trip lengths.
- Providing path widths and grades and passenger transport to suit disability needs for motorised wheel chairs and other aids.
- Strategically managing the release of residential land for cost-effective upgrading of transport networks and to facilitate the securing of joint funding from developers (ie developer contributions).
- Negotiating with developers of new land releases to promote "permeability" and "connectivity" within the town and across the region.
- Restricting significant consolidation within established townships until funding mechanisms can be established to upgrade infrastructure in these areas.

#### *Retaining a Clear Road Hierarchy*

- Retaining the existing road hierarchy by:
  - preserving the basic framework outlined in the Traffic Management Strategy;
  - ensuring that new development supports the road hierarchy;
  - preserving existing freight routes.

#### *Encouraging Tourism Investment*

- Accommodating short and long term parking demands for tourist cars and coaches.

#### *Improving Public and Community Transport Services<sup>100</sup>*

- Increase the frequency, span and coverage of regular passenger transport services.
- Improve the marketing of existing regular passenger transport services.
- Consider regulatory reform to increase the flexibility with which regular passenger transport services can be made available.

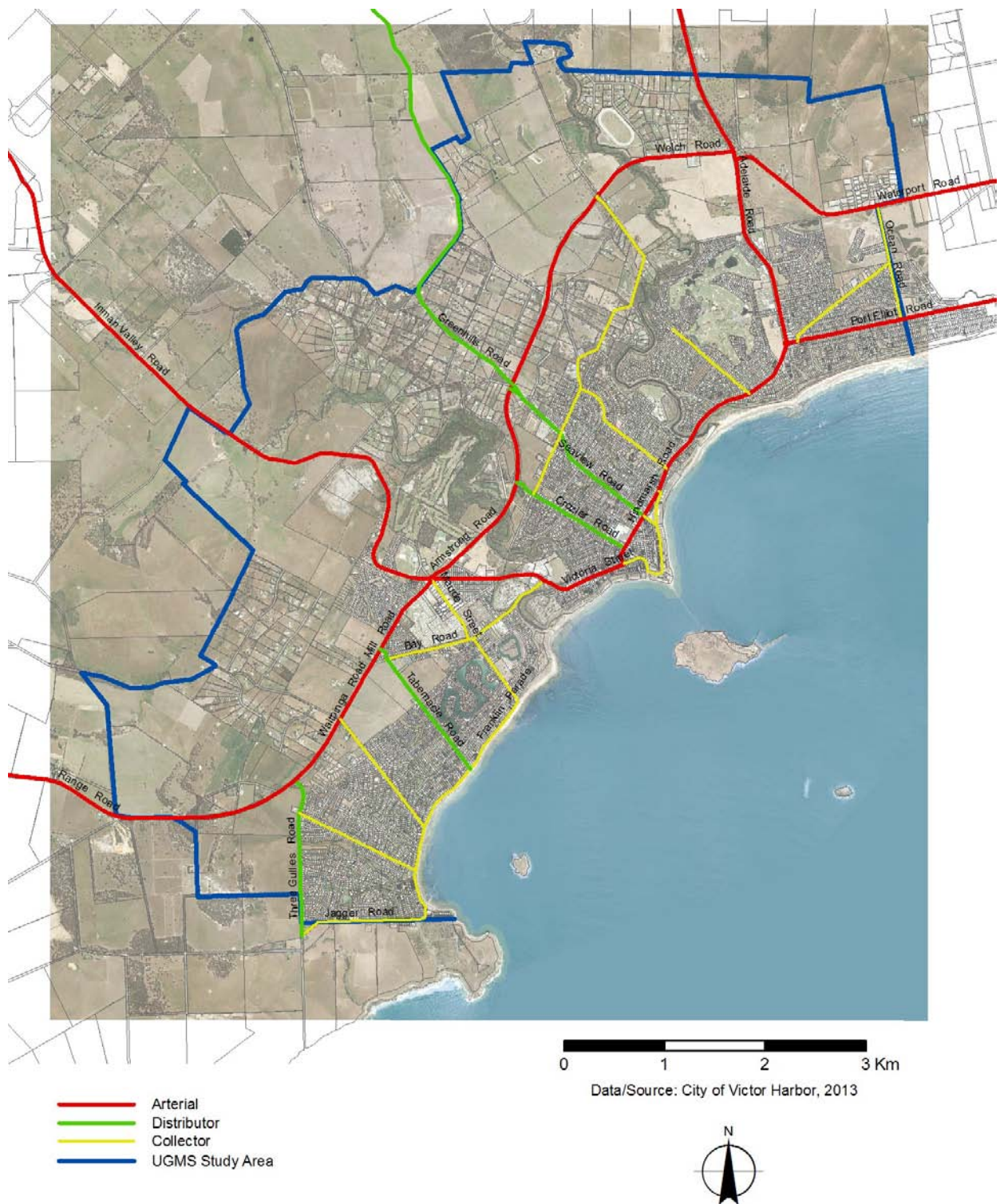
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<sup>99</sup> Tonkin Consulting (2006) *Victor Harbor Urban Growth Management Strategy Transport Discussion Paper*

<sup>100</sup> Government of South Australia (2005) *The Planning Strategy for Metropolitan Adelaide*

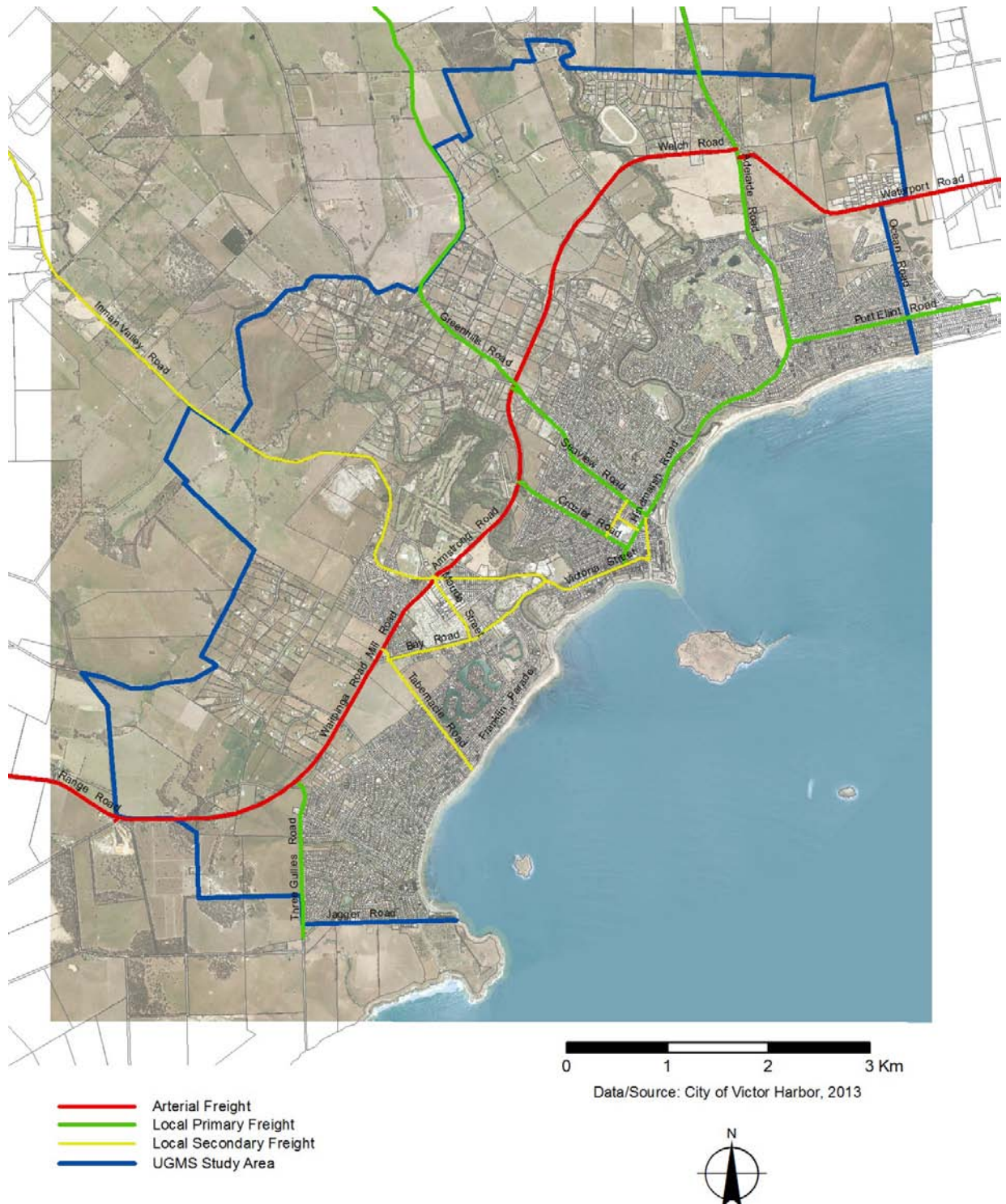
- Encourage a whole of government approach to the planning, funding and delivery of transport services.
- Continue to increase the provision of key medical services at the local level, such as oncology, radiology, dialysis, and ophthalmology, to reduce the need to travel to Adelaide.
- Improve accessibility and suitability of existing regular passenger transport services for older persons and those with limited mobility, in particular by providing lower step entries, reduced journey times, toilet stops, and improved linkages to connector services to access key hospitals.
- Consider youth taxi voucher models, vehicle share models, and other service models that could be relevant to our community, and in particular to meeting the needs of young people.
- Review the eligibility criteria for the Transport Subsidy Scheme (Taxi Vouchers), to make it more accessible to people who are unable to drive through illness, and more suited to the needs of people in rural areas.
- Remove the “within 5km” limit for access to school bus services.
- Amend Patient Assistance Transport Scheme (PATs) guidelines so that it can apply to the Southern Fleurieu.

