



Lorne Strategy Plan Review

Note: Status of the Lorne Strategy Plan Review, Dec 2003 (Revised Feb 2004)

Chapter 1 Sustainable Growth for Lorne

Adopted by Council on 1 March 2005.

Chapter 2 Special Investigation Areas

Adopted by Council on 7 June 2005.

Chapter 3 Neighbourhood Character

Adopted on by Council on 1 March 2005.

Chapter 4 Tourism and Commercial Development

Adopted by Council on 21 March 2006.

Chapter 5 Light Industrial and Service Business

Adopted by Council on 21 March 2006.

Chapter 6 Traffic and Car Parking

Not adopted - pending further analysis by Infrastructure Unit.

Reference Document

The Lorne Strategy Plan Review is a reference document of the Surf Coast Planning Scheme. As a reference document it provides background information to assist in understanding the context within which a particular policy or provision has been framed. This document is not part of the Surf Coast Planning Scheme and has no legislative status under the *Planning and Environment Act, 1987*.

Surf Coast Shire Council, 2008.

Surf Coast Shire

Lorne Strategy Plan Review

December 2003

(Revised February 2004)

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PREFACE

A SUSTAINABLE FUTURE FOR LORNE

Lorne is one of the most popular all-year holiday resorts in Victoria. Located on the Great Ocean Road, approximately 140 kilometres south-west of Melbourne, the township has developed around the mouth of the Erskine River, facing the Southern Ocean. As the national and international profile of the Great Ocean Road has increased, Lorne has become its most recognised coastal town and tourism underpins its economy.

The challenge confronting Lorne is to preserve the coastal township character, environmental values and scenic landscapes that are the foundation of its popularity. These values are threatened by continuing pressure for development and the intensity of activity during peak holiday periods.

The *Lorne Strategy Plan* (Wilson Sayer Core et al 1991) was prepared to guide the planning and development of the town. Both the former Shire of Winchelsea and the Surf Coast Shire have implemented the Plan. The *Lorne Strategy Plan* 1991 was used as a basis for the preparation of the Lorne Strategy in the Municipal Strategic Statement of the new format Surf Coast Shire Planning Scheme that came into operation on 5 October 2001.

Over the last decade changes have occurred in the town and a review of the strategy is now required. Surf Coast Shire engaged Maunsell Australia Pty Ltd and ERM Pty Ltd to undertake this Review.

SCOPE OF THE LORNE STRATEGY REVIEW

The process for developing the Lorne Strategy Review has addressed residential, environmental, commercial/tourism, and industrial issues in Lorne and the surrounding hinterland. It has focussed on the Lorne Strategy as outlined in the Surf Coast Planning Scheme. The Lorne Strategy Review aims to provide the Shire with a strategic planning framework that will assist resource management in Lorne over the next 15 to 20 years.

It is anticipated that the findings of this Review will ultimately be translated into statutory form suitable for inclusion in the Surf Coast Planning Scheme, and will be implemented by Surf Coast Shire by an amendment to the Lorne Strategy.

The Shire has identified a number of key issues to be addressed so that sustainable management practices and outcomes can be achieved. These include:

- The carrying capacity of Lorne based primarily on population growth, visitor influx, environmental and infrastructure constraints
- Opportunities for residential growth taking into account cumulative land stability, the need to retain tree canopies, maintain view sheds and scenic outlooks, protect the biodiversity of the environment and conserve historical buildings and any other notable features
- Economic opportunities for tourism and the provision of local goods and services, particularly exploring the need for further supermarket floor space

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- The future demand for service business and light industrial land and options for the siting and servicing of potential service business and light industrial sites
- Traffic flow and car parking.

To address these issues six specific studies have been undertaken as part of the Review, and these are:

- 1. Sustainable development for Lorne**
- 2. Special investigation areas**
- 3. Neighbourhood character study**
- 4. Tourism and commercial development**
- 5. Light industrial and service business development**
- 6. Traffic flow and car parking**

The findings and recommendations from each of these studies are presented in the following chapters of this document.

CONSULTATION AND COMMUNITY INPUT TO THE REVIEW

Community input to the Review process has been actively sought and encouraged by Surf Coast Shire.

A Reference Group was formed for the project. The group consisted of local residents and property owners, representatives of local community groups including the Friends of Lorne, Lorne Business and Tourism Association, Lorne Foreshore Committee, Surf Coast Economic Development Committee, Surf Coast Tourism Board, Council representatives including Cr. Nelson English and various council officers from the Surf Coast Council, Officers from the (former) Department of Natural Resources and Environment, (former) Department of Infrastructure (DOI) and the Victorian Coastal Council. The group met on a regular basis to provide input, local information, comments and assistance to the consulting team.

Consultation has also been undertaken directly with representatives of the Department of Sustainability and Environment (DSE), VicRoads, Barwon Water, Corangamite Catchment Management Authority, the Lorne Foreshore Committee and the Country Fire Authority.

At the commencement of the Review, the consultants conducted a Community Information Session in Lorne in April 2002. The purpose of this session was to outline the scope of the Review to interested members of the community and provide an opportunity for issues to be raised that could then be addressed in the studies to be undertaken. The range of issues that were identified are summarised in Appendix A. The majority of the community concerns were focussed on residential development throughout the township, growth in tourism and the implications for the town and traffic and parking issues. All of these issues are addressed through the six studies in this Review.

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In acknowledgement of the high level of community concern for residential development and urban character issues, and traffic and car parking issues, a series of workshops were conducted in August and October 2002 on these two topics. The workshops provided interested residents and community members with an opportunity to voice opinions and respond to these issues on a first hand basis. A summary of the issues raised by participants at the workshops is provided in Appendix A. The issues raised at the residential development and urban character workshops have played an important part in defining what the community values about living in Lorne and the way in which it should develop in the future. The traffic and car parking issues provided valuable input to the development of the recommended traffic management strategies and the car parking precinct plan outlined in this Review Document.

Throughout the preparation of this Review, the community was informed of the process via notices in the local papers, the production of a newsletter, correspondence and direct contact. Interested parties including service authorities were invited to contribute submissions, comments and relevant information to the strategy. Owners of land within the Special Investigation Areas and the local supermarket were contacted individually and informed that the Review was taking place.

LORNE STRATEGY PLAN 1991

The *Lorne Strategy Plan* (Wilson Sayer Core et al 1991) sought to balance the conservation and protection of the natural resources of the township and its promotion as a scenic tourist resort. The strategic objectives developed for Lorne to provide a policy framework for the township's future planning and development were aimed at:

- Protecting the natural scenic and recreational resources of Lorne and its hinterland
- Limiting outward expansion of the township to selected areas contiguous with existing urban development
- Providing opportunities for residential, recreational and tourist development
- Catering for the differing and interrelated social and economic demands of the permanent, part time and visitor populations
- To ensure that the total level of activity does not have an adverse effect on the assets and resources of Lorne and its hinterland
- Protecting the natural tree cover in and around the town
- Encouraging low rise development
- Minimising fire hazard
- Strengthening the town's economic base particularly outside peak season.

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To aid the interpretation of the strategy two physical framework plans, one for the hinterland and one for the township, were developed. These plans were supported by a range of strategies that dealt with:

- Public land management
- Tourism and recreation
- Residential uses
- Commercial uses
- Industrial uses
- Traffic management
- Car parking

The Strategy Plan promoted a policy of 'contained development' for the town which maintained the current patterns of residential development and encouraged development of existing vacant land. Underlying the strategy for development was the concept of 'environmental capacity' which took into account physical, ecological, amenity, and economic issues.

SURF COAST PLANNING SCHEME – LORNE STRATEGY

The *Lorne Strategy Plan* (Wilson Sayer Core et al 1991) was used as a basis for the preparation of the Lorne Strategy (Clause 21.11) within the Municipal Strategic Statement of the new format Surf Coast Planning Scheme which came into operation in October 2000.

The broader strategic framework for the Surf Coast Shire is set out in Clause 21.04 of the planning scheme. In this context, the key objective identified for Lorne is to:

To maintain and enhance the status of Lorne as a primary tourist destination on the Great Ocean Road while maintaining residential amenity and protecting and enhancing the tree canopy.

At Clause 21.11 of the Planning Scheme, the Lorne Strategy sets out the strategic policy and objectives for the township and strategies and actions for implementation. The Strategy also includes a Framework Plan that illustrates some of the strategic policy outcomes. This Framework Plan is shown in Figure 1.

The current objectives for Lorne within the Lorne Strategy are as follows:

Population, Housing and Residential Development

- § *To maintain and enhance the coastal township character of Lorne.*
- § *To protect the environmental and scenic values of Lorne and its interfaces with the coast and the Otway ranges.*
- § *To preserve the amenity of existing and permanent and semi-permanent residents.*
- § *To enhance the attraction of Lorne and the Great Ocean Road as a focus for tourism and within the Shire.*

The Economy

- § *To provide for an appropriate range of commercial and community services and facilities in the commercial core of the town catering for the needs of both the permanent and visitor population.*

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- § *To consolidate and build upon the economic activity and character of the core retail centre.*
- § *To provide opportunities for industrial development, primarily to support the needs of the permanent population.*

The Environment

- § *To protect the environmental and scenic landscape values of Lorne and its surrounding hinterland.*
- § *To protect coastal, intertidal and marine ecosystems in Loutit Bay.*
- § *To maintain public access to and enjoyment of coastal reserve without detracting from environmental values.*

Community Facilities

- § *To ensure that community infrastructure meets the needs of permanent residents and visitors.*

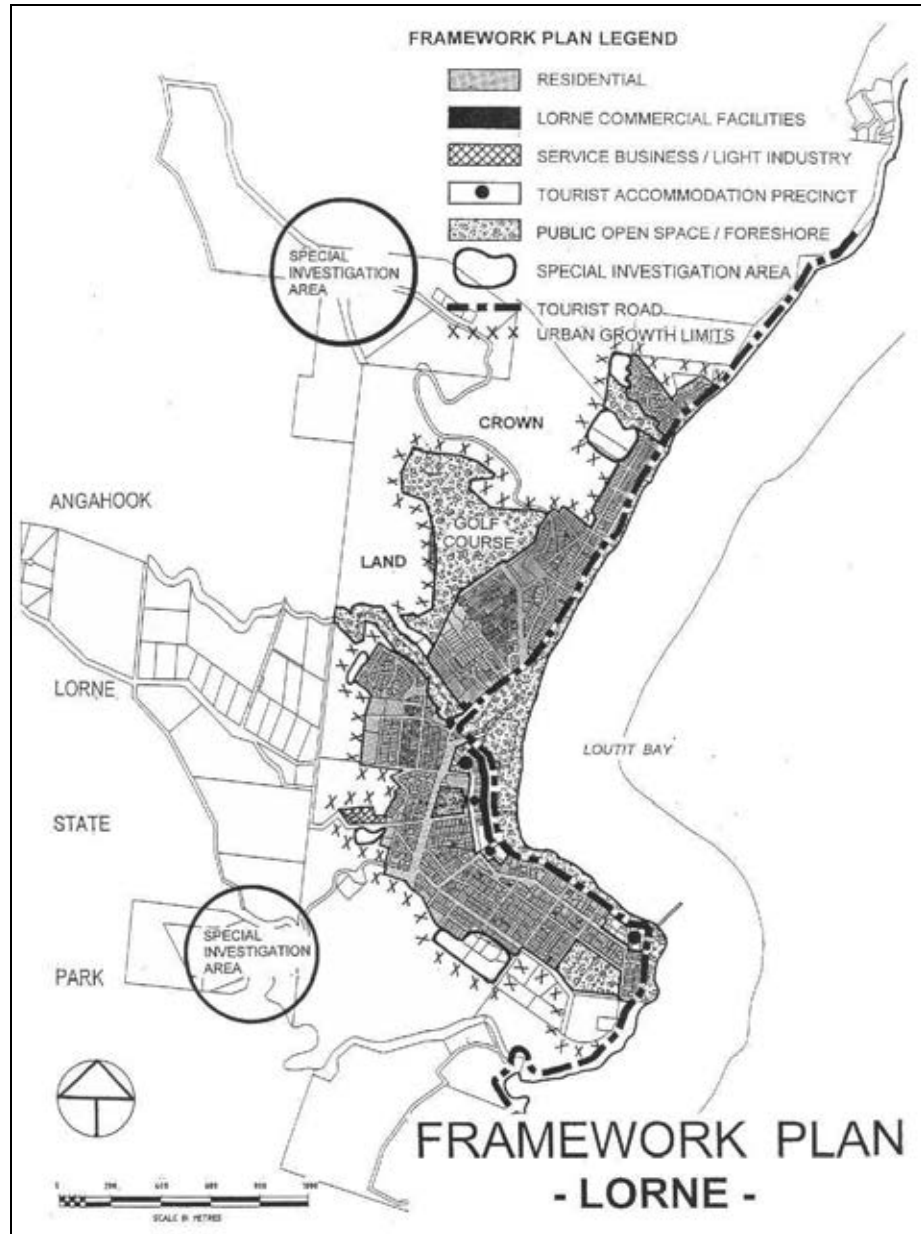
Infrastructure

- § *To maintain the amenity, safety and efficiency of urban activities in Lorne through appropriate provision and maintenance of infrastructure services.*
- § *To achieve an appropriate balance between the provision of car parking spaces and environmental and amenity values.*

The recommendations that are made throughout the following chapters of this Review are aimed at identifying the changes that are necessary to the objectives, strategies and implementation actions for each of the above topics, with the exception being the Environment and Community Facilities. These aspects do not form part of this Review.

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Figure 1: Existing Lorne Framework Plan



Source: Surf Coast Planning Scheme

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LORNE COASTAL ACTION PLAN

The *Lorne Coastal Action Plan (CAP)* published by the Western Coast Regional Coastal Board was approved by the former Minister for Conservation and Land Management in 1998. The Lorne Foreshore Committee has been progressively implementing the CAP as the lead agency for key components of the plan. The CAP applies to the coastal area bounded by the Great Ocean Road, the State three nautical mile limit, the St George River mouth and Cathedral Rock.

The objectives of the CAP are:

- To conserve natural and historic features of State and local significance
- To enhance the quality of life of local residents
- To provide for a diverse range of recreational and tourism opportunities including the provision of infrastructure to extend the tourist season
- To improve pedestrian links on the foreshore and between the main street and the foreshore
- To increase the amount of public open space by returning the foreshore between the pool and surf club to open space and reducing year round foreshore camping
- To provide opportunities for commercial development in appropriate areas that recognise the natural attributes of Lorne for residents and visitors, particularly the unique environment created by the meeting of the mountains and the ocean.

The CAP sets out future directions for the coastal area and acknowledges the need to ensure a co-ordinated approach to planning and management of public and private land within Lorne. The foreshore is an important interface with the urban areas of the township and successful implementation of the CAP requires input from three major players: Lorne Foreshore Committee, Surf Coast Shire and DSE.

The CAP contains a total of 47 recommendations, some of the key ones that have been implemented are:

- Preparation of Queens Park Management Plan
- Preparation of Camping Strategy including consideration of appropriate development of the Slaughterhouse site
- Construction of the new Surf Life Saving Club
- Relocation of the bowls club to Erskine House and removal of adjacent tennis courts
- Provision of a new car park at the southern end of the foreshore. The next step is to provide additional parking in Grove Road car park. Once this is achieved the central foreshore car park will be removed and the area appropriately rehabilitated as open space in accordance with the Lorne Central Foreshore Master Plan
- Removal of commercial premises east of Mountjoy Parade from foreshore
- Erskine House redevelopment.

The Lorne Foreshore Committee has also implemented some important capital works since 1998 that were not specifically identified in the CAP. These include:

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- Swing Bridge Boat House
- Provision of underground services to the Top Bank area of the central foreshore.

Future priorities for the ongoing implementation of the CAP include:

- Reviewing redevelopment opportunities of the Pier area at Point Grey and construction of a new pier as funding becomes available
- Implementation of streetscaping improvements for Mountjoy Parade by Surf Coast Shire
- Rebuilding of the Lorne Hospital on its current site and not on the foreshore.
- Construction of the Grove Road Car Park
- Redevelopment of the Lorne Pool and kiosk.

The ongoing implementation of these works require input from the Foreshore Committee, Surf Coast Shire, DSE and private investors. The achievement of these initiatives will progressively enhance and protect the valued assets of the Lorne foreshore.

In addition to the specific elements of the CAP, the Foreshore Committee also plays a significant role in the management of public open space in Lorne for passive recreation. The Committee manages all of the coastal reserve, including Queens Park. This open space network makes a significant contribution to the natural environment and the amenity of Lorne for residents and visitors. The Foreshore Committee actively implements the policies of the *Victorian Coastal Strategy* in relation to ongoing management and development of the coastal foreshore, as it aims to ensure that only coastal dependent infrastructure is established on the reserve.

The Committee also manages Crown land caravan parks in Lorne and seeks to ensure that opportunities are provided for camping within the township. Camping provides an important low cost accommodation option for families and tourists to enjoy as well as providing significant revenue to the town and the Committee for the ongoing management of the facilities. It is essential to ensure that future opportunities for camping are not compromised by competing development outcomes.

CHAPTER 1 SUSTAINABLE GROWTH FOR LORNE

SUSTAINABLE GROWTH FOR LORNE

Lorne is long established as the premier resort town on the Great Ocean Road. The popularity of Lorne means there is continuing pressure for development within the township and for it to expand its boundaries. There is also continuing pressure on the town in its role as a coastal resort, catering for the needs of visitors.

Community concern has been expressed about ongoing development pressures and the impact that this could potentially have on the environmental and scenic qualities of Lorne. As highlighted in the neighbourhood character studies, residential amenity (in terms of views and tree canopy) are qualities that are valued in the character of Lorne. It is some of these features that are at risk of being eroded from inappropriate development to accommodate future growth.

The town will continue to change over time, reflecting changing needs and demands of permanent and part-time residents and visitors. So what does sustainable growth for Lorne mean? It is about accommodating change in a manner that balances competing interests and protects and enhances the environment. It is not about setting a population limit, mandating a number of dwellings for the township, putting a cap on visitor entry or restricting access to the town. Population will change over time both in terms of permanent and visitor numbers and in its composition. Dwelling composition will also change both in terms of household size and the form of accommodation. Sustainable growth will be achieved in Lorne by the implementation of planning policies that are directed at a balanced outcome expressed as follows:

Sustainable Growth

To be sustainable, the future growth of Lorne must achieve a balance between accommodating the needs of residents and visitors whilst protecting and enhancing the environmental and scenic qualities that make it a special place. Future development must recognise the need to maintain and enhance the township's role as a year round holiday and tourist resort, while protecting its scenic attractions and the lifestyle it provides for residents and visitors.

Achievement of this outcome is consistent with the policy objectives of the *Victorian Coastal Strategy* (Victorian Coastal Council 2002) which are based on the concepts of ecologically sustainable development and integrated coastal zone planning and management. The hierarchy of principles in the *Victorian Coastal Strategy* are:

- Protection of significant environmental features
- Sustainable use of natural coastal resources
- Direction for the future
- Suitable development on the coast.

Suitable development on the coast is defined in the Coastal Strategy as

That which provides an environmental, social and/or economic benefit, enhancing the community's value of the coast. It will generally be coastal dependent or related to coastal dependent uses.

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Since the adoption of the *Lorne Strategy Plan* 1991 and through its implementation in the planning scheme, a policy of urban containment has been applied to Lorne. The core components of this policy are maintaining the existing external boundaries to the town and accommodating development pressure in a manner that is sensitive to the environmental and scenic qualities of the township.

In the context of the *Victorian Coastal Strategy* (Victorian Coastal Council 2002) and the Shire's 2020 objectives for urban settlements in the municipality, which are outlined below, the policy of urban containment remains valid for Lorne both now and into the future as a development scenario for sustainable growth. The challenge is to ensure that the form of development that occurs within the township protects and enhances the environmental qualities and scenic values that give the township its character. The recommendations outlined in the Neighbourhood Character chapter of this review provide a basis for achieving this outcome.

Delineation of the boundary of the town is important in terms of clearly defining the edge of development that will be encouraged in the future. This effectively limits the extent of Lorne, and it will have implications for intensity of development within the town. Opportunities for development outside of the current boundaries have been considered and are discussed in the chapter on Special Investigation Areas.

WHAT ARE THE FACTORS INFLUENCING THE SUSTAINABLE GROWTH OF LORNE?

The future growth of Lorne will be influenced by a whole range of factors that encompass personal lifestyle choice and public sector decisions across a spectrum of social, economic and environmental issues. Some of the key factors that will have an influence on achievement of growth in a sustainable manner have been identified as follows:

- Lorne's role as a coastal resort and activity node for the wider community
- Physical and environmental limits to growth
- Demographic trends
- Residential development opportunities
- Provision of infrastructure.

Lorne as a Coastal Resort and Activity Node

Lorne's continuing role as a coastal resort and activity node for the wider community is acknowledged and promoted by the State Government and Surf Coast Shire. Tourism Victoria also actively promotes it as a tourist destination, and it is considered to be one of the icon locations along the Great Ocean Road. This role will continue to be important as residents and visitors seek to escape from the stress of urban life and experience the natural values of Lorne's coastal setting.

Lorne will continue to face the challenges of experiencing great variations in the size of its population throughout the year, in providing the right mix of services, infrastructure and amenities for both its small resident population, and creating an economic environment that facilitates tourism development to meet the needs of visitors.

The objective for activity nodes such as Lorne, as expressed in the *Victorian Coastal Strategy* (Victorian Coastal Council 2002), is to provide for development within defined limits (both in extent and intensity) to protect areas of environmental significance and to preserve areas between settlements in non-urban use.

This is also consistent with the 2020 objectives of the Surf Coast Shire which seek to achieve the following outcomes:

- Ensuring that future development occurs as far as possible within existing boundaries of towns
- Preventing ribbon development in coastal areas
- Maintaining green belts or buffer zones between towns
- Retaining and enhancing the unique character and features of each town.

What this means for Lorne is that future development should continue to be focused within the boundaries of the township. The landscape and vegetation that forms a backdrop for the town must be protected and enhanced. Development within the town must be responsive to both environmental objectives and the needs of residents and visitors. Development along the Great Ocean Road, beyond the town boundary should continue to be restricted in order to maintain the natural environmental and scenic values along the coast and to prevent ribbon development.

Physical and Environmental Limits

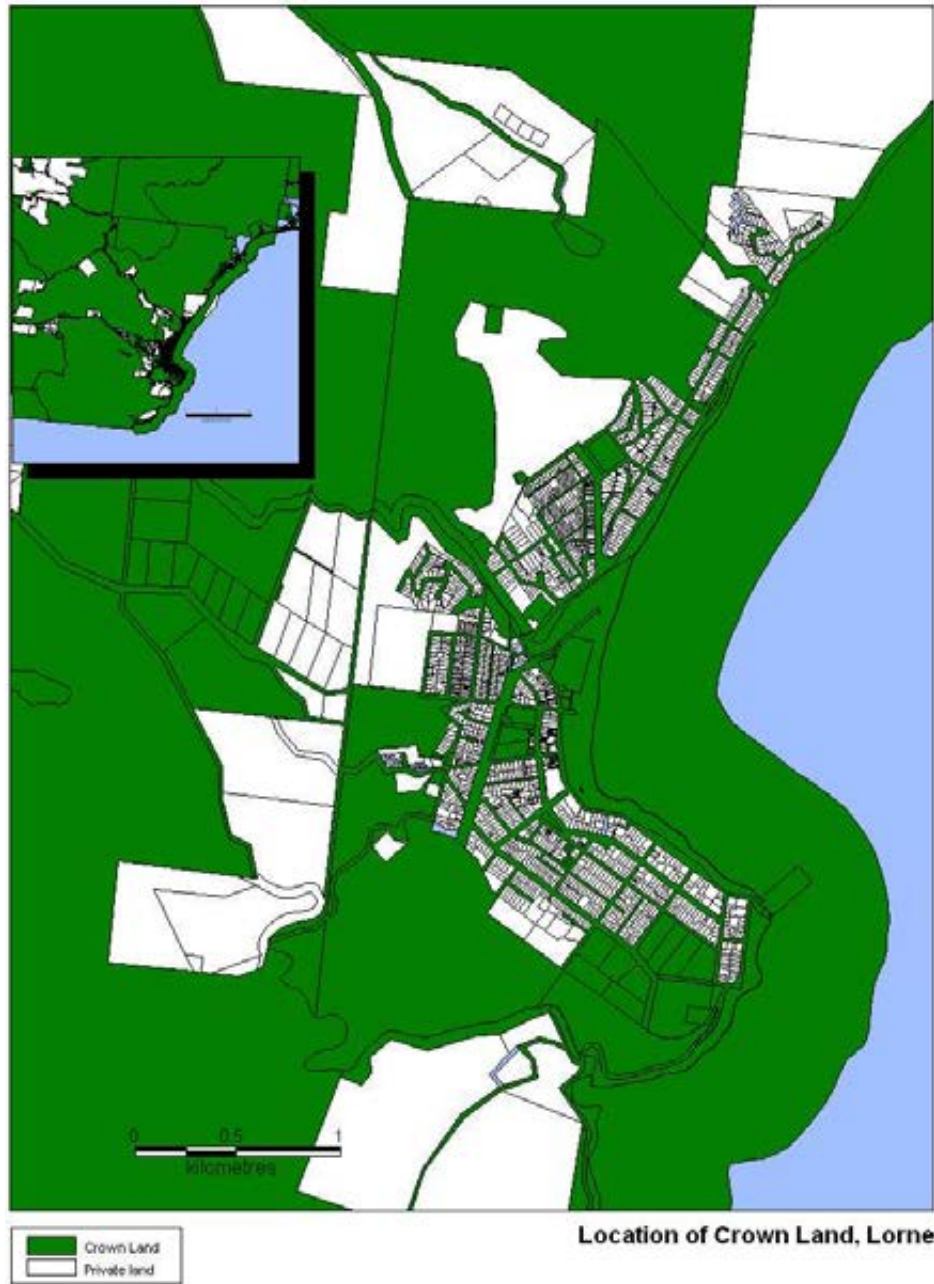
Existing parks and natural features effectively limit the physical expansion of Lorne. The town is surrounded by large tracts of public land, incorporating the coastal reserve, the Angahook-Lorne State Park and other areas in its hinterland set aside for timber production. These areas provide a natural boundary to outward expansion.

As shown in Figure 1, the majority of land surrounding Lorne is Crown land (mainly within the Angahook-Lorne State Park), which forms a significant physical and environmental barrier to the expansion of the township, to the north, west and south. Parks Victoria manages the Park, and a management plan was approved for implementation in 1999. The management plan is aimed at ensuring that the Park will be managed as a world class protected area for conservation and recreation, consistent with its natural and cultural features. Critical issues at the interface with urban areas of Lorne include the management of pest plants and animals, fire and other threats that need to be controlled to minimise impacts on the natural values of the Park.

In some instances the urban area of Lorne directly interfaces with Crown land. In locations such as central Lorne and north Lorne, there are a number of larger properties on the fringe that form a buffer between the township and the Park. These areas generally have extremely low-density development, if any at all. The Golf Course also acts as a buffer between the urban area and the surrounding State Park.

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Figure 1: Crown Land Surrounding Lorne



Demographic Trends

Future permanent population growth in Lorne will be influenced by a range of factors including:

- Fluctuations in local, State, National and World economies
- Local and regional employment opportunities
- Land supply and demand within Lorne and the wider region
- Affordability and availability of housing
- Rate of household formations
- Lifestyle preferences and changing work arrangements including growth in the home office sector
- Government incentives and policies that impact on population movement and housing.

Many of these issues are outside of the control or direct influence of the Surf Coast Shire and are difficult to measure and predict at such a localised level for Lorne. It is important, however, to be cognisant of the emerging and likely demographic and social changes and understand the way in which they influence patterns of housing consumption and demand for community services and infrastructure.

Changes in Population

Lorne's resident population continues to grow at a modest rate despite intensive development activity within the town. In 2002, Lorne had an estimated resident population of approximately 1,300 persons. This is based on the Australian Bureau of Statistics (ABS) 2001 Census Count with an allowance for estimated resident population.

In the 21 years 1981 to 2002, Lorne's estimated resident population increased from 925 persons to 1,300 persons, and this represents an overall increase of some 41%, and an annual average increase of +1.6%. More recently, during the period from 1996 to 2001, the estimated resident population in Lorne increased at an annual average rate of 2.4%.

As a basis for this strategy, it is reasonable to consider that over the next 20 years, the growth rate for Lorne could range from 1.5% (reflecting the 21 year historical trend) to an upper level of 3% (reflecting the recent higher growth rates). On this basis, the potential growth of Lorne over the next 20 years would be expected to range from a net increase of between approximately 390 and 750 permanent residents.

In addition to permanent residents, there is also a considerable holiday maker population which, at capacity, totals an estimated 7,900 persons and includes people staying in holiday homes, guest houses, motels and hotels, caravan parks and campsites and in hostels.

At peak holiday times, Lorne has an estimated total population of at least 9,200 people including both the permanent population and visitors. The figure could be higher where allowance is made for more visitors staying in holiday homes and caravan sites.

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Changes in Household Structure

As noted in the Surf Coast Planning Scheme Municipal Strategic Statement, growth in the number of permanent residents in Lorne since 1981 cannot be attributed entirely to an influx of retirees, a trend that is common in other coastal towns. However, it should be noted that the proportion of population over 60 years is significantly higher than that for the Shire and country Victoria.

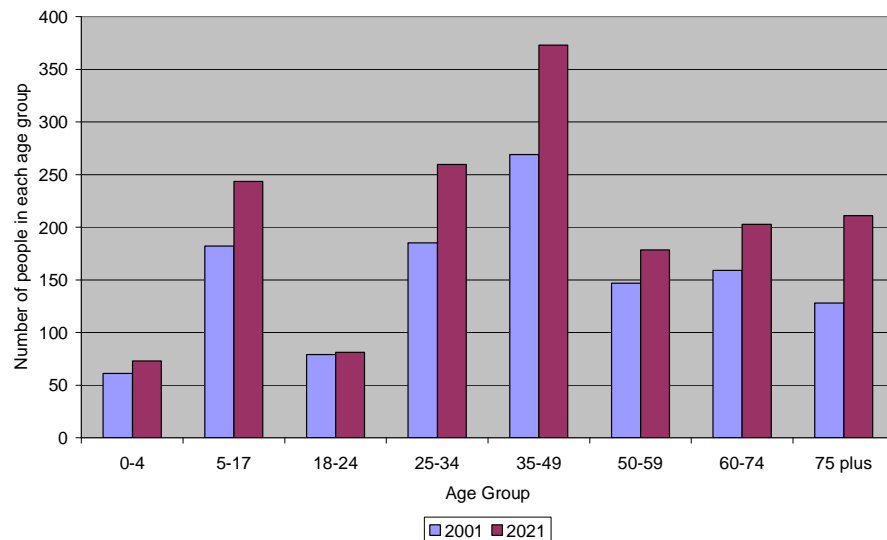
The percentage of population aged 60 years or over fell marginally from 27.2% in 1981 to 27% in 1996 and 23% in 2001 (compared to 16.2% for the Shire and 18.8% for country Victoria). The growth appears to have occurred mainly in the 'family' age groups, with the percentage of persons aged between 35-49 growing from 14.1% in 1981 stabilising at 22% in 1996 and 2001.

Over the next 20 years, it is estimated that the population structure will continue to age as those over 45 years mature. This will result in emergence of 'empty nester' type households comprising couples without children and aged 45 to 60 years. This is illustrated in Figure 2. By 2021, it is estimated that the proportion of persons aged 60 years and over will increase from 23% to 25.5% of the total population. This is likely to be as a result of some of the existing population effectively 'ageing in place', new mature family households moving into Lorne, and retirees taking up permanent residence in holiday homes.

During the same period, the proportion of those under 15 is expected to remain relatively stable, and the 'family' age group between 35-49 years is forecast to increase marginally from 22% to 23% in 2021, as they displace older people who choose to move to urban areas (such as Geelong) that cater more readily for their declining mobility and provide more specialised health care.

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Figure 2: Age Pyramid (Lorne) (2001, 2021)

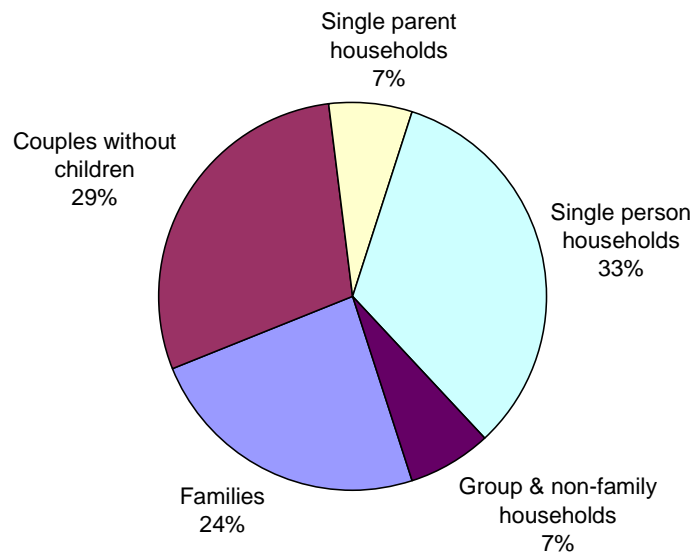


Source: DOI 1999

In 1981, Lorne's average household size was 2.5 persons, and this increased to 2.9 in 1991, falling marginally to 2.8 in 1996. The average household size was 2.9 persons in 2001 compared to 2.6 for the Shire and country Victoria. As the 'family' groups within the population age over the next 20 years and household composition changes with younger members moving out, and the 60 plus group becomes larger, it is reasonable to expect that the future household size could decline to that of around 2.5 persons per household.

Of all households in 2001, approximately 24% consisted of families, 29% consisted of couples without children, 7% are single-parent households, 33% are single-person households, and 7% are group or non-family households. This is illustrated in Figure 3.

Figure 3: Share by Household Type (2001)



Source: ABS 2001

The proportion of one-person and two-person households is forecast to continue to increase over the next 20 years.

While the trends in population and household structure are evident in the Census data for permanent residents, similar information is not available for non-permanent residents. This is a difficult factor in the process for anticipating and planning for future development and social infrastructure needs in the township.

Changes in Housing Construction and Affordability

Development activity in Lorne has been consistently strong with the number of private dwellings increasing from 1052 in 1981 to 1,411 in 1996 and 1486 dwellings in 2001. This is a rate of 24 new dwellings per year between 1981 and 1996, slowing to 15 dwellings per year between 1996 and 2001.

Based on this 20 year trend, it is reasonable to project that the dwelling construction rate over the next 20 years could average 20 per year, however, this will fluctuate over time with development market pressures and broader economic cycles. This also assumes that construction is not constrained by potential housing supply opportunities in the town. If supply is constrained over time, then the construction rate would be lower.

Historically, the percentage of occupied private dwellings has remained relatively stable at 33.5% to 33.9% from 1981 to 1996, further declining to 30.4% in 2001. This reflects the fact that the permanent residents of Lorne occupy only about one third of the private dwelling stock. This is also characteristic of the resort role of the town as a place for investment in holiday homes and dwellings for non-permanent residents.

Dwelling prices have continually risen, particularly over the past five years. Median house and apartment prices have increased more rapidly than the average for the

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Surf Coast Shire, rural Victoria and Metropolitan Melbourne. In addition, median property prices in Lorne are significantly above the average for the Surf Coast Shire, rural Victoria and Metropolitan Melbourne. This reflects the high level of demand for property in Lorne, and a property market that is supply lead. Table 1 illustrates median house, unit and vacant land prices in Lorne compared to country Victoria and the Melbourne Metropolitan Area based on available data from the Valuer General from 2000 to 2002.

Table 1: Median Prices in Lorne 2000 to 2002

	2000 Median Price (\$)	2001 Median Price (\$)	2002 Median Price (\$)
Lorne			
House	365,000	400,000	540,000
Unit	338,740	368,000	396,000
Vacant land	140,000	153,000	225,000
Country Victoria			
House	105,000	120,000	140,000
Unit	95,000	100,000	120,000
Vacant land	39,000	43,000	50,000
Metropolitan Melbourne			
House	190,000	220,000	255,000
Unit	175,000	205,000	240,000
Vacant land	67,000	73,000	89,000

Source: Landata, DSE

The trend in high land and housing prices is expected to continue in Lorne and this has implications in terms of affordability for both existing and future residents wishing to access the housing market either for purchase or rental. Access to residential property in Lorne will continue to be limited to those on higher incomes. To cater for a broader range of potential residents, there will be a need to encourage more affordable housing stock through a diversity of dwelling types throughout Lorne.

The high cost of housing also has particular implications for provision of housing opportunities for employees of some of the commercial businesses especially during peak holiday season. This issue is considered as part of the review of tourism and commercial activities in this document.

