

SETTLEMENT AND HOUSING

Overview

The Moyne Shire is made up of large tracts of rural areas and a number of towns and settlements. The predominant service centres in the Moyne Shire are Port Fairy, Koroit and Mortlake.

Port Fairy is an historic coastal town that offers a high quality of life for its residents and is a popular tourist destination.

Koroit is located near Tower Hill State Game Reserve and was originally established as a rural service town in which a major diary processing plant operated by Murray Goulburn is located on the edge of the urban area of the town.

Mortlake is the main town and service centre in the northern part of the municipality. It is a major council service centre and has good road access to surrounding regional centres including Warrnambool. There is a regional quarry nearby. A 550 megawatt (MW) gas-fired power station is operational 12 km west of the town.

Hawkesdale, Peterborough, Macarthur and other small service towns located throughout the Shire also provide a focus for much of the population. There are also a number of smaller settlements or rural hamlets including Caramut, Woolsthorpe, Woorndoo, Panmure, Garvoc, Kirkstall, Killarney, Cudgee, Nullawarre, Purnim, Yambuk, Orford and Framlingham.

The heritage places and precincts in Port Fairy and other historical townships and rural hamlets within the Shire give it a distinctive character.

Population characteristics

As noted in 21.02 the Shire's overall population has undergone gradual decline since 1981. This is reflected by the 1981, 1986, 1991 and 1996 Census which recorded permanent populations of 16,806, 16038, 16142 and 15,894 respectively for the area now encompassed by the Shire.

The 1996 population of the three main urban centres of Port Fairy, Koroit and Mortlake was 2557, 1515 and 985 respectively, with the rural areas and small townships and rural settlements accounting for the balance of the Shire's population.

Most of the decline in the Shire's population has occurred in the northern portion of the Shire and can be attributed to structural changes in the agricultural sector. This has been countered to some degree by a slight increase in the population in the southern section of the Shire. This trend is expected to continue as a result of the restructuring of rural enterprises and the "spillover" of population from the Warrnambool urban area. In particular, Port Fairy and the areas around Koroit are expected to experience further growth as a result of their attractiveness to retirees and people in search of a better lifestyle.

Age structure

The following changes in the demographic composition of the Shire over the period 1981 to 1996 are most noteworthy:

- There was a significant increase over this period in the percentage of the Shire's population in the 35-49 year age group. This is normally important in terms of population growth given that people in these age groups are in the prime of their working lives.
- Despite the above, the 5-34 year age groups experienced a decline over this period, from 51.4% of the population in 1981 to 40.5% in 1996. This is a significant change which over time will result in a corresponding decline in the number of persons of child bearing age in the Shire and in the number of persons in the workforce.
- The main reason for the change is probably the trend towards smaller families, though people in the 18-34 age group leaving the Shire over this period would also have been a factor.

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- The percentage of the population over this period aged over 60 years was relatively stable. However this percentage will increase fairly significantly in the future as those in the 35-49 and 50-59 year age groups reach retirement and having regard to the decline in the numbers of younger persons in the Shire.

The following additional observations about the Shire's population were revealed in the 1991 Census:

- The largest proportion of households contained two persons (49.8%) which is substantially higher than the Victorian average which was 30%. Households with three or four residents accounted for 33.7% of the total number of households, whilst households with 5 or more people accounted for 16.5% of the total.
- The majority of people lived in separate (detached) dwellings, which accounted for 95.3% of the total building stock in the Shire, compared with 84.1% for Victoria as a whole. In terms of ownership, 84.1% of dwellings were privately owned. As far as occupancy was concerned, some 15.9% of dwellings in the Shire were vacant at the time of the Census, which is a reflection of the large number of holiday houses in Port Fairy and other areas in the southern part of the Shire.
- Income of both individuals and households is lower in the Shire than for Victoria as a whole, with 84.2% of persons and 62.1% of households earning less than \$25,000 (compared with 74.9% and 41.2% respectively for Victoria as-a-whole).

Population projections

The Victorian Government has predicted (*"Victoria in Future - The Victorian Government's population projections for the State's Local Government Areas 1996 - 2021"*) that the Shire's resident population will increase to 16,777 by 2011. Most of the population growth will occur in the southern portion of the Shire, which will also experience population increase as a result of the redistribution of population within the Shire. In this regard, the restructuring of rural enterprises is likely to result in a continuing drift of people from farms to the towns, and the spill-over from Warrnambool is likely to continue, particularly around Koroit. In addition, retirees could be attracted to Port Fairy and the rural areas in search of better lifestyles.