Map 13 Road Hierarchy

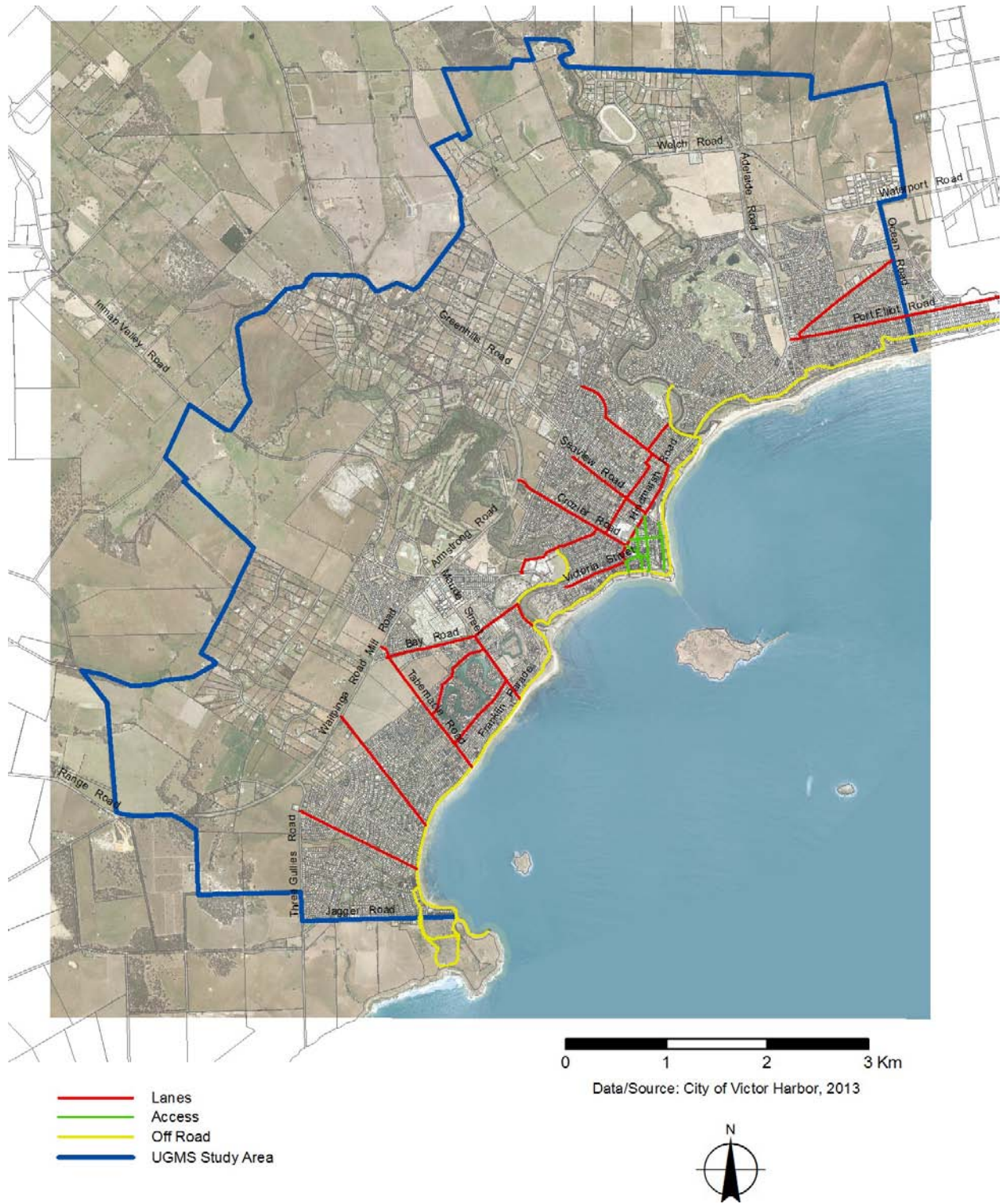




Map 14 Freight Network

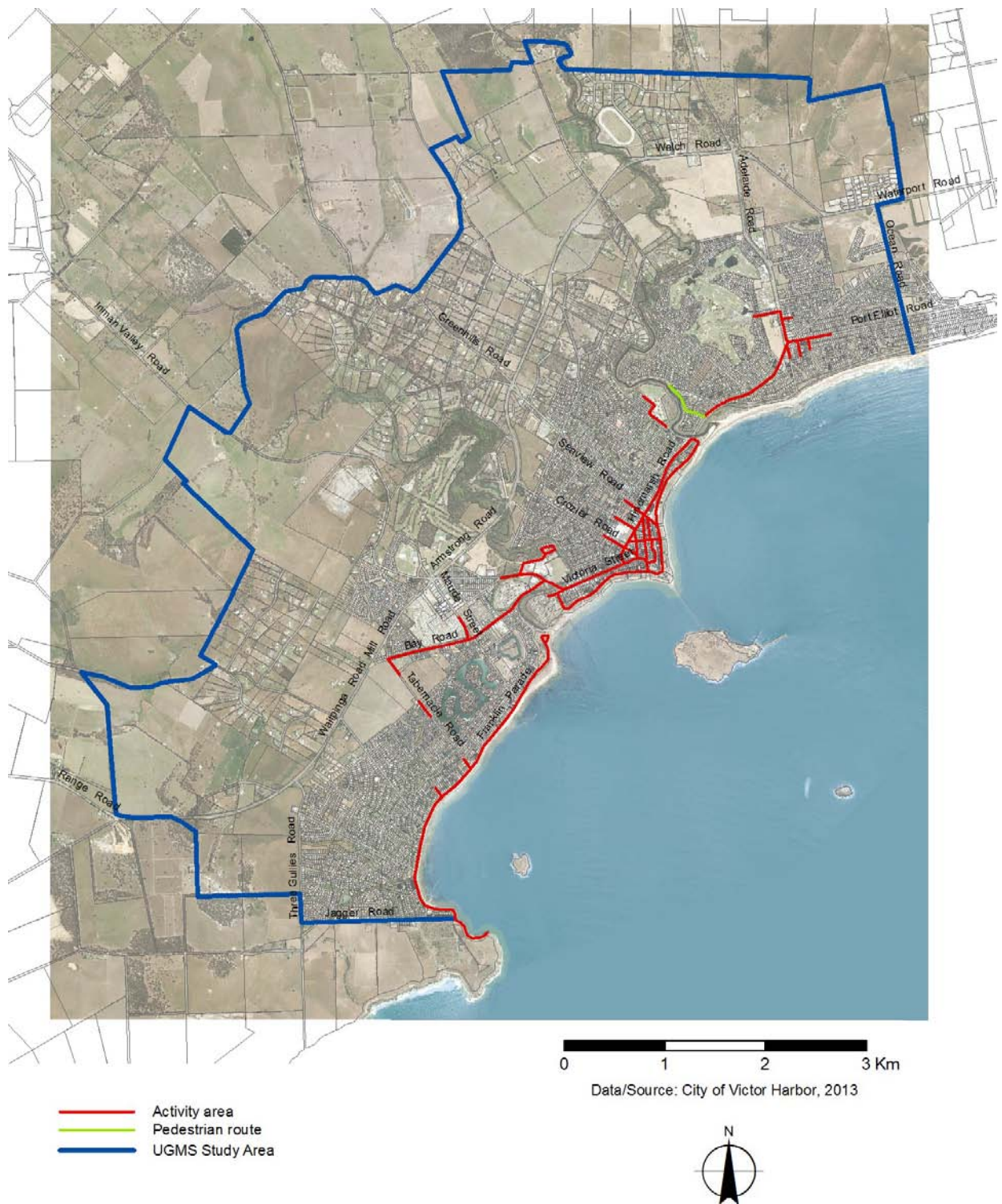


Map 15 Bicycle Network

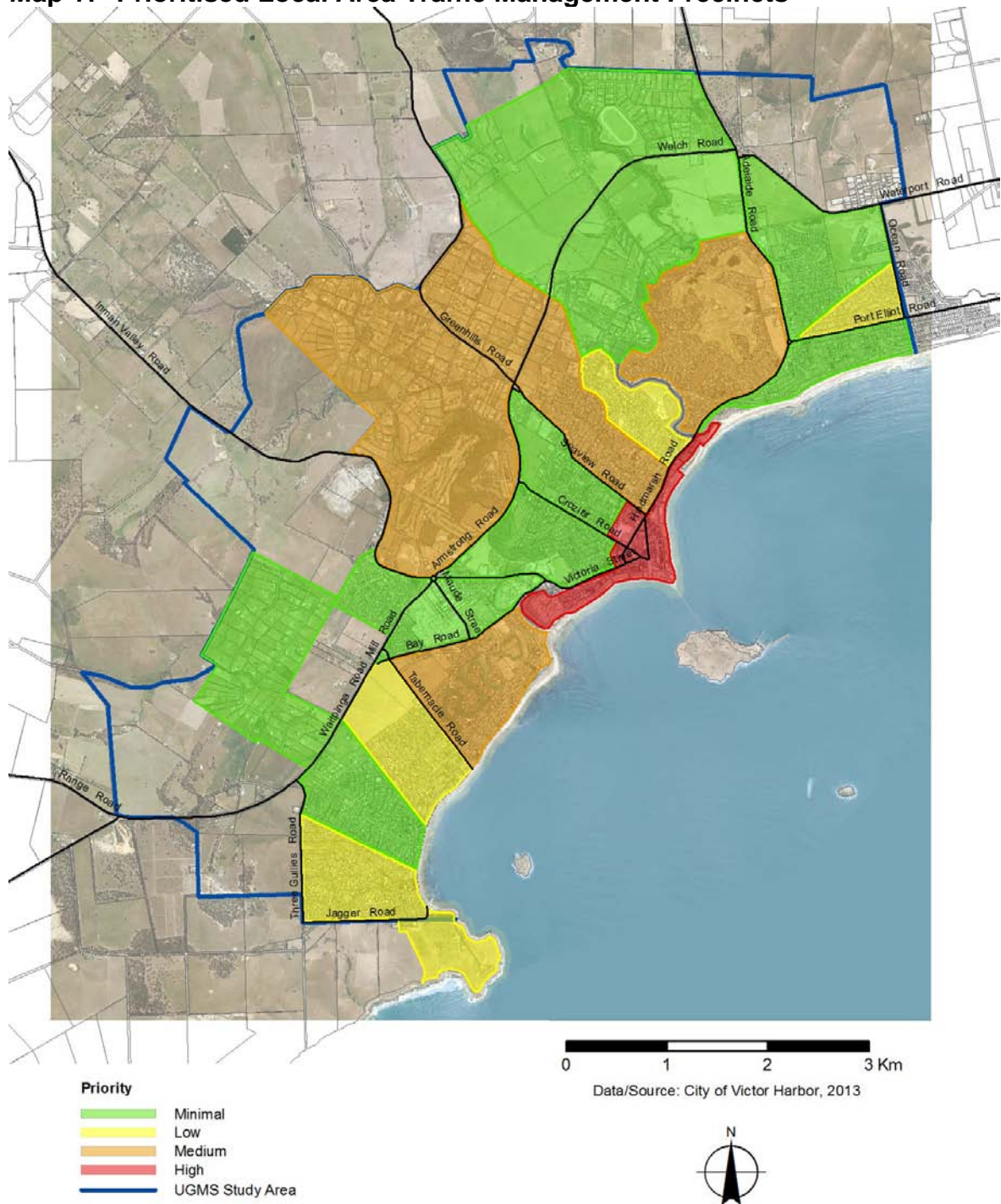




**Map 16 Pedestrian Network**

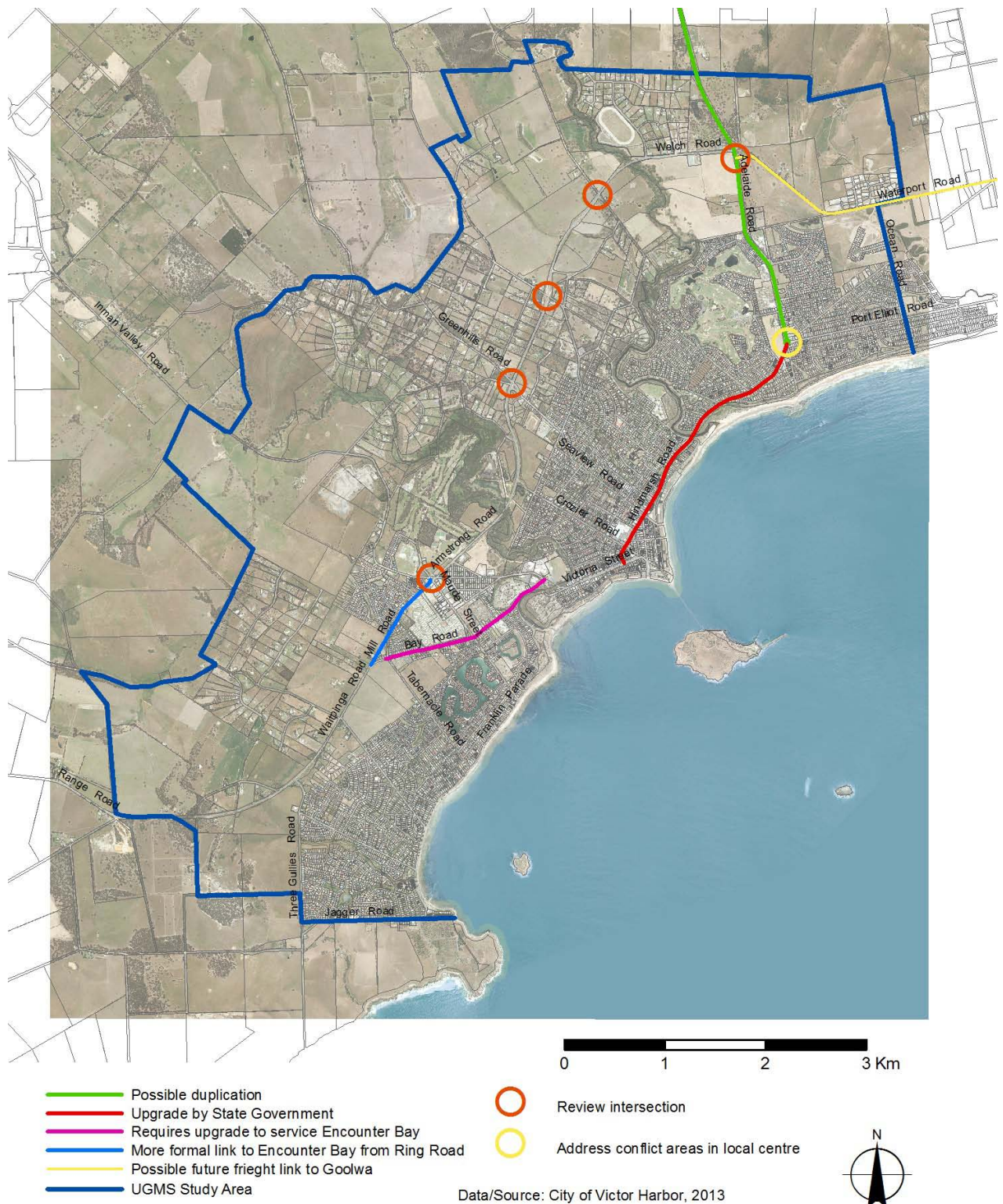


**Map 17 Prioritised Local Area Traffic Management Precincts**





Map 18 Key Transport Corridor Management Plans



### 3.4 PHYSICAL INFRASTRUCTURE

#### 3.4.1 Water - Issues

SA Water advises that water infrastructure can be extended to service all potential development areas. However, elevated areas to the north and the western side of Waitpinga Roads and the Ring Road are more difficult to service due to supply tank size and position.

SA Water's preferred order of development is to supply land inside the Ring Road first, starting around source areas (ie close to trunk mains, supply tanks and existing reticulated areas).

Developers will be expected to contribute to financial costs of connection and augmentation necessary to service new development.

#### 3.4.2 Water - Opportunities

##### *Reducing Dependence on Mains Water Supplies*

- There are opportunities for stormwater storage and reuse in new developments (Water Sensitive Urban Design) to reduce reliance on mains water supplies.

#### 3.4.3 Wastewater - Issues

While most of Victor Harbor's urban areas have access to mains sewer, there are significant gaps in the system network and capacity restrictions for many future development areas. Much of the existing network is reaching capacity. Therefore, additional mains and pump stations will be required to service many new development areas to avoid placing additional strain on the existing networks.

Developer contributions will be required to recoup significant up-front costs:

- to take on new flows from the eastern areas; and
- to augment the system with a new trunk main from the eastern and western sides of the town to the new Wastewater Treatment Plant.

There is a preference to stage development from lower elevations up to higher elevations.

#### Wastewater - Opportunities

##### *Encouraging Treated Wastewater Reuse*

- SA Water would like to optimise the use of wastewater through extensions of its recycled water networks. Recycled water could replace use of surface water and potable water supply for agriculture. Council's existing recycled water pipeline could be extended to provide water to the Esplanade and Warland Reserve.

#### 3.4.4 Solid Waste - Issues

The Victor Harbor landfill is now closed and Council utilises the Goolwa Waste Transfer Station for its residents and ratepayers. Waste collection is now undertaken by the Fleurieu Regional Waste Authority (FRWA) which comprises the Victor Harbor, Alexandrina, Yankalilla and Kangaroo Island Council areas. Domestic waste is transported to Pedler Creek and green organics and comingled recycling is taken to the Goolwa Waste Transfer Facility.

#### 3.4.5 Solid Waste - Opportunities

##### *Establishing Critical Mass for Effective Recycling*

- While new urban growth will exacerbate the problem of the volume of waste disposal it may also create the basis (ie critical mass) for more cost effective recycling service.

### 3.4.6 Stormwater - Issues

The cost of stormwater management infrastructure is a significant constraint for new development areas and in the consolidation of existing urban areas. New development areas and consolidation will place additional stress on the system, and on Council's infrastructure budgets, if a 'traditional' approach to supplying stormwater management infrastructure is to continue. The potential for inundation of flatter areas close to the Town Centre and adjacent water courses also restricts potential for increases in the intensity of development within certain catchments.

The existing broadacre land in Residential Zones at Encounter Bay between Waitpinga Road and the coast are most able to accommodate development without overloading existing stormwater systems.

Stormwater masterplans will be required to determine capacity to increase densities within the existing township (particularly around the town centre) and is a fundamental consideration in determining the suitability of new areas to support future development.

### 3.4.7 Stormwater - Opportunities

#### *Encouraging Stormwater Retention/Detention and Reuse*

- There are opportunities for cost effective stormwater detention/retention and reuse in broad acre residential development and larger scale commercial/shopping development. Detention/retention is also possible for infill development sites within the established areas although this is generally less cost effective and impacts on affordability.
- Develop a strict stormwater management policy to effectively manage stormwater retention/detention and reuse through Development Plan policy for all new developments.

#### *Improving Water Quality*

- The benefits of stormwater detention/retention can include a reduction in dependence on mains water, reducing flooding potential and the ability to include water cleaning devices to improve the quality of stormwater runoff entering local watercourses. Effective engineering guidelines can be included in Development Plans.

### 3.4.8 Electricity - Issues

The major issue concerns future development in the central business area. It is possible that any large scale accommodation or commercial development will require some major augmentation work and possibly a new sub-station closer to the centre.

This has implications for the tourism, hospitality, retail sectors in Victor Harbor.

Growth in electricity consumption is high relative to metropolitan Adelaide. However, growth in dwellings in Victor Harbor is not considered to put pressure on the major electricity infrastructure.

### 3.4.9 Electricity - Opportunities

#### *Reducing Energy Consumption through Energy Efficient Design*

- There are opportunities to reduce energy consumption through energy efficient design and sustainable energy generation. Design techniques can be effectively added to the Development Plan to encourage lower energy use.
- Council has supported the adoption of renewable energy initiatives by households through its solar panel purchase program C-PREP. Council can continue to encourage energy efficient design and renewable energy by providing information to applicants regarding State government grants and subsidies and on the cost savings and health benefits. Council can also take a leadership role in energy efficiency in a number of its own initiatives, including by using renewable energy in Council owned buildings.

### 3.4.10 Gas - Issues

The absence of a reticulated gas network is not a significant constraint to future growth. However, there is an expectation that larger urbanised areas such as Victor Harbor will be provided with a full range of utility services, including gas. New development areas are more cost-effective to supply than retrofitting of existing development.

Gas is a “greener” energy source than coal-based electricity generation.

### 3.4.11 Gas - Opportunities

#### *Developing a Case for Gas*

- There will be increased interest from gas suppliers as potential for demand increases.
- Encouraging new development to incorporate gas as part of utilities infrastructure or provide easements in new housing estates and industrial areas to accommodate future reticulated gas provision.
- Exploring alternative sustainable energy sources such as solar, wave and wind to supplement and potentially replace existing energy sources.

#### **KEY DRIVER – COORDINATED INFRASTRUCTURE AND LAND RELEASE**

**UGMS Objective 1 & 2**

Providing suitably zoned and efficiently serviced residential, commercial, retail and industrial land ahead of demand removes the physical impediments to investment in Victor Harbor. It assists in management of ongoing servicing costs and land prices to facilitate business investment and maintain housing affordability at levels better than metropolitan Adelaide standards.

### 3.4.12 Summary

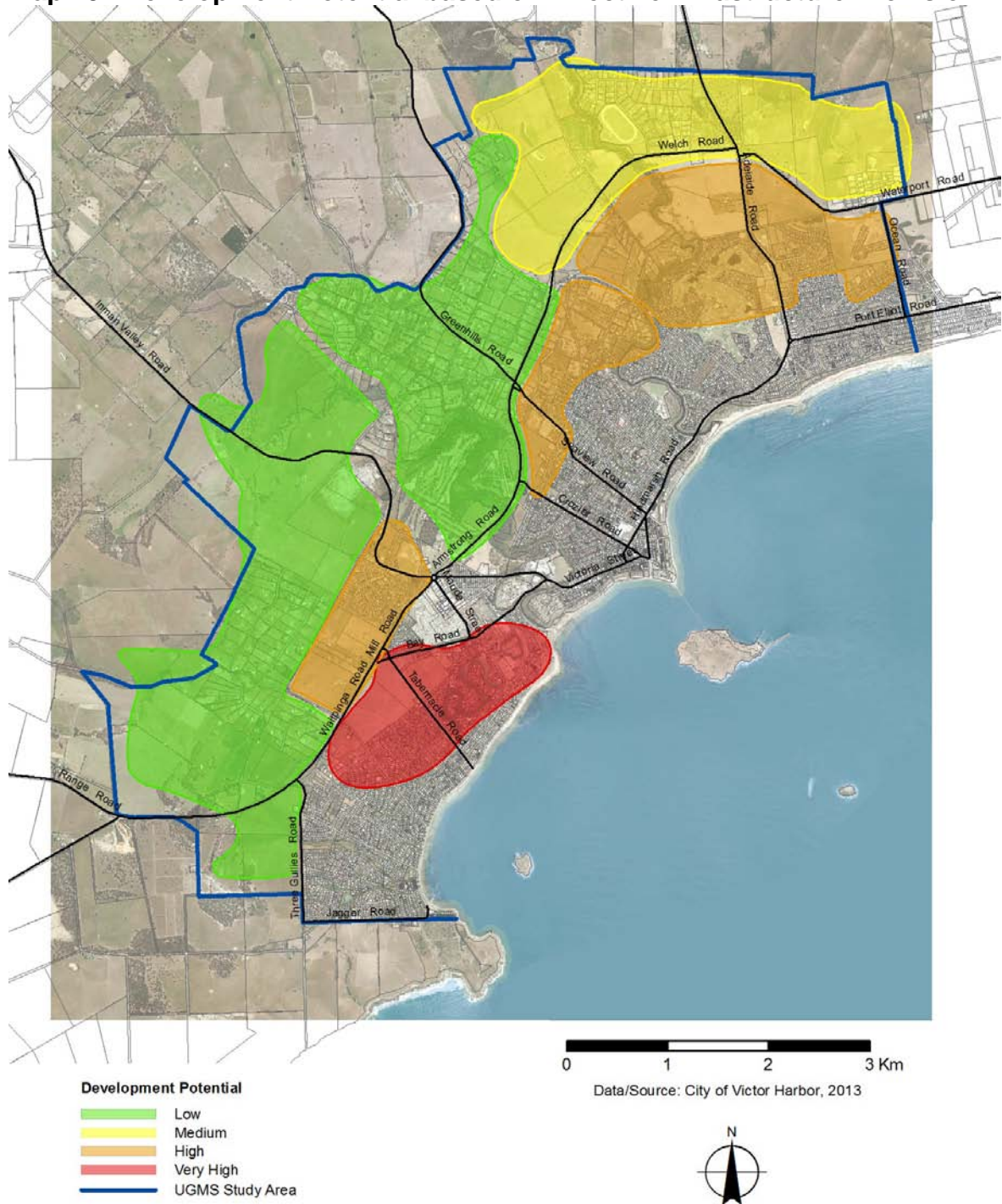
Land on the western side of Victor Harbor within the existing Residential Zones has the highest potential for development from an infrastructure servicing perspective. Elevated areas on the northern side of Waitpinga Road have a lower priority due to costs associated with mains water supply (refer Map 19).

Broadacre land within the eastern areas of the town on the southern (inner) side of the Ring Road are expensive and difficult to service for wastewater but is readily and economically serviceable with mains water and electricity.

There are major isolation and topographic impediments to effective infrastructure provision in all areas of land beyond the Ring Road and Waitpinga Road.



**Map 19 Development Potential based on Effective Infrastructure Provision**



## 3.5 COMMUNITY

### 3.5.1 Contemporary Community Culture - Issues

#### *Sense of Community*

29% of families with children in Victor Harbor identify the friendliness of people, a strong community spirit, and the chance to live in a small community as contributing to making Victor Harbor a great place to live.<sup>101</sup> 12% of families expressed concern about whether these positive qualities would be retained in the longer term.

The challenge is to retain the sense of community, and relaxed country lifestyle that is so attractive to residents, in the face of population growth.

#### *Community Participation*

There are some groups that are at risk of social isolation, and may need extra assistance to actively participate in the community. These include:

- older people and young families who are new to the area;
- people on low incomes who may not be able to afford the costs of volunteering or community activities;
- people living alone
- young people who may be alienated from traditional youth activities;
- people with limited mobility;
- people with poor physical health;
- people who are carers; and
- people with a mental illness.

Victor Harbor's retirement population is highly mobile, as indicated by high levels of inward and outward migration, which can result in lower levels of connection with the community, and reduced informal and family support.

Social isolation and lack of community interaction are strongly associated with poor health. Community participation, even more than participation in activities and recreational pursuits is very powerfully linked with wellbeing, with volunteers standing out from others as having the highest levels of well-being<sup>102</sup>

The non-profit sector can expect to experience a surge in the number of potential volunteers but organisations will need to adopt new approaches and strategies to attract and retain volunteers.<sup>103</sup>

### 3.5.2 Contemporary Community Culture Opportunities

#### *Encouraging Community Interaction*

- encouraging new retirees, migrants and young families to develop connections with their local community to reduce social isolation and improve wellbeing.
- encouraging festivals and community events that include involvement of the local community as well as visitors.
- supporting the development of volunteer management practices in the not-for-profit sector, and supporting the provision of a volunteer referral service for residents wanting to get involved in community life, and share their skills and experiences.
- investigating funding options and models for social inclusion projects, including intergenerational activities.
- investigating provision of a one stop information centre.

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<sup>101</sup> Southern Fleurieu Family Strategy Report, 2004

<sup>102</sup> Sparrow, L (2006) *Social Isolation Literature Review (Draft)*

<sup>103</sup> Boomnet – *Capturing the Baby Boomer Volunteers*, 2001

- encouraging opportunities that support involvement in continuing education by new residents.
- ensuring easy access to information on local services, facilities and resources.
- considering urban design practices that encourage interaction between residents.

### CORE VALUE – SENSE OF COMMUNITY

UGMS Objective 3

Maintaining Victor Harbor's strong sense of community is important to existing residents. It is also important that this sense of community experienced by existing residents is expressed to visitors and embraces new residents of Victor Harbor in a positive way.

### CORE VALUE – LIFESTYLE

UGMS Objective 3

Victor Harbor has a relaxed country seaside lifestyle which is valued by its residents and visitors alike. It is important that this lifestyle be maintained for the benefit of existing and future generations. This relaxed country lifestyle is also important in supporting the tourism sector in Victor Harbor which relies on this seaside image for visitation.

### 3.5.3 Health - Issues

#### *Increasing Demand for Health and Allied Health Services*

Access to medical services is difficult, with long waiting times for specialist medical appointments and general dental services.

In 2009/10 the highest percentage of hospital activity was for persons aged 65 years and over (53%)<sup>104</sup>. During 2010/11 activity continued to increase.

The Southern Fleurieu Health Service has experienced significant growth in demands for services due to population increase and the ageing of the population. During 2011, \$10 million was allocated by the Commonwealth Government for the redevelopment of the Southern Fleurieu Health Service campus.<sup>105</sup>

The General Practitioner (GP) ratio in Victor Harbor represents a persons/GP ratio of 522/GP. This represents an improvement in ration which was 619/GP in 2005<sup>106</sup>. A GP workforce shortage is defined by more than 1408 persons/GP, suggesting that there should not be a GP shortage in Victor Harbor<sup>107</sup>. However, in 2011, residents raised as a major issue a shortage of GPs and long waiting times for appointments together with long waiting times for specialist medical appointments and general dental services.<sup>108</sup> This is perhaps not surprising given that an older population will necessarily generate a higher demand for health services.

Current health services include:

- Palliative care services, same day surgery, orthopaedic and ophthalmology services and chemotherapy;
- Emergency services;
- Mental health services;
- Services for people with disabilities;
- Counselling;
- Drug and alcohol services; and

<sup>104</sup> South Coast Health Advisory Council Inc, *Annual Report 2009/10*

<sup>105</sup> Victor Harbor Private Hospital Inc, *Annual Report 2011/12*

<sup>106</sup> Statistics provided by SAFKI Medicare local based on 2011 Census

<sup>107</sup> KBR (2006) *Victor Harbor Infrastructure Scoping Study*

<sup>108</sup> RDNS (2011) *Southern Fleurieu Positive Ageing Taskforce Community Consultation*

- Management of chronic conditions.
- Renal dialysis
- Dementia support programs

Attracting and retaining suitably trained staff may slow the development and delivery of private and public health services, particularly in respect of specialist services.

### **3.5.4 Health - Opportunities**

- Establishing relationships with health and human service providers and facilitating and participating in networking forums that identify and formulate strategies to resolve critical health and human service issues.
- Developing a social plan targeted to the needs of the entire community, and in particular older people, families with children and young people.
- Providing social impacts advice for significant development proposals and investigating options to implement social impact assessment through planning policy.
- Maintaining up to date information regarding community profile to assist external services and agencies to plan for the future needs of the community.
- Ensure that adequate and appropriately located and zoned land is available to accommodate the future growth of health and community services.

### **3.5.5 Security - Issues**

The principal future policing concerns for a rapidly growing Victor Harbor are:

- the management of crime perception and providing security and safety for older people;
- youth and street behaviour;
- seasonal fluctuations in population and security over vacation premises that are unattended for large parts of the year;
- growing traffic congestion within the urban-rural road system and in particular the Adelaide – Victor Harbor road; and
- festivals and events.

### **3.5.6 Security – Opportunities**

- Developing guidelines for defensive urban design in the development and re-development of urban areas in consultation with the South Australian Police (SAPOL) to maintain a safe urban environment.
- Considering provision of youth spaces, recreation programs and opportunities for positive engagement of young people.

### **3.5.7 Emergency Services – Issues**

The principal concerns for fire services in a rapidly growing Victor Harbor are:

- seasonal fluctuations in population make assessment of population size difficult. Service provision can be significantly impacted by occupancy rates;
- potential for multi-storey buildings requires specialised equipment which is of concern;
- increases in aged care accommodation and higher care facilities, whilst complying with the building code, will raise particular issues with risks associated with populations that are less mobile;
- the incidence of emergency requirements in special cases such as road crashes and trauma;
- wild fire potential associated with north-west winds and the threat to areas such as Wilson's Hill, Back Valley and the rural fringes of Victor Harbor;
- expansion of any development (rural living or urban) into areas beyond the Ring Road and Waitpinga roads may increase the risk to asset damage. Moves away from broad-acre

farming may increase risk and property densities may restrict the ability of the CFS to establish clear fire lines.