Emerging Socio-Economic Issues

The continued implementation of a policy of contained development for Lorne and the forecast population growth (and structure) will have a range of social and economic implications for the future.

Social issues will include:

- Matching community services to changing demographic structures
- Ensuring community infrastructure meets the needs of permanent residents and visitors
- Providing community infrastructure in a timely manner and in appropriate locations within the town.

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The relatively low level of permanent dwelling occupancy and fluctuating visitor numbers has direct implications for provision of community and social infrastructure in Lorne. A key challenge for the future is to balance the needs of a small permanent population with the broader needs of the larger visitor population. The small population base of 1300 people in 2002 is projected to increase to between 1690 to 2050 persons (depending on the population growth that is achieved) by the year 2021. Even at the higher population projection, this represents a small permanent population base for provision of social and community infrastructure. If the proportion of permanent residents increases significantly over the next 20 years, this will have implications for the timing of service provision and range of facilities that might be demanded by these residents.

Lorne currently has well developed community infrastructure that includes schools, an aged care facility, a hospital sporting grounds, emergency services depot and coastal recreation facilities. Some of these services have a regional market. Many facilities have had to adapt in response to demographic changes and this will continue to occur over the next 20 years. An ageing population will mean that Lorne will have a more dependent population in the future, which may require different services and facilities.

The Department of Human Services has recognised that the Lorne Community Hospital requires upgrading to meet service requirements of the permanent and visitor population to Lorne over the next 10 to 20 years. Upgrading of the hospital is planned through redevelopment of the existing facility and alterations to service provision.

Surf Coast Council is currently in the process of preparing a Community Plan for the Shire. The Plan aims to set out a basis for community planning involvement in provision of services and facilities within the Shire. It will play an important role in planning future infrastructure in places such as Lorne, by responding directly to community priorities as they change over time.

Some of the perceived shortfalls raised by the community throughout the consultation process for the Community Plan have included:

- Limited range of medical and dental facilities
- Not enough facilities/activities for youth
- Limited cultural/art facilities
- Greater need for community activities aimed at local residents
- Greater maintenance of public areas by Surf Coast Shire.

Provision of community facilities and services will continue to be partially met in Lorne and partially throughout the balance of the Surf Coast Shire. Taking into account the projected structure of the future population, there will be a continuing emphasis on the need for health and aged care facilities within Lorne.

Economic issues are likely to include:

- Tourism strengthening as the basis of the Lorne economy
- Land and housing prices continuing to be above average
- Demand for future retail and commercial services for permanent residents and visitors
- Strengthening of the year round attraction of Lorne and capture of increased expenditure within the town.

CHAPTER 1 SUSTAINABLE GROWTH FOR LORNE

The implications for future tourism, commercial and service industrial activities are discussed further in the following chapters of this report.

Residential Development Opportunities

Surf Coast Shire's key objectives for population, housing and settlement in the municipality (Clause 21.04-3 Surf Coast Planning Scheme) are:

- § *To manage population growth in an environmental sustainable manner and make effective use of physical and social infrastructure by identifying Torquay/Jan Juc and Winchelsea as growth nodes.*
- § *To protect fragile coastal and forest environments and scenic landscapes from inappropriate development by containing urban development in coastal towns within clearly defined urban boundaries.*

In this context, the policy of containment of future urban development within the defined boundary of the town is appropriate for future sustainable growth in Lorne. However, it must be recognised that this policy will continue to have an influence on land and housing prices as opportunities for new development on vacant land within the town decline and affordability remains limited to those on higher incomes.

The housing market will continue to be supply lead and eventually declining land supply and land available for redevelopment will begin to cap growth potential. Council has the ability to contribute to the supply of housing types and this will primarily be achieved through implementation of policies and development controls in the Surf Coast Planning Scheme.

Demand for new residential dwelling stock for permanent and non-permanent residents will continue to be influenced by increasing population, falling household size, changing life cycles, and sustained interest in holiday houses.

A range of housing opportunities need to be encouraged within the township that include single and multi-unit development for residents and visitors to meet population forecasts over the next 20 years. The challenge is to ensure that the form and density of development within the town reinforces and enhances the natural and environmental features that contribute to its urban character.

Over the next 20 years, sustained growth in residential development for both permanent and non-permanent population within the defined boundary of the town will occur in a number of ways:

- Redevelopment of existing residential lots for new single dwellings or multi unit development throughout the town
- Increased potential for medium density development on Mountjoy Parade and along Smith Street between Otway Street and Bay Street
- Development of vacant land within the township
- New, albeit minimal, development of suitable vacant land around the periphery of the existing developed areas within the town boundary as appropriate.

The Surf Cost Shire estimates from its rate base that there are approximately 143 vacant parcels within the current Residential 1 Zone of the township. The size distribution of these properties is shown in the Table 2.

CHAPTER 1 SUSTAINABLE GROWTH FOR LORNE

Table 2: Number of Vacant Properties in the Residential 1 Zone, Lorne

Size	Number	Potential Dwelling Yield (450 m ² per dwelling)
450 m ² or less	17	17
450 m ² to 900 m ²	91	91
900 m ² to 1350 m ²	24	48
1350 m ² to 1800 m ²	2	6
1800 m ² to 2250 m ²	4	16
2250 m ² to 5000 m ²	3	25
over 5000 m ²	2	38
Total	143	241

Around 35 of these properties have potential for further subdivision (assuming the creation of a minimum of 450 m² lot size per dwelling as specified in the planning scheme). Theoretically if all of this vacant land was subdivided and developed, a total of 241 dwellings could be constructed.

Surf Coast Shire has also estimated that approximately one third of all existing dwelling sites could have potential for an additional lot and construction of another dwelling. Making a conservative assumption that 20% of this subdivision is realised, then development could also occur on a further 90 lots within the township.

ABS census data indicates that over the last two decades there has been an average of 20 dwellings constructed each year. Applying this historical trend over the next 20 years to development on vacant land and potential development of existing lots would indicate that there is up to 15 years supply of land available for new dwelling construction.

The additional population that could potentially be accommodated would be in the order of 828 persons, assuming a household size of 2.5. If the current trend of permanent occupancy of housing stock continues at 30%, then this would potentially cater for around 250 permanent residents which is below the forecasts for additional permanent residents in Lorne over the next 20 years.

In response to this, what is likely to emerge is a broadening of housing types being consumed in order to meet future demands for permanent residents. In other words, not all permanent residents will be accommodated in traditional single dwellings on individual lots. They may be accommodated within multi-unit developments that provide both for permanent and visitor populations throughout the township.

These estimates of housing consumption do not make provision for developments such as Erskine House, which is providing 126 apartments, as well as other apartment developments that could potentially be provided within the commercial area of the town. It also does not make provision for multi-unit development that may occur on larger sites, rather the construction of additional single dwellings. Such developments have the potential to provide a broader range of housing opportunities within Lorne for both permanent and non-permanent population.

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The rate at which the residential land will be consumed will depend on a range of factors, including local and broader economic conditions, approval rates, building activity and land availability.

The population level that could be achieved will depend on the nature of housing provided, household structure and whether permanent or non-permanent population consumes the housing. It will also depend upon the release of vacant land for residential development, the rate of redevelopment and the subdivision of existing lots.

Infrastructure

Forecast growth in Lorne over the next 20 years will increase the demand on the water supply and place pressure on associated water service infrastructure.

Water and sewerage services in Lorne are supplied and maintained by Barwon Water. Barwon Water is the largest regional water authority in Victoria and services south west Victoria from the Bellarine Peninsula to Apollo Bay, including the City of Greater Geelong.

In March 2003, Barwon Water released the *Water Resources Development Plan* that is designed to provide a secure, sustainable water supply for its service region over the next 20 years. The plans calls for action in four strategic areas:

- Water conservation – reducing water consumption through education, assistance, incentive, policy and regulations
- Alternative water sources – making greater use of alternative sources, such as recycled water, rainwater tanks, greywater and stormwater
- System enhancement – maximising the efficiency of the existing supply system
- New water sources – development new water resources when required.

The specific analysis for Lorne reveals that the Allen Reservoir on the St George River, Lorne's key water supply asset, has a capacity of 220ML and Barwon Water

CHAPTER 1 SUSTAINABLE GROWTH FOR LORNE

can extract 510ML annually under the Bulk Entitlement from this system. Currently, water use totals 400ML annually.

Barwon Water forecast a 41% increase in water use in Lorne over a 30 year planning horizon and therefore forecast demand is estimated to be 560ML/year by around 2030 (Barwon Water 2003). The system yield will therefore be slightly below demand, however, Barwon Water has identified that sufficient water is available in the St George River to meet this demand. When additional water is required, Barwon Water will apply to Government to increase its entitlement to harvest water from the St George River at the Allen Reservoir. In addition, Barwon Water will actively promote water conservation initiatives as part of the implementation of the *Water Resources Development Plan*, and this will play a key role in managing the growth in water consumption in Lorne.

This approach will also be consistent with the intent of the State Government's *Securing Our Water Future – A Green Paper for Discussion*, released in August 2003. As outlined in the Green Paper, future water management actions will be focussed on:

- Reducing demand for water wherever possible
- Using water that is fit for purpose
- Generating the highest value from water for the community
- Reusing water wherever we can without harming public health
- Maximising the range and choice of possible uses to maximise our economic, social and environmental welfare
- Having consumers pay appropriately for the services they obtain from water
- Protecting and restoring, where necessary, the environments that are the source of water.

Some of the issues identified by Surf Coast for the future that are relevant to Lorne include:

- The role of Surf Coast Shire in working with the State Government to set water consumption targets for towns
- Involvement in the development and promotion of water sensitive urban design guidelines to promote sustainable water use in urban development
- Investigating opportunities for water mining projects
- Ensuring that pricing structures respond to highly variable annual consumption patterns in townships like Lorne
- Working with Barwon Water in relation to stormwater harvesting programs.

The emergence of specific programs aimed at reducing water consumption will occur over the next two decades, and they will have a direct influence on water use and urban development standards in Lorne.

The sewerage system in Lorne was originally designed in the 1960's to cater for the Lorne Sewerage District. The Lorne sewerage treatment plant was commissioned over the last 5 years. It treats sewerage to secondary-tertiary level, suitable for re-use/irrigation, although the scope for reuse is limited. The treatment plant has biological, solids and nutrient removal and uses ultra-violet disinfection. The treated water is discharged to an ocean outfall and the long term plan is to continue to utilise this disposal method. There is capacity within the existing plant to accommodate forecast future growth within the town.

In the context of the discussion outlined in the Green Paper, the long term discharge to an ocean outfall may not be a sustainable outcome. Surf Coast Shire

CHAPTER 1 **SUSTAINABLE GROWTH FOR LORNE**

should continue to work with Barwon Water to consider alternatives to the ocean outfall and the feasibility of water mining as an option in the future as technology and infrastructure advances are achieved.

CHAPTER 1 SUSTAINABLE GROWTH FOR LORNE

RECOMMENDATIONS

Objectives	
1.1	Promote sustainable growth in Lorne in a manner that balances the needs of permanent residents and visitors and protects and enhances the environmental and scenic values of the town and its coastal setting.
1.2	Protect the fragile coastal and forest environment of Lorne and scenic landscapes by containing urban development within a clearly defined urban boundary.
1.3	Maintain and enhance the status of Lorne as a primary tourist destination and activity node whilst protecting its natural environmental and scenic values.
1.4	Protect and enhance the Angahook-Lorne State Park and coastal foreshore areas for their natural, environmental and recreational values.
1.5	Encourage residential development that provides a range of household types to meet the needs of both the permanent and visitor population.
1.6	Provide community infrastructure that focuses as a priority on servicing the needs of permanent residents.
1.7	Ensure that future provision of infrastructure services in Lorne is provided in a manner that achieves sustainable use of resources and is best practice in terms of service delivery.

Implementation Measures	Priority	Responsibility
1.8 Amend the key objective for Lorne stated in Clause 21.04 Strategic Framework of the Surf Coast Planning Scheme to reflect the sustainable growth objectives.	High	Surf Coast Shire
1.9 Amend the Strategic Framework Plan for Lorne in the Surf Coast Planning Scheme to show the boundary of the township, reflecting the recommended outcomes for the Special Investigation Areas.	High	Surf Coast Shire
1.10 Support the development of tourism initiatives within the urban limits of Lorne and coastal foreshore areas that achieve the hierarchy of principles as defined in the <i>Victorian Coastal Strategy</i> and where applicable promote the implementation of the CAP.	Ongoing	Surf Coast Shire Tourism Victoria Lorne Foreshore Committee Private investors
1.11 Discourage tourism development along the Great Ocean Road outside of the Lorne urban boundary to prevent ribbon development along the coast.	Ongoing	Surf Coast Shire

CHAPTER 1 SUSTAINABLE GROWTH FOR LORNE

Implementation Measures	Priority	Responsibility
1.12 Mend the objectives and strategy statements in the Lorne Strategy relating to The Economy in the Surf Coast Planning Scheme to reflect the desired outcomes for tourism development as outlined in the above two implementation measures.	High	Surf Coast Shire
1.13 Continue to implement the Angahook-Lorne State Park Management Plan and the CAP.	Ongoing	Parks Victoria Lorne Foreshore Committee Surf Coast Shire DSE
1.14 Amend the strategy statements for coastal residential character in the Lorne Strategy to acknowledge that future residential development for permanent and non-permanent population will be promoted in a manner that achieves neighbourhood character objectives as follows: <ul style="list-style-type: none"> § Redevelopment of existing residential lots as appropriate throughout the town to provide a range of dwelling types. § Medium density development on Mountjoy Parade and along Smith Street between Otway Street and Bay Street. § Development of vacant land within the township. § New, albeit minimal, development of suitable vacant land around the periphery of the existing developed areas within the town boundary. § Limited development outside the town boundary as recommended for the Special Investigation Areas. 	High	Surf Coast Shire
1.15 Support development proposals that provide for a range of dwelling types and size and makes a positive contribution to achievement of neighbourhood character objectives.	Ongoing	Surf Coast Shire Private investors Community

CHAPTER 1 SUSTAINABLE GROWTH FOR LORNE

Implementation Measures	Priority	Responsibility
1.16 Use the Community Plan process to clearly identify service needs and plan for provision of appropriate community infrastructure.	Ongoing	Surf Coast Shire
1.17 Consider the need to amend the Community Facilities component of the <i>Lorne Strategy Plan</i> in the Surf Coast Planning Scheme to acknowledge the Community Plan and identify the intended service provision strategies.	Medium	Surf Coast Shire
1.18 Amend the Infrastructure component of the Lorne Strategy in the Surf Coast Planning Scheme to acknowledge water and sewerage service provision, planned initiatives for future use of resources and infrastructure requirements to meet projected population growth.	High	Surf Coast Shire
1.19 Work with Barwon Water on development of conservation initiatives aimed at promotion of water reduction that can be applied to existing and future development in Lorne.	Medium	Surf Coast Shire Barwon Water Community

Monitoring and Review

1.20	Analyse population statistics every five years as new Census data becomes available to monitor trends occurring in population growth and change and review the implications that this may have for housing supply and demand and provision of community and service infrastructure in Lorne.
1.21	Analyse the housing statistics every five years and review implications for housing supply and demand in Lorne.
1.22	Review the Community Plan for Lorne every five years following the analysis of demographic trends to identify changes in priorities for provision of community infrastructure.
1.23	In ten years, review the demand for water in Lorne and the timing for augmentation of the bulk water entitlement with Barwon Water.

CHAPTER 2 SPECIAL INVESTIGATION AREAS

INTRODUCTION

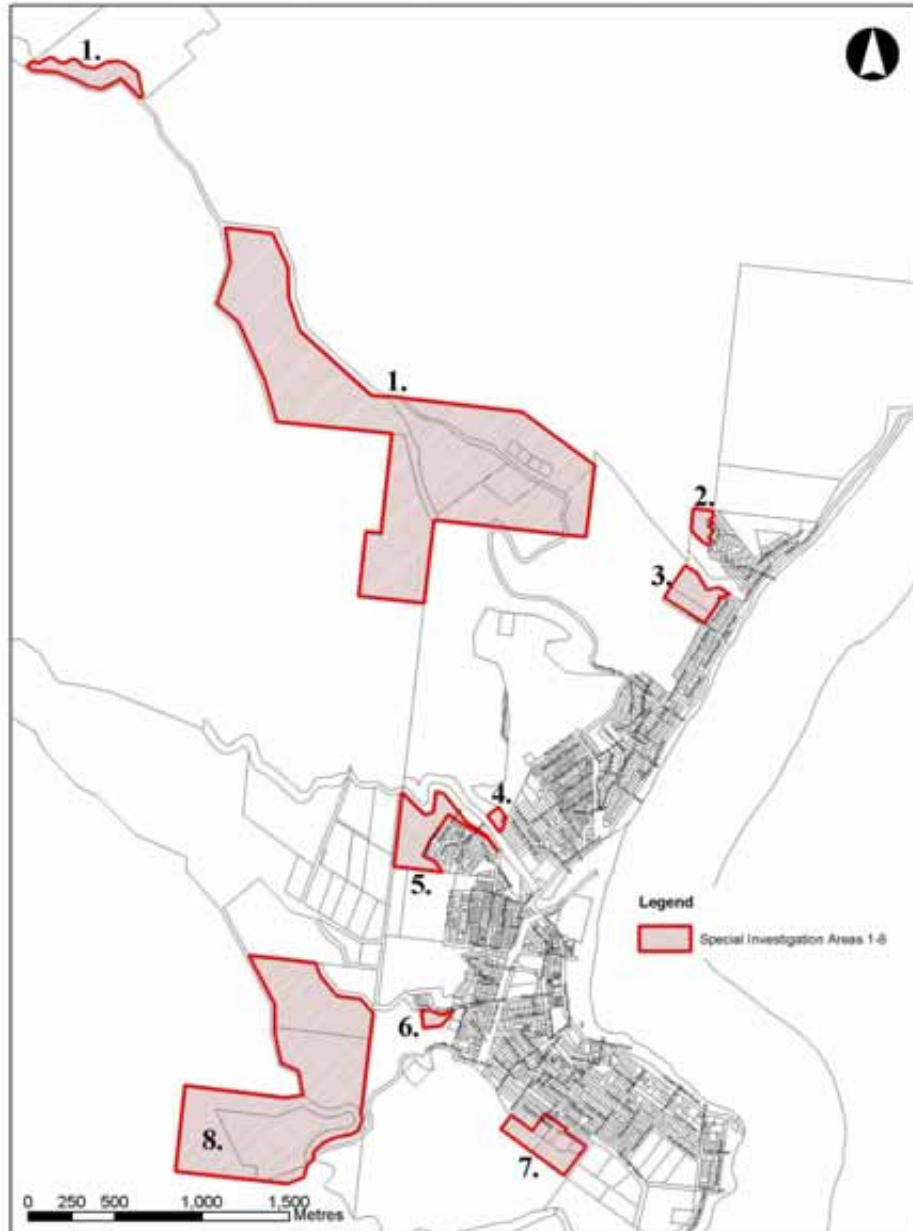
The *Lorne Strategy Plan* 1991 identified a number of locations on the periphery of the town to be investigated for limited residential expansion. These locations were designated as Special Investigation Areas and (with the exception of the former Quarry site) they have been acknowledged in the Lorne Strategy (Clause 21.11) and shown accordingly on the accompanying Framework Plan in the Planning Scheme.

Apart from residential pressures, there has also been ongoing pressure to allow rural residential, rural living and tourist accommodation on some of these areas. The Shire has identified the need to reassess the future development potential of these areas and to provide some certainty for landowners.

The identification of these areas in the *Lorne Strategy Plan* 1991 and subsequently in the planning scheme is not meant to convey that the land is intended for further development. The future potential of these areas has been considered in the context of current policy objectives that have changed significantly since 1991. A summary of the investigations and recommendations for each of these areas is presented in the following discussion. A report on each of the Special Investigation Areas is provided in Appendix B. The Special Investigation Areas are shown on Figure 1.

CHAPTER 2 SPECIAL INVESTIGATION AREAS

Figure 1: Special Investigation Areas



CHAPTER 2 SPECIAL INVESTIGATION AREAS

POLICY CONTEXT CHANGES

Since the adoption of the *Lorne Strategy Plan* 1991 there have been some significant policy initiatives at a State and municipal level, which create a very different context for the consideration of development potential of the Special Investigation Areas.

At a State level, the policy initiatives include:

- Victoria Planning Provisions introducing the State Planning Policy Framework into all Planning Schemes
- *Victorian Coastal Strategy* (Victorian Coastal Council 2002)
- *Design and Siting Guidelines for Structures on the Victorian Coast* (Victorian Coastal Council 1998)
- *Victorian Biodiversity Strategy* (Department of Natural Resources and Environment 1997)
- *Victoria's Native Vegetation Management: A Framework for Action* (Department of Natural Resources and Environment 2002)
- *Corangamite Regional Catchment Strategy* (Corangamite Catchment Management Authority 1997).

At a municipal level, the most significant policy context change has been the introduction of the new format Surf Coast Planning Scheme in 2000, which sets out the vision, policies and future directions for the Shire and encapsulates a whole range of corporate, land use and development strategies for the municipality and for Lorne.

It is important to note the zonings and overlay controls that were applied by the Shire to the Special Investigation Areas now being considered when the planning scheme was introduced, and this is shown in Table 1.

Table 1: Special Investigation Areas – Current Zones and Overlays

Special Investigation Area	Zoning	Significant Landscape Overlay Schedule 1	Wildfire Management Overlay
1	Environmental Rural Zone		
2	Residential 1 Zone		
3	Environmental Rural Zone		
4	Public Conservation and Recreation Zone		
5	Environmental Rural Zone		
6	Environmental Rural Zone		
7	Environmental Rural Zone		
8	Environmental Rural Zone		

The purpose of the Environmental Rural Zone as set out in its schedule, is to achieve the following overall environmental outcome:

Protection of land which has particular qualities relating to natural features, significant landscape, habitat or particular rural environment.

CHAPTER 2 SPECIAL INVESTIGATION AREAS

In relation to areas that are within the Great Ocean Road hinterland, which the Special Investigation Areas would be considered as being, the environmental outcome is stated as follows:

Protection and enhancement of flora, fauna habitat, and scenic landscape values.

Control over development to minimise impacts on scenic landscapes.

Prevention of further subdivision to create sites for additional dwellings.

Regeneration and revegetation of corridors between remnant vegetation on private land, public land and the coastal reserve.

The environmental and landscape significance of these areas is further demonstrated by the inclusion of all except Area 4 (former Quarry Site) in the Significant Landscape Overlay (SLO) Schedule 1. As described in Chapter 3, the intent of this overlay is to ensure that future development protects and enhances remnant native vegetation as it is considered a critical asset. Area 4 was most likely not included in this overlay as it is Crown land, and in general overlay provisions are not applied to public land. It is worthy to note, however, that this land was included in a Public Conservation and Recreation Zone, and the purpose of this zone is to:

Protect and conserve the natural environment and natural processes for their historic, scientific, landscape, habitat or cultural values.

To provide facilities which assist in public education and interpretation of the natural environment with minimal degradation of the natural environmental or natural processes.

To provide for appropriate resource based uses.

The inclusion of these areas within the Wildfire Management Overlay is a further indication of the environmental sensitivity of the Special Investigation Areas. This overlay was applied to all Areas, with the exception of Area 2 in the Residential 1 Zone. In this instance, it was considered necessary to apply it to the Crown land at the Quarry. Essentially, this overlay is intended to identify areas where the Shire considers that the intensity of wildfire is significant and likely to pose a threat to life and property.

In this policy and planning control context, there are some key issues that need to be considered in assessing any future development of the Special Investigation Areas, and they include consideration of the ability of these areas to:

- Preserve areas between settlements and focus development within town boundaries where possible
- Preventing isolated or ribbon development
- Maintaining green belts or buffers between towns
- Protecting areas of environmental significance
- Protect indigenous vegetation and minimise removal for development
- Achieve net gain principles in vegetation management
- Minimise fire hazard and risk
- Ensure that development is sustainable and that it achieves an environmental, social and/or economic benefit
- Protecting the setting of Lorne and its landscaped backdrop

CHAPTER 2 SPECIAL INVESTIGATION AREAS

- Ensuring that development is integrated with existing facilities and infrastructure.

As discussed in Chapter 1, a sustainable growth scenario for Lorne is essentially one that continues to focus development within the currently developed and altered urban areas. In the context of current State and municipal policies, future development in the Special Investigation Areas must clearly demonstrate that it has some overriding benefit that would warrant consideration for further development. This is particularly important given that these areas would make such small contribution to future residential development opportunities in a market that is supply driven, and that development would require significant alteration to the natural environment.

SITE ASSESSMENT

The criteria used to assess each Special Investigation Area included:

- Relationship to the surrounding area and the Lorne township
- The nature of surrounding uses
- Environmental aspects including vegetation cover, biological or landscape significance
- Slope
- Wildfire risk
- Infrastructure provision
- Traffic and car parking.

Site inspections were undertaken for each of the properties. The owners of each property were also consulted and given an opportunity to provide input to the assessment.

Using GIS and the digital contours data provided by Surf Coast Shire, the slope of the land for each Area was analysed and categorised into one of the following groups:

- 0% to 10% (0 to 1:10 grade) – flat
- 10% to 33.3% (1:10 to 1:3 grade) – moderate to steep slopes
- greater than 33.3% (greater than 1:2 grade) – steep to very steep slopes.

The area of each parcel within each slope category was then calculated, again using the GIS. This method enabled the approximate identification of land on which further building development should be avoided on the basis of major earth works and extensive clearing.

Following an assessment of each property, it is considered that the development potential of these Areas is significantly constrained. Most are located on steep land and have extensive vegetation cover. The proximity of the Areas to surrounding parkland and their susceptibility to wildfire is of concern particularly having regard to recent bushfire events. The remote Areas have infrastructure servicing constraints that would require extensive engineering work to connect them to reticulated services. In the absence of reticulation, the provision of adequate potable and separate fire fighting water supply is also a constraining factor.

Recommendations for each of the Special Investigation Areas are presented in Table 2 and reference should be made to Appendix B for detailed discussion.

Table 2: Special Investigation Areas – Recommendations for future development

Special Investigation Area No.	Location	Recommendation
1	Deans Marsh Road	Maintain current planning controls to limit further development due to environmental constraints. Further intensive residential, rural residential or tourist accommodation should not be encouraged.
2	Summer Hills Avenue	Potential for development for single residential dwellings on approximately 4 to 6 lots. Lot sizes and building envelopes to be defined in response to site conditions, in particular to maximise vegetation retention and minimise visual impact. All further residential development to be restricted to cleared areas.
3	North West of Muir and Duncan Streets	Retain existing Environmental Rural Zone. No further intensive development warranted due to environmental constraints, in particular potential vegetation removal and visual impact.
4	Former Quarry Site	Retain existing Public Conservation and Recreation Zone. Rehabilitate and incorporate into the Erskine River Valley Park for passive recreation unless alternative use for parking and community facilities demonstrates net community benefit and sustainable development outcomes with acceptable environmental impacts.
5	North west of Gardiner and Heath Streets	Retain Environmental Rural Zone. Further intensive development for residential or accommodation purposes is not supported due to potential environmental impact including loss of vegetation and increased fire hazard.
6	Erskine Falls Road, west of Polwarth Street	Rezoned to Residential 1.
7	West of Fletcher Street	Retain Environmental Rural Zone. No further residential or tourist development supported on the site due to potential environmental impact including vegetation loss and increased fire hazard.

CHAPTER 2 SPECIAL INVESTIGATION AREAS

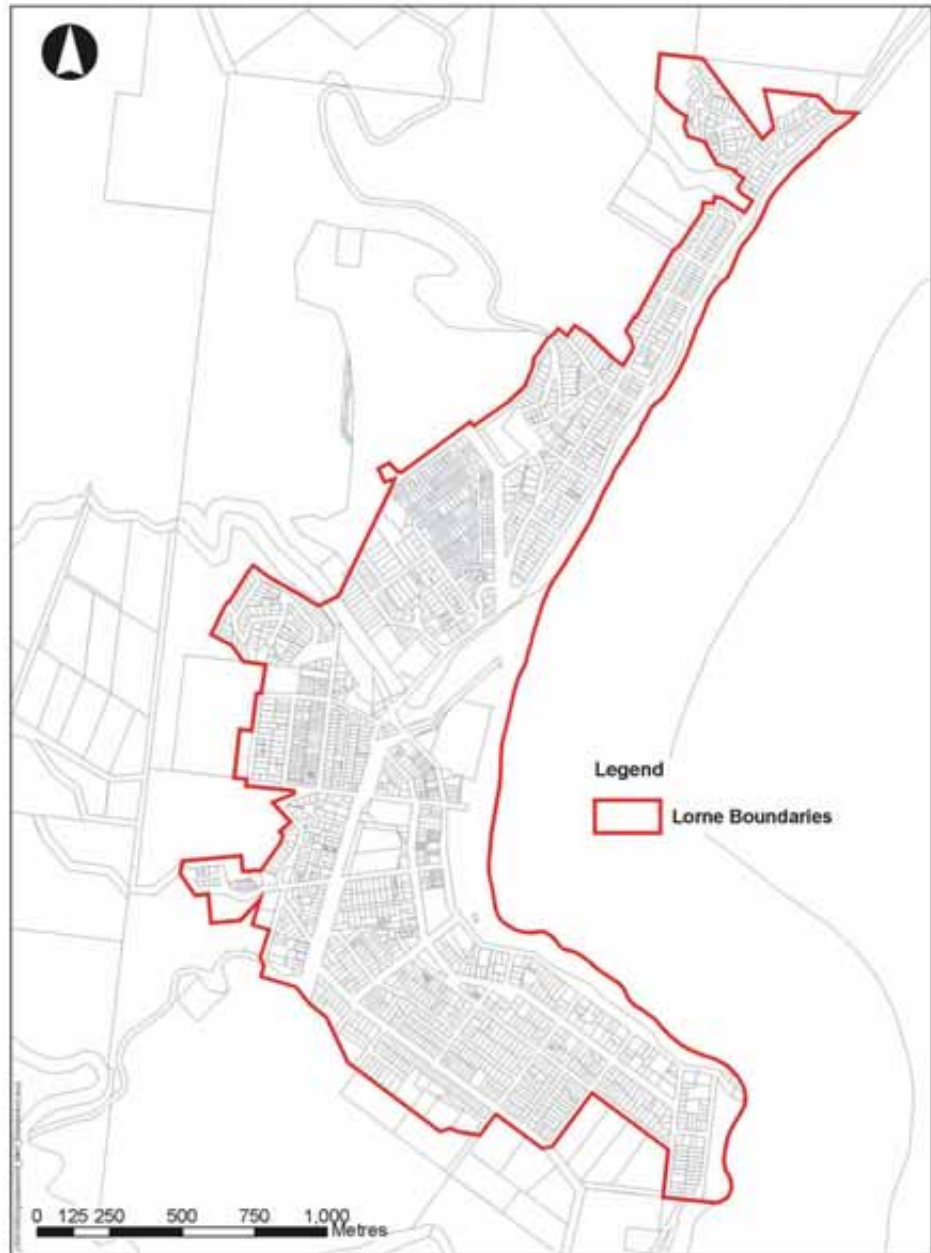
Special Investigation Area No.	Location	Recommendation
8	Allenvale	<p>Retain Environmental Rural Zone, but make provision for rural residential living and clustered tourist accommodation on southern portion of the land. Introduce a Development Plan Overlay to put in place an appropriate use and development control framework.</p> <p>The subdivision proposal and planning control framework should be generally in accordance with the Tract Consultants (2001) rezoning proposal for the southern portion of this land.</p> <p>Further development of the northern portion of this Area is not supported due to potential environmental impact resulting in significant vegetation loss.</p>

To give effect to these recommendations, the policies of contained development need to be maintained to achieve sustainable growth for Lorne. In particular, it is recommended that the Lorne Strategy (Clause 22.11) and the accompanying Framework Plan be suitably amended to remove reference to the Special Investigation Areas. As recommended previously, the township boundary as shown on the Framework Plan should be clearly amended to indicate the extent of residential development anticipated for the town. The extent of the town boundary should be as shown on

Figure 2. Special Investigation Areas 6 and 8 require some amendments to the existing zoning and overlay as outlined in Table 2.

CHAPTER 2 SPECIAL INVESTIGATION AREAS

Figure 2: Town Boundary



CHAPTER 2 SPECIAL INVESTIGATION AREAS

RECOMMENDATIONS

Objective			
2.1	Provide development certainty for areas previously identified as Special Investigation Areas in the Surf Coast Planning Scheme.		
Implementation Measures	Priority	Responsibility	
2.2	Amend the Lorne Strategy (Clause 21.11) and Framework Plan to remove reference to 'Special Investigation Areas' and clearly define the township boundary. Include Special Investigation Areas 2 and 6 within the urban boundary of the town and exclude Areas 1,3,5,7 and 8.	High	Surf Coast Shire
2.3	Retain current zonings for Special Investigation Areas, with the exception being Area 6.	Ongoing	Surf Coast Shire
2.4	Rezone Area 6 to Residential 1 Zone.	Medium	Surf Coast Shire Landowner
2.5	Consider future residential proposals for Special Investigation Areas 2 and 6 provided that they appropriately address and respond to site environmental conditions.	Medium	Surf Coast Shire Landowner
2.6	Clearly determine the future development outcome for the Quarry site. If the site is to be used for parking them undertake a comprehensive environmental impact assessment to demonstrate sustainable development outcomes.	High	DSE Surf Coast Shire
2.7	Amend the Environmental Rural Zone in relation to Area 8 to facilitate rural residential living and clustered tourist accommodation on the southern portion of this Area. Introduce a Development Plan Overlay for this use to ensure an appropriate intensity of development, identify building envelopes and access provisions.	Medium	Surf Coast Shire Landowner
Monitoring and Review			
2.8	Every five years, review the need to identify further areas as Special Investigation Areas within and around the township in response to changing growth and demand for residential and tourist accommodation.		

CHAPTER 3 NEIGHBOURHOOD CHARACTER

INTRODUCTION

What is neighbourhood character? The Victoria Planning Provisions Practice Note describes it as:

Neighbourhood character is essentially the combination of public and private realms. Every property, public place or piece of information makes a contribution. It is the cumulative impact of all these contributions that establishes neighbourhood character. The key to understanding character is being able to describe how the features of an area come together to give that area its own particular character.

The character of Lorne when viewed from the Great Ocean Road and the beach is created by:

- Sandy beaches in the foreground
- Vegetated hills that form an amphitheatre surrounding Loutitt Bay which reduce the visual impact of existing development on the slopes.

Conversely views from the elevated developed areas provide a:

- View of the ocean for many dwellings
- Sense of enclosure provided by the amphitheatre and the native vegetation
- Feeling of 'naturalness' with the tall gums providing canopy cover and filtered views to the ocean.

The retention and enhancement of these assets is considered to be the main priority for the neighbourhood character study, and in turn the foundation of future planning and development control framework for Lorne. This approach is essential to achieve a sustainable growth for Lorne.

The Surf Coast Planning Scheme sets out strategic policies and development controls that are essentially aimed at protecting the landscape and scenic values of Lorne and ensuring that the form of residential development has a coastal character that is appropriate for Lorne. This policy and development control framework has evolved over time, with the *Lorne Strategy Plan* 1991 forming the original policy basis. The introduction of the new format Surf Coast Planning Scheme put in place the Coastal Development Policy (Clause 22.01) which includes development policies and performance measures which seek to:

preserve the unique character, amenity and environmental features of coastal areas and townships along the Great Ocean Road by retaining native vegetation cover, protecting viewsheds from the Great Ocean Road and encouraging the development of distinctive building designs which distinguish Surf Coast from conventional urban and suburban areas.

The Coastal Development Policy is supported by two further policies:

- Surf Coast Design and Colours (Clause 22.05) that seeks to encourage and reinforce the development of a distinctive style of architecture and colours used throughout the coastal townships
- Streetscape and Landscape Policy (Clause 22.06) that is aimed at ensuring that public and private sector developments throughout the Shire enhance streetscapes.

CHAPTER 3 NEIGHBOURHOOD CHARACTER

SLO (Schedule 1) provides a further level of development control which is aimed at ensuring that development does not compromise the quality of remnant native vegetation in order to maintain and protect significant viewsheds and the amenity of individual properties. This highlights a significant issue for development in that quite clearly the intent is for the protection of native vegetation, yet it would appear that it often gets compromised by development also seeking to optimise scenic views. This dilemma is at the basis of many residential development disputes in the Lorne township.

The purpose of the neighbourhood character study is to determine an appropriate framework for managing the changing urban environment and in particular to protect and enhance valued aspects of neighbourhood character. This study has been used as a basis for:

- Assessing the relevance of neighbourhood character precincts over all or parts of Lorne
- Reviewing the effectiveness of existing policies and development controls and recommending appropriate changes.

