



Agenda Report for Decision

Meeting Date: 13 December 2023

Item Name	Advice to the Minister for Planning – Proposal to Initiate the General Wattle Range Code Amendment
Presenters	Nadia Gencarelli
Purpose of Report	Decision
Item Number	4.2
Strategic Plan Reference	4. Discharging Statutory Obligations
Work Plan Reference	4.2 Advise the Minister on Code Amendments
Confidentiality	Not Confidential (Release Delayed). To be released following final decision by the Minister for Planning. Anticipated by December 2023
Conflicts Declared	
Related Decisions	N/A

Recommendation

It is recommended that the State Planning Commission (the Commission) resolves to:

1. Approve the designation of this item as Not Confidential (Release Delayed), with the meeting papers for the item to be released following final decision by the Minister for Planning (the Minister) on initiation of the Code Amendment.
2. Advise the Minister that it:
 - 2.1 Recommends approval to initiate the General Wattle Range Code Amendment under section 73(2)(b)(iv) of the *Planning, Development and Infrastructure Act 2016* (the Act), subject to the following conditions applied under section 73(5)(b) of the Act:
 - a) The scope of the proposed Code Amendment does not include the creation of new planning rules, and is limited to the spatial application of zones, subzones, overlays or technical and numerical variations provided for under the published Planning and Design Code (the Code) (on the date the Amendment is released for engagement).
 - b) In respect to proposed consideration of bushfire hazard risk levels for sites 7 and 8 at Beachport, that Council awaits the outcome of the *Statewide Bushfire Hazards Overlay Code Amendment*, which will apply an updated methodology for assessing bushfire risk levels across the State.

- c) That the proposed correction to zone and allotment boundary anomalies and misalignments at Penola (Site 6) in respect to the Penola Northern Bypass, be investigated as part of the Code Amendment rather than via a Section 75 amendment under the *Planning, Development and Infrastructure Act 2016* given the anticipated timing and focus of the regional planning work and *Limestone Coast Region Plan* update.
 - d) The Designated Entity must seek approval from the State Planning Commission prior to the commencement of community engagement on the draft Code Amendment.
 - e) The Code Amendment is prepared by a person with qualifications and experience that is equivalent to an Accredited Professional—Planning Level 1 under the Act.
- 2.2 Recommends that the Wattle Range Council be the Designated Entity responsible for undertaking the Code Amendment.
3. Specify that the Designated Entity consults with the following nominated individuals and entities, under section 73(6)(e) of the Act:
- Department for Infrastructure and Transport
 - Department for Environment and Water
 - Department for Education
 - Department for Health and Wellbeing
 - Department of Primary Industries and Regions
 - Affordable Housing Unit of the SA Housing Authority
 - Coast Protection Board
 - Environment Protection Authority
 - South Australian Tourism Commission
 - South Australian Country Fire Service
 - Utility providers including SA Power Networks, ElectraNet, APA Group, SA Water, SEAGas, Epic Energy, NBN, and other telecommunications providers
 - State Members of Parliament for the electorates in which the proposed Code Amendment applies.
4. Specify the following further investigations or information requirements under section 73(6)(f) of the Act in addition to those outlined in the Proposal to Initiate:
- The proposed reduction of the minimum site area Technical and Numeric Variation (TNV) for the Rural Living Zone at Glencoe (Site 10) from 10 hectares to 2 hectares could result in a significant increase of rural living allotments over time across a large geographical area (of almost 1,100 hectares) and is not considered appropriate unless infrastructure issues can be appropriately identified and resolved. In this context:
 - Undertake detailed land supply investigations to demonstrate demand.
 - Undertake detailed infrastructure investigations (including but not limited to roads, potable water, wastewater and community services) to identify existing capacity and any upgrades / augmentation requirements to service future development.
 - Investigate a reduction in the size of the affected area and identification of a more appropriate minimum site area in the context of regional supply/demand, serviceability etc. Undertake infrastructure and servicing investigations for Glencoe (Site 10).

- Undertake a land supply and demand analysis in respect to the railway precinct land at Millicent (Site 1) to confirm if there is a demonstrated demand for additional residential development in this location, particularly given existing zoned neighbourhood land does not currently have any active plan of division.
 - Undertake a high-level desktop review to identify any site contamination risk for all sites in the affected area where proposed rezoning will facilitate development of more sensitive land uses based on potential past land uses and activities, to confirm that the land is suitable for rezoning to support sensitive land uses. This includes strategic employment land at Muggleton/Beachport (Site 9), and potentially employment land along Church Street at Penola (Site 5) particularly if use of the Neighbourhood Zone is ultimately proposed for this site based on investigations.
 - Conduct a search of the Register of Aboriginal Sites and Objects (Taa wika) to identify any further relevant Aboriginal heritage considerations, including any identified cultural sites and objects within or in proximity to each of the affected sites and locations.
5. Recommend that the Minister approve the initiation of the Code Amendment by signing the Proposal to Initiate (**Attachment 1**) and approval letter with conditions (**Attachment 2**).
 6. Approve and authorise the Chair of the Commission to sign the advice to the Minister as provided in **Attachment 3**.
 7. Authorise the Chair to finalise any minor amendments to the advice and attachments as required.

Background

Section 73(2)(b)(iv) of the Act provides that a proposal to amend the Code may be initiated by a council with the approval of the Minister, acting on the advice of the Commission, in relation to the following matters:

- Strategic assessment against the State Planning Policies and the *Limestone Coast Region Plan, August 2011* (the Regional Plan).
- Any person or body that must be consulted by the Designated Entity, pursuant to section 73(6)(e) of the Act.
- Any investigations to be carried out or information to be obtained by the Designated Entity, in accordance with section 73(6)(f) of the Act.

The purpose of this report is therefore to provide the Commission with advice to be provided to the Minister in relation to the Proposal to Initiate submitted by the Wattle Range Council (**Attachment 1**).

Discussion

Scope of the Amendment

The Proposal seeks to rezone or amend policies applying to 10 areas in the townships of Millicent, Penola, Beachport and Glencoe within the Wattle Range Council area, to facilitate a wider range and mix of housing, accommodation and employment uses and create new development opportunities on strategic sites located close to township centres. The Proposal will also correct zone and allotment boundary anomalies and misalignments (in proximity to the Penola Northern By-pass) while protecting productive agricultural land in the region.

The Proposal also seeks to provide for increased rural living opportunities (primarily via amended minimum site area TNVs in existing Rural Living Zones) close to existing towns to provide additional housing supply.

The proposals have been identified as priorities in the Council's *25 Year Strategic Land Use Plan (Appendix A)*, which the Council considers provides an effective and meaningful framework to facilitate sustainable development and growth while also protecting valuable agricultural land and areas of environmental significance.

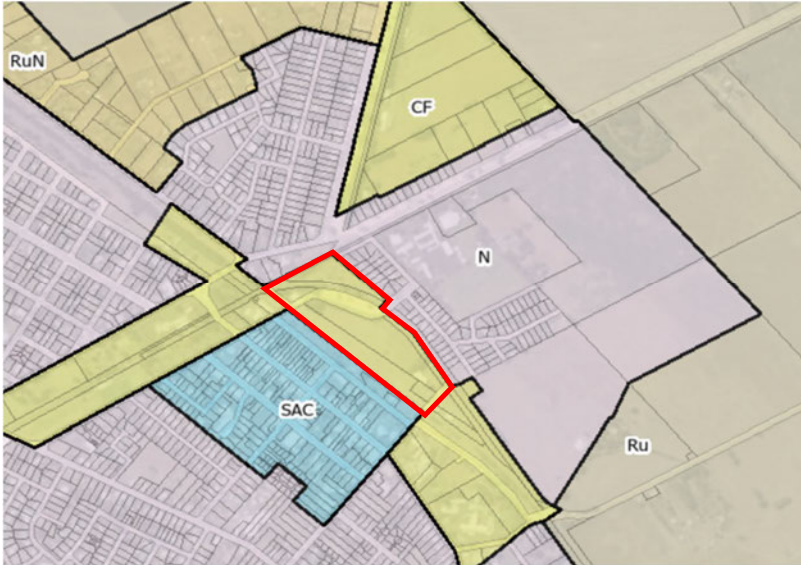
The Proposal specifically intends to:

- rezone former railway land in Millicent (Site 1) from the Community Facilities Zone to the Neighbourhood Zone. A portion of the land may also be rezoned to an activity centre-type zone subject to investigations.
- rezone land on the Southern Ports Highway in Millicent (Site 2) from Strategic Employment Zone to the Business Neighbourhood Zone.
- rezone land on Mount Gambier Road (Site 3) on the south-eastern entry to Millicent from the Employment Zone to the Township Zone, or a neighbourhood-type zone.
- rezone rural land on Mount Gambier Road (Site 4) on the south-eastern entry to Millicent from the Rural Zone to the Neighbourhood Zone with a new minimum site area TNV that reflects the existing pattern of development (between 800 and 900 square metres).
- rezone land in the Penola town centre (Site 5) from the Employment Zone to the Township Zone, Township Activity Centre Zone or the Neighbourhood Zone.
- Rezone land within the alignment of the new Penola Northern Bypass (Site 6) from the Rural Zone to the Strategic Employment Zone to correct zone and allotment boundary anomalies and misalignments and remove existing TNVs applying to rural land.
- amend maximum building height TNVs applying in the Township Activity Centre Zone and Neighbourhood Zone in the Beachport town centre (Site 7) to allow increased building heights of up to 3 storeys to maximise views.
- rezone the Beachport golf course land (Site 8) from the Community Facilities Zone to the Golf Course Estate Zone and apply new minimum site area and frontage TNVs.
- amend the minimum site area TNV applying to the Rural Living Zone in the area known as Muggleton (Site 9) on the eastern edge of Beachport from 1 hectare to 5,000m², and rezone a single allotment located in the adjacent Strategic Employment Zone to the Rural Living Zone to address an anomaly.
- rezone a portion of the existing Rural Living Zone along Kirip and Lake Edwards Roads at Glencoe and Glencoe West (Site 10) to the Township Zone or the Rural Settlement Zone and amend the minimum site area TNV in the remainder of the Rural Living Zone from 10 hectares to 2 hectares. Consideration will also be given to removing application of the Limited Land Division Overlay to the township.

Subject to further investigations, it is also proposed to apply the Affordable Housing Overlay to sites or areas where additional residential development may be contemplated in Millicent and Penola to facilitate affordable housing. A Concept Plan will also be investigated for the Beachport Golf Course to guide future infrastructure delivery.

The affected areas (1-10) and current zoning are shown in the figures below.

Site 1 – Millicent Railway Precinct



Planning and Design Code Zoning

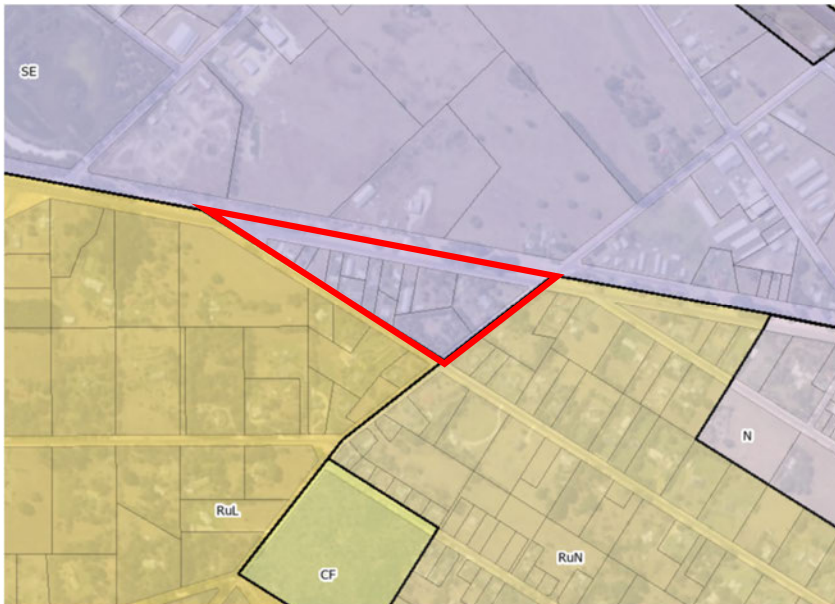
The affected area is located within the Community Facilities Zone.

The following Overlays apply to the land:

- Hazards (Bushfire – Urban Interface)
- Hazards (Flooding – Evidence Required)
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area
- Water Resources

Land surrounding the affected area is within the Neighbourhood Zone, Suburban Activity Centre Zone, and Community Facilities Zone.

Site 2 – Southern Ports Highway, Millicent



Planning and Design Code Zoning

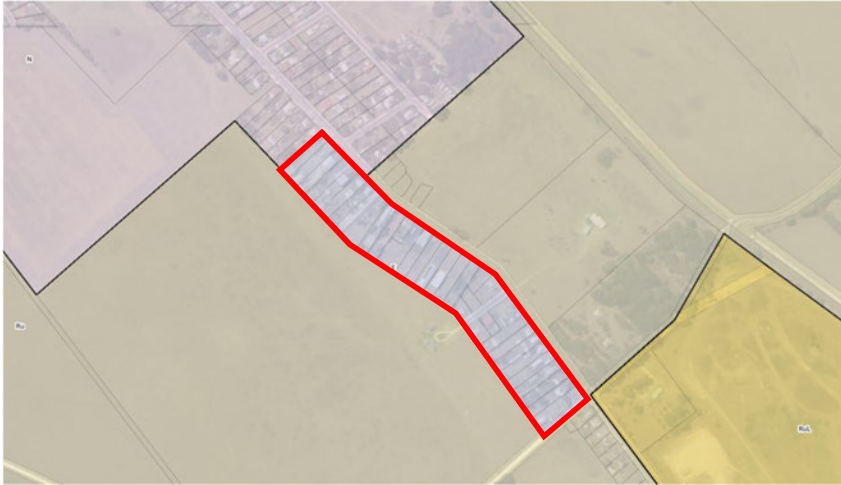
The affected area is located within the Strategic Employment Zone.

The following Overlays apply to the land:

- Hazards (Bushfire – Urban Interface)
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area

Land surrounding the affected area is within the Strategic Employment Zone, Rural Neighbourhood Zone, and Rural Living Zone.

Site 3 – Employment Zone, Mount Gambier Road, Millicent



Planning and Design Code Zoning

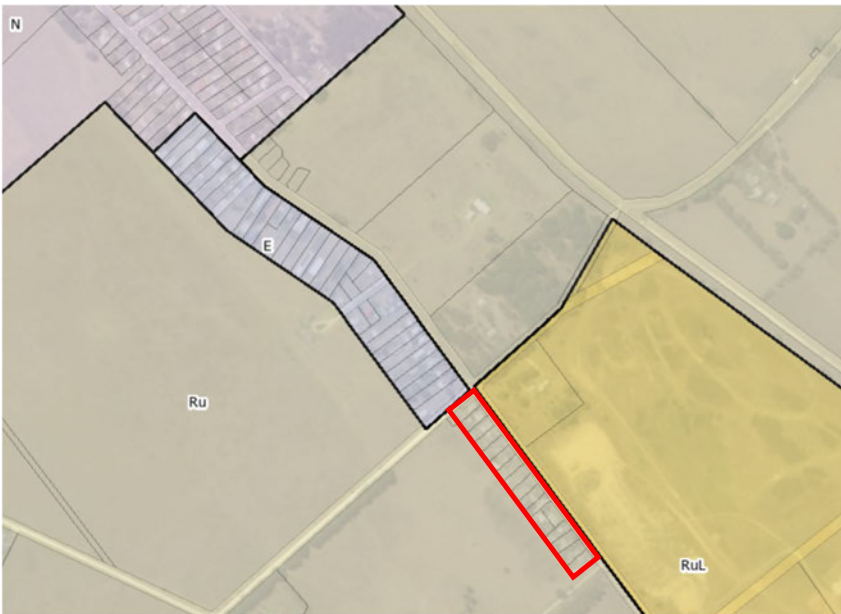
The affected area is located within the Employment Zone.

The following Overlays apply to the land:

- Hazards (Bushfire – Medium Risk)
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area

Land surrounding the affected area is within the Rural Zone, Neighbourhood Zone, and Rural Living Zone.

Site 4 – Mount Gambier Road, Millicent



Planning and Design Code Zoning

The affected area is located within the Rural Zone.

The following Overlays apply to the land:

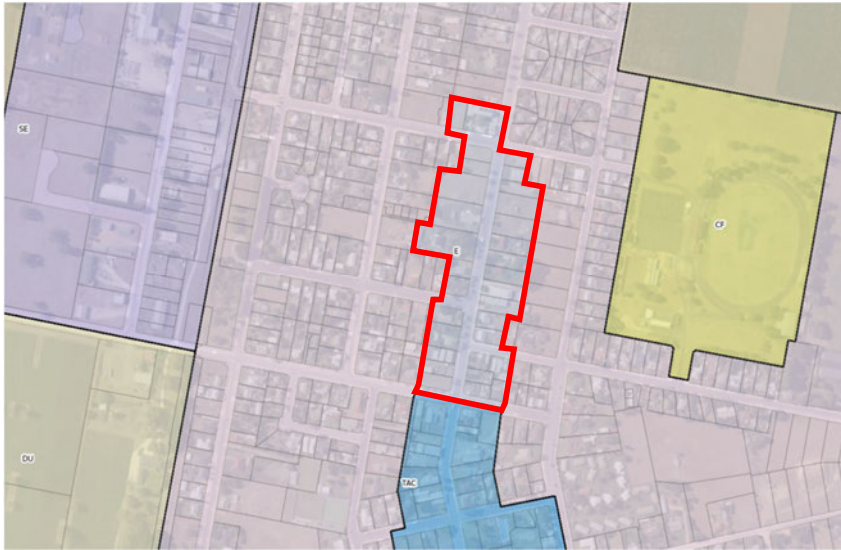
- Hazards (Bushfire – Medium Risk)
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area

The following Technical and Numerical Variations (TNV) apply to the land:

- Minimum Site Area – 30ha

Land surrounding the affected area is within the Rural Zone, Neighbourhood Zone, Employment Zone, and Rural Living Zone.

Site 5 – Penola Employment Zone



Planning and Design Code Zoning

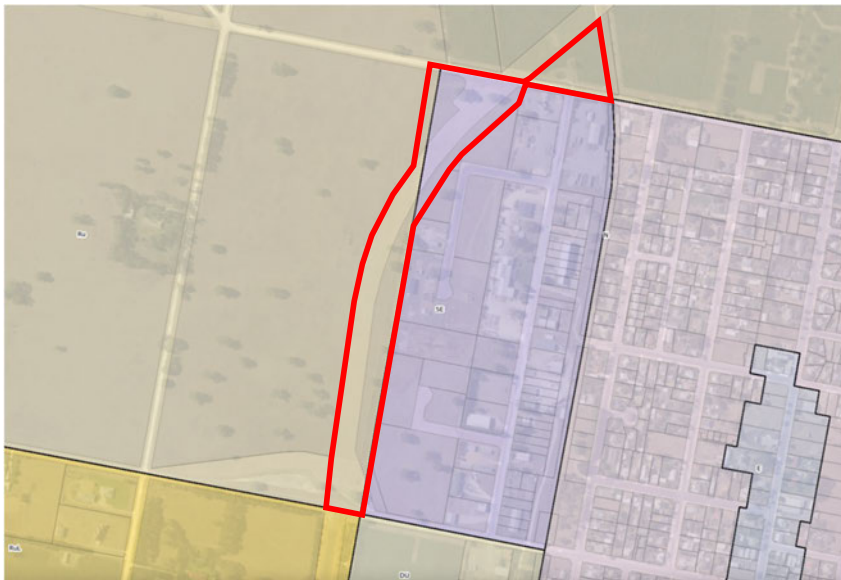
The affected area is located within the Employment Zone.

The following Overlays apply to the land:

- Hazards (Bushfire – Urban Interface)
- Heritage Adjacency
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area

Land surrounding the affected area is within the Neighbourhood Zone and Township Activity Centre Zone.

Site 6 – Penola Zone Boundary Adjustments



Planning and Design Code Zoning

The affected area is located within the Rural Zone and Strategic Employment Zone.

The following Overlays apply to the land:

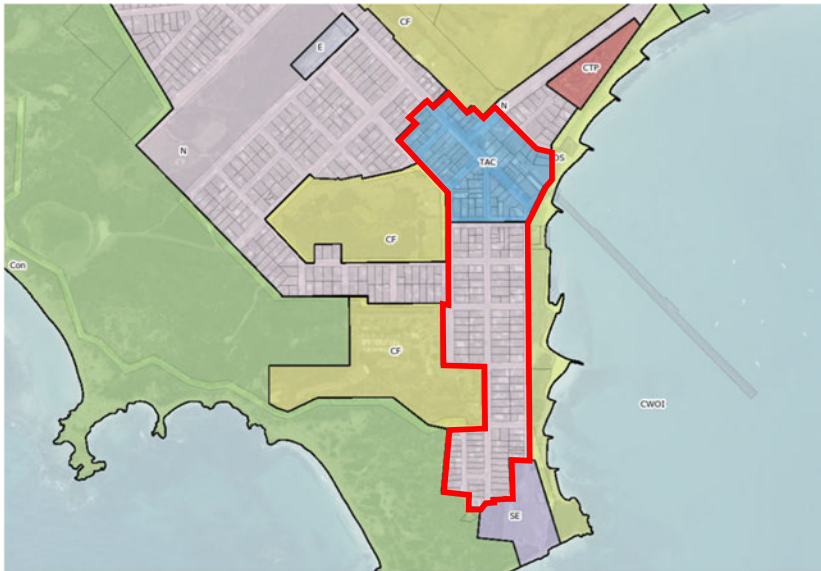
- Hazards (Bushfire – General)
- Hazards (Bushfire – Urban Interface)
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area

The following Technical and Numerical Variations (TNV) apply to land in the Rural Zone:

- Minimum Site Area - 40ha
- Minimum Dwelling Allotment Size – 30ha

Land surrounding the affected area is within the Rural Zone, Neighbourhood Zone, Deferred Urban Zone, and Rural Living Zone.

Site 7 – Beachport Town Centre



Planning and Design Code Zoning

The affected area is located within the Township Activity Centre Zone and Neighbourhood Zone.

The following Overlays apply to the land:

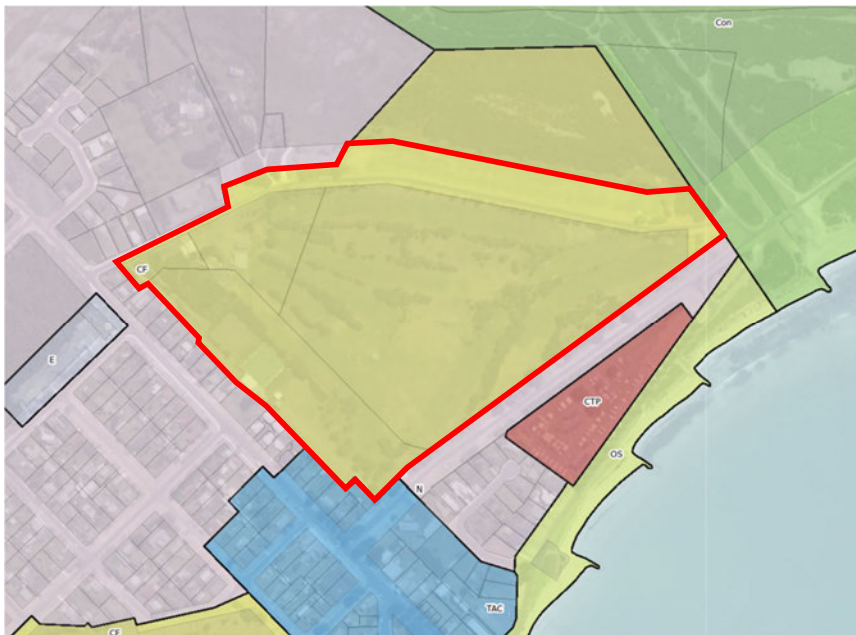
- Hazards (Bushfire – High Risk)
- Heritage Adjacency
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area

The following Technical and Numerical Variations (TNV) apply to land in the Neighbourhood Zone:

- Maximum Building Height (Metres) – 8m
- Minimum Frontage:
 - Detached dwelling – 15m
 - Semi-detached dwelling – 10m
 - Row dwelling – 10m
 - Group dwelling – 20m
 - Residential flat building – 10m
- Minimum Site Area:
 - Detached dwelling – 400m²
 - Semi-detached dwelling – 300m²
 - Row dwelling – 200m²
 - Group dwelling – 300m²
 - Residential flat building – 300m²

Land surrounding the affected area is within the Neighbourhood Zone, Community Facilities Zone, Strategic Employment Zone, and Open Space Zone.

Site 8 – Beachport Community Facilities Zone



Planning and Design Code Zoning

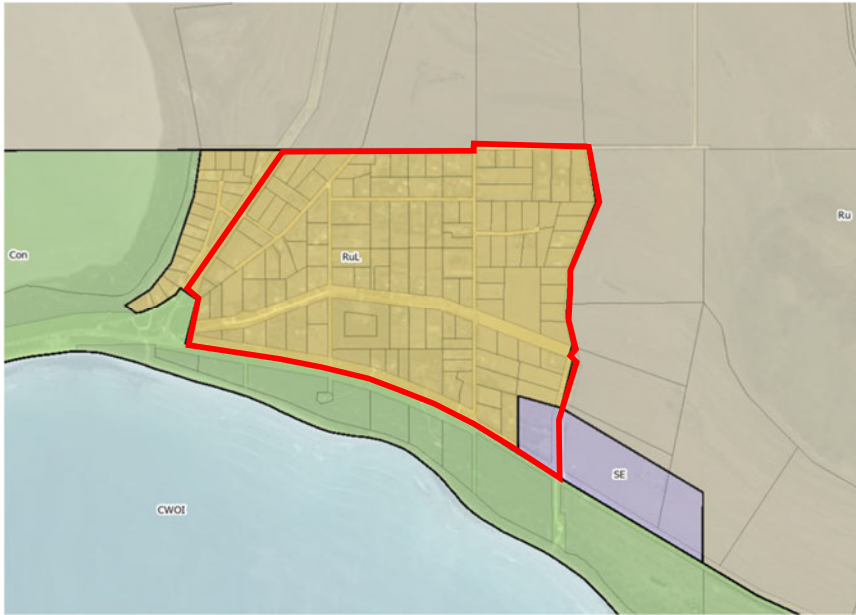
The affected area is located within the Community Facilities Zone.

The following Overlays apply to the land:

- Hazards (Bushfire – High Risk)
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area
- Water Resources

Land surrounding the affected area is within the Neighbourhood Zone, Conservation Zone, and Township Activity Centre Zone.

Site 9 – Beachport Rural Living



Planning and Design Code Zoning

The affected area is located within the Rural Living Zone and Strategic Employment Zone.