### **3.5.8 Emergency Services - Opportunities**

- Improving protection from wild fire for development on township edges through incorporation of fire protection design measures in Development Plans;

### **3.5.9 Library Services – Issues**

- Technological advances changing the format and delivery strategies of library collection;
- Technological advances increasing access issues for individuals with low/no skills in the use of technology, and isolating those from lower socio-economic households;
- The ageing nature of the population resulting in an increase in library access issues for homebound and isolated individuals;
- The increased demand in the community to participate in ‘literary experiences’ and programs encouraging social interaction.

### **3.5.10 Library Services - Opportunities**

- Re-evaluate the Library facility at its 10 year anniversary (2017) to ensure that it still appropriately accommodates changes in demographics and usage, and advances in technology;
- Participate in state-wide co-operative initiatives in library services, utilising large scale consortia agreements where possible to maximise services and reduce costs;
- Monitor customer and community demands and organise library programming that best meets these demands.

### **3.5.11 Council Owned/Operated Community Facilities - Issues**

#### *Space for Arts Activities Needed*

Previous consultations have identified the need for:

- flexible, multi-purpose, low cost spaces for performances and exhibitions;
- access to public spaces and grassed areas for arts and cultural events.

#### *Growth in Demand for Community Meeting Places*

There is likely to be significant growth in demand for accessible and affordable meeting places for community groups and community social and recreation activities, arts and cultural activities, and also to accommodate growing interest from older age groups in continuing education.

While there are a number of community meeting places available, the facilities are rudimentary and may not always meet the needs of the community.

### **3.5.12 Council Owned/Operated Community Facilities - Opportunities**

- Improving and expanding current arts and other community facilities.
- Rationalising existing facilities and consolidating activities into fewer flexible spaces that more effectively and efficiently serve the needs of the younger and older communities.

### **3.5.13 Children’s Services - Issues**

Given the nature of predicted population growth and current capacity of existing child care services, the availability of child care is not a limiting factor or constraint. However, a shortage in child care facilities may deter young families with working parents from choosing to live in Victor Harbor.



### 3.5.14 Children's Services - Opportunities

- Identifying and zoning land to accommodate expansion of child care facilities ahead of demand.
- Making the town more family friendly by planning for the provision of parenting facilities.
- Contributing to the development of a child and family friendly community by promoting and supporting the principles of UNICEF's Child Friendly Community Initiative and in particular the Child Friendly South Australia initiative.

### 3.5.15 Aged Care - Issues

Following the Productivity Commission's Report *Caring for Older Australians* published in 2011<sup>109</sup> the Australian Government has developed a reform plan (*Living Longer Living Better*) for the provision of residential aged care and community based services for older people.

The government plans to increase the number of both residential aged care places and community care packages. Under the new arrangements there will be four levels of home based care with the intention that this will facilitate people living for longer in their own homes.

The government will subsidise 113 residential care and community packages per 1,000 population aged 70 years and over from 2011. Forty four of these will be residential high care, 44 residential low care and 25 are to be community care packages.

The rapidly growing and ageing population will increase demand for residential aged care places, and the increasing trend to provide community based care will mean that the provision of adaptable housing and more easily maintained dwellings located close to services will become even more important in the future.

### 3.5.16 Aged Care - Opportunities

- Identifying and zoning land suitable for future residential care facilities and/or expansion of existing facilities in line with demand and that are highly accessible to allied health services.
- Encouraging adaptable housing options, and incentives for adoption, in the Development Plan to support ageing in place.
- Encouraging the planning and provision of in home assistance and support for carers to reduce the premature demand for residential aged care places.

### 3.5.17 Disability Access and Information - Issues

The incidence of disability in the 0-4 age group is 4%, in the 60-64 age group 40%, and over 85 years 80%.<sup>110</sup>

Given the growth and ageing of Victor Harbor's population, the number of people with a disability is expected to increase. This has implications for Council's policies and procedures, information, infrastructure development and maintenance, car parking, and pedestrian access.

### 3.5.18 Disability Access and Information Opportunities

- Raising awareness of disability issues amongst businesses, clubs and associations.
- Improving information on services and facilities aimed at assisting people with disabilities.
- Providing safe footpaths and roadways to minimise conflict between gophers, wheelchairs and cars/pedestrians.
- Ensuring that the planning, design and construction of assets, infrastructure and open space facilities consider the particular needs of an ageing community and people with a disability.

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<sup>109</sup> Australian Government Productivity Commission (2011) *Caring for Older Australians*

<sup>110</sup> Capable Consulting (1999) *Final Report on the Access Project*

### 3.5.19 Sport and Recreation - Issues

#### *Outdoor Sporting Space and Facilities*

Sporting facilities are not equitably spread across the town.

The Encounter Bay Recreation Reserve is fragmented in design and use. This creates inefficiencies and additional cost in service provision.

The Investigator College (Junior School) sports facilities are only partly available for broader community use, even through the agreement between Council and the school requires community use and a contribution to maintenance by Council.

There is a high provision of tennis courts in the town relative to level of use.

There are no soccer fields in Victor Harbor despite potential demand based on South Australian participation data. There are no opportunities on existing ovals due to the rigid design of the Australian Rules football ovals. This sport relies on facilities outside the Council area.

#### *Indoor Sport and Recreation Facilities*

There is demand for an additional two indoor basketball courts within the existing indoor sports centre (Victor Harbor Recreation Centre).

Facilities for badminton and table tennis within the Recreation Centre are not catered for.

There are limitations with existing fitness facilities and fitness health programs.

There are limitations with existing swimming pools, which are not available for general public access. However a new public indoor pool would require a regional focus in order to be viable. Studies undertaken by Council demonstrate that an aquatic centre will only be financially feasible once the population reaches 20,000. Based on continued population growth of 3%, an aquatic centre would not be feasible before 2020. However, if this were reviewed as a regional facility, the existing regional population would provide a viable catchment.

However, the Victor Harbor Recreation Centre, which also services Port Elliot, Middleton and Goolwa has reached operational capacity. This population catchment is over 23,000. Council has also identified a need for two additional multi-purpose indoor recreation courts.

Therefore, from a regional perspective there is support for a regional indoor wet and dry leisure centre comprising gymnasium, multi-purpose courts and swimming pools.<sup>111</sup>

There is no quality community centre or youth centre to provide a hub for community activities. There is community interest in a centre that has family, youth and broader community focus.

#### *Recreation and Open Space Facilities*

The quality, appeal and function of key recreation parks, including the foreshore area requires improvement.

Many neighbourhood and local open spaces are of poor quality and lack diversity and facilities.

There is a high demand for walking and cycle tracks. Existing paths required major upgrades to meet this demand.

There is no neighbourhood park within the established central area of Victor Harbor.

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<sup>111</sup> Colliers (2006) *Indoor Recreation Facilities Location Options Study*

### *Council Needs Partners to Fund all Recreation Facilities*

The future provision of recreation and sporting facilities on the South Coast will largely depend upon the mix of private sector investment and public funding. Council is unlikely to be able to fund all of the services anticipated by the community.

The ageing population will create demand for facilities and programs that support lower impact and health related activities. Many facilities are related to a much younger cohort than the current and projected dominant demographic. This has implications for regional initiatives.

### **3.5.20 Sport and Recreation - Opportunities**

The recreation and sport potential for the region provides the following opportunities:

- Supporting tourism growth;
- Increased rate base and economic growth;
- Increased community diversity as new people move to the area;
- increased demand for facilities as the population grows;
- developing partnerships with private operators and neighbouring Councils to share the cost of providing regional based facilities;
- providing State Government funding opportunities;
- developing a regional indoor wet and dry recreation facility;
- opportunities for consolidation and sharing of public, private and education based recreation facilities;
- developing an open space guideline (implemented through Development Plan provision) for the region to achieve a consistent and formalised approach to open space provision and the allocation of recreation zoned land;<sup>112</sup>
- consider age structure of population in planning and delivery of recreation facilities and opportunities;
- consider changing recreational preferences;
- consider the need for flexible and multi-purpose facilities to meet changing needs and increase efficiency.

### *Outdoor Sporting Space and Facilities*

- Redesigning the Encounter Bay sportsgrounds and improving connection between various sports;
- While soccer grounds are provided in the Alexandrina Council area, local facilities could be considered;
- Reviewing the Land Management Agreement for the Investigator College (Junior School) sports facilities;
- Investigate relocating the Hindmarsh Valley tennis club to the Investigator College courts;
- Decommissioning some of the tennis courts on the foreshore or make multi-use.

### *Indoor Sport and Recreation Facilities*

- Developing an integrated recreation facility for aquatic and fitness facilities.
- Identifying a large meeting and function space for community activities or better utilising the civic centre and library for this purpose.

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<sup>112</sup> Suter & Associates and Jensen Planning and Design (2004) *Southern Fleurieu Regional Recreation, Sport and Open Space Strategy*.

### *Recreation and Open Space Facilities*

- Establishing key recreation areas and upgrading linear connections along the Inman and Hindmarsh Rivers;
- Upgrading the Hindmarsh River Walking Trail, Inman River Walking Trail, Hindmarsh Falls Walking Trail, The Bluff Walking Trail and the Coastal bike/walkway.

### **3.5.21 Boating Facilities - Issues**

#### *Limitations at Granite Island Jetty*

Anecdotal advice from users of Granite Island jetty suggests that the area is vulnerable to significant swells under certain conditions, making loading and unloading difficult and hazardous. Access to service the jetty is also limited by the Causeway.

#### *Increasing Demand for Boating Facilities*

A key driver for preparation of the Boating Strategy was the increasing demand for boating facilities. Existing facilities have difficulty accommodating the increasing number of boat users, particularly during peak school holiday periods.

### **3.5.22 Boating Facilities - Opportunities**

#### *Improving Boating Facilities*

- a larger population base and higher use of existing facilities is likely to generate demand for upgrading of existing facilities.
- managing boating facilities so as to not unnecessarily impact upon traditional beach facilities or the marine environment.

### **3.5.23 Education - Issues**<sup>113</sup>

#### *Primary and Secondary Education*

While it is projected that Victor Harbor's population will continue to age, it is also projected that the 0-14 age group will grow, albeit at a slower rate than the 50+ age group. As such, there will continue to be a steady demand for expanded primary and secondary school education. This demand will further rise if Objective 1 of the UGMS is met.

In 2011 a \$7 million redevelopment of the Victor Harbor High School senior school, resource centre, and new language and science laboratories was completed.

#### *Tertiary Education*

35% of families with children in Victor Harbor identified education as the most significant challenge facing their family. 34% identified a lack of employment opportunities for their children on completion of school as a significant challenge facing their families.<sup>114</sup>

The increasing demand for workers in the health and community services sectors and aged care sectors in particular, has been associated with a demand for up-skilling of qualifications of persons employed in those sectors.

There is a need for expanded post school education and training facilities in the region to limit the number of persons leaving the region to obtain training and qualifications elsewhere.

There is also strong interest within the ageing community in continuing education, with participation in various TAFE courses and the University of the Third Age.

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<sup>113</sup> KBR (2006) *Victor Harbor Infrastructure Scoping Study*

<sup>114</sup> Fleurieu Families Parenting Connections (2005) *Southern Fleurieu Family Strategy Report*, prepared for Alexandrina, Victor harbour and Yankalilla Councils.

### 3.5.24 Education - Opportunities

#### *Improving Access to Tertiary Education*

- Supporting the development of campuses of Flinders University and other tertiary institutions at Victor Harbor.
- Attracting interstate and overseas students to increase the viability of expanded course structures and fill the high proportion of seasonal and part-time employment options.
- Consider the potential for TAFE to diversity educational opportunities through partnerships with other providers such as WEA and universities.

#### *Providing Opportunities for Expansion of Education Facilities*

- Identifying suitable land for expansion of primary, secondary and tertiary education facilities.

#### KEY DRIVER – EDUCATION

#### UGMS Objective 1

Providing improved tertiary education and increased employment opportunities for school leavers will dramatically improve the likelihood of attracting and keeping younger families.

Access to tertiary education and training (University/TAFE) assists in reducing the net out-migration younger people (15-30 year olds), improves the knowledge base of existing workers and supports existing businesses, increases the number of stable employment options, raises the profile of Victor Harbor, increases cultural diversity through overseas student placements, creates opportunities for shared use of facilities and provides the necessary critical mass to support improved information and communication technology services and improved public transport networks.

## 3.6 ENVIRONMENT

### 3.6.1 Climate Change - Issues

Planning for adaptation to climate change is a relatively new concept. South Australia has been the first State to legislate targets to reduce greenhouse gas emissions, with legal targets for emission cuts and mandatory renewal targets under the *Climate Change and Greenhouse Emissions Reduction Act 2007*. “*Tackling Climate Change: South Australia’s Greenhouse Strategy 2007 – 2020*” includes an Action Plan for State Government Agencies to implement, up to 2012.

Examples of some projected regional impacts of climate change include:

- Increased frequency of higher temperatures – increasing energy consumption in warmer months;
- Sea level rise combined with more intense and regular storms – increasing the vulnerability of low lying coasts with limited setback to adapt. The Intergovernmental Panel on Climate Change projects a 9cm to 88cm sea level rise by 2100;<sup>115</sup>
- More extreme rainfall events – increasing flooding potential in low lying areas.
- By 2020, significant loss of biodiversity in some ecologically rich sites, including the Great Barrier Reef and Queensland Wet Tropics;
- By 2030, water security problems are projected to intensify in southern and eastern Australia;
- By 2030, production from agriculture and forestry is projected to decline over much of southern and eastern Australia due to increased drought and fire.

<sup>115</sup> Bardsley D (2006) *There’s a change on the way – An initial integrated assessment of projected climate change impacts and adaptation options for Natural Resource Management in the Adelaide and Mt Lofty Ranges Region, Adelaide*



### 3.6.2 Climate Change - Opportunities

Climate change adaptation planning at a Council or regional level would assist to:

- support opportunities for energy efficient urban design, water sensitive design and sustainable energy generation;
- constrain capital intensive development in low-lying areas susceptible to sea level rise along the coast or susceptible to increased flooding risk adjacent watercourses;
- support opportunities for more capital intensive, higher density development on elevated land further from the coast.

### 3.6.3 Ecological Values - Issues

Victor Harbor's rivers, estuaries, wetlands, vegetation, coastal beaches, cliffs and islands are highly valued by residents and visitors to Victor Harbor. Many of these features are protected under legislation and built into the development assessment referral process. However, this level of protection must be supported by active management of these resources.

Continued urban development affects ecosystem health. The streams, creeks, wetlands and rivers surrounded by hardened watersheds are less diverse, less stable and less productive than in natural watersheds, unless designed to limit damage and to improve and enhance affected ecosystems.

Further growth will also place pressure on vegetation, including roadside vegetation which is the only remaining local remnant vegetation in many areas.

### 3.6.4 Ecological Values - Opportunities

- Encouraging ecologically sustainable urban design to not only protect, but enhance Victor Harbor's natural features, protects its watercourses and maintain the quality of life for its residents and visitors.
- Developing clear guidelines for the retention of remnant vegetation in roadsides and in new development via Council policies and the Victor Harbor Development Plan.
- Incorporating biodiversity conservation measures in the Victor Harbor Development Plan.

### 3.6.5 Landscape Values - Issues<sup>116</sup>

The key scenic components of Victor Harbor include the hills faces, trees, rivers and the sea view. These play an important part in defining the character and identity of the town.

Expansion of urban areas and infill of established areas, if not managed carefully, has potential to impact negatively on the existing town setting which is so highly valued by its residents and visitors. Protecting scenic views is an important part of maintaining that character.

The steep topography and landscape setting contain outward growth and provide rural and sea views from within and on approach to the town that contribute to its rural character.

The rural area/green belt between Victor Harbor and Port Elliot maintains the individual character and identity of these towns.

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<sup>116</sup> Dr Andrew Lothian (2006) *Victor Harbor Landscape Amenity Report* for the City of Victor Harbor

### **3.6.6 Landscape Values - Opportunities**

The key opportunities to respond to the above issues and meet the UGMS Objectives, include (refer Map 20):

- Protecting the exposed hills face of Newland Hill and also Porter Hill, Crozier Hill and Brown Hill;
- Protecting views from Ring Road, Waitpinga Road, Inman Valley Road, Greenhill Road, Day Road and from the Bluff and Porter Hill;
- Protecting skylines when viewed from Bluff and Porter Hill;
- Minimising buildings at the base of Crozier Hill (this issue is addressed under current Development Plan)
- Restricting housing along the Ring Road; large lots to retain “open” appearance, retention/provision of recreational facilities/open spaces;
- Ensuring no net loss of trees/biodiversity and protection of roadside vegetation;
- Retaining a green belt between Victor Harbor and Port Elliot to maintain the identity of each town through Development Plan Policy (outside of the UGMS study area and within the adjoining Alexandrina Council area).
- Protecting vegetation along Inman and Hindmarsh Rivers and establish linear parks with visitor facilities and walking/cycling trails.
- Protect significant remnant vegetation on Council reserves.
- Consider integration with policies of Water Allocation Plan.

### **3.6.7 Town Character and Heritage Values – Issues**

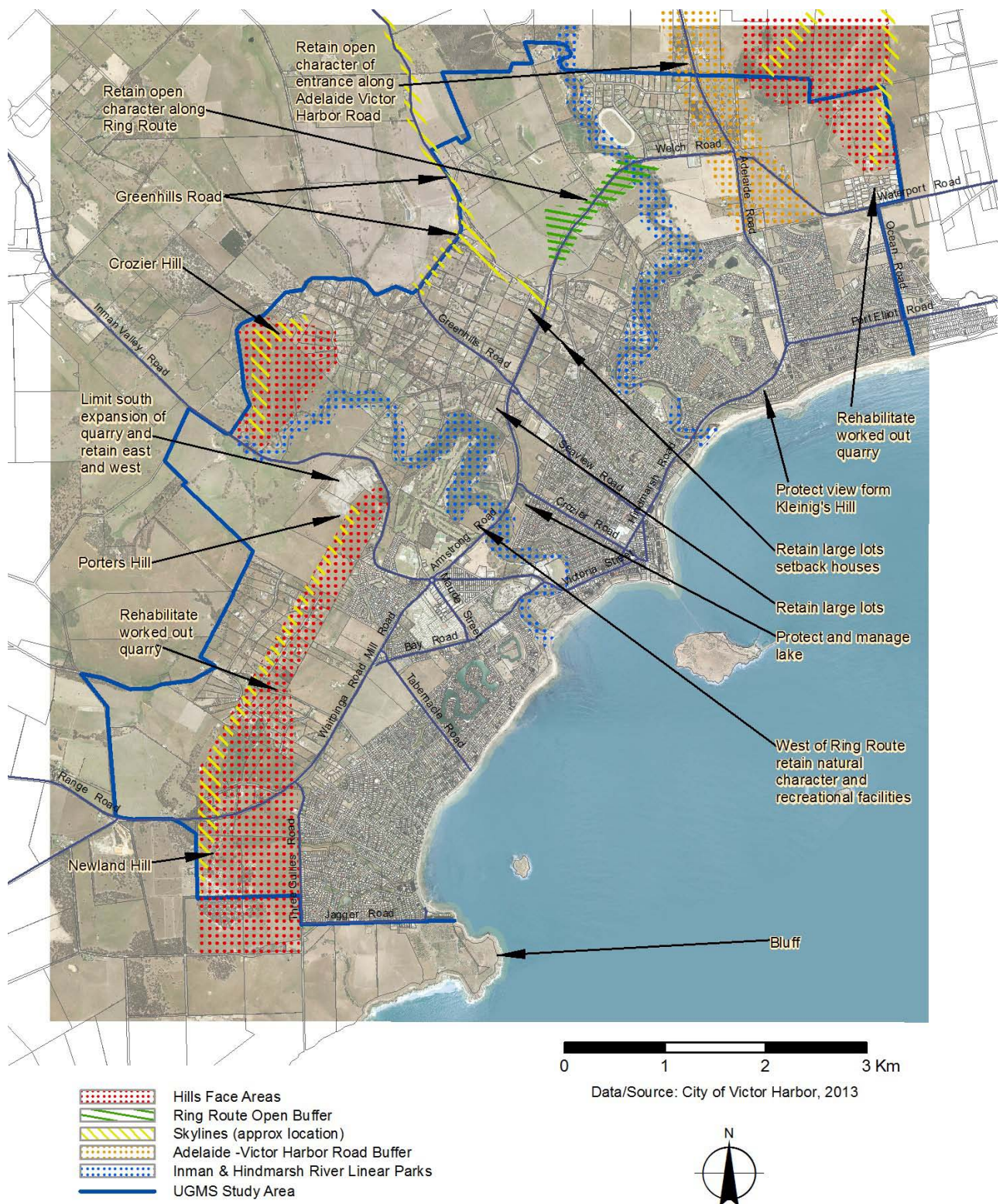
Victor Harbor is characterised by a small, historic regional/coastal town feel which is highly valued by its communities and visitors. Maintenance of this character will need to be balanced against opportunities for further urban consolidation close to, and within, the town centre.

Prior indigenous occupation and cultural heritage together with non indigenous heritage places and buildings should be recognised, protected and interpreted into the development of Victor Harbor. These places also make a contribution to the tourism potential of Victor Harbor.