The initial steps undertaken for this study were aimed at understanding the existing character of Lorne. This was achieved by:

- Reviewing the outcomes of the *Study of Resident Perceptions of Neighbourhood Character in Lorne* (Green 2002)
- Reviewing the outcomes of the Heritage Studies undertaken for the Surf Coast Shire in 2002
- A vegetation analysis which defined the pre-settlement vegetation and the extent of existing canopy cover and the significance of the existing vegetation communities
- A quantitative analysis of the slopes, built form, aspect and other siting characteristics of residential development
- A qualitative analysis of streetscape settings.

These were used to define neighbourhood precincts with distinct characteristics.

Following the definition of the neighbourhood precincts, the study then:

- Reviews the existing Lorne Strategy and its success in assisting the development within these precincts to strengthen their characteristics and achieving desirable outcomes
- Recommends changes to the policies and development controls relevant to Lorne in the Planning Scheme.

DEFINING NEIGHBOURHOODS

The Lorne residential urban area is located on the natural amphitheatre that sweeps around Loutitt Bay and commands excellent views over the ocean. This natural setting is appreciated by visitors and residents alike.

CHAPTER 3 NEIGHBOURHOOD CHARACTER

To better plan for the urban areas of Lorne it is necessary to understand the urban environment and to preserve and enhance desirable qualities while improving local amenity.

Across the existing hilly amphitheatre that forms the Lorne residential area, there are variations in orientation, of landform, topography, built form and the extent and type of vegetation that create different neighbourhoods. These 'neighbourhoods' can provide a basis for guiding future urban development of Lorne by retaining and building upon those attributes that are most valued.

There are a number of factors that can assist to define neighbourhoods in Lorne and they include:

- Community perceptions of existing neighbourhood boundaries. This has been based on the work undertaken by Dr Ray Green in 2002, titled *A Study of Resident Perceptions of Neighbourhood Character in Lorne* (Resident Perception Study) as well as community participation in public meetings at Lorne during the course of this study
- The results of two heritage studies undertaken on Lorne for the Surf Coast Shire in 2002.
- A vegetation analysis of type, cover and canopy
- Differing topographical characteristics which includes attributes such as the, aspect (views band solar orientation) and slope of landform
- Features of the existing built environment. This includes aspects of subdivision design such as lot frontages, depths and areas, as well as architectural elements such as building styles and heights. Some of these attributes are reflected in the heritage assessments
- Landscape analysis undertaken by site visits during the course of this study.

This section of the report outlines how these factors contribute to the derivation of the neighbourhood precincts within Lorne.

Resident Perception Study

Dr Ray Green in the *Study of Resident Perceptions of Neighbourhood Character in Lorne* (2002), asked residents to define what they considered to be their neighbourhood via a mail survey. Participants in the survey sent in individual maps. By overlaying each of these individual cognitive maps of Lorne a picture emerged of four different neighbourhoods.

The study defines four neighbourhoods that radiated from the beach and were edged by roads leading from the beach to the hinterland.

These are shown on Figure 1 and a further description of Dr Green's study is provided in Appendix C.

Compatible and Incompatible Characteristics

This study also investigated characteristics that were seen as compatible and incompatible with each neighbourhood by requesting residents to undertake a photo rating exercise.

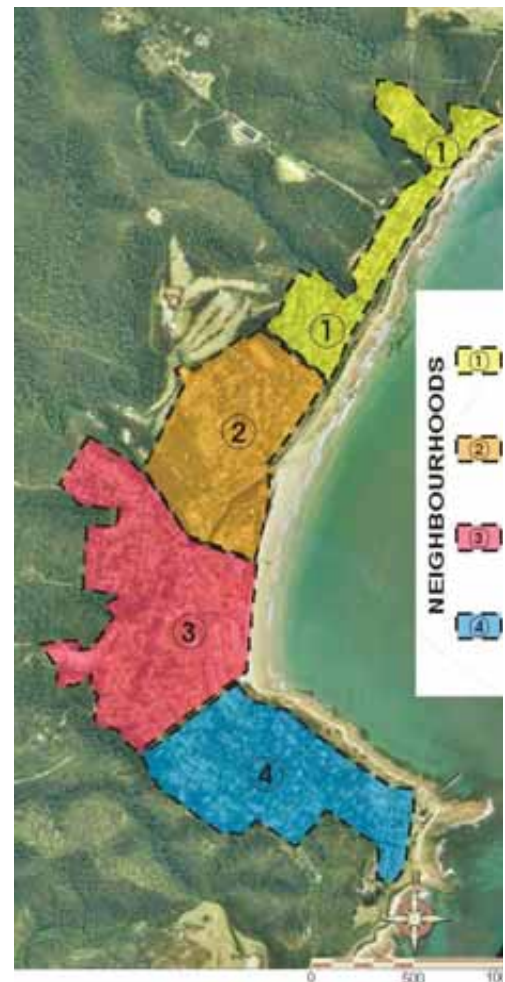
Historical and feature architectural elements such as the Swing Bridge and existing mansions, as well as views and the presence of mature canopy trees were commonly rated as compatible elements. Those characteristics that were rated as compatible were similar in all precincts and often related to vegetation retention and views.

Newer 'boxy' architectural buildings (including the Cumberland Hotel) and lack of vegetation to articulate and break up the mass of buildings were seen as incompatible to a desirable neighbourhood.

While historical elements (mansions, unique structures etc) were mentioned in many of the precincts there was no discernible 'historic precinct'. Rather it was recognised by the participants of the study that historical elements worthy of preservation occur in all of the precincts.

Residents also expressed a dislike for higher densities and particularly when it was perceived as being at the cost of tree canopy and vegetation that reduced the visual impact of development.

Figure 1: Neighbourhoods Based on the Perception of Residents



Heritage Study

The *Surf Coast Heritage Study: Lorne and District Place Assessments* was prepared by Context (2002) as part of the Surf Coast Places of Cultural Significance Study.

In addition to the assessment of over 25 individual places for their heritage significance, the study proposed the establishment of a number of heritage precincts that could be defined by a significant number of similar historical dwellings and features.

Two of these precincts were developed further in the *Lorne Heritage Precinct Policy Report* (Authentic Heritage Services for the Surf Coast Shire 2003). These precincts are shown in Figure 2 and identified as:

- Lorne Little Colac Heritage Precinct
- Lorne Golden Mile Heritage Precinct.

Lorne Little Colac Heritage Precinct

The Lorne Little Colac Heritage Precinct within the northern section of Lorne and paralleling the coast, included a number of houses that were of a similar period dating from the 1930's. These houses were modest holiday homes that were originally constructed by residents of the western district around Colac, hence the precinct descriptor 'Little Colac'.

The older houses were predominately timber and fibro, ranging in style from a simple bungalow to the modern architecture of the 1950's. Simple forms, flat or sloping roofs and simple geometric forms describe many houses within this precinct.

The *Lorne Heritage Precinct Policy Report* does not nominate any of the component properties as individually having a 'significant' heritage rating, though recommended a number of places as being 'potentially individually significant' that would require further research and assessment to justify a more significant rating.

The Committee overseeing the Heritage Study does not recommend proceeding with a Heritage Overlay for this precinct due to the perceived lack of integrity of the nominated area, arising from the relatively small number of contributory places and the low level of originality of the contributory places. Instead it suggests that the particular characteristics of this area that warranted its investigation as a heritage precinct might be addressed through an alternative mechanism such as a Design and Development Overlay (DDO).

Figure 2: Precincts Based on Heritage Values



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Lorne Golden Mile Heritage Precinct

The contributory houses within the 'Lorne Golden Mile Heritage Precinct' were much grander and larger than those within 'Little Colac'.

These houses on the southern edge of Lorne included a number of Individually significant and contributory residences between Mountjoy Parade and Smith Street in South Lorne. This precinct *'has significance as an intact 19th and early 20th century seaside and bushland area characterised by a notable collection of detached houses'*.

In this precinct, the heritage study emphasised the importance of the landscaped setting and especially the lack of a suburbanised feel to the area with its grassed road verges and lack of an urbanised feel in the road designs.

The Heritage Study recommended that this precinct be protected within the Planning Scheme by a Heritage Overlay and listed on the Register of the National Estate.

VEGETATION ASSESSMENT

A detailed analysis of vegetation which includes an analysis of plant communities, their biological significance and existing canopy cover has been undertaken for Lorne.

This detailed analysis is provided in Appendix C and a summary of the findings is outlined as follows. Parts of Lorne have been substantially cleared. These areas are illustrated in Figure 9. Apart from the fairways in the golf course (the northern area) the cleared areas are predominantly south of the Erskine River and on the hills above the central township area. This area illustrates the danger inherent in gradual tree removal and the resultant increase in visual exposure of buildings and the influence this has on the character of the built environment.

Figure 3: Cleared Areas



Structural Vegetation Types

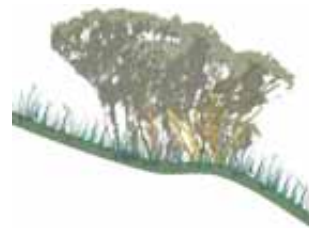
The vegetation assessment recognises several different vegetation types in the urban areas of Lorne that are based upon the pre-European landscape. These structural vegetation types typically change in response to variations in grade, moisture levels and proximity to the ocean.

In landscape terms, the differing vegetation communities fall into three broad vegetation types with differing structure. These structural vegetation types are Coastal Heath, Shrubby Wet Forest and Closed/Open Forest.

Coastal Heath

Coastal Heathland/low scrub is found along the flatter areas adjacent to the beach. These areas have few Eucalypts and are more commonly dominated by shrubs and small trees such as Silver Banksia and Prickly Tea Tree. Views are easily screened, especially at ground level.

Figure 4: Coastal Heath



Shrubby Wet Forest

Shrubby Wet Forest is found along the valleys entering Loutitt Bay, especially along the Erskine River and Little Erskine River. As well as the Messmate and Mountain Grey Gum, within these areas are also found Manna Gum and Blackwood as well as a more prolific shrubby layer, which make this vegetation a denser vegetation break.

Figure 5: Shrubby Wet Forest



This vegetation type also restricts views, particularly through the understorey vegetation. Where only remnant trees remain and the understorey is cleared views through to the coast are possible through the more open structure of the upper canopy.

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Closed/Open Forest

Closed/Open Forest Communities which are typically dominated by Messmate and Mountain Grey Gum.

The Closed Forest Community contains a greater proportion of understorey plants than is common within the open forest community, however in Lorne both communities generally permit views through the relatively open canopy of the taller eucalypts.

The distribution of these three structural vegetation types is illustrated on Figure 7.

The Shrubby Wet Forest and the creek/river valleys along which this vegetation lies, divides Lorne into three areas. Although the area of Lorne south of the Erskine River is undivided by valleys approximately one half is cleared.

Based on these four types of vegetation, Lorne could be divided into four precincts, with a further area running along the coast.

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Figure 6: Closed/Open Forest



Figure 7: Structural Vegetation Types



Physical Attributes

The main natural attributes, apart from vegetation, are:

- Topography
- Slope
- Aspect

A detailed analysis of these attributes is given in Appendix C.

Topography

The topography of Lorne is defined by a series of ridgelines, many of which run parallel to the coastline creating a natural amphitheatre surrounding Loutitt Bay and running to Point Grey to the south.

The hills which form the backdrop to the Lorne township, rise to between 170-220 metres and are densely vegetated.

From north to south Lorne is also divided into three sections by valleys. These correspond approximately with the edges of Neighbourhoods 1 and 2 defined during the Resident Perception Study.

Similarly these valleys also correspond to the break in the more open Shrubby Foothill Forest/with the more dense Shrubby Wet Forest which has been discussed previously.

Slopes

An assessment of slope using GIS software indicates that the majority of the township is constructed on terrain with a slope angle less than 1:3 (33%). Slopes greater than 1:3 are designated with the dark orange colour in Figure 8.

A noticeable exception to this is the development occurring on the northern most point of the township. In this area a recent subdivision has been located on land steeper than 33%. This subdivision is visibly apparent as a result of extensive vegetation removal on steep slopes to accommodate what appear to be houses with high site coverage.

Flatter areas (grades less than 1:10 and coloured light beige in Figure 8) are generally associated with the mouth of the Erskine River and river flats that extend around the foreshore in a north and south direction. The crests of various ridgelines are also apparent as they flatten and crown before falling away to the valley on the other side.

Figure 8: Slope Analysis with River Valleys Marked In Blue



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In essence this analysis illustrates that the main urban areas of Lorne have been constructed on the gentler slopes, while terrain with grades greater than 1:3 have generally been avoided. Flat land around the mouth of the Erskine River has also been avoided due to the potential for flooding.

Aspect

The orientation of Lorne township provides areas within south Lorne that have north facing slopes which look out over the ocean, thus providing both solar access and aspect. The areas of south Lorne have historically been valued higher as development has the opportunity to optimise the northern aspect which is quite rare in Victoria with the majority of our coastline facing south. The value of this aspect and orientation is demonstrated by the increased distribution of larger historical properties which have been identified within the proposed Heritage Precinct of the Lorne Golden Mile.

Contribution of Physical Attributes to Neighbourhood Definitions

The analysis of physical attributes does generate discernible precincts. Three precincts can be defined by the valleys. A fourth precinct can be identified by the flatter areas of the township running parallel to the coast. A fifth precinct can be defined by the north facing urban areas of south Lorne.

Development Attributes

At the outset of the study, the initial premise was that residential development characteristics would assist in the definition of neighbourhood character. However analysis has clearly showed that these characteristics are not substantial enough to define separate precincts for Lorne. This analysis is detailed in Appendix C – Development Attributes.

Area, Lot Frontage and Lot Depth

An assessment of lots relative to their dimensions and areas has demonstrated a random pattern of distribution across Lorne.

Whilst two areas contained a significant number of smaller lots which were less than 500 m² (shown coloured green in Figure 15) further on site investigation showed that many dwellings spanned two lots. As a result the overall density does not differ sufficiently at present to warrant neighbourhoods based on lot characteristics. If in the future each property was redeveloped with a single dwelling on each allotment then a different character type may emerge.

Figure 9: Allotment sizes (smaller allotments are coloured green)



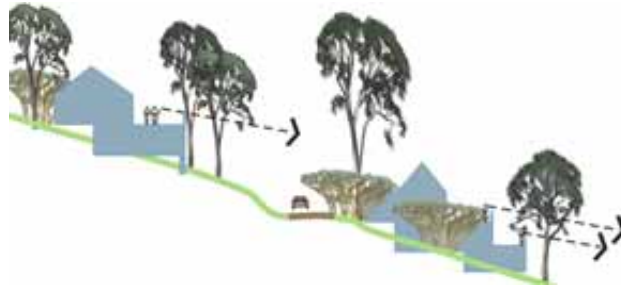
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Setbacks and Site Coverage

Whilst differing setbacks and site coverage were apparent across Lorne, these differences were not grouped and once again an analysis of setback and site coverage was not instrumental in creating discernible precincts.

Setbacks often varied between 3.5 metres to over 15 metres along a single street. In part this was a response to slope, with many houses sited on the higher side of an allotment. Thus setbacks tended to be smaller on the downhill side of a road and larger on the up-hill side, refer Figure 10).

Figure 10: Setback Variations



In part this was due to access requirements, however, part of the reason for the increased setback on the uphill side of the road was also due to the better views that are obtained from higher up the slope.

Buildings Height and Style

Similarly the analysis of building characteristics such as height and style, also showed that there was no neighbourhood that could be based on these attributes.

Lorne is predominately one and two storey buildings. Most of the more recent buildings are two storeys, however many of the older buildings are also two storey, particularly within south Lorne, although many of the earlier weatherboard and fibro buildings are a more modest single storey (refer Figure 11).

Figure 11: Older Style Architecture



Styles also vary across Lorne. Even within the more historic precincts of 'Little Colac' and 'Golden Mile', newer buildings, which exhibit a range of styles, are common. Modern interpretations exist of the initial holiday homes (refer Figure 12). However, the original 1950's flat roofed weatherboard homes still contribute to the built character of Lorne.

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Figure 12: Modernist Interpretation of the Older Holiday Homes



Figure 13: Inappropriate Building Styles Appear throughout Lorne



It is important to note that the Resident Perception Study showed that residents preferred buildings that were more in accordance with the Surf Coast Style Manual than buildings that were more suited to Melbourne's urban areas. Georgian facades, overtly modernist facades (refer Figure 13) and large brick boxes were considered inappropriate, while articulated facades and Surf Coast colours were deemed more compatible with residents' sense of neighbourhood. However, the analysis of building style does not assist in defining neighbourhoods.

Streetscape Image

The analysis of streetscapes and road types shows a relationship with the degree of vegetation retention. The informal roads are typically within areas that have a greater proportion of retained vegetation.

The Heritage Study also noted the less formal streetscape pattern in the Golden Mile area and the association with higher vegetation retention than in areas behind the Lorne central area where constructed roads and tree clearance were more common.

More formally defined roads (ie those with concrete kerb and channel), particularly those in the older established areas of Lorne, have less vegetated streetscapes, especially within the road verge (refer Figure 14 and Figure 15). Precincts that are based on landscape characteristics will also reflect the streetscape settings.

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Figure 14: Informal Roads



Figure 15: Formal Roads



Colours and Fencing

Site investigations showed that colours and fencing also differed significantly across the entire urban areas of Lorne. Colour schemes are varied, as is the use of building materials and finishes. The use of front fencing is also varied and in many cases residential properties have no front fences. These characteristics are not sufficiently localised to form definable precincts.

Some examples can be seen in Figure 16 and Figure 17.

Figure 16: No Front Fencing



Figure 17: Surf Coast Colours and No Front Fence



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Proposed Neighbourhoods

Once different neighbourhood characteristics are acknowledged then planning controls for each neighbourhood can reinforce or improve these characteristics.

There are no urban residential precincts currently identified in the Lorne Strategy or Coastal Development Policy in the Surf Coast Planning Scheme. Broad landscape types are defined for the entire Surf Coast Shire; however Lorne was not examined in greater detail.

The neighbourhood character analysis has demonstrated that Lorne is a mosaic of different characteristics, many of which are not limited to discrete areas. Built form components as well as the subdivision pattern do not define distinct areas in the town. Resident perceptions, the existing vegetation (both the vegetation types and the cleared areas), the heritage assessments and the topographical breaks provided by the valleys in combination provide the basis for defining different landscape settings or neighbourhoods.

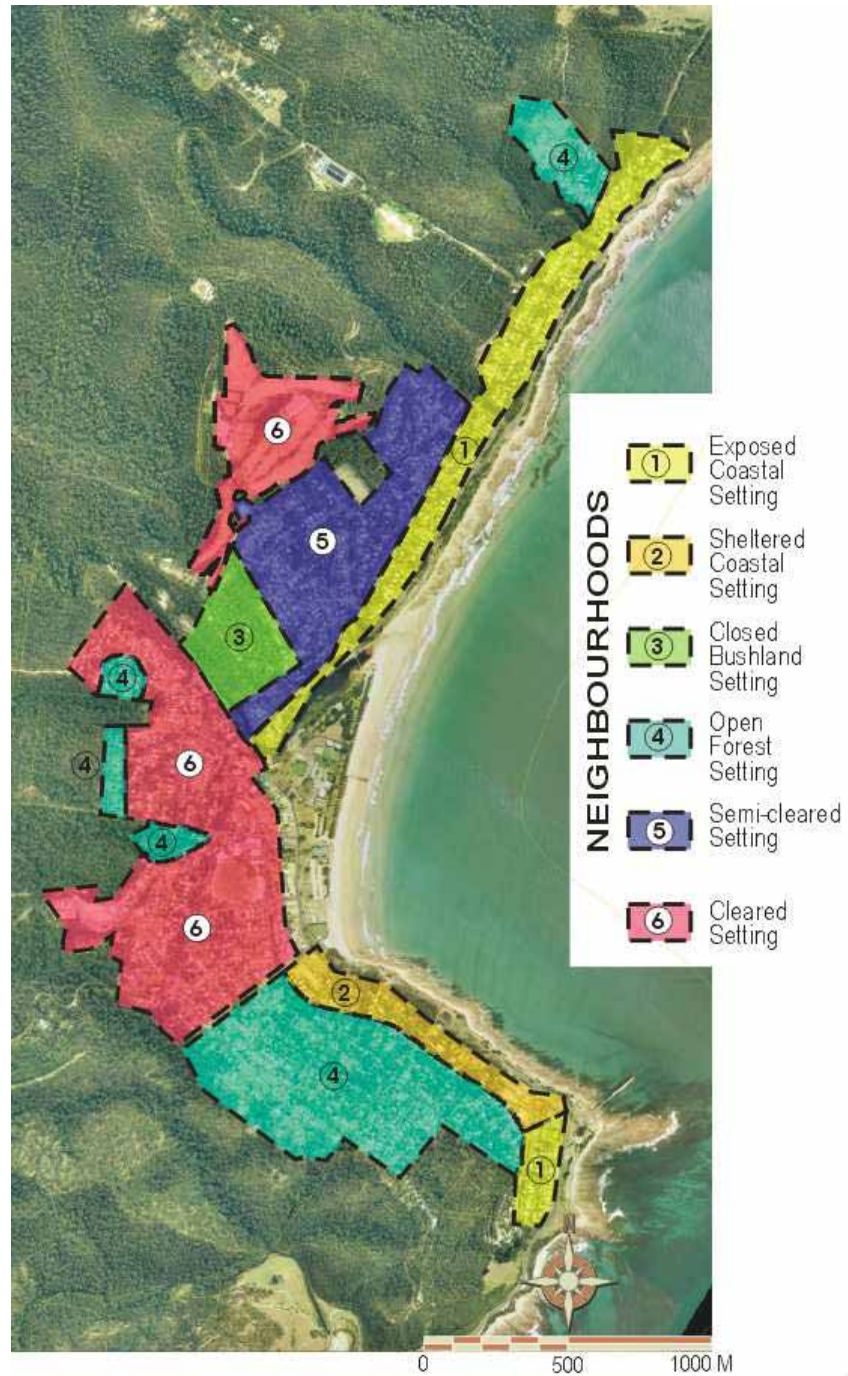
Consideration was given to placing the 'Golden Mile' and the 'Little Colac' Historical Precincts in different neighbourhoods, however, there did not seem to be sufficient differences to warrant the separation of these areas into separate neighbourhoods solely on the basis of their historical architectural style. More importantly, the differences are not sufficient to form the basis of precincts for planning policies or development controls.

Based on these factors six neighbourhoods are identified for Lorne. These are closely related to vegetation types, which also reflect topography and slope changes. These naturally occurring breaks and patterns within the pre-European landscape were similar to the neighbourhood boundaries that were recognised by residents and reported in the *Resident Perception Study* (Green 2002) and it is recommended that they be used as a basis for planning policy and development control within the Planning Scheme. The six neighbourhoods are as follows and they are shown on Figure 18.

- 1 Exposed Coastal Neighbourhood
- 2 Sheltered Coastal Neighbourhood
- 3 Closed Bushland Neighbourhood
- 4 Open Forest Neighbourhood
- 5 Semi-cleared Neighbourhood
- 6 Cleared Neighbourhood.

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Figure 18: Proposed Neighbourhoods



Neighbourhood 1 – Exposed Coastal Neighbourhood

The exposed coastal neighbourhood is the residential section of Lorne that stretches along the northern section of Loutitt Bay and also includes a small area south of the headland. This neighbourhood has the following characteristics:

- Topographically it is the flatter strip of land along the edge of the Loutitt Bay and the steep headland of Point Grey
- Vegetatively it is within the Coastal Dune Mosaic, which is predominantly treeless, although Silver Banksia (*Banksia marginata*) is sometimes dominant
- It includes the majority of Lorne Little Colac Historical Precinct, which also stretches along part of this flatter coastal area, and also extends into the Semi-cleared setting on the hill slopes behind
- Ocean views.

Neighbourhood 2 – Sheltered Coastal Neighbourhood

The sheltered coastal neighbourhood stretches along the north facing slopes of Loutitt Bay and is less affected by coastal exposure of salt winds than sites within the Exposed Coastal Neighbourhood. This neighbourhood is characterised by:

- Topographically diverse but with some flatter areas of north facing land
- The prevalence of Swamp Gum (*Eucalyptus ovata*) and Messmate (*E. obliqua*) being greater than that with the exposed coastal neighbourhood. These trees are an important visual element on these more sheltered slope
- It includes the Lorne Golden Mile Heritage Precinct, which contains larger houses than the smaller properties within the exposed coastal neighbourhood
- Ocean views.

Neighbourhood 3 – Closed Bushland Neighbourhood

The closed bushland neighbourhood is located on a slope north of the Erskine River and south of the Golf Course. It is characterised by:

- Steeper slopes
- Dense native canopy vegetation with dense understorey, scattered informal vegetation within road easements
- Architectural diversity in residential properties
- Filtered views to the ocean.

Floristically this neighbourhood is based on the vegetation within the Wet Shrubby Forest and the existing vegetation is unlikely to offer open views to the ocean due to substantial understorey.

Neighbourhood 4 – Open Forest Neighbourhood

The open forest neighbourhood is located in several small areas, with the largest area found on the upper slopes of north Lorne. However, smaller sections occur along the hill slopes. This neighbourhood is characterised by:

- Steeper slopes
- Dense native vegetation with emergent canopy trees, unsealed roads and semi-enclosed to open views. Blue Gums (*E. globulus*) are common in these areas, with the exception of Summerhills Estate which has had significant tree removal
- Generally diverse architectural components although a section of the Lorne Golden Mile Heritage Precinct also falls within this neighbourhood
- Views are often available to the ocean and a major component of the existing vegetation is found on the road easement.

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Neighbourhood 5 – Semi-Cleared Neighbourhood

The semi-cleared neighbourhood is located on the northern slopes of the township. It is characterised by:

- Steeper slopes
- Mixed native/exotic planting with minimal understorey, and larger informally landscaped areas. In this neighbourhood the cultural or man-made landscape dominates with few remaining remnants of existing vegetation. Few larger trees remain throughout this neighbourhood
- Architectural diversity including a small section of the Lorne Little Colac Heritage Precinct
- Views available to the sea – most interruption is by the built form.

Neighbourhood 6 – Cleared Neighbourhood

The Cleared Neighbourhood is the main area of central Lorne on the slopes above the commercial area. It is characterised by:

- Steeper slopes
- Cleared land with established constructed gardens with hard paved surfaces, predominately exotic planting, limited native vegetation and open views
- An architecturally and stylistically diverse built form
- An area largely devoid of taller indigenous planting – this is probably as a result of the continued push to clear sight lines to the ocean, and initial clearing in this older part of Lorne.

This area also includes the Golf Course and although it is obvious from an aerial photograph that this area is predominately cleared, in the *Resident Perception Study* (Green 2002) the golf course and the surrounding indigenous vegetation was perceived as compatible with the local neighbourhood.

Neighbourhoods Features

As reported in the *Resident Perception Study* (Green 2002), there are many similarities between neighbourhoods. The analysis and studies (perception study, physical and development attributes) have also shown a similar mix of characteristics or features across the various neighbourhoods. These neighbourhood features are summarised in Table 1.

Table 1: Neighbourhood Features

Neighbourhood	Slope	Vegetation	Built Form	Views
1. Exposed coastal	Gentle	Coastal Headland Scrub	Diverse	Yes
2. Sheltered coastal	Gentle	Shrubby Foothill Forest and Coastal Dun Mosaic	Diverse	Yes
3. Closed bushland	Steep	Shrubby Wet Forest	Diverse	Minimal
4. Open Forest	Steep	Shrubby Foothill Forest, Grassy Dry Forest and Herb Rich Foothill Forest	Diverse	Yes Filtered
5. Semi-cleared	Steep	Overstorey elements of Shrubby Foothill Forest and Grassy Dry Forest	Diverse	Yes Less filtered
6. Cleared	Steep	Devoid of taller indigenous trees	Diverse	Yes

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As mentioned in the Resident Perception Study '*although there are some noticeable differences in the features identified in each of the four neighbourhoods there were perhaps more similarities across neighbourhoods*' (Green 2002, p13) in terms of the types of development considered compatible and incompatible with neighbourhood character. This similarity particularly refers to architectural built form components and subdivision attributes.

All neighbourhoods valued views, especially to the beach, and the blocking of these views by inappropriate development was considered undesirable. The dilemma that this often raises is the resultant desire to remove vegetation that obscures views.

Retained pre-European vegetation, especially upper canopy trees, was a significant strength of all the neighbourhoods that have retained vegetation. Therefore the main difference (and this is the factor which underlies the rationale behind the proposed neighbourhood differentiation) lies in the extent and type of pre-European vegetation cover. In part this reflects slope and this in turn has influenced settlement patterns throughout Lorne.

Overview of Existing Planning Policies and Development Controls

It is important to identify the existing planning policies and development controls that currently apply to residential development in Lorne and then examine how well this framework achieves the desired outcomes. This section briefly sets out the policy and control framework and then an analysis of its effectiveness in the context of the neighbourhood character follows.

The Surf Coast Planning Scheme sets out the policies and requirements for the use, development and protection of land in the Surf Coast Shire. Like all Planning Schemes in Victoria, the Surf Coast Planning Scheme is comprised of the State and Local Planning Policy Framework.

The State Planning Policy Framework covers strategic issues of State importance. It deals with settlement, environment, housing, economic development, infrastructure and particular uses and development. Every Planning Scheme in Victoria contains this policy framework, which is identical in all schemes.

The Local Planning Policy Framework contains the Municipal Strategic Statement and local planning policies. It is in this policy framework that the overall strategic objectives for Lorne are comprehensively established. Land use and development controls are specified in local policies, zones and overlays.

Most land in Lorne is within the Residential 1 Zone. A planning permit is required under the provisions of the Residential 1 Zone to:

- Construct or extend a single dwelling on a lot of less than 300 sqm
- Construct or extend more than one dwelling and residential building on a lot.

Applications for single dwellings must meet the requirements of Clause 54 of the planning scheme, whilst multi-dwelling applications must meet the requirements of Clause 55. These clauses set out the ResCode provisions which must be achieved for residential development.

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Both Clause 54 and 55 contain objectives, standards and decision guidelines. The objectives, which are of primary importance, describe the desired outcome to be achieved in the completed development. The standards contain the 'means' by which the relevant objectives can be achieved.

ResCode also contains a requirement for a site analysis and design response, based on an evaluation of the site and the surrounding neighbourhood and the requirements of any local policy which applies to the site. The purpose of this is to ensure that neighbourhood character is the starting point for design and informs the assessment of neighbourhood character and amenity standards.

In addition to these controls, the SLO requires a permit for all buildings and works, thereby capturing all development proposals in Lorne.

Table 2 sets out a summary of the zoning, overlays and local policy provisions that apply to the Lorne Township for residential development. The elements, which are applicable to Lorne, have been extracted from the following clauses:

- Clause 32.01 – Residential 1 Zone
- Clause 42.01 – Environmental Significance Overlay (Schedule 2 – Special Water Supply Catchment Areas)
- Clause 42.03 – SLO (Schedule 1 – Great Ocean Road and Coastal Environs).

The local planning policies listed below give effect to the strategic directions provided by the current Landscape and Culture Strategy (Clause 21.06) and the Lorne Strategy (Clause 21.11) contained in the Municipal Strategic Statement which relate to Lorne.

- Clause 22.01 – Coastal Development Policy
- Clause 22.05 – Surf Coast Design and Colours
- Clause 22.06 – Streetscape and Landscaping Policy.

Table 2: Existing Planning Controls Summary

Clause	Zone/Overlay Control	Applies	Landscape/views	Density	Vegetation	Development	Permit requirement
Clause 21.06	Landscape & culture strategy	Otway Coastal hinterland, includes Lorne.			Minimise removal of native vegetation.	Form & scale of development to be designed to minimise visual prominence from the Great Ocean Road.	
Clause 21.11	Lorne Strategy		Concern re: view protection and amenity Allow a reasonable sharing of views.		Retain native vegetation.	One dwelling per 450 m ² .	
Local Policy 22.01	Coastal Development Policy	Environmental Rural Zone, Significant Landscape Overlay – Schedule 1 and 2 (SLO1 and SLO2), Design Development Overlay – Schedule 1 and 2 (DDO1 and DDO2). Only applies in SLO1 and SLO2.	Preserve and enhance scenic landscape values and environmental qualities of views of Great Ocean Road and coastal environs. Buildings to be sited and designed for view sharing. Roof colours to be subdued to minimise visual impact. Subdivisional building envelopes to maximise view sharing.	Minimum lot size of 450 m ² . Higher or lower densities permitted if specific conditions met.	Retain and extend native tree canopy – maintaining vegetation removal and encouraging appropriate new planting. Distinctive vegetation characteristics of areas need to be recognised and considered: <ul style="list-style-type: none"> Map 7 – Habitat Envelope Area, Cathedral Rock to Cumberland River Table 2 – Vegetation Character Table 	Retain and enhance coastal residential character. Ensure development is appropriately sited to protect views. Consideration of bulk, height, siting, site coverage and colours and materials to minimise visual impacts. Facilitate range of housing types. Height, bulk and scale need to be preserved. Preservation of low rise, low impact character. Retention/establishment of native vegetation. Protection of amenity through view sharing. Buildings should not be sited on or near ridgelines or in location susceptible to erosion or inundation. Height determined by context. Should not exceed a maximum of 7.5 metres. Higher buildings can be considered if better performance standards of policy. Subfloor structure/change in NGL should not exceed 2 metres. Complementary building	

Clause	Zone/Overlay Control	Applies	Landscape/views	Density	Vegetation	Development	Permit requirement
						design to enhance character of area. Building site coverage should not exceed 35% of total site area. Hard surface area should not exceed 50% of total site areas. Gross floor area should not exceed a plot ratio of 0.5. Site coverage or plot ratio may be increased if specific conditions met.	
Local Policy Clause 22.05	Surf Coast Design and Colours	Applies to all land except if included in Heritage Overlay.	Use of subdued colours to protect environmental qualities and landscape values and reduce visual prominence.	Not applicable	Colours and materials to blend with landscape characteristics and natural features.	Reinforcement of the distinctive architectural styles and colours in townships and along roads. Creation of sense of identity through architectural design, features and colours.	
Local Policy Clause 22.06	Streetscape and Landscape Policy	All public and private sector developments.	Protect and enhance individual landscape character of towns. Encouragement of ecologically and economically sustainable landscapes. All applications to be accompanied by landscape plan: Indigenous species preferred	Not applicable	Details to be shown on Landscape Plans Local indigenous species preferred. Weed species (listed in Table 1) are discouraged. Remnant indigenous and historic planting to be retained. Bond required to ensure new / replacement vegetation.	Signage design to minimise ecologically disturbance.	Requires the submission of a Landscape Plan.

Clause	Zone/Overlay Control	Applies	Landscape/views	Density	Vegetation	Development	Permit requirement
Clause 32.01	Residential 1 Zone					Provide development at a range of densities to meet a variety of needs. Respect neighbourhood character. Allow for a range of other appropriate uses.	Subdivision Construction and extension of 2 or more dwellings – Refer to ResCode (Clause 55). Buildings and works for Section 2 uses
Clause 42.01	Environmental Significance Overlay	Schedule 2 – Special Water Supply Catchment Areas.				Protect and maintain water quality and water yields in catchment. Ensure subdivisions, development and land use is appropriate.	Application referred to appropriate water authority.
Clause 42.03	Significant Landscape Overlay	Schedule 1 – Great Ocean Road and Coastal Environs.	Preserve and enhance scenic landscape values and environmental qualities of views of Great Ocean Road and coastal environs. Reasonable view sharing.	Maintain low density and natural bush setting.	Minimal impact on significant remnant vegetation.	Design which is complementary/sympathetic to streetscape.	Removal of vegetation Construction of fences.

ANALYSIS OF THE POLICY AND DEVELOPMENT CONTROL FRAMEWORK

Based on this suite of policies and controls, it is evident that there is an abundance of policy for Lorne that is aimed at achieving sustainable growth and to some extent there is a degree of unnecessary complexity and repetitiveness. This conclusion was also put forward by John Keaney in his review of the MSS in 2002 titled *Surf Coast Planning Scheme Three Year MSS Review Report*. This sustainable growth, as outlined in Chapter 1, is one that achieves a balance between development, protection and enhancement of the landscape and scenic qualities that are valued and are, in effect, Lorne's assets.

In the discussion of residential character in the Lorne Strategy (Clause 21.11) in the planning scheme, Lorne's setting and its vegetation cover are clearly key elements that give the town its 'qualities'. Among the strategies stated in Clause 21.11 to protect and enhance this residential character is to allow infill development only where it is consistent with the following overriding objectives:

- Retaining native vegetation cover
- Preserving urban character
- Protecting the amenity of surrounding properties
- Protecting viewsheds from the Great Ocean road and its significant public viewing points
- Allowing a reasonable sharing of views from private properties
- Applying Surf Coast Design principles.