The following Overlays apply to the land:

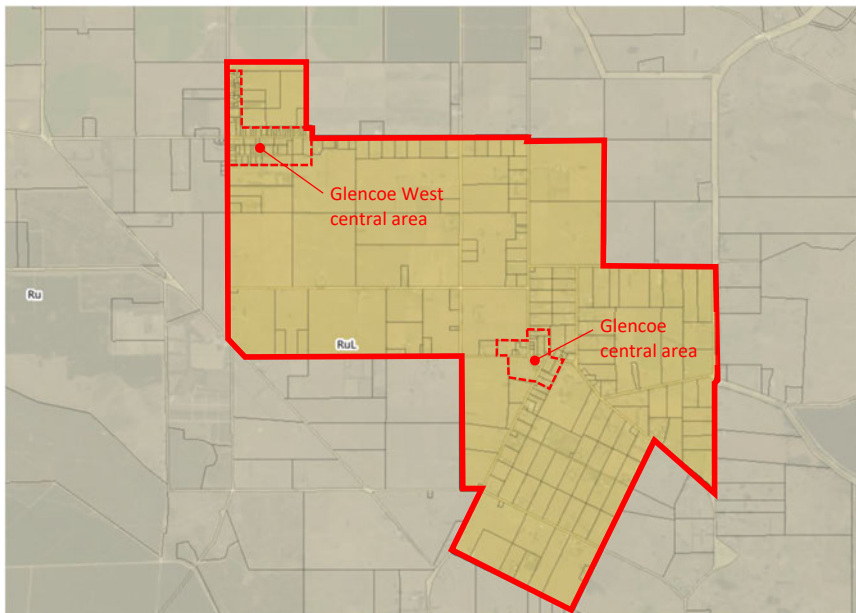
- Hazards (Bushfire – Medium Risk)
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area
- Water Resources

The following Technical and Numerical Variations (TNV) apply to land in the Rural Living Zone:

- Minimum Site Area – 1ha

Land surrounding the affected area is within the Strategic Employment Zone, Rural Living Zone, Rural Zone, and Conservation Zone.

Site 10 – Glencoe



Planning and Design Code Zoning

The affected area is located within the Rural Living Zone.

The following Overlays apply to the land:

- Hazards (Bushfire – General)
- Hazards (Flooding – Evidence Required)
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area
- Water Resources

The following Technical and Numerical Variations (TNV) apply to the land:

- Minimum Site Area – 10ha

Land surrounding the affected area is within the Rural Zone.

Advice to the Minister

The attached advice to the Minister (**Attachment 3**) sets out the statutory and procedural elements that must be considered as part of the initiation of a Code Amendment.

The advice recommends that the Minister approve the initiation of the Code Amendment for the following reasons and subject to conditions (as set out below).

Strategic considerations

The affected area is contained within the *Limestone Coast Region Plan, August 2011* (the Regional Plan).

Despite limited growth projected across the Wattle Range Council area between 2016 to 2036 (projected at 0.6%), the Regional Plan identifies that the region is well placed to accommodate population growth given its strong economy and well serviced regional townships including Millicent and Penola. It is also located between two key regional centres in Robe (to the north) and Mt Gambier (to the south), which are projected to accommodate higher rates of growth over the same period.

The Proposal seeks to support the growth of existing regional centres and townships across Council area based on priorities identified in the Council's *25 Year Strategic Land Use Plan (Appendix A)*, ensuring a sufficient rolling supply of zoned land within these townships to accommodate housing and employment growth without resulting in the fragmentation of existing, valuable primary production land or impacts on areas of landscape character, mining, or food production significance. The proposed zone selection will also facilitate a diversity in housing based on the demographic, social and cultural needs of the community.

The Regional Plan also seeks to reinforce the region as a preferred tourism destination and the residential components of this Proposal would serve a dual purpose by offering development which could be utilised as short-term tourist accommodation, including at Beachport.

The majority of proposed changes are considered logical and represent an orderly sequence of land development. However, additional investigations are recommended into:

- land supply / demand
- appropriate minimum site area TNVs applying across specific rural living zones in the context of regional planning work currently underway
- servicing and infrastructure requirements.

Further strategic considerations and discussion are provided in **Attachment 3**.

Procedural considerations

The Proposal meets all procedural requirements, as detailed in the attached advice to the Minister (**Attachment 3**).

Conditions proposed and items specified

Several conditions have been recommended to be specified by the Minister, pursuant to sections 73(5)(b) of the Act. In addition, it has been recommended that the Commission specify persons or bodies to be consulted with by the Designated Entity under section 73(6)(e) of the Act, as outlined in the advice to the Minister (**Attachment 3**).

Attachments:

1. Proposal to Initiate the General Wattle Range Code Amendment (#20814928)
2. Suggested letter to Wattle Range Council (#20802716)
3. Draft advice to the Minister (#20802791)

Appendices:

- A. Wattle Range Council's *25 Year Strategic Land Use Plan* (#20868629)

Prepared by: Nadia Gencarelli

Endorsed by: Brett Steiner

Date: 1 December 2023

PROPOSAL TO INITIATE AN AMENDMENT TO THE PLANNING AND DESIGN CODE GENERAL WATTLE RANGE CODE AMENDMENT

BY THE WATTLE RANGE COUNCIL

DocuSigned by:

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Benjamin James Gower,
Chief Executive Officer
Wattle Range Council

Date: 30/10/2023

This proposal to initiate document together with conditions specified by the Minister forms the basis for the preparation of a proposed amendment to the Planning and Design Code for the purpose of section 73(2)(b) of the *Planning, Development and Infrastructure Act 2016*. By signing this Proposal to Initiate, the Proponent acknowledges and agrees that this Proposal to Initiate, and any supporting documents may be published on the PlanSA Portal by the Department for Trade and Investment.

MINISTER FOR PLANNING

DATE:

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Proprietary Information Statement

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Document Control

Revision	Description	Author	Date
V1	Draft	BM	29.05.2023
V2	Review	KGH	31.05.2023
V3	Final	KGH	28.06.2023
V4	Update following CAT Feedback	KGH	15.09.2023
V5	Update following Council Decision to reduce scope of Code Amendment	KGH	19.10.2023

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APPENDICES

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<i>APPENDIX 3. TIMETABLE FOR CODE AMENDMENT BY PROPONENT</i>	

1. INTRODUCTION

The Wattle Range Council (the 'Proponent') is proposing to initiate an amendment to the Planning and Design Code (the Code Amendment) as it relates to land located in Millicent, Beachport, Penola and Glencoe (the Affected Area) on Boandik and Pinechunga Country.

The purpose of this Proposal to initiate is to seek approval of the Minister for Planning (the Minister) to initiate the Code Amendment under section 73(2)(b) of the *Planning, Development and Infrastructure Act 2016* (the Act).

This Proposal to Initiate details the scope, relevant strategic and policy considerations, nature of investigations to be carried out and information to be collected for the Code Amendment. It also details the timeframes to be followed in undertaking the Code Amendment, should this Proposal to Initiate be approved by the Minister.

The Proponent acknowledges that the Minister may specify conditions on approving this Proposal to Initiate, under section 73(5) of the Act. In the event of inconsistency between this Proposal to Initiate and any conditions specified by the Minister, the conditions will apply.

1.1 Designated Entity for Undertaking the Code Amendment

In accordance with section 73(4)(a) of the Act, the Proponent will be the Designated Entity responsible for undertaking the Code Amendment process. As a result:

- 1.1.1. The Proponent acknowledges that it will be responsible for undertaking the Code Amendment in accordance with the requirements under the Act; and
- 1.1.2. The Proponent declares that it has not and does not intend to enter into an agreement with a third party for the recovery of costs incurred in relation to the Code Amendment under section 73(9) of the Act. If the Proponent does enter into such an agreement, the Proponent will notify the Department prior to finalising the Engagement Report under section 73(7) of the Act.
- 1.1.3. The Proponent's contact person responsible for managing the Code Amendment and receiving all official documents relating to this Code Amendment is:
 - (a) Name – Kayla Gaskin-Harvey (Associate Director – Future Urban)
 - (b) Email - kayla@futureurban.com.au
 - (c) Phone – (08) 8221 5511
- 1.1.4. The Proponent intends to undertake the Code Amendment by engaging Future Urban Pty Ltd to provide the professional services required to undertake the Code Amendment. Michael Osborn (Director) will oversee the Code Amendment and has a planning qualification (Graduate Diploma in Urban and Regional Planning – 1992) and significant experience (25 years) in the areas of planning policy preparation and land use investigations.

In addition, Michael has experience in engagement and the preparation of engagement plans and will ensure engagement accords with the Community Engagement Charter. Michael has prepared numerous engagement plans and undertaken engagement activities for both private developers and state government agencies over the last 16 years. Michael will be assisted by others within the Future Urban team who have IAP2 accreditation.

The Proponent acknowledges that the Minister may, under section 73(4)(b) of the Act, determine that the Chief Executive of the Department will be the Designated Entity responsible for undertaking the Code Amendment. In this case, the Proponent acknowledges and agrees that they will be required to pay the reasonable costs of the Chief Executive in undertaking the Code Amendment.

1.2 Rationale for the Code Amendment

The Wattle Range Council has a fairly stable population which saw a small growth of 2% (211 people) between the 2016 and 2021 census periods. The median house price in the council area is \$300,000, which has increased 20% in the past 12 months¹.

The Council's largest township and key service centre is Millicent, with a population of 4,760 people, which is approximately 40% of the Council's total population. The population increase between the 2016 and 2021 census periods rose by just 1%, however, the median house price has risen by 33% in the last 12 months.

Penola and Beachport are the Council's second and third largest towns, with populations of 1,376 and 745 respectively. Penola's population grew by 5% between 2016 and 2021 and Beachport saw more significant growth, with a 14% increase in population. Median house prices have grown significantly in both townships (23% Penola, 42% Beachport) and Beachport's median house price is now \$540,000¹; which is reflective of its status of a holiday home/short term rental tourist town.

In August 2022, the Wattle Range Council endorsed a Strategic Land Use Plan that is intended to provide a 25-year vision for land use planning across the council area. The plan provides an effective and meaningful framework to ensure Council can proactively facilitate sustainable development and growth for the next 25 years while also protecting valuable agricultural land and areas of environmental significance to achieve sustainable outcomes. The plan also considers infrastructure, servicing, community facilities, transport and all other factors which go into making liveable and thriving communities.

The 25 Year Strategic Land Use Plan included an Action Plan outlining the next steps forward, including opportunities for advocacy, potential future projects and possible code amendments. The actions have been prioritised into immediate and medium-term priorities. The plan will be used to initiate future amendments to the Planning and Design Code.

The Council has identified 10 immediate priority areas to be rezoned, as such these priorities are identified in the General Wattle Range Code Amendment.

The intent of the Code Amendment is to:

- Create new development opportunities on strategic sites located close to the township centres;
- Rezone land to recognise and support the existing use of land in areas where the zone does not reflect the prevailing form of development;
- Intensify residential development in existing residential and rural living areas within Beachport to provide additional housing supply; and
- Protect productive agricultural land from incursion from non-agricultural land uses by maintaining strong land use and development controls in those areas.

¹ Corelogic January 2023 data

2. SCOPE OF CODE AMENDMENT

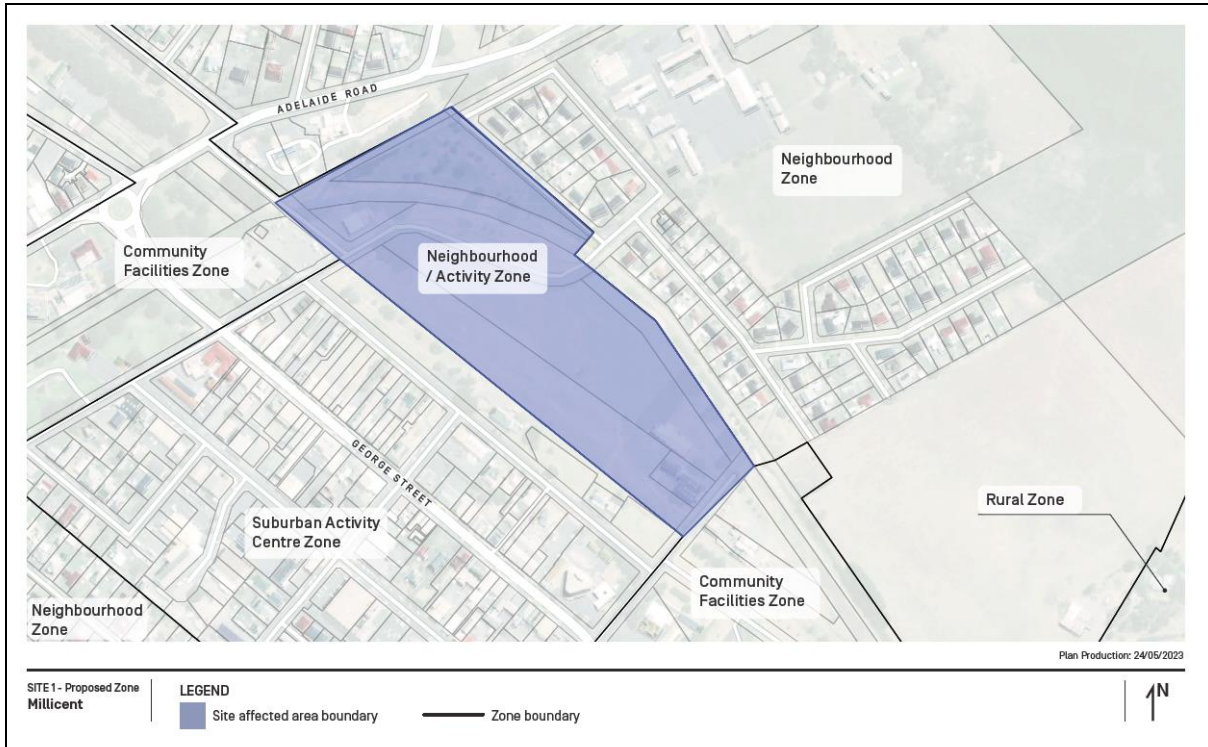
2.1 Affected Area

The proposal seeks to amend the Code for the Affected Areas, being the land in the townships of Millicent, Beachport, Penola and Glencoe within the Wattle Range Council, as shown in the maps in **Appendix 1**.

2.2 Scope of Proposed Amendment

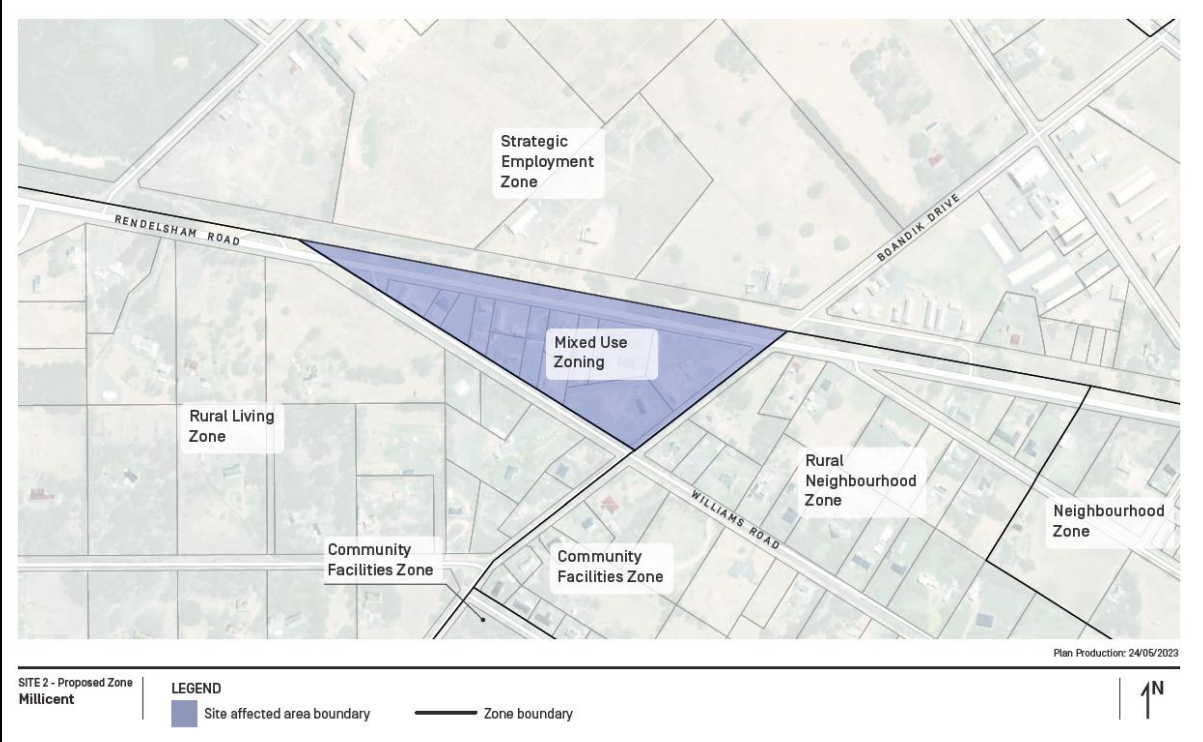
Site 1 – Millicent Railway Precinct

<p>Current Policy</p>	<p>Community Facilities Zone</p> <p>Overlays:</p> <ul style="list-style-type: none"> • Hazards (Bushfire - Urban Interface) • Hazards (Flooding - Evidence Required) • Native Vegetation • Prescribed Wells Area • Water Protection Area • Water Resources
<p>Amendment Outline</p>	<p>The overall intent of the amendment is to facilitate low density and low scale residential development outcomes and possibly some commercial/retail uses.</p> <p>This will necessitate the Affected Area to be rezoned from the Community Facilities Zone to the Neighbourhood Zone. Subject to investigations, a portion of the land may be rezoned to an Activity Centre type zone.</p>
<p>Intended Policy</p>	<ul style="list-style-type: none"> • Rezone to Neighbourhood Zone, with consideration to an Activity Centre-type zone. • TNVs in regard to the adjacent Neighbourhood Zone will be reviewed with the intention to remain consistent with TNVs in adjacent areas. • Relevant additional Overlays, such as the Affordable Housing Overlay, will be considered for insertion.



Site 2 – Southern Ports Highway, Millicent

<p>Current Policy</p>	<p>Strategic Employment Zone</p> <p>Overlays:</p> <ul style="list-style-type: none"> • Hazards (Bushfire - Urban Interface) • Hazards (Flooding - Evidence Required) • Key Outback and Rural Routes • Native Vegetation • Prescribed Wells Area • Water Protection Area
<p>Amendment Outline</p>	<p>The overall intent of the amendment is to rezone the land to a zone which is more reflective of its mixed-use nature, such as the Business Neighbourhood Zone.</p>
<p>Intended Policy</p>	<ul style="list-style-type: none"> • Rezone to Business Neighbourhood Zone (or similar, subject to investigations).



Site 3 – Employment Zone, Mount Gambier Road, Millicent

<p>Current Policy</p>	<p>Employment Zone</p> <p>Overlays:</p> <ul style="list-style-type: none"> • Hazards (Bushfire – Medium Risk) • Hazards (Flooding - Evidence Required) • Key Outback and Rural Routes • Native Vegetation • Prescribed Wells Area • Water Protection Area
<p>Amendment Outline</p>	<p>The overall intent of the amendment is to rezone the land to a zone which is more reflective of its mixed-use nature, such as the Township Zone.</p>
<p>Intended Policy</p>	<ul style="list-style-type: none"> • Rezone to Township Zone, or Neighbourhood-type, subject to investigations). • Relevant additional Overlays, such as the Affordable Housing Overlay, will be considered for insertion.



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SITE 3 - Proposed Zone
Millicent

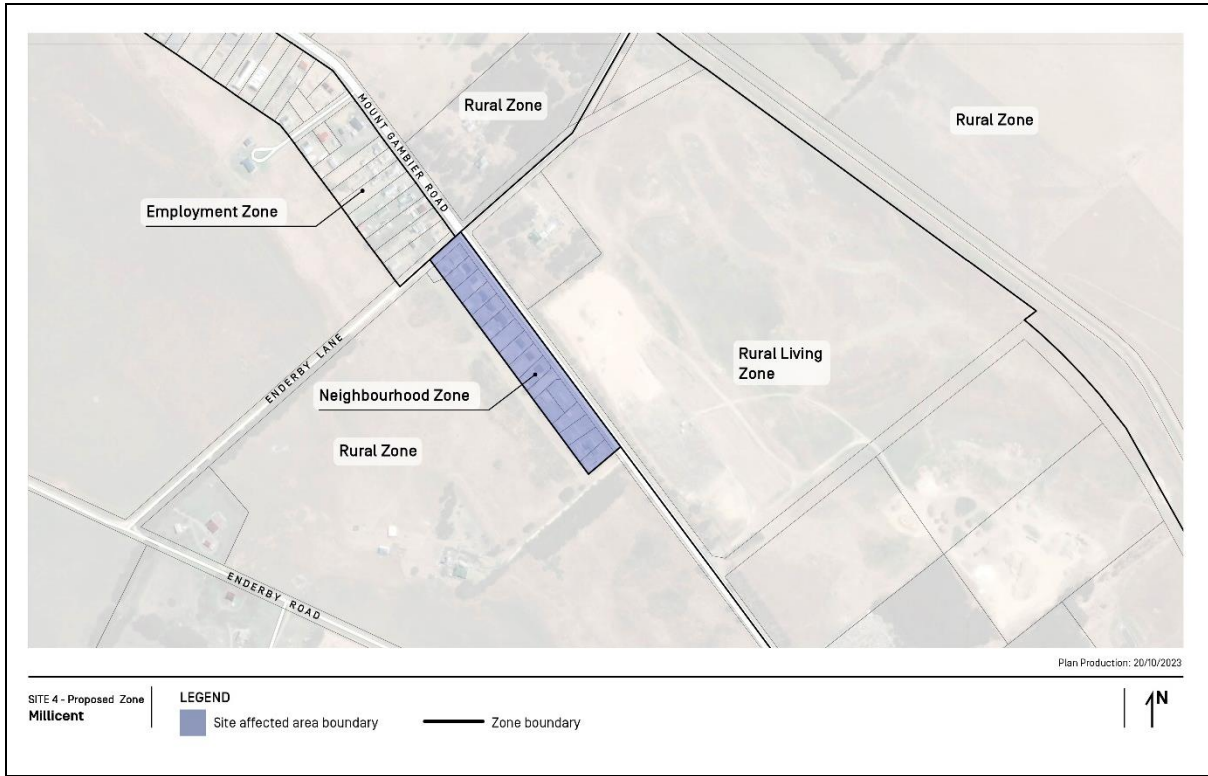
LEGEND

- Site affected area boundary
- Zone boundary



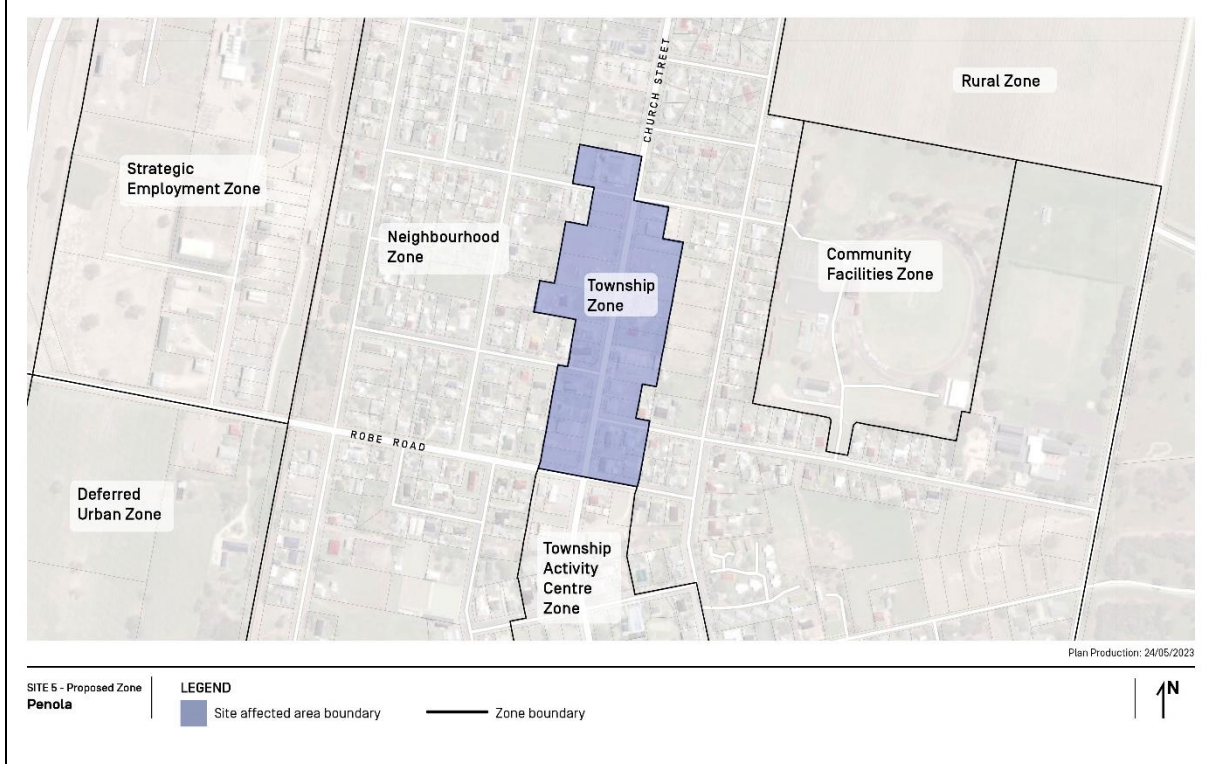
Site 4 – Mount Gambier Road, Millicent

Current Policy	<p>Rural Zone</p> <p>Overlays:</p> <ul style="list-style-type: none"> • Hazards (Acid Sulfate Soils) • Hazards (Bushfire – Medium Risk) • Hazards (Flooding - Evidence Required) • Key Outback and Rural Routes • Native Vegetation • Prescribed Wells Area • Water Protection Area • Water Resources <p>Technical and Numeric Variations</p> <ul style="list-style-type: none"> • Minimum Site Area - Minimum site area is 30 ha
Amendment Outline	The overall intent of the amendment is to recognise the existing residential development.
Intended Policy	<ul style="list-style-type: none"> • Rezone to Neighbourhood Zone • TNVs in regard to the adjacent Neighbourhood Zone will be reviewed with the intention to reflect the existing pattern of development (between 800 and 900 square metres). • Relevant additional Overlays, such as the Affordable Housing Overlay and the Interface Management Overlay, will be considered for insertion.