In terms of demographic composition, it is expected (in line with general trends in the Australian population) that Moyne's population will become older in the future due to the combined effects of longevity, declining numbers in the fertile age group (20 to 39 years) and declining birth rates. In this regard, the combined effects of couples choosing to have fewer children (or choosing not to have children at all), together with the lower proportion of parents, will mean that the birth rate is unlikely to exceed the death rate. Population growth in the Shire, if it occurs, will therefore be due to the in-migration of retirees and/or older adults. In addition, young people (15-24 years) are expected to continue to leave the area to access higher education opportunities and the attractions of metropolitan life.

Population and housing

The population is ageing and this trend is likely to continue. Population structure and composition, rather than size will be the most dramatic change in Moyne's demography over the next 15 years. Accordingly, there is a need to cater for an ageing population, particularly in relation to suitable housing, leisure and community services. There are a number of community clubs, groups and associations currently active in the Shire which makes up the fabric of settlements in the Shire. They are the focus for the community, particularly in generating social activities and maintaining community spirit, interest and association. The encouragement of self sufficiency within the community is most effectively promoted through the various clubs, groups and associations.

As mentioned earlier Port Fairy will experience an increase in population movement driven by its attractiveness as a location for new development because of its setting on the coast and along the Moyne River estuary. Port Fairy is made up of a number of different areas, each with its own set of distinct characteristics and natural and built qualities. This combination of natural and built

assets generates Neighbourhood Character, which is often valued due to the sense of local identity it provides. Demand has been strong for new development, redevelopment of older existing properties and more intense forms of urban housing. This has led to an increase in building heights, which have detrimentally affected the unique character of parts of Port Fairy along the coast and river environment.

Coastal settlement

Development pressure within the Shire of Moyne relating to landscape character and sensitive natural environments such as estuaries, wetlands and coastal dune systems is focused along the coast and in the coastal hinterland, and is centred on townships such as Port Fairy, Peterborough, Killarney and Yambuk. Development is also occurring between townships and includes residential and tourism ribbon development. B&B style accommodation is increasingly occurring in coastal and rural hinterland areas. Increased rural residential development has encroached upon Tower Hill increasing the level of impact on its scenic attributes. Golf course and associated resort accommodation development located within coastal locations isolated from settlements, community services and infrastructure support have also been proposed.

Heritage

The Moyne Shire contains an outstanding collection of heritage places, which are recognised as a significant asset to the municipality. Port Fairy has had local heritage planning controls and policy applied to the area for several decades. This was the result of Port Fairy being the subject of one of the earliest heritage studies undertaken in Victoria in 1976. Mortlake township has two heritage precincts, one which has been in place for many years, and has recently been extended. Many identified heritage precincts in townships outside of Port Fairy and Mortlake, and individually significant heritage places across the municipality are not yet protected and remain vulnerable to inappropriate development.

Issues

The key strategic issues are:

- The population is generally stable, with some population decline in the northern area of the Shire and strong demand for growth along coastal areas of the Shire particularly Port Fairy and Peterborough. The coast is attracting population movement from inland areas.
- Young people are leaving the Shire in search of better education and employment opportunities.
- The population in the Shire's townships and settlements is ageing and this trend is likely to continue as older people remain in the townships, people retire from farms to the towns, and retirees move to the Shire from other areas.
- The decline of population in the northern area of the Shire will have an impact on the viability of many commercial activities and the provision of community services.
- Population structure and composition, rather than size, will undergo the most dramatic change over the next 15 years.
- There is a need to cater for the increase in older residents.
- There is a need to improve education and employment opportunities to encourage young people to remain within the Shire.
- There will be pressure on the defined urban edges of some of the towns within the municipality.
- The tourist population is likely to continue to increase.
- Port Fairy contains a range of natural and built elements, which contribute to a unique Neighbourhood Character and which, is being threatened by intensive forms of new development.
- Development in Port Fairy is placing pressure on views from the public domain on the coast and river environment, which contribute to the character of the town and are sensitive to the height of development.

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- The appropriate location for the encouragement of medium density development is an issue, in particular in relation to established areas of Port Fairy. Unit development will continue to be balanced against infrastructure limitations and heritage and local character issues. The Port Fairy Design Guidelines have been refined.
- There are opportunities for sustainable low density residential development in most towns and settlements within the Shire.
- Moyne's heritage and the unique character of particular areas needs to be identified, protected and conserved.
- The ageing of the population and an increased demand for retiree accommodation is expected to increase in significance.
- The importance of containing township development within defined boundaries, and of managing development on the fringes of townships so that it enhances the character of the town's landscape setting.
- Increased rural residential and small lot development outside settlements and close to scenic locations such as Tower Hill resulting in impacts on scenic landscape quality.