The implications of this strategy are intended to be achieved through the application of the specific zone and overlay provisions supplemented by the policies and controls set out particularly in the Coastal Development Policy.

As discussed earlier the Coastal Development Policy aims to preserve the character, amenity and environmental features of coastal townships such as Lorne by concentrating on three key outcomes:

- Retaining native vegetation cover
- Protecting viewsheds from the Great Ocean Road
- Encouraging 'coastal' building design rather than conventional urban or suburban development.

Further, when considering whether a development proposal protects the key assets which distinguish coastal character, those assets are identified as being:

- The extent of vegetation cover
- Building scale, landscapes and viewsheds
- Urban design and architectural features which differentiate and give a special character.

In addition to these policies, SLO (Schedule 1) states that:

The preservation of remnant native vegetation is crucial to the protection of scenic vistas and the maintenance of biodiversity links.

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The landscape character objectives to be achieved by the implementation of the overlay are:

To preserve and enhance the scenic landscape values and environmental qualities within viewsheds of the Great Ocean Road and coastal environs.

To protect and enhance the low density residential character and natural bush setting of the coastal settlements.

To ensure that development and uses do not impact on significant remnant vegetation.

To maintain the individual identity and landscape character of each township.

To promote development which complements or is sympathetic to the streetscape character.

To provide for a reasonable sharing of views of significant landscape features, including views of the ocean and coastal shoreline, coastal forest and mountains, rivers and estuaries, and notable cultural features which form part of the amenity of coastal properties.

Based on the community consultation for this review and input to the *Resident Perception Study* (Green 2002), it is apparent that vegetation retention and views are both valued equally. What often occurs in development and the subsequent residential occupation of a property is that one of these values gets compromised and in many cases it is the former rather than the latter. This outcome is clearly evident in Lorne, particularly in newer developments that have occurred in the central part of town and along the Great Ocean Road.

The *Resident Perception Study* (Green 2002) and this analysis of neighbourhood character has found vegetation to be supportive of neighbourhood character and concurs that it needs to be protected if the valued character of Lorne is to be preserved for the future.

It is considered that the current policy framework established particularly by the Lorne Strategy (Clause 22.11), the Coastal Development Policy (Clause 22.01) and the SLO (Schedule 1) provide a comprehensive strategic policy basis to achieve a sustainable future for Lorne. However, it can be concluded that there are two essential ingredients lacking. These are:

- A prioritisation of the policy statements in terms of strategic outcomes, primarily in terms of vegetation protection versus view sharing
- A focus on the specific development controls that might need to be implemented at a neighbourhood level to achieve the policy outcomes.

The following sections analyse in detail the adequacy of the development controls in the context of the neighbourhood character precincts and the vegetation basis on which they have been identified.

Neighbourhoods

None of the existing development controls for Lorne directly relate to, or are based on the concept of neighbourhood.

Clause 22.01 Coastal Development Policy (Table 2) divides Lorne into three areas (south – dense vegetation; north – canopy largely removed; central area – least vegetation cover). However there are no development controls that differ for each of these areas, related to the retention of vegetation or replacement and enhancement of vegetation.

Elsewhere in the Surf Coast Planning Scheme, precincts are defined. For example, in Aireys Inlet and Anglesea, precincts alter the minimum site area per dwelling. However, even in these coastal townships, the Planning Scheme does not adopt differential vegetation policies or development controls that are derived from neighbourhood or precinct types.

View Sharing

The importance of views as a contributor to urban character and residential amenity is clearly expressed in policies contained in the Lorne Strategy (Clause 21.11), the Coastal Development Policy and in SLO (Schedule 1). The *Resident Perception Study* also commented that '*natural features and views of natural features, specifically views of the beach, the river, the surrounding hills and vegetated areas, should be preserved where possible*'. (Green 2002, p15).

The protection of these views often causes disputes in residential development proposals in terms of siting of development. View sharing also often results in vegetation removal to obtain or share a view. At present the planning policy framework does not specifically prioritise vegetation retention over view sharing, rather both outcomes are to be sought in development proposals. This dilemma is discussed further below.

A number of Victorian Civil and Administrative Tribunal (VCAT) decisions support the premise that new development will have some impact on views, and that new development should allow some 'reasonable' sharing of views. (Haymes vs Surf Coast [2003] VCAT 535 (30 April 2003). It is also a well-recognised planning principle (Thompson vs Surf Coast Shire Council and Orrs [2000] VCAT 718 (31 March 2000) that although there is no legal right to a view, where Planning Schemes emphasise the importance of view sharing then:

- (i) views form part of the existing amenity of a property and their loss can be a relevant consideration, and
- (ii) the availability of views must be considered in what constitutes a reasonable sharing of the views.

The Coastal Development Policy in Clause 22.01-3, Building scale, landscapes and viewsheds aims to '*Protect residential amenity by encouraging a reasonable sharing of views between new and established property ...*' and therefore view sharing is to be considered in light of the Planning Scheme. This can only be done on a case by case basis.

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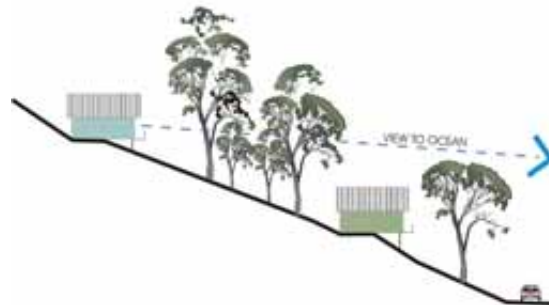
In the *Resident Perception Study* (Green 2002), the blocking of views by 'inappropriate development' was recognised as being detrimental to neighbourhood character, while the retention of vegetation was deemed to enhance neighbourhood character.

In the Lorne Strategy, Coastal Development Policy and the SLO there is currently no discussion of the conflict between vegetation retention and view sharing particularly in those precincts with significant amounts of native vegetation in Lorne.

It is considered that the Sheltered Coastal, Closed Bushland, Open Forest and the Semi-Cleared Neighbourhoods all contain remnant existing vegetation that should be retained, even where the retention is at the expense of panoramic views.

The indigenous upper canopy structure of Lorne is partly formed by Eucalypts that are clear trunked. These trees allow views through to the ocean and their retention is consistent with the desire to maintain views to the ocean (refer Figure 19)

Figure 19: Views through Canopy Vegetation



The policy statements in the Lorne Strategy, Coastal Development Policy and the SLO need to explicitly state the over-riding importance of vegetation retention in the context of view sharing and recognise that this is also a conflict. Prioritisation of policy outcomes needs to occur to give strength to protection of this key asset of Lorne.

Vegetation Cover

The existing planning controls do recognise the importance of vegetation retention and enhancement (in isolation of other issues). For example Clause 22.01 of the Coastal Development Policy under Vegetation Cover recommends that *'Building footprints and hard surface areas should be minimised In order to minimise the amount of vegetation removed ...'* and then mentions *'the need to provide sufficient open space for the viable protection of existing trees and the establishment of replacement trees'*.

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However the planning policies are not based on a strategy that encourages net gain in terms of landscaping and vegetative cover, nor are specific requirements for the extent of vegetation, the landscaped area of a site, and what actually comprises 'sufficient space' defined in either the Coastal Development Policy, Streetscape and Landscape Policy, or the SLO.

Within the Coastal Development Policy (Clause 22.01, Vegetation Cover) there are no explicit guidelines for vegetation replacement beyond the statement that '*the landscape plan should provide for the planting of new vegetation*'. Nor is the concept of no net loss, or more importantly, the concept of net gain, mentioned.

At present a major shortcoming of the existing policies is their lack of measurable and implementable guidelines for the re-establishment of indigenous vegetation. In other words, there is plenty of general sound policy but no clear and simple development control that is aimed at promoting landscape retention and revegetation on a neighbourhood basis.

If the retention and re-establishment of landscaping is to be a basic principle of the Local Planning Policy Framework, not simply a desire, then the planning controls should adopt a more prescriptive approach to landscaping and it should be formulated to reinforce the character of the six precincts in Lorne.

Density, Building Height, Site Coverage, Setbacks and Building Size

The Coastal Development Policy Clause 22.01 sets out parameters for residential development in Lorne. The dwelling density for Lorne is one dwelling per 450 m². The Policy currently limits building height to the tree canopy or generally 7.5 metres, protects views to ridgelines and limits site coverage to less than 35%. Hard surface site coverage is also limited to 50% and the gross floor area of all buildings should not exceed a plot ratio of 0.5. These figures appear to be based on the premise that this will result in vegetation retention and sufficient space for vegetation enhancement as well as allowing view sharing, reduce the size of buildings and thereby preventing the appearance of overdevelopment.

It would seem desirable that rather than vegetation be an outcome of correct siting and coverage policies for development, that it be stipulated directly as an outcome in its own right and that it be tailored to the six neighbourhoods.

Setbacks are only nominated as 8 metres for the front boundary of properties on the Great Ocean Road or Mountjoy Parade. This encourages retention of existing vegetation and should be continued across the exposed coastal and sheltered coastal neighbourhoods.

Architectural Form and Colours

The existing Clause 22.05 – Surf Coast Design and Colours Policy specifies that building types are articulated and recommends the use of subdued colours. '*Solid bulky structures and blank walls*' are discouraged as are '*smooth single coloured surfaces*'.

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At present the assessment of a development against this policy is assisted by reference to the Surf Coast Design Manual, which shows positive and negative building examples and images to assist designers working within the Surf Coast Shire.

Surf Coast Shire has proposed Amendment C10 to the Planning Scheme which updates Clause 22.05 to rename it as Surf Coast Style and Colours Policy. The design elements of the existing policy have been refined as an interpretive guide, called *Surf Coast Style* and has been prepared to visually communicate urban design and architectural elements. This style guide will be a reference document in the Planning Scheme to supplement the amended policy. The style guide will replace the *Surf Coast Design Manual*.

The implementation of this updated urban design policy along with the interpretative guide will provide a sound basis for guiding the form and appearance of future development in Lorne. These policies will apply across all areas of Lorne. Based on the finding of the neighbourhood character analysis, the formulation of specific architectural based policies on a precinct basis is not warranted.

PROPOSED DEVELOPMENT CONTROLS

The above discussion highlights that the major thrust of the existing planning policies is to retain and enhance existing vegetation, while allowing some degree of view sharing and providing an architectural solution of some merit. No prioritisation of policy outcomes is made explicit in the various policies and development controls. Vegetation retention and enhancement is not a direct outcome of the policies or development controls, rather vegetation issues tend to be inferred by reference to other elements, eg siting of development or building height.

An alternative approach in the policies and in turn the development controls may be to stipulate specific requirements for vegetation or landscape areas and to specify clearly the implications of vegetation removal in a mandatory fashion requiring a net gain re-establishment.

The following section of the report discusses possible development controls that could be adopted to implement the existing policies within the planning scheme and that reinforce the concept of neighbourhood as identified in this study.

These development controls are founded on a strategy that explicitly stresses the importance of vegetation retention and re-establishment for residential development.

The proposed controls are based on a concept of net gain, for without increased planting levels Lorne may gradually lose its treed canopy and become an urban area on the hillside, a result that residents find unappealing. However, without clear and mandatory development controls and enforcement of these controls this vegetation removal will most likely occur.

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A policy of net gain should be actively followed, so that whenever indigenous trees are removed a greater number needs to be replanted and that new development must also provide additional indigenous tree planting. While understorey planting of indigenous vegetation is encouraged, it is the upper canopy structure that provides the major contribution to Lorne's character and this upper canopy should be the focus of the proposed development controls.

The implementation of the proposed development controls outlined could be achieved by a schedule to the SLO for Lorne that creates the strategic policy basis and planning controls for priority to be given to vegetation retention and enhancement, recognises and gives effect to the six neighbourhoods and introduces the vegetation area controls and height controls on a neighbourhood basis.

The application of the SLO is preferred as a planning control tool as it has a focus on vegetation and landscape. It contains permit requirements for buildings and works with the capacity for exemption of works for which permits are considered unnecessary. The SLO also contains a permit requirement for removal of native vegetation, which can also be subject to exemptions. With these controls, the Shire has the capacity to consider all of the landscape and environmental elements relevant to urban character.

The alternative use of a DDO and Vegetation Protection Overlay to regulate buildings and works and vegetation removal would provide a satisfactory level of planning control for Lorne, but is not recommended as it would add complexity which is minimised by utilising a single overlay, and would lack the 'landscape' focus of the SLO.

The introduction of a new Neighbourhood Character Overlay is considered inappropriate as has too few permit exemptions and the vegetation controls focus on larger trees only. If the Neighbourhood Character Overlay was applied in Lorne, it would be more restrictive than necessary for control of buildings and works and afford inadequate control over the removal of native vegetation. The use of the SLO for implementation of neighbourhood character is also being considered by the Shire for implementation in Anglesea. Consistency in approach to application of controls is highly recommended to simplify the Surf Coast Planning Scheme.

Vegetation Controls

The protection and enhancement of canopy vegetation is critical to maintaining and improving the urban character of Lorne.

Any controls that apply to vegetation must examine methods that are based on two key principles:

- **Vegetation Retention:** Retain existing vegetation, and where existing vegetation is removed, ensure that adequate replacement planting (net gain) occurs. Where trees are removed in neighbourhoods with less vegetation, replacement rates should be higher reflecting the greater need for additional vegetation in these neighbourhoods.

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- **Vegetation Enhancement:** Enhance existing vegetation cover, particularly indigenous canopy trees and particularly in those neighbourhoods that have less established vegetation.

The following development controls are based on the concept of establishing a 'landscape area' on each allotment that is capable of supporting indigenous canopy trees, whether existing or proposed. Once established across a neighbourhood, 'landscape areas' will lead to the treed appearance so desired by residents and visitors to Lorne.

A 'landscape area' is an area set aside on an allotment for planting or the retention of indigenous upper canopy trees that is clear of buildings, driveways, hard paving, pools and hard standing areas (including gravel driveways).

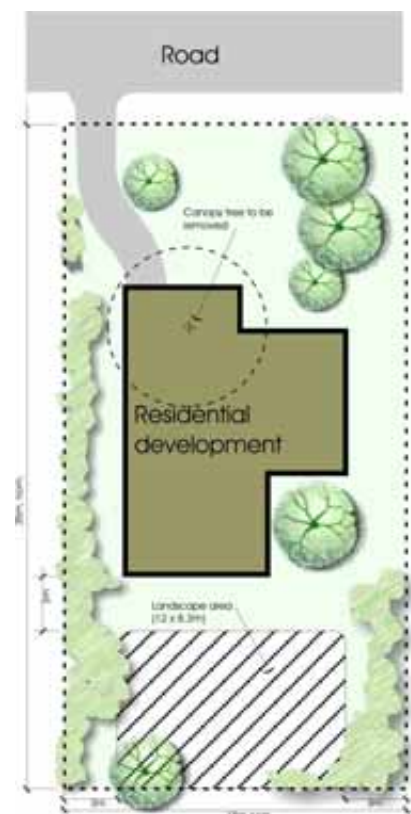
The 'landscape area' should be setback from side boundaries so that planting occurring within the designated area has a chance of establishing a reasonable canopy size without unduly impacting on neighbouring properties. Although the proposed 'landscape area' is set back from the boundaries, this is to allow canopy development and is not to imply that vegetation along the boundary is not important.

Figure 20 illustrates an example of a 'landscaped area' for an allotment of 35x18 metres (630 m²), a typical allotment within Lorne. The example illustrates planting along the boundaries outside of the landscape area and the location of the 'landscape area' in the rear of the allotment. The residential development has a footprint of approximately 140 m² and, in this example, has necessitated the removal of a single canopy tree and the retention of other vegetation. The landscape area is approximately 100 m².

The 'landscape area' is calculated as an amount per 1000 m² of lot area or part thereof and can be defined as:

- An area that can be located anywhere on site and is calculated on the basis of the site area
- An area having no dimension less than 8 metres to allow for the development of substantial canopy trees.

Figure 20: The Landscape Area and the Potential for Side Boundary Planting



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- An area having a minimum setback of three metres from the side boundaries and from the proposed dwelling and any retaining walls. This setback will minimise the potential for damage to adjoining properties from limb drop or root systems, especially in cases where adjoining properties can and have developed the adjoining site close to the common boundary.

The definition of an area set aside as a 'landscape area' is not to suggest that planting cannot be established between the landscaped area and the site boundary. Planting along the boundaries should be encouraged both to reinforce the vegetated appearance of Lorne and, especially where shrub and lower height planting is used, to visually separate development while providing for view sharing between developments. This is illustrated in Figure 20.

This proposal to incorporate a concept of 'landscape area' is a major change to the existing planning controls. The existing planning controls do not define landscape area, rather it is assumed that by reducing site coverage a landscaped and treed site will result. This proposed change is an attempt to explicitly define an area that can retain and enhance canopy cover on all residential sites across Lorne.

It must be recognised that in some instances proposed planting may impact on views, however there needs to be a recognition that Lorne gains much of its character from a treed appearance and this is important to retain in the long term, even at the expense of clear views.

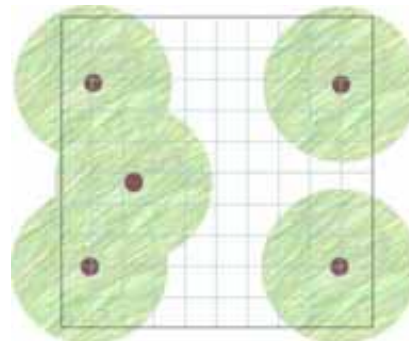
The 'landscape area' is set aside primarily for the development of canopy vegetation. Again it is not to suggest that this area cannot be used for shrubs and ground covers, however it is mandatory that tree planting occur within the landscape area if it is to have the desired affect of reinforcing and enhancing the vegetated and treed appearance of Lorne.

Much discussion has occurred as to the number of trees that should be planted within the landscape area. Many of the native species, especially Eucalypts, grow naturally at quite close centres that thereby develop a taller and more open canopy. This form of vegetation allows view sharing through the canopy and encourages taller vegetation which enhances the appearance of the hillside by allowing the canopy structure to dominate the building forms.

Figure 21 and Figure 22 illustrate groupings of five and ten trees within a 100 m² area. Canopies are illustrated at approximately a five metre diameter. Where trees are planted closer together the canopies are often narrower and the tree develops a more upright form.

In Figure 21 all trees are at least three metres apart while in Figure 22 some trees are planted within one and a half metres of each other while many other trees are at least four to five metres apart, more than sufficient for canopy development.

Figure 21: Five Trees per 100 m²

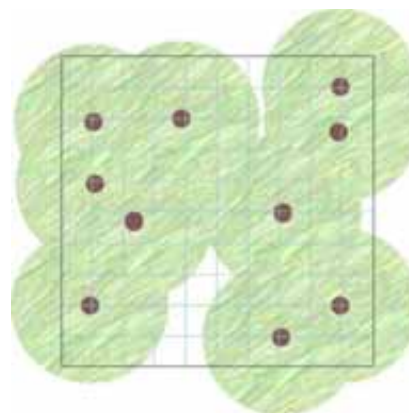


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This later planting density is more naturalistic and reminiscent of planting in bushland where some trees are close together and there are breaks and clearings between them.

A planting rate of ten trees per 100 m² is readily achievable and reflects that found in areas of indigenous bushland. Generally mature bushland only contains a few very large trees. In the Shrubby Wet Forest, Otways Ranges Bioregion, the dominant Eucalypts with a 900 mm or greater Diameter at Breast Height only occur at the rate of 20 trees per hectare. However these are the very large remnant trees that may be hundreds of years old and co-exist with a far greater number and diversity of younger Eucalypts and other smaller trees.

Figure 22: Ten trees per 100 m²



It is also apparent that some planting will die over time. The slow removal of vegetation by development pressures is having a marked affect on Lorne. The landscape area needs to address the desire by Lorne residents to retain and enhance the vegetated appearance and especially the tree canopy within the urban areas.

Table 3 lists the species that are appropriate within each neighbourhood.

Table 3: Recommended species list

Neighbourhood	Existing canopy cover	Proposed canopy tree planting and landscape area
Exposed coastal	Low	Silver Banksia (<i>Banksia marginata</i>) Boobialla (<i>Myoporum insulare</i>)
Sheltered coastal	Medium	Silver Banksia (<i>Banksia marginata</i>) Coastal Banksia (<i>Banksia integrifolia</i>) Messmate (<i>Eucalyptus obliqua</i>)
Closed bushland	High	Messmate (<i>Eucalyptus obliqua</i>) Brown Stringybark (<i>E. baxteri</i>) Narrow-leaf Wattle (<i>Acacia mucronata</i>) Hop Wattle (<i>A. stricta</i>)
Open forest	High	Messmate (<i>Eucalyptus obliqua</i>) Mountain Grey Gum (<i>E. cypelloarpa</i>) Brown Stringybark (<i>E. baxteri</i>) Manna Gum (<i>E. viminalis</i>) Blue Gum (<i>E. globulus</i>)
Semi-cleared	Low	Messmate (<i>Eucalyptus obliqua</i>) Brown Stringybark (<i>E. baxteri</i>) Narrow-leaf Wattle (<i>Acacia mucronata</i>) Hop Wattle (<i>A. stricta</i>) Blue Gum (<i>E. globulus</i>)

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Neighbourhood	Existing canopy cover	Proposed canopy tree planting and landscape area
Cleared	Very Low	Messmate (<i>Eucalyptus obliqua</i>) Brown Stringybark (<i>E. baxteri</i>) Narrow-leaf Wattle (<i>Acacia mucronata</i>) Hop Wattle (<i>A. stricta</i>) Blue Gum (<i>E. globulus</i>)

It is stressed that this list is indicative. Further species can be found within:

- Species Distribution List which tabulates the floristic characteristics of Lorne in Table C4 in Appendix C
- Indigenous Planting Guide – Rural and Urban Coastal, prepared by Surf Coast Shire.

Vegetation Enhancement

All new development applications should be required to enhance the existing vegetated appearance of Lorne. In many instances, no vegetation will be removed as redevelopment can potentially be sited directly over existing building footprints or to avoid existing trees.

However, to embrace the concept of 'net gain', new developments should be required to provide additional canopy trees and a landscape area sufficient for their root and canopy development. This should vary from neighbourhood to neighbourhood, depending upon existing canopy cover.

The 'landscape area' should contain no buildings, pools, tennis courts or other non-permeable surfaces including gravel driveways. Pedestrian paths can be considered where appropriately designed with permeable materials.

When the 'landscape area' is located within the rear setback, additional provision should be made for the planting of three canopy trees within the front setback to enhance the streetscape amenity. Table 4 and Table 5 propose a 'landscape area' and plant numbers that could be required for development sites greater and less than 1000 m² respectively across the six neighbourhoods (and excludes any allowance for three trees in the frontage if required).

Table 4: Landscape Area and Proposed Canopy Tree Planting within sites under 1000 m²

Neighbourhood	Existing canopy cover	Proposed canopy tree planting and landscape area
Exposed coastal	Low	7 new trees 100 m ² landscape area
Sheltered coastal	Medium	5 new trees 100 m ² landscape area
Closed bushland	High	5 new trees 100 m ² landscape area
Open forest	High	5 new trees 100 m ² landscape area

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Neighbourhood	Existing canopy cover	Proposed canopy tree planting and landscape area
Semi-cleared	Low	7 new trees 100 m ² landscape area
Cleared	Very Low	10 new trees 100 m ² landscape area

Table 5: Landscape Area and Proposed Canopy Tree Planting within sites over 1000 m²

Neighbourhood	Existing canopy cover	Proposed landscape area per 1000m ² or part thereof of lot size and proposed canopy tree planting
Exposed coastal	Low	100 m ² landscape area 7 new trees per 100 m ² of landscape area
Sheltered coastal	Medium	100 m ² landscape area 5 new trees per 100 m ² of landscape area
Closed bushland	High	100 m ² landscape area 5 new trees per 100 m ² of landscape area
Open forest	High	100 m ² landscape area 5 new trees per 100 m ² of landscape area
Semi-cleared	Low	100 m ² landscape area 7 new trees per 100 m ² of landscape area
Cleared	Very Low	100 m ² landscape area 10 new trees per 100 m ² of landscape area

The minimum landscape area for all sites is to be 100 m². For sites greater than 1000 m² the landscaped area increases by 100 m² for each 1000 m² or part thereof of site area and consequently the tree numbers also increase.

Although exposed coastal and the semi-cleared neighbourhoods both have a 'low' existing canopy cover a greater number of trees are proposed within the exposed coastal neighbourhood to both compensate for the increased coastal exposure and also to reflect the smaller tree sizes within the exposed coastal neighbourhood.

All the specified trees should be planted within the landscaped area. Additional planting is also encouraged elsewhere on the site, particularly along the boundaries.

Vegetation Removal and Replacement

Although existing canopy trees should be retained, in some instances their removal is necessary. In such instances it is recommended that indigenous trees be replaced in greater numbers to allow for the re-establishment of a canopy cover. The principal of net gain should be applied when vegetation removal is proposed.

Where existing vegetation is removed, replacement vegetation should be established within a 'landscape replacement area' nominated on the site. A penalty should be applied for proposals which involve removal of indigenous vegetation, hence it is suggested that the proposed 'landscape area' be larger than the area defined for vegetation retention or planting.

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Given the differences that occur in the vegetation density in the six neighbourhoods in Lorne, it is appropriate that different rates of revegetation apply.

Table 6 proposes a rate of vegetation replacement that reflects the importance that should be placed on canopy replacement relative to the existing canopy cover within each neighbourhood. Nominated plant numbers and the requirement to set aside a discrete area for landscaping will ensure sufficient space for the establishment of a replacement canopy structure. Where vegetation is to be removed, the rate of planting as specified in Table 6 will replace planting rates in Table 4 and Table 5.

Table 6: Proposed Rate of Tree Replacement

Neighbourhood	Existing canopy cover	Vegetation replacement rate and landscape area per 1000 m ² of site area or part thereof
Exposed coastal	Low	20 new trees/tree removed, 200 m ² area
Sheltered coastal	Medium	10 new trees/tree removed, 150 m ² area
Closed bushland	High	10 new trees/tree removed, 150 m ² area
Open forest	High	10 new trees/tree removed, 150 m ² area
Semi-cleared	Low	20 new trees/tree removed, 200 m ² area
Cleared	Very Low	25 new trees/tree removed, 200 m ² area

The planting rates in Table 6 are similar to those proposed within the recommendations for planting within all areas of Lorne. The major difference is the marked increase in the size of the landscape area. This reflects the desire to deliver an outcome that encourages vegetation retention and recognises that where vegetation is removed it will be many years before replacement vegetation can provide a visual benefit to Lorne.

Such a revegetation strategy, incorporating net gain, should accompany any application that seeks to remove existing canopy vegetation.

It is stressed that the major aim of the vegetation strategy should be to retain and enhance the existing canopy cover. Revegetation resulting from the loss of mature trees is a compromise solution.

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Figure 23 shows a revegetation plan for an allotment where it is proposed to remove an existing tree.

In this example the site of less than 1000 m² is within the Open Forest Neighbourhood and a major canopy tree, an indigenous eucalypt, is proposed to be removed (shown dotted).

The landscape area has been set at 150 m², rather than 200 m² for sites within neighbourhoods that have less existing vegetation. The tree to be removed is replaced by ten new indigenous trees within a 150 m² landscape area.

The example shows that at this density there is the possibility of views between the trees as well as view sharing along the boundaries which is assisted by the three metre setback of the landscape area from the boundaries.

Again it is stressed that although the landscape area is set back from the boundary this does not prohibit or in any way reduce the possibility of planting along the boundaries and in fact such planting should also be encouraged. The relevance of the setback for the 'landscape area' is to provide an area on which the establishment of taller canopy trees is possible, without unduly impacting on neighbours, as would potentially be the case if the planting of canopy trees was required immediately adjacent to the boundary

Weed Species

The removal of weeds, particularly environmental weed should be encouraged. This is adequately covered within Table 3 to Clause 22.01 of the Surf Coast Planning Scheme and does not require changing.

Figure 23: Replacement Planting Example



Built Form Controls

Building Height

Existing requirements under the Coastal Development Policy allow buildings up to 7.5 metres above natural surface levels. Buildings exceeding this height are permissible in appropriate circumstances.

Buildings should not protrude above the height of the dominant indigenous vegetation canopy, or where it is proposed to be re-established. For example, in the northern area of Lorne where lower growing indigenous species such as Melaleuca, Banksia and Ti Tree dominate, lower scale dwellings are encouraged and the existing height limit of 7.5 metres should remain.

Density and Site Coverage

Generally existing requirements relating to density and site coverage as outlined within the Coastal Development Policy will allow sufficient space to accommodate development and to allocate a 'landscape area'. In order for the landscape area to be achieved on all sites this requirement should be mandatory, otherwise on smaller allotments the site coverage and hard surface provisions may make it difficult to accommodate. This approach would make the landscape area have preference over the discretionary site coverage and hard surface provisions and this is warranted if this approach is to be implemented.

Furthermore, the provision that allows increased site coverage where *'the land is not in an area where tree canopy or vegetation cover is a feature of the surrounding landscape'* should be removed. It is an imperative that canopy is re-established, particularly in those neighbourhoods within Lorne that have limited tree canopy. No site coverage dispensation should be allowed in these neighbourhoods.

Research has consistently shown that residents believe that medium density housing detracts from neighbourhood character. In part this belief has arisen from the perception of over-development, which in turn often hinges on the lack of canopy vegetation and landscaped areas. The requirement to provide a 'landscape area' as set out previously will undoubtedly have an impact on medium density development requiring these developments to provide sufficient area for landscaping, free of driveways and hard surface areas, and further increasing this area where the removal of trees is envisaged. These recommended provisions will assist in providing a treed and canopied landscape especially within areas developed for medium density housing throughout the township.

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Setbacks

Setbacks should not be fixed and should be variable to maximise vegetation retention and dependant upon the siting of existing adjoining dwellings.

The current planning scheme only controls front setbacks for the Great Ocean Road and Mountjoy Parade, leaving maximum flexibility in siting to assist in tree retention. This approach is appropriate across the six neighbourhoods.

Front/rear setbacks should be carefully considered to maximise the opportunities for canopy establishment. It is preferable that the treed areas be maximised on a site, rather than setbacks leading to unplanted narrow strips along the boundaries as demonstrated in Figure 24. In this Figure the retention of a significant band of vegetation along one boundary may do more to create a feeling of open space between buildings than the retention of narrow strips of land on both sides of the property. ResCode provisions relating to heights of boundary walls would still apply.

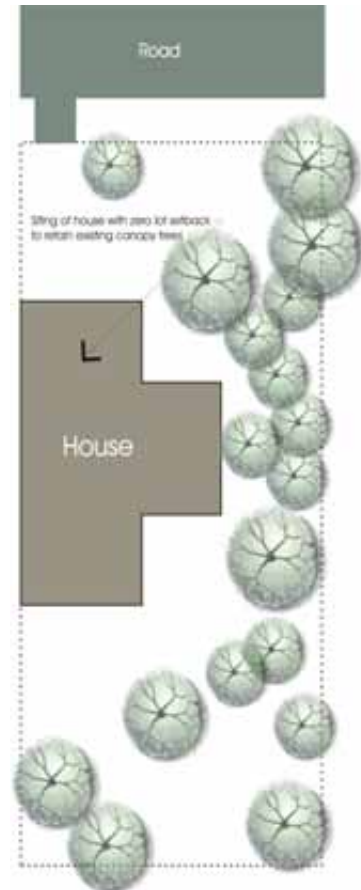
If there is no advantage for vegetation retention, then priority should be given to maximising the proposed area for canopy planting along the street frontage to enhance the streetscape amenity.

Slope

The design and siting of buildings and access ways on slopes greater than 1:4 needs to be carefully considered in order to minimise the visual prominence of new development on these sites.

The existing requirements relating to slope within the Coastal Development Policy are considered appropriate as they link steeper slope (greater than 25%) with the need for an accompanying geotechnical report. The existing controls also limit excavation and filling. These controls continue to be appropriate across the six neighbourhoods in Lorne.

Figure 24: Potential Zero Setbacks to Improve Tree Retention



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Materials, Colours and Tones

Materials, colours and tones are comprehensively addressed within the Coastal Development Policy and the Surf Coast Design and Colours Policy and the updated policy proposed in Amendment C10.

There are no significant differences that would warrant changing the recommendations made within the policy or the interpretative style guide on a neighbourhood basis. In fact the opposite is the case and these preferred design and architectural outcomes should be actively promoted for all development in Lorne.

Materials and colours should be similar across the various precincts to blend into the natural appearance of Lorne, where vegetation should remain the dominant characteristic.

Similarly, there is no adequate reason to change the palette of materials and colours. The suggested materials rely on more natural materials such as stone and timber and innovative forms of lightweight cladding. The traditional suburban use of brick is discouraged.

It is preferable that this palette of materials be used for an extended period of time to strengthen the 'Lorne' character.

Architectural Style, Massing Roof Pitch

Architectural style, massing and roof pitch have been appropriately addressed within the *Surf Coast Design Manual* and the proposed *Surf Coast Style Guide*.

The Manual and the Style Guide seek to encourage architecture of a coastal character, particularly lightweight architecture that incorporates verandas and decks and avoids large unarticulated structure and blank walls. Heavy built forms and period reproductions (eg Georgian replicas) are to be avoided.

There is a great range of architectural treatments applied across all precincts within Lorne, and although in some areas there is greater concentration of unit development, or a greater concentration of simple weatherboard houses, these slight variations across the precincts are insufficient to develop precinct based architectural style guidelines.

Fences

The residential allotments of Lorne are generally characterised by either low front fencing or no fencing.

High front fences are discouraged (the Coastal Development Policy limits heights to 1.5 metres) and the construction of front fencing is discouraged. The overall strategy to ensure that front fencing, where it is used, is low and visually permeable and allows the streetscape landscape and the private landscape to merge. The policy nominates post and wire side and rear boundary fences in environmentally or visually sensitive areas. Where pets need to be controlled, post and wire fences could have additional chicken wire or alternatively other forms of visually permeable fencing should be encouraged.

CHAPTER 3 NEIGHBOURHOOD CHARACTER

A new Schedule to the SLO could encourage a preference to use vegetation to create separation between allotments for privacy. This would also assist in the creation of a vegetated appearance for Lorne.

Where boundary fences are required, visually permeable farm fencing as stipulated in the policy is preferred. Paling fences and other fencing types more suited to a city suburban situation should be discouraged.

No further changes to the Coastal Development Policy are warranted as it is applicable across the six neighbourhoods of Lorne.

Car Parking

Car parking in the front setback has the potential to significantly impact on residential amenity and image of all the neighbourhoods within Lorne. Car parking should be discouraged from being located in front setbacks.

Where car parking is required at the front of the site due to slope constraints, open light weight carport constructions are preferred over garages.

Where garages are required they should be located 1.5 metres behind the front façade and be visually compatible with the dwelling.

Where car parking is required adjacent to the street frontage of the site, the amount of street frontage taken up by access ways or car spaces should be limited to a maximum of:

- 40% where the total frontage is 20 metres or less, or
- 33% where the total frontage is greater than 20 metres of a site.

Where car parking areas are necessary close to the street frontage, a minimum vegetation buffer of 1.5 metres from the title boundary is required to minimise visual impact and enhance the amenity of the streetscape. This vegetative buffer should be planted with both canopy vegetation and lower screening shrubs to lessen the visual impact of the car parking as seen from the street.

As with other siting issues, it is not considered that any special car parking guidelines or controls are warranted for Lorne on a neighbourhood basis.

Streetscape

The Surf Coast council also has a responsibility to improve the streetscapes of Lorne and particularly to reintroduce canopy vegetation to the urban areas particularly within the cleared and semi-cleared neighbourhoods.

The removal of overhead power lines will enhance the visual appearance and amenity of streetscapes as will the use of informal roads without kerb and channel that reflect the coastal character. Darker road surfaces such as asphalt are preferred as these are less reflective and recede into the landscape.

Indigenous canopy vegetation should be planted within road reserves and in other public spaces. Taller canopy trees should be planted in an irregular pattern or in clumps. Regular suburban type streetscape planting should be avoided.

CHAPTER 3 NEIGHBOURHOOD CHARACTER

Footpaths should be confined to one side of the street where possible, and where safety permits. Preferably these paths will meander within the nature strip to encourage clumps of informal planting. Permeable construction is preferable to traditional concrete constructed footpaths.

CHAPTER 3 NEIGHBOURHOOD CHARACTER

RECOMMENDATIONS

Objectives	
3.1	To maintain and enhance the vegetated landscape that forms a significant feature of the coastal township character of Lorne.
3.2	To give priority to protection of indigenous vegetation throughout the residential areas of Lorne.
3.3	To enhance the character of residential areas of Lorne by encouragement of planting of new indigenous vegetation.