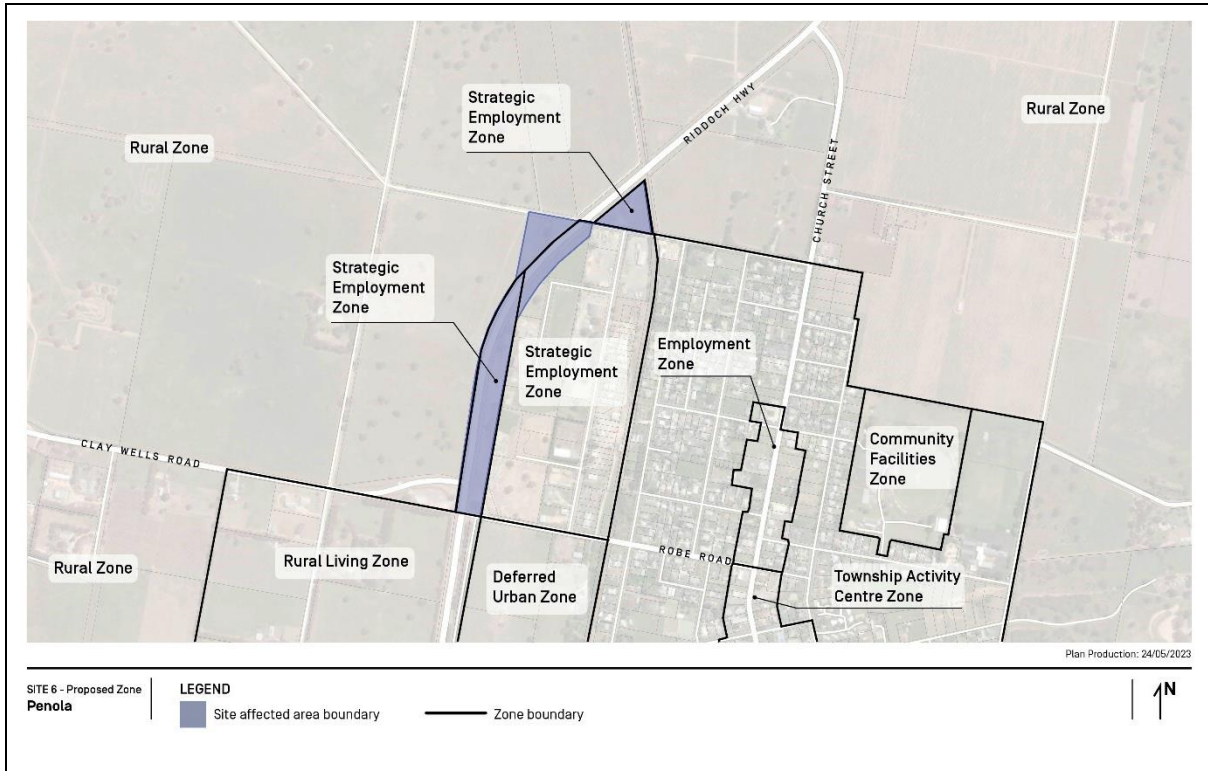
Site 5 – Penola Employment Zone

<p>Current Policy</p>	<p>Employment Zone</p> <p>Overlays:</p> <ul style="list-style-type: none"> • Hazards (Bushfire – Urban Interface) • Heritage Adjacency • Hazards (Flooding - Evidence Required) • Key Outback and Rural Routes • Native Vegetation • Prescribed Wells Area • Water Protection Area
<p>Amendment Outline</p>	<p>The overall intent of the amendment is to rezone the land to a zone/s which is more reflective of its mixed-use nature, such as the Township Zone, Township Activity Centre Zone or use of the Neighbourhood Zone.</p>
<p>Intended Policy</p>	<ul style="list-style-type: none"> • Rezone to Township Zone, Township Activity Centre Zone or Neighbourhood, subject to investigations. • Relevant additional Overlays, such as the Affordable Housing Overlay, will be considered for insertion.



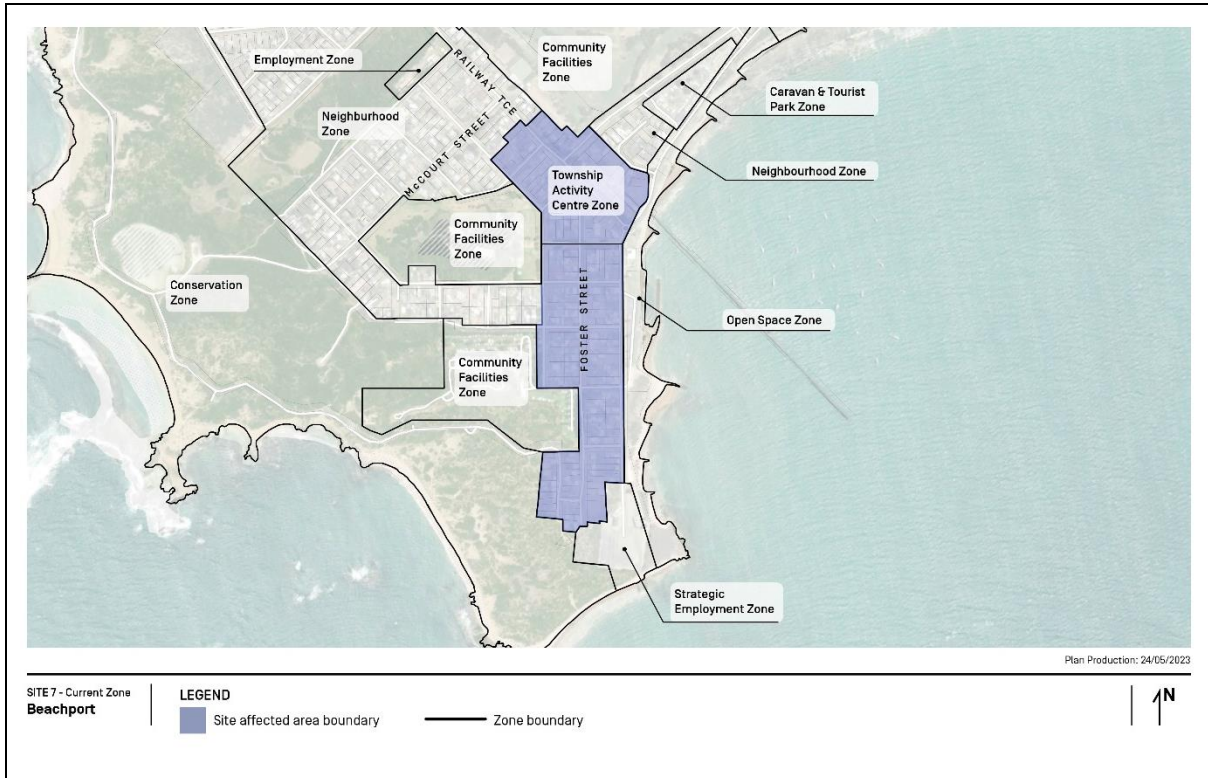
Site 6 – Penola Zone Boundary Adjustments

<p>Current Policy</p>	<p>Rural Zone</p> <p>Strategic Employment Zone</p> <p>Overlays:</p> <ul style="list-style-type: none"> • Hazards (Bushfire – General) • Hazards (Bushfire – Urban Interface) • Hazards (Flooding - Evidence Required) • Key Outback and Rural Routes • Native Vegetation • Prescribed Wells Area • Water Protection Area <p>Technical and Numeric Variations</p> <ul style="list-style-type: none"> • Minimum Site Area - Minimum site area is 40 ha (Rural Zone) • Minimum Dwelling Allotment Size Minimum dwelling allotment size is 30 ha (Rural Zone)
<p>Amendment Outline</p>	<p>The overall intent of the amendment is to correct zone and allotment boundary anomalies and misalignments. There is also a small triangular shaped parcel of land proposed to be rezoned to the Strategic Employment Zone.</p> <p>It is noted that this change has potential to be processed as a Section 75 amendments via the Regional Plan update.</p>
<p>Intended Policy</p>	<ul style="list-style-type: none"> • Align allotment boundaries to the Strategic Employment Zone, with removal of the Rural Zone where relevant. • Remove TNVs over the portion of land moving into the Strategic Employment Zone.



Site 7 – Beachport Town Centre

Current Policy	<p>Township Activity Centre Zone</p> <p>Neighbourhood Zone</p> <p>Overlays:</p> <ul style="list-style-type: none"> • Hazards (Bushfire – High Risk) • Heritage Adjacency • Hazards (Flooding - Evidence Required) • Key Outback and Rural Routes • Native Vegetation • Prescribed Wells Area • Water Protection Area <p>Technical and Numeric Variations:</p> <p>Relevant to the Neighbourhood Zone:</p> <ul style="list-style-type: none"> • Maximum Building Height (Metres) - Maximum building height is 8m • Minimum Frontage - Minimum frontage for a detached dwelling is 15m; semi-detached dwelling is 10m; row dwelling is 10m; group dwelling is 20m; residential flat building is 10m • Minimum Site Area - Minimum site area for a detached dwelling is 400 sqm; semi-detached dwelling is 300 sqm; row dwelling is 200 sqm; group dwelling is 300 sqm; residential flat building is 300 sqm
Amendment Outline	<p>The overall intent of the amendment is to allow increased height (up to three storeys) close to the beach and town centre. The intent is to maximise views by staggering maximum building heights, with 2 storey on the waterfront and 3 storey behind.</p> <p>This will necessitate the amendment and introduction of TNVs.</p>
Intended Policy	<ul style="list-style-type: none"> • Increase building height TNVs to 3 storeys / investigate suitable height in metres. • Possible amendment to bushfire overlay – subject to engagement with CFS.



Site 8 – Beachport Community Facilities Zone

<p>Current Policy</p>	<p>Community Facilities Zone</p> <p>Overlays:</p> <ul style="list-style-type: none"> • Hazards (Bushfire – High Risk) • Hazards (Flooding - Evidence Required) • Key Outback and Rural Routes • Native Vegetation • Prescribed Wells Area • Water Protection Area • Water Resources
<p>Amendment Outline</p>	<p>The overall intent of the amendment is to facilitate low density residential development and opportunities for tourism development.</p> <p>This will necessitate the Affected Area to be rezoned from the Community Facilities Zone to the Golf Course Estate Zone.</p>
<p>Intended Policy</p>	<ul style="list-style-type: none"> • Rezone to Golf Course Estate Zone, with consideration to other suitable zones. • Application of appropriate TNVs and Overlays. • Possible amendment to bushfire overlay – subject to engagement with CFS. • Possible use of a Concept Plan if deemed necessary.



Plan Production: 24/05/2023

SITE 8 - Proposed Zone
Beachport

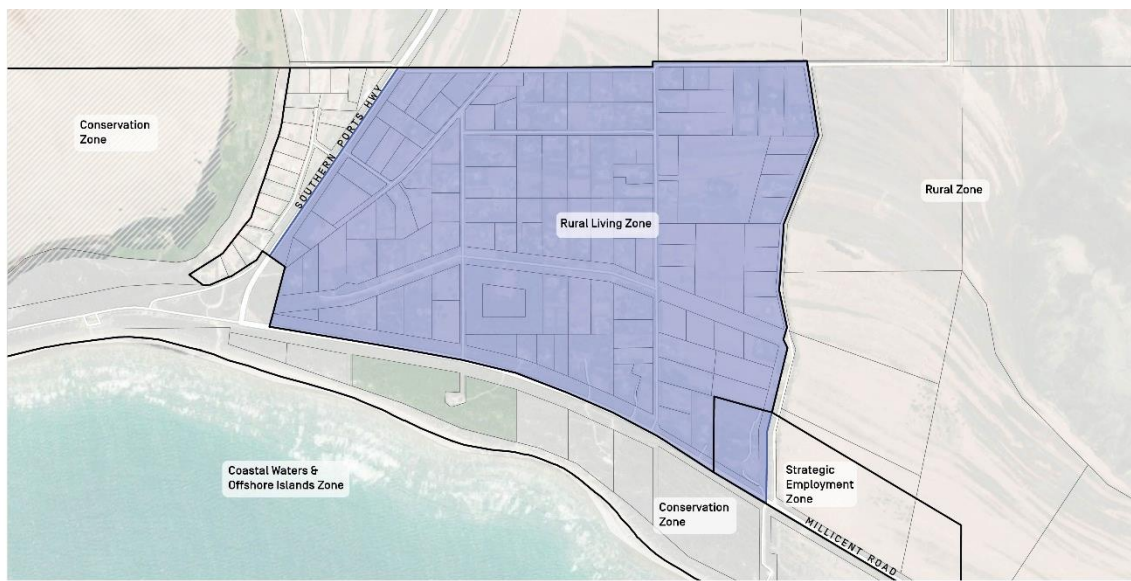
LEGEND

- Site affected area boundary
- Zone boundary



Site 9 –Beachport Rural Living

Current Policy	<p>Rural Living Zone</p> <p>Strategic Employment Zone</p> <p>Overlays:</p> <ul style="list-style-type: none"> • Hazards (Bushfire – Medium Risk) • Hazards (Flooding - Evidence Required) • Key Outback and Rural Routes • Native Vegetation • Prescribed Wells Area • Water Protection Area • Water Resources <p>Technical and Numeric Variations</p> <ul style="list-style-type: none"> • Minimum Site Area - Minimum site area is 1 ha (Rural Living Zone)
Amendment Outline	<p>The overall intent of the amendment is to allow smaller rural living allotments in response to high demand. This may be facilitated through a minimum site area TNV change. Additionally, there is one allotment which is used for rural living but is currently in the Strategic Employment Zone and represents a zoning anomaly. The intent is to extend the Rural Living Zone over this allotment.</p>
Intended Policy	<ul style="list-style-type: none"> • Amend minimum site area TNV within the Rural Living Zone to 5,000sqm. • Extend the Rural Living Zone over one allotment



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SITE 9 - Proposed Zone
Beachport

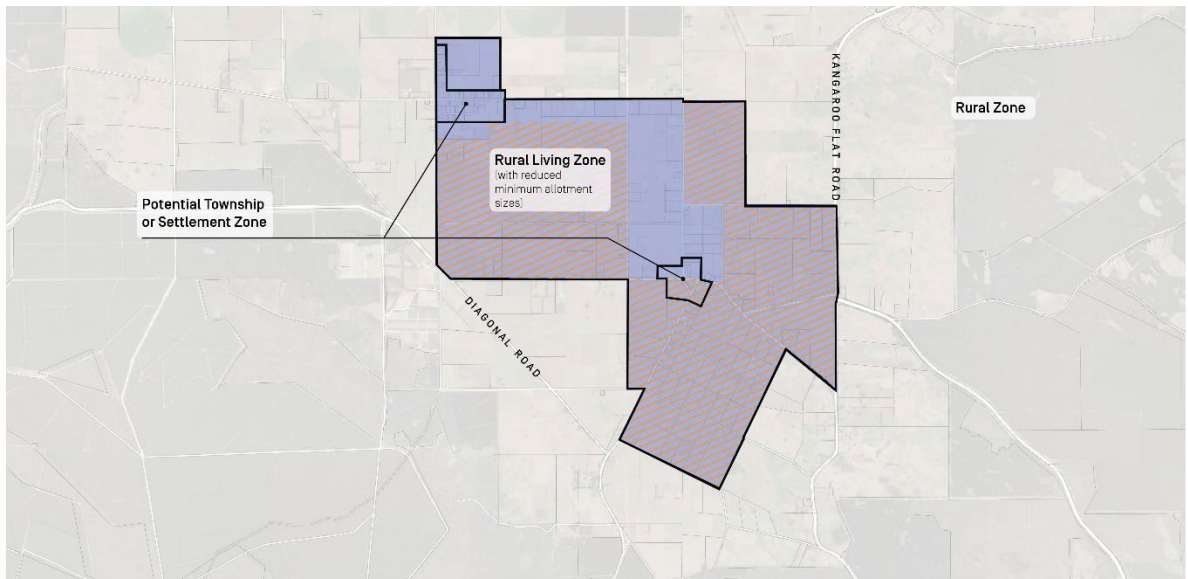
LEGEND

- Site affected area boundary
- Zone boundary



Site 10 – Glencoe

Current Policy	<p>Rural Living Zone</p> <p>Overlays:</p> <ul style="list-style-type: none"> • Hazards (Bushfire – General) • Hazards (Flooding - Evidence Required) • Native Vegetation • Prescribed Wells Area • Water Protection Area • Water Resources <p>Technical and Numeric Variations</p> <ul style="list-style-type: none"> • Minimum Site Area - Minimum site area is 10 ha
Amendment Outline	<p>The overall intent of the amendment is to allow smaller allotments in Glencoe’s “spine” area along Kirip Road and Lake Edward Road and remove the Limited Land Division Overlay from the rest of the Rural Living Zone.</p> <p>Subject to investigations, the introduction of a Township or Rural Settlement Zone may be deemed appropriate.</p>
Intended Policy	<ul style="list-style-type: none"> • Rezone part of the existing Rural Living Zone to the Township Zone or Rural Settlement Zone. • Amend minimum site area TNV within the Rural Living Zone to 2ha. • Remove the Limited Land Division Overlay.



Plan Production: 24/05/2023

SITE 10 - Proposed Zone
Glencoe

LEGEND

- Site affected area boundary
- Zone boundary
- Remove limited land division Overlay



3. STRATEGIC PLANNING DOCUMENTS

Proposed Code Amendments occur within a state, regional and local strategic setting, which includes:

- Strategic Planning Policies (SPPs);
- Regional Plans; and
- Other relevant strategic documents.

3.1 Summary of Strategic Planning Outcomes

The key strategic planning considerations include (but are not limited to):

- Ensuring adequate land supply and diverse housing options for townships within the Wattle Range Council and the Limestone Coast region;
- Ensuring land is zoned appropriately to facilitate development of its highest and best use;
- Increasing the resident population to support economic growth;
- Infrastructure and services to support the future residential population;
- Determining if underutilised land is suitable for residential development;
- Identification of potential hazards, including bushfire and flooding, and the introduction of appropriate measures to mitigate risk;
- Interface between different land uses; and
- Fixing zoning anomalies and inconsistencies to support orderly development.

The investigations to be undertaken for this Code Amendment will address these matters and have regard to the investigations undertaken to inform the other Code Amendments (as applicable).

3.2 Alignment with State Planning Policies

The State Planning Policies (SPPs) set out the State's overarching goals and requirements for the planning system. Under section 66(3)(f) of the Act, the Code must comply with any principle prescribed by a SPP. The Code Amendment should be initiated because the strategic planning outcomes sought to be achieved through the Code Amendment align with or seeks to implement the SPPs outlined in **Table 3.1** below.

Table 3.1 Code Amendment alignment with State Planning Policies (SPPs)

State Planning Policy (SPP)	Code Amendment Alignment with SPPs
<p>State Planning Policy 1 – Integrated Planning: To apply the principles of integrated planning to shape cities and regions in a way that enhances our liveability, economic prosperity and sustainable future.</p> <p><i>(1.1) An adequate supply of land (well serviced by infrastructure) is available that can accommodate housing and employment growth over the relevant forecast period.</i></p> <p><i>(1.2) Provide an orderly sequence of land development that enables the cost-effective and timely delivery of infrastructure</i></p>	<p>The Code Amendment intends to implement the Council's Strategic Land Use Plan and ensure there is adequate and appropriate land supply within the council area. This land supply includes both residential and employment land that is well located within the townships.</p> <p>The Code Amendment will facilitate zoning to accommodate diverse housing options that will cater for the emerging population and respond to market demands.</p>

<p><i>investment commensurate with the rate of future population growth.</i></p> <p><i>(1.3) Plan growth in areas of the state that is connected to and integrated with, existing and proposed public transport routes, infrastructure, services and employment lands.</i></p> <p><i>(1.4) Protect areas of rural, landscape character, environmental importance, mining or food production significance from the expansion of urban areas, towns and settlements.</i></p> <p><i>(1.6) Plan for strategic infrastructure that helps to shape the pattern of settlement in a way that enhances quality of life and supports long-term sustainability.</i></p> <p><i>(1.7) Regenerate neighbourhoods to improve the quality and diversity of housing in appropriate locations supported by infrastructure, services and facilities.</i></p> <p><i>(1.9) Plan neighbourhoods to support walking and cycling, particularly in Greater Adelaide and regional townships.</i></p>	
<p>State Planning Policy 2 – Design Quality: To elevate the design quality of South Australia's built environment and public realm.</p> <p><i>(2.9) Respect the characteristics and identities of different neighbourhoods, suburbs and precincts by ensuring development considers existing and desired future context of a place.</i></p> <p><i>(2.10) Facilitate development that positively contributes to the public realm by providing active interfaces with streets and public open spaces.</i></p> <p><i>(2.13) Provide a diverse range of high quality green public open spaces and streetscapes, particularly in areas of growth and renewal.</i></p> <p><i>(2.14) Provide public open space that accommodates a range of passive, active and formal sporting opportunities at the state, regional and/or local level.</i></p>	<p>The Code Amendment presents an opportunity to review existing open space within certain townships to ensure it meets the needs of the community. Excess community land has been identified and the council understands that in some instances there is a community preference for underutilised land to be repurposed.</p>
<p>State Planning Policy 5 – Climate Change: Provide for development that is climate ready so that our economy, communities and environment will be resilient to climate change impacts.</p> <p><i>(5.1) Create carbon-efficient living environments through a more compact urban form that supports active travel, walkability and the use of public transport.</i></p>	<p>The Code Amendment seeks to increase residential land supply to areas that are convenient and walkable distance to shops and services.</p> <p>Increased opportunities to intensify existing rural living zones will make better use of existing infrastructure and support carbon-efficient living environments.</p>

<p><i>(5.5) Avoid development in hazard-prone areas or, where unavoidable, ensure risks to people and property are mitigated to an acceptable or tolerable level through cost-effective measures.</i></p> <p><i>(5.9) Encourage development that does not increase our vulnerability to, or exacerbate the impacts of climate change and which makes the fullest possible contribution to mitigation.</i></p>	<p>The Code Amendment will ensure land identified for rezoning is suitable for development through investigations into flooding and bushfire risk where necessary.</p>
<p>State Planning Policy 6 – Housing Supply and Diversity: To promote the development of well-serviced and sustainable housing and land choices where and when required.</p> <p><i>(6.1) A well-designed, diverse and affordable housing supply that responds to population growth and projections and the evolving demographic, social, cultural and lifestyle needs of our current and future communities.</i></p> <p><i>(6.2) The timely supply of land for housing that is integrated with, and connected to, the range of services, facilities, public transport and infrastructure needed to support liveable and walkable neighbourhoods.</i></p> <p><i>(6.3) Develop healthy neighbourhoods that include diverse housing options; enable access to local shops, community facilities and infrastructure; promote active travel and public transport use; and provide quality open space, recreation and sporting facilities.</i></p> <p><i>(6.4) The growth of regional centres and towns within the existing footprint or outside towns where there is demonstrated demand and the land is serviced with infrastructure.</i></p> <p><i>(6.6) A diverse range of housing types within residential areas that provide choice for different household types, life stages and lifestyle choices.</i></p> <p><i>(6.10) Limit the establishment of rural living allotments in areas that impact on the future expansion of townships and result in the inefficient delivery of infrastructure and social services.</i></p> <p><i>(6.11) Residential development that does not fragment valuable primary production land, create land use conflicts or encroaches on sensitive environmental assets and places of high landscape value.</i></p>	<p>While some townships have an existing supply of appropriately zoned land, that land is not being made available to the market for residential or employment development. Further land supply which is better located or in areas of high demand are needed to ensure towns are able to provide affordable and diverse housing options and facilitate population and economic growth.</p> <p>The Code Amendment seeks to facilitate or intensify development within existing township boundaries or formalise existing township uses.</p> <p>Investigations will be undertaken to ensure all areas of intensification are serviced by appropriate infrastructure.</p> <p>The Code Amendment seeks to ensure each township has a long-term supply of land for housing and employment.</p>

<p>SPP 8: Primary Production: A diverse and dynamic primary industry sector making the best use of natural and human assets.</p> <p><i>(8.2) Create local conditions that support new and continuing investment in primary industry while seeking to promote co-existence with adjoining primary industries and avoid land use conflicts.</i></p> <p><i>(8.3) Enable primary industry businesses to grow, adapt and evolve through technology adoption, intensification of production systems, business diversification, workforce attraction and restructuring.</i></p> <p><i>(8.4) Equitably manage the interface between primary production and other land use types, especially at the edge of urban areas.</i></p>	<p>Investigations will include interface analysis with existing primary production areas to ensure land use conflicts are minimised.</p> <p>One area of rural land is sought for rezoning, however, this area is generally within township boundaries and is currently used for residential purposes on allotments that are below 1000m² (i.e. are unsuitable for primary production uses).</p>
<p>SPP 9: Employment Lands: To provide sufficient land supply for employment generating uses that supports economic growth and productivity.</p> <p><i>(9.1) Support the expansion and clustering of key economic growth areas including health; education; tourism; energy and resources; primary industry; defence; and knowledge and creative industries.</i></p> <p><i>(9.2) Enable opportunities for employment and encourage development of underutilised lands connected to, and integrated with, housing, infrastructure, transport and essential services.</i></p> <p><i>(9.4) Adaptable policies that allow commercial and industrial-focused employment lands to support local economies and evolve in response to changing business and community needs.</i></p> <p><i>(9.7) Encourage appropriate retail development through the implementation of best practice retail planning guidelines.</i></p> <p><i>(9.11) Encourage the development of integrated employment and residential mixed-use precincts where conflicts between uses can be managed.</i></p> <p><i>(9.12) Plan for employment and industrial precincts in strategic locations that improve economic productivity; are protected from encroachment; connect to efficient supply chains; and are located to provide transport access and connectivity.</i></p>	<p>The rezoning of poorly located employment land will reinforce these uses in areas which are more appropriately located, creating economic clusters and better managed interfaces with other land uses.</p> <p>The Code Amendment also seeks to adjust some zoning anomalies and facilitate a more orderly zoning outcome. This includes some areas of mixed use where low impact employment uses and sensitive uses co-exist.</p>

<p>SPP 15: Natural Hazards: To build the resilience of communities, development and infrastructure from the adverse impacts of natural hazards.</p> <p><i>(15.1) Identify and minimise the risk to people, property and the environment from exposure to natural hazards including extreme heat events; bushfire; terrestrial and coastal flooding; soil erosion; drought; dune drift; acid sulfate soils; including taking into account the impacts of climate change.</i></p> <p><i>(15.4) Mitigate the impact of extreme heat events by designing public spaces and developments to create cooler microclimates through the use of green infrastructure and water sensitive urban design.</i></p> <p><i>(15.6) Avoid development in high or extreme hazard risk areas (such as bushfire risk areas) that will necessitate the removal of native vegetation.</i></p>	<p>The Affected Area is located within bushfire and flooding hazard overlays. These Overlays provide clear guidance on matters related to natural hazards. Notwithstanding, detailed investigations will be undertaken to understand the likely impact of natural hazards such as bushfire and flooding and ensure appropriate measures are taken to mitigate against risk. Where appropriate, alterations to the Overlays will be proposed in consultation with the relevant referral authorities.</p>
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3.3 Alignment with Regional Plans

As with the SPPs, the directions set out in Regional Plans provide the long-term vision as well as setting the spatial patterns for future development in a region. This includes consideration of hazards, town character, climate change, infrastructure, primary production, tourism, employment land and centres.