### **3.6.8 Town Character and Heritage Values Opportunities**

- Consider the Indigenous and non Indigenous heritage of the town to develop visual themes, add to the tourism experience and contribute to town character and identity of Victor Harbor.
- The character of the town centre needs to be retained in a way that underpins economic development that encourages investment in and maintenance of historic buildings.
- Investigate the scope for using historic buildings to address the shortfall of community, retail and commercial space. Adaptation is considered an acceptable conservation practice.
- Development of the town centre can underpin the adaptation of historic buildings to new uses and hence retention of the existing character.
- Council-owned heritage assets may contribute to the UGMS aims.

Map 20 Scenic Amenity



### 3.6.9 Agricultural Resources - Issues

Land with a very high agricultural significance rating lies to the north of the urban area of Victor Harbor on gently sloping land west of the Hindmarsh River. The majority of this land lies beyond the UGMS Study Area. However, there are areas of moderate to high agricultural significance within the study area.

There will need to be measured trade-offs between the value of retaining areas of agricultural significance for primary production compared with urban development.

### 3.6.10 Agricultural Resources - Opportunities

- There are opportunities for northward expansion of the town to the west of the Hindmarsh River, opposite the ring road (if required) since this land, whilst of moderate agricultural significance<sup>117</sup>, is highly suitable for future expansion of the town when compared with other options (compared at Item 4.2.3). However, the preferred growth scenario (at Item 4.3) does not propose or require expansion into this area prior to the year 2030.

### 3.6.11 Catchments and Water Resources - Issues

#### *Encouraging a Compact Urban Form*

There is a desire to contain urban sprawl and increase densities in existing urban areas where infrastructure (ie stormwater) capacity permits. The benefits include shorter journeys and reduction in air and water pollution. However, there are challenges for urban consolidation within established areas due to stormwater infrastructure constraints, historic urban character sensitivities and the continued strong desire for single detached dwellings.

Urban consolidation must be undertaken in a coordinated manner to ensure that these issues are appropriately addressed and will not lead to increases in incidence of inundation, poorer water quality or loss of Victor Harbor's positive natural or built form character.

The Cambrian aquifer offers some potential for small scale Aquifer Storage and Recovery (ASR) of stormwater, as the available information suggests that it is relatively fractured. As stormwater ASR invariably requires associated wetlands/detention basins to provide a balancing storage/water treatment function, availability of suitable land may be a constraint.

### 3.6.12 Catchments and Water Resources - Opportunities

#### *Managing Impacts through Ecologically Sustainable Urban Design*

- Increasing density, reducing sprawl and designing new land divisions and buildings in accordance with Ecologically Sustainable Design (ESD) principles to reduce the ecological footprint (this has some impact on housing affordability and land values but is a practical approach for environmental and cost efficiency reasons).
- Incorporating water sensitive urban design principles in broad acre communities to minimise impact on water quality;
- Developing water conservation and re-use initiatives.
- Developing a system for developer contributions to environmental works;
- Seeking State Government funding for major environmental improvement projects;

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<sup>117</sup> Government of South Australia (2006) *Agricultural Significance Assessment for Rural Land Adjacent to Victor Harbor*, Primary Industries and resources SA Development Planning and Policy Unit in Association with Rural Solutions SA

### 3.6.13 Parks, Reserves and Open Space - Issues<sup>118</sup>

#### *Open Space*

Council's resources are stretched in attempting to maintain its parks, reserves and open space to acceptable community standards. Increased growth is likely to add further reserves to the list, or provide additional resources to assist in maintenance and development of existing reserves.

#### *Natural Areas*

There are large areas of bushland and watercourses with limited resources available to maintain and rejuvenate them. There is a high reliance on a limited number of volunteers.

There is potential impact from development along the coastline.

There is potential for the conservation value of a number of parcels to be compromised by human activity.

Some sections of the Inman River and Hindmarsh River corridors are in poor condition. Some sections are in private ownership. This should be addressed where possible.

There is a high cost involved in maintaining walking trail systems in bushland. There is a lack of pathways and picnic facilities connected to natural settings.

Many streetscapes have no trees.

### 3.6.14 Parks, Reserves and Open Space - Opportunities

#### *Open Space*

- Developing guidelines for new land divisions for the development of high amenity but low maintenance passive reserves and parks to minimise Council's ongoing maintenance liability while maintaining the natural environment and quality of life for residents;
- Creating a hierarchy of open space and recreation areas to identify assets and resource allocation.
- Identifying and coordinating in advance, locations for reserves and parks in new development areas;
- Developing guidelines for standard street landscaping and street furniture (ie trees, footpaths, seats, signage) for all new development which is high amenity and low maintenance.
- Establishing a tree planting fund for existing urban areas.

#### *Natural Areas*

- Developing guidelines and incorporating in Development Plan to manage development along the coastline and riverine corridors so as to not detrimentally impact visually or physically on the natural environment;
- Restricting public access to some conservation areas and reinforcing conservation as the primary purpose.

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<sup>118</sup> Suter, S (2007) *Volume 1 – Context Report, Recreation and Open Space Provision and Demand Analysis*

### CORE VALUE – ENVIRONMENT

### UGMS Objective 3

A high level of population growth, if not well managed, can have a significant affect upon the natural environment, landscape character and built and cultural heritage. Victor Harbor sits within a sensitive natural environment. It is therefore important that the future growth is directed and effectively managed so as to minimise impact upon the natural environment as well as the general landscape and built form character of the City.



#### UGMS OBJECTIVES

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

## 4. GROWTH SCENARIOS

# Chapter 4

### Chapter Outline

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

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

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

### Summary of Key Points

After reading this chapter, you should understand the following:

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

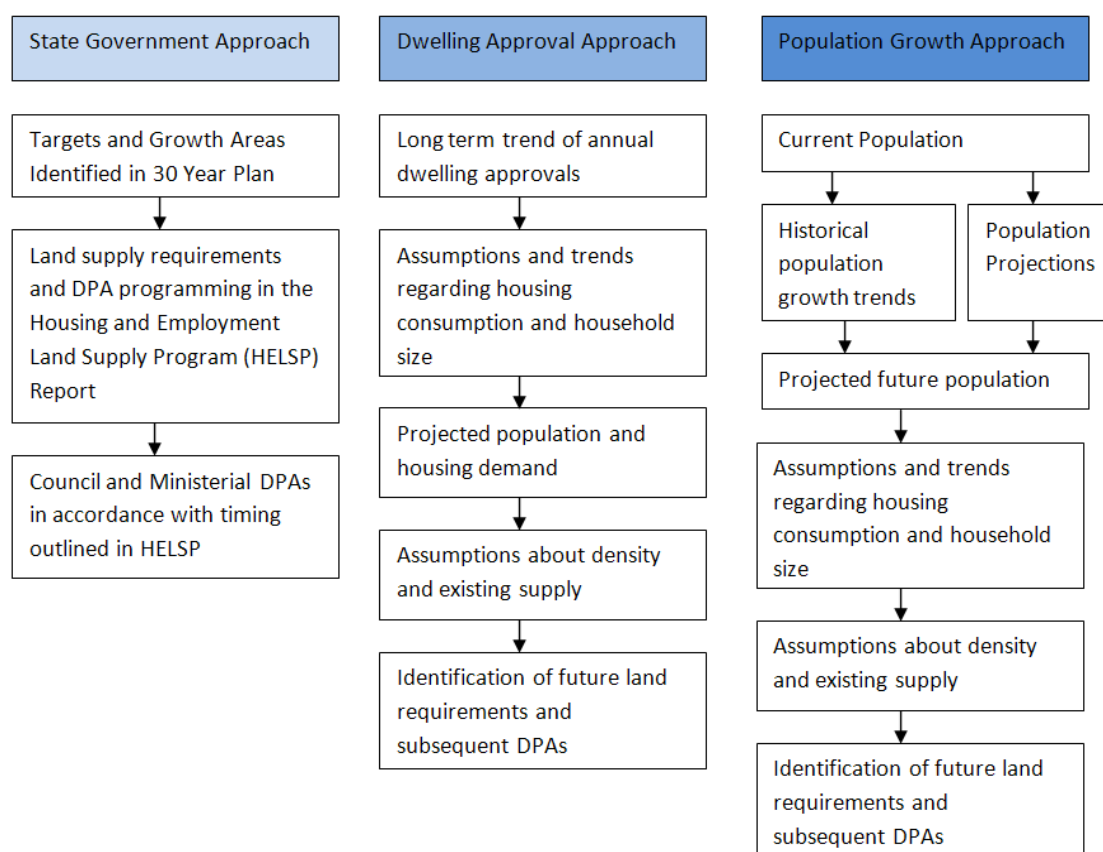
## 4.1 RESIDENTIAL LAND REQUIREMENTS

### 4.1.2 Residential Land Supply and Demand, 2012

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

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

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



### 4.1.3 State Government Approach

#### *Methodology*

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

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

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

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

#### *Outcomes*

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

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

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

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

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

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

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

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

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

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

#### *Assumptions and Limitations*

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

#### **4.1.4 Dwelling Approval Approach**

##### *Methodology*

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

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

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

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

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

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

**Table 5 Population Projections based on the 'Dwelling Approval' approach**

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

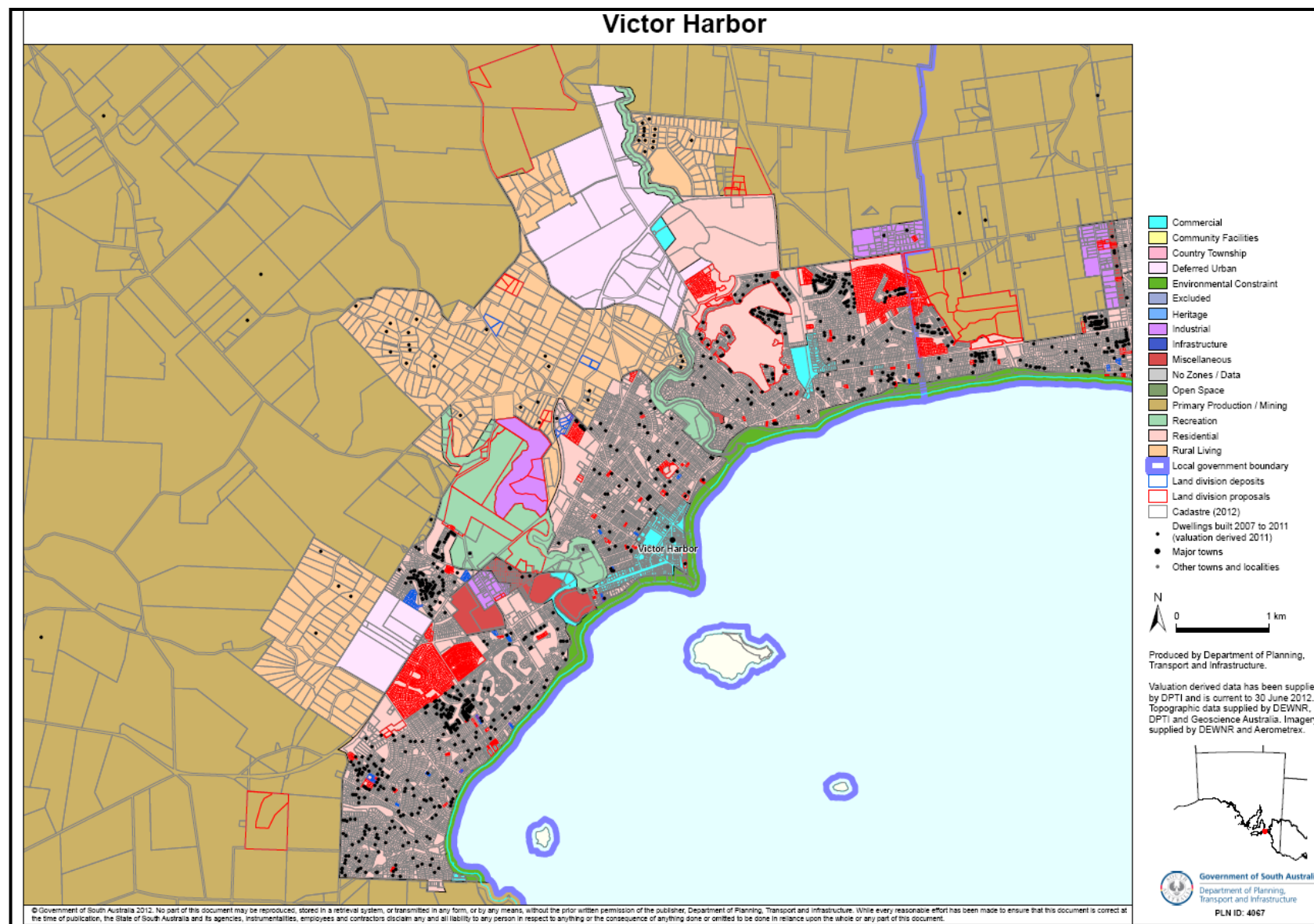
Table 5 shows that the number of dwelling approvals each year has varied in recent times, with the five year trend showing fewer dwelling approvals, the ten year trend showing a high rate of approvals, and the seventeen year trend showing an "intermediate" level of approvals.

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

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

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

Figure 12 Recent Development Activity around Victor Harbor





## Assumptions and Limitations

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

### 4.1.5 Population Growth Approach

#### Methodology

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

#### Outcomes

**Table 6 Historical Rates of Population Growth**

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

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

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

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

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

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

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

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

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

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

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

#### *Dwelling Demand Based on the Population Growth Approach*

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

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

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

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

#### *Assumptions and Limitations*

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

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

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

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

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

#### 4.1.6 Preferred Approach

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

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

#### 4.1.7 Land Supply Requirements

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

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

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

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

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

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

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

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

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

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


#### *Existing Land Supply*

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

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

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

**Table 10 – Land Supply Requirements**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

#### *Conclusion*

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

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

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

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

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

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

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



## 4.2 EMPLOYMENT LAND SUPPLY AND DEMAND

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

#### *Supply*

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

#### *Assumptions*

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

#### *Demand*

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

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

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

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

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

### Supply

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

### Assumptions

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

### Demand

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

### Other

There is also projected demand for:

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

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

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

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

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

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

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

##### *Supply*

Existing Supply = 40ha

##### *Assumptions*

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

##### *Demand*

Additional Demand between 2006 – 2011 = 20ha

Additional Demand between 2011 – 2016 = 10ha

Additional Demand between 2016 – 2030 = 20ha

Total Additional Demand by 2030 = 50ha

Total Projected (possible) Supply = 39ha

Total Projected Shortfall = 11ha

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

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

## 4.3 Possible Physical Growth Scenarios

Scenario 1



### Continue with Existing Approach

#### Brief Description

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

Such a pattern has the following spatial implications:

#### Spatial Advantages

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

#### Spatial Disadvantages

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

#### How could this happen?

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

Scenario 2



### Directed Growth towards Port Elliot

#### Brief Description

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

Such a pattern has the following spatial implications:

#### Spatial Advantages

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

#### Spatial Disadvantages

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

#### How could this happen?

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

Scenario 3



### Directed Corridor Growth

#### Brief Description

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

Such a pattern has the following spatial implications:

#### Spatial Advantages

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

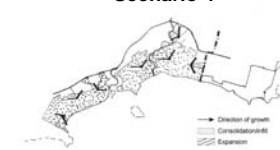
#### Spatial Disadvantages

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

#### How could this happen?

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

Scenario 4



### Consolidation and Infill

#### Brief Description

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

Such a pattern has the following spatial implications:

#### Spatial Advantages

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

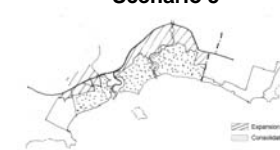
#### Spatial Disadvantages

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

#### How could this happen?

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

Scenario 5



### Directed Growth – Expansion, Consolidation and Infill

#### Brief Description

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

Such a pattern has the following spatial implications:

#### Spatial Advantages

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

#### Spatial Disadvantages

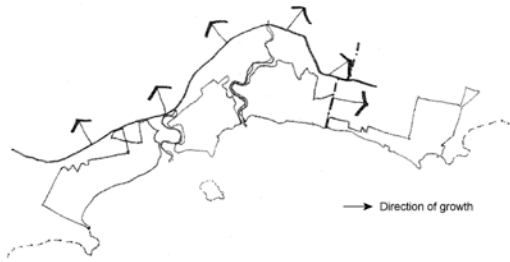
- Increases potential for impact on existing township character.
- Requires retrofitting/upgrading of existing physical infrastructure and increased maintenance as a result of increased capacity and frequency of use.

#### How could this happen?

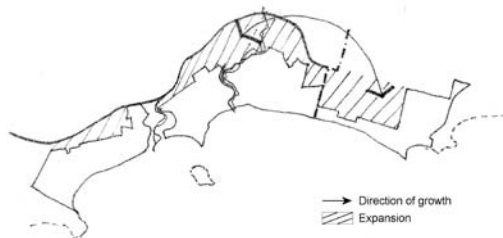
The Ring Road defines the Town boundary to the north, with broad acre land below (south) rezoned at low-medium densities. Existing deferred urban areas to the west are similarly zoned. Increased growth and a mix of dwelling types is provided for in purpose zoned areas considered appropriate for redevelopment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

### 4.3 Possible Physical Growth Scenarios

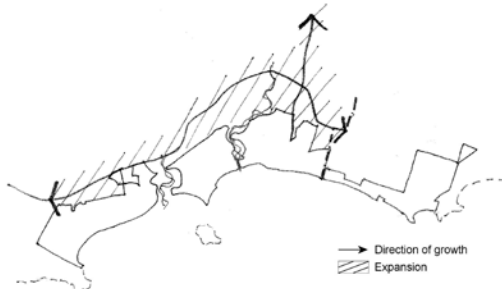
#### Scenario 1



#### Scenario 2



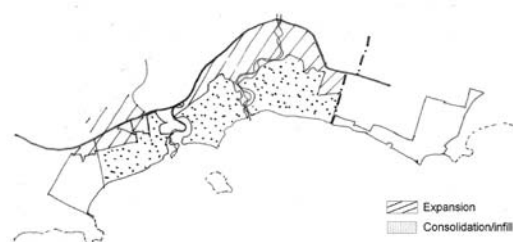
#### Scenario 3



#### Scenario 4



#### Scenario 5



#### 4.2.3 Comparison of Scenarios

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

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

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

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

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

zoned accordingly, with areas of special character protected.

### **4.3 PREFERRED GROWTH SCENARIO**

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

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

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



## UGMS OBJECTIVES

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

# Chapter 5

## 5. URBAN GROWTH MANAGEMENT STRATEGY

### Chapter Outline

This chapter provides the Strategies and Actions to manage and direct the sustainable growth of Victor Harbor to the Year 2030. Each UGMS Objective is supported by “desired outcomes” and directed “strategies” and “actions” for implementation.

While the strategies and desired outcomes for Victor Harbor are expected to remain unchanged to 2030, the supporting actions are intended to be temporary only, reflecting the particular ‘context’ at the time of their preparation. The implementation of the actions will be considered by the City of Victor Harbor in its shorter term strategic planning and business planning based upon the relative importance of each action in meeting the UGMS Objectives and the resources available at that time.

The strategies and actions are followed by a series of supporting plans. The plans provide the spatial framework within which the strategies and actions are to be implemented.

The Desired Outcomes, Strategies, Actions and Concept plans have been developed in response to conclusions drawn from analysis of the issues, opportunities and growth scenarios in the preceding Chapters.

### Summary of Key Points

After reading this chapter, you should understand the following:

1. The desired outcomes for Victor Harbor to 2030 and the proposed strategies and actions identified to meet those outcomes.
2. The proposed land use patterns for Victor Harbor to 2030 to provide the spatial framework to achieve the UGMS Objectives.
3. That the proposed short term actions are based on longer term strategies to meet the UGMS Objectives for 2030.
4. That the implementation actions are dependent upon funding being made available and subject to periodic review.
5. Structure planning (land use planning) provides the framework within which to manage growth. It does not, in itself, provide the impetus to re-direct growth to meet the UGMS Objectives. This is achieved via the coordination of spatial change with applied effort through governance to encourage investment (financial, social or environmental) in the form desired to meet the UGMS Objectives.

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## 5.1 OBJECTIVE 1 – A STRONG ECONOMY AND SUPPORTIVE BUSINESS ENVIRONMENT.