Objectives

- To define a sustainable urban/non urban edge to the main townships and settlements within the Moyne Shire.
- To maintain compact urban forms that will allow for the ease of service delivery and minimal infrastructure costs. Unplanned developments that have potential to adversely affect the landscape and environmental qualities of the municipality, will not be supported.
- To identify, protect and promote the conservation and enhancement of Moyne's heritage places and precincts.
- To recognise the different requirements of the population by allowing the accommodation of the population of the municipality within a range of dwelling types suitable for the needs of the community.
- To recognise the significance of local Aboriginal heritage and appropriately protect sites of archaeological, cultural and scientific importance in accordance with relevant State and Commonwealth legislation, in consultation with the appointed Aboriginal authority.
- To prevent unwarranted alienation and fragmentation of valuable farming land by not supporting rural living and low density residential development, except in areas zoned for those purposes.
- To direct the built form and appearance of development in culturally and environmentally significant areas through appropriate design guidelines.
- To achieve a quality of residential development which conforms with accepted principles of sustainability and efficiency.
- To protect the Neighbourhood Character of Port Fairy.
- To ensure that new development in Port Fairy respects built form and/or the coastal and riverine location of the area, including existing character, the integrity of the dune formations, maintenance of floodplains, native vegetation and significant view lines to and from the coast.
- To protect and enhance the natural and man made assets of Moyne Shire.
- To provide an environment with the capacity to support a range of community and leisure facilities.
- To identify flood prone land and ensure that new development is compatible with flood hazard
- To encourage energy efficiency in housing design and construction.
- To encourage the development of aged and special care accommodation within the Shire.

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- To avoid residential and rural residential development on small rural lots or re-subdivision of existing lots that may form isolated developments that are unrelated to existing townships and impact on farming activities and sensitive environments such as dunes, wetlands, estuaries, waterways, remnant areas of native vegetation or scenic volcanic landscapes like Tower Hill.
- To manage development on the fringes of townships so that it enhances the character of the town's landscape setting.
- To retain the dominance of the landscape between townships.
- To avoid ribbon development along the coastal edge and along main roads such as the Great Ocean Road and Princes Highway and key tourist routes.
- To recognize that views form an important part of the amenity of a property and to provide for a reasonable sharing of views of significant landscape features, including views of the ocean, coastal shoreline, estuaries, wetlands and notable cultural features.
- To promote the compact development of Mortlake in accordance with the Mortlake Urban Design Framework (April 2010) (adopted 2015).

Strategies

General

- Provide for a diverse range of housing opportunities that do not detrimentally impact on the residential amenity of an area.
- Emphasise landscaping and urban design in the assessment of permit applications for buildings and works in residential and rural residential areas.
- Encourage limited rural living and low density residential development within existing zoned areas, ensure that any effects upon the surrounding farms are minimised.
- To encourage population growth within all areas of the Shire.
- To encourage a range of accommodation opportunities in urban areas including medium density housing to suit the various and changing needs of the Shire's residents.
- To apply the Port Fairy Design Guidelines to protect the Neighbourhood Character of the town.
- Support development that is sympathetic to heritage places and precincts.
- Avoid development, including complete demolition, which would adversely affect the significance of a heritage place or precinct.
- To introduce mandatory building height controls to ensure that new development will not dominate the coastal and Moyne River estuary surroundings and viewlines of Port Fairy.
- To introduce discretionary building height controls to ensure that new development will respect the Neighbourhood Character in the established areas of Port Fairy away from the coast and the Moyne River estuary.
- To encourage residential development within existing serviced areas and established settlements.
- To encourage aged and special care accommodation within the Shire.
- To encourage energy efficiency in housing design and construction.
- Encourage the siting of development within areas that, avoid the need to remove native vegetation.
- Protect residential amenity by encouraging a reasonable sharing of views between new and established properties, particularly where the view is of a significant landscape feature, including views of the ocean and coastal shoreline, coastal cliffs and sand dunes, rivers and estuaries and notable cultural and scenic landscape features.

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- Discourage new residential subdivision or development in sensitive or dynamic areas such as primary or secondary sand dunes, or wetlands or where views to and from scenic landscapes such as The Bay of Islands Coastal Park, The Crags, Lake Yambuk and Tower Hill may be impacted.
- Discourage development that generates and disposes of wastewater on-site within 100 metres of a waterway or wetland.
- Encourage development to locate a sufficient distance from the high water mark of the coast, estuary or wetland to enable protection from erosion hazards and the impacts of sea level rise and to allow for landward migration of shorelines, saltmarsh and wetland vegetation communities.
- Encourage development which will not expose acid sulphate soil hazards.