The *Limestone Coast Region Plan* is relevant for this Code Amendment. The Code Amendment aligns with a number of the priorities and targets in the Region Plan as outlined in **Table 3.2** below.

Table 3.2 Code Amendment alignment with Limestone Coast Region Plan

Regional Plan identified priorities or targets	Code Amendment Alignment with Regional Plan
<p>Principle 2 - Protect people, property and the environment from exposure to hazards</p> <p><i>2.1 Design and plan development to prevent the creation of hazards and to minimise the impacts of naturally occurring hazards.</i></p> <p><i>2.3 Develop partnerships and agreements between state and local government (particularly with emergency services agencies) to address identified risks and hazards and protect the health and wellbeing of the community.</i></p> <p><i>2.4 Integrate adaptation to climate change and disaster risk reduction and hazard avoidance policies, standards and actions into strategic plans, Development Plans and development assessment processes using best practice models to:</i></p>	<p>Each site identified for rezoning will be reviewed to ensure any potential hazards, such as flooding, bushfire, site contamination and acid sulfate soils, are minimised and the appropriate policy mechanisms are put in place. In some cases, alterations to Overlays may be proposed.</p>

<ul style="list-style-type: none"> » <i>reduce the social, environmental and economic impacts arising from extreme events</i> » <i>achieve more consistent and rigorous decision making for long term landuse planning aimed at reducing emergency and hazard risks</i> » <i>enhance protection of critical infrastructure</i> » <i>develop building standards and urban design approaches that create resilient environments for the future</i> » <i>reduce risks while protecting natural areas and biodiversity</i> » <i>protect human health and the environment where contamination has occurred</i> » <i>adopt appropriate processes and methods when remediating contaminated land and ensure its suitability for the proposed zoning</i> » <i>address risk, hazard and emergency management issues in structure and precinct planning for new and existing urban areas.</i> <p><i>2.5 Protect people, property and the environment from exposure to hazards (including flooding, erosion, dune drift and acid sulfate soils) by designing and planning for development in accordance with the following principles:</i></p> <ul style="list-style-type: none"> » <i>Avoidance—avoid permanent development in and adjacent to areas subject to unacceptable risk from hazards</i> » <i>Adaptation—design buildings and infrastructure to minimise risk in the long term</i> » <i>Protection—establish works to protect existing development or facilitate major development (including stormwater discharge management to accommodate higher tide levels).</i> <p><i>2.6 Identify and rehabilitate areas and sites where land is contaminated as a part of development processes.</i></p>	
<p>Principle 3 Identify and protect places of heritage and cultural significance, and desired town character</p> <p><i>3.3 Preserve and enhance the character of towns that are strongly valued for their unique design</i></p>	<p>The Strategic Land Use Plan provided an assessment of each township and Code Amendment recommendations have been identified with the town's character in mind. Recommended TNV changes in Beachport are sought to enhance the character of the town.</p>

<p><i>and character buildings, including Robe, Beachport and Penola.</i></p>	
<p>Principle 4 Create the conditions for the region to adapt to and become resilient to the impacts of climate change</p> <p><i>4.7 Plan for effective wastewater disposal through mains sewer and community wastewater management systems (CWMS) and maximise re-use opportunities.</i></p> <p><i>4.8 Ensure compact towns to encourage cycling and walking (for example, to shops, work or school) and reduce the number of car trips.</i></p>	<p>Many of the rezonings will assist in creating a walkable neighbourhood as they are well located within the township. More housing close to services and retail will promote more active modes of transport.</p> <p>Investigations will be undertaken into infrastructure and servicing capacity to ensure each of the areas to be rezoned can be adequately serviced.</p>
<p>Principle 5 Protect and build on the region's strategic infrastructure</p> <p><i>5.1 Encourage industry clusters (including mining, primary production and aquaculture value-adding processing and storage activities) in strategic locations such as freight transport nodes to maximise transport efficiencies and support industry development.</i></p>	<p>Some of the proposed rezonings are being proposed to support industry clusters and minimise land use conflicts.</p>
<p>Principle 6 Retain and strengthen the economic potential of the region's primary production land</p> <p><i>6.1 Prevent loss of productive agricultural land and potential conflict with incompatible uses by:</i></p> <ul style="list-style-type: none"> » <i>focusing housing (including rural living allotments) and industrial development in and adjacent to towns and industrial estates, unless directly related to primary industry</i> » <i>preventing fragmentation of agricultural land</i> » <i>managing interfaces with residential areas and other sensitive activities through the use of buffers</i> » <i>limiting and carefully locating rural living zones</i> » <i>managing and directing township expansion</i> » <i>ensuring tourism-based developments are sited away from agricultural land where practical</i> » <i>designating areas of primary production significance (in particular high-value agricultural and horticultural land) in Development Plans and introducing a standard set of planning controls to protect their use.</i> 	<p>Many of the rezonings sought intend to align land uses to zones and encourage the highest and best use of land within the towns.</p> <p>The Code Amendment seeks to intensify some rural living zones to maximise use of existing infrastructure while also creating opportunities for more housing.</p> <p>The overall intent of the Code Amendment is to manage and direct township growth and minimise land use conflicts.</p>

<p>Principle 8 Reinforce the region as a preferred tourism destination</p> <p><i>8.2 Reinforce the desired roles of various towns in the Limestone Coast tourist experience:</i></p> <ul style="list-style-type: none"> » <i>Kingston, Robe, Beachport and Port MacDonnell as premier coastal and recreational fishing destinations</i> » <i>Bordertown, Millicent and Keith as visitor service locations</i> » <i>Naracoorte as the primary visitor service centre for the central Limestone Coast and home of the World Heritage-listed Naracoorte Caves</i> » <i>Mount Gambier as the region's principal business and retail hub, gateway to South Australia from south western Victoria and home of the Blue Lake</i> » <i>Penola as a cultural and local service hub focused on food and wine tourism and accommodation servicing the Coonawarra and Limestone Coast wine areas.</i> <p><i>8.5 Facilitate sustainable tourist accommodation in suitable locations throughout the region.</i></p> <p><i>8.6 Facilitate tourism-related developments, such as restaurants, specialist retail and accommodation, that add value to existing enterprises.</i></p>	<p>The Code Amendment seeks to increase opportunities for accommodation in tourism towns such as Millicent and Beachport, as well as value-adding and tourism related land uses.</p>
<p>Principle 9 Provide and protect serviced and well-sited industrial land to meet projected demand</p> <p><i>9.1 Provide a supply of well sited and serviced industrial land (including an identified 25-year supply, of which 15 years should be already zoned) in Mount Gambier (in accordance with the Greater Mount Gambier Master Plan), Naracoorte, Bordertown, Keith, Millicent, Snuggery and Kingston. Industrial land at Nangwarry, Tarpeena and the Katnook industrial area also may be required in the long term.</i></p>	<p>The Strategic Land Use Plan has reviewed employment lands within the council area and the Code Amendment seeks to action the recommendations of the Plan. As such, the Code Amendment seeks variations to employment-type zoning which will not affect the long term land supply.</p>
<p>Principle 10 Focus commercial development in key centres and ensure it is well sited and designed</p> <p><i>10.2 Reinforce the major commercial and services role of Naracoorte and Millicent as the focus of secondary retail, commercial, administrative, education, health and recreational developments in the region.</i></p>	<p>The Code Amendment proposes changes zoning changes within Millicent, Beachport and Penola to support commercial, retail and tourism related development.</p>

10.3 Reinforce the supporting commercial and services role of Bordertown, Penola and Kingston.

10.4 Strengthen the local and visitor service/retail role of Keith, Robe, Beachport and Port MacDonnell.

3.4 Alignment with Other Relevant Documents

Additional documents may relate to the broader land use intent within the scope of this proposed Code Amendment (or directly to the Affected Area) and therefore are identified for consideration in the preparation of the Code Amendment.

The table below identifies other documents relevant to this proposed Code Amendment.


Table 3.3 *Other strategic documents relevant to the Code Amendment*

Other Relevant Documents	Code Amendment Alignment with Other Relevant Documents
Wattle Range 25 Year Strategic Land Use Plan	The Code Amendment seeks to implement many of the actions from the Wattle Range 25 Year Strategic Land Use Plan.
Millicent Town Centre Concept Design - June 2021	<p>The Millicent Town Centre Concept Design Framework aims to create a best practice approach to planning and development in Millicent. The objective of the framework is to build upon existing planning strategies and reports to deliver an integrated approach for the enhancement of the town centre as well as encouraging new development opportunities, public realm projects and placemaking approaches.</p> <p>The Code Amendment seeks to enforce the function of the Millicent Town Centre and will not undermine any of the priorities or actions of the Concept Design.</p>
Wattle Range Strategic Plan 2018-2021 and draft Strategic Plan 2023-2027	<p>The Council Strategic Plan is a core document for guiding Council's future direction. The plan takes into consideration Council's strategic planning framework and both the communities priorities and external considerations such as the State Strategic Plan.</p> <p>The Code Amendment seeks to achieve many of the objectives, strategies and actions within this Plan.</p>

4. INVESTIGATIONS AND ENGAGEMENT

4.1 Investigations already Undertaken

The table below identifies what investigations have already been undertaken in support of the proposed Code Amendment.

Investigation/s Undertaken	Summary of Scope of Investigations	Summary of Outcome of Recommendations
Site contamination reports	<p>Preliminary Site Investigations (PSI) were undertaken by various consultants for part of the land within Site 1 in 2014, 2017 and 2020.</p> 	<p>Overall, there is no evidence to suggest that there are any environmental conditions on either Section 396 or Section 1032 which would preclude their redevelopment for future residential use. There is also limited evidence to suggest that site soil or groundwater conditions would preclude its current use as open public spaces.</p> <p>Should the land be redeveloped for future residential use, any development application must demonstrate compliance with Practice Direction 14.</p>
Flooding	<p>An interactive Flood Mapping Tool has been developed as a result of the partnerships between the Limestone Coast Local Government Association, the Eyre Peninsula NRM Board, the Eyre Peninsula Local Government Association, the Coast Protection Board and the Department for Environment and Water. The maps identify areas on Eyre Peninsula and the Limestone Coast that may be vulnerable to coastal flooding due to storm surge and/or sea level rise.</p>	<p>The mapping shows that there are some areas within Beachport which may be vulnerable to coastal flooding in a 1 in 100 storm surge.</p>

4.2 Further Investigations Proposed

In addition to the investigations already undertaken and identified above, the table below outlines what additional investigations that will be undertaken to support the Code Amendment.

Further Investigations Proposed	Explanation of how the further investigations propose to address an identified issue or question
Interface analysis	Identify potential land use interface issues and determine design or policy solutions. Proposed for Sites 4, 7, 8 and 9
Zoning analysis	Review potential zoning and policy within the Planning and Design Code to determine most suitable policy for adoption. Proposed for Sites 1, 2, 3, 4 and 10
Supply and demand	Provide an analysis of localised housing supply and demand, population projections and demographics profiles. Proposed for Sites 4, 7, 8 and 9
Infrastructure and Servicing	Prepare an infrastructure analysis which identifies the capacity of existing stormwater, sewer, potable water, power and telecommunications infrastructure and the servicing requirements for the proposed areas of intensification. Identify any need for augmentation and associated responsibilities. Proposed for Sites 4, 7, 8 and 9
Traffic	Identify the impact of the proposed Code Amendment on the road network and the scope and timing of road upgrades required to support future development. Proposed for Sites 4, 8 and 9

4.3 Engagement already Undertaken

Engagement on the proposal has been undertaken with the Wattle Range Council Elected Body and the State Member for MacKillop, Nick McBride MP.

Community engagement was undertaken during the development of the 25 Year Strategic Land Use Plan in mid-2022 and therefore there is some awareness within the community of the rezoning proposals.

4.4 Further Engagement Proposed

In addition to the engagement already undertaken and identified above, further engagement on the Code Amendment will occur once the Code Amendment is initiated. The draft Engagement Plan is provided in **Appendix 2**.

5. CODE AMENDMENT PROCESS

5.1 Engagement Plan

The Code Amendment process will occur in accordance with the Community Engagement Charter and Practice Direction 2 – Consultation on the Preparation or Amendment of a Designated Instrument.

The Designated Entity will prepare an Engagement Plan prior to the commencement of engagement on the proposed Code Amendment. The Engagement Plan will include the following mandatory consultation requirements (which may be in addition to the engagement outlined in this Proposal to Initiate):

- the Local Government Association must be notified in writing of the proposed Code Amendment;
- if the Code Amendment has a specific impact on 1 or more particular pieces of land in a particular zone or subzone (rather than more generally), the Designated Entity must take reasonable steps to give a notice in accordance with Regulation 20 of the *Planning, Development and Infrastructure (General) Regulations 2017*, to:
 - » the owners or occupiers of the land; and
 - » owners or occupiers of each piece of adjacent land;
- consultation must also occur with any person or body specified by the State Planning Commission under section 73(6)(e) of the Act.

5.2 Engagement Report

Once engagement on the Code Amendment is complete, the Designated Entity will prepare an Engagement Report under section 73(7) of the Act.

The Designated Entity must ensure that a copy of the Engagement Report is furnished to the Minister and also published on the SA Planning Portal. This will occur in accordance with Practice Direction 2.

The Engagement Plan and the Engagement Report will also be considered by the State Planning Commission during the final stages of the Code Amendment process. The Commission will provide a report to the Environment, Resources and Development Committee of Parliament under section 74(3) of the Act. The Commission's report will provide information about the reason for the Code Amendment, the consultation undertaken on the Code Amendment and any other information considered relevant by the Commission.

5.3 Code Amendment Timetable

The Proponent (where it is also the Designated Entity) commits to undertaking the Code Amendment in line with the timeframe outlined below. If a timeframe is exceeded (or expected to be exceeded) the Proponent agrees to provide an amended timetable to the Department with an explanation of the delay, for approval by the Minister of an extension of time for the Code Amendment.

APPENDIX 1. MAPS OF AFFECTED AREA

Site 1 – Millicent Railway Precinct



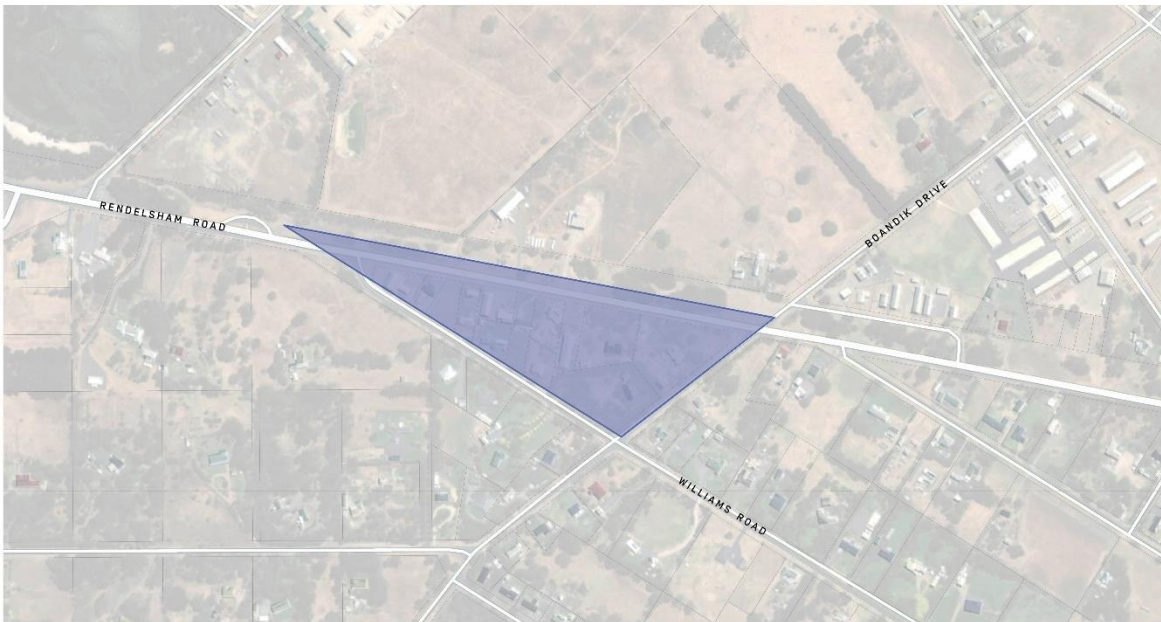
Plan Production: 24/05/2023

SITE 1 - Affected Area
Millicent

LEGEND
■ Site affected area boundary



Site 2 – Southern Ports Highway, Millicent



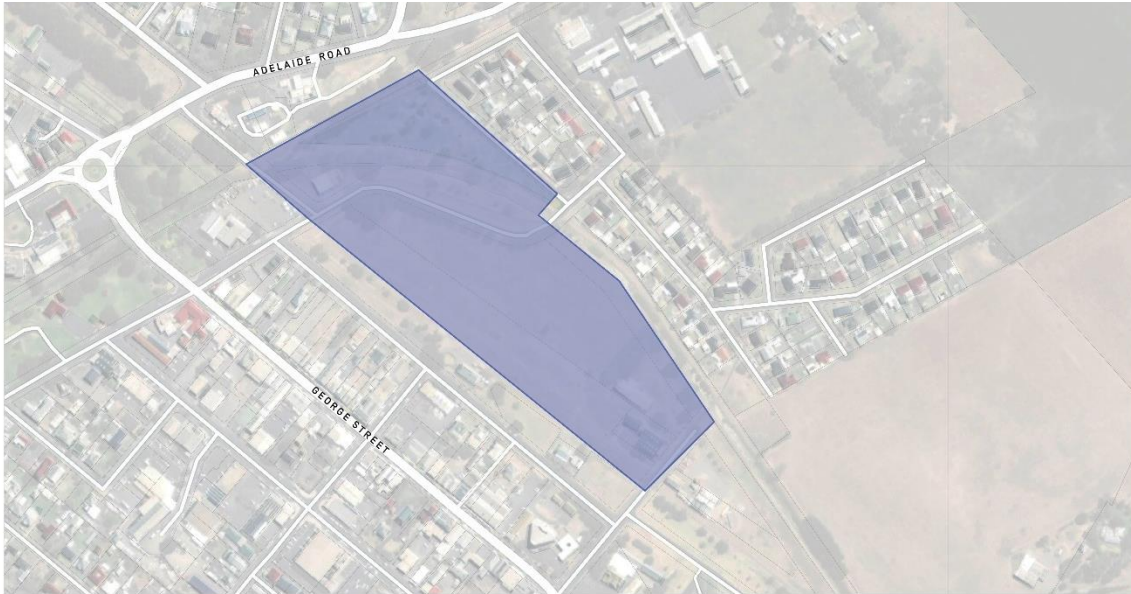
Plan Production: 24/05/2023

SITE 2 - Affected Area
Millicent

LEGEND
■ Site affected area boundary



Site 3 – Employment Zone, Mount Gambier Road, Millicent



Plan Production: 24/05/2023

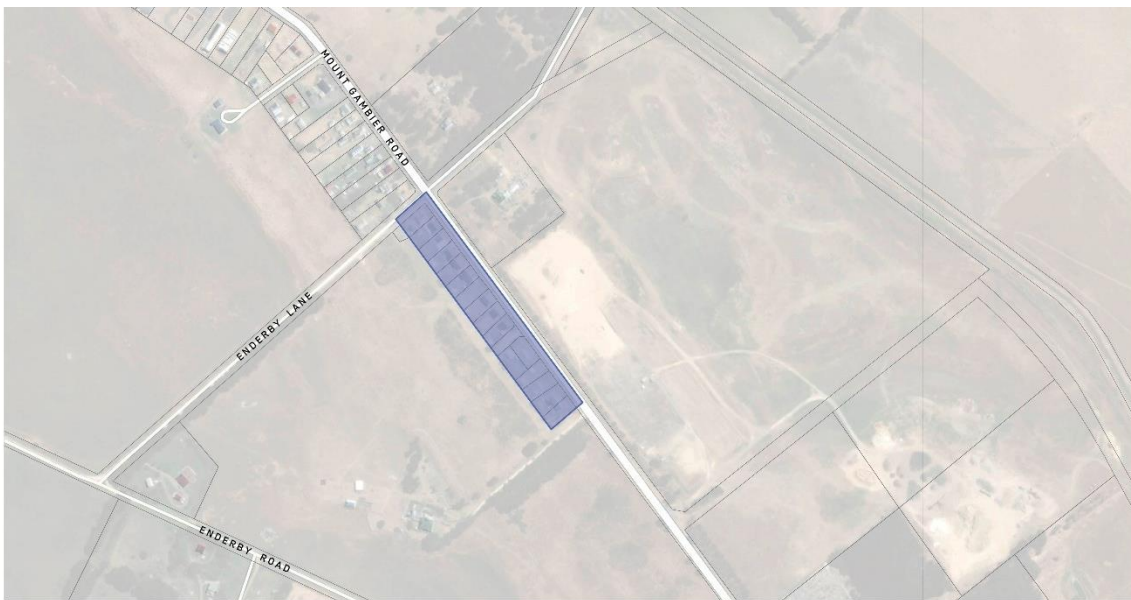
SITE 1 - Affected Area
Millicent

LEGEND

■ Site affected area boundary



Site 4 – Mount Gambier Road, Millicent



Plan Production: 20/10/2023

SITE 4 - Affected Area
Millicent

LEGEND

■ Site affected area boundary



Site 5 – Penola Employment Zone



Plan Production: 24/05/2023

SITE 5 - Affected Area
Penola

LEGEND

■ Site affected area boundary



Site 6 – Penola Zone Boundary Adjustments



Plan Production: 24/05/2023

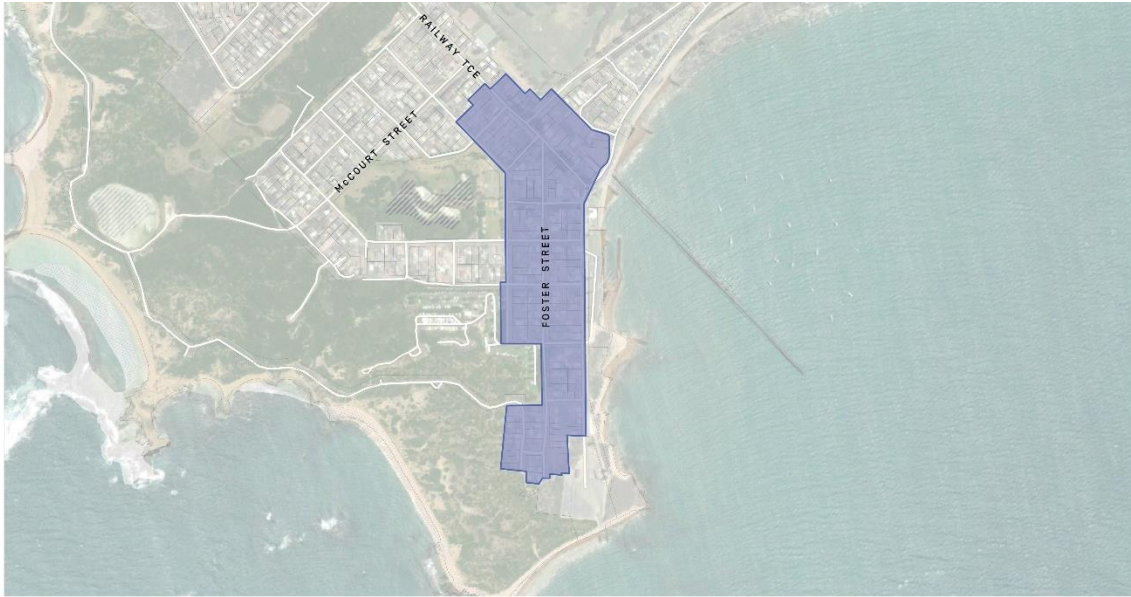
SITE 6 - Affected Area
Penola

LEGEND

■ Site affected area boundary



Site 7 – Beachport Town Centre



Plan Production: 24/05/2023

SITE 7 - Affected Area
Beachport

LEGEND

■ Site affected area boundary



Site 8 – Beachport Community Facilities Zone



Plan Production: 24/05/2023

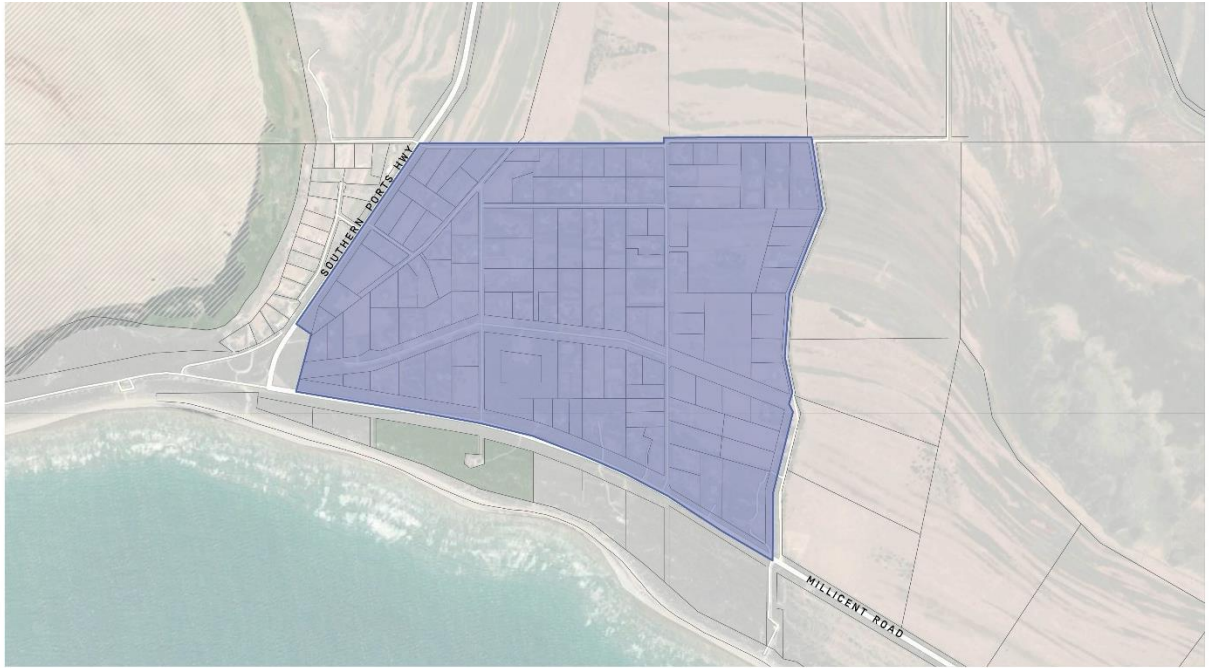
SITE 8 - Affected Area
Beachport

LEGEND

■ Site affected area boundary



Site 9 – Beachport Rural Living



Plan Production: 24/05/2023

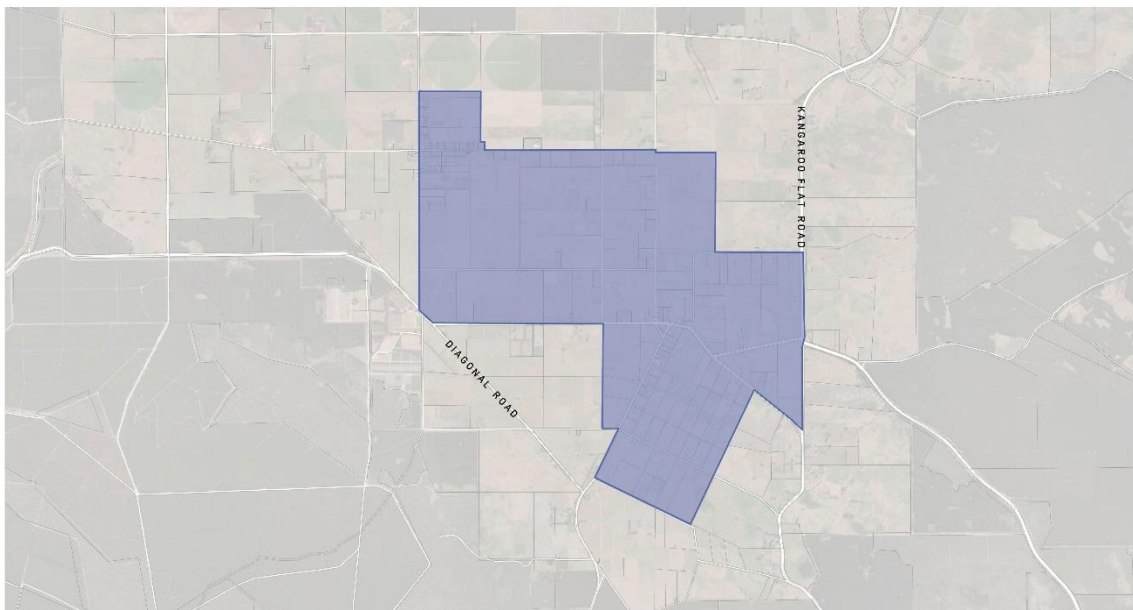
SITE 9 - Affected Area
Beachport

LEGEND

■ Site affected area boundary



Site 10 – Glencoe



Plan Production: 24/05/2023

SITE 10 - Affected Area
Glencoe

LEGEND

■ Site affected area boundary



APPENDIX 2. ENGAGEMENT PLAN



ENGAGEMENT PLAN

General Wattle Range Code Amendment

By the Wattle Range Council

Date:
23.10.2023

Contact Details
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Document Control

Revision	Description	Author	Date
V1	Draft	BM	29.05.2023
V2	Review	KGH	31.05.2023
V3	Draft for Proposal to Initiate lodgement	KGH	28.08.2023
V4	Amended Draft following revision of Code Amendment scope	KGH	19.10.2023





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APPENDICES

- APPENDIX 1: STAKEHOLDER AND COMMUNITY MAPPING*
- APPENDIX 2: PLANNING YOUR ENGAGEMENT APPROACH*
- APPENDIX 3: MEASURING SUCCESS*
- APPENDIX 4: CLOSING THE LOOP AND REPORTING BACK*

1. BACKGROUND INFORMATION

1.1 What is proposed?

The Wattle Range Council (the Designated Entity) is proposing to amend (the Code Amendment) the Planning and Design Code (the Code) as it relates to 10 sites located in Millicent, Beachport, Penola and Glencoe, referred to as the Affected Area and shown in the Figures below.