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### Desired Outcomes

- A supportive environment for small business
- An increase in the proportion of working people in the population.
- A range of appropriate housing types to meet current and future needs
- Strong transport and communication networks, locally, interstate and overseas
- Learning and training opportunities that focus on local needs

*The following plans provide the spatial framework related to this Objective:*

*Map 21 - Residential Land Concept Plan*

*Map 22 - Employment Land Concept Plan*

*Map 23 – Connectivity Concept Plan*

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### 5.1.1 Strategies

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#### Employment and Economic Development

- 1.1 Support an increase in appropriate business investment and employment opportunities
- 1.2 Promote Victor Harbor's competitive advantages in order to encourage new businesses and industries
- 1.3 Plan for an improved range of services and better access to them
- 1.4 Encourage improved reputation and business climate
- 1.5 Support business linkages through partnerships and collaboration

#### Population and Housing

- 1.6 Plan for appropriate housing stock and diversity to meet current and projected needs
- 1.7 Encourage an increase in the proportion of permanent residents

#### Connectivity

- 1.8 Support improved information communication technology services
- 1.9 Negotiate for improved regional transport connections
- 1.10 Integrate transport services and land use planning
- 1.11 Develop and maintain safe road, cycle and pedestrian networks
- 1.12 Advocate for improved public transport services

#### Community

- 1.13 Advocate for expanded options to access higher education and skills development

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## 5.1.2 Actions

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### 1.1 Support an increase in appropriate business investment and employment opportunities

- 1.1.1 Engage the business community and other key stakeholders in planning strategically for employment and economic development in Victor Harbor.
- 1.1.2 Promote a “business friendly” culture.
- 1.1.3 Encourage co-operation between landowners and businesses to attract investment into the city.
- 1.1.4 Identify key land parcels and secure via zoning for future employment generating business activities.
- 1.1.5 Identify and target key employment generators and service providers to invest in Victor Harbor, particularly low impact providers of employment such as business services, computer and related services, and creative industries.
- 1.1.6 Lobby State Government to establish offices/services in Victor Harbor.
- 1.1.7 Enhance and promote the unique character, appearance and style of shopping, business and tourism precincts.
- 1.1.8 Investigate options for further expanding the Town Centre to accommodate increased business opportunities.
- 1.1.9 Protect ability to enhance electricity supply in town centre.
- 1.1.10 Ensure increased residential development within the Town Centre is balanced with the ongoing operation of existing businesses.
- 1.1.11 Define a retail hierarchy to provide a clear strategic land use framework for future Centre development aimed at maintaining the primacy of the Town Centre.
- 1.1.12 Continue to identify and implement the priority recommendations of the Victor Harbor Town Centre Master Plan
- 1.1.13 Identify and plan for strategically located land parcels for future retail centre uses to accommodate demand between 2016 and 2030.
- 1.1.14 Stage retail development to accommodate long term needs without affecting the viability of existing centres.
- 1.1.15 Develop a framework for future development of Centres to manage land use, pedestrian linkages, infrastructure and car parking, reflected in Development Plan policy.
- 1.1.16 Investigate the limited use of “main road” frontages for low impacting office/consulting room uses in selected locations close to centres.
- 1.1.17 Contribute to food security by protecting productive agricultural land from incompatible land uses.
- 1.1.18 Stage release of industrial land ahead of demand and coordinated utilities provision.
- 1.1.19 Safeguard amenity by encouraging large or high impacting industrial uses to establish within the Goolwa Industry Zone (in accordance with the 30 Year Plan for Greater Adelaide) once appropriate industrial sites in Victor Harbor are exhausted.
- 1.1.20 Limit industrial expansion in favour of higher demand, higher employment generating/supporting uses such as commercial, residential or retail.
- 1.1.21 Improve the appearance and functionality of the Home Industry Zone to allow for higher value commercial uses.
- 1.1.22 Encourage business investment in Research and Development to improve and grow businesses.
- 1.1.23 Consider the priority directions contained in the Fleurieu Peninsula Regional Strategic Tourism Plan 2012-2015 and the Fleurieu Peninsula Destination Action Plan 2012-2018.

- 1.2 Promote Victor Harbor's competitive advantages in order to encourage new businesses and industries**
- 1.2.1 Enhance and promote the unique character, appearance and style of shopping, business and tourism precincts
  - 1.2.2 Build awareness of, and encourage investment in employment and education opportunities linked to Victor Harbor's ageing demographic, coast and marine areas and environmental assets.
  - 1.2.3 Strengthen medium scale tourism development including conference centres within Victor Harbor.
  - 1.2.4 Protect existing mineral resources through appropriate zone boundaries and buffer distances.
- 1.3 Plan for an improved range of services and access to them**
- 1.3.1 Identify and zone land for bulky goods activities.
  - 1.3.2 Increase housing densities within and adjacent to Centres to improve accessibility to services and provide critical mass for public transport networks, subject to impact on retail expansion and utilities capacity.
  - 1.3.3 Identify and provide well located, readily accessible integrated car parking areas within/adjacent to high activity sites with the Town Centre.
  - 1.3.4 Plan for Neighbourhood Centres in accessible locations to serve the day to day needs of local neighbourhoods, supported by increased housing densities.
  - 1.3.5 Identify key land parcels and secure through zoning for future employment generating and business activities.
- 1.4 Encourage improved reputation and business climate**
- 1.4.1 Support arts, cultural events and festival activities designed to increase tourism and contribute to community interaction and identity.
  - 1.4.2 Support and encourage sustainable tourism marketing and product development by incorporating flexible policies into the Development Plan to permit small scale bed and breakfast, farm stay, and nature based retreats in rural areas where they do not impact on primary production.
  - 1.4.3 Work with the local business community to facilitate and support an attractive, positive business climate.
  - 1.4.4 Improve the appearance of town entrances through a design approach that reflects the area's image.
  - 1.4.5 Encourage and promote the development of tourism products that increase the year round appeal of Victor Harbor as a visitor destination.
- 1.5 Encourage expansion into new and larger business markets**
- 1.5.1 Link businesses with school based part-time traineeships programs and other programs.
  - 1.5.2 Strengthen regional links to diversify and leverage existing tourist markets across the Fleurieu Peninsula and Kangaroo Island
  - 1.5.3 Link local businesses to new opportunities and markets interstate and overseas.

## **POPULATION AND HOUSING**

### **1.6 Plan for appropriate housing stock and diversity to meet current and projected needs**

- 1.6.1 Encourage developers to provide a proportion of affordable house and land packages aimed at low income households, the private rental market and first homebuyers in accordance with the provisions of the Affordable Housing Act 2007.
  - 1.6.2 Encourage developers to provide a range of dwelling and lot sizes in developments.
  - 1.6.3 Stage the supply of land via zoning and physical infrastructure provision ahead of demand.
  - 1.6.4 Sequence and co-ordinate residential land to minimise servicing costs and maximise access to community infrastructure and social services.
  - 1.6.5 Recognise and provide required buffer distances between new development and wastewater treatment plants and other critical infrastructure.
  - 1.6.6 Identify any potential site contamination issues associated with land to be rezoned for residential purposes.
  - 1.6.7 Support initiatives that encourage a coordinated and collaborative approach to the provision of housing and support needs for special needs groups, especially older people, youth, homeless people and people at risk of homelessness.
  - 1.6.8 Encourage housing diversity and choice within existing and new developments.
  - 1.6.9 Identify areas in close proximity to key transport, business, community and recreational nodes and investigate rezoning for increased densities (including consideration of maximum lot sizes and increasing height limits).
  - 1.6.10 Establish a 3 year moratorium on rezoning broad hectare residential land.
  - 1.6.11 Undertake a review of broadacre residential land supply in the context of actual demand to determine the need for rezoning of Deferred Urban Land.
  - 1.6.12 Identify and redevelop areas of mixed character with small lot infill development.
  - 1.6.13 Identify incentives for the provision of residential opportunities in mixed use development.
  - 1.6.14 Identify areas for future residential care facilities.
  - 1.6.15 Promote and encourage adaptable and accessible housing.
- ### **1.7 Encourage an increase in permanent resident population**
- 1.7.1 Investigate strategies to increase the proportion of permanent residents including supporting initiatives that lead to the creation of full time jobs.

## **ACCESS AND COMMUNICATION**

### **1.8 Support improved information communication technology services**

- 1.8.1 Work with Regional Development Australia, the State and Federal Governments, and other stakeholders to maximise the broad band and communications technologies in the region.
- 1.8.2 Ensure new developments make provision for Information and Communications Technology Infrastructure including NBN requirements.
- 1.8.3 Promote the creation of networks (business and personal) within and external to Victor Harbor.
- 1.8.4 Balance improvements to mobile phone coverage with protecting township and rural character.

### **1.9 Negotiate for improved regional transport connections**

- 1.9.1 Lobby State and Federal Government to continue to improve safety of the Adelaide to Victor Harbor Road.
- 1.9.2 Encourage collaboration between aged care facilities, retirement villages, schools, hospitals, community groups and Councils in the provision of community transport.
- 1.9.3 Lobby State Government to extend/expand/promote public transport between Victor Harbor and Goolwa / Adelaide / Flinders University / Flinders Hospital.
- 1.9.4 Preserve the rail corridor to maintain potential for further linkages between the South Coast towns and other regions.
- 1.9.5 Recognise recent planning policy changes adopted by the Alexandrina Council to increase services and economic opportunities at the Goolwa Airport and improve transport links.
- 1.9.6 Support initiatives to assist transport disadvantaged people to access medical and other essential services locally and in Adelaide.

### **1.10 Integrate transport services and land use planning**

- 1.10.1 Plan for increased density of development in nodes within close proximity to major road networks and centres to support alternative public transport and cycling/walking options.
- 1.10.2 Design to accommodate future public transport routes.
- 1.10.3 Plan for the location of key services near future residential growth areas to minimise trip lengths.
- 1.10.4 Request preparation of an Integrated Traffic Study by proponents of large scale retail, residential and industrial projects likely to have an impact on the road network.
- 1.10.5 Protect critical transport infrastructure from inappropriate development.



**1.11 Develop and maintain safe road, cycle and pedestrian networks**

- 1.11.1 Provide path width and grades to suit prams, motorised wheel chairs and disability needs in accordance with the Disability Discrimination Act
- 1.11.2 Align road asset, cycle and pedestrian network management plans with staged land release/rezoning.
- 1.11.3 Continue to identify and implement priority recommendations of the Victor Harbor Traffic Management Strategy, 2005
- 1.11.4 Continue to identify and implement priority recommendations from the Victor Harbor Footpath and Pedestrian Strategy
- 1.11.5 Provide linkages between key facilities via paving, signage, road markings.
- 1.11.6 Ensure that new development is consistent with the established road hierarchy.
- 1.11.7 Accommodate short and long term parking demands for tourist vehicles and coaches.
- 1.11.8 Develop a comprehensive future car parking strategy and associated actions for the town centre.
- 1.11.9 Increase levels of car parking for disabled permit holders.
- 1.11.10 Continue to develop & implement priority recommendations from the Victor Harbor Trails Plan incorporating the Regional Trails Plan.
- 1.11.11 Continue to assess and maintain all bridges to ensure their structural integrity.
- 1.11.12 Review, update and progressively implement Council's Local Area Traffic Management Plans
- 1.11.13 Plan for the provision of pedestrian crossings in priority areas to meet the needs of the community.

**1.12 Advocate for improved public and community transport services**

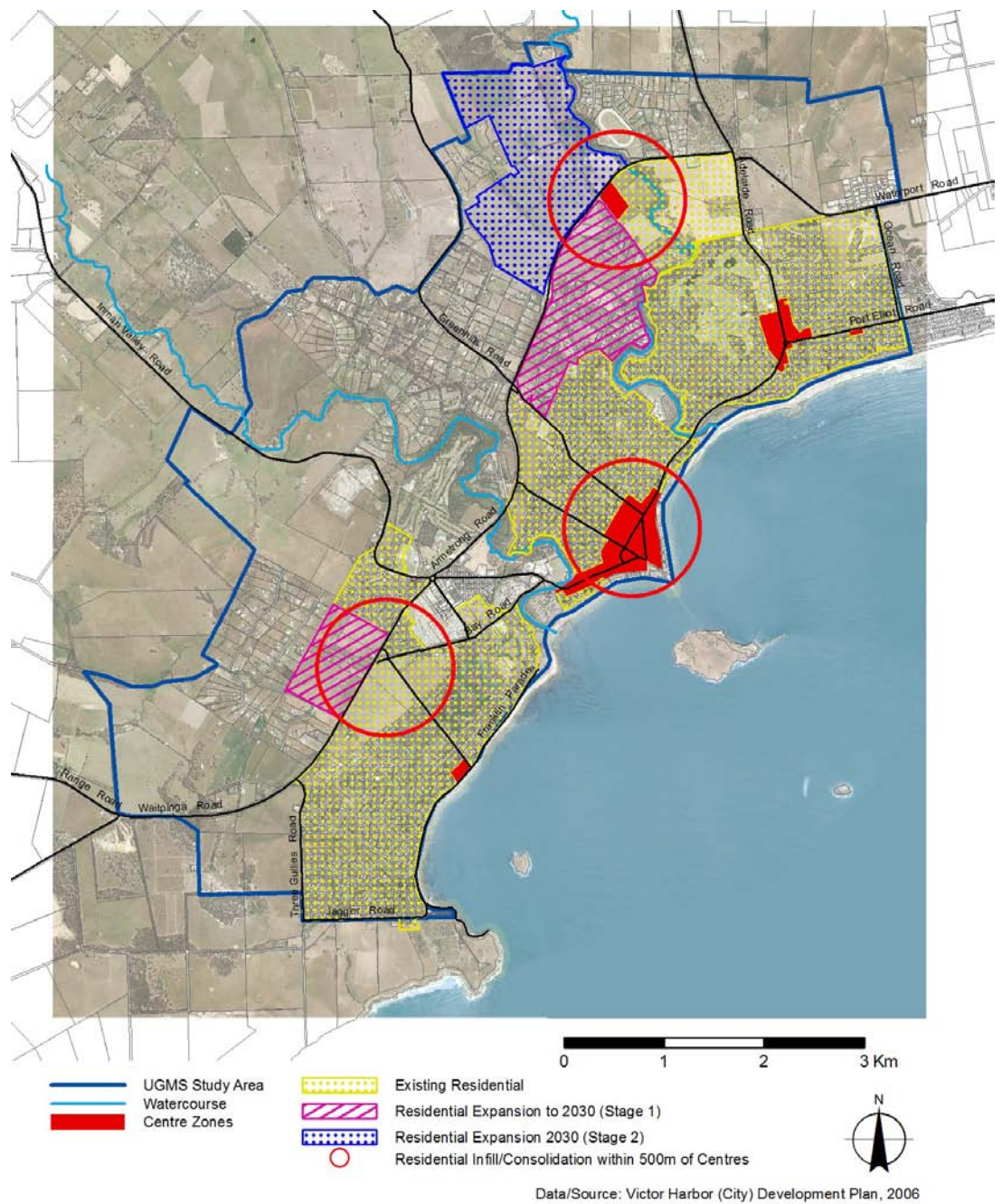
- 1.12.1 Lobby State Government and work with providers to promote and improve passenger transport services within Victor Harbor and between Victor Harbor and metropolitan Adelaide and other destinations in the region.

**COMMUNITY**

**1.13 Advocate for expanded options to access higher education and skills development**

- 1.13.1 Strengthen linkages with tertiary education providers to expand education programs aimed at courses tailored to meet the needs of the local economy and support the unique features of the area (e.g. aquaculture, tourism and hospitality, aged care, health).

## Map 21 Residential Land Concept Plan



## MAP 21: RESIDENTIAL LAND CONCEPT PLAN

Two new residential areas are to be developed as a contiguous extension of existing urban areas. The area to the north of the town is to be contained by the Ring Road (except in the later stages of the implementation of the UMGS). The area to the south of the town, adjacent Waitpinga Road/Mill Road is to be contained by existing rural living allotments. These areas will be staged progressively from the northern side of the town to the southern side. Residential densities for these new areas are to be, on average, slightly higher than existing residential densities so as to encourage a more compact urban form.

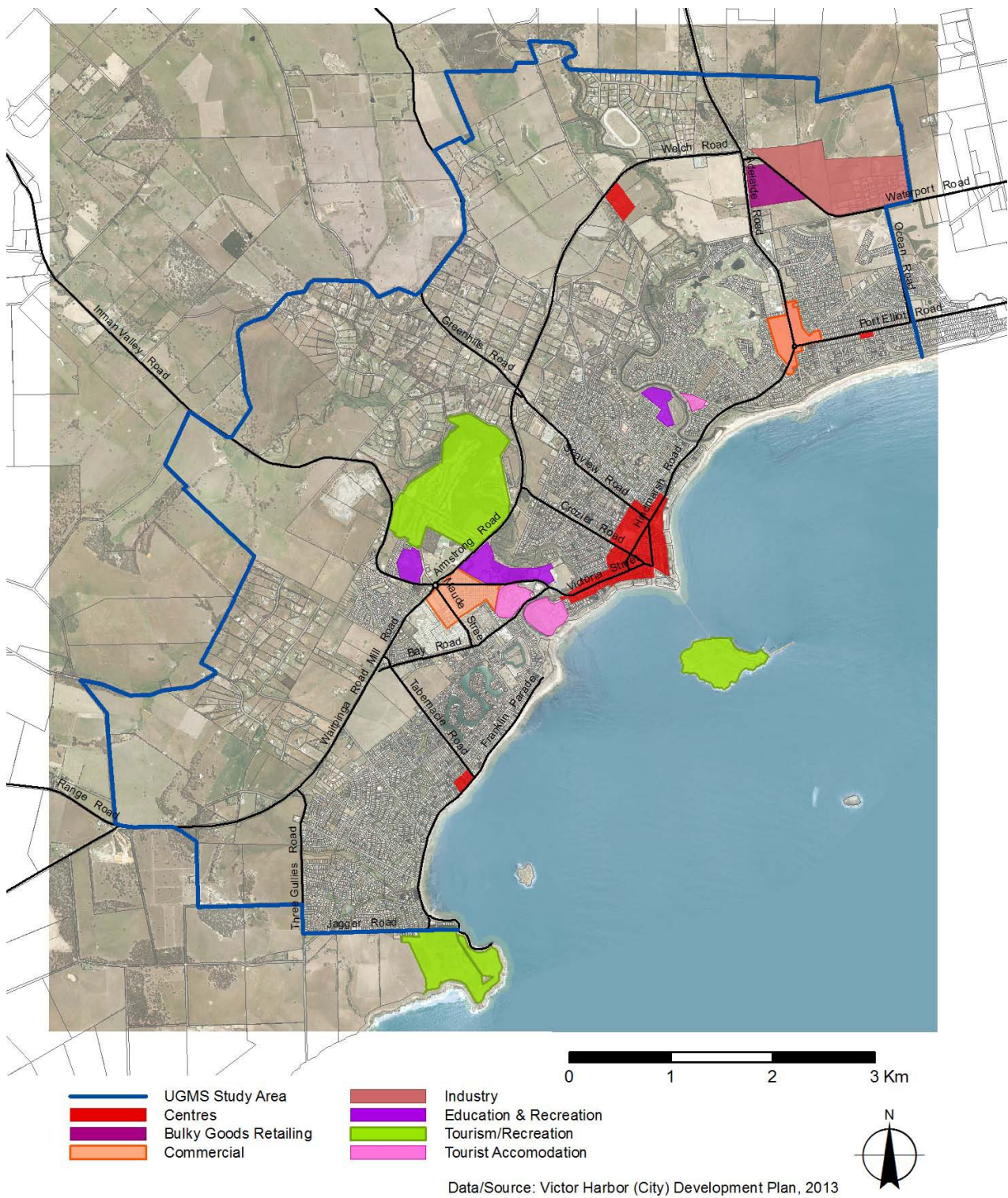
Focusing development via the staged approach will help to contain development south of the Ring Road, thereby protecting the valued landscape features surrounding Victor Harbor from urban development.

Consolidation and infill of existing urban areas are also proposed so as to maximise the efficient use of existing infrastructure. Higher density infill development is to be concentrated within 500m of existing and proposed centre zones to encourage walking/cycling and support improved future public transport networks.

All new residential development is to be developed in accordance with the principles of Ecologically Sustainable Design and include water sensitive urban design measures so as to minimise energy and water use.



Map 22 Employment Land Concept Plan



## **MAP 22: EMPLOYMENT LAND CONCEPT PLAN**

The concept plan recognises the existing location of recreational, community, commercial, retail, educational and industrial land within the town.

### **Industrial**

The plan proposes to extend the existing industrial area within the north-eastern portion of the town to accommodate limited industrial growth. This extension will not provide enough land to the year 2030. It is proposed, instead to redirect surplus industrial growth to nearby Goolwa and to seek to improve transport links between Victor Harbor and Goolwa to improve accessibility for freight in accordance with the Government of South Australia's *30 Year Plan for Greater Adelaide (February 2010)*. Existing small scale, low impacting industries are to be encouraged to establish on industrial land along Waterport Road.

### **Commercial**

A new commercial precinct, focussed predominantly on service industries, is located at the intersection of the Victor Harbor to Adelaide Road and Port Elliot Road. Another new commercial precinct, focussed on providing additional office space and other high quality commercial development, is proposed on George Main Road within the existing home industry and light industry zone. This precinct is to supply future demand for office space and improve the appearance of this part of the town.

### **Retail**

The primary retail centre (Town Centre) is expanded and neighbourhood sized centres provided to serve the day to day needs of residents in Encounter Bay and future residents in Hindmarsh Valley. A new bulky goods precinct is proposed on Waterport Road (backing onto the Victor Harbor to Adelaide Road).