Townships and settlements

- Ensure that townships and settlements have a definite visual edge, delineating the boundary between urban development and the natural landscape beyond.
- Ensure that buildings and structures located at the edges of settlements are carefully sited and designed to integrate with existing topography and vegetation.
- Prevent the privatization of foreshores by requiring development adjacent to the coastal edge of settlements to maintain public access.
- Ensure that signage is located away from entrances and exits to townships wherever possible.
- Concentrate coastal tourist and commercial recreation development within existing settlements or close to existing settlements where existing infrastructure and community services can be utilised and consider proposed major developments outside existing settlements only when:
 - A genuine need has been demonstrated in response to a regional tourism product strength, outlines the desired visitor experience to be achieved and demonstrates consistency with regional tourism strategies;
 - Ensures minimal impact on environmental capability, and is subordinate to the visual and environmental qualities of a particular locality, minimises the overall footprint of a development and provides for significant benefits for environmental biodiversity;
 - Accommodation should be specifically designed to prevent conversion to permanent residential occupation to protect the future overall availability of accommodation stock; and
 - The need to provide for an appropriate scale and intensity of use and development relative to a site to manage the provision of additional services such as water and sewerage.
- Discourage residential and commercial development which are not dependent on a coastal location (i.e. require access to marine or estuarine waters or support coastal, estuarine or marine activity) from areas which are isolated or unrelated to settlements which contain adequate infrastructure and community services.
- Maintain coastal settlements with little or no existing infrastructure at their present development density.
- Facilitate the restructuring of existing small lot titles located in coastal locations and coastal townships as opportunities arise and where development of such lots will not result in significant environmental impacts.
- Screen commercial timber plantations that are located adjacent to either the Great Ocean Road or the Princes Highway with a 20 metre wide (minimum) indigenous or native vegetation buffer including understorey.

Rural living and low density residential development

- Ensure that development on small lots avoid impacts on sensitive environmental features such as remnant vegetation, wetlands, coastal reserves and waterways.
- Ensure that rural living and low density residential development uses permeable surfacing for all unbuilt areas to minimize surface run-off and to support vegetation.
- Ensure that trees, which form part of a continuous canopy are retained and that new planting is encouraged which contributes to vegetation canopies being enhanced and maintained.
- Encourage fencing of property boundaries using post and wire structures and vegetation for screening development.
- Ensure that buildings are sited to minimise views of the building from main roads into townships.

These strategies will be implemented by:

The above strategies can be facilitated in part through the Planning Scheme, by:

- Including suitable areas for future residential development in the following zones:
 - Residential 1 Zone - for suitable areas in Port Fairy, Koroit and Mortlake only.
 - Township Zone - for suitable areas in the various smaller townships and settlements located throughout the Shire.
 - Low Density Residential Zone – for existing low density areas on the periphery of the built-up area of the main towns and settlements, and as an alternative to the Township Zone where development is very dispersed.
- Including land required for associated commercial, industrial or community development in the appropriate industrial, commercial or public use zones.
- Using local policy to control development of flood prone land, which is defined as land subject to inundation by a 1:100 year flood. Planning controls will be the Land Subject to Inundation Overlay.
- Applying the Heritage Overlays to heritage places and precincts of local significance.
- Apply the Significant Landscape Overlay to parts of coast between Peterborough and Warrnambool, Lake Yambuk and Port Fairy, Port Fairy and Warrnambool and to the area around Tower Hill.
- Using local policy to guide development in areas affected by Aboriginal Heritage.
- Using local policy to guide development of heritage places and precincts.
- Using local policy to guide development in Port Fairy.
- Using local policy to guide development in Koroit.
- Using local policy to guide development in Mortlake.
- Using policy at Clause 21.09-4 to guide development in Mortlake in accordance with the Mortlake Urban Design Framework (April 2010) (adopted 2015).
- Using local policy to guide development in Macarthur.
- Using local policy to guide development in Peterborough.
- Using local policy to guide development in small townships and settlements.
- Using local policy to guide development in the Killarney or Belfast Rural area.
- Using local policy to guide construction of dwellings in Low Density and Rural Living Zones.
- Using local policy to guide development in a manner that protects the Tower Hill environs.

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- Using local policy to guide unit development and public open space provision for multi-unit developments.
- Using local policy to manage development within coastal landscapes.
- Applying the Design and Development Overlay to Port Fairy through a number of schedules to introduce the requirements of the Port Fairy Design Guidelines through Character Areas 1 to 14.
- Applying the Environmental Significance Overlay (ESO1) to coastal areas, estuaries and remnant native vegetation along the coast.
- Undertake an Urban Design Framework or similar strategic planning investigation to identify options and determine a sustainable township boundary for Yambuk township.