The proposed Code Amendment seeks to rezone various areas within the council area, in accordance with the Wattle Range 25 Year Strategic Land Use Plan.

Figure 1.1 Affected Area – Millicent



Plan Production: 20/10/2023

Millicent

LEGEND


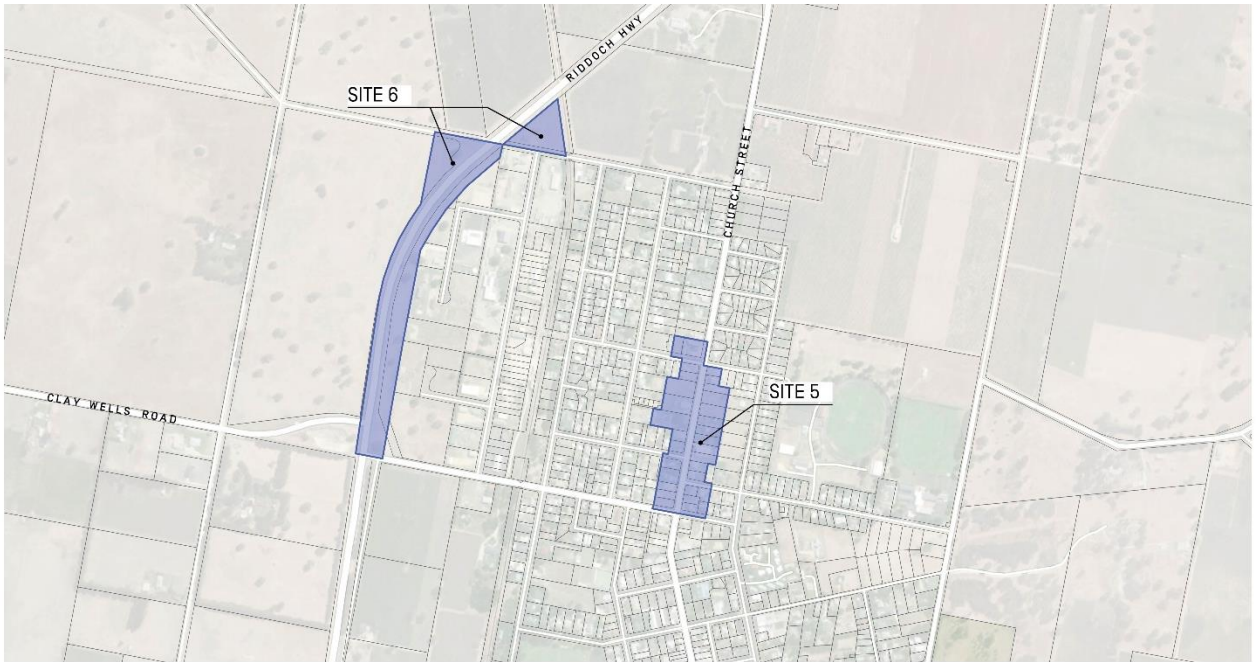
 Affected area's



Figure 1.2 *Affected Area – Penola*



Plan Production: 24/05/2023

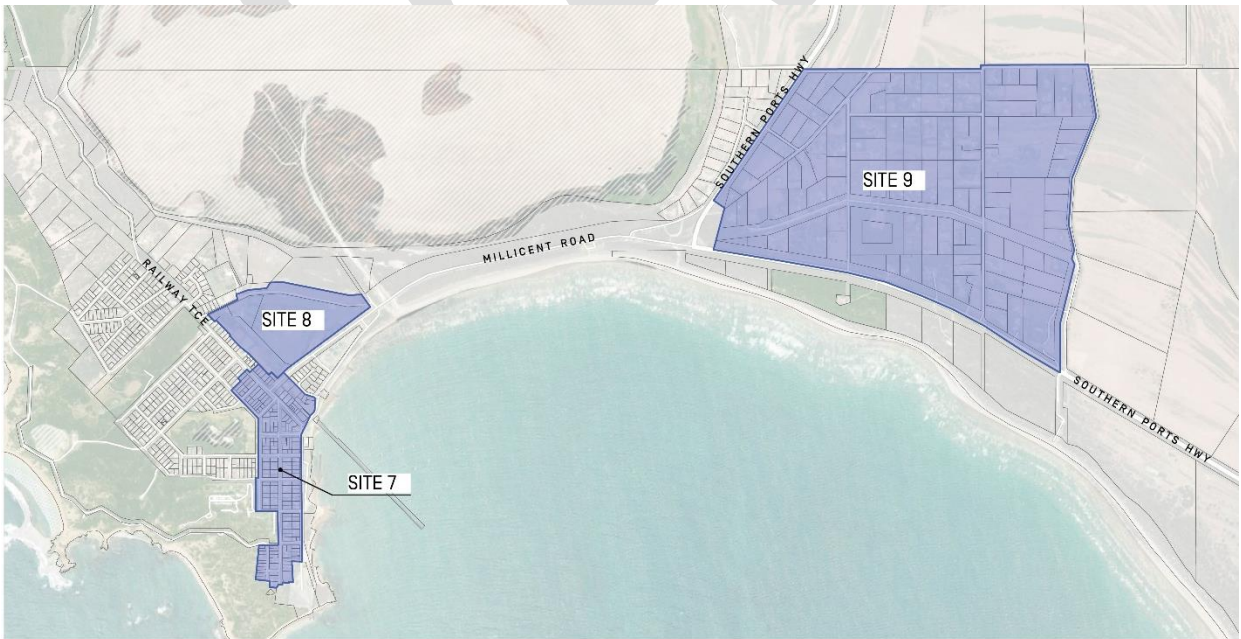
Penola

LEGEND

Affected area's



Figure 1.3 *Affected Area – Beachport*



Plan Production: 20/10/2023

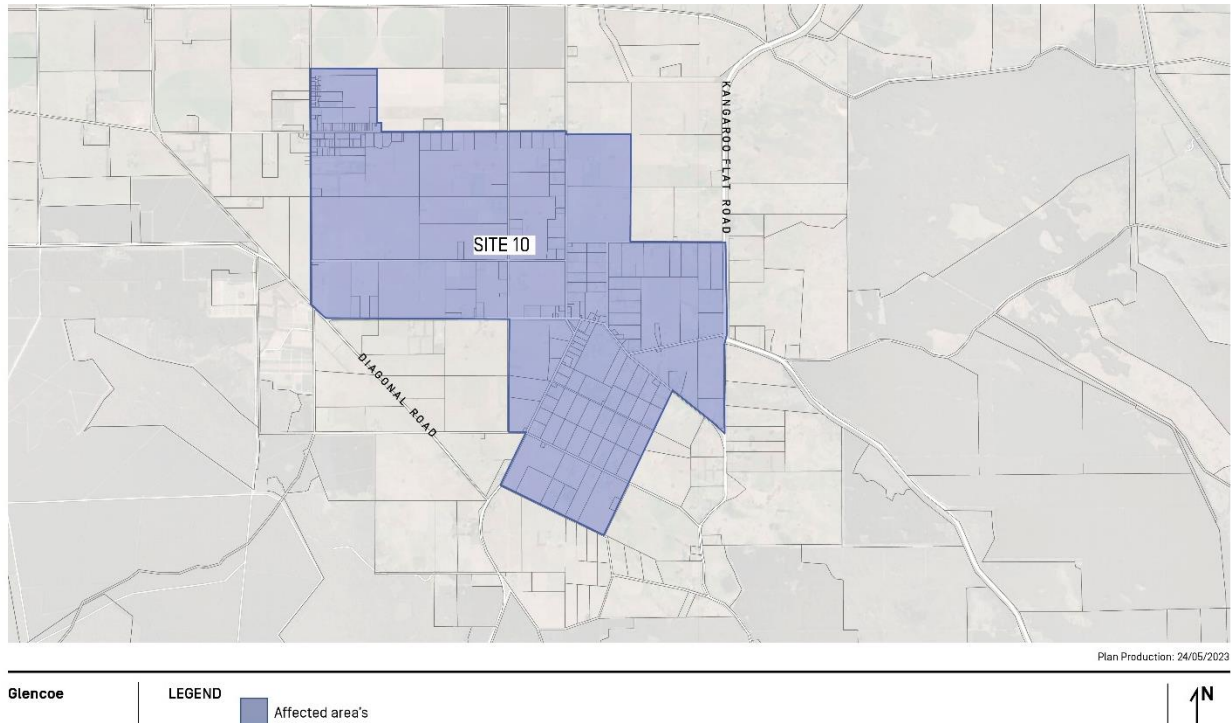
Beachport

LEGEND

Affected area's



Figure 1.4 Affected Area – Glencoe



1.2 Why is this project being initiated?

In August 2022, the Wattle Range Council endorsed a Strategic Land Use Plan that is intended to provide a 25-year vision for land use planning across the council area. The plan provides an effective and meaningful framework to ensure Council can proactively facilitate sustainable development and growth for the next 25 years while also protecting valuable agricultural land and areas of environmental significance to achieve sustainable outcomes. The plan also considers infrastructure, servicing, community facilities, transport and all other factors which go into making liveable and thriving communities.

The 25 Year Strategic Land Use Plan included an Action Plan outlining the next steps forward, including opportunities for advocacy, potential future projects and possible code amendments. The actions have been prioritised into immediate and medium-term priorities. The plan will be used to initiate future amendments to the Planning and Design Code.

The Council has identified 10 immediate priority areas to be rezoned, as such these priorities are identified in the General Wattle Range Code Amendment.

The intent of the Code Amendment is to:

- Create new development opportunities on strategic sites located close to the township centres;
- Rezone land to recognise and support the existing use of land in areas where the zone does not reflect the prevailing form of development;
- Intensify residential development in existing residential and rural living areas within Beachport to provide additional housing supply; and
- Protect productive agricultural land from incursion from non-agricultural land uses by maintaining strong land use and development controls in those areas.

The proposed Code Amendment aligns with a large number of State Planning Policies (SPPs) in relation to integrated planning, design quality, climate change, housing supply and diversity, primary production, employment lands and natural hazards. The proposed Code Amendment also aligns with a significant number of policies within the Limestone Coast Region Plan, as outlined within the Code Amendment Initiation document.

1.3 Investigations already completed

Previous investigations have been undertaken in relation to site contamination on Site 1.

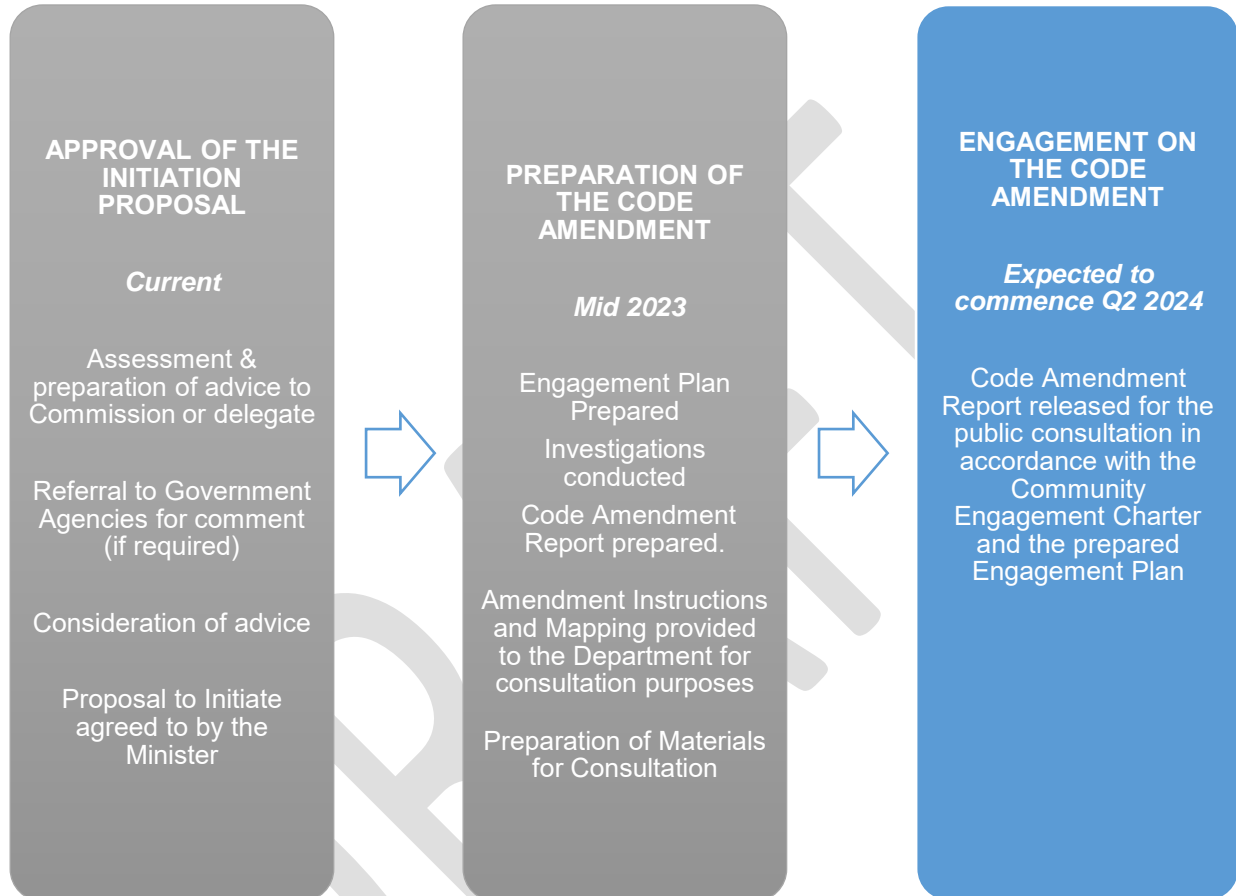
Prior to this Code Amendment, no known engagement processes have occurred seeking to rezone the land. However, the 25 Year Strategic Land Use Plan which identifies each of the rezoning proposals was subject to a community engagement process in mid-2021.

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1.4 What is the status of the Code Amendment

The Code Amendment process follows steps which require specific actions at each milestone. The timeframes for each step is outlined in **Figure 1.5** below. Most of the engagement activities will occur after the preparation of the Code Amendment, shown in blue below.

Figure 1.5 Status of the Code Amendment



2. ENGAGEMENT PURPOSE

The purpose of the engagement is to inform the rezoning of the Affected Area to enable the future development of the land for a mixture of purposes.

Specifically, the engagement will:

- Communicate to raise awareness that a Code Amendment is being prepared;
- Provide information about what is proposed by the Code Amendment including the location of where the proposed changes will apply;
- Provide the opportunity for stakeholders to identify issues and opportunities early, so that they can be considered in the preparation of the Code Amendment;
- Enable stakeholders and community to provide feedback on the Code Amendment prior to it being finalised and submitted to the Minister for Planning;
- Close the loop with stakeholders and community to inform them of the final version of the Code Amendment;
- Meet statutory requirements as it relates to engagement on a Code Amendment;
- Build relationships and a community of interest to support future activities (i.e. construction); and
- Maximise the opportunity for the media to be well informed, minimising reporting of inaccurate or biased reporting.

3. ENGAGEMENT OBJECTIVES

The key objectives of the engagement are to:

- Share information with the public about the Code Amendment;
- Create an understanding of the reasons for the Code Amendment;
- Understand the views of the stakeholders;
- Inform and improve the quality of the policy within the Code Amendment; and
- Comply with the Community Engagement Charter and the *Planning, Development and Infrastructure Act 2016* (Act).

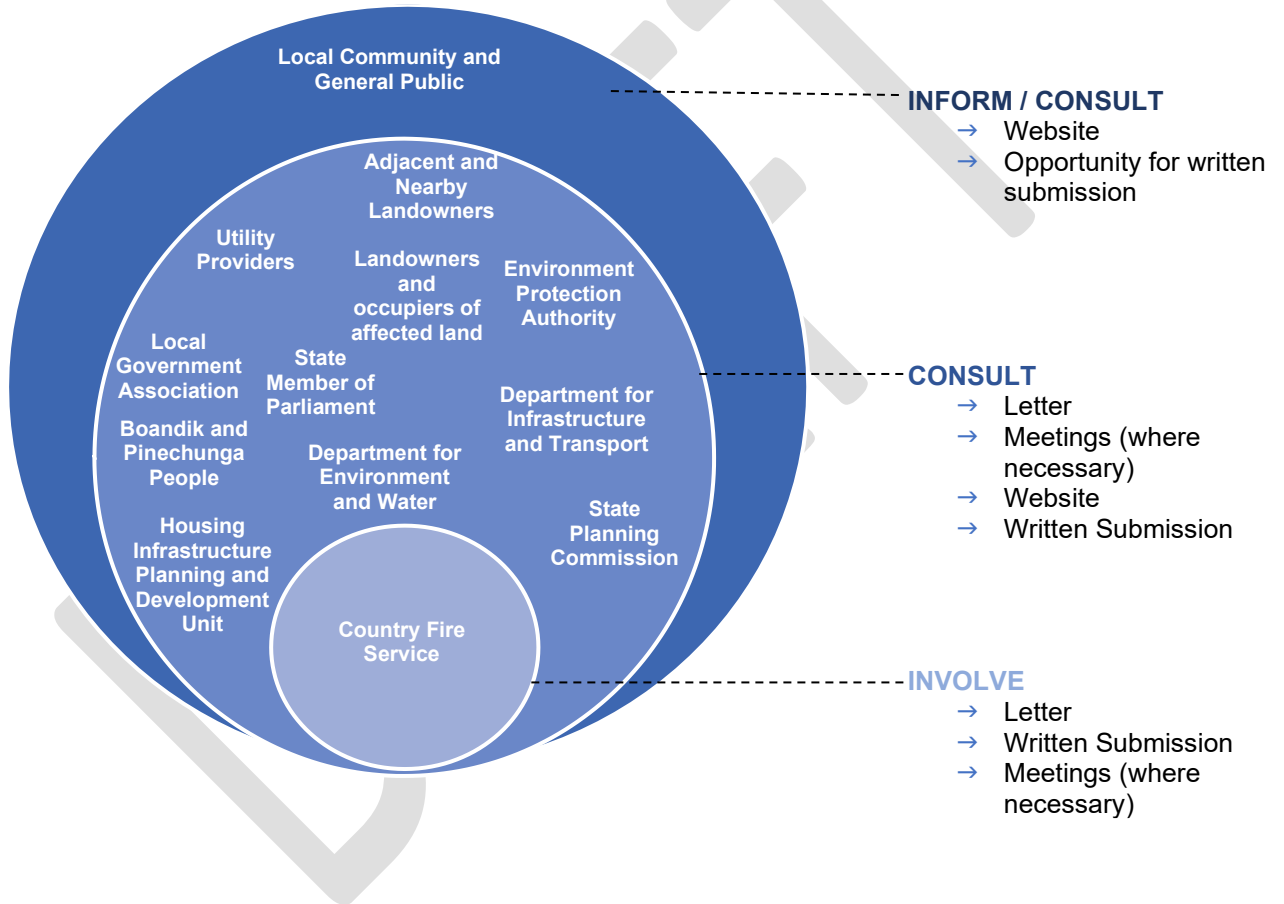
4. STAKEHOLDER IDENTIFICATION AND ANALYSIS

The Code Amendment has a group of stakeholders whose involvement, interest and influence vary, including State Agencies and the adjacent land owners.

Overall, the aim of the community engagement is to provide a level of influence which seeks to work directly with the relevant stakeholders throughout the process to ensure that concerns and aspirations are understood, considered and reflected in the Code Amendment.

A stakeholder identification and analysis has been undertaken and the outcomes of this are provided in **Appendix 1**, with a summary of this analysis provided in **Figure 4.1** below.

Figure 4.1 Stakeholder Analysis Summary (adapted from Lorenz Aggens, *Orbits of Public Participation*)



The stakeholders which have been identified are:

- Landowners and occupiers of affected land;
- Adjacent land owners and occupiers shown in **Appendix 2**;
- Boandik and Pinechunga People;
- Local Government Association;
- Housing Infrastructure Planning and Development Unit;
- Department for Trade and Investment (Planning and Land Use Services);
- Department for Infrastructure and Transport (DIT);
- Environment Protection Authority (EPA);
- Department for Environment and Water (DEW);
- Housing Infrastructure Planning and Development Unit;
- Country Fire Service (CFS);
- Utility providers;
- State Member of Parliament – Mr Nick McBride, State Member for MacKillop
- State Planning Commission; and
- General Public.

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The level of each stakeholder's interest (low, medium and high), the nature of their interests and their needs and expectations of the engagement process have been identified. Having regard to the level of interest, the potential impact of the project on each of the stakeholders' interests and the potential impact of each stakeholder on the Code Amendment, the level of engagement has been established. The outcomes of this analysis are included in **Appendix 1**.

The levels of engagement are informed by the IAP2 Spectrum of Public Participation and are summarised in **Table 4.1**.

Table 4.1 IAP2 Spectrum of Public Participation

	Inform	Consult	Involve	Collaborate	Empower
Participation Goal	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
Promise to Stakeholders	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

In addition to stakeholder engagement outlined above, the Proponent also intends to engage with and seek the advice of the PLUS Code Control Group, particularly in the preliminary and early stages of drafting the Code Amendment Report and following stakeholder engagement to inform the Code Amendment.

5. SCOPE OF INFLUENCE

The Code is a statutory instrument under the *Planning, Development and Infrastructure Act 2016* (the Act), for the purposes of development assessment and related matters within South Australia.

The Code contains the planning rules and policies that guide what can be developed in South Australia. Planning authorities use these planning rules to assess development proposals.

This Code Amendment is led by a council, the Wattle Range Council. The scope of the Code Amendment is limited to the spatial application of existing policies within the Code. The Code Amendment cannot create additional policies/zones or make changes to existing policy/zone text.

Aspects of the project which stakeholders and the community can influence (i.e. are negotiable) are:

- Whether the selected Zone is the most appropriate Zone for each of the Affected Areas;
- Whether the investigations undertaken as part of the Code Amendment are sufficient to consider the impact of the rezonings on the surrounding area; and
- Whether the Overlays and 'Technical and Numeric Variations' applied address key matters stakeholders would like to see future development meet.

Aspects of the project which stakeholders and the community cannot influence (i.e. are not negotiable) are:

- The geographic extent of the Code Amendment (i.e. the Affected Area);
- The intent of the Zones selected; and
- The policy wording within the Planning and Design Code.

6. IMPLEMENTATION PLAN

An implementation plan has been prepared which details the various engagement activities proposed for each engagement level.

Engagement activities have been included to ensure that the method of engagement is appropriate for achieving the objectives and level of influence of the engagement. The engagement activities are summarised in **Table 6.1** below.