### **Further Education**

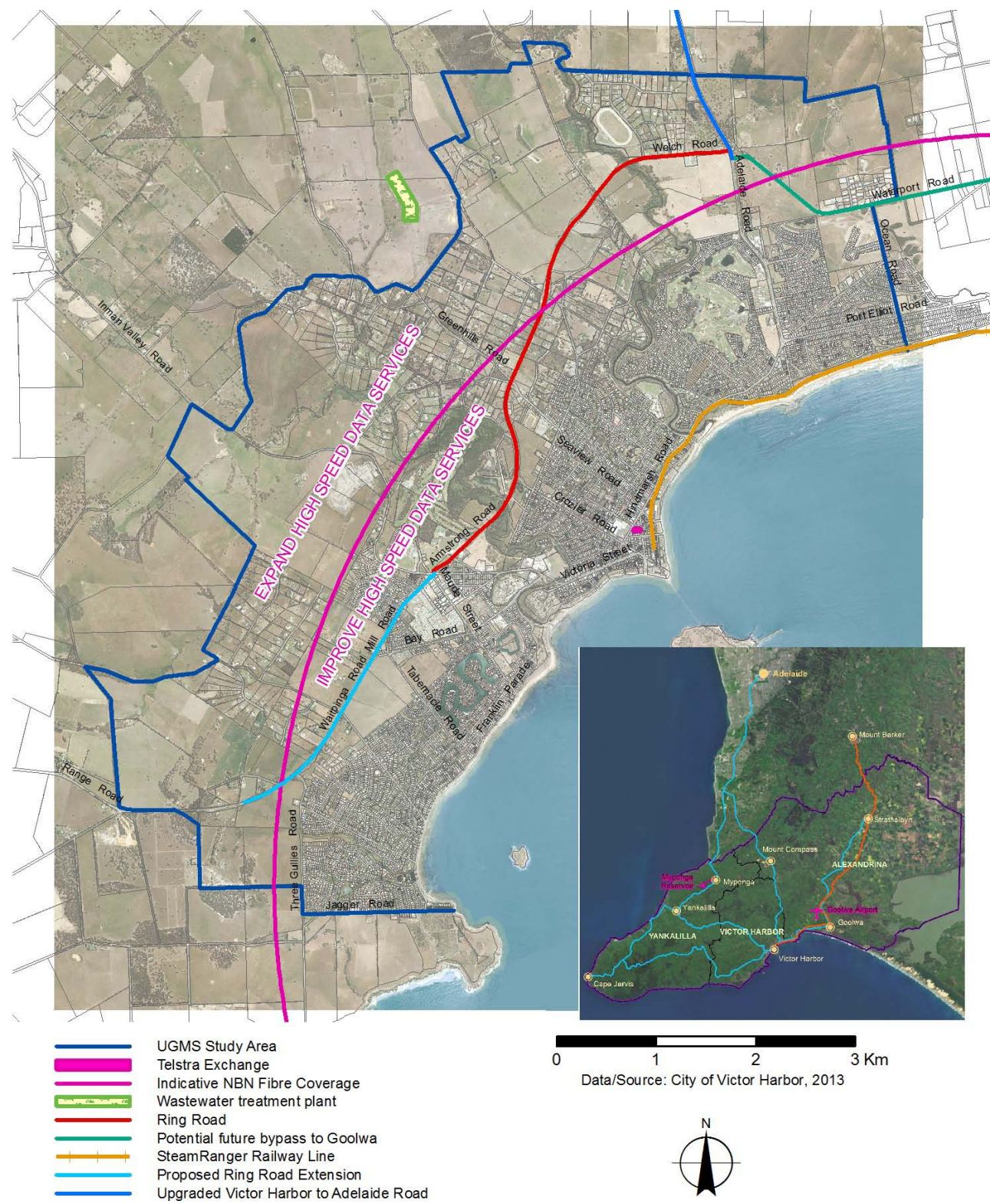
Existing educational institutions are recognised and an expanded education/recreation precinct identified adjacent the banks of the Inman River, fronting George Main Road. This area is to be the principal further education and recreation focus for the town and provides additional space for expanded TAFE or University development. The proximity of the land to existing schools and major traffic routes provides opportunities for shared use of facilities and supports improved public transport networks.

### **Tourism**

Combined eco-tourism/recreation precincts are identified to encourage and direct sensitive use of these areas for enhanced nature based tourism experiences. The existing industrial area accommodating the previous Wastewater Treatment Plant adjacent the Victor Harbor Golf Course is proposed for eco-tourism and tourist accommodation use. Other existing land used for Tourist accommodation is also identified. These areas should be upgraded and expanded as necessary to increase accommodation choice.



Map 23 Connectivity Concept Plan





## **MAP 23: CONNECTIVITY CONCEPT PLAN**

The concept plan shows improved connections within Victor Harbor and between Victor Harbor and other urban areas Regionally, State wide, Nationally and Globally.

### **Information and Communication Technology (ICT)**

ICT services continue to be improved and expanded (including broadband/data services and mobile phone coverage/telecommunications). The NBN rollout provides most of the urban area with high speed internet access through fibre optic cables. Fringe and rural areas will have access through wireless and satellite technology.

### **Transport Linkages**

The Victor Harbor to Adelaide Road continues to be upgraded to improve safety (and perception of safety), to decrease travel time and to promote ease of access to services/facilities outside of the town (and ease of access to the town/Region for visitors).

Road linkages between Victor Harbor and Goolwa are improved, including designation of a freight route to support business/industry linkages between the towns.

The Goolwa Airport is expanded to perform a greater commuter function for interstate and overseas visitors, supporting high level (4 and 5 star) tourist accommodation and expanded conference facilities within and around Victor Harbor.

Rail corridors are preserved and/or used for commuter rail connections to Adelaide and Mount Barker.

The Ring Road is extended.

Bicycle, pedestrian and local road linkages are upgraded to facilitate safe and efficient movement within and through the town to neighbouring towns for commuter and/or recreation purposes.

Public transport options are improved between Victor Harbor and Adelaide (including to key facilities such as Flinders Medical Centre and Flinders University) and between Victor Harbor and other towns in the Region.

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## 5.2 OBJECTIVE 2 - THE SUSTAINABLE PROVISION OF PHYSICAL INFRASTRUCTURE AND COMMUNITY SERVICES.

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### Desired Outcomes

- Effective management of urban growth
- Sustainable developments that minimise dependence on resources and impacts on the natural environment
- Sustainable use of potable water and energy
- Sustainable management of hard waste, wastewater and storm water
- Efficient and timely provision of health and community services
- Built environment and open spaces that lead to healthier outcomes and people friendly places

*The following plans provide the spatial framework related to this Objective:*

*Map 24 – Residential Land Release*

*Map 25 – Employment Land Release*

*Map 26 - Community & Social Infrastructure Concept Plan*

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### 5.2.1 Strategies

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#### Physical Infrastructure

- 2.1 Stage release of residential land ahead of growth and in line with staged services based on detailed analysis of supply and demand
- 2.2 Plan for and encourage reduced waste generation, and increased recovery and reuse of waste
- 2.3 Improve storm water management through increased retention, detention, and reuse
- 2.4 Maximise reuse of treated wastewater.
- 2.5 Encourage reduced energy consumption through energy efficient development
- 2.6 Encourage increased use of sustainable energy sources
- 2.7 Encourage water sensitive urban design and water consumption reduction

#### Community

- 2.8 Facilitate meeting places responsive to community needs
- 2.9 Encourage coordination, collaboration and the effective provision of health and community services in the local areas and region
- 2.10 Promote safe communities through appropriate infrastructure, urban design, crime prevention and police services
- 2.11 Plan for the appropriate location of children's services, facilities for older people, recreation and sporting facilities, boating facilities, education services and cemeteries
- 2.12 Improve access, lifestyle and information services for people with a disability and their carers
- 2.13 Ensure high quality open space and recreation facilities are provided and maintained

## 5.2.2 Actions

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### **PHYSICAL INFRASTRUCTURE**

- 2.1 Stage release of residential land ahead of growth and in line with staged services**
- 2.1.1 Coordinate the orderly release of land and economic provision of services.
  - 2.1.2 Amend Development Plan to require smaller maximum allotment sizes in areas best suited to increased densities.
  - 2.1.3 Coordinate Development Plan Amendments to align with the strategic release of land.
  - 2.1.4 Investigate options to support the timely provision of essential community infrastructure and service delivery through a framework for developer contributions.
- 2.2 Plan for and encourage reduced waste generation and increased recovery and reuse of waste**
- 2.2.1 Together with the Fleurieu Waste Management Authority encourage the reduction of waste generation and disposal.
  - 2.2.2 Together with the Fleurieu Waste Management Authority investigate opportunities to maximise recovery and reuse of green waste and hard waste.
- 2.3 Improve stormwater management through retention, detention, and reuse**
- 2.3.1 Continue to review & implement priority strategies from the City of Victor Harbor Urban Stormwater Master Plan.
  - 2.3.2 Review and implement strategies recommended in the City of Victor Harbor Flood Management Master Plan.
- 2.4 Maximise reuse of treated wastewater**
- 2.4.1 Investigate and encourage efficient and effective reuse of treated water in all new development.
  - 2.4.2 Continue to work with SA Water to provide reuse water supply to Council sporting fields and reserves
- 2.5 Encourage reduced energy consumption through energy efficient development**
- 2.5.1 Prepare package of desired (ecologically sustainable) dwelling forms/styles suited to Victor Harbor's climate and conditions, including information on grants, subsidies and cost savings.
  - 2.5.2 Incorporate principles of energy efficient urban design in the Victor Harbor Development Plan.
- 2.6 Encourage increased use of sustainable energy sources**
- 2.6.1 Develop incentives for landowners to employ use of sustainable energy alternatives, including solar/wind generators and solar hot water services.
  - 2.6.2 Investigate the feasibility of using sustainable energy alternatives such as solar, wave and wind to supplement and replace existing energy sources.
  - 2.6.3 Continue to apply for funding from the Power Line Environment Committee for the undergrounding of power lines.
  - 2.6.4 Review and implement the Sustainable Public Lighting New Technology Implementation Guide prepared by the Local Government Association of South Australia.
- 2.7 Encourage water sensitive urban design and water consumption reduction**
- 2.7.1 Incorporate water sensitive urban design guidelines into the Victor Harbor Development Plan, Council projects and operations.

- 2.7.2 Develop incentives for landowners to install and utilise rainwater tanks.
- 2.7.3 Develop incentives for large scale developments (commercial and residential) to maximise the capture and reuse of roof water and to develop partnerships with Council to use water in open space reserves.

## **COMMUNITY**

### **2.8 Facilitate meeting places responsive to community needs**

- 2.8.1 Facilitate provision of adequate community meeting places to meet the future needs of the community.
- 2.8.2 Encourage approaches that maximise access to and use of existing Council and community owned meeting places.
- 2.8.3 Re-evaluate the Library facility at its 10 year anniversary (2017) to ensure that it still appropriately accommodates changes in demographics and usage, and advances in technology.

### **2.9 Encourage coordination, collaboration and the effective provision of health and community services in the local area and region**

- 2.9.1 Establish relationships with health and human service providers by facilitating and participating in networking forums that identify and formulate strategies to resolve critical health and human service issues, including the needs of older people, the mental well being of the whole community and support for carers.
- 2.9.2 Ensure plans and strategies consider the needs of the entire community and in particular older people, families with children and youth.
- 2.9.3 Provide social impacts advice for significant development proposals and investigate options to implement social impact assessment through planning policy.
- 2.9.4 Maintain up to date information on the community to assist external services and agencies to plan for the future needs of the community.
- 2.9.5 Ensure that adequate and appropriately located and zoned land is available to accommodate the future growth of health and community services. This may require consideration of zoning changes to allow higher impact community uses to locate in commercial and industry zones.
- 2.9.6 Encourage the provision of emergency accommodation and special needs housing.
- 2.9.7 Enhance the capacity of the community to identify and respond to its own needs by providing developmental support to community groups, stimulating community action, and supporting the sector through liaison and advocacy.
- 2.9.8 Continue to contribute to the health and safety of the community through a range of public health initiatives.

### **2.10 Promote safe communities through appropriate infrastructure, urban design, crime prevention and police services**

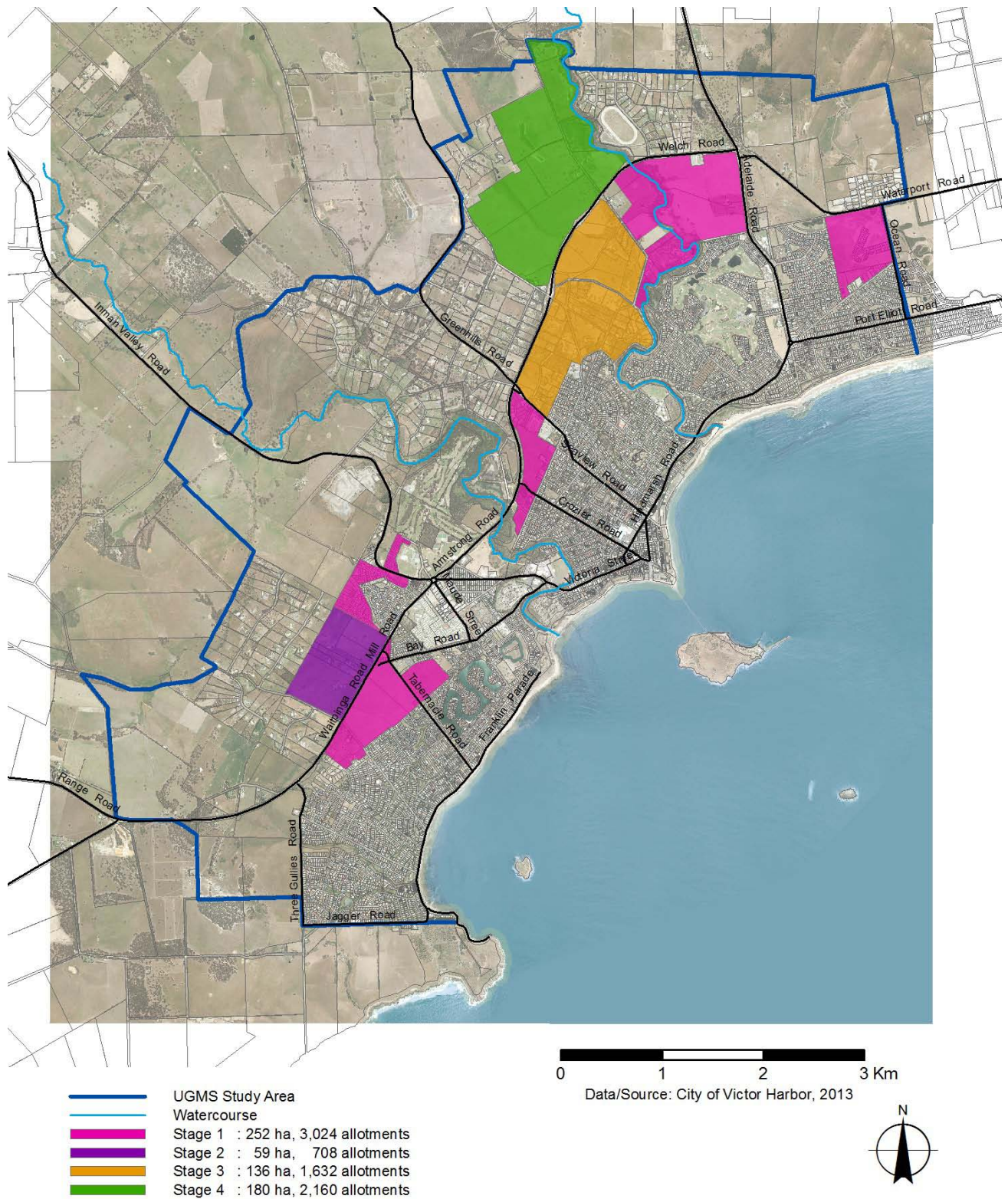
- 2.10.1 Implement guidelines for Crime Preventative Urban Design.
- 2.10.2 Liaise with SAPOL in development of neighbourhood watch and investigate additional programs.
- 2.10.3 Support programs and places for young people to assist them to make a positive contribution to the community and build their own skills and confidence.

### **2.11 Plan for the appropriate location of children's services, facilities for the aged, recreation and sporting facilities, boating facilities, education services and cemeteries**

- 2.11.1 Identify and zone land suitable for future children's services, aged facilities, places of worship, recreation, sporting and education facilities and future cemeteries in line with demand.

- 2.11.2 Continue to identify and implement priority recommendations of the Recreation and Open Space Strategic Directions Report (Volume 2).
- 2.11.3 Continue to develop the Victor Harbor Cemetery to meet current and future needs.
- 2.11.4 Plan the development of the new Victor Harbor Cemetery to meet future needs.
- 2.12 Improve access, lifestyle and information services for people with a disability**
- 2.12.1 Develop and implement a strategy to raise awareness of disability issues amongst businesses, clubs and associations.
- 2.12.2 Continually review and implement plans targeted at satisfying the Disability Discrimination Act.
- 2.13 Ensure high quality open space and recreation facilities are provided and maintained**
- 2.13.1 Continue to identify and implement priority recommendations from the Recreation and Open Space Strategic Directions Report (Volume 2).
- 2.13.2 Continue to link Council's open space and recreation programs with infrastructure programs to minimise overall costs and maximise community satisfaction.
- 2.13.3 Develop guidelines for development of attractive, low maintenance passive reserves, parks, street landscaping and street furniture in new housing estates to minimise ongoing maintenance liability.
- 2.13.4 Identify and coordinate in advance, locations for reserves and parks in new development areas based on the Hierarchy Framework.
- 2.13.5 Recognise the recreational potential of the Hindmarsh and Inman River and other significant corridors while protecting and enhancing their biodiversity and conservation values.
- 2.13.6 Continue to explore opportunities for establishing linear parks along riverine and coastal corridors.
- 2.13.7 Develop, maintain and enhance, where appropriate open space and recreation assets within a Hierarchy Framework.
- 2.13.8 Continue to work with the Boating Facilities Working Party to develop and manage improved boating and water sports facilities for residents, visitors, and the commercial sector.
- 2.13.9 Implement the Flinders Promenade Development.
- 2.13.10 Continue to upgrade and refurbish public conveniences within the Council area.
- 2.13.11 Continue to investigate future demand and options for expanded indoor recreation facilities and a regional aquatic complex.
- 2.13.12 Ensure that Council's Community Land Management Plan reflects the views and expectations of the community.

## Map 24 Residential Land Release



**Note:** Map 24 identifies an indicative staging plan only, for residential land release. Each site will be subject to further detailed analysis to determine the amount of land that is actually available for residential purposes, having regard to site constraints and other competing land uses.



## MAP 24: RESIDENTIAL LAND RELEASE

### *Managing Land Release*

Development should occur on a sequential and staged basis. The preferred staging of development is identified on the following Maps under this section.

The implementation of staging plans will:

- alleviate market hold of existing land owners;
- provide a managed approach to calculating land consumption rates;
- provide a coordinated approach to infrastructure provision;
- provide a coordinated approach and assist in equitable raising of developer contributions;
- assist in managing supply and demand in order to manage land price.

The following approach to managing land release through the Development Plan should be introduced:

Release of land should be in accordance with staging preferences outlined in the Staging Plan, which seeks to establish a 15 year supply of zoned land (in accordance with the *30 Year Plan for Greater Adelaide*) subsequent to detailed analysis of the current situation, and retain this through the regular monitoring of land supply and DPAs in response.

Development Plan Amendments (DPA's) should be staged ahead of growth to re-zone land in order to accommodate infill development or new development areas.

Development Plans should include micro-staging intentions for land parcels and reserve/protect strategically important employment lands from incompatible development.

### *Residential Land Release Yields*

**Stage 1** covers 252 hectares of land that is able to yield 3,024 allotments<sup>137</sup>. If a 25% discount is applied on these figures to anticipate land that is not developed for any number of reasons, the area is reduced to 189 hectares, or 2268 allotments.

*This stage includes all existing broadhectare residentially zoned land as of 2013. Therefore no land is required for release as part of Stage 1.*

**Stage 2** covers 59 hectares of land that is able to yield 708 allotments<sup>138</sup>.

**Stage 3** covers 136 hectares and is able to yield 1,632 allotments<sup>139</sup>.

**Stage 4** covers 180 hectares and is able to yield 2,160 allotments<sup>140</sup>.

### **Summary**

The staging plan provides for 627ha of residential land accommodating 7,524 allotments, and will ensure an adequate supply of residentially zoned land over the life of the UGMS and beyond. Some land parcels identified in Map 24 may not be considered appropriate and/or desirable for residential purposes. Subsequently further detailed site analysis and investigations will be required to refine the residential land supply data.

The staging plan assumes that no additional dwellings will be constructed on existing vacant allotments or via redevelopment of allotments containing a dwelling.

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<sup>137</sup> 252 hectares x 12 dwellings per hectare. As outlined in Chapter 4, a gross density of 12 dwellings per hectare includes space for roads and open space, but not non-residential development.

<sup>138</sup> 59 hectares x 12 dwellings per hectare.

<sup>139</sup> 136 hectares x 12 dwellings per hectare.

<sup>140</sup> 180 hectares x 12 dwellings per hectare.

### *Recognising the Contribution of Urban Infill*

Possible infill and consolidation within urban areas may yield additional allotments based on current Development Plan minimum allotment sizes and future changes to planning policy that seek to increase housing diversity and density in locations close to centres and other services.