Implementation Measures	Priority	Responsibility
3.4 Undertake a landscape study to determine the rate of vegetation removal that has occurred in the urban area within the last ten years.	High	Surf Coast Shire
3.5 Amend the Lorne Strategy (Clause 21.11) Coastal Residential Character to: <ul style="list-style-type: none"> – Clearly articulate a priority for vegetation protection and planting over view sharing in all residential development. – Include the above objectives. – Include a statement in the Strategies that says emphasis will be given to maintenance of indigenous vegetation and planting of new indigenous vegetation will be encouraged in all residential development. – In the Implementation Measures, refer to the preparation of a new Schedule to the SLO for Lorne that is aimed at enhancing neighbourhood character. 	High	Surf Coast Shire

CHAPTER 3 NEIGHBOURHOOD CHARACTER

Implementation Measures	Priority	Responsibility
<p>3.6 Formulate a new Schedule to the Significant Landscape Overlay to apply to Lorne to:</p> <ul style="list-style-type: none"> – Express policy statements that give priority to protection of indigenous vegetation and planting of new indigenous vegetation over view sharing – Identifies neighbourhoods – Defines the concept of ‘landscape area’ – Implement the ‘landscape area’ controls for the neighbourhoods – Include height control provisions to reflect the identified neighbourhood and vegetation controls – Include a policy statement that discourages front fencing and reinforces the desire to provide boundary planting on allotments to separate development and add to the vegetated appearance of Lorne. 	High	Surf Coast Shire
<p>3.7 Amend the Coastal Development Policy to exempt its application to Lorne.</p>	High	Surf Coast Shire
<p>3.8 Discourage car parking in the front of residential development sites so as to maximise opportunities for vegetative screening between buildings and the street.</p> <p>Where car parking is required adjacent to the street frontage of the site, the amount of street frontage taken up by access ways or car spaces should be limited to a maximum of:</p> <ul style="list-style-type: none"> – 40% where the total frontage is 20 metres or less. – 33% where the total frontage is greater than 20 metres. 	Ongoing	Surf Coast Shire

CHAPTER 3 NEIGHBOURHOOD CHARACTER

Implementation Measures	Priority	Responsibility
3.9 Prepare and implement a street planting scheme in Lorne to introduce canopy vegetation with a priority for works in the cleared and semi-cleared neighbourhoods.	High	Surf Coast Shire
3.10 Prepare and implement a policy relating to construction and sealing of roads and construction of footpaths which gives consideration to techniques that will achieve an informal streetscape appearance.	Medium	Surf Coast Shire
3.11 Prepare and implement a policy for removal of overhead powerlines.	Medium	Surf Coast Shire
3.12 Allocate resources to enable proactive monitoring of new developments to ensure compliance with vegetation retention and planting requirements.	High	Surf Coast Shire

Monitoring and Review

3.13	Annually analyse the result of requiring a landscape area on planning permits issued in terms of achieving net gain principles and halting the decrease in tree cover.
3.14	Every five years review the landscape area planting rates to determine whether they should be increased or decreased.
3.15	Every two years assess the implementation of height controls to determine whether the goal of decreasing footprint and increasing canopy cover is being achieved.
3.16	Annually report to the community on streetscape improvements implemented in Lorne by Surf Coast Shire.
3.17	Annually review the resources allocated to enforcement and the effectiveness of enforcement outcomes.

CHAPTER 4 **TOURISM AND COMMERCIAL DEVELOPMENT**

INTRODUCTION

The economy of Lorne is strongly based on tourism. The need to promote its tourism role was highlighted in the *Lorne Strategy Plan* 1991, and it has continued to be acknowledged at both a State and municipal level. The Lorne Strategy (Clause 21.11) in the Surf Coast Planning Scheme reinforces this outlook, commenting that the strength of the tourism economy is reflected in the number and diversity of businesses in Lorne. Key issues for the future continue to be substantial seasonal fluctuations in business and employment, the need for tourism product diversification and continuing demand for commercial floorspace.

This chapter undertakes a review of the commercial and tourist development recommendations of the *Lorne Strategy Plan* 1991, with a focus on the following specific aspects:

- A review of the tourism precincts that were identified and formed the basis of the tourism policies in the Lorne Strategy (Clause 21.11)
- Supply and demand for commercial floor space in and around the commercial core, and including the potential to expand the Ridgeway Supermarket
- Opportunities for provision of staff accommodation
- In addition, the Shire has identified the need to examine built form and development policies and controls in the commercial centre, including:
 - The Mountjoy Parade and Lorne Urban Design Enhancement: Guidelines 1998 and Summary Report, and
 - DDO Schedule 4
- Signage policies in the commercial area.

TOURISM

Tourism Outlook

Tourism to Lorne has always been seasonal in nature, peaking during summer and falling away between May and August. As a consequence, a principal objective of the *Lorne Strategy Plan* 1991 was to increase tourist activity in the town outside 'normal' peak periods. It sought to do that in three ways:

- By improving and extending the range of attractions and facilities available in the township
- Targeting an extended range of user groups that may potentially be attracted to Lorne
- Extending the range of activities, including conducting specific events, beyond the peak season periods.

TOURISM AND COMMERCIAL DEVELOPMENT

Lorne now accounts for just 6% of the Shire's resident population, but a significant 22% of its retail floorspace provision. Thus, the town has an important role in meeting the needs of visitors, as well as local and district residents.

In terms of visitor accommodation, the facilities available range from motels, hotels, guesthouses and Bed & Breakfasts, to hostels and caravan and camping sites and holiday homes, many of which are available on the rental market.

Lorne now attracts almost 890,000 visitors annually, including an estimated 489,000 overnight visitors (1.174 million visitor nights) and 400,000 day visitors. By way of comparison, during 1984/5 there were an estimated 170,000 visitors to Lorne and its share of visitor nights was 565,000 (*Lorne Strategy Plan 1991*). Of the overnight visitors, an estimated 22% stay in commercial accommodation, while the bulk of visitors stay in their own holiday house or stay with friends and relatives (78%).

Of those overnight visitors staying in commercial accommodation, the largest share stay in caravan parks or camping sites (42%), while a share stay in motels and guesthouses (29%) and in serviced apartments and bed & breakfast establishments (23%). Of the (approximately) 1,030 holiday houses in Lorne (ABS 2001) Council records show that some 730 dwellings are rented out at various times of the year.

Visitors to Lorne have available spending estimated at \$76 million on an annual basis. Of this, an estimated \$40 million (or 53% of the total) is spent on meals and shopping and of this amount \$20 million is estimated to be spent in the town's retail sector. The balance is attributable to things such as meals taken in hotels, B&B's and so on, or in some cases may not be captured locally.

This analysis reinforces the notion of expanding the retail potential in Lorne and also supports the contention that opportunities exist to provide more retail floorspace in the town.

It is also a strong indicator that the usage of the town by visitors has increased and that the principal objectives of the Tourism and Recreation Strategy in the *Lorne Strategy Plan 1991* and the planning scheme are being achieved. While the Christmas and Easter periods are likely to always remain the peak visitation periods in Lorne, it is clear that the occupation has increased throughout the year particularly on weekends when homeowners are likely to visit.

Community Attitudes to Tourism

Community attitudes to tourism have been examined as part of the reference group meetings, community information workshops, by surveying community groups and reviewing the various strategies and studies including:

- *The Economic Significance of Tourism in the Surf Coast Shire* (Henshall Hansen et al 1996)
- *The Geelong Otway Tourism Strategic Business Plan 2001 – 2004* (Geelong Otway Tourism 1999)
- *Tourism and the Surf Coast Shire* (Essential Economics 2002).

TOURISM AND COMMERCIAL DEVELOPMENT

As a result, the study has been able to categorise areas of support and concern as seen by the community towards tourism in terms of:

- Economic advantages
- Economic disadvantages
- Associated development
- Traffic and parking
- Environmental effects

Economic Advantages

The community acknowledges that the tourism industry is the foundation stone upon which Lorne has developed and continued. Tourism is necessary in order for the township to prosper into the future. Moreover, the community also acknowledged the importance of the township in the broader tourism industry and its importance in the regional and state tourist industry.

All community stakeholders are acutely aware of the economic advantages that the tourist industry provides to Lorne giving it an economic advantage over many other rural centres and towns in the region.

These included employment, the creation and provision of services and wealth creation.

Economic Disadvantages

While the community acknowledged the economic advantages of tourism several economic disadvantages were also noted. While tourism had created employment, the majority of employment created was seasonal and casual employment not full time employment.

Moreover, concerns were raised regarding increasing land and rent values preventing or discouraging local residents from purchasing and living within Lorne.

Associated Development

In order to accommodate, service and provide for the large tourist numbers that visit Lorne, infrastructure has to be provided and maintained to support it (i.e. hotels, motels, restaurants, etc).

Concerns were also raised regarding the increasing number of developments, the form developments took (i.e. scale and density) and potential negative effects on the character of the town (i.e. car parking pressures).

The provision of services, for instance bus links, is considered to be a useful community service, which results from tourism. Market forces (i.e. critical numbers) are maintained by tourists allowing the bus service to be viable.

Traffic and Parking

A consistent and overwhelming concern for all members of the community is the provision of car parking and congested traffic flow particularly during peak periods.

TOURISM AND COMMERCIAL DEVELOPMENT

Environmental Effects

The community believes that the continued pressure associated with tourism will have a detrimental effect upon the Lorne environment resulting in a reduced lifestyle for residents and a loss of the qualities for which the Township is known and visited.

Implications for the Planning Scheme

The benefits of tourism to Shire in general and to Lorne in particular are acknowledged in the Tourism Strategy (Clause 21.08) and the Lorne Strategy (Clause 21.11). Each strategy notes that tourism is a key driver to the local economy being directly responsible for the creation of approximately half of all full time jobs and 41% of the Shire's total rate revenue. Importantly, the Strategies are clear in acknowledging that while the economic benefits are significant, the emphasis is on the promotion of sustainable tourism development and the protection and enhancement of the town's unique characteristics.

The Tourism Strategy also currently identifies some of those key attributes and attractions that make Lorne an attractive tourist destination including its geographic location, high quality accommodation and its location as a staging point for journeys along the Great Ocean Road.

Further amendments to the Scheme in that context are therefore not considered necessary.

Emphasis is placed on the tourism precincts currently contained in the Scheme. In the light of recommendations in later sections of this Chapter, the Strategies in the planning scheme require revision to remove references to the Commercial and Tourist Mixed Use and Tourist Accommodation Precincts specifically while retaining emphasis on the key attractors contained in those paragraphs. Map 3 to Clause 21.08 and Map 1 to Clause 21.11 to be deleted.

The project team has reviewed the Objectives of the Tourism Strategy and the Lorne Strategy. All remain relevant and provide clear policy direction to guide future development decisions and should be retained.

The Strategies appropriately direct new tourism related uses and development in a manner that is consistent with a tourism hierarchy that correctly places Lorne as one of two principal Coastal Activity Nodes. The hierarchy should be retained.

It is the considered opinion of the project team that the Scheme adequately reflects the community's understanding that Lorne will continue to rely on tourism as its main economic driver but that in doing so, it expects that any new development will respect the town's unique characteristics.

Tourism Strategy

An emphasis on sustainable tourism development, protecting the environment that attracts the visitors to the area in the first place should continue to be a priority objective. *The Geelong Otway Tourism Strategic Business Plan 2001 – 2004* has adopted such an approach and intends to achieve the goal of sustainability through:

- Extending the tourist season throughout the year

TOURISM AND COMMERCIAL DEVELOPMENT

- Spreading the benefits of tourism more widely – geographically, socially and economically
- Improving business yield by maximising revenues through higher levels of professionalism
- Minimising the adverse impacts of tourism through effective visitor management
- Maintaining the culture of local residents.

These objectives echo the objectives of the Tourist & Recreation Strategy as contained in the *Lorne Strategy Plan* 1991 all of which are still relevant now and into the future. It is recommended that the Lorne Strategy in Clause 21.11 be amended to more directly reflect these outcomes for tourism development.

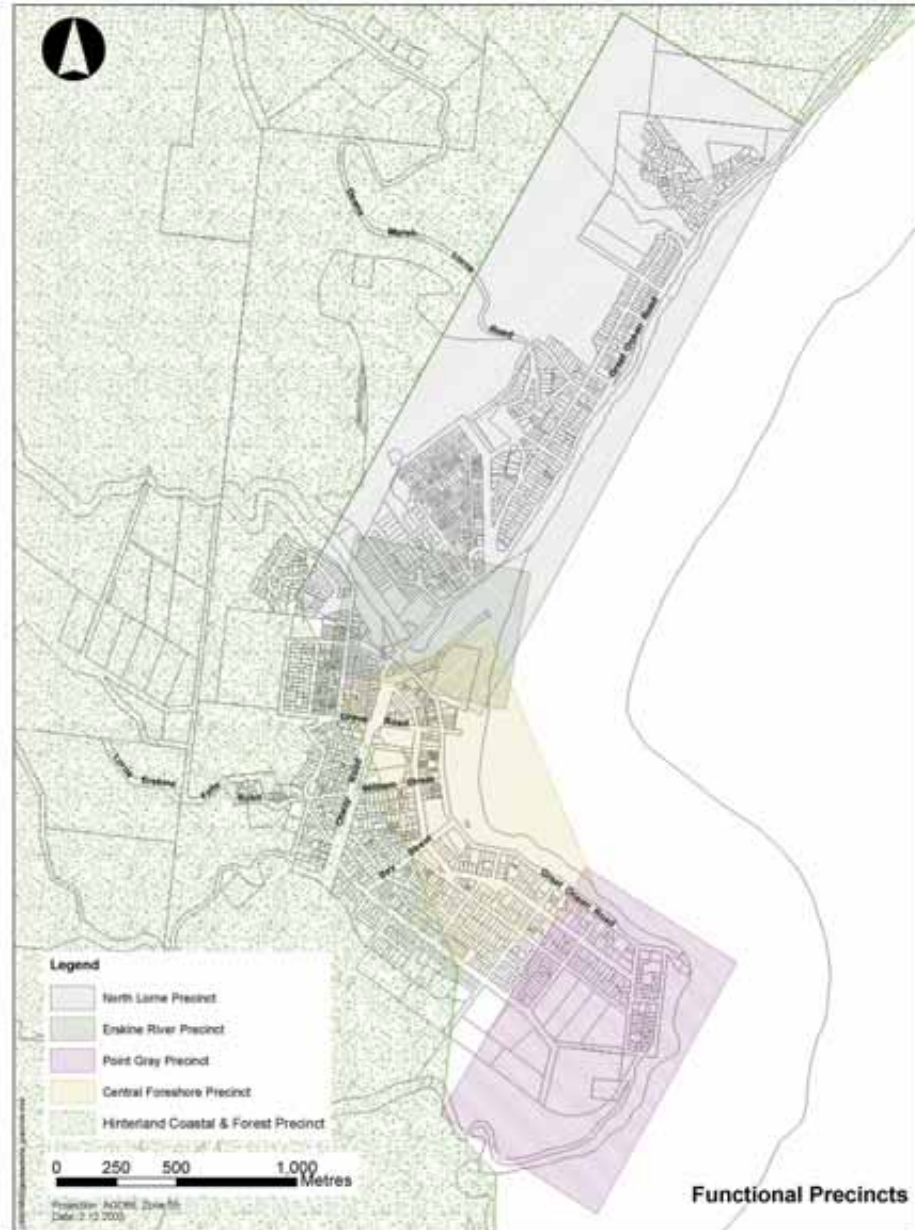
Tourism Precincts

The *Lorne Strategy Plan* 1991 defined five functional tourism and recreation precincts (refer Figure 1) within the commercial and foreshore area of the town and actions were devised for the development or improvement of each precinct aimed at enhancing overall visitor experience and enjoyment. These ranged from capital works programs including the construction of walking trails and toilet blocks, a variety of landscape and vegetation improvement programs, traffic management schemes and sign control.

In relation to the foreshore area, many of these recommendations were refined in the preparation of the CAP and actions have been implemented by the Lorne Foreshore Committee. Numerous resource development opportunities were identified many of which have either been completed or are under development as part of the implementation of the CAP.

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Figure 1: Functional Precincts based on Lorne Coastal Action Plan



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North Lorne Precinct

The Strategy defines this area as the entry zone to the town. Enhanced landscaping and roadside parking works, toilet facilities, Cliffside access and the undergrounding of powerlines were recommended. Maintaining and enhancing the natural beach side environment of this precinct as recommended in the CAP is supported.

Erskine River Precinct

The river environs are adjoined by caravan and camping facilities and many of the works proposed to minimise impacts of these facilities and improve the river environs has occurred. The ongoing protection and enhancement of the environs is supported. The Lorne Foreshore Committee is progressively removing campers from the Erskine River caravan park in order to open up the river bank area for passive recreation and improve public access. The Committee has also made the decision to ultimately remove cabins from the park when the current stock is decommissioned. As outlined in Appendix B, development of the former Quarry site is likely to have significant impacts on the river environs that will need to undergo comprehensive assessment in any approval process.

Central Foreshore Precinct

The precinct extends from Erskine River through to Scotchman's Hill and includes the shop fronts on Mountjoy Parade.

As the most concentrated area of activity in the town the *Lorne Strategy Plan 1991* recommended that the character of this area be strengthened by a range of works that would upgrade both visually and functionally. Most of those recommendations have been carried through including landscaping, additional car parking throughout the area, the upgrade of the service station, and new toilet facilities at the Surf Lifesaving Club.

The Strategy also recommended that there be a stronger emphasis on open space and parklands providing a visual linkage between the foreshore and the commercial precinct. The development of a new car parking area adjacent to the Lifesaving Club has been constructed in accordance with the CAP. The remainder of the open space area between Mountjoy Parade and the foreshore should continue. To this end, the gravel car park is planned to be rehabilitated for open space. It is an important area that provides a strong contribution to the sense of space, openness and connectivity between the town and the sea. It is recommended that that relationship be embellished. It is noted that a Foreshore Master Plan guides development on the foreshore. The Master Plan is the responsibility of the Lorne Foreshore Committee and DSE.

Point Grey Precinct

The protection and enhancement of the woodland setting of the precinct is given high priority by the Strategy. Erskine House and Point Grey have developed as tourist accommodation nodes since 1993. Point Grey is considered by the Council, Lorne Foreshore Committee and DSE to be a significant precinct for Lorne, offering scope for further enhancement and upgrading.

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The Pier has been the subject of a number of condition assessments and there has been an analysis of its economic value to Lorne and the State. The DSE has approved the rebuilding of the pier and these works will be implemented when funds are allocated. The car park and related buildings at Point Grey require upgrading and landscaping and tourist related services are also required. The Lorne Foreshore Committee has formed an advising group to provide input to the new pier and Point Grey redevelopment.

The Lorne pier is an important landmark for the town and is located in this precinct. It is to be included in the Heritage Schedule of the Heritage Overlay of the Planning Scheme which will reinforce its significance to the community

Hinterland Coastal and Forest Precinct

The maintenance of the scenic and recreational features of the precinct is supported, and will be achieved through the continued implementation of contained development policies for the future growth of Lorne, and the management plans for the State Park.

COMMERCIAL DEVELOPMENT

Assessment of Commercial Floorspace Supply and Demand

The *Lorne Strategy Plan* 1991 envisaged a twofold role for Lorne's commercial centre namely a limited weekly trading function for permanent residents and satisfying the needs of tourists and part time residents.

The Strategy anticipated that 'in the short to medium term' the addition of 15 commercial premises comprising some 1,590 m² of gross leasable floor space as was then proposed in the Cumberland Resort development would adequately meet the demands of both the resident and visitor population. In the longer term, the Strategy envisaged that the need for additional floor space would depend on the level of growth of part time users.

An assessment of the commercial and tourist activities in Lorne was undertaken by Essential Economics (2002) to determine whether the existing commercial centre was supporting the needs of the town's residents and visitors.

Essential Economics (2002) have estimated that Lorne contains approximately 7,140 m² of retail floor space, and generates a total retail turnover estimated at approximately \$27 million per annum. The main trader in the town is Ridgeway's Supermarket, which comprises some 900 m², with the balance in retail floor space comprising smaller shops selling a range of food and non food merchandise and retail services.

Of the estimated total of approximately \$27 million in retail sales generated in Lorne shops, an estimated \$7 million is attributable to residents and \$20 million is attributable to visitors.

Retail Growth Prospects

Available spending of both residents and visitors is expected to increase over the next five years due to growth in:

TOURISM AND COMMERCIAL DEVELOPMENT

- Resident population numbers
- Visitor numbers
- Per capita spending of both residents and visitors.

Net retail spending is expected to grow by approximately \$16 million by 2011 (in constant prices). These forecasts allow for residential growth averaging 3% pa, resulting in a net increase of some 410 persons. With an average (new) dwelling occupancy rate of 2.5 persons/dwelling, this level of (net) growth would involve an increase of some 165 or so new dwellings.

The forecast of additional retail spending to be generated by residents and visitors of \$16 million per annum is estimated to support an increase of approximately 4,000 m² in retail floorspace, depending on the type of retail use. Currently, proposed and approved floorspace would need to be taken into account when considering the total amount of new floorspace supportable in the town by 2011. This estimate assumes that all of the increase in available spending of both residents and visitors is actually retained locally in Lorne.

However, this expectation is unlikely to eventuate if the range and quality of retail facilities is inadequate to meet the interests and needs of the residents and visitors. If existing retention rates for both resident and visitor spending in Lorne are maintained, then the volume of new retail floorspace supportable in the town centre by 2011 would be in the vicinity of 2,200 m².

Visitor spending potential is vital to the town, with an estimated 75% of the potential additional spending to 2011 to be generated by visitors. However, this spending will only be captured in Lorne if the amenities are actually available there to attract the spending. This will include, for example, restaurants and cafes, and specialty retail including clothing, deli, gifts/souvenirs, antiques, etc.

There will also be opportunities for additional food and services provision, having regard for the forecast growth in residents as well as visitors, and in particular the potential growth in retirees living in Lorne (and who may currently have a holiday house in the town). This demand would in part be met by an expansion in supermarket/grocery provision.

In addition to this forecast of retail floorspace, there will also be a requirement for additional office/commercial floorspace provision in the town, such as professional offices (legal, accounting), real estate, community services, and so on. Allowing for this type of use to be equivalent to around 40% of retail floorspace (which is typical in a town of this size), the additional commercial floorspace supportable in Lorne would be in the order of 1,500 m² by 2011.

With total potential retail floorspace of up to 4,000 m² and total additional commercial/community floorspace of 1,500 m², the total amount of land required in the Lorne town centre to support such activities and associated car parking would be in the order of 13,000 m².

TOURISM AND COMMERCIAL DEVELOPMENT

Commercial Precincts

From the preceding analysis, it is clear that tourism underpins the economic activity of the township of Lorne. The town's range of retail services is very dependent on visitor activity, and, consequently, growth in visitor numbers and/or longer visitor stays will continue to increase demand for new/expanded retail facilities. Growth of the resident population combined with an increased spend rate would also contribute and to support an expansion of commercial floor area in the town.

The commercial precincts of Lorne are physically constrained by their geographic location and by the proximity of non-commercial uses on adjoining land. There is no other land available within the town boundary that is suitably located to cater for expansion of commercial uses without further fragmenting the commercial activities.

Options for the Expansion of Commercial Floorspace

It is noted that the majority of commercial properties in the Business 1 Zone fronting Mountjoy Parade between Otway and Bay Streets have little or no potential for further large scale development due to limitations on lot sizes, fragmentation of ownership and variation of both building type and use. Redevelopment options along this frontage are therefore limited to some upper floor extensions of existing single storey buildings. There are a small number of those scattered along the length of the Mountjoy Parade. Infill development on those sites should be encouraged but must be considered in the context of building height and massing guidelines of the DDO and the objectives the Mountjoy Parade and Lorne Urban Design Enhancement Guidelines that seek to maintain view corridors over and between buildings on that frontage and to vary building heights.

The redevelopment of sites containing non core retail uses such as the service station site or the motel site south of Cora Lynn also offer some opportunity for the expansion of retail floor area. For those options to be realised however relies on the willingness of the respective owners and operators to relocate and that suitable alternative sites were identified so that the relocation could occur. It is recommended that the redevelopment of those sites and/or the consolidation of lots within the Business 1 Zone would be best facilitated by a consultative and cooperative approach between the owners, operators and Council. In that context Council must adopt a proactive approach in consulting key stakeholders.

The Business 1 Zone is contained to those lots fronting Mountjoy Parade only. Some limited commercial floor space has developed on the William Street and Grove Road frontages adjacent to Mountjoy Parade. Further expansion of the commercial uses into the side streets is not supported by this Strategy. Encroachment of commercial activity into the adjoining residential areas is undesirable and is likely to cause conflict between land owners. Retail activities located away from the main activity centre frontage are known to struggle commercially, and the location of the side streets on steep gradients is not conducive to easy pedestrian access.

While land with the capacity to accommodate expanded floor space within the Business Zone is limited, many commercial premises along Mountjoy Parade are single storey only and therefore offer potential for the further expansion of commercial floor space by upper level additions. The development of additional

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levels above existing shops should therefore be encouraged should the objective of expanding the range of goods and services hope to be achieved.

The *Lorne Strategy Plan* 1991 and the Lorne Strategy (Clause 21.11) in the planning scheme has divided the commercial area into 2 distinct precincts:

- The Central Retail Core Precinct that includes the land fronting Mountjoy Parade between Grove Road and Bay Street. As the name suggests, this is the principal commercial area of the town where core-retailing activities are encouraged
- The Commercial and Tourist Mixed Use Precinct including the land fronting Mountjoy Parade north of Grove Road, the commercial pocket on the corner of Smith Street south of the Erskine River and the Ridgeway Supermarket site. In these locations a mix of commercial, tourist, recreation and entertainment uses are encouraged.

A third precinct, The Tourist Accommodation Precinct includes land on the east side of Smith Street behind the commercial frontages to Mountjoy Parade, the Lorne Hotel site and a separate site at Point Grey. This area is outside the Business Zone in the planning scheme. Given that this Strategy is recommending that tourist accommodation be encouraged throughout Lorne, it is recommended that reference to this precinct be deleted from the Planning Scheme.

Having regard to the range of uses that have established along Mountjoy Parade, it is considered that any distinction between the use of land in the Central Retail Core and Commercial and Tourist Mixed Use Precincts delineated under the Strategy is no longer apparent as it was in 1991. The division between the various precincts based on land use as expressed in the *Lorne Strategy Plan* 1991 and subsequently in the planning scheme has not been realised. Currently, the principal difference between the precincts relates only to building height and plot ratio, it does not relate to land use. There is now a healthy mix of commercial uses developed along the length of the Mountjoy Parade frontage with no apparent difference between a 'central core' and 'tourist precinct' from a retail land use perspective.

Having established that there is a clear demand for an expansion of commercial floor area in the town, it is recommended that any restriction on uses that may be established within the Business 1 Zone by the Tourism and Commerce policies in the planning scheme be deleted. The commercial heart of the town is more likely to remain vibrant and healthy with a variety of uses spread along the whole length of this commercial area included in the Business 1 Zone.

The inclusion of the supermarket site in the commercial and tourist precinct is not considered appropriate from a land use perspective. A supermarket is a core retail activity and main attractor to any commercial precinct. The expansion of supermarket floor space will make an important contribution towards improving the range of goods for the both residents and visitors alike. Its inclusion in a precinct devised to encourage tourism related uses is therefore not supported.

The consolidation of retail and active uses at ground floor level only with non-retail uses (offices, accommodation etc) encouraged at first and second floors is supported.

TOURISM AND COMMERCIAL DEVELOPMENT

Supermarket Floorspace Expansion

Expansion in supermarket floorspace is likely to contribute to a higher level of shopping amenity in Lorne. It would potentially improve choice by enabling the provision of a greater range of foods and products and help to satisfy the huge increase in demand that is commonly experienced during the summer and Easter periods.

Additional supermarket floorspace may be provided by either an expansion of the existing supermarket and/or by the introduction of a second operator to the town.

Clearly, the potential to expand the existing supermarket is constrained by its site context. The current operation relies on the use of Crown land leased on an annual basis to provide most of its car parking and a good deal of its storage requirements. The current arrangements are tenuous and do not provide satisfactory long term tenure for either the supermarket operators or its patrons. Any further expansion of the building over the adjoining Crown land would inevitably alienate additional public land for a private use and cause the loss of many adjoining campsites within the caravan park. While the campsites abutting the supermarket have a low amenity, they are nonetheless fully occupied during peak periods. Access arrangements to the site will also need to be resolved as Erskine Avenue is not a declared road at present. It is Crown land managed by the Lorne Foreshore Committee.

The Lorne Foreshore Committee is committed to the retention of camping in Lorne and would be concerned about the loss of camping sites to further expansion of the retail area on Crown land. This position is consistent with the State Government's approach to ensuring that Crown land is utilised for public purposes. Any future expansion of the supermarket onto Crown land would require assessment by DSE (as landowner), Lorne Foreshore Committee (as landowner) and the Surf Coast Shire (as the planning authority).

Expansion of the existing supermarket should be encouraged within the boundaries of the existing private land it presently occupies. At least part of that expansion may be possible through a rationalisation of existing floor space and uses. Some limited expansion at ground level is achievable but may only occur by the removal of the petrol bowsers and some car parking spaces presently developed in the front setback. Consideration should be given to relocating non-retail uses such as offices/administration, and staff rooms/amenities to first floor level. Consideration should also be given to the feasibility of provision of some car parking at first floor level.

For the reasons previously stated, it is recommended that the site be removed from the Commercial and Tourist Mixed Use Precinct under the Tourism and Commerce policies of the Lorne Strategy (Clause 21.11) in the Planning Scheme and under DDO Schedule 4. The development controls for that site should be the same as for the Central Retail Core in the Lorne Strategy (Clause 21.11) to facilitate an increase in floor space development at upper levels.

The main constraint in relation to the introduction of a second supermarket or the relocation of the existing supermarket to a larger site is the availability of sufficient land within the town boundaries. No suitable alternative commercial site for a second or relocated supermarket is readily apparent or available. The site of the existing service station on the corner of Mountjoy Parade and Grove Road could

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accommodate expanded retail floorspace within the commercial precinct of the town but its redevelopment would cause the loss of the towns' only purpose built service station. Any redevelopment of that site is reliant on the owner and/or a private developer being willing to forego the existing use and undertake a redevelopment project.

Some doubts have also been expressed about the capacity of town to accommodate two commercially viable stand alone supermarkets outside the peak holiday period given the small permanent resident population. By encouraging some further expansion of commercial floor area in the existing Business 1 Zone, opportunity may be created for market forces to provide a greater variety of goods and services that may include specialist food stores.

It is estimated that there is approximately 7,000 m² of existing retail floor space in the town centre. While the economic analysis undertaken for the town indicates that up to 5,000 m² of additional commercial floorspace may be supported, it is unlikely that that full amount will be achievable given the factors limiting the expansion of the commercial areas discussed above. Taking into account all of these factors, a realistic outcome is more likely to be in the order of 2,500 to 3,000 m² of additional commercial floor space within the Business 1 Zones. The achievement of this level requires proactive leadership by Council to work with private investors to maximise development opportunities within the existing commercial areas.

It is recommended that Council establish a floor space register that allows the amount of commercial floor space available in the town to be quantified. Changes in commercial floorspace should be monitored on an on going basis.

Staff Accommodation

In recent times a key issue that has emerged in Lorne is the lack of sufficient accommodation to support both the growth in visitor numbers/stays and the local workforce to service the needs of the town's permanent population and visitors. An important requirement in attracting and retaining a suitable work force must include the provision of adequate and affordable accommodation. Lorne is experiencing limitations in providing accommodation to service the seasonal workforce which results from the town's dependency on tourism.

A sample survey of the main accommodation providers in Lorne, and selected retailers predominantly cafes and restaurants, indicates that the lack of staff accommodation is inhibiting the ability of the town to attract sufficient numbers of employees particularly during peak season. A significant amount of employment in Lorne is sourced from within the district, but generally not from Lorne itself. Employees often have to travel from as far as Anglesea, Torquay, Colac, Aireys Inlet, Deans Marsh and even Geelong raising concerns about road safety issues and sustainability.

The retail and accommodation operators have difficulty attracting employees because:

- The rents in Lorne are too high
- There is limited accommodation available
- People don't want to have to travel long distances for work.

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Also, summer employment is often part-time and many positions offer low pay, making it extremely difficult for many employees to afford accommodation in Lorne. The most common places of accommodation for non-local employees include:

- With family and friends who have permanent residencies in Lorne
- With family and friends who have holiday homes in Lorne
- Caravan parks and hostels
- 'Whatever they can afford'.

Occasionally, some employees get together and rent a house, however this option is usually undertaken by full-time employees who can commit to longer term lease arrangements. Businesses have also found that employees who stay in low quality accommodation inevitably don't stay long in the job.

At the time of consultation there were 90-95 rental properties on the agents' books, of which most were let out. Only a couple of properties were available for short term leases of 4-5 months. Local agents stated that they receive many enquiries for permanent rental properties and that the high level of unmet demand for rental properties is a problem for Lorne.

Hospitality workers are the main occupation of people seeking rental properties in Lorne. Agents stated that a blend of younger and older staff, and service and management staff were often seeking accommodation. People in management positions tended to stay for a longer periods of time than did those in casual work.

The Ski Fields Experience

The ski fields in Victoria during the ski season face a similar dilemma to Lorne in regards to accommodating staff. Employment is needed to service the influx of population and tourists, however there is limited accommodation available specifically for staff.

Some ski field solutions to the staff accommodation problem are as follows:

- Some large employers in the ski fields own their own lodges on the mountains. They provide accommodation to their employees in these lodges as part of the employee wage package.
- Other large employers rent apartments on the mountains for their staff for the whole season. However, these employers often ask for the rent upfront so as to maximise their returns and for security. The problem is that the rents are quite expensive, and the staff are often young and don't have the finances to part with up front.
- Smaller employers rent houses off the mountains. The rent is cheaper and often the accommodation is nicer. However, by being off the mountain employees need to travel to get to and from work. There are public transport services that operate to most mountain resorts, however they usually don't operate late at night when hospitality workers are in need of a way to get home.

Each of these options are available to employers in Lorne. They provide the employer with the ability to adapt the accommodation to suit the needs of their individual business. The obvious restriction to this is the additional cost and management impost it places on the business operator.

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Key Issues

In summary, the main issues raised in relation to this matter are as follows:

- Lorne is a location that attracts seasonal employment to cater for service demands in the summer months
- Employers have difficulty attracting employees because there is limited rental accommodation available, especially for low cost, affordable accommodation
- Non-local employees either stay with family and friends, in family holiday homes, caravan parks, hostels or 'anything they can afford'
- The younger, hospitality-based workforce can't afford the rents in Lorne
- Real estate agents have very few properties available for rentals
- The employers could rent or own accommodation for their employees – the costs of this accommodation would be passed on to the employees.

Estimated Demand for Staff Accommodation

Consultation with traders found that many seasonal employees already have accommodation with family or in friends' homes/holiday homes. An analysis of data collected from local traders indicates a series of low, medium and high estimates of the share of seasonal employees who would benefit from some sort of staff accommodation was formed. Also, there would be more reliance on this type of accommodation from the hospitality industry; hence they have the largest share of employees who would benefit from staff accommodation.

Industries other than those that are tourism-related did not demand large levels of seasonal employment, therefore having a more stable workforce and a lower need for staff accommodation.

Based on an analysis of local business and the consultation process, there are approximately 100 seasonal employees who would benefit from some form of low cost staff accommodation in Lorne. This figure would be higher if families are involved, although most seasonal workers are single.

The provision for staff accommodation for year-round employees is more difficult to estimate. However, according to local traders there is a need for some low cost accommodation for permanent employees in Lorne. This accommodation needs to be available for employees on lower wages (e.g. hospitality workers) and also needs to be located in Lorne. Accommodation could be provided in nearby towns, however, employees are attracted to working in Lorne because of the lifestyle Lorne presents, and therefore they want to live in Lorne, not neighbouring townships. It would be more difficult for employers to attract full-time employees if they were forced to travel from other townships.

The type of accommodation to be provided for permanent employees needs to be of reasonable quality so as to encourage quality employees to stay once they have found work in Lorne. Traders have noted that quality employees tend not to stay in lower quality accommodation such as backpackers and caravans. Cheaper rental accommodation in Lorne needs to be available for permanent employees.

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What are the potential solutions?

Consultation and analysis shows that there is a demand for approximately 100 beds for seasonal employees in Lorne. These beds need to be accommodated in a low cost environment due to the low wage nature of seasonal employees occupations. It would also be preferable for this accommodation to be located within walking distance from the Lorne town centre to allow for the employees without transport and to reduce traffic congestion and parking which is a problem during the high season.