Table 6.1 *Engagement Activities*

Stage	Stakeholders/ target audience	Engagement activity	Levels of Engagement
Preliminary Engagement	<ul style="list-style-type: none"> • State Member for MacKillop 	<ul style="list-style-type: none"> • Information sharing • Opportunity for written and verbal feedback • Meeting 	Consult
	<ul style="list-style-type: none"> • Landowners and occupiers of affected land 	<ul style="list-style-type: none"> • Information sharing • High-level survey to collect early feedback before drafting the Code Amendment 	Consult
Early Engagement	<ul style="list-style-type: none"> • Country Fire Service 	<ul style="list-style-type: none"> • Information sharing • Opportunity for written and verbal feedback • Meetings • Determine the likelihood of changing bushfire hazard overlays 	Involve
	<ul style="list-style-type: none"> • State Member for MacKillop 	<ul style="list-style-type: none"> • Information sharing • Opportunity for written and verbal feedback • Meetings 	Consult

Stage	Stakeholders/ target audience	Engagement activity	Levels of Engagement
Code Amendment Engagement	<ul style="list-style-type: none"> Landowners and occupiers of affected land Department for Infrastructure and Transport Department for Environment and Water Country Fire Service Utility Providers Boandik and Pinechunga People Housing Infrastructure Planning and Development Unit Environment Protection Authority State Member for MacKillop Local Government Association State Planning Commission Adjacent and surrounding land owners 	<ul style="list-style-type: none"> Written submissions Letter Information provided on website Social media promotion Community open days One-on-one sessions offered Meetings offered Hard copies available at various locations 	Consult
	<ul style="list-style-type: none"> Local Community General Public 	<ul style="list-style-type: none"> Information provided on website Any member of the public will be able to make a written submission 	Inform / Consult

The overall engagement will consist of three stages, which include:

- Preliminary Engagement, undertaken prior to the drafting of the Code Amendment Report;
- Early Engagement, undertaken after the initial draft of the Code Amendment Report is prepared, but allowing for early input and sharing of information before the Code Amendment is publicly available; and
- Code Amendment Engagement, undertaken after the draft of the Code Amendment Report is completed and includes the Report being made available to the public and all stakeholders for review and input.

Within each stage of the engagement, the engagement activities generally include the following three milestones:

- Commencement of engagement;
- Engagement concludes; and
- Report back to the relevant stakeholders and/or the public on the outcomes and next steps.

7. APPLYING THE CHARTER PRINCIPLES IN PRACTICE

The stakeholders have been considered in respect to their needs and requirements to ensure that the design of the engagement allows all stakeholders to contribute equally. **Table 7.1** outlines the characteristics of the stakeholders relevant to this engagement and the needs and / or techniques which have been implemented.

The adjacent owners and local community include residents within the Wattle Range Council. The Community profile¹ of the area includes:

- Top responses for ancestry were listed as Australian, English, Scottish, Irish and German.
- The percentage of households where English is the only language is higher than the average for SA (90.3% compared to 77.6% for SA). People who indicated that they did not speak English well or at all listed Mandarin (16 households), German (3 households), Punjabi (3 households), Urdu (4 households), Italian (5 households) and Filipino (5 households) as the language spoken at home;
- People 70 years and over of age form 16.9% of the local population. This indicates a slightly older population in comparison to SA, where 14.4% of the population is over 70;
- People under 20 years of age form 22.3% of the local community; which is fairly consistent with the SA average of 23%;
- The median age is 48, which is higher than the average age of South Australians of 41 years;
- 66.5% of households are family households, of which around 49% have children at home;
- 38.1% of the local population are not in the labour force (compared to 36% of SA), which indicates that the resident population is largely working families;
- People who needed assistance to undertake core activities form 7.2% of the population; and
- 23.3% of Wattle Range residents did not access the internet at home².

The above groups all have varying needs. **Table 7.1** outlines the characteristics of the stakeholders relevant to this engagement and the needs and / or techniques which have been implemented to improve accessibility to engagement.

¹ Based on the Australian Bureau of Statistics 2021 Census Data

² Based on the Australian Bureau of Statistics 2016 Census Data

Table 7.1 *Applying the Charter Principles*

Stakeholder	Engagement need or technique
Government Bodies and Agencies and Utility Providers	<ul style="list-style-type: none"> • Time to review and respond to Code Amendment documents, particularly having regard to reporting cycles of local government.
Majority of adjacent owners and local community	<ul style="list-style-type: none"> • Time to review and respond to Code Amendment documents. • Explanatory information that explains the process and what they are being asked for feedback on in clear, plain English. • Ability to ask questions during the engagement process about the Code Amendment (generally via phone or email).
People over 70	<ul style="list-style-type: none"> • Ability to access documents in hard copy at a convenient location (i.e., the local Council office). • Ability to provide feedback and/or communicate by post or via phone. • Promote the Code Amendment in the local newspapers.
English as a second language	<ul style="list-style-type: none"> • Hard copy and website materials that are easily translatable and details, in their language. • Materials confirm how to access translated materials.
People with a core need for assistance ³	<ul style="list-style-type: none"> • In person meetings are held at a location that meets accessibility needs for people with reduced mobility. • Materials are accessible in a variety of mediums including website and hard copies, and websites include accessibility features.
People who do not have access to the internet at home	<ul style="list-style-type: none"> • Ability to access documents in hard copy at a convenient location (i.e., the local Council office). • Ability to provide feedback and/or communicate by post or via phone.

³ The Australian Bureau of Statistics define people who have a core need for assistance as 'people with a profound or severe core activity limitation are those needing assistance in their day to day lives in one or more of the three core activity areas of self-care, mobility and communication because of a long-term health condition (lasting six months or more), a disability (lasting six months or more), or old age.'

The engagement activities have been identified and the relevant charter principles have been addressed which is outlined within **Table 7.2** below.

Table 7.2 *Charter Principles in Practice*

Charter Principles	How does your engagement approach/activities reflect this principle in action?
Engagement is genuine	<ul style="list-style-type: none"> • The engagement process has targeted a wide range of stakeholders (based on stakeholder identification to determine who may be impacted/interested, and engagement materials have been prepared with accessibility in mind). • The engagement process has provided a sufficient time frame for stakeholders to review the information and respond as necessary. • Workshop and/or one-on-one meetings to be held on weekends or after work hours to maximise opportunity for people to attend, unless requested during business hours (i.e., with government agencies). • The engagement activities seek to provide clear and concise information that builds the community capacity to understand planning. • The engagement process provides opportunity for stakeholders and the community to identify their issues and solutions and for these issues to be analysed and considered before finalising the Code Amendment.
Engagement is inclusive and respectful	<ul style="list-style-type: none"> • Affected and interested people have the opportunity to participate via website, direct letters, email and/or social media and have the opportunity to be heard via written submission. • Engagement material is appropriately varied and includes easy to understand information to help audiences understand how the Code Amendment may be relevant to them, supplemented with more detailed technical information for full transparency.
Engagement is fit for purpose	<ul style="list-style-type: none"> • Clear and concise information will be publicly available to ensure people understand what is proposed and how to participate in the engagement.
Engagement is informed and transparent	<ul style="list-style-type: none"> • Information (online and hard copy via letter-box drop) in basic language clearly articulates the proposal, potential impacts, engagement process and invites feedback/participation. • Each submission will be acknowledged and informed of next steps in the process.

Charter Principles	How does your engagement approach/activities reflect this principle in action?
Engagement is reviewed and improved	<ul style="list-style-type: none"> The community engagement report will summarise the feedback received and how it has been, or will be, used to inform the Code Amendment. Measures of success are identified and measured at the conclusion of the engagement and reported on in the Engagement Report. Any issues raised about the engagement process will be considered and action taken if appropriate.

8. KEY MESSAGES

The following key messages will underpin the engagement regarding the Code Amendment:

- In August 2022, the Wattle Range Council endorsed a Strategic Land Use Plan that is intended to provide a 25-year vision for land use planning across the council area. The plan provides an effective and meaningful framework to ensure Council can proactively facilitate sustainable development and growth for the next 25 years while also protecting valuable agricultural land and areas of environmental significance to achieve sustainable outcomes. The plan also considers infrastructure, servicing, community facilities, transport and all other factors which go into making liveable and thriving communities.
- It is proposed to make 10 different amendments to zoning within the townships of Millicent, Penola, Beachport and Glencoe (the Affected Area) as envisaged by the Council's 25 Year Strategic Land Use Plan;
- An amendment to the Planning and Design Code (i.e. a Code Amendment) is required to enable these rezonings;
- The overall intent of the Code Amendment is to:
 - » Create new development opportunities on strategic sites located close to the township centres;
 - » Rezone land to recognise and support the existing use of land in areas where the zone does not reflect the prevailing form of development;
 - » Intensify residential development in existing residential and rural living areas within Beachport to provide additional housing supply; and
 - » Protect productive agricultural land from incursion from non-agricultural land uses by maintaining strong land use and development controls in those areas.
- The Minister for Planning is the decision maker for approval or refusal of the proposed Code Amendment. The Minister will take into account the feedback received during the engagement and whether the engagement was carried out in accordance with the Community Engagement Charter. The Minister may also seek the advice of the State Planning Commission prior to making a decision.

9. EVALUATION

As part of the engagement process, feedback from stakeholders regarding the engagement will be noted to ensure that the project team can:

- Address any changes for the implementation of the Code Amendment;
- Alter the engagement process if needed to respond to feedback; and
- Maintain the quality of the engagement activities.

Appendix 3 includes a table which outlines a summary of measuring the success of the engagement process. Participants are invited to assess the success of the engagement against the criteria. The evaluation will be included in the statutory report required to be prepared by the Designated Entity under section 73(7) of PDI Act (the Engagement Report).

Following an evaluation of the success of the engagement, a summary of the engagement process will be provided to the participants. The methods for reporting back and closing the loop are outlined within **Appendix 4**.

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APPENDIX 1: STAKEHOLDER AND COMMUNITY MAPPING

Stakeholder and community mapping

Stakeholder	Level of interest in the project (i.e. high, medium or low)	Nature of interest in the project and/or the potential impact of the project	Stakeholder needs/expectations for engagement in the project	Level of engagement (i.e. inform, consult, involve, collaborate)
Landowners and occupiers of affected land	High	<ul style="list-style-type: none"> • High interest in the Code Amendment proposal and impact as the Zone change will affect their land; • How the Zone change will affect the value of their property; • How the Zone change will affect the general locality. 	That they will be kept informed, listened to, their concerns and aspirations acknowledged and feedback will be provided on how their input influenced the decision.	Consult
Adjacent landowners and occupiers	High	<ul style="list-style-type: none"> • High interest in the Code Amendment proposal and impact as the Zone change is located within their locality; • How the Zone change will affect the value of their property; • How the Zone change will affect the general locality. 	That they will be kept informed, listened to, their concerns and aspirations acknowledged and feedback will be provided on how their input influenced the decision.	Consult

Stakeholder	Level of interest in the project (i.e. high, medium or low)	Nature of interest in the project and/or the potential impact of the project	Stakeholder needs/expectations for engagement in the project	Level of engagement (i.e. inform, consult, involve, collaborate)
Local Government Association	Low	<ul style="list-style-type: none"> • Low level of interest as the Code Amendment is specifically relevant to the Wattle Range Council; • It is a mandatory requirement to notify the Local Government Association in writing and to be consulted in accordance with the Act. 	That they will be kept informed, listened to, their concerns and aspirations acknowledged and feedback will be provided on how their input influenced the decision.	Consult
State Planning Commission	Medium	<ul style="list-style-type: none"> • Medium level of interest; • The rezonings may support/influence the updated Regional Plan. 	That they will be kept informed, listened to, their concerns and aspirations acknowledged and feedback will be provided on how their input influenced the decision.	Consult
Department for Infrastructure and Transport (DIT)	Medium	<ul style="list-style-type: none"> • Medium level of interest; • The Affected Areas have some frontages to state maintained roads and may influence planning for road upgrades in the wider area. 	That they will be kept informed, listened to, their concerns and aspirations acknowledged and feedback will be provided on how their input influenced the decision.	Consult

Stakeholder	Level of interest in the project (i.e. high, medium or low)	Nature of interest in the project and/or the potential impact of the project	Stakeholder needs/expectations for engagement in the project	Level of engagement (i.e. inform, consult, involve, collaborate)
Utility Providers	Medium	<ul style="list-style-type: none"> • Medium level of interest; • The proposed rezoning may generate infrastructure demands which require assessment. 	That they will be kept informed, listened to, their concerns and aspirations acknowledged and feedback will be provided on how their input influenced the decision.	Consult
State Member of Parliament	High	<ul style="list-style-type: none"> • High level of interest; • Any rezoning process is likely to engender interest within the local community. 	That they will be kept informed, listened to, their concerns and aspirations acknowledged and feedback will be provided on how their input influenced the decision.	Consult
Environment Protection Authority (EPA)	Low	<ul style="list-style-type: none"> • Low level of interest; • Some areas may have previous site contamination records. 	That they will be kept informed, listened to, their concerns and aspirations acknowledged and feedback will be provided on how their input influenced the decision.	Consult
Department for Environment and Water (DEW)	Medium	<ul style="list-style-type: none"> • Medium level of interest; • The Affected Area has various environmental Overlays. 	That we will work with them to ensure that their concerns and aspirations are reflected in the Code Amendment and feedback will be provided on how their input influenced the decision.	Consult

Stakeholder	Level of interest in the project (i.e. high, medium or low)	Nature of interest in the project and/or the potential impact of the project	Stakeholder needs/expectations for engagement in the project	Level of engagement (i.e. inform, consult, involve, collaborate)
Country Fire Service (CFS)	High	<ul style="list-style-type: none"> • High level of interest; • The Affected Area is identified within various Hazards Bushfire Overlays and there may be potential to amend these Overlays. 	That we will work with them to ensure that their concerns and aspirations are reflected in the Code Amendment and feedback will be provided on how their input influenced the decision.	Involve
Boandik and Pinechunga People	Low	<ul style="list-style-type: none"> • Interest as the Traditional Owners of the Affected Area, and the impacts the change of zone will have on surrounding features. 	That they will be kept informed, listened to, their concerns and aspirations acknowledged and feedback will be provided on how their input influenced the decision.	Consult
Department for Trade Investment (PLUS and Code Control Group)	Medium	<ul style="list-style-type: none"> • Medium level of interest; • Consistency with the Planning and Design Code and State strategic plans. 	That they will be kept informed, listened to, their concerns and aspirations acknowledged and feedback will be provided on how their input influenced the decision.	Consult
General Public	Low	<ul style="list-style-type: none"> • To keep informed in the overall process of the Code Amendment and Zone change; 	That they will be provided with balanced and objective information to assist them in understanding the problem. alternatives, opportunities and/or solutions.	Inform/Consult

Stakeholder	Level of interest in the project (i.e. high, medium or low)	Nature of interest in the project and/or the potential impact of the project	Stakeholder needs/expectations for engagement in the project	Level of engagement (i.e. inform, consult, involve, collaborate)
		<ul style="list-style-type: none"><li data-bbox="555 459 999 512">• To provide feedback on the Code Amendment.		



APPENDIX 2: AFFECTED AND ADJACENT LAND OWNERS

Figure 9.1 *Extent of affected and adjoining landowners and occupiers to be directly notified – Site 1*

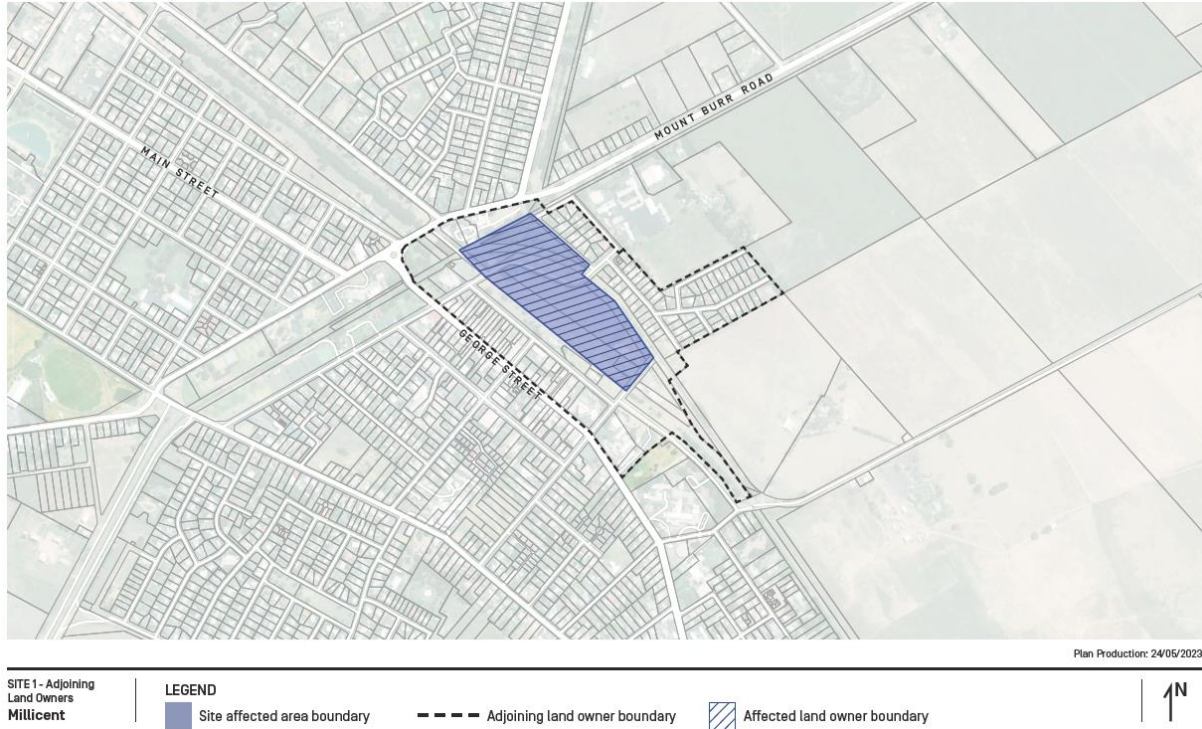


Figure 9.2 *Extent of affected and adjoining landowners and occupiers to be directly notified – Site 2*

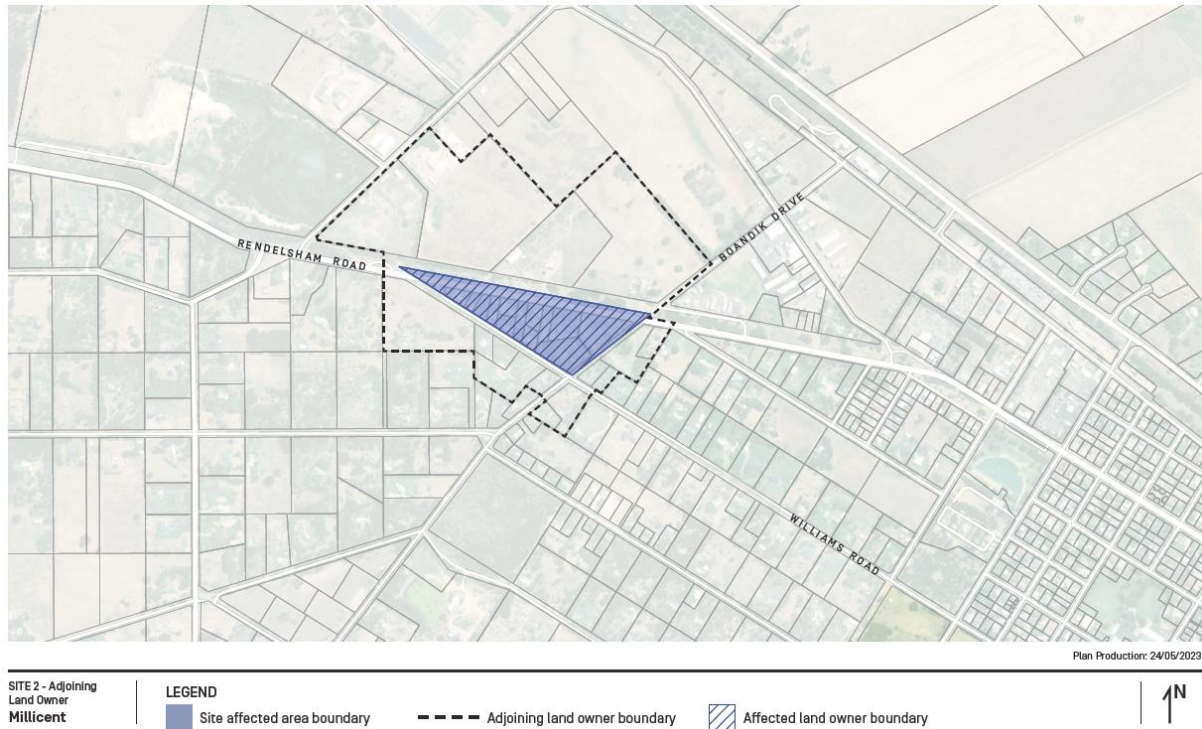


Figure 9.3 Extent of affected and adjoining landowners and occupiers to be directly notified – Site 3

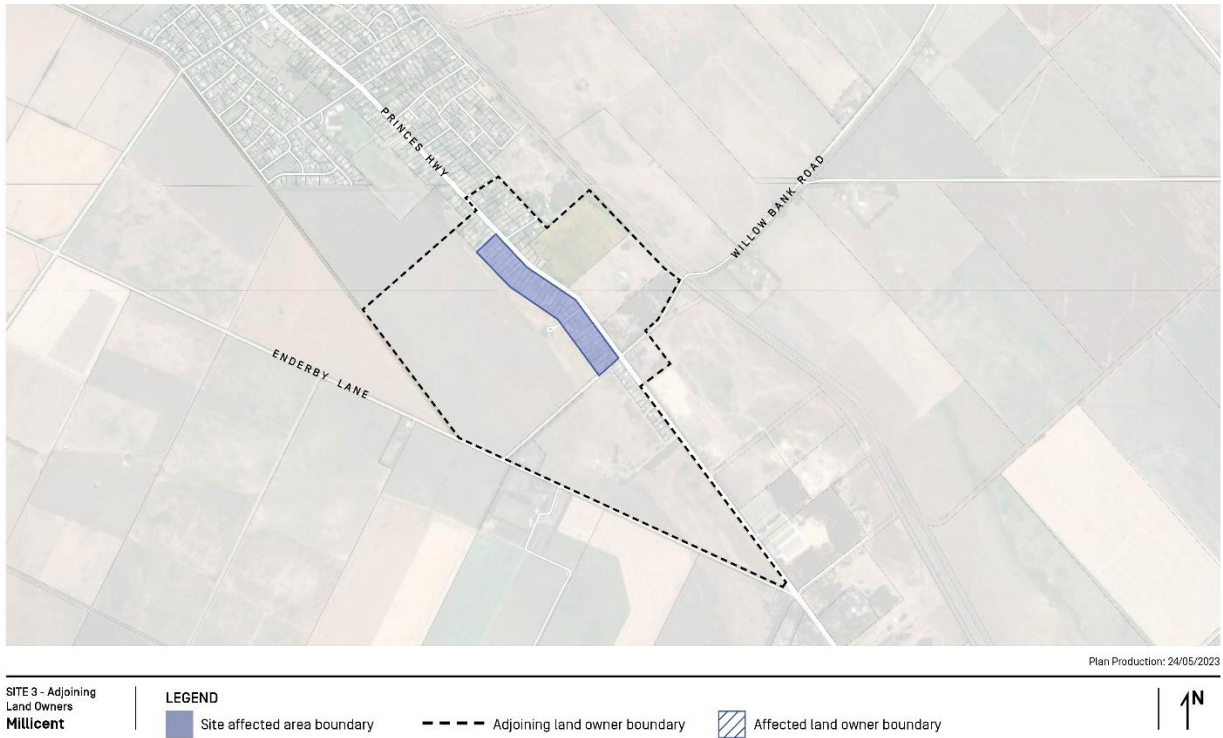


Figure 9.4 Extent of affected and adjoining landowners and occupiers to be directly notified – Site 4

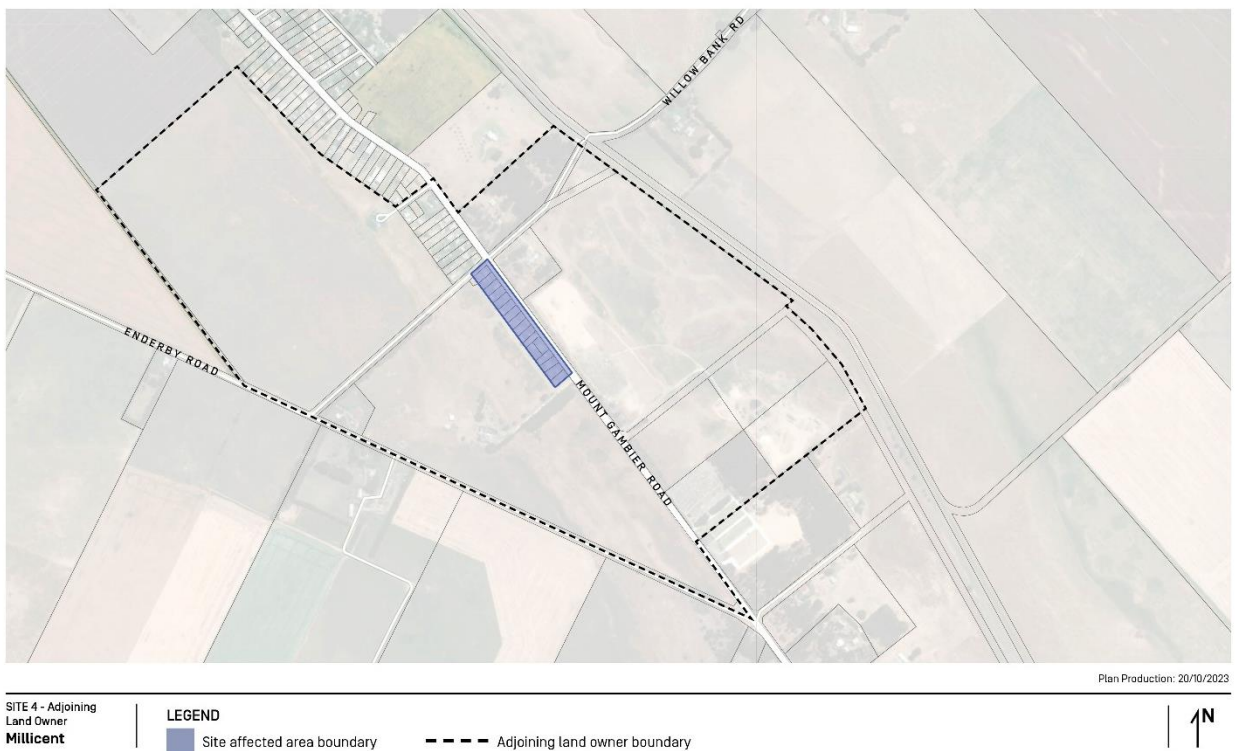


Figure 9.5 Extent of affected and adjoining landowners and occupiers to be directly notified – Site 5