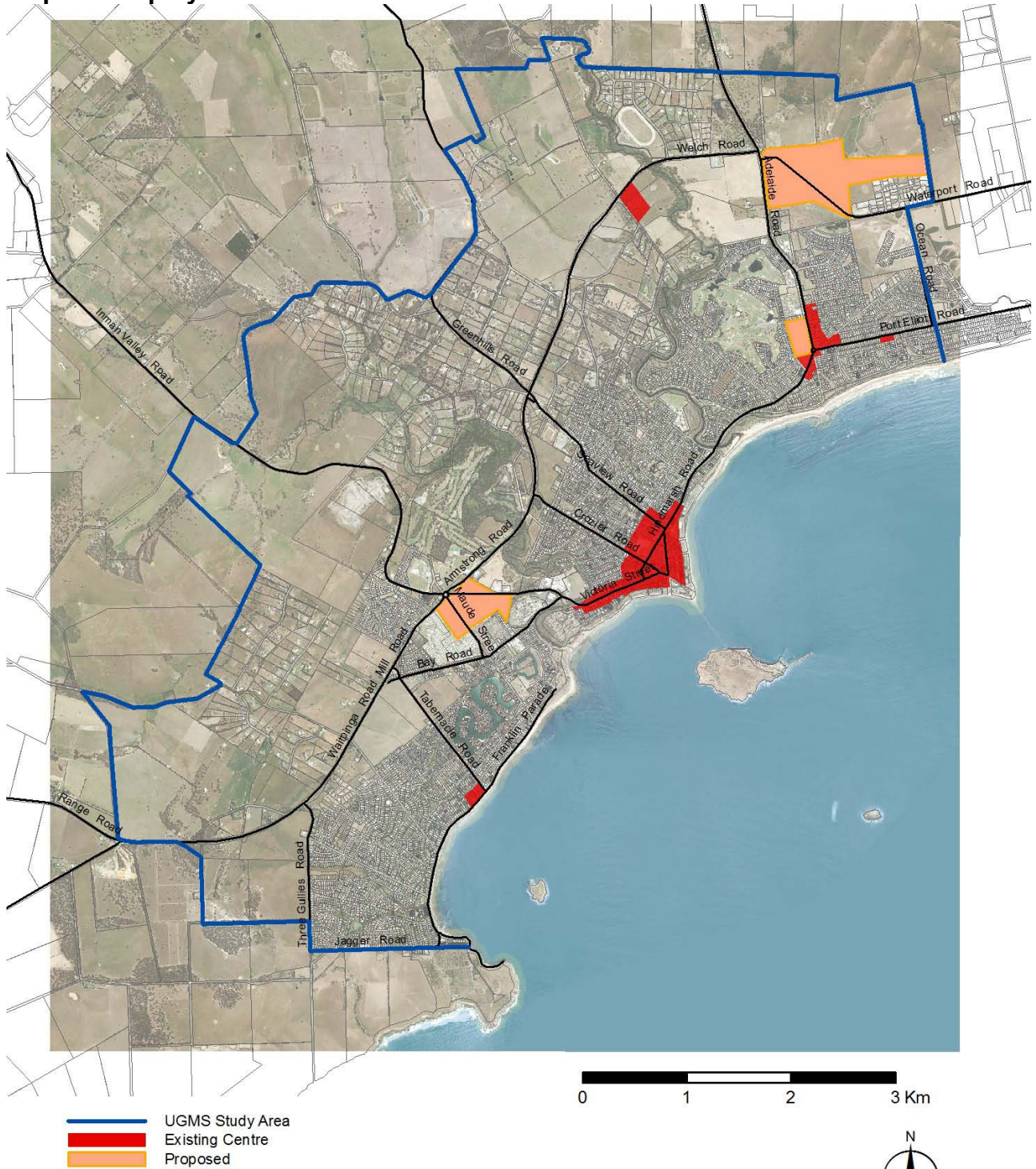
The potential to achieve this development is dependent upon market acceptance of more compact housing forms and the rate at which land owners redevelop their land. As infill/consolidation of existing urban areas occurs, demand for greenfields land will reduce and therefore the timeframes for the staged release of land for new greenfields development can be more accurately established.

### *Infrastructure Agreements*

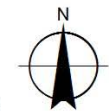
Council's future rezoning of broadacre land for residential purposes will only occur in the context of legally binding Infrastructure Agreements that clearly establish a shared funding model. This model will apportion costs between the developer, State and Local Government according to an agreed formula and timeframe for delivery of essential infrastructure.

This infrastructure may also include the provision of land for, or contribution to, community facilities.

Map 25 Employment Land Release



Data/Source: Victor Harbor (City) Development Plan, 2013



## MAP 25: EMPLOYMENT LAND RELEASE

### **Retail Development**

Stage 1 includes expansion of the principal Town Centre and introduction of a new Neighbourhood Centre at Waitpinga Road/Tabernacle Road/Bay Road intersection and on Port Elliot Road to accommodate immediate retail demand together with 4.5ha of land at the corner of Waterport Road and Victor Harbor to Adelaide Road for bulky goods retailing. Bulky goods retailing is to incorporate a wide landscape buffer to the Victor Harbor-Adelaide Road frontage in order to maintain/improve this important township gateway.

Stage 2 provides a new neighbourhood centre and a further 5.5ha of bulky goods retailing in line with the Stage 2 residential land release.

### **Commercial Development**

Stage 1 includes a commercial area at the corner of Victor Harbor to Adelaide Road/Port Elliot Road together with a new commercial area aimed at office accommodation on George Main Road.

Stage 2 includes expansion of the commercial area on George Main Road either side of Maude Street.

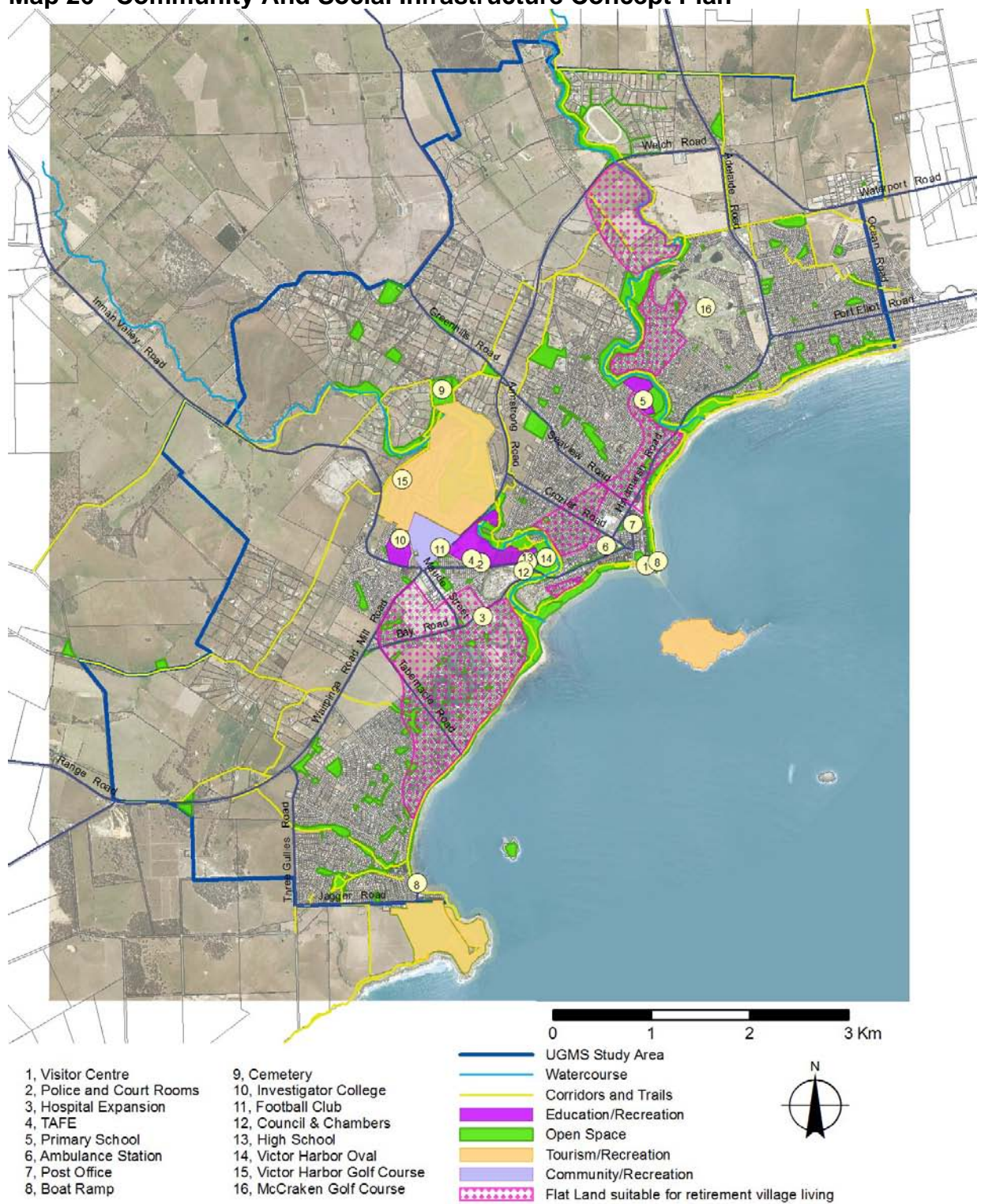
### **Industrial Development**

Stage 1 involves a 20ha expansion of the existing industrial area in the north-east of the town (on Waterport Road) to accommodate immediate demand.

Stage 2 provides a final 10ha of land to provide supply to 2016. This stage is to incorporate a wide landscape buffer at the Victor Harbor-Adelaide Road/Waterport Road intersection to maintain/improve this important township gateway.



**Map 26 Community And Social Infrastructure Concept Plan**



Data/Source: City of Victor Harbor, 2013

## MAP 26: COMMUNITY AND SOCIAL INFRASTRUCTURE CONCEPT PLAN

The concept plan recognises the location of existing social, recreational and community services/infrastructure along with opportunities for future provision.

Existing services and facilities are to be maintained in accordance with need/demand, with services and facilities replicated and/or expanded ahead of projected population growth.

### *Hospital Expansion*

Land around the existing hospital is to be preferentially reserved for hospital expansion.

### *Education Facilities*

TAFE is relocated, including opportunity for co-location with a University, on the northern side of Main George Road.

### *Retirement Living*

Relatively flat land is identified as possible for retirement village living, subject to town character impact, infrastructure capacity and flood risk assessment.

### *Recreational Facilities and Open Space*

Recreational facilities are provided in accordance with demand. The foreshore and other areas of open space are key features of Victor Harbor, supporting its township character and providing an attractive setting for residents and visitors alike. Maintenance and enhancement of these elements through themes, presentation and linkages (particularly bicycle and pedestrian networks) will ensure a high level of amenity.



## 5.3 OBJECTIVE 3 - ENVIRONMENT AND LIFESTYLE PROTECTED AGAINST THE PRESSURES OF PROJECTED POPULATION GROWTH.

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### Desired Outcomes

- Landscapes, townscape, natural environment, built heritage, Aboriginal and cultural assets are protected, conserved and enhanced
- Ecologically sustainable urban design and development
- A sense of community ownership and involvement

*The following plans provide the spatial framework related to this Objective:*

*Map 27 – Town Character & Environment Concept Plan*

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### 5.3.1 Strategies

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#### Environment

- 1 Protect ecological values and biodiversity
- 2 Identify and protect heritage, landscape and townscape values
- 3 Protect and enhance the coastal environment and marine parks
- 4 Plan for appropriately designed and located, mixed density housing which caters to the needs of the community
- 5 Adapt to impacts of climate change
- 6 Encourage development controls which reflect principles of Ecologically Sustainable Development

#### Community

- 7 Encourage a vibrant community culture
- 8 Promote Council services and activities
- 9 Encourage community interaction including participation in sport and recreation opportunities
- 10 Promote concepts of “connected communities” and “communities for all”.
- 11 Ensure a planned response to the impacts of fire, flooding and other emergencies

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### **5.3.2 Actions**

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#### **ENVIRONMENT**

##### **3.1 Protect ecological values and biodiversity**

- 3.1.1 Implement ecologically sustainable urban design and development and encourage a compact urban form to reduce ecological footprint through changes to Development Plans and information guides.
- 3.1.2 Identify and implement priority recommendations from the Victor Harbor Environmental Management Plan.
- 3.1.3 Ensure a planned approach to the management and restoration of rivers and estuarine areas.
- 3.1.4 Ensure a planned approach to the management of the biodiversity and roadside vegetation assets.
- 3.1.5 Implement biodiversity actions from the Recreation & Open Space Strategy
- 3.1.6 Continue programs that support & enhance biodiversity protection & enhancement.
- 3.1.7 Support and develop community groups involved in environmental projects.
- 3.1.8 Develop clear policies, guidelines and programs for the retention and enhancement of remnant vegetation on roadsides, public spaces and in new developments.
- 3.1.9 Develop biodiversity opportunities outlined in the Victor Harbor Coastal Park Open Space Plan.
- 3.1.10 Promote environmental education opportunities.
- 3.1.11 Incorporate biodiversity conservation measures in the Development Plan.

##### **3.2 Identify and protect heritage, landscape and townscape values**

- 3.2.1 Incorporate relevant findings of the Victor Harbor Landscape Amenity Report into the Victor Harbor Development Plan.
- 3.2.2 Identify areas of unique or specific built form character and protect through Development Plan Amendment.
- 3.2.3 Ensure that the character of the town is retained in a way that encourages investment in and maintenance of historic buildings, and the adaptation of historic buildings for new uses.
- 3.2.4 Work with the local Aboriginal community to support the protection of Aboriginal heritage.
- 3.2.5 Consider the development of a Reconciliation Action Plan to build strong cultural understanding and harmony in our community.
- 3.2.6 Consider the ways in which Aboriginal and non Aboriginal heritage can contribute to reinforcing Victor Harbor's character, identity and sense of place.
- 3.2.7 Recognise the landscape amenity provided by the Inman and Hindmarsh riverine corridors and support access for appropriate recreational uses.
- 3.2.8 Manage recreational use of and access to coastal areas while recognising their contribution to biodiversity and landscape quality.
- 3.2.9 Continue to identify and implement priority recommendations from the Railway Precinct Project.

##### **3.3 Protect and enhance the coastal environment**

- 3.3.1 Ensure a planned approach to the management of the Victor Harbor coast.
- 3.3.2 Continue to implement coastal protection strategies in partnership with the Coastal Protection Branch of DEWNR.

3.3.3 Continue to work with regional councils and other agencies to implement the Southern Fleurieu Coastal Action Plan.

3.3.4 Support the contribution of Marine Parks to enhanced coastal management.

**3.4 Plan for appropriately designed and located mixed density housing which caters to the needs of the community**

3.4.1 Implement the urban growth boundary for Victor Harbor as detailed on the UGMS Structure Plan.

3.4.2 Consider strategies or incentives to encourage the timely development of vacant allotments.

**3.5 Adapt to impacts of climate change**

3.5.1 Advocate to National and State Government to undertake research on the impacts of climate change on coastal settlements.

3.5.2 Access the best available scientific research and technical data about climate change to inform decisions about future development and inform regular reviews of Council's strategic documents, and in the development of planning policy through Development Plan Amendments.

3.5.3 Incorporate adaption strategies and measures identified in the Victor Harbor Climate Change Adaption Report.

3.5.4 Adopt a risk management approach to climate change adaptation.

3.5.5 Support initiatives that reduce greenhouse gas emissions and minimise the impacts of climate change.

3.5.6 Constrain capital development in low lying areas susceptible to sea level rise along the coast or susceptible to flooding from adjacent watercourses.

3.5.7 Investigate and seek opportunities to improve energy efficiency and reduce greenhouse gas emissions within the community and Council operations.

3.5.8 Raise awareness of climate change risks within council and the community to enhance decision making and build community resilience.

**3.6 Encourage development controls which reflect principles of Ecological Sustainable Development**

3.6.1 Support opportunities for energy efficient urban design, water sensitive urban design and sustainable energy generation.

**COMMUNITY**

**3.7 Encourage a vibrant community culture**

3.7.1 Develop and implement an Arts and Cultural Development Policy and Action Plan.

3.7.2 Investigate future needs, options and strategies for development of arts and cultural facilities such as the Town Hall and other performing arts venues.

3.7.3 Continue to identify and implement priority recommendations from the Southern Fleurieu Youth Services Action Plan and Regional Youth Strategy.

**3.8 Promote Council services and activities**

3.8.1 Ensure easy access to information on local services, facilities and resources.

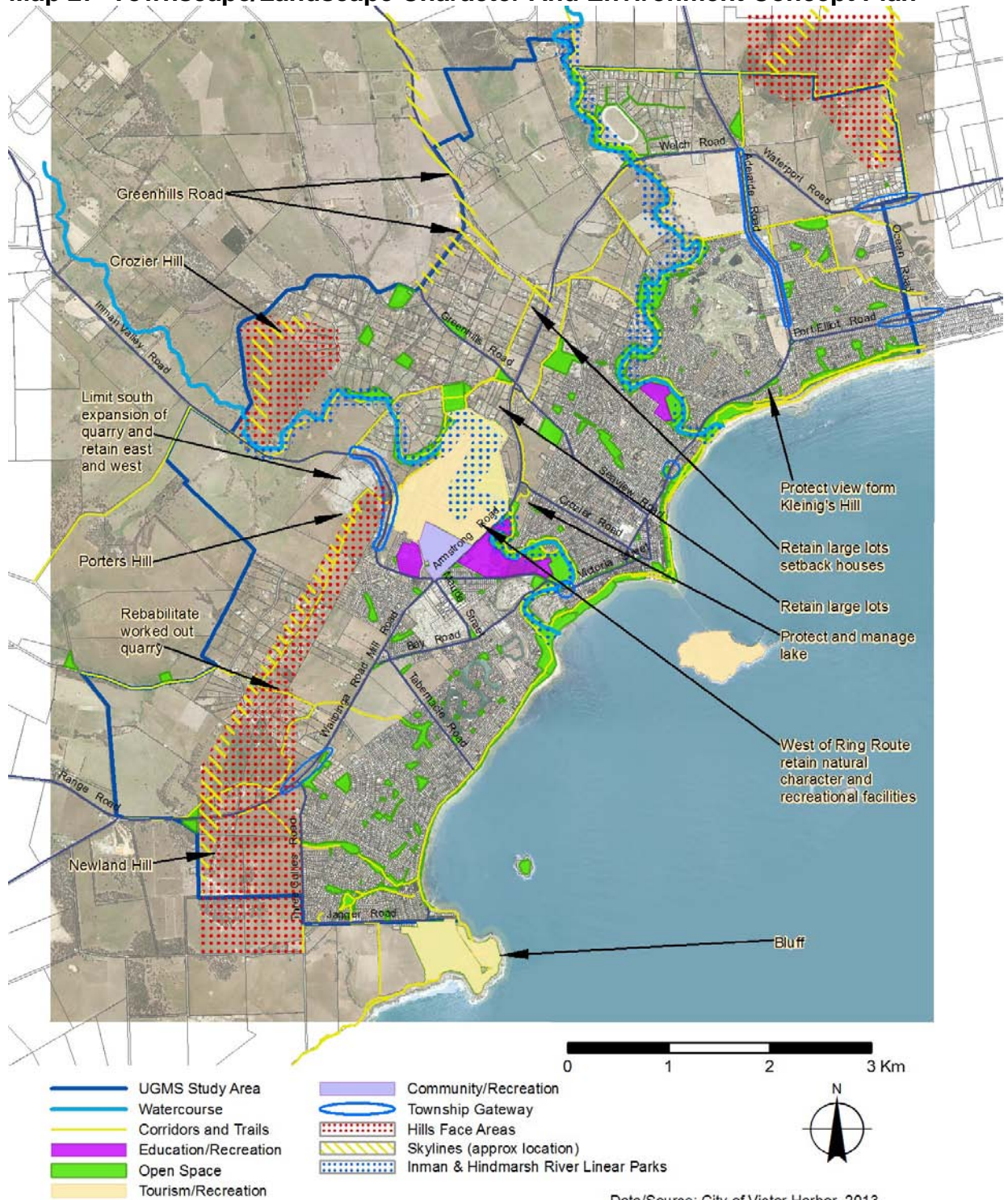
**3.9 Encourage community interaction including participation in sport and recreation opportunities**

3.9.1 Encourage programs that support new residents, especially older people, to develop connections with their local community and build social capacity.