There is also demand for low cost quality accommodation for permanent employees in Lorne. This accommodation needs to be located within Lorne so as to assist employers with attracting permanent employees.

Some options available to address this issue include the following:

Employer provided accommodation – i.e. an employer purchases or rents accommodation for staff use. As has been the experience in the ski fields, this option empowers employers with the ability to resolve their own staffing requirements at the time that it is most needed. It also has the advantage of providing accommodation within the town which would be attractive to the staff. Based on discussions with traders there is some evidence that this practice occurs now and is reasonably successful but only where the employer has access to the accommodation. It is understood that some employers accommodate staff within their homes for short periods where this arrangement is found suitable to both parties. Private arrangements may continue to be made where suitable.

Types of employer provided accommodation might include 'shop top' housing where a room or self-contained accommodation is developed above or at the rear of commercial premises. Another may be in the form of a bungalow at the rear of an existing house owned by the employer. Employers that own their own properties should be consulted and encouraged to develop such facilities. Rate and planning permit assistance could be considered to facilitate such development.

Private Investor – accommodation provided through the market place (i.e. adding to rental market). The option proposes the construction of purpose built 'low cost' staff accommodation. Such accommodation might take the form of a residential village that provides permanent self-contained accommodation. Clarity of definition and operational guidelines and conditions would need to be established at the outset as part of any pre-approvals consultation with prospective developers for such a project to ensure that the accommodation is provided for staff on a permanent or long term basis (3 months or more) and not rented out on a short term (overnight or weekly) basis during the peak periods for tourist accommodation.

Co-operative Housing – with shares held by local business interests (with rental accommodation for staff). This option may help to spread the cost of accommodation across a number of businesses rather than each raising the capital required to either purchase new property or develop existing property. Council could give consideration to assisting or facilitating such a venture through the establishment of a special rate scheme the purpose of which would be to establish a funding base for the project. All interested businesses would make contributions to the fund on a regular basis that would be put towards renting accommodation in the short term. The longer term objective would be to purchase and develop a property suitable for staff accommodation.

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Purchase by local interest/investors – purchase of existing building suitable for redevelopment/refurbishment for low-income rental accommodation. Again, finding a suitable facility in town is the difficulty.

The ability to provide low cost, short-term rental accommodation in Lorne as a purpose built facility is encumbered by:

- The availability of land for the development of such a facility within the town boundaries
- The high cost of property in the town
- The capital cost of the development
- The necessity to charge market rents to re-coup initial investment costs and to maintain and improve the facility
- The fact that the peak accommodation demand is limited to a short annual time period.

These factors will make it difficult for a landowner and developer to artificially retain rents and accommodation costs at below market prices for any length of time.

The availability and cost of rental accommodation is a product of market forces, dependant on supply and demand factors and for the most part is therefore best left to market forces to resolve. It is considered that the development of additional accommodation in a variety of forms should be encouraged throughout the town so that there is a greater choice of accommodation on offer in the private rental market. Hostels, shop top housing, bungalows, backpackers, and residential villages and multi unit development should be therefore encouraged within or proximate to the town boundaries where sites are able to accommodate such development in accordance with benchmark planning requirements. The site at Erskine Falls Road (Special Investigation Area 6) for example is a large site within the town boundary that could accommodate a multi unit residential development. Rather than trying to achieve a restriction of 'low cost' rental accommodation to a few sites within a confined precinct, housing diversity should be encouraged throughout the Residential 1 Zone in the town.

It is not considered likely that a Council or other authority could intervene in a commercial transaction between a landlord and tenant to restrict or artificially lower rental cost. The only way that Council may achieve that is to own and manage its own facility for that purpose. In those circumstances, Council may find itself in the conflicting position of using general revenue to subsidise rents for the benefit of (some) private businesses.

Tourism and Commercial Precincts Design and Development Strategy

Lorne Strategy Plan 1991 Recommendations

The design and development strategy expressed for the tourism and commercial precincts of Lorne in the *Lorne Strategy Plan 1991* (refer Maps 15 and 16 – Commercial Precincts) were taken up in the Lorne Strategy (Clause 21.11) of the planning scheme. The built form recommendations of the *Lorne Strategy Plan 1991* are reviewed as follows.

The *Lorne Strategy Plan 1991* recommended that building height in the central core be restricted to 7.5 metres in height to retain some direct sunlight to the outer

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edge of the footpath on the western side of Mountjoy Parade. Development behind (that is within 7.5 metres from the street alignment) is limited to 10 metres in overall height to ensure reasonable sunlight penetration to the foreshore area throughout the year but specifically at 3.00 pm on 21 June. Greater building heights may only be permitted where that additional height is to accommodate a pitched roof and may only be provided on the basis that views are not unreasonably compromised.

While a three storey maximum building height is encouraged, a uniform building height is not. Plot ratios should not exceed 2.0.

In the Commercial and Tourist Mixed Use Precinct, a lower façade height of 4.5 m is in effect with a 2 storey maximum height limit and plot ratio of 1.0 reflecting the flatter topography of the area and the desire to protect the view lines of the properties behind.

The community remains in support of limitations on building height throughout the town. Two storey buildings at the Mountjoy Parade frontage are common place and sufficiently low rise so as to not adversely affect the foreshore area or unduly limit the view lines of properties behind. The development and maintenance of canopies between ground and first floor will provide weather protection and maintain a human scale.

It is considered that overall, the present height controls remain relevant. However, it is recommended that the height limits should be maintained as preferred maximums only. Minor variations of say around 0.5 metre should be considered appropriate where it can be demonstrated that a recessed third level in accordance with existing guidelines is maintained and where view lines can be shown to be not unreasonably interrupted. The DDO Schedule 4 controls should be renamed to reflect the differences in height controls only and should no longer seek to encourage different uses in the commercial precincts.

There is no explanation in the *Lorne Strategy Plan* 1991 as to how the plot ratio requirement was determined and it is not clear what it is trying to achieve. The development of additional floor area within the commercial area to facilitate the provision of a wider range of goods and services to residents and visitors should be encouraged and not fettered. Plot ratio limitations should therefore be deleted from the Planning Scheme so that they do not inhibit the development of additional commercial floor area. In any event, it is likely that limitations on gross floor areas of new development will occur as a result of existing small property areas and ownership patterns in the commercial areas as well as building height and car parking requirements in which case the plot ratio ceiling is not a critical factor and should be deleted.

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Design and Development Overlay Schedule 4

DDO controls presently reflect the *Lorne Strategy Plan* 1991 with separate objectives, building design and massing requirements and performance measures for each of the three tourism and commercial precincts. Having regard to the above, it is recommended that the DDO be amended by removing reference to the Central Core and Commercial and Tourist Mixed Use Precincts. Two precincts only should be retained with each called Precinct 1 and 2 reflecting a change in emphasis away from the encouragement of different uses in the precincts to concentrating on development controls only. This will ensure that the overlay is consistent with the intent of the Victorian Planning Provisions.

The overarching design objectives are considered relevant and should be maintained. The objectives for Precincts 1 and 2 should include:

To promote the precinct as the preferred location for new retail development.

The remainder of the objectives and decision guidelines for Precinct 1 remain appropriate and should be retained.

The Plot Ratio restriction of 2.0 should not be retained. Building heights should be maintained as preferred maximum heights only so as to not restrict the development of additional floor area in the commercial area. It is considered that developments that propose minor variations (ie less than .5 metre) to the height limits and setbacks should be able to be considered on merit having regard to the design principles in the DDO, the Mountjoy Parade Guidelines and the *Lorne Strategy Plan* 1991. Ridgeways supermarket site should be included in Precinct 1.

A lower building height is supported in Precinct 2 to assist in maintaining the reasonable views of the properties behind to the foreshore and vice versa. Again, the plot ratio should be deleted and building heights should not be enforced in absolute terms if found to inhibit the development of additional commercial floor area. Some discretion should be able to be exercised where appropriate.

It is recommended that the building height and massing and the building design decision guidelines be retained in their present form. Some discretion with respect to minor variations to maximum height limits of 0.5 m should be possible provided that any height variations above the preferred maximum are shown to be:

- Consistent with the scale and built form character of the precinct
- Provide a non-continuous building mass
- Does not unreasonably affect view lines to and from the foreshore and the properties behind.

These criteria are consistent with those contained in the DDO.

It is recommended that DDO 4 be amended in the following ways.

- The descriptions of the precincts as Central Retail Core Precinct, Commercial and Mixed Use Precinct and Tourism Accommodation Precinct be deleted. The two remaining precincts to be described only as Precincts 1 and 2.
- Amend the second and third objectives under Clause 1.0 Design objectives by replacing the word 'core' with 'precincts'.

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- In Clause 2.0, delete the heading Central Retail Core and include Precinct 1.
- Amend the first objective of that Clause to read:
To promote the retail precincts as the preferred location for new retail development.
- Under the heading Performance Criteria, delete the first dot point referring to plot ratio.
- Amend the third objective to read:
Encourage the expansion of commercial floor space and the establishment of tourist accommodation and units above street level.
- Replace the Commercial and Tourist Precinct heading and replace with Precinct 2.
- In first objective, replace the term 'the Central Retail Core' with the words 'this Precinct'.
- Delete objective 2.
- Under Building height and massing amend dot point three to read:
Building heights should enhance the traditional character of the street and visually strengthen this area.
- Delete the Tourist Accommodation Precinct provisions.
- Clause 3.0 Advertising signs should relate to Precinct 2 only in accordance with the discussion below.
- Amend the DDO to read:
3.0 Advertising signs requirements for Precinct 2
Replace the map referred to as Diagram 1 – Lorne Commercial/Tourist Centre Precincts with Figure 2.

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Figure 2: Lorne Commercial/Tourist Centre Precincts (Revised)



Mountjoy Parade and Lorne Urban Design Guidelines

The *Mountjoy Parade and Lorne Urban Design Enhancement: Summary Report and Guidelines* were prepared in 1998 by Brearley Middleton et al for Surf Coast Shire to establish a long term urban design framework for the commercial centre of Lorne and establish implementation guidelines for the enhancement works in the context of the Lorne Foreshore Structure Plan.

The following is a review of those guidelines in the context of the preceding comments.

Development Procedure and Site Analysis

The guidelines require a comprehensive site analysis, design response and tree vegetation survey be prepared prior to the preparation and lodgement of an application with Council. This approach is consistent with well established planning practice and should continue.

Assessment of Relevant Guidelines

Guideline 1 – Building Envelope Business 1 Zone

The guideline seeks to ameliorate height and mass through:

- The limitation of building height to 7.5 metres at street frontage
- Higher building (to a maximum of 10 metres) may be constructed provided any part of a building over 7.5 metres is setback at least 7.5 metres from the street alignment
- Variation in building height is encouraged to maintain view corridors to and from the hinterland behind.

Maintaining a generally low rise and well articulated built form along the commercial frontage to the town is supported. Recessed upper levels setback from the street alignment and following the natural slope of the land is also still relevant having regard to the overall scale of the commercial area (the Cumberland being the clear exception) and the aspirations of the local community.

Guideline 3 – Surfcoast Design

Buildings are to have regard to their coastal setting, local character and sloping topography. High quality urban design is encouraged.

The Guideline is supported and is consistent with other similar local and Coastal design policies now being implemented by the Shire.

Guideline 4 – Connection of Mountjoy Parade to the Foreshore and the Hinterland

To maintain views to and from the foreshore and from first and second floors of buildings on the Mountjoy Parade. The maintenance of views remains of primary importance to Lorne residents and visitors alike. The guideline is consistent with the Strategy and Planning Scheme in this regard and is supported.

Guideline 5 – Building Signage: Business 1 Zone

See comments on Signs following in this Chapter – this section of the Guidelines should be deleted.

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Guideline 6 – Pavement Widening Design in the Mountjoy Parade Centre

The principal objective of this Guideline is to reduce the physical and visual clutter on the pavement to provide spaces that will contribute to a vibrant and active street life along the frontage to the foreshore.

As stated in the signs review below, the extent of visual and physical clutter that is now commonplace along Mountjoy Parade is of some concern. Pavement widening is seen as at least a partial solution to that problem. However the extent to which the pavement may be widened is likely to be limited by the necessity to maintain reasonable traffic flow along the Great Ocean Road and Mountjoy Parade. Footpath widening may also cause the loss of on street parking that is likely to be of concern of traders and shoppers alike.

Provided pavement widening can be conducted without inhibiting traffic movement and/or significantly reducing available on street parking, the performance guidelines ought be encouraged and pursued. Lorne would benefit significantly from a civic facelift of its commercial precinct as envisaged by the measures. Ongoing supervision arrangements to ensure the proper management of private street furniture and display arrangements should also be enacted. It is worth noting that more stringent enforcement of kerbside cafes and displays have been enacted by Melbourne and Port Phillip Councils for the Lygon and Fitzroy Street precincts following concerns expressed regarding clutter in those streets. Street furniture should be placed on the outer edge of the pavement and a clear path of at least 2.0 metres maintained for unobstructed pedestrian movement.

Guideline 7 – Verandahs and Balconies in the Mountjoy Parade Commercial Centre

Verandahs are encouraged to be constructed to provide weather protection along the length of the street frontage. The use of decks above verandah level is also encouraged to create a 'lively' atmosphere on Mountjoy Parade. These guidelines remain relevant to the town centre and should be retained.

Guideline 8 – Lighting and Street Lighting

Lighting that can and should contribute to the festive atmosphere of the commercial strip is supported.

Guideline 12 – Lane Network and Roads Surfaces

The upgrading and on going maintenance of lanes that adjoin or lay parallel to Mountjoy Parade will have a positive impact on the ongoing operation and management of the commercial area. Maintaining access for service vehicles will leave on street spaces free for use by patrons and visitors. Lanes may also provide an interesting and quirky environment in a tourist precinct context and consideration should be given to facilitating some shop front activity and pedestrian movement, where appropriate, in terms of access and egress. The objectives and performance guidelines contained in this section should be pursued.

Conclusion

The *Mountjoy Parade and Lorne Urban Design Enhancement: Summary Report and Guidelines* provide a useful information source for both the preparation and consideration of development applications in the commercial area. It is recommended that the document be incorporated by way of reference into the Surf Coast Planning Scheme in the Lorne Strategy (Clause 21.11) and DDO Schedule 4.

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SIGNAGE

Council policy encourages new buildings and works to make a positive contribution to the public realm having regard to the distinctive character of the town and its environment. Outdoor advertising is a highly visible component of the physical environment of Lorne.

Current sign controls along Mountjoy Parade are contained in Clause 52.05 of the Planning Scheme. The commercial areas of the town are included in a Business 1 Zone which in turn is included in a Category 1 control area under Clause 52.05-7 providing minimum limitation (no signs are prohibited).

However, Clause 43.02-4 of the DDO includes each of the 3 precincts in a Category 3 area under Clause 52.05-9 which provides a medium limitation in which only a bed and breakfast, home occupation or direction sign are allowed without a permit.

Guidelines for building signage in the Business 1 Zone are also contained in the *Mountjoy Parade and Lorne Urban Design Enhancement: Summary Report and Guidelines*. The Guidelines are more restrictive again in that they specify that signage should generally be limited to the fascia, parapet and below canopy areas only on commercial building facades.

At the outset, it is recommended that there be some rationalisation of the advertising provisions to convey clearly the outcome that Council and the community want to achieve. The discrepancy of provisions and control between the Zone, the DDO and the guideline should be resolved with the provisions for each area clear.

An assessment of the location of existing signage on buildings fronting Mountjoy Parade reveals a high level of consistency with the DDO. The great majority of signs have been professionally prepared and accurately reflect the type of business they are representing. Internally illuminated signs are few in number and limited to those uses that are likely to operate at night including the motels and hotels, service station, restaurants and take away food premises. Above verandah signs are few and those that exist are generally small in area. Many of the signs are bright and convey the seaside and relaxed atmosphere of their surroundings.

Precinct 1 or the commercial areas proper should appropriately come under Category 1 control. There is no apparent reason why the main commercial area of Lorne should be considered differently to other commercial precincts in the state particularly having regard to the scale and conformity of the signs erected in the commercial precincts. To implement this outcome it is recommended that the DDO be amended to remove this area from Category 3 controls.

Precinct 2 areas are at the periphery of the commercial centre and are proximate to the Erskine River environs. The inclusion of those areas under Category 3 controls where more signs are subject to permit assessment is considered justified. Accordingly the existing zone and DDO provisions remain relevant.

The Sign controls contained in the *Mountjoy Parade and Lorne Urban Design Enhancement: Summary Report and Guidelines* are considered unduly restrictive for a commercial precinct in a Business 1 Zone and should be revised to accord with the above recommendations. There is no evidence that the existing sign

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controls have caused undue visual clutter or a proliferation of unreasonable or dominating sign outcomes.

Where it could be said that visual clutter occurs along Mountjoy Parade, may more be attributable to a combination of the street furniture, umbrellas and screens associated with kerbside cafes, a variety of stock and commercial displays seemingly randomly placed in front of commercial premises and temporary A frame signs placed on the footpath. While these activities create a vitality and vibrancy at street level, they nonetheless can adversely affect the streetscape character particularly where the footpath width is narrow and carries significant pedestrian volumes. Local law controls together with footpath widening works where possible should be developed and implemented to reduce clutter and improve pedestrian flows.

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RECOMMENDATIONS

Objectives	
4.1	To promote Lorne as a year round tourism resort.
4.2	To encourage tourism facilities and infrastructure that complements and enhances the commercial precincts and the tourism and recreation precincts identified in the CAP.
4.3	To promote tourism facilities and infrastructure that is consistent with the hierarchy of principles in the Victorian Coastal Strategy.
4.4	To provide for an appropriate range of commercial and community services and facilities in the commercial precincts of the town to cater for the needs of both the resident and visitor population.

Implementation Measures	Priority	Responsibility
4.5 Amend the objectives of the Tourism Strategy and the Lorne Strategy in the Surf Coast Planning Scheme to include the above objectives.	High	Surf Coast Shire
4.6 Amend the Tourism Strategy (Clause 21.08) and the Lorne Strategy (Clause 21.11) to delete reference to the Commercial and Tourist Mixed Use Precinct and the Tourist Accommodation Precinct. Delete Map 3 to Clause 21.08 and Map 1 to Clause 21.11.	High	Surf Coast Shire
4.7 Protect the Erskine River recreation and tourism Precinct by minimising development impacts.	High	Lorne Foreshore Committee Surf Coast Shire
4.8 Maintain the open space between the foreshore and Mountjoy Parade as an important visual linkage between the town and the sea and as a significant contributor to the character of the town.	High	Surf Coast Shire Lorne Foreshore Committee
4.9 Promote the future redevelopment of the Point Grey Precinct and the Pier.	Medium	DSE Lorne Foreshore Committee Surf Coast Shire
4.10 Expansion of commercial floorspace in the Business Zones is to be encouraged and facilitated. Upper floor extensions of single storey development on Mountjoy Parade is encouraged in accordance with the development guidelines set out in DDO 4 and the Mountjoy Parade Urban Design Guidelines.	High	Surf Coast Shire Land owners Business operators

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Implementation Measures	Priority	Responsibility
4.11 Council to take a pro-active approach in facilitating development in the commercial areas through consultation with stakeholders, landowners and operators in the Business Zones.	High	Surf Coast Shire Land owners Business operators
4.12 Redevelopment options of key sites including the Service station and Motel sites to be actively pursued.	High	Surf Coast Shire Land owners Business operators
4.13 Formulate a site development plan for redevelopment of supermarket to cater for potential future expansion and minimise impact on the caravan parks, remove access and parking.	High	Surf Coast Shire Land owners DSE Lorne Foreshore Committee
4.14 The Council to maintain a register of commercial floorspace to monitor on going development in the commercial precincts.	High	Surf Coast Shire
4.15 Encourage development proposals that provide opportunities for the provision of staff accommodation.	High	Surf Coast Shire Private investors Community
4.16 Amend DDO 4 to accord with the recommendations contained in this Chapter.	Medium	Surf Coast Shire
4.17 Amend the advertising signs guidelines of the Mountjoy Parade and Lorne Urban Design Guidelines to accord with the revised DDO 4.	High	Surf Coast Shire.
4.18 Incorporate the Guidelines in the Surf Coast Planning Scheme as a reference document.	High	Surf Coast Shire
4.19 In relation to signage, amend the Design and Development Overlay to remove commercial areas from category 3 signage controls to make it consistent with the zone provisions and controls applied to other commercial centres in the municipality.	Medium	Surf Coast Shire

Monitoring and Review

4.20 Every five years review the floorspace increases and land use changes, and assess the permanent population/visitor number growth to assess further need for commercial development.

4.21 Annually review provision of staff accommodation.

CHAPTER 5 **LIGHT INDUSTRIAL AND SERVICE BUSINESS**

INTRODUCTION

As outlined in the Lorne Strategy (Clause 21.11) in the Surf Coast Planning Scheme, the employment base of Lorne is highly dependent on the tertiary and service sectors, reflecting the tourist orientation of the town. With the decline in the fishing industry, the main focus of industry in Lorne is on servicing the needs of residents. Opportunities to accommodate commercial and light industrial operators with larger land and storage requirements are limited. The steep topography, environmental significance and fragmented land tenure are a constraint to achieving this objective.

An industrial node was recently established on Erskine Falls Road at the outskirts of Lorne through the redevelopment of a former Shire depot and an adjoining former quarry. All of the sites have now been sold. This activity has been interpreted to indicate a high level of demand for light industrial and service business activities.

The need to provide additional land for light industrial activity, including service business, must to be considered in light of the strategic approach to provision of industrial and business development in Surf Coast Shire. It is important to establish an appropriate place for Lorne in the business hierarchy of Surf Coast Shire and Geelong and wider south-west region of Victoria.



LIGHT INDUSTRIAL AND SERVICE BUSINESS

CENTRES FOR INDUSTRIAL AND BUSINESS ACTIVITY

There is no doubt that Geelong is the most significant economic base for industrial and service business activity in the region and that its sphere of influence in terms of services provision extends to include Lorne. In the *Industrial Estate Development Strategy* (Whitehorse Strategy Group Ltd 1997) commissioned by Surf Coast Shire, it is acknowledged that Geelong has a much greater and broader economic base than Surf Coast and that it will be in the best interests of both locations to work in a co-operative, rather than competitive fashion.

As part of the implementation of the *Industrial Estate Development Strategy*, an Industrial Development Policy has been included in the Surf Coast Planning Scheme (Clause 22.04). Although this policy is aimed at establishing parameters for development in terms of siting and design, it also sets out a policy basis which categorises industrial activity. The Policy states that industrial activities in the Shire generally fall into four main categories:

- (a) *Manufacturing industries producing surf and recreation goods (concentrated in Torquay);*
- (b) *Rural and general industries (concentrated in Winchelsea);*
- (c) *Service industries related to the permanent and visitor population, including building construction (located in Torquay, Winchelsea, Anglesea and Lorne); and*
- (d) *Resource based activities, such as extractive industries and forestry (located in non-urban areas and therefore outside the ambit of this policy).*

It is evident from this policy that the role for Lorne is to ensure that there is the provision of land to accommodate local business activities that directly service the local community. There will be many activities that also service Lorne that will need to be located in larger centres such as Anglesea, Winchelsea, Torquay and Geelong and outside of the municipality in Colac.

As highlighted in the *Industrial Estate Development Strategy*, Torquay, Winchelsea and Anglesea to a lesser extent, have the capacity, access to infrastructure and are appropriately located to best accommodate industry and business development for Surf Coast. While other urban centres in the Shire may be appropriate for specific small scale activities to meet the needs of the local community, the Strategy considered that it was not appropriate or necessary to overtly promote or encourage generally business outside of the three major centres in the municipality. The Strategy recommended that Lorne should be primarily considered as a residential and tourism area and as such, it is not considered appropriate to promote it as a site for general service business or industrial activity.

It is within this context that the need for provision of additional land for future industrial activities needs to be considered, along with the physical and environmental constraints and opportunities in Lorne.

LIGHT INDUSTRIAL AND SERVICE BUSINESS

BUSINESS ACTIVITIES IN LORNE

An examination of industry employment data for Lorne from ABS Census over the twenty years 1981-2001 indicates that the majority of the local labour force is employed in retail trade and accommodation, cafes and restaurant businesses (52.8% of total employment in 2001). Employment in the construction industry has been the next largest group (at around 10%) followed by health and community services, education and manufacturing. This employment distribution across industries over time is shown in Table 1.

Table 1: Employment by Industry in Lorne 1981-2001

Industry	1981		1986		1991		1996		2001	
	No.	%	No.	%	No.	%	No.	%	No.	%
Agriculture, forestry & fishing	25	7.2	8	2.1	9	1.7	14	3.1	14	2.3
Mining	3	0.9	0	0.0	0	0.0	4	0.8	4	0.6
Manufacturing	16	4.7	3	0.9	37	7.4	18	3.9	32	5.2
Electricity, gas & water supply	19	5.6	25	6.7	19	3.8	11	2.3	7	1.2
Construction	37	10.7	51	14.0	47	9.4	56	12.3	60	9.9
Wholesale trade	9	2.5	4	1.2	16	3.2	7	1.6	4	0.6
Retail trade	63	18.2	62	16.7	73	14.5	76	16.7	112	18.6
Accom., cafes & restaurants	48	13.8	54	14.6	114	22.8	98	21.7	207	34.2
Transport & storage	8	2.2	15	4.0	10	1.9	11	2.3	11	1.7
Communication	6	1.9	11	3.0	10	1.9	0	0.0	4	0.6
Finance & insurance	10	2.8	9	2.4	15	3.0	4	0.8	18	2.9
Property & business services	10	2.8	12	3.3	30	6.0	40	8.9	28	4.6
Government admin & defence	13	3.8	13	3.6	18	3.6	11	2.3	14	2.3
Education	34	9.7	35	9.4	29	5.7	32	7.0	30	5.0
Health & community services	22	6.3	38	10.3	47	9.4	38	8.4	37	6.2
Cultural & recreational services	6	1.9	13	3.6	7	1.5	11	2.3	18	2.9
Personal and other services	17	5.0	15	4.0	21	4.3	25	5.5	7	1.2
Total	345	100	368	100	503	100	453	100	605	100

Source: ABS 2001

LIGHT INDUSTRIAL AND SERVICE BUSINESS

The ABS Business Register that has previously recorded categories of businesses in Lorne (last available data in 1998) also clearly reflects the employment across industry sectors. The data suggests that compared to rural Victoria and the average for the state, Lorne's small permanent population is generally better serviced by business activities. This is influenced by the fact that many of the businesses and services within the township cater for the wider tourism market and non-permanent population. The majority of the businesses and services are located within the commercial areas or in accommodation facilities throughout the township.

Existing Industrial Land

The Erskine Falls Road area was identified as having potential for industrial and service business development in the *Lorne Strategy Plan* 1991 and it has been developed accordingly, albeit slowly. An examination of Council's rate records and a site inspection of the existing light industrial and service business area on Erskine Falls Road, indicates that approximately 11 of the 19 properties are vacant (refer Figure 1). Existing occupancies are for plumbing, building, timber and storage supplies and automotive services. Planning applications are also being sought in relation to Lots 22 to 26 for development of five factories.

This estate is fully serviced and it readily accessible from the township. This area has effectively taken over ten years to be developed. Discussions with representatives from Lorne Real Estate Agency indicate that market interest has been limited for this land. An influencing factor is the availability of suitable, less expensive industrial land in the region. The demand for a dedicated base for industry to service Lorne has been limited. To some extent this is a reflection of the fact that Lorne is serviced by industrial activities focused on the construction industry as well as tourism and many of these businesses cater to a larger catchment than Lorne. As a result, they have tended to locate in larger centres throughout the region, offering greater market potential, access to goods and materials and service networks. The estate has the capacity to cater for future demand for industrial and service business activities that seek to have a base in Lorne.

CHAPTER 5 LIGHT INDUSTRIAL AND SERVICE BUSINESS

Figure 1: Vacant Land Erskine Falls Road Estate



FUTURE BUSINESS DEVELOPMENT STRATEGY

It is considered that the role of Lorne continues to be to accommodate a limited range of industrial and service business activities that are focussed on localised needs. The demand for such businesses will continue to be partly met by local services and enterprises as well as those in larger centres in Surf Coast and in Geelong and Colac. It is also appropriate the Surf Coast continue to encourage economic development primarily in Torquay, Anglesea and Winchelsea as they have the capacity, infrastructure and land available to meet these demands.

There is no indication of any significant latent demand for additional industrial land to be provided in Lorne. Consequently, it is recommended that no further provision be made for additional industry and service business land within the town boundary for the foreseeable future. It must be acknowledged that provision of this land will occur in the larger centres of Surf Coast, and this is appropriate.

CHAPTER 5 LIGHT INDUSTRIAL AND SERVICE BUSINESS

RECOMMENDATIONS

Objective	
5.1	Promote the establishment of industrial and service business activities in the Erskine Falls Road Industrial Estate that will service localised needs of Lorne's resident population.

Implementation Measures	Priority	Responsibility
5.2 Amend the Lorne Strategy - The Economy (Clause 21.11-3) in the Surf Coast Planning Scheme to reflect Lorne's role in providing industrial land in the regional context and the assessment of this review that it has adequate capacity to cater for local demand. Include a strategy that promotes development in the existing industrial zoned land in Erskine Falls Road.	High	Surf Coast Shire

Monitoring and Review	
5.3	Every five years monitor the extent of development and industrial/service business occupation within the industrial estate to review demand/supply of industrial land in Lorne in the context of regional and local trends.

CHAPTER 6 **TRAFFIC AND CAR PARKING**

INTRODUCTION

Ease of accessibility, safety and environmental quality are important keys to Lorne's future prosperity. Traffic flow and car parking policies are needed to provide strategic direction for Lorne's role and decisions about transport matters. It will provide a framework for the Surf Coast Shire to respond to Government proposals concerning transport and parking matters and to advocate particular courses of action. Importantly it also provides the context for integrating transport with land use planning and balancing the needs of different users.

The Surf Coast Shire is a leading representative forum for matters affecting the Great Ocean Road Region. It is strategically positioned to address transport planning issues and foster a co-ordinated approach with other key organisations and groups in managing these issues. The traffic flow and car parking policies set out in this Chapter acknowledge that the Surf Coast Shire is one of the many players in planning and managing Lorne and its transport system. Its partners include all those with an interest in the township's future.

The traffic flow and car parking policies consists of two parts:

- Road Network Hierarchy and Preferred Traffic Routes Strategy
- Car Parking Precinct Plan.

ROAD NETWORK HIERARCHY AND PREFERRED TRAFFIC ROUTES STRATEGY

Existing Road Layout and Function

The car is a dominant mode of transport to and from Lorne for all trip types. It is also a major form of transport for trips generated within Lorne, which is largely a reflection of the predominantly hilly terrain that characterises Lorne and its immediate environs. This terrain makes cycling and walking more difficult compared with flat environments. Accordingly, while it is recognised that other modes of transport, such as walking, bicycles and buses are important for Lorne, car travel has been essential to the economic viability and vitality of the township and is likely to continue in this role.

The two roads that provide the principal traffic-carrying function both within and through Lorne are the Great Ocean Road (Mountjoy Parade) and Deans Marsh Road. Both are declared roads under VicRoads control.

The Great Ocean Road follows the spectacular coastline on either side of Lorne and is extremely popular with all road user groups, including tourists. In contrast, Deans Marsh Road is an inland route used by fewer motorists. It provides access to some of the region's hinterland towns and also connects to the Princes Highway, thus providing an inland alternative for people wishing to travel to Melbourne and Geelong.

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In addition to the Great Ocean Road and Deans Marsh Road, the other road of some significance, from a transport perspective, is Erskine Falls Road. It, together with Otway Street, provides a collector function within Lorne and links to the Erskine Falls tourist attraction north/west of the township. Erskine Falls Road also leads to the waste transfer station. Otway Street also links to Allenvale Road tourist attractions. The section of Clissold Street between Otway Street and Polwarth Road also serves a significant number of households and is therefore a collector in the context of the surrounding residential area.

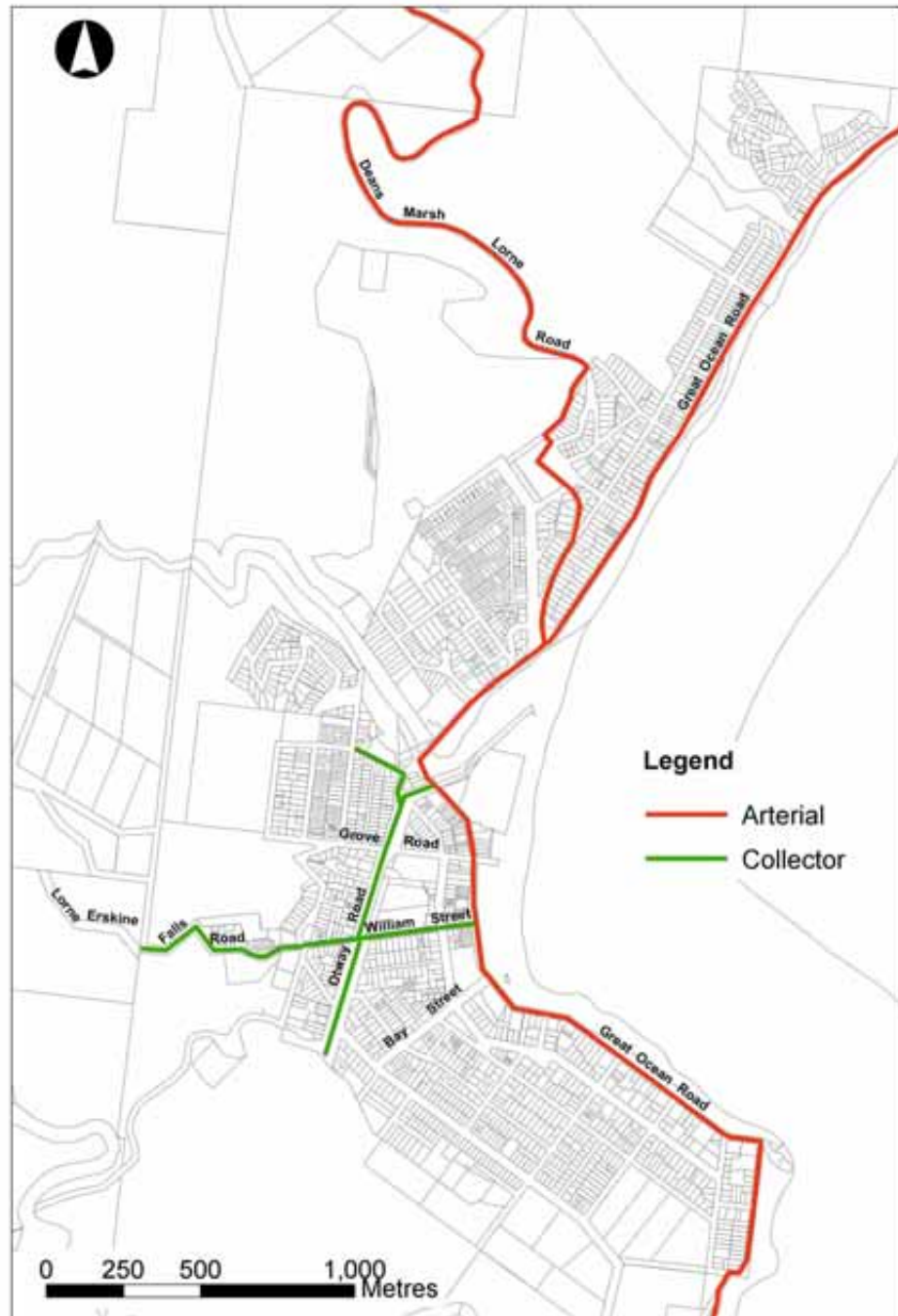
The function of the remaining roads in Lorne is strictly that of local roads. Most are heavily influenced by a range of physical and operational limitations associated with the relative narrowness of streets, lack of connectivity, circuitousness and steep grades. There is therefore little realistic opportunity to alter their existing function as local roads, in the context of their current cross-sectional profiles and built-form.

Importantly, there are no local roads in Lorne that provide an obvious opportunity to satisfy either a collector or through traffic function. These roles are already covered, to a large extent, by the Great Ocean Road, Deans Marsh Road, Erskine Falls Road, Otway Street and Clissold Street. Lorne's topography, which is characterised by steeply rising terrain immediately behind the foreshore, is one of the main constraints to the development of additional or alternate traffic routes in or around the township. In addition, the significant removal of vegetation, associated with cutting a road through the Angahook Lorne State Park, presents a major impediment to the establishment of any new roads 'around' Lorne. In this regard, consent from DSE could also prove difficult to obtain. Given these circumstances, the development of a bypass or ring road is not supported.