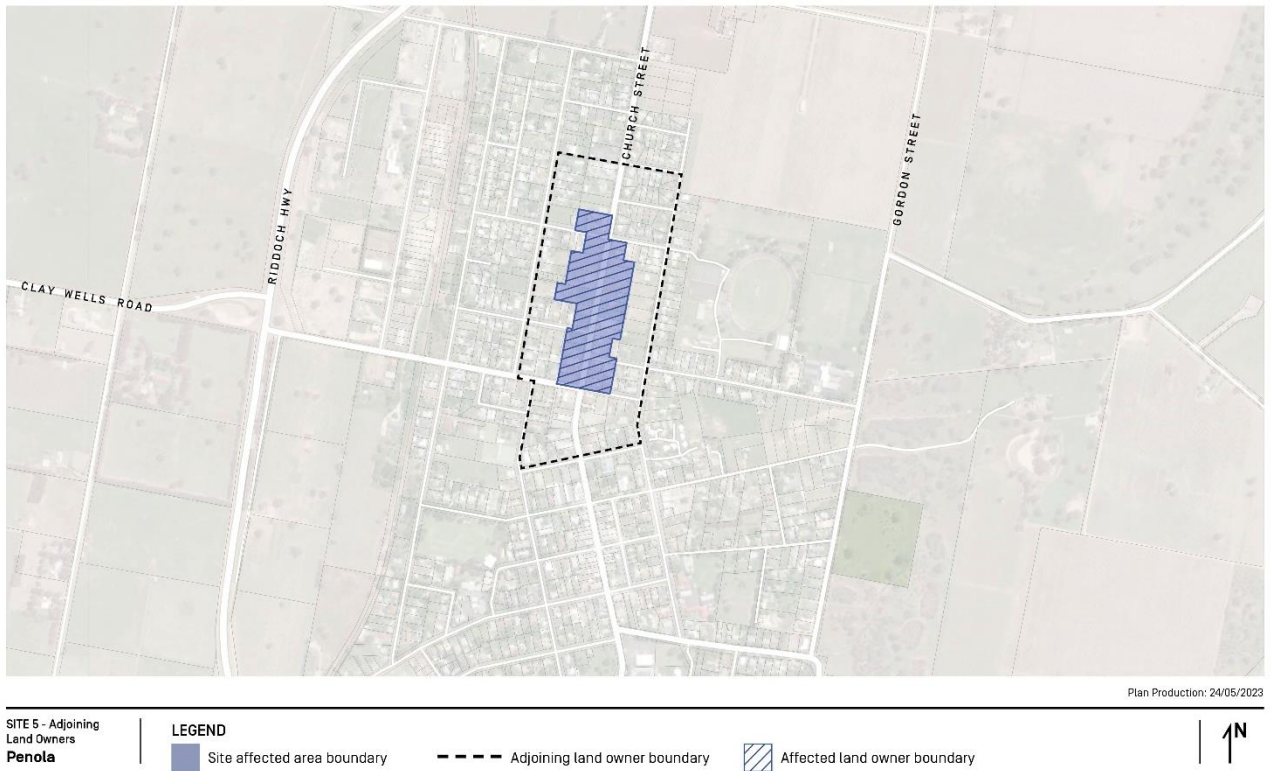


Figure 9.6 Extent of affected and adjoining landowners and occupiers to be directly notified – Site 6

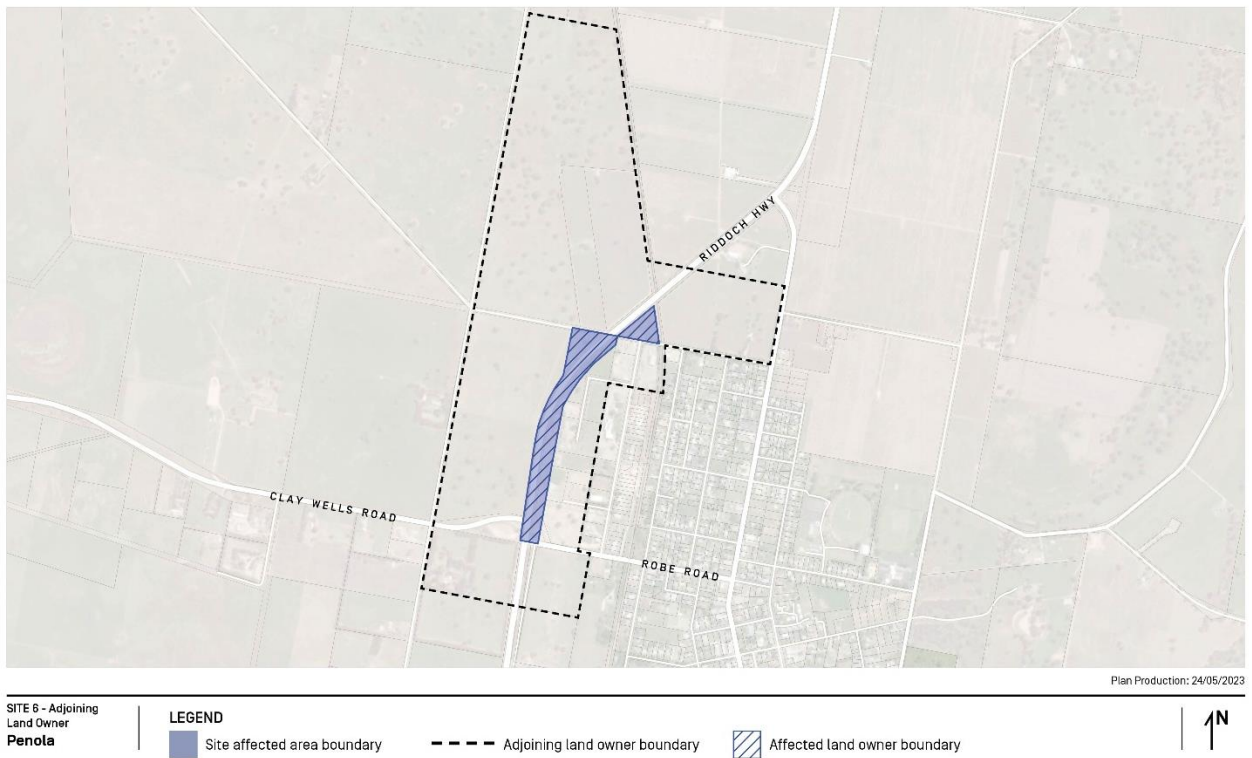


Figure 9.7 Extent of affected and adjoining landowners and occupiers to be directly notified – Site 7

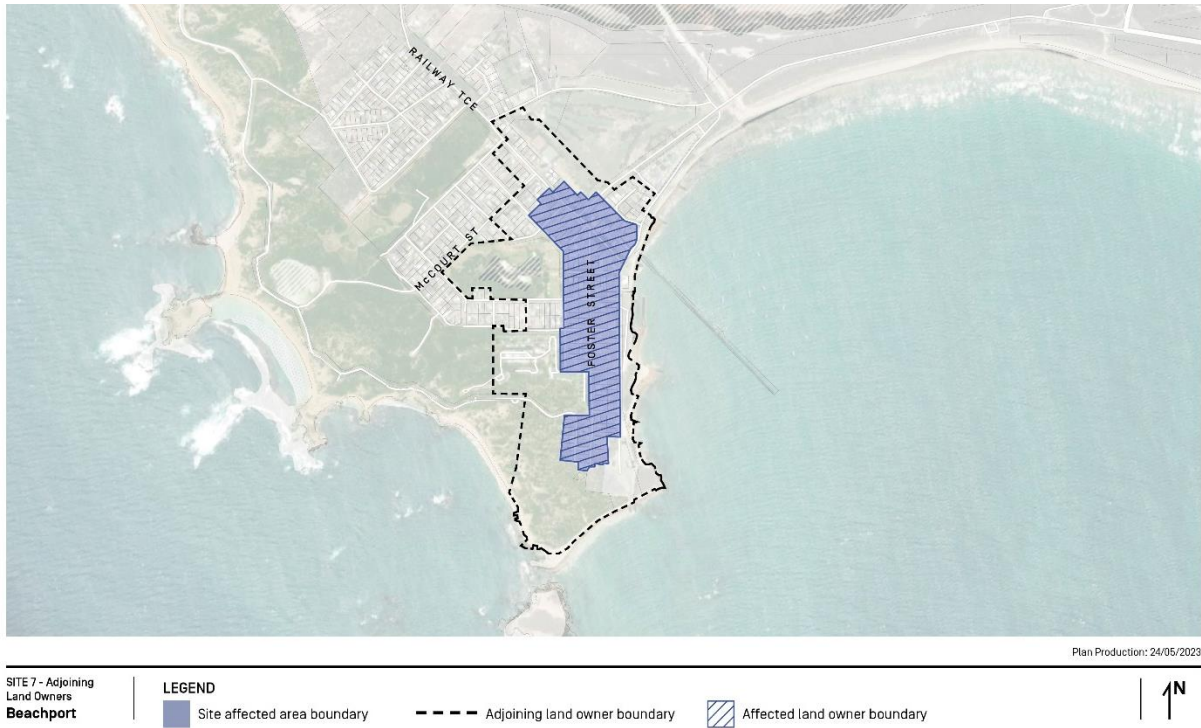


Figure 9.8 Extent of affected and adjoining landowners and occupiers to be directly notified – Site 8

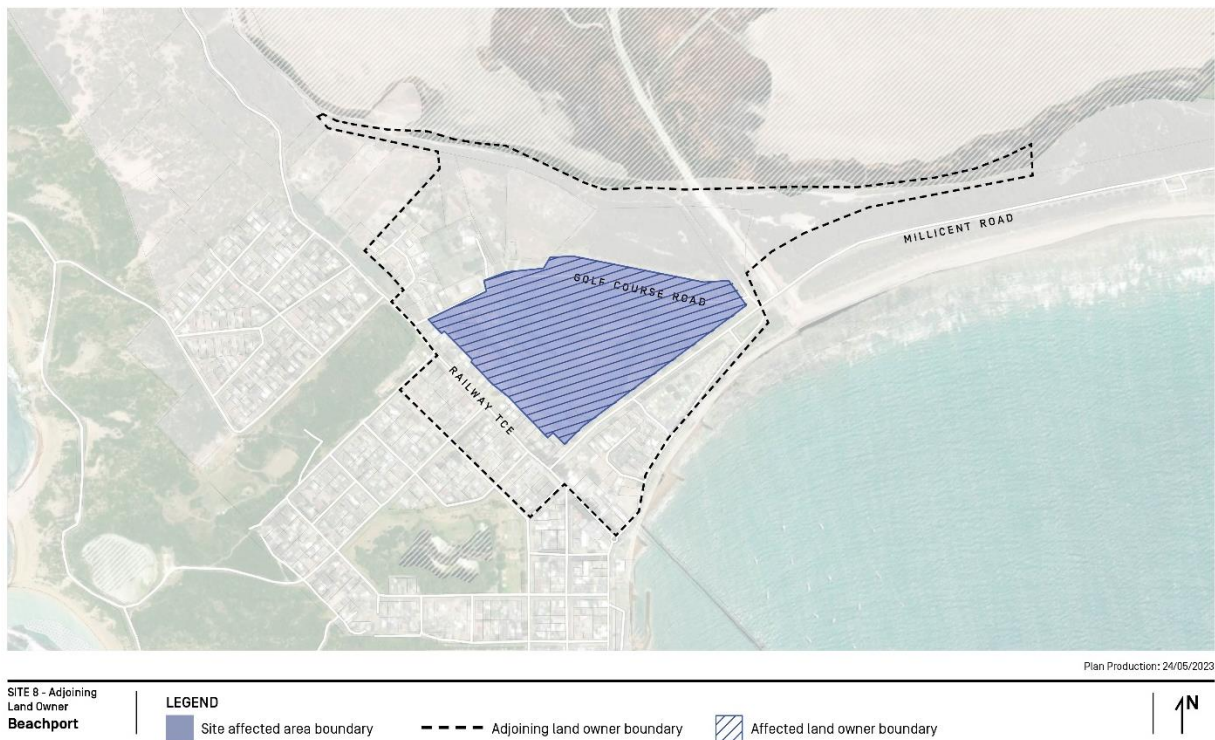


Figure 9.9 *Extent of affected and adjoining landowners and occupiers to be directly notified – Site 9*

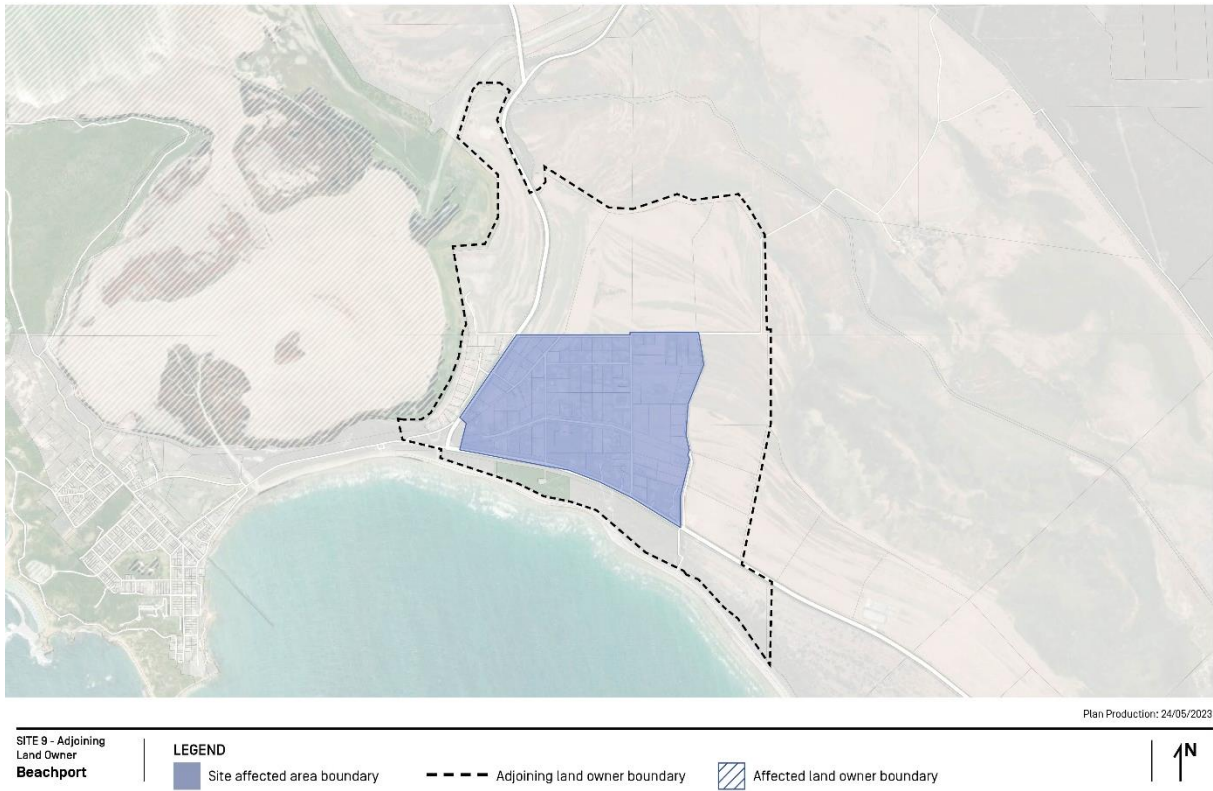
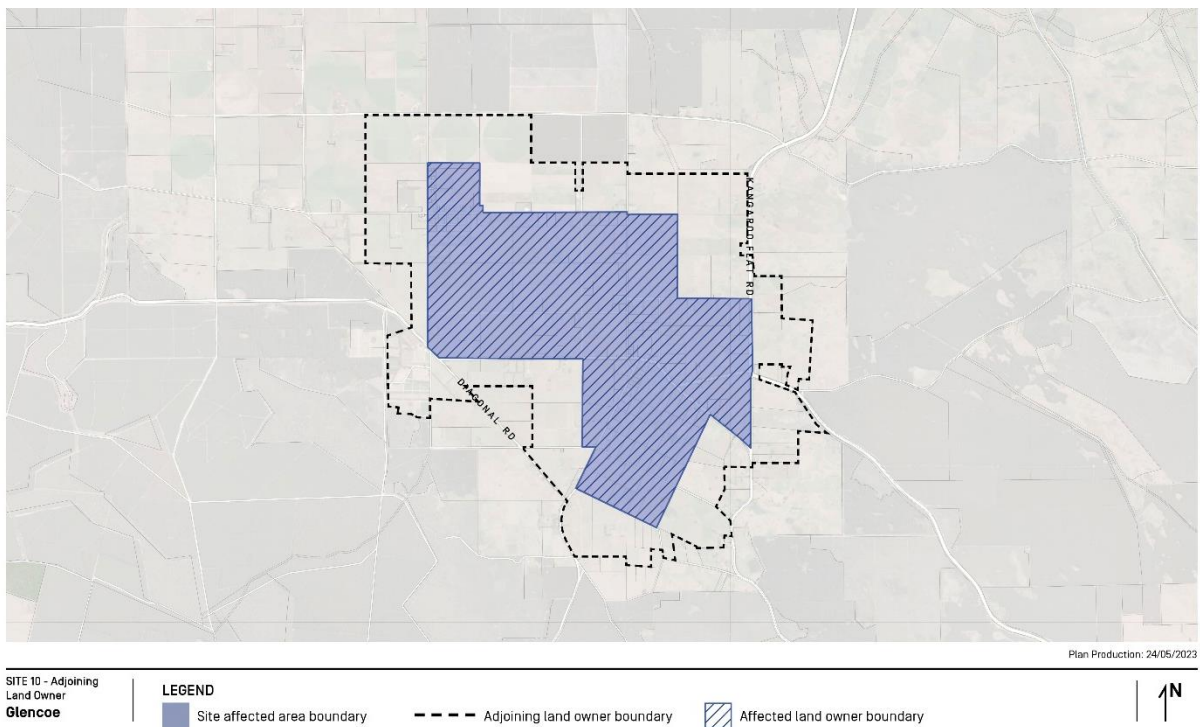


Figure 9.10 *Extent of affected and adjoining landowners and occupiers to be directly notified – Site 10*





APPENDIX 3: PLANNING YOUR ENGAGEMENT APPROACH

Planning your engagement approach

Stage	Objective	Stakeholders/ target audience	Engagement level	Engagement activity	Timing
Preliminary Engagement	<ul style="list-style-type: none"> To Share information about the Code Amendment; Create an understanding of the reasons for the Code Amendment; Understand the views of the stakeholders; and Inform and improve the quality of the policy within the Code Amendment. 	<ul style="list-style-type: none"> State MP – Mr Nick McBride – Member for MacKillop 	Consult	<ul style="list-style-type: none"> One-on-one meetings 	Preliminary engagement to occur pre-initiation, but prior to drafting the Code Amendment Report.
		<ul style="list-style-type: none"> Code Control Group 	Nil		
Early Engagement	<ul style="list-style-type: none"> To Share information about the Code Amendment; Create an understanding of the reasons for the Code Amendment; Understand the views of the stakeholders; and Inform and improve the quality of the policy within the Code Amendment. 	<ul style="list-style-type: none"> Country Fire Service 	Involve	<ul style="list-style-type: none"> One-on-one meetings Presentations 	Early engagement to occur following initiation and prior to release of the Code Amendment Report for the Code Amendment Engagement.
		<ul style="list-style-type: none"> State MP – Mr Nick McBride – Member for MacKillop 	Consult		
Code Amendme	<ul style="list-style-type: none"> Share information with the public about the Code Amendment; 	<ul style="list-style-type: none"> Country Fire Service 	Involve	<ul style="list-style-type: none"> Letter Information provided on website Written submissions 	Code Amendment Engagement in anticipated to commence late 2023

Stage	Objective	Stakeholders/ target audience	Engagement level	Engagement activity	Timing
	<ul style="list-style-type: none"> • Create an understanding of the reasons for the Code Amendment; • Understand the views of the stakeholders; • Inform and improve the quality of the policy within the Code Amendment; and • Comply with the Community Engagement Charter and the Act. 	<ul style="list-style-type: none"> • Utility Providers • Department for Infrastructure and Transport • Affected landowners and occupiers • Adjacent and surrounding Landowners and Occupiers • Local Government Association • State Member of Parliament • Boandik and Pinechunga People • Department for Infrastructure and Transport (DIT) • Environment Protection Authority (EPA) • Department for Environment and Water (DEW) 	Consult	<ul style="list-style-type: none"> • Letter • Information provided on website • Social media promotion • Written submissions • Community open days • One-on-one sessions offered • Meetings offered • Hard copies available at various locations 	
		<ul style="list-style-type: none"> • General Public • State Planning Commission 	Inform/Consult	<ul style="list-style-type: none"> • Information provided on website • Written submissions 	



APPENDIX 3: MEASURING SUCCESS

Measuring success

At the completion of the engagement, all participants will be invited to assess the success of the engagement against performance criteria one to four, below. The project manager, with assistance from communications and engagement specialists, will assess the success of the engagement against criteria five to nine. This evaluation will be included in the statutory report (section 73(7) of PDI Act) that is sent to the State Planning Commission and the Minister for Planning and which details all engagement activities undertaken. It will also be referenced in the Commission Report (section 74 (3)(b) that is issued to the Governor of South Australia and the Environment Resources and Development Committee of Parliament. Any issues raised about the engagement during the engagement process will be considered and action will be taken if considered appropriate.

#	Charter criteria	Charter performance outcomes	Respondent	Indicator	Evaluation tool	Measuring success of project engagement
1	Principle 1: Engagement is genuine	<ul style="list-style-type: none"> People had faith and confidence in the engagement process. 	Community	I feel the engagement genuinely sought my input to help shape the proposal	Exit survey / follow-up survey with Likert scale - strongly disagree to strongly agree	Per cent from each response.
2	Principle 2: Engagement is inclusive and respectful	<ul style="list-style-type: none"> Affected and interested people had the opportunity to participate and be heard. 	Community	I am confident my views were heard during the engagement	Exit survey / follow-up survey with Likert scale - strongly disagree to strongly agree	Per cent from each response.
			Project Lead	The engagement reached those identified as community of interest.	<ul style="list-style-type: none"> Representatives from most community groups participated in the engagement Representatives from some community groups participated in the engagement There was little representation of the community groups in engagement. 	Evaluation by Project Lead
3	Principle 3: Engagement is fit for purpose	<ul style="list-style-type: none"> People were effectively engaged and satisfied with the process. People were clear about the proposed change and how it would affect them. 	Community	I was given sufficient information so that I could take an informed view.	Exit survey / follow-up survey with Likert scale - strongly disagree to strongly agree	Per cent from each response.
				I was given an adequate opportunity to be heard	Exit survey / follow-up survey with Likert scale - strongly disagree to strongly agree	Per cent from each response.

#	Charter criteria	Charter performance outcomes	Respondent	Indicator	Evaluation tool	Measuring success of project engagement
4	Principle 4: Engagement is informed and transparent	<ul style="list-style-type: none"> All relevant information was made available and people could access it. People understood how their views were considered, the reasons for the outcomes and the final decision that was made. 	Community	I felt informed about why I was being asked for my view, and the way it would be considered.	Exit survey / follow-up survey with Likert scale - strongly disagree to strongly agree	Per cent from each response.
5	Principle 5: Engagement processes are reviewed and improved	<ul style="list-style-type: none"> The engagement was reviewed and improvements recommended. 	Project Lead	Engagement was reviewed throughout the process and improvements put in place, or recommended for future engagement	<ul style="list-style-type: none"> Reviewed and recommendations made Reviewed but no system for making recommendations Not reviewed 	Evaluation by Project Lead
6	Engagement occurs early	<ul style="list-style-type: none"> Engagement occurred before or during the drafting of the planning policy, strategy or scheme when there was an opportunity for influence. 	Project Lead	Engagement occurred early enough for feedback to genuinely influence the planning policy, strategy or scheme	<ul style="list-style-type: none"> Engaged when there was opportunity for input into scoping Engaged when there was opportunity for input into first draft Engaged when there was opportunity for minor edits to final draft Engaged when there was no real opportunity for input to be considered 	Evaluation by Project Lead
7	Engagement feedback was considered in the development of planning	<ul style="list-style-type: none"> Engagement contributed to the substance of a plan or resulted in changes to a draft. 	Project Lead	Engagement contributed to the substance of the final plan	<ul style="list-style-type: none"> In a significant way In a moderate way In a minor way Not at all 	Evaluation by Project Lead

#	Charter criteria	Charter performance outcomes	Respondent	Indicator	Evaluation tool	Measuring success of project engagement
	policy, strategy or scheme					
8	Engagement includes 'closing the loop'	<ul style="list-style-type: none"> Engagement included activities that 'closed the loop' by providing feedback to participants/ community about outcomes of engagement 	Project Lead	Engagement provided feedback to community about outcomes of engagement	<ul style="list-style-type: none"> Formally (report or public forum) Informally (closing summaries) No feedback provided 	Evaluation by Project Lead
9	Charter is valued and useful	<ul style="list-style-type: none"> Engagement is facilitated and valued by planners 	Project Lead	Identify key strength of the Charter and Guide Identify key challenge of the charter and Guide		Evaluation by Project Lead



APPENDIX 4: CLOSING THE LOOP AND REPORTING BACK

Closing the loop and reporting back

How will you respond to participants?	Who's responsible?	When will you report back?
Keep a contact register of all participants who made a submission during the engagement period to use to provide feedback on the process and outcomes	Future Urban on behalf of the Designated Entity	Ongoing across the engagement period
Prepare an Engagement Report in accordance with section 73 of the PDI Act that includes summary of submissions, amendments to the Code Amendment and evaluation of engagement	Future Urban on behalf of the Designated Entity	As soon as practicable post-engagement
Publish the Engagement Report	Department for Trade and Investment	As soon as practicable post-engagement
Inform stakeholders on the outcome of the Code Amendment	Future Urban on behalf of the Designated Entity	As soon as practicable following a decision on the proposed Code Amendment
Publish the outcome of the Code Amendment	Department for Trade and Investment	As soon as practicable following a decision on the proposed Code Amendment

APPENDIX 3. TIMETABLE FOR CODE AMENDMENT BY PROPONENT

CODE AMENDMENTS TIMETABLE		
Steps	Responsibility	Timeframes
Approval of the Proposal to Initiate		
Review of Proposal to Initiate to confirm all mandatory requirements are met (timeframe will be put on hold if further information is required). Referral to the Minister to request advice from the Commission	PLUS	2 weeks (<i>includes lodgement and allocation + referral to Government Agencies within the first week</i>)
Minister requests advice from the Commission.	Minister	2 weeks
Referral to Government Agencies for comment (where necessary)	PLUS, Relevant Government Agencies	+ 2 weeks
Consideration of Proposal to Initiate and advice to the Minister.	Commission (Delegate)	3 weeks
	Commission	+ 3 weeks
Proposal to initiate agreed to by the Minister.	Minister	2 weeks
Preparation of the Code Amendment		
Engagement Plan prepared. Investigations conducted; Code Amendment Report prepared. The drafting instructions and draft mapping provided to PLUS.	Designated Entity	7 weeks
PLUS prepares Amendment Instructions and Mapping and provides to Council for consultation purposes	PLUS	1 week
Preparation of Materials for Consultation.	Designated Entity	2 weeks
Engagement on the Code Amendment		
Code Amendment Report released for public consultation in accordance with the Community Engagement Charter and the prepared Community Engagement Plan .	Designated Entity	8 weeks
Consideration of Engagement and Finalisation of Amendments		
Submissions summarised, amended drafting instructions provided, Engagement Report prepared and lodged with PLUS.	Designated Entity	6 weeks
Assess the Amendment and engagement.	PLUS	4 weeks

Prepare report to the Commission or delegate. <i>(Timeframe will be put on hold if further information is required, or if there are unresolved issues)</i>		
Consideration of Advice.	Commission (Delegate)	2 weeks <i>(includes 1 week to process through Minister's office)</i>
	Commission	+ 3 weeks
Decision Process		
Minister considers the Code Amendment Report and the Engagement Report and makes decision.	Minister	3 weeks
Implementing the Amendment (operation of the Code Amendment)		
Go-live / Publish on the PlanSA portal.	PLUS	2-4 weeks
Parliamentary Scrutiny		
Referral of approved Code Amendment to ERDC.	PLUS	8 weeks



TO: MINISTER FOR PLANNING

**RE: PROPOSAL TO INITIATE THE GENERAL WATTLE RANGE CODE AMENDMENT
BY THE WATTLE RANGE COUNCIL – FOR INITIATION**

PURPOSE

To recommend that you approve, with conditions, the Proposal to Initiate the General Wattle Range Code Amendment (the Proposal).