3.9.2 Encourage festivals and community events that target involvement of the local community as well as visitors.

- 3.9.3 Support the development of volunteer management practice, and the provision of a volunteer referral service for residents wanting to get involved in community life, and share their skills and experiences.
- 3.9.4 Investigate funding options and models for social inclusion projects targeting older people including intergenerational activities.
- 3.9.5 Encourage opportunities that support involvement in continuing education, particularly for older people including the provision of library services.
- 3.9.6 Encourage urban design that encourages interaction between residents.
- 3.9.7 Encourage housing that enables people to continue to live within their own neighbourhoods as they age, in order to retain social connections.
- 3.9.8 Create safe and secure pedestrian and cycle links to encourage walking and participation in community life.
- 3.9.9 Encourage community initiatives which facilitate social interaction.
- 3.9.10 Support programs and activities that encourage the community, and in particular older people, to be active and to increase the use of recreation facilities.
- 3.9.11 Participate in state-wide co-operative initiatives in library services, utilising large scale consortia agreements, where possible, to maximise services and reduce costs.
- 3.9.12 Monitor customer and community demands and organise library programming that best meets these demands.
- 3.10 Promote concepts of “connected communities” and “communities for all”**
  - 3.10.1 Make the town more family friendly by planning for the provision of parenting facilities.
  - 3.10.2 Contribute to the development of a child and family friendly community by promoting and supporting the principles of UNICEF’s Child Friendly Community Initiative and South Australian Child Friendly guidelines.
  - 3.10.3 Implement priority recommendations from the Southern Fleurieu Family Strategy.
  - 3.10.4 Encourage open spaces and recreation areas to be designed and located to meet the needs of the whole community with a focus on being child and youth friendly.
  - 3.10.5 Facilitate the development of an environment that supports active ageing.
  - 3.10.6 Provide safe and welcoming pedestrian environments and public spaces that support physical activity and social interaction.
  - 3.10.7 Provide opportunities for young people to be active participants in community life through entertainment, sport, recreation, art, culture and volunteering.
  - 3.10.8 Support young people to demonstrate citizenship and leadership through community involvement.
- 3.11 Ensure a planned response to the impacts of fire, flooding and other emergencies**
  - 3.11.1 Incorporate fire protection measures in the Victor Harbor Development Plan for development on township edges.
  - 3.11.2 Incorporate findings of flood mapping in Victor Harbor Development Plan.
  - 3.11.3 Maintain an Emergency Management Plan that summarises risks, establishes a management structure for events requiring multi-organisational response, and provides information to the South Coast Disaster Plan and other emergency management plans.

**Map 27 Townscape/Landscape Character And Environment Concept Plan**



### **Agricultural Land**

The concept plan avoids extending development into moderate quality agricultural land on the northern side of the Ring Road.

### **Landscape Protection**

Consolidation and limited expansion of the township is proposed within a defined Urban Growth Boundary so as to minimise the outward expansion of the town onto the higher slopes of the surrounding hills and protect existing natural views. No further rural living style development is proposed.

### **Townscape/Built Heritage Protection**

Infill/consolidation within the town is to be sensitive to areas of unique or specific built form character. Attractive town entrances are maintained and improved with uniform signage and landscape planting. Large scale and impacting industries are encouraged to establish in nearby Goolwa facilitated by improved freight links between Adelaide, Victor Harbor and Goolwa in accordance with the policy direction provided by the *30 Year Plan for Greater Adelaide* (in favour of establishing lower impacting, higher employment generating businesses in Victor Harbor).

The Concept plan recognises existing open space and proposes linear open space networks based upon existing watercourses and adjacent to the coast. These are to provide links to urban areas and include appropriate pedestrian and cycle crossings and connections.

The concept plan proposes the protection of the greenbelt to the north-east of the town, between Victor Harbor and Port Elliot (although within the adjoining Council area). This is important to maintain township character and identity.

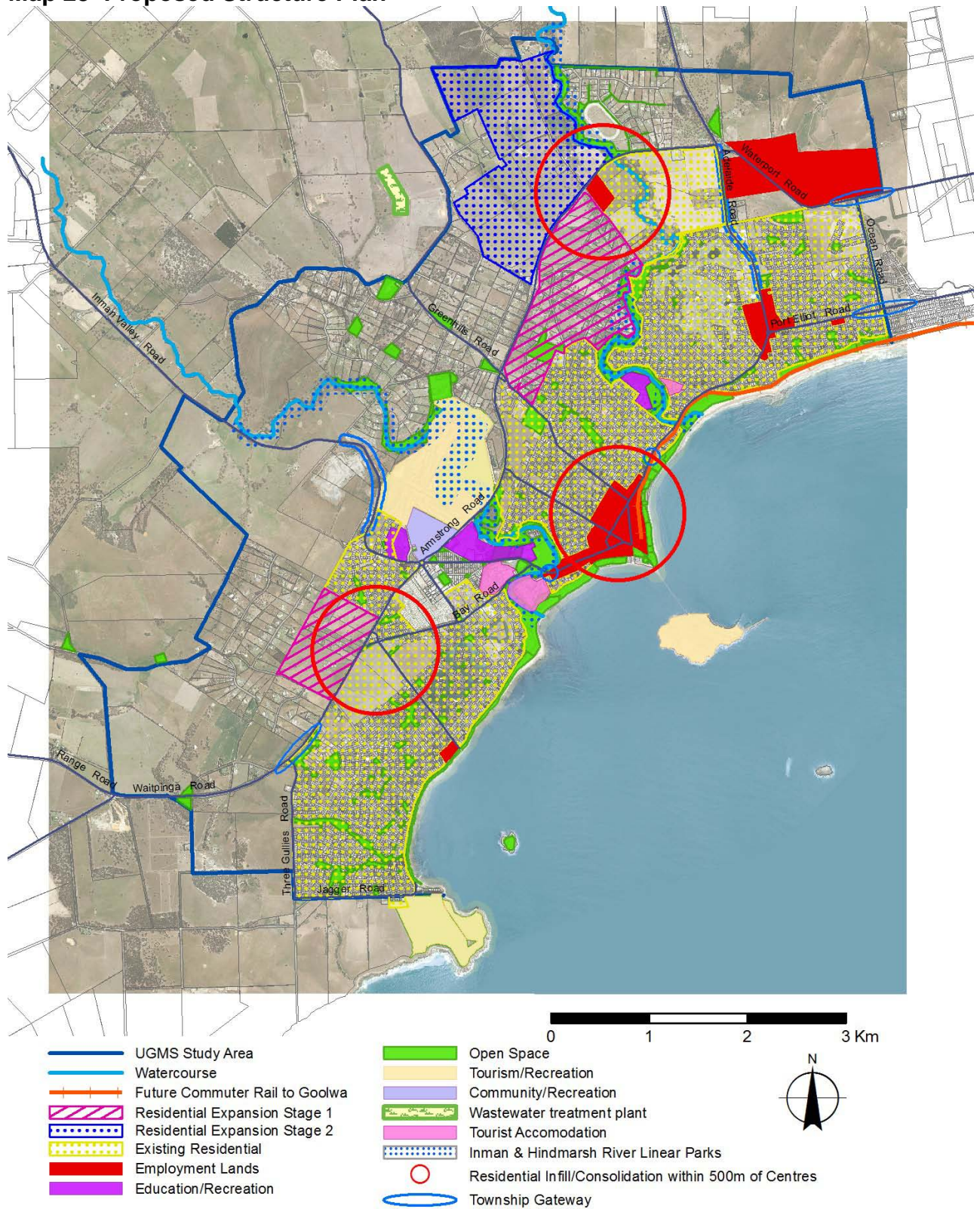
### **Stormwater Management**

The concept plan recognises the constraints imposed by infrastructure capacity constraints. New development is proposed to maximise retention and reuse of stormwater run-off onsite through use of water sensitive design techniques.

Development will need to accommodate potential flooding. Flood mapping will be incorporated into Development Plans to protect new development from flooding.



**Map 28 Proposed Structure Plan**



Data/Source: City of Victor Harbor, 2013

## **MAP 28: PROPOSED STRUCTURE PLAN**

### **Description**

Growth in Victor Harbor will be contained by the hills wrapping around the north western side of the town around to the south. To the north-east, it is contained by a greenbelt to maintain the separate township characters of Victor Harbor and nearby Port Elliot. Along the south eastern side of the town is the coast. These natural features of Victor Harbor create natural limits to growth and assist in retaining the important views of the hills and sea from urban areas which are so valued by residents and visitors.

### **Purpose**

The proposed structure plan consolidates all of the spatial information presented in the Maps above and illustrates the Vision and Objectives of the Urban Growth Management Strategy towards 2030.

The Proposed Structure Plan provides a graphic representation of the spatial distribution and arrangement of the Victor Harbor communities and their relationship to open space, ecologically important areas, retail centres, transport and other infrastructure.

The Proposed Structure Plan, together with the staging plans provided in this chapter, are conceptual only. They are not final and may be subject to change. The information provided by the structure plan is intended to inform and guide further detailed investigations prior to any amendments to the Victor Harbor Development Plan.

## UGMS OBJECTIVES

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

## 6. IMPLEMENTATION AND GOVERNANCE

# Chapter 6

### Chapter Outline

This chapter explores possible funding opportunities to assist in the implementation of the UGMS Strategies and Actions outlined in Chapter 5 and outlines Council's financial responsibility to funding of actions proposed by this UGMS. It cross references the City of Victor Harbor Community Plan 2022 in relation to governance actions that directly impact on the implementation, monitoring and review of this UGMS.

It also suggests ongoing periodic monitoring of population growth and profiling of the population to assist in measuring performance against the UGMS Objectives.

### Summary of Key Points

After reading this chapter, you should understand the following:

1. The range of Council funding sources.
2. The framework for developer contributions
3. The need for ongoing periodic monitoring of population growth, business investment, tourism, education, health and community services investment, employment and housing.
4. Council's financial responsibility and process for funding projects associated with this UGMS.
5. Council's key governance commitments that will assist in the delivery of UGMS actions.

## **6.1 GOVERNANCE**

The following strategies contained in Council's Community Plan 2022 within Objective 4 "deliver excellence in leadership, service delivery and organisational management that underpins our strategic directions" are directly relevant to the implementation, monitoring and regular review of the UGMS.

### **6.1.1 Undertake infrastructure and asset management planning (4.3)**

- Continually review the Asset Management Plan, including strategies for levels of service, risk management, life cycle management, funding and monitoring.
- Review and update Council's Ten Year Capital Works Program within the context of the Asset Management Plan.
- Optimise the value and longevity of assets through sustainable asset management practices.
- Develop asset management software and systems to provide advanced asset management planning and strategy.
- Review asset financial management principles and performance, including revaluation, depreciation, and replacement policies.
- Regularly undertake condition assessments and review consumption trends of assets.

### **6.1.2 Service delivery**

- Engage with the community to identify their needs and expectations (4.11)
- Undertake a range of consultation strategies to identify the service needs and expectations of the community.
- Develop and regularly review levels of service provided to the community, in line with Council's Long Term Financial Plan, with a view to optimising services to meet current and future demand.
- Review and update Council's asset management plans to ensure that they are current, sustainable and in line with community expectations.
- Promote the range and availability of services provided by Council.

### **Ensure a high and efficient level of service delivery across the organisation (4.12)**

- Ensure that Council's business units are competitive and compliant, and provide sustainable service delivery.
- Maintain assets to appropriate levels of service to the community.
- Maintain a service delivery framework that supports prompt communication, accessibility and complaints management.

### **6.1.3 Develop inter-governmental and regional relationships (4.16)**

- Maintain and regularly review regional and broader networks with organisations such as the Southern and Hills Local Government Association, the Fleurieu Alliance, National Sea Change Taskforce, Local Government Association of South Australia, regional tourism groups and Natural Resource Management Boards.
- Work with State and Federal governments to plan for and respond to the needs of the community.
- Work with neighbouring Councils and the non government sector to plan for and respond to the needs of the community.

### **6.1.4 Ensure that Council operates in a strategically planned environment (4.17)**

- Ensure that Council operates in strategically planned environment where business plans, budgets, departmental goals and projects, and decision making are directly related to achieving Council's strategic priorities, objectives and service targets.
- Ensure reports to Council are linked to relevant Council strategic documents.
- Analyse and report on Council's performance against objectives & strategies.
- Continue to monitor trends and influences at the local, regional, state and national levels.

- Develop and maintain policies and procedures that are consistent with Council's long term objectives and ensure legislative compliance.
- Undertake the Development Plan Amendment Program and related planning studies identified in Council's Development Plan Review 2013.
- Participate in Local Government Regional Partnership Forums to prepare Regional Implementation Strategies to deliver policies and targets in accordance with the 30 Year Plan for Greater Adelaide.
- When required, participate with the Government's Policy and Coordination Committee to resolve critical infrastructure, servicing and land use issues associated with growth areas and activity centres identified in the 30 Year Plan for Greater Adelaide.
- Ensure that Council strategies and plans are easily accessible to the community.

### **6.1.5 Foster and demonstrate community leadership**

- Develop leadership within the community.
- Take a strong leadership role and advocacy role to progress our communities' priorities.
- Support and recognise our communities' achievements through initiatives such as Australia Day awards and Council functions.

## **6.2 FUNDING OPPORTUNITIES**

### **6.2.1 Council Funding**

#### *Rate Revenue*

Approximately 70% of Council's income is derived from rate revenue. Notwithstanding the objectives of the UGMS to influence the population structure to bring about an increase in the younger population, it is acknowledged that the UGMS will most likely not alter the number of older people seeking to reside in Victor Harbor. As such, the UGMS has identified that there will continue to be a proportional increase in demand for health and community services per head of population. Therefore, in order to maintain and/or improve current levels of funding and service provision and to implement the UGMS actions, Council may need to consider alternative income streams (ie not rely as heavily on rate revenue for its operations) in order to remain economically viable.

#### *Other Revenue*

Opportunities to diversify Council's income stream includes:

- investing in aged care/accommodation providing ongoing returns and community benefit;
- generating additional income from existing facilities (eg partnering with SA Water to on-sell treated wastewater whilst benefiting the environment);
- public and private partnerships and developer contributions.

In 2012 the Local Government Association of South Australia commissioned Deloitte Access Economics to develop a model and guidelines to assist Councils to assess the financial impacts of urban growth and development. The model enables Councils to determine the viability from Council's perspective of any development. This model may be useful for the City of Victor Harbor.

### **6.2.2 Private Funding - Developer Contributions Framework**

Developer contributions comprise the payment of monies to Council (and/or the direct provision of works/facilities) to supplement the provision of infrastructure to support the population generated by a proposal. Such contributions apply to land division and/or the creation of additional dwellings.

The Developer Contributions Framework outlines the contributions required from developers to ensure that local and district level infrastructure and facilities are provided in a coordinated manner. This includes, but is not limited to:



- District Roads
- Local and district level open space and recreation areas and facilities
- Land and shared facilities required for the provision of utility services.
- Community infrastructure
- Environmental works to manage impacts on biodiversity
- Information Communications Technology Networks
- Gas Supply Networks/Easements
- Connection and Augmentation for SA Water mains water supplies
- Cover costs for recycling/rubbish collection and disposal
- Contributions for stormwater management (water quality and quantity)

So as to equitably, and transparently, apportion infrastructure costs to development, envisaged growth and the impact of that growth upon necessary infrastructure must be quantified. The cost of provision of additional works/facilities to accommodate that growth must then be assessed.

The following principles should apply to any request for developer contributions in respect of infrastructure provision over and above that which would normally be required to undertake the development:

- the need for the proposed infrastructure must be clearly demonstrated and the full cost of its provision calculated;
- the proposed infrastructure should be linked, both temporally and spatially, to the identified needs of the subdivision or development (ie it must be shown that as a result of the subdivision or development, there is a new demand for public amenities and services). This relationship is made clear by the demographic and economic makeup, spatial distribution and timing of growth, current levels of demand and needs of future residents;
- amounts charged must be equitable (eg there can be no charges for backlogs and double dipping);
- funds collected must be applied to the provision of specific infrastructure for the contributing development and accounted for in an open and transparent manner;
- there is a developer contributions policy that is subject to the scrutiny of community consultation and public exhibition and that is reviewed after a specified period of time;
- there is a works program and schedule that defines the type, scale and timing of facilities commensurate with development.

Establishment of an infrastructure and asset management plan for the defined growth period will provide a broad indication of future costs which may be apportioned to each development scheme based upon its 'share' of projected population growth. Options for developer contributions may include:<sup>141</sup>

1. Differential/Special Rates - a special rate applying to non-contiguous land to enable Council to collect funds for non-specific projects and infrastructure;
2. Negotiated Planning Agreements - a framework allowing Council to negotiate and enforce agreements with land owners/developers;
3. Local Infrastructure Contributions – a one off payment designed to meet the cost of infrastructure required to achieve a standard of land suitable for its intended use;
4. Region-Wide Contributions - a collaborative approach allowing Councils and the State Government and other authorities to fund regional infrastructure requirements.

Items 3 and 4 above will require legislative amendments under the *Development Act 1993* (and/or other applicable legislation).

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<sup>141</sup> LGA Circular 10.1, *Developer Contributions Final Report – Feedback Sought* retrieved 17 March 2008 from [www.lga.sa.gov.au](http://www.lga.sa.gov.au)



### 6.2.3 State and Federal Government Funding

Various State Government subsidies are available. Many of these are only available for a limited time and may be withdrawn prior to implementation of the UGMS. The subsidies provided can range from small community grants under \$1,000 to more significant grants for infrastructure provision. Most grants require up to half of the total costs of the project to be funded by the funding applicant.

Council may also lobby for direct State (and Federal) government investment in significant physical and community infrastructure projects in areas such as transportation, recreation, information and communication technology and education.

## 6.3 MONITORING PERFORMANCE

Analysis and reporting will be undertaken to measure progress against the Strategies in the City of Victor Harbor Community Plan 2022 which align with the actions contained in Chapter 5.0 in accordance with Council's periodic review of its strategic governance documents.

Council has developed a range of Strategic Indicators in the Community Plan 2022 which apply to the UGMS Objectives as follows:

<b>Objective 1</b>			
<b>A strong economy and supportive business environment.</b>			
<b>Indicator</b>	<b>Measure</b>	<b>Target/Trend</b>	<b>State Strategic Plan Target</b>
Business investment	Number of businesses (internal data)	Maintain at current level or increase	35 – Economic growth 39 – Competitive business climate
Workforce population	Workforce participation (DEEWR survey)	Maintain at current level or increase	48 – Ageing workforce participation
	% of people employed (DEEWR survey)	Maintain at current level or decrease	49 – Unemployment
	Number of people employed in local businesses (internal data)	Maintain at current level or increase	47 – Jobs 49 – Unemployment
Proportion of permanent residents	% of occupied dwellings (ABS Census data)	Maintain at current level or increase	46 – Regional population growth
Road, cycle and pedestrian networks	Asset/Infrastructure Management Index (Local Government CPM Index)	Continual improvement	56 – Strategic infrastructure
<b>Objective 2</b>			
<b>The sustainable provision of infrastructure and community services.</b>			
<b>Indicator</b>	<b>Measure</b>	<b>Target/Trend</b>	<b>State Strategic Plan Target</b>
Effective management of urban growth	Planning and Development Control Index (Local Government CPM Index)	Continual improvement	1 – Urban spaces
Storm water and waste water reuse	Quantity of storm water and waste water reused by Council (internal Council data)	Maintain at current level or increase	73 – Recycled Storm Water 74 – Regional Waste water
Waste Collection and Disposal	Waste Collection Disposal Index (Local Government CPM Index)	Continual improvement	67 – Zero Waste
Perceptions of	Safety and security –	Continual	17 – Statewide crime

safety and security	Index (Local Government CPM Index)	improvement	rates
Provision of parks, reserves and open space	Providing and maintaining sporting facilities, parks, gardens and playgrounds – Index (Local Government CPM Index)	Continual improvement	83 – Sports and recreation 1 – Urban spaces
Provision of community meeting places	Providing and maintaining community halls and cultural buildings – Index (Local Government CPM Index)	Continual improvement	23 – Social Participation 56 – Strategic infrastructure
Provision of disability access and information services	Providing and maintaining facilities for the aged, disabled and special needs groups – Index (Local Government CPM Index)	Continual improvement	50 – People with a Disability
Health and Community Services	Health Services Index (Local Government CPM Index)	Continual improvement	78 – Health South Australians
Providing services and facilities	Providing services and facilities for the community overall – Index (Local Government CPM Index)	Continual improvement	
<b>Objective 3</b>			
<b>Environment and lifestyle protected against the pressures of projected population growth.</b>			
<b>Indicator</b>	<b>Measure</b>	<b>Target/Trend</b>	<b>State Strategic Plan Target</b>
Safeguarding ecological values and biodiversity	Environmental Management Index (Local Government CPM Index)	Continual improvement	69 – Lose no species 70 – Sustainable Land Management 71 – Marine biodiversity
Addressing the impacts of climate change	%of buildings with solar panels (Clean Energy Council)	Continual improvement	64 – Renewal Energy 59 – Greenhouse gas emissions reduction
Community Involvement	% of people who volunteer (ABS Census data)	Maintain at current level or increase	24 – Volunteering 23 – Social Participation
Accessibility to goods, services, amenities and facilities	Quality of Life – Index (Local Government CPM Index)	Continual improvement	56 – Strategic infrastructure

## 6.4 FINANCIAL RESPONSIBILITY

The City of Victor Harbor operates in accordance with a sustainable long term financial plan aimed at maintaining and, where appropriate and desired by the community, improving on current levels of service whilst not requiring substantial increases in council rates.

Before committing to any actions proposed by this UGMS, consideration will be given to the timing and Council's level of commitment in funding and delivery through Council's 3 year strategic plan and annual Financial Management Plans. Wherever possible, Council will seek part funding through government agency grants or private investment) and consider whether any proposed action or project is the cost effective use of available funds.

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