Figure 1 shows the existing functional classification of roads in Lorne.

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Figure 1: Existing Functional Classification of Roads in Lorne



Committed Road Projects

The Mountjoy Parade Streetscape Project is a major upgrade initiative that has already been committed for Lorne. Dedicated to enhancing life in the township, Surf Coast Shire is keen to promote the continuing development of the main street through an integrated approach to design. This project recognises that Mountjoy Parade is the key retail and visitor precinct in the town and therefore one of its primary aims is to ensure that the energy of Lorne's tourist activity is evident through a safe and vibrant street life. The upgrade works extend between Deans Marsh Road and Bay Street and complement the initiatives identified for the foreshore area in the Lorne Foreshore Master Plan.

The Mountjoy Parade project, which has also been endorsed by VicRoads, is designed to support the development of a wide range of street activities, including the development of kerbside cafés. Kerbside cafés make an important contribution to the quality of public spaces by providing an active street frontage that is vibrant, dynamic, comfortable and attractive. They provide a space for social interaction and the opportunity to withdraw from pedestrian movement in the street and rest while observing street activity. The presence of people in a kerbside café increases the sense of security in streets and, even when empty, the kerbside café suggests street life.

In summary, the Mountjoy Parade Streetscape Project recognises the importance of vulnerable road users in the overall design, while retaining sufficient functional flexibility to enable Mountjoy Parade to fulfil its dual role of catering for local access and through traffic. It also integrates the requirements of access to properties and development of an attractive and functional pedestrian environment.

Simply put, the project's objectives are to:

- Enhance the overall amenity in the street
- Rationalise traffic movements and facilitate local circulation
- Optimise pedestrian and cyclist safety.

In order to achieve these objectives, the scheme incorporates the following:

- Footpath extensions and provision of compacted gravel path on the foreshore side of Mountjoy Parade
- Provision of pedestrian crossings and mid-block pedestrian refuges
- Traffic channelisation
- Provision of roundabouts
- Rationalisation of on-street parking facilities.

These physical improvements in turn can be the catalyst for building owners to provide active people-oriented uses on the street frontage, which also contributes to making Lorne more inviting.

Management of the Road Network

VicRoads controls the two traffic routes that fulfil the arterial road function for Lorne, namely the Great Ocean Road (including Mountjoy Parade) and Deans Marsh Road, while the Shire controls the remainder of the road network.

In this context, decisions by one authority in one area will impact on other parts of the network managed by the other authority. A partnership between the Shire and VicRoads is clearly desirable for the ongoing planning and management of the road system, not only in the vicinity of Lorne but also in the broader Great Ocean Road region. This partnership could be realised through a Memorandum of Understanding (MoU) between the Surf Coast Shire and VicRoads.

An MoU could formalise and complement operational arrangements and establish a framework for consultation, interaction and good working relationships between the organisations. Importantly an MoU will also:

- Clarify the roles of the Shire and VicRoads in the management of the road network
- Establish a framework for negotiation, discussion and resolution of issues between the parties
- Recognise the unique nature of Lorne and other coastal towns
- Acknowledge the importance of the image and quality of the Great Ocean Road and its role as a world class tourist destination.

It is relevant to note that the Victorian Government has recently announced its intention to establish a more modern, flexible and effective legislative framework for road management. Ultimately it is the Government's desire to streamline road classification and clarify responsibilities between the various authorities that manage different parts of the road network. This should remove current ambiguities about responsibility and provide greater clarity for road users. In order to achieve these objectives, a proposed Road Management Bill has been prepared and is outlined in a supporting Position Paper. Consultation has begun and it is the Government's objective to introduce a Bill into Parliament in late 2003. While the contents of the Bill are unknown at this stage, there is the likelihood that many of the aspects covered by an MoU could be addressed by the Bill. Accordingly, the development work for an MoU should be used as input to the consultation phase of the Road Management Bill in order to effectively influence the final contents and reflect the Shire's requirements.

Traffic Volumes

Traffic volumes on the Great Ocean Road can vary significantly between holiday and non-holiday periods and are also much higher east of the township compared with those west of the township. Traffic counts were undertaken in November 2002 on the section of the Great Ocean Road, east of Deans Marsh Road. The counts covered both the 'holiday' week inclusive of the Melbourne Cup Tuesday as well as a 'normal' November week. These surveys and VicRoads data indicated the following:

- Daily two-way traffic on the Great Ocean Road, east of the Lorne township, varies between approximately 3200 and 6100 vehicles per day depending on day of the week and whether it is a holiday period. These traffic volumes are approximately half west of Lorne. Deans Marsh Road, just north of Deans Marsh, has an Annual Average Daily Traffic Volume of 500 vehicles per day.

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- The 24 hour two-way traffic volume on a holiday Sunday (the Sunday preceding the Melbourne Cup day) was 8% higher than a normal Sunday (6109 vehicles compared with 5646 vehicles)
- The 24 hour two-way traffic volume on an average holiday weekday (the average of all weekdays during the Melbourne Cup week) was over 21% higher than a typical non-holiday average weekday (4274 vehicles compared with 3521 vehicles)
- During the Melbourne Cup long weekend, the highest 24 hour two-way weekday traffic volume was recorded on the Monday preceding the Melbourne Cup. This was nearly 52% higher than a normal Monday (5455 vehicles compared with 3600 vehicles)
- During the January holiday period and Easter, traffic volumes are even higher. VicRoads seasonal traffic data at Wye River reveals that January volumes are approximately four times the May/June volumes.

Proposed Road Hierarchy

By way of a strategic context for consideration of the future road hierarchy, the vision for delivery of road based transport services in Lorne can be expressed in terms of the following strategic objectives:

- Minimisation of through traffic, particularly in Mountjoy Parade during peak holiday periods, to enable efficient movement of traffic with local destinations
- Encouraging the use of public transport particularly for locally generated trips
- Setting appropriate charges for the use of relatively scarce road space, particularly for the parking of motor vehicles
- Development of off-street car parks for short-term visitors to Lorne with an emphasis on providing parking opportunities preferably on the fringes of the central area.

The desire to limit the growth of through traffic on Mountjoy Parade is partly in conflict with the Great Ocean Road's historic role as the key tourist route through the region. The gradual growth in tourist traffic in recent decades has principally occurred on the Great Ocean Road rather than inland routes. The Great Ocean Road often offers competitive travel times together with the attraction of a spectacular coastal drive.

Many tourists travel through Lorne without stopping, bound for Apollo Bay, the Twelve Apostles and other destinations. Traffic that is not bound for Lorne should be encouraged to detour around the township. Ultimately, Surf Coast Shire and VicRoads can improve the efficiency of the transport network and the environmental quality of Lorne and other coastal townships with measures that impact on the need for travel and the route and mode chosen.

In order to achieve this aim, a number of options are available:

- Implement travel guidance and information systems
- Institute access restrictions and/or traffic calming initiatives on Mountjoy Parade at peak holiday periods
- Establish a Lorne Bypass.

The appropriateness of this road network management framework was discussed at community workshops held during the preparation of this strategy.

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While peak period traffic volumes were broadly regarded as excessive and detracted from the safety and amenity of Lorne, there was also widespread acceptance that the community will need to tolerate some peak period traffic 'peaks' on an ongoing basis.

However, the future road hierarchy and supporting traffic management strategies should mitigate traffic impacts and keep them as brief as possible. In the context of these considerations, the community indicated general support for initiatives designed to encourage the diversion from Lorne of traffic without an origin and destination in the township. Nonetheless, the achievement of this objective through the establishment of a Bypass was generally viewed unfavourably at the community workshops, particularly given the environmental sensitivity of Lorne's immediate hinterland. Broader preference was expressed for measures that would encourage motorists to utilise existing inland routes for as long as possible before using the Great Ocean Road. This could be partly achieved with travel guidance and information systems.

Access restrictions on Mountjoy Parade were cautiously considered by participants at the community workshop, as it was recognised that the limitation of traffic flow on this road has the potential to divert traffic onto more sensitive local street routes. The main alternative parallel route to Mountjoy Parade is Smith Street. This is relatively narrow, predominantly residential and can only be accessed after negotiating steep grades and right angle bends. In this context, the use of Smith Street is considered inappropriate.

In conclusion, while community feedback provides an important element in determining the framework for the future hierarchy, there are also other aspects that need to be considered. One such aspect will be the strategic directions and actions arising from the State Government's *Great Ocean Road Strategy*. This Strategy has been under development for some time and a draft has been released seeking feedback from residents, businesses and visitors. Submissions are due by the end of March 2004. Surf Coast Shire has been contributing to the development of the Strategy. Road management and traffic management issues are anticipated to form an important part of the *Great Ocean Road Strategy* and the Shire Council will need to articulate a comprehensive response. In this regard, the proposed road hierarchy shown in Figure 2 provides a basis for expressing the Shire's position on managing the Great Ocean Road through Lorne and, importantly, is consistent with broad community aspirations as it:

- Reflects an on-going role for existing arterial roads in Lorne.
- Recognises that the function of most roads in Lorne will remain strictly that of local roads (as they are heavily influenced by a range of physical and operational limitations associated with their relative narrowness, lack of connectivity, circuitousness and steep grades).

The hierarchy acknowledges that there is little realistic opportunity to alter the function of existing roads, in the context of their current cross-sectional profiles and built-form. It also acknowledges that the Shire will continue to support the Great Ocean Road's tourist function as part of its contribution to the management of the road network in Lorne and its environs.

It is relevant to note that one of the technical studies prepared by the Department of Infrastructure, to inform the Great Ocean Road Strategy, examined possible growth scenarios and how the travel implications of these impact on the transport system. The technical study, the *Great Ocean Road Region Integrated Access*

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Study, found that the daily traffic volume east of Lorne was approximately 6700. The study also established the appropriate “carrying capacity” for the Great Ocean Road at Lorne at 6000 vehicles per day. This is the traffic volume at which an acceptable level of service D can be expected. On this basis, it is evident that the Great Ocean Road east of Lorne is already at capacity during “normal” periods.

Future traffic growth in the Great Ocean Road Region will be influenced by a variety of factors including:

- growth in activities such as the dairy and timber industries
- growth in tourism
- the extent of future road works such as duplication of the Princes Highway, construction of Geelong Bypass and upgrades on the Great Ocean Road
- increases in public transport provision
- growth in townships.

In considering these factors, the following should be noted:

- Increased dairy production will generate additional traffic (particularly milk tankers) on roads other than the Great Ocean Road particularly in the heart of the dairy region in the vicinity of Timboon, Allansford and Cobden. Dairy and timber traffic is not expected to form a significant part of the traffic using the Great Ocean Road near Lorne.
- As discussed in Chapter 4, a key objective of the tourism strategy is to increase tourist activity in the town outside “normal” peak periods – evidence is that this is being achieved. The benefit arising from this outcome is that increased tourism outside peak periods utilises spare capacity on the road network rather than contributing to congestion at peak periods.
- Detailed investigations have commenced on projects such as the Geelong Bypass but no conclusions in terms of road alignment and timing of construction have been reached at this stage.
- Future improvements to public transport services to and from Lorne are unlikely to be significant, given that existing services operate well within capacity.
- Population forecasts for Lorne, as discussed in Chapter 1, predict that permanent residents could increase between 320 and 680 over the next 20 years. With household size predicted at 2.5 this equates to approximately 272 new households. These in turn may generate approximately 2180 vehicle trips per day assuming 8 trips per household per day. These trips would be distributed over Lorne’s entire road network. Many would be short local trips and not add to traffic growth on the Great Ocean Road.

The *Great Ocean Road Region Integrated Access Study* (GORRIAS), concluded that pressure would mount for capacity improvements on the Great Ocean Road between Torquay and Lorne but that alternative access options would need to be considered as widening along this section of the Great Ocean Road, particularly south/west of Anglesea is not feasible, principally due to environmental constraints. As previously indicated, GORRIAS established that “Level of Service D” (the point at which unstable flow occurs) is currently reached on the Great Ocean Road between Torquay and Lorne. During holiday periods the traffic flow near Lorne far exceeds the volume for Level of Service D and this is reflected in longer travel times, increased delay and congestion. The options to increase capacity are the

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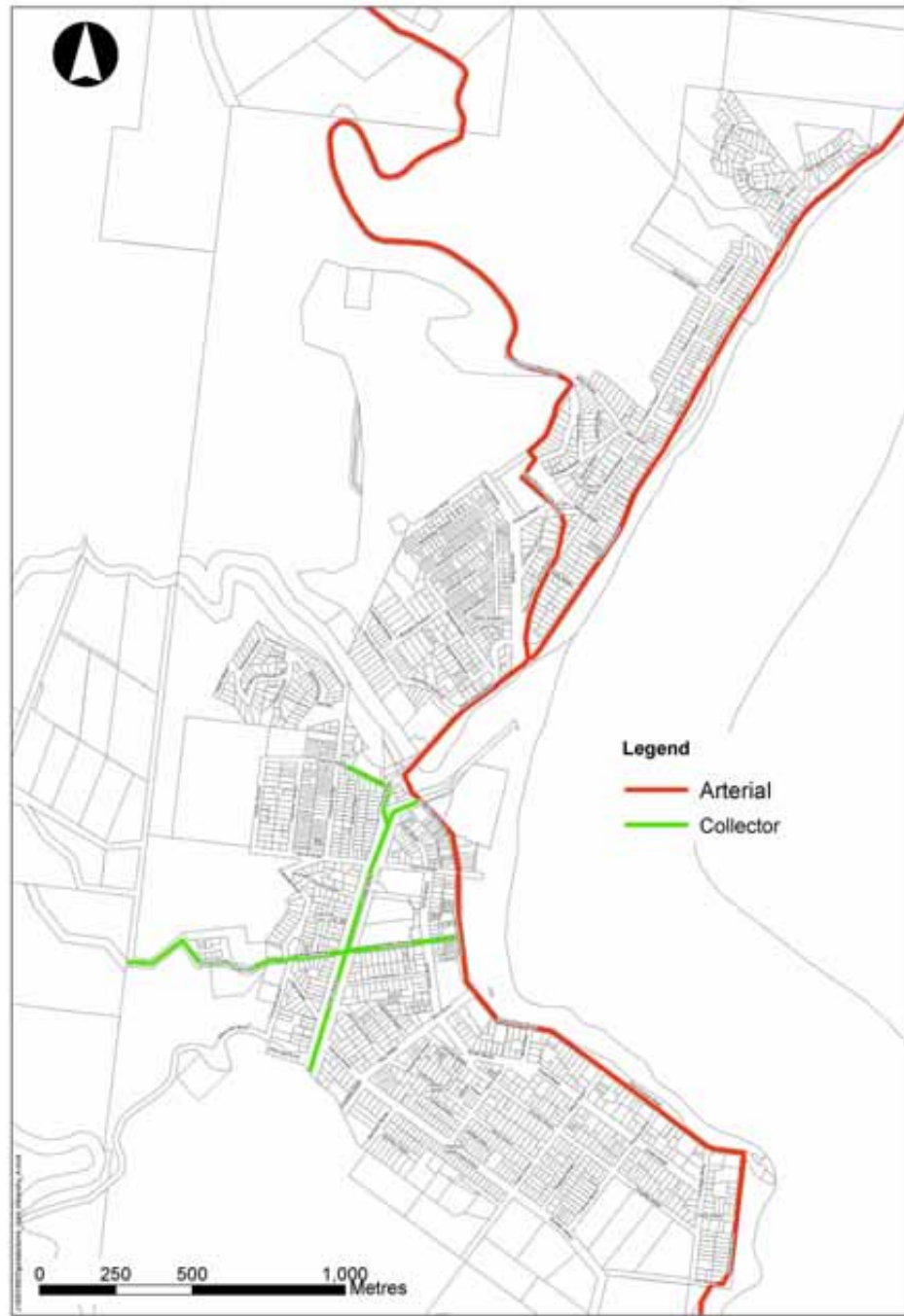
widening of the Great Ocean Road, diversion of traffic to alternate hinterland routes or implementation of measures to reduce demand. The GORRIAS study concludes that the greatest opportunity to improve road access in the region is on the hinterland routes which can relieve traffic growth pressure on the Great Ocean Road. The GORRIAS estimates that by 2010, traffic growth on the Great Ocean Road between Torquay and Apollo Bay will comprise:

- 760 vehicles per day due to residential growth in townships
- 150 vehicles per day due to tourism growth.

In summary, the major challenge over the next 20 years is to manage traffic growth through Lorne by reducing reliance on the Great Ocean Road in the knowledge that greater arterial road capacity cannot be provided.

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Figure 2: Proposed Road Hierarchy



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Preferred Cyclist and Pedestrian Routes

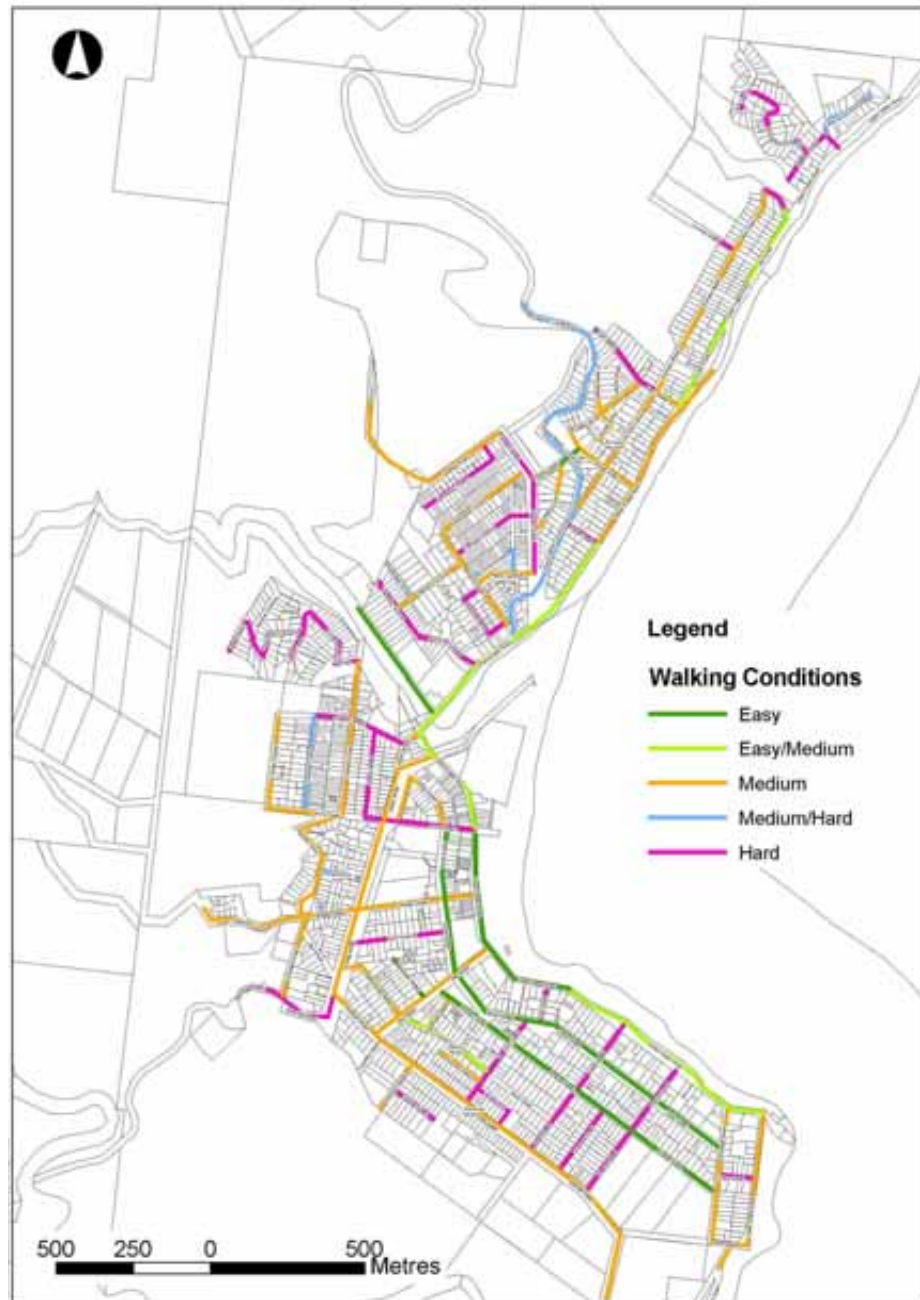
An audit of all streets in Lorne was undertaken in order to determine their relative attractiveness and ease of use for pedestrians and cyclists. Aspects that were considered include:

- Steepness of grades
- Street lighting provisions
- The presence and condition of footpaths
- Traffic volume.

Based on the audit, the 'Walking' and 'Bike Riding' conditions have been given ratings that range from 'easy' to 'hard', depending on the combined impact of the evaluation criteria. The ratings are shown in Figure 3 and Figure 4. These plans form the basis for prioritising future improvement actions in relation to pedestrian and cyclist facilities.

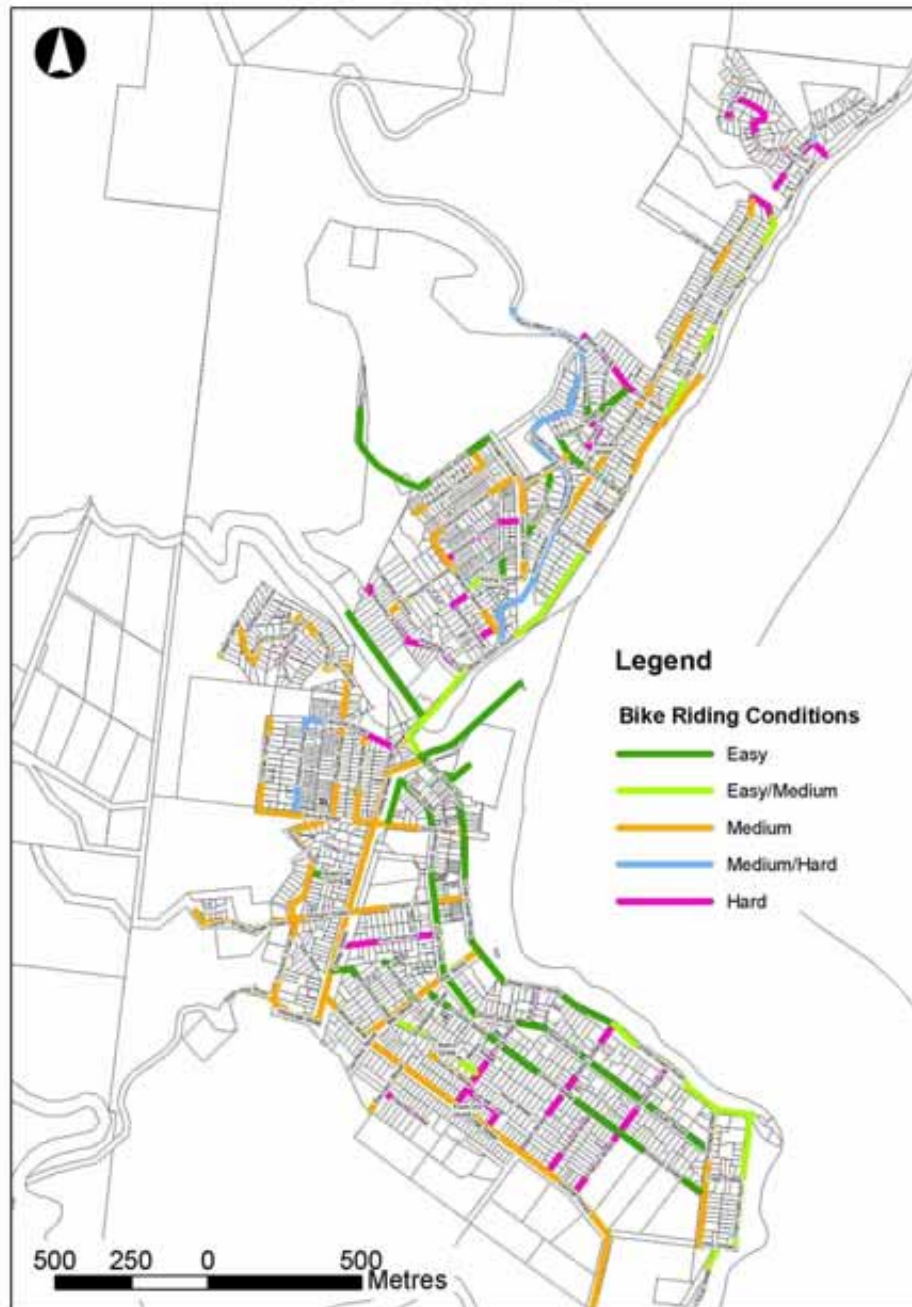
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Figure 3: Walking Routes Hierarchy



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Figure 4: Bicycle Routes Hierarchy



Travel Guidance and Information Systems

Travel guidance and information systems should be designed to encourage greater use of existing alternate routes for trips to and from Lorne and beyond. The objective is to develop an information strategy which tells people 'when to come', 'times to avoid', 'routes to use' and is supported by real-time Intelligent Transport Systems capable of supplying relevant information on congestion, accidents and other pertinent traffic and travel information. This is compatible with VicRoads' strategic objectives for the region. VicRoads has indicated that in broad terms its preference is to encourage greater use of inland routes and the Princes Highway, particularly for trips that are not exclusively tourist/recreational in nature. In this context VicRoads has expressed support for greater use of traffic information systems such as Intelligent Transport Systems.

The desire to capitalise on the use of roads other than the Great Ocean Road is based on the realisation that many inland routes exhibit significant levels of spare traffic capacity, although their geometric standards and road surface quality may, at times, not be optimum.

Within this context, Council should collaborate with VicRoads and other adjoining municipalities to develop a comprehensive strategy for the region. Council is already working with VicRoads and other stakeholders in developing the *Great Ocean Road Strategy*. This Strategy can provide the policy framework to pursue a package of traffic management solutions based on travel guidance and information systems. The *Great Ocean Road Strategy* should promote the development of systems that provide motorists with real-time information on the performance and availability of alternate routes to the Great Ocean Road. It should cover trips both bound for coastal townships as well as trips departing those locations. Guidance would therefore be provided both on the Princes Highway and the Great Ocean Road with the aim of keeping motorists on the Princes Highway for as long as possible and getting off the Great Ocean Road as early as possible. In the context of Lorne, the intention of such systems would be to:

- Highlight, where appropriate, travel time savings on inland routes
- Encourage more tourists/visitors to stop in Lorne, particularly at times of spare capacity on the road network
- Assist in lowering congestion on the Great Ocean Road
- Guide motorists to avoid travel at busy times
- Help drivers, wishing to stop in Lorne, in their search for a parking space.

Traffic Calming on Mountjoy Parade

The Mountjoy Parade Streetscape Project is an important step in making Lorne a more pedestrian friendly township. The project provides greater footpath areas on both sides of the street, ease of navigation, enhanced crossing opportunities with the intersecting street grid, well-located public seating areas with views of shops and the foreshore, collectively adding interest and safety all along Mountjoy Parade.

Despite these improvements, it is possible that at particularly busy times of the year, traffic flows and congestion on Mountjoy Parade will reach high levels and expose pedestrians to increased risk. In response, Council needs to build on the strong base provided by the streetscape improvements and pursue initiatives that are capable of providing a safe, attractive, convenient and enjoyable pedestrian environment at a human scale.

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In a broader context, the Council recognises the importance of all modes of transport, including walking, bicycles and public transport to access and circulate within Lorne. Car travel is also essential to the economic viability and vitality of the township, in particular the essential needs of business and in supporting retail, leisure and other activities. Therefore Council's objective, when managing roads in Lorne, and in particular Mountjoy Parade, is to achieve an appropriate balance that maintains adequate vehicular and public transport access, while minimising noise and pollution, encouraging increased street activity and enhancing pedestrian safety.

The introduction of traffic calming initiatives in Mountjoy Parade is a means by which the adverse impacts of traffic can be minimised during peak holiday periods.

A key traffic calming initiative should be:

- the establishment of a 40 km/hour speed limit during periods of greatest pedestrian activity – for example 9.00 am to 8.00 pm December and January and other peak holiday periods.

Such an initiative is consistent with VicRoads' recent statewide program to lower speed limits through strip shopping centres, adjacent to schools and through rural townships. Importantly it is compatible with Lorne's status as a destination rather than a through route, as traffic volumes west of the town are half the level recorded east of Lorne.

Ultimately traffic management strategies for Lorne should be designed to promote a consistent message to motorists that the township is a traffic environment that is distinctly different to the rest of the Great Ocean Road, as shops and restaurants and other foreshore attractions abut the main carriageway. It is therefore a traffic environment that requires special attention with respect to the safety needs of pedestrians and other vulnerable road users.

Public Transport

Lorne is a distinct and unique travel market, historically dominated by use of the motorcar and characterised by a high number of visitors at various times of the year. These conditions require specialised strategies. These strategies must ensure that public transport initiatives are customer-responsive to meet the mobility needs of the broad spectrum of potential users and the specific needs of particular groups such as children, elderly citizens and the disabled. This section considers the public transport system from the perspective of changes, which may assist to increase public transport patronage levels to and from Lorne, as well as within Lorne, and therefore reduce reliance on private vehicles.

Public transport, at present, is not widely used for access to Lorne. The relative ease of car trips to the region and the popularity of self-drive holidays act against public transport. These circumstances clearly place a limitation on the scope to develop more extensive public transport services, as it may be hard to dissuade many travellers from experiencing the scenic Great Ocean Road drive.

In the context of the low attractiveness and utilisation rate of public transport services, buses are the dominant mode both for travel to and from Lorne as well as within Lorne. Limited taxi services also operate in Lorne but are generally viewed as insufficient to cater for peak demands during holiday periods. Unfortunately, the demand disparities between holiday and non-holiday periods are significant and act as a disincentive to increases in taxi numbers. The Victorian Taxi Association has

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indicated that it cannot offer taxi licence incentives in order to attract peak period taxi operators.

There are three main forms of bus transport:

- V-Line services
- Tourist coaches
- Lorne Loop shuttle bus service (during summer holidays only).

V-Line services operate daily between Geelong and Apollo Bay, via Torquay, Anglesea and Lorne. Service frequency is 4 buses on weekdays, spread throughout the day, and 2 on weekends. The trip duration from central Geelong to Lorne is approximately 1 hour and 40 minutes. Melbourne visitors may take a V-Line train to Geelong followed by the V-Line bus to Lorne. Theoretically, Lorne is easy to access for visitors that originate in Melbourne, Geelong or along the Great Ocean Road. However, it is not easily accessible by public transport for people with origins in the hinterland. DOI has indicated that patronage of the V-Line services is well within capacity. Therefore, an increase in service levels between Lorne and Geelong is not currently under consideration by DOI. A V-Line bus also operates on Fridays between Lorne and Warrnambool along the Great Ocean Road, and DOI advises that it also operates well within capacity.

Tourist coaches cater for domestic and international tourists wishing to experience the sights of the Great Ocean Road region. Tourist coach trips are mostly in the form of day trips from Melbourne and are ultimately bound for the Twelve Apostles as the main tourist attraction. Some of these coaches may stop in Lorne. Several operators provide this service, although service frequency varies in line with fluctuating demands. In addition to the large tourist coaches, there are also a number of minibuses and multi-seater vans used to transport backpackers in the Great Ocean Road Region. Operators advise that service frequency is purely market driven.

The Lorne Loop shuttle bus service has operated as a free service, over summer periods and Easter, and connects key attractions in Lorne extending from the pier at the southern end of the township to the supermarket at the northern end of Mountjoy Parade. Service frequency has been in the order of 30 minutes. This shuttle bus service has been popular and well received by the community. It is relevant to note that patronage levels increased dramatically over the 2003 summer/Easter period compared with the previous year. While accurate data was not collected, it has been estimated that patronage increased from approximately 4,000 to 16,000 users.

This patronage increase was due to higher service frequency and extension of the service to the supermarket. Despite this recent success, the current budget outlook is only sufficient to cover service provision over the 2004 summer period.

Council will need to undertake detailed bus patronage and vehicle utilisation surveys to determine the extent to which the shuttle service is providing a viable alternative to private vehicles. Depending on the survey results, Council may then explore service expansion options and possibly involve private bus operators and/or the Department of Infrastructure in the operation of the shuttle bus.

There is also a community bus trip organised once a month to the Colac supermarket, organised by the Community House. However, rather than necessarily reflecting a need for inland public transport facilities, the existence of this service may actually reflect the need for improved shopping opportunities/choices for permanent residents of Lorne.

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It is evident from the research and community feedback received that some potential exists to increase public transport utilisation. It is also clear that public transport and pedestrian linkages between key areas and major attractions are priorities, particularly for residential precincts in steep parts of the township and the amenities/shopping strip, supermarket and foreshore areas.

In order to increase usage of public transport it is considered that the best opportunities exist with increasing the attractiveness of the local bus shuttle as well as the regular V-Line route services from Geelong. In contrast, tourist coaches are priced too high to cater for routine travel needs to and from Lorne as they offer a special packaged service targeted at a specific user group that is unlikely to be using cars in the first instance.

In the context of the above considerations the Surf Coast Shire should therefore pursue the following package of actions:

- Undertake patronage surveys for the Lorne Loop shuttle bus service together with concurrent traffic surveys to determine potential mode shift benefits.
- Encourage the State Government to increase frequency on the Geelong to Apollo Bay V-Line coach service. Such action would complement the anticipated travel time improvements associated with the planned introduction of regional fast rail services between Melbourne and Geelong. Collectively, an upgraded rail and coach connection between Melbourne and Lorne could provide a competitive alternative to the car, particularly for medium to long term visitor stays
- Advocate the introduction of combined accommodation/public transport packages to reduce car use by overnight and longer term visitors
- Review condition of footpaths on key pedestrian routes and install new footpaths as appropriate in selected locations to improve access between residential areas and shuttle bus services. It is recognised that the lack of footpaths and existing informal character of many of Lorne's streets (which is typical of seaside towns) is a valued feature. Furthermore the development of formal footpaths could in many instances cause the removal of vegetation, which is an undesirable outcome. The review should therefore focus on streets where regular and significant pedestrian activity occurs and public transport services are present. This includes William Street, Otway Street, Deans Marsh Road, and sections of the Great Ocean Road that are not part of the Mountjoy Parade Streetscape Project
- Prepare package of street furniture improvements including seats, drinking fountains, shelters and directional/information/timetable signage to support and encourage walking and public transport usage
- Develop a continuous network of 'signed pedestrian walkways' throughout Lorne to provide safe access to all major attractions and activity centres. The network should be based on the Walking Routes Hierarchy shown in Figure 3.
- Develop a street lighting plan, as an integrated urban design/heritage initiative aimed at encouraging ease of walking at all times, improving the safety of vulnerable road users and enhancing the streetscape. Such a plan needs to carefully consider and minimise potential impacts on the 'night sky' experience.

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CAR PARKING PRECINCT PLAN

This section explores the requirements of a car parking precinct plan and discusses the associated amendment of the Surf Coast Planning Scheme. A number of new parking surveys were undertaken in order to inform this process and previous studies and surveys were also reviewed. This has enabled a determination to be made of current conditions and identification of relevant parking issues. In addition, DSE's Practice Note on parking precinct plans was used to ensure that an appropriate method and format was adopted in the recommended plan.

Strategic Context

There are two key documents that are relevant in the context of considering car parking in Lorne, the Surf Coast Planning Scheme and the CAP.

The Municipal Strategic Statement specifically promotes Lorne as the premier resort town on the Great Ocean Road. It also outlines a key objective to maintain and enhance the status of Lorne as a primary tourist destination while maintaining residential amenity and protecting and enhancing the tree canopy.

The Lorne Strategy (Clause 21.11) comments on the state of roads and parking in the region. In relation to parking it suggests that 'an appropriate strategy would be one which seeks to provide employee and residential parking in off street parking areas, whilst short term customer parking would be provided in areas managed by the Shire'. It also indicated that parking is likely to become an increasing problem and thus additional alternatives will be required to augment supply. The clause also highlights that there are limited areas within which a viable car park may be established.

The purpose of the CAP is to provide a framework to ensure protection and appropriate use of the Lorne coast. More specifically the plan's objectives are to:

- Conserve natural and historic features of State and local significance
- Enhance quality of life
- Provide a diverse range of recreational and tourism opportunities including the provision of infrastructure to extend the tourist season
- Improve pedestrian links
- Increase amount of public open space
- Provide opportunities for commercial development in appropriate areas that recognize the natural attributes of Lorne for residents and visitors.

The CAP also has a commitment to maintaining and enhancing tourism opportunities and, to this end, it supports sensitively designed infrastructure including the introduction and upgrading of car parks, pedestrian areas, toilet facilities and landscaping. In particular the following development opportunities are highlighted:

- Accommodation development on the slaughterhouse site
- Commercial and eco-tourism development on Point Grey
- Commercial and free active recreation facilities in the swimming pool area
- New and improved visitor centre.

In summary, Surf Coast Shire is currently supportive of managing parking opportunities within Lorne to support activities in the township. At the same time Council seeks to reduce unnecessary reliance on the use of private vehicles,

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particularly where valid alternatives may exist, such as walking or cycling to undertake short locally generated shopping/recreational trips.

The management of on-street parking in the township is nonetheless a complex task, given the seasonal variations that occur. The concentration of various attractions and activities on Mountjoy Parade and the foreshore areas has generated very high demands on the limited amount of on-street parking that is available, as well as on the off-street car parks in the foreshore area (managed by the Lorne Foreshore Committee of Management). These demands, which are often conflicting, range from the short-term parking needs of shoppers, visitors, and delivery drivers, to the longer term parking needs of restaurant patrons, local workers and users of foreshore facilities and the beach. The demands also vary between holiday and non-holiday periods, weekdays and weekends and from the daytime (when long-term needs of workers and visitors are at their highest) to the night-time (which is characterised by a drop in demand by users of foreshore facilities and the beach).

Existing Conditions

Most existing on-street parking restrictions on Mountjoy Parade (and other nearby streets servicing the commercial shopping strip) have short-term parking time limits and operate 7 days a week. The short-term limits are mostly a combination of 1-hour and 2-hour limit parking with some 15 minute areas at key locations designed to provide for very short visits and quick pick-up / set-down activities.

The strategy behind the use of short-term parking restrictions is to enhance the viability of the various activities in the commercial precinct, by providing greater parking opportunities for shoppers and visitors and discouraging those wishing to park for longer periods, such as local workers, from occupying parking spaces all day.

Unrestricted parking spaces can lead to extremely high occupancy rates with very low turnover rates where relatively few motorists can deny access to a far greater number of short-term parkers.

Parking Turnover Surveys

The effectiveness of short-term parking restrictions can be measured by the compliance of motorists with sign-posted time limits and by how many vehicles are able to utilise a given parking space in a given day – this is referred to as the turnover. Parking ‘turnover’ surveys undertaken in January 2003 (between 9.00 am and 8.00 pm) revealed that 44% of motorists stayed for less than half an hour and 65% less than an hour. This indicates that despite being able to park for up to 1 and 2 hours respectively, in the heart of the commercial shopping precinct, many motorists are actually electing to stay for shorter periods. This suggests that the time limits that have been set are reasonable in terms of satisfying the requirements of many motorists.

However, despite the relative success of short-term parking restrictions, there are indications that some long-term parking is still occurring, thus reducing overall parking opportunities on Mountjoy Parade. The long-term parking appears to be a combination of visitors and local workers. It is most likely occurring as there is inadequate long-term parking for business operators and their staff in the immediate vicinity of the township’s commercial centre. In addition many beach-goers and patrons of restaurants may have a requirement to stay for longer than 2 hours. These circumstances, combined with relatively low enforcement levels for

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parking time limits, are contributing to the long-term parking occurrences that have been observed.

The occupation of short-term parking spaces for periods longer than intended, forces some motorists to seek parking in adjoining residential streets, reducing the amenity of those areas, while other motorists may simply 'drive on' and avoid stopping in Lorne, which has a direct impact on the local economy.

In order to increase parking turnover rates to levels compatible with the existing time restricted regime, the following actions need to be considered:

- Maintain regular parking enforcement
- Establish additional long-term parking areas, either as temporary or permanent arrangements, in order to satisfy demand when the local worker population peaks in the summer holiday period
- Explore the introduction of fee parking in conjunction with the Lorne Foreshore Committee of Management.

Parking Occupancy Surveys

Parking occupancy surveys were conducted on 5 November 2002 during the Melbourne Cup long weekend and in January 2003. These surveys covered a range of on-street and off-street parking areas from Smith Street to the foreshore, as these are the areas most relevant in the context of this study given their role in supporting Lorne's commercial precinct and foreshore activities.

In total, the November 2002 survey covered 828 parking spaces, 670 of which were available to the public.

Since the November surveys, a total of 119 public car parking spaces have been constructed in the new Lorne Foreshore Southern Car Park. These represent a replacement for parking spaces in the Central Car Park. The spaces in the Southern Car Park were surveyed in January 2003 as were other parking areas. The total number of parking spaces surveyed in January 2003 was 1575, of these 1037 were available to the public.

Table 1 and Table 2 only summarise the various on-street parking restrictions and off-street car parks that are available to the public and the number of spaces covered by each time restriction, for each of the November 2002 and January 2003 surveys. Both public and private car parks were also surveyed and are listed as 'off street' spaces.

Table 1: Public Car Parking – November 2002 Survey

Parking Restriction	Number of Spaces
¼ Hour	24
1 Hour	58
2 Hour	186
None	177
Disabled	5
Off Street	220
Total	670

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Table 2: Public Car Parking – January 2003 Survey

Parking Restriction	Number of Spaces
¼ Hour	17
1 Hour	136
2 Hour	127
None	408
Disabled	9
Off Street	340
Total	1037

Figure 5 shows the combined parking areas that were surveyed. The numbers exclude special purpose parking areas such as loading zones, taxis ranks and bus stops.

The surveys were conducted between 9.00 am and 7.00 pm on Melbourne Cup Day and 9.00 am and 8.00 pm in January 2003. They therefore give an indication of the parking demand that could be expected for a 'holiday' context.

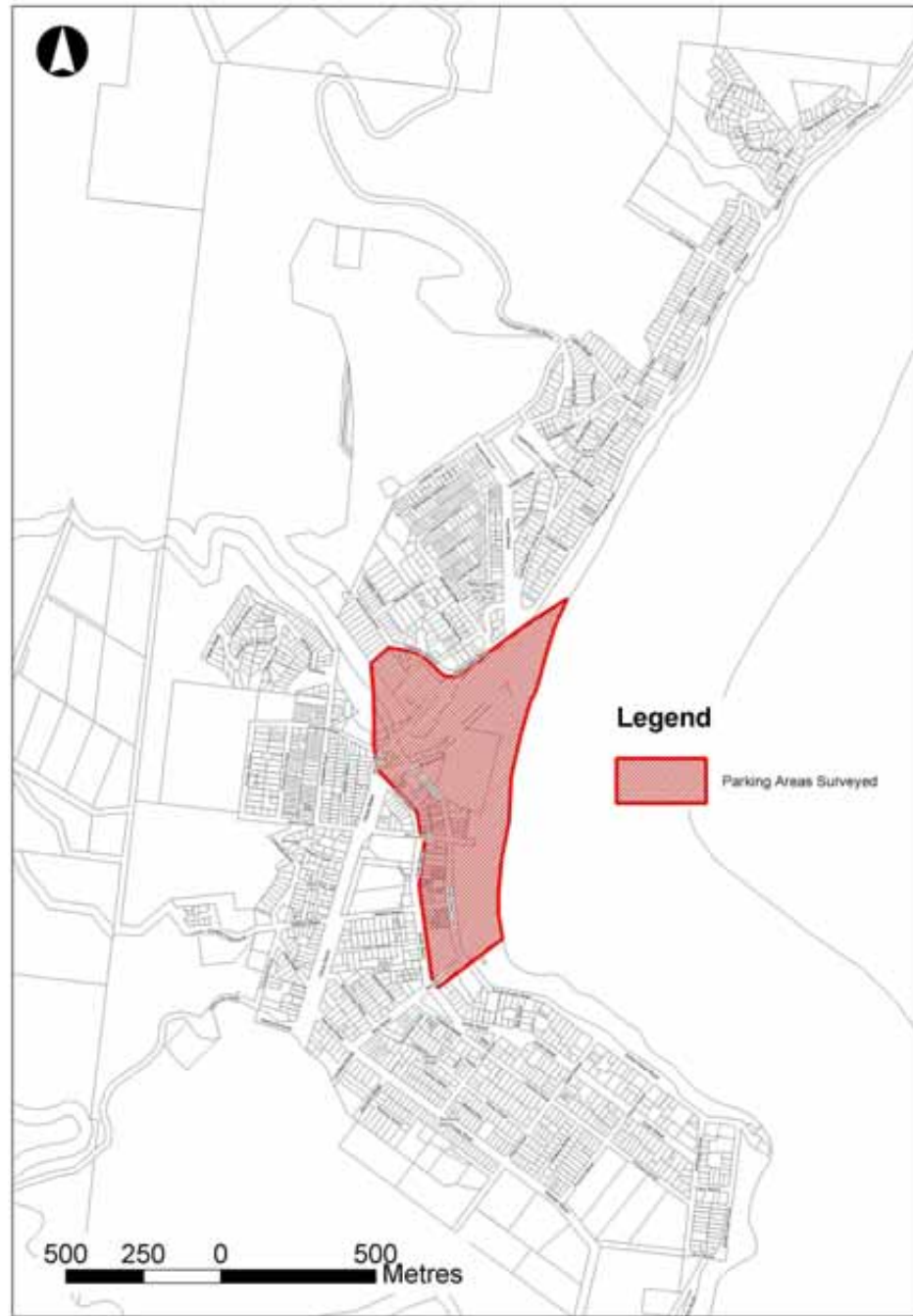
The occupancy of the public car parking spaces in Lorne was generally modest, at less than 50% in most streets up to about 10.00 am. It then increased sharply in the late morning in both on-street and off-street locations.

It is important to note that the peak occupancy reached 100% in many locations for prolonged periods. Many sections of Mountjoy Parade were at or near 100% occupancy between 10.30 am and 2.30 pm during the November 2002 survey. In the January 2003 survey, many areas remained fully occupied until 5.00 pm, reflecting a scarcity of parking opportunities at times when adjoining activities and visitor numbers are either at or close to their highest levels, which is also mirrored in traffic volume profiles.

Figure 6 shows parking areas where at least one side of the street was found to be at or over 80% occupancy between 10.30 am and 2.30 pm during both the November 2002 and January 2003 surveys.

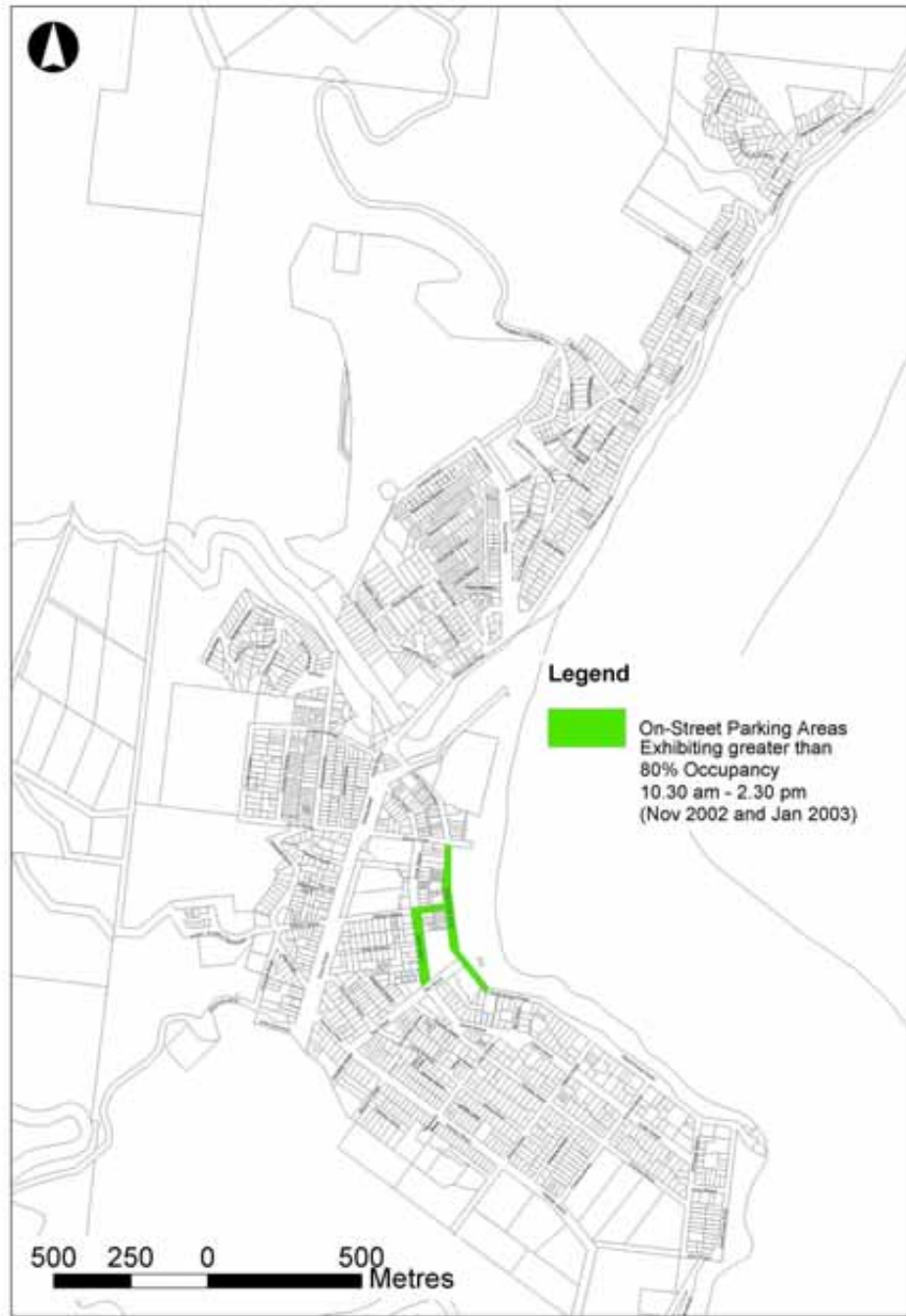
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Figure 5: Parking Areas Surveyed



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Figure 6: Parking Areas that exceed 80% Occupancy



Existing Car Parking Demand

From the parking surveys that have been conducted, it can be concluded that Lorne's current car parking capacity is insufficient to fully cater for demands during peak holiday periods. This creates parking shortages experienced by visitors, local workers and residents alike during these peak periods.

Essential Economics (2002) has estimated the existing commercial/retail floorspace in Lorne at approximately 7140 m². The floorspace comprises 2380 m² of premises selling food, 2840 m² selling non-food merchandise and 1920 m² providing "services" (professional offices, real estate, etc).

Parking rates for these various uses can vary significantly. The Planning Scheme stipulates that "offices" require a rate of 3.5 car spaces to each 100 m² of net floor area whereas "shops" require a rate of 8 car spaces to each 100 m² of net floor area. Restaurants and hotels can generate a much higher requirement dependent on the number of seats and/or bar floor area.

Assuming an average representative demand of 8 car parking spaces per 100 m², the total existing parking demand is estimated to be approximately 570 parking spaces. This assumption is reasonable in the context that 40% of the floorspace (non-food merchandise) should attract a rate of 8 car spaces/100 m² and 27% of floorspace (services) attracts a rate of 3.5 car spaces/100 m². In addition, many of the food outlets that comprise the remaining 33% of floorspace are take-away outlets, milk bar, bread shops and similar which also attract a rate of 8 car spaces/100 m². To service the 570 space demand there are well in excess of 1000 public spaces in the commercial precinct's immediate catchment (Figure 38) that can adequately satisfy demand. This in fact occurs over the majority of the year.

The only times when parking demand exceeds supply is during peak holiday periods when "day trippers" using the foreshore and other visitors compete for parking spaces normally used by patrons of the retail/ commercial precinct. There is also evidence of long term parking by local workers which denies multiple use of many parking spaces on busy days. Even so, the excess demand is manifested over a relatively short period of the day and could be addressed by improving compliance with sign-posted time limits in order to increase turnover and provide the intended range of parking opportunities for visitors. In conjunction with improved enforcement, greater parking opportunities can also be realised by reducing parking time limits and providing alternate long-term parking areas away from Lorne's commercial heart.

Commercial Floor Space

Essential Economics (2002) has estimated that additional retail spending by 2011 would be able to support a further 4,000 m² of retail and commercial floorspace in Lorne. However, as discussed in Chapter 4, the realistic outcome is likely to be an increase in the order of 2500 to 3000 m² of additional retail/commercial floorspace. While the precise composition of future retail and commercial floorspace is unknown, it is possible to expect that with an increase of 3,000 m² by 2011, the need for additional car parking could be as high as 240 spaces (based on the Planning Scheme ratio of 8 parking spaces per 100 m² which represents a reasonable representative average parking rate for the likely mix of retail/commercial uses). However, recent planning permit determinations in the broader Surf Coast Shire have featured parking ratios that are much lower (4 to 4.5 parking spaces per 100 m²). The lower rates would equate to a car parking requirement of approximately 120 spaces.

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In any event, even if only the standard or reduced shop rate was applied to the forecast 3,000 m² of retail and commercial floorspace envisaged for Lorne, the new overall parking requirement would be in the order of 240 spaces. This, together with the existing demand of 570 spaces is still well within the supply available in the immediate catchment (over 1000 spaces) that can service demand for the majority of the year. Accordingly (on the basis of forecast growth in retail/commercial floorspace alone) there is no need to provide additional public parking spaces but simply manage the existing supply to achieve preferred outcomes throughout the year.

It is relevant to note as most existing commercial zoned land in Lorne is divided into small parcels and has relatively narrow street frontages, there is little realistic chance of satisfying the Planning Scheme's parking requirements. Accordingly, Council in the past has largely waived customer parking requirements but still strongly encouraged one or two staff parking spaces and parking for residents where residential components have been included in developments.

The parking difficulties that are experienced at peak holiday periods are a direct reflection of the additional demand created by users of the foreshore day trippers and other passing visitors. Notwithstanding the intensified parking demand experienced during holiday periods, it is relevant to note that the GORRIAS study predicted an increase of 150 vehicles per day (due to tourism growth by 2010) on the Great Ocean Road between Torquay and Apollo Bay. This is relatively modest bearing in mind that not all will stop in Lorne.

In conclusion, if the increased parking demand from future commercial/retail development cannot be addressed through the direct supply of additional parking spaces as part of new development it may be satisfied through alternate means, such as the provision of enhanced public transport services, establishment of satellite parking and improved management of existing parking facilities. The relaxation of Planning Scheme parking requirements in the Lorne commercial precinct and the adoption of a different car parking strategy needs to be documented in a Parking Precinct Plan as discussed below.

Future Growth and Sustainable Development

Lorne's population, both permanent and transient, has been rising steadily in recent years and is expected to continue to rise in the near future. If this anticipated growth, together with the influx of visitors, is not adequately managed it will increase road congestion and the demand for car parking. Chapter 1 highlights the importance of incorporating sustainability principles in all sectors of the district's operations. Thus when preparing a parking precinct plan a range of issues must be addressed, including road capacity and whether the existing road network and its amenity can sustain an increase in parking capacity.

The Lorne township experiences existing parking difficulties which are seasonal in nature. A number of mechanisms, as outlined below, may be adopted to address this matter.

Payment in Lieu and Special Rate Scheme

Municipal authorities can adopt a payment in lieu mechanism to cover instances when developers are unable to satisfy the normal parking provisions required under the planning scheme. Payments made by developers can then be set aside to be used by Council in an appropriate manner to address parking demands.

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In contrast, a special rates scheme requires all land owners in a designated area to contribute funds to a given initiative, such as proposals to address parking shortages.

It is relevant to note that in cases where Council has enforced payment in lieu, developers have at times appealed to VCAT claiming that this form of funding is inequitable and inappropriate unless certain conditions are met. These conditions include the existence of a scheme whereby the funds will be used to provide car parking in a defined time frame, at a designated location and in proximity to the subject site.

It has also been argued that it is inequitable to require funding from developers when existing land owners are exempt. As a result of this perception the VCAT has ruled that as a general matter, across Victoria, Special Rate schemes are a more appropriate mechanism for the generation of funds to provide car parking.

Nonetheless, the Special Rate scheme can also be regarded as inequitable in instances where long term landowners (who have may not have experienced parking demand issues in the past) are suddenly confronted with parking problems arising from more recent development.

In determining whether a 'Payment in Lieu' or 'Special Rate' scheme is most appropriate for Lorne, it is also relevant to note that up until the present time, developers have not been subject to payment in lieu mechanisms. Council has merely waived parking requirements. Accordingly the imposition of 'Payment in Lieu' for new developments in Lorne could be viewed as inequitable, particularly as the forecast expansion in commercial floorspace is limited (4,000 m²) compared with existing retail floorspace (7,140 m²). In summary, it is considered that the most appropriate mechanism in the Lorne context is the adoption of a 'Special Rate' scheme. The key aspect for a 'Special Rate' scheme is to prepare a clear and transparent strategy indicating how funds will be used. Such a strategy must provide for a range of initiatives and indicative timing, related to the collection of funds. This would provide certainty and confidence in the process.

Possible solutions for which funds could be used in Lorne, include:

- Funding of expanded shuttle bus services
- Purchase and installation of fee parking equipment (funds generated from fee parking could also contribute to finance on-going solutions such as shuttle buses)
- Construction of new parking spaces or car parks
- Management of temporary parking arrangements specifically for peak periods such as the use of Stribling Reserve employee parking.

Management of Existing Parking Facilities

Additional parking opportunities can also be realised through more effective and efficient management of existing parking facilities. Management options include:

- Rationalisation of existing time limit restrictions (includes review of days of operation, appropriateness of time limit, operating hours)
- Introduction of new time limit restrictions
- Regular enforcement of existing restrictions
- Fee parking.

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Apart from Mountjoy Parade, a high proportion of the existing parking is unrestricted (both on-street and in the foreshore areas). In areas where parking restrictions have been installed, many feature a 2-hour time limit.

In summary, in order to provide additional car parking opportunities the following parking management options should be considered:

- Modify the time limit on parking spaces along Mountjoy Parade to a combination of ¼ hour and 1 hour, operating on all days between the hours of 9 am and 8 pm. The shorter time limits are designed to support quick shopping trips and improve parking opportunities for both residents and day trippers passing through Lorne that are in need of a short break. The 1 hour limit can support a broader range of experiences, including longer 'sit down' lunch or evening meal stops, yet is still short enough to discourage a medium to long term parking
- Introduce fee parking on Mountjoy Parade, the foreshore areas and possibly sections of intersecting side streets. This process needs to be based on a mutually agreed co-ordinated strategy with the Lorne Foreshore Committee of Management which has recently resolved to introduce fee parking in its 'southern' car park. The fees in this car park have been set at \$1/hr and are capped at \$5/day. The Lorne Foreshore Committee has indicated a desire to progressively explore the introduction of additional fee parking areas as other off street parking areas are upgraded
- Introduce regular enforcement of time limit parking restrictions, particularly during the peak summer period, to ensure that parking facilities are being used for their intended purpose.

It should be noted that the introduction of fee parking provides the potential benefit of encouraging a greater number of local trips by non-motorised means and public transport. This is particularly relevant in the context of the shuttle bus service, especially if a user charge is levied. Minimum fee parking rates should ideally be set at a higher level than any bus charge.

Additional Long Term Parking Options

Satellite parking provides the opportunity to reduce parking demands in central Lorne, particularly medium to long term. This in turn can significantly increase short term parking opportunities and accommodate significantly more motorists per space per day, in key activity areas such as Mountjoy Parade. Many of the people that would benefit from greater access to parking will be tourists and visitors stopping in Lorne as part of the Great Ocean Road experience. Their increased presence can therefore benefit the local economy.

A satellite car park can also play a useful part in accommodating heavy parking demands at particularly busy periods such as New Years Eve, Pier to Pub day and Easter. It will also be important in the context of initiatives to introduce traffic restrictions on Mountjoy Parade during busy holiday periods.

Various satellite parking alternatives have been considered in recent times. These are shown in Figure 7 and include:

- Former tip site
- Old abattoir
- Disused quarry.

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Council is considering the quarry site but no details have been provided to the project team for assessment. Surf Coast Shire representatives have been negotiating with Department of Sustainability and Environment officers seeking transfer of the quarry site to Council. The Special Investigation Area assessment in Chapter 2 recommends that the quarry site should preferably be rehabilitated and incorporated into the Erskine River Forest Park, but could be investigated for limited car parking and community based facilities provided that it can be demonstrated that such a use does not result in detrimental environmental impacts.

Feedback received from some sectors of the community during the consultation undertaken in the preparation of this review also revealed an interest in exploring the establishment of parking under the foreshore areas. Such a solution is likely to present significant challenges given the environmental sensitivity of the foreshore area. It is considered that any underground car park structure could only be investigated in areas immediately adjacent to Mountjoy Parade to capitalise on level differences and allow pedestrians egressing the top of the underground structure easy access to Mountjoy Parade's commercial precinct.

In addition to the technical feasibility of establishing car parking at the various candidate sites, there are several functional criteria that also need to be considered:

- The satellite car parking facility needs to be located away from the central township, but preferably within walking distance of Lorne's facilities – the old Abattoir and former tip site fail to satisfy this criterion, whereas the quarry and foreshore areas would be suitable.
- Access preferably as direct as possible from the Great Ocean Road and on the 'Melbourne side' of Lorne. This is the most logical location given the far greater traffic volume travelling to Lorne from east of the town compared with the traffic to the west – the old Abattoir and former tip site fail to satisfy this criterion; the quarry site minimises traffic intrusion into the heart of Lorne.
- Use of the satellite car park to be targeted at day visitors, holidaymakers and 'out of town' staff.
- Security is an important element of the satellite car park – the central location of the foreshore area provides optimum security levels.
- Frequent and reliable shuttle bus services should connect the car park to Lorne's activity centre – the disused quarry site is best placed to capitalise on a shuttle bus service, whereas the foreshore option is "close enough" to not require shuttle buses.

Using the above criteria, the only sites potentially suitable for satellite parking would be the disused quarry or the main foreshore area between Otway Street and Bay Street. The provision of further parking on the foreshore area would need to be balanced with the overall objectives of the CAP in terms of seeking to optimise provision of public open space. The opportunities for satellite car parking need to be further examined in both areas.

An objective of satellite parking is to reduce traffic congestion in central Lorne by encouraging motorists not to travel through the township in search of parking. However, the implementation of a satellite parking scheme must be clearly planned in order not to discourage visitors from stopping in Lorne. Real-time dynamic information signs should be utilised on the approaches to Lorne to clearly explain to

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motorists the purpose of the satellite parking and the other parking options that remain available in the rest of Lorne. Ultimately motorists need to be well informed to confidently make parking choices on the preferred type and location that suits their needs.

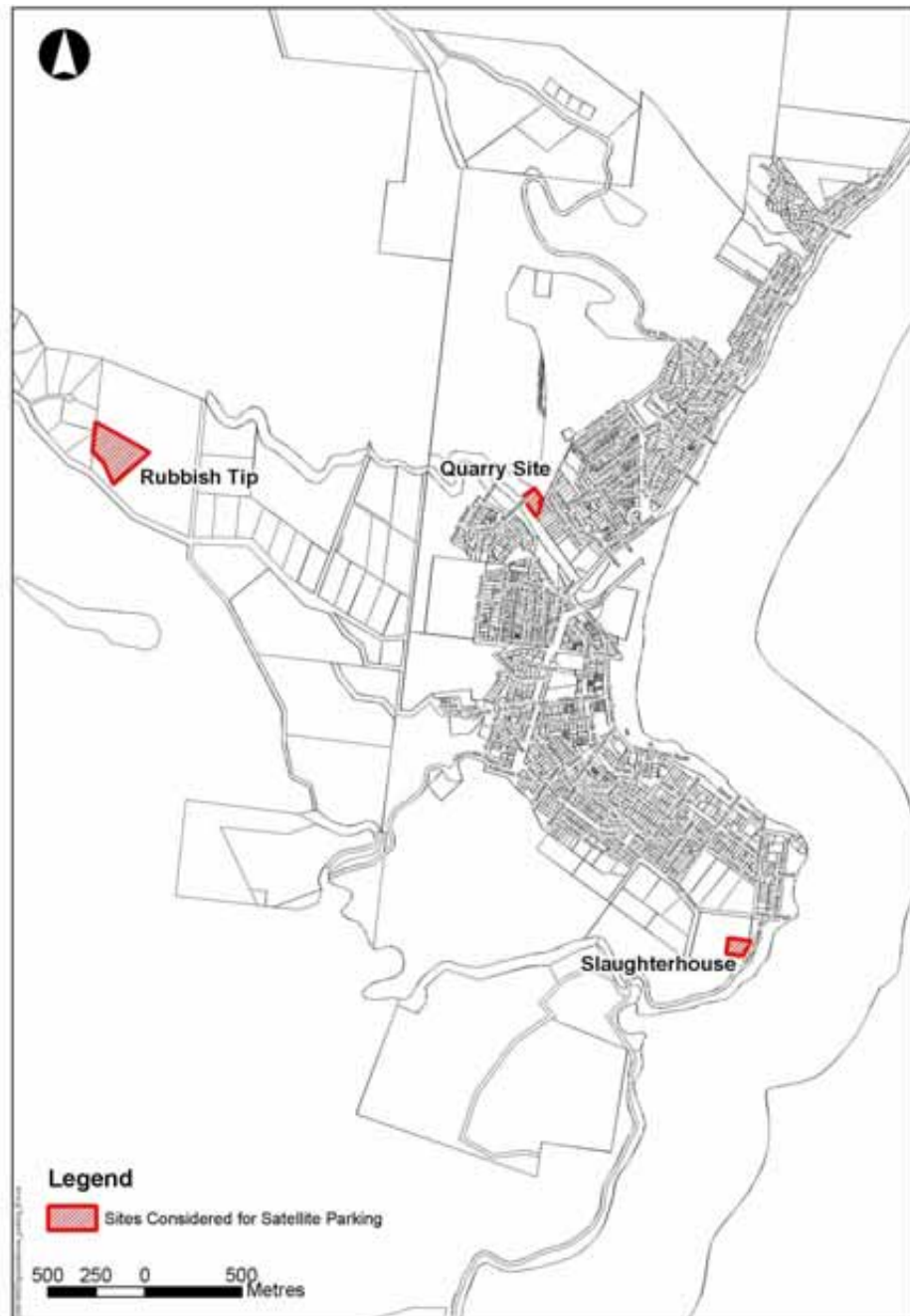
Seasonal Trends

Parking demand in Lorne peaks during the peak summer holiday period. There are also specific days and periods when parking demand reaches exceptionally high levels such as New Year's Eve, Pier to Pub and Easter. The provision of permanent parking facilities to fully satisfy parking demands at these times is likely to be costly, take up significant land space and would result in oversupply of parking for the majority of the year. The community may need to tolerate these brief yet severe peaks in the knowledge that it is not economically sound to satisfy the extreme peaks of parking demand.

In view of the above, the Parking Precinct Plan should not attempt to fully cater for extreme peak demand periods such as during the Pier to Pub Swim. Nonetheless, specific safety and traffic management measures still need to be put in place during these periods.

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Figure 7: Sites Considered for Satellite Parking



Proposed Parking Precinct Plan

Introduction

The Parking Precinct Plan (PPP) for the Lorne Township will aim to:

- Appropriately address the car parking demand created by the seasonal visitor and tourist trends
- Ensure that heritage, amenity and urban character are not detrimentally affected by provision of car parking
- Balance the parking needs of the community, residents and visitors with reference to both existing and new developments
- Specify the requirements for on and off street parking and allow for the possibility of satellite parking
- Specify a strategy for the operation of a Special Rate scheme.

Purpose of the Plan

The overall purpose of the plan is to facilitate ongoing development and change within Lorne's commercial precinct based on a framework that recognises the need for ease of access without increasing the supply of parking other than through development of satellite parking.

The specific objectives of the PPP are to:

- Promote safe pedestrian and bicycle access and further encourage use of public transport
- Ensure optimal use of car parking areas
- Promote satellite parking for non-local, long term and trader parking located underground along Lorne's foreshore.

Area to which Plan Applies

The area to which the PPP applies is shown in Figure 8. The PPP area covers the central part of Lorne township, including the retail and commercial areas along and in the vicinity of Mountjoy Parade and the abutting foreshore area.

Parking Outcomes to be Achieved

In developing a number of strategic principles this PPP provides the outcomes in relation to car parking for the next 15 to 20 years. These outcomes include:

- Reduction of the impact of cars on the local community and environment, in particular during the peak summer period
- Ensuring that newly constructed developments are self-sufficient in parking which involves contributions to a 'Special Rate' scheme which will be used to provide satellite parking.

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It is relevant to note that by introducing a 'Special Rate' scheme, the Surf Coast Shire accepts a reduction in the standard planning scheme requirement for parking spaces associated with various development types. Participation in the scheme, and its overall acceptance and success, is dependent on clear arrangements at the outset that demonstrate how funds will be utilised once collected.

The preferred policy to be taken forward into the statutory PPP is as follows:

Each non-residential property within the area affected by the PPP is required to contribute to a 'Special Rate' Scheme. Land within the area covered by the PPP will be subject to the amended Clause 52-06 outlined in this PPP. These rates reflect existing retail demands within Lorne and take into consideration all the decision guidelines outlined in Clause 52.06.

Assessment of Car Parking Demand and Supply

Car parking surveys undertaken during the 2002/03 summer period have revealed that much of the on-street and off-street parking in the heart of the Lorne township is heavily occupied during the middle of the day. This high occupancy pattern is evident despite reasonable turnover of parking spaces in accordance with sign-posted time limits. Within this framework, demand often outstrips supply during peak holiday periods particularly between 10.30 am and 2.30 pm.

Planning Scheme Amendment – Schedule to Clause 52.06-6

Proposed changes to Clause 52.06 of the Surf Coast Planning Scheme are shown below.

Name of Incorporated Parking Precinct Plan	Requirement		
Car Parking for Lorne	1. Car Parking Rates		
	Use	Car Space Measure	Rate
	Shop	Car spaces to each 100 m ² of leaseable floor area	0
		Car spaces for employees	2
	Restaurant	Seat available to the public	0
Car spaces for employees		2	

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Figure 8: Parking Precinct Plan



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RECOMMENDATIONS

Objective	
6.1	To promote and support the tourist role of the Great Ocean Road in a manner that balances the needs of visitors and residents and protects the environmental, scenic and amenity values of Lorne as a year round resort.
6.2	To encourage greater use of public transport.
6.3	To improve pedestrian and bicycle amenity in Lorne.
6.4	To provide car parking throughout the town in public and private developments that cater for the needs of residents and visitors throughout the year.

Implementation Measures	Priority	Responsibility
6.5 Amend the objectives of Clause 21.11-6 of the Surf Coast Planning Scheme to include the above objectives. Adopt Road Hierarchy, Walking Routes Hierarchy and Bicycle Routes Hierarchy shown in Figures 35, 36 and 37.	High	Surf Coast Shire
6.7 Continue to implement the Mountjoy Parade Streetscape Project.	Ongoing	Surf Coast Shire
6.8 Surf Coast Shire to formulate a MoU with VicRoads for a heads of agreement for planning and management of the road system.	Medium	Surf Coast Shire
6.9 Surf Coast Shire to collaborate with VicRoads and other adjoining municipalities to develop a comprehensive travel guidance and information system for the region.	Medium	Surf Coast Shire VicRoads
6.10 Introduce traffic calming measures in Mountjoy Parade during peak periods.	High	Surf Coast Shire VicRoads
6.11 Undertake a detailed bus patronage and vehicle utilisation survey to assess mode shift benefits associated with the Council operated shuttle bus service and determine a basis for service expansion options.	High	Surf Coast Shire
6.12 Prepare and implement a package of streetscape and signage improvements to support public transport usage and encourage walking.	High	Surf Coast Shire

CHAPTER 6 TRAFFIC AND CAR PARKING

Implementation Measures	Priority	Responsibility
6.13 Adopt a car parking precinct plan for the commercial and foreshore areas as detailed in Chapter 6 and amend the Lorne Planning Scheme (Clause 21.11-6) accordingly.	High	Surf Coast Shire Lorne Foreshore Committee
6.14 Formalise measures for implementation of the Special Rate Scheme, management of existing facilities and operation of satellite parking.	High	Surf Coast Shire Lorne Foreshore Committee
6.15 Examine the opportunities and feasibility of satellite parking on the foreshore and at the former quarry site to provide for long term parking requirements.	High	Surf Coast Shire DSE Lorne Foreshore Committee
Monitoring and Review		
6.16 Annually conduct traffic and parking surveys to monitor changes in traffic flow and parking demands, particularly peak holiday periods, to help determine priority for future car parking provision.		
6.17 Annually monitor public transport patronage and review service provision options.		

CHAPTER 2

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ACRONYMS

ABS	Australian Bureau of Statistics
CAP	Lorne Coastal Action Plan
DDO	Design and Development Overlay
DOI	Department of Infrastructure
DSE	Department of Sustainability and Environment
m ²	Square metres
MoU	Memorandum of Understanding
MSS	Municipal Strategic Statement
PPP	Parking Precinct Plan
SLO	Significant Landscape Overlay
VCAT	Victorian Civil and Administrative Tribunal

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