BACKGROUND

Section 73(2)(b)(iv) of the *Planning, Development and Infrastructure Act 2016* (the Act) provides that a proposal to amend a designated instrument may be initiated by a Council with your approval, acting on the advice of the State Planning Commission (the Commission).

The Wattle Range Council (Council) has lodged a Proposal to Initiate the General Wattle Range Council Code Amendment to amend the Planning and Design Code (the Code) as it relates to the affected area (**Attachment 1**).

The Commission considered the Proposal to Initiate (the Proposal) at its meeting of 13 December 2023 and resolved to support the Code Amendment, subject to conditions.

DISCUSSION

The following sets out the strategic, policy and procedural considerations in relation to the Proposal, including conditions that are recommended should you agree to initiate the Code Amendment.

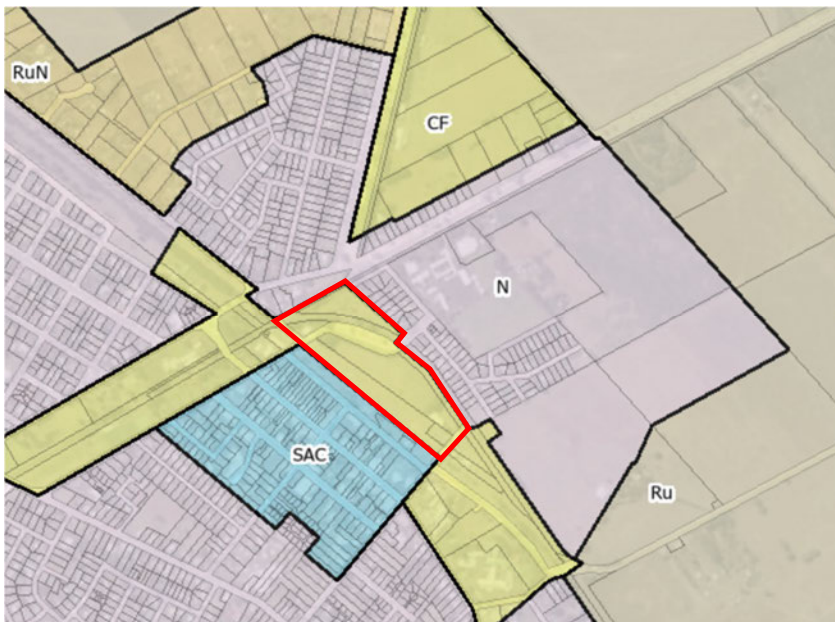
Proposal

The Proposal seeks to rezone or amend policies applying to 10 areas in the townships of Millicent, Penola, Beachport and Glencoe within the Wattle Range Council area, to facilitate a wider range and mix of housing, accommodation and employment uses on strategic sites located close to township centres. This includes providing increased rural living opportunities by adjusting the minimum site area provisions in the existing Rural Living Zone. The Proposal will also correct zone and allotment boundary anomalies and misalignments (in proximity to the Penola Northern By-pass) while protecting productive agricultural land in the region.

The affected areas have been identified as priorities in the Council's *25 Year Strategic Land Use Plan*, completed in August 2022 (provided in **Appendix A**).

The affected areas are located on Boandik and Pinechunga Country and are illustrated with current zoning in the figures below.

Site 1 – Millicent Railway Precinct – Community Facilities to neighbourhood and/or centre-type



Planning and Design Code Zoning

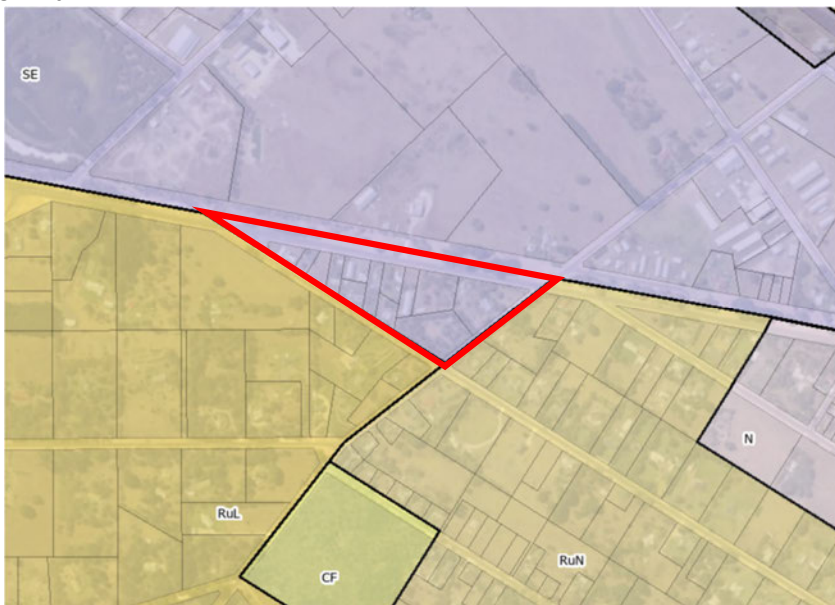
The affected area is located within the Community Facilities Zone.

The following Overlays apply to the land:

- Hazards (Bushfire – Urban Interface)
- Hazards (Flooding – Evidence Required)
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area
- Water Resources

Land surrounding the affected area is within the Neighbourhood Zone, Suburban Activity Centre Zone, and Community Facilities Zone.

Site 2 – Southern Ports Highway, Millicent – Strategic Employment to Business Neighbourhood or similar



Planning and Design Code Zoning

The affected area is located within the Strategic Employment Zone.

The following Overlays apply to the land:

- Hazards (Bushfire – Urban Interface)
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area

Land surrounding the affected area is within the Strategic Employment Zone, Rural Neighbourhood Zone, and Rural Living Zone.

Site 3 – Employment Zone, Mount Gambier Road, Millicent – Employment to Township or neighbourhood-type



Planning and Design Code Zoning

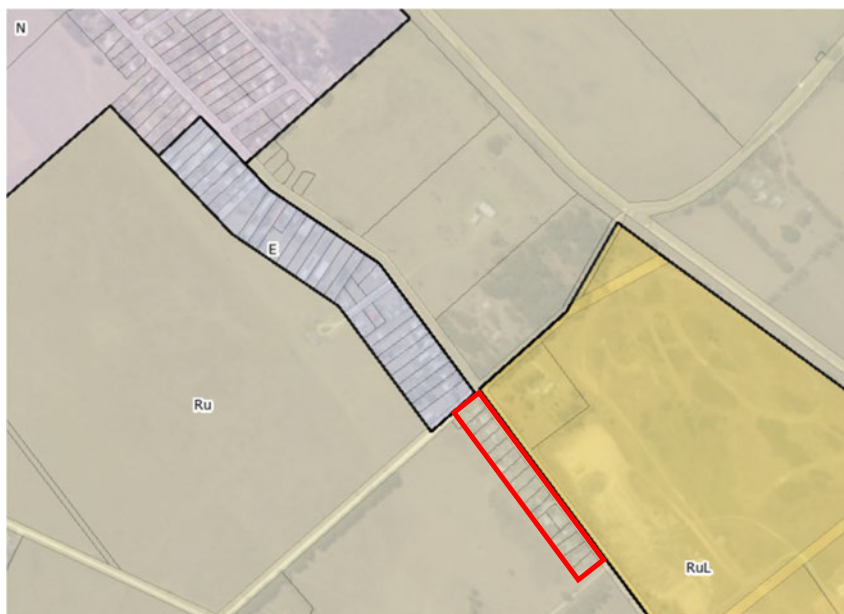
The affected area is located within the Employment Zone.

The following Overlays apply to the land:

- Hazards (Bushfire – Medium Risk)
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area

Land surrounding the affected area is within the Rural Zone, Neighbourhood Zone, and Rural Living Zone.

Site 4 – Mount Gambier Road, Millicent – Rural to Neighbourhood Zone



Planning and Design Code Zoning

The affected area is located within the Rural Zone.

The following Overlays apply to the land:

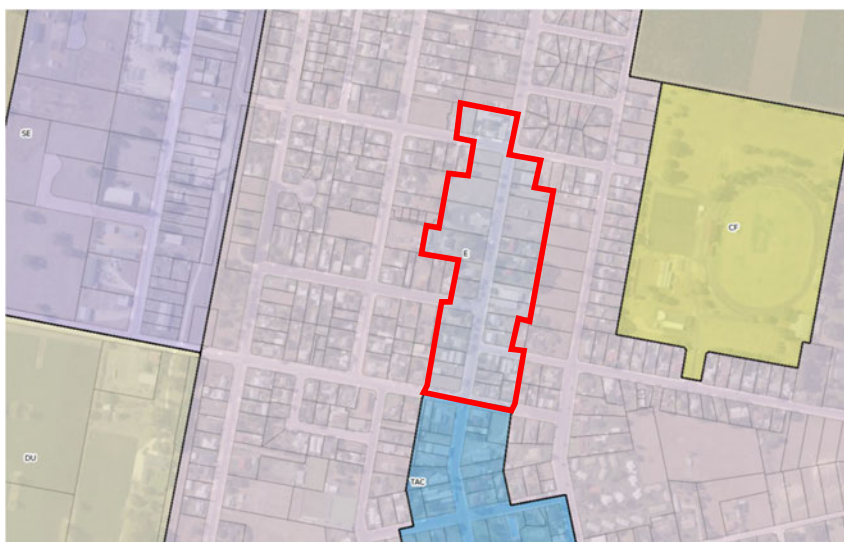
- Hazards (Bushfire – Medium Risk)
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area

The following Technical and Numerical Variations (TNV) apply to the land:

- Minimum Site Area – 30ha

Land surrounding the affected area is within the Rural Zone, Neighbourhood Zone, Employment Zone, and Rural Living Zone.

Site 5 – Penola Employment Zone – Employment to township-, activity centre- or neighbourhood-type



Planning and Design Code Zoning

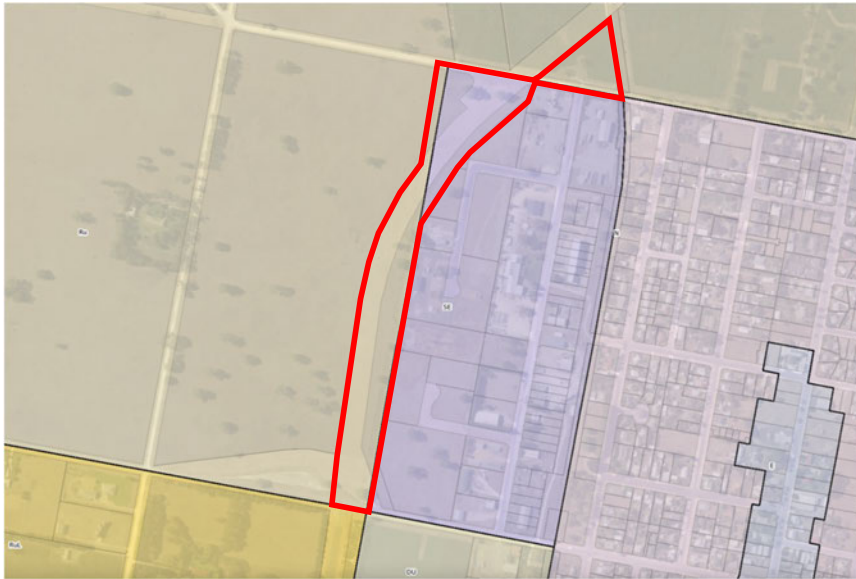
The affected area is located within the Employment Zone.

The following Overlays apply to the land:

- Hazards (Bushfire – Urban Interface)
- Heritage Adjacency
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area

Land surrounding the affected area is within the Neighbourhood Zone and Township Activity Centre Zone.

Site 6 – Penola Zone Boundary Adjustments – Rural Zone and Strategic Employment Zone



Planning and Design Code Zoning

The affected area is located within the Rural Zone and Strategic Employment Zone.

The following Overlays apply to the land:

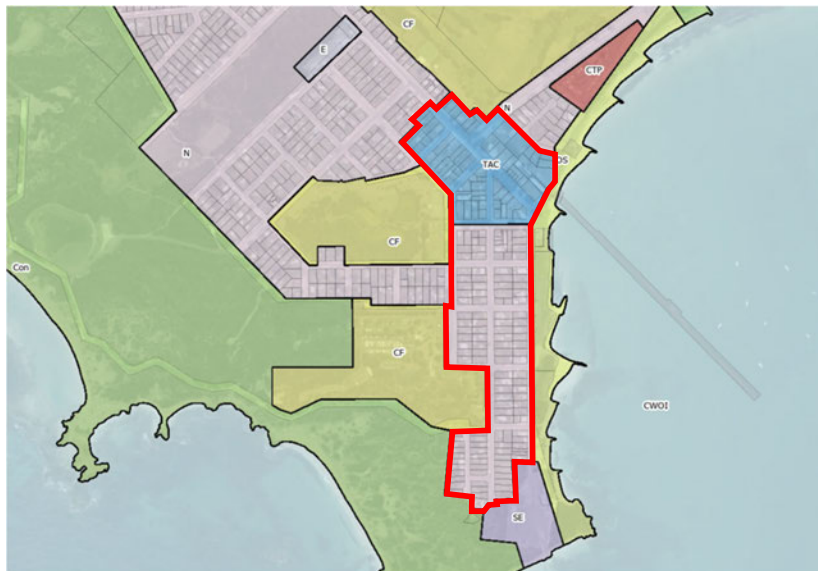
- Hazards (Bushfire – General)
- Hazards (Bushfire – Urban Interface)
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area

The following Technical and Numerical Variations (TNV) apply to land in the Rural Zone:

- Minimum Site Area - 40ha
- Minimum Dwelling Allotment Size – 30ha

Land surrounding the affected area is within the Rural Zone, Neighbourhood Zone, Deferred Urban Zone, and Rural Living Zone.

Site 7 – Beachport Town Centre – TNV changes to increase height



Planning and Design Code Zoning

The affected area is located within the Township Activity Centre Zone and Neighbourhood Zone.

The following Overlays apply to the land:

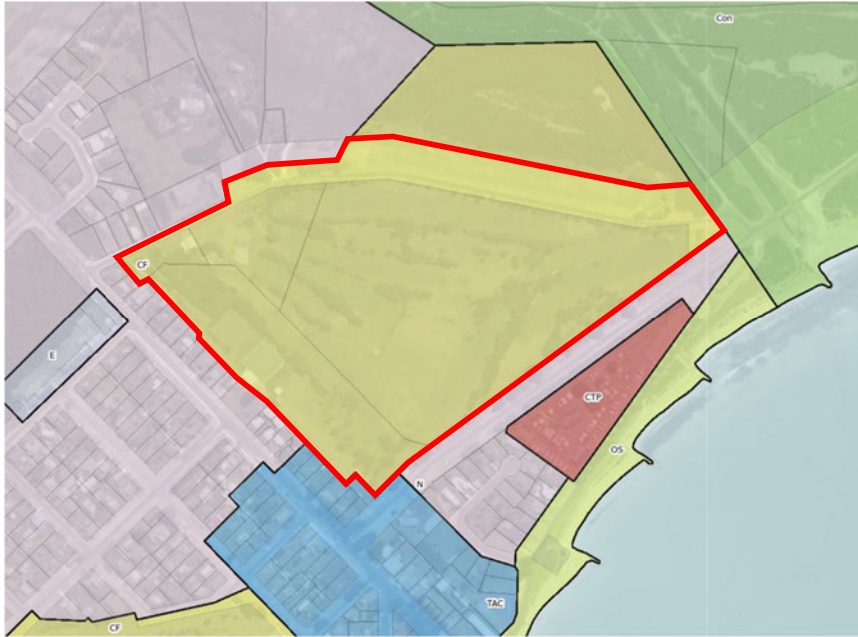
- Hazards (Bushfire – High Risk)
- Heritage Adjacency
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area

The following Technical and Numerical Variations (TNV) apply to land in the Neighbourhood Zone:

- Maximum Building Height (Metres) – 8m
- Minimum Frontage:
 - Detached dwelling – 15m
 - Semi-detached dwelling – 10m
 - Row dwelling – 10m
 - Group dwelling – 20m
 - Residential flat building – 10m
- Minimum Site Area:
 - Detached dwelling – 400m²
 - Semi-detached dwelling – 300m²
 - Row dwelling – 200m²
 - Group dwelling – 300m²
 - Residential flat building – 300m²

Land surrounding the affected area is within the Neighbourhood Zone, Community Facilities Zone, Strategic Employment Zone, and Open Space Zone.

Site 8 – Beachport – Community Facilities Zone to Golf Course Estate Zone



Planning and Design Code Zoning

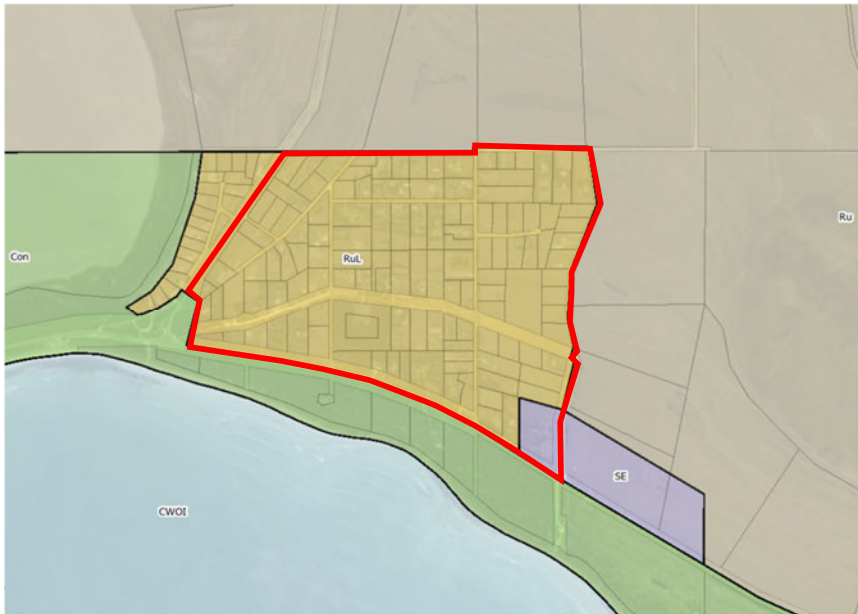
The affected area is located within the Community Facilities Zone.

The following Overlays apply to the land:

- Hazards (Bushfire – High Risk)
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area
- Water Resources

Land surrounding the affected area is within the Neighbourhood Zone, Conservation Zone, and Township Activity Centre Zone.

Site 9 – Beachport Rural Living – decrease minimum allotment size and rezone 1 parcel from Strategic Employment



Planning and Design Code Zoning

The affected area is located within the Rural Living Zone and Strategic Employment Zone.

The following Overlays apply to the land:

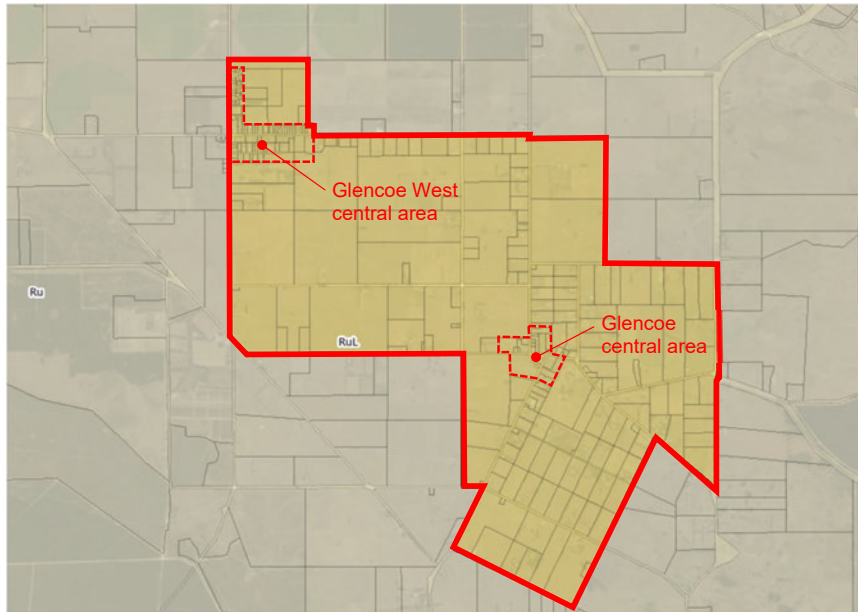
- Hazards (Bushfire – Medium Risk)
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area
- Water Resources

The following Technical and Numerical Variations (TNV) apply to land in the Rural Living Zone:

- Minimum Site Area – 1ha

Land surrounding the affected area is within the Strategic Employment Zone, Rural Living Zone, Rural Zone, and Conservation Zone.

Site 10 – Glencoe – rezone portion of area from Rural Living to Township or Rural Settlement + reduce minimum allotment size + remove limited land division overlay



Planning and Design Code Zoning

The affected area is located within the Rural Living Zone.

The following Overlays apply to the land:

- Hazards (Bushfire – General)
- Hazards (Flooding – Evidence Required)
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area
- Water Resources

The following Technical and Numerical Variations (TNV) apply to the land:

- Minimum Site Area – 10ha

Land surrounding the affected area is within the Rural Zone.

Strategic considerations

The following sets out the strategic considerations relating to this proposal and rationale for the Commission recommending support for the Code Amendment.

An assessment against the State Planning Policies (SPPs) and relevant Regional Plan are provided in **Appendix B**.

Strategic advice

The affected area is located within the Limestone Coast Region (LGA and SA2) of the *Population Projections for South Australia 2016-2036*. Local Area projections published in 2020 indicate that the Council area was identified as having limited growth of 0.6% between 2016 and 2036. However, the Council area is located between two key regional centres in Robe (to the north) and Mt Gambier (to the south), which are projected to accommodate higher growth over this period.

The affected areas are contained within the *Limestone Coast Region Plan, August 2011* (the Regional Plan). The Regional Plan identifies that the region is well placed to accommodate population growth, given its strong economy and well serviced regional centres, including Millicent and Penola as major or supporting commercial and service centres and Beachport as a local and visitor service centre.

The Regional Plan also seeks to reinforce the region as a preferred tourism destination; elements of this Proposal seek to rezone land for additional residential development which can serve a dual purpose in townships (such as Beachport) and operate as short-term tourist accommodation. The proposed zone selection will also facilitate a diversity in housing for the demographic, social and cultural needs of the community.

The proposed rezoning of the Beachport Golf Course (Site 8) to the Golf Course Estate Zone to facilitate opportunities for low density residential and tourism development also supports these goals and will align with the zoning of other golf courses across the State.

The Proposal will support the growth of existing regional centres and townships based on priorities identified in the Council's *25 Year Strategic Land Use Plan*, ensuring a sufficient rolling supply of zoned land within these townships to accommodate housing and employment growth, without resulting in the fragmentation of existing, valuable primary production land.

Land supply, services and infrastructure

While the majority of the rezonings in the Proposal appear logical and represent an orderly sequence of land development, additional investigations are recommended in respect to land supply/demand and future infrastructure delivery to support identified growth areas.

It is also recommended that the Designated Entity undertake engagement with utility providers to ensure appropriate capacity exists to support the increased development potential sought for key townships in the affected area.

Notably, it is unclear whether there is demonstrated demand for additional housing within the Millicent railway station precinct (Site 1), given the supply of existing neighbourhood zoned land in the township that has not been taken up or for which there is any active plan of division.

Rural living

The Proposal has been informed by significant strategic planning undertaken by the Council and does not seek to establish new areas of rural living, rather, a reduction of minimum site area TNVs is proposed in existing rural living zones at Glencoe (Site 10) and at Muggleton in Beachport (Site 9).

The proposed reduction of the minimum site area TNV at Glencoe (Site 10) from 10 hectares to 2 hectares could result in a significant increase of rural living allotments over time, across a large geographical area of some 1,100 hectares. Such a significant increase in development potential is not considered appropriate unless infrastructure issues can be appropriately identified and resolved. An investigation is therefore recommended to ensure this matter is addressed by way of either a reduction in affected area size and/or an increase in proposed minimum allotment size. A condition for engagement approval is also recommended to enable a review of policy directions before the Code Amendment is released. Notwithstanding, the proposal to rezone the central areas of Glencoe and Glencoe West (Site 10) from Rural Living to Township Zone or Rural Settlement Zone will better reflect township character and is considered appropriate subject to further investigation.

The proposed reduction of the minimum site area TNV in the Muggleton Rural Living Zone at Beachport (Site 9) from 1 hectare to 5,000m² to facilitate some limited additional rural living opportunities is considered appropriate given the number of existing allotments in the current Rural Living Zone that are already less than 1 hectare (i.e. ranging from 5,000-8,000m²).

A minor rezoning is also sought for an allotment of 5.6 hectares in the Strategic Employment Zone at Muggleton at Beachport (Site 9) to the Rural Living Zone.

This will rectify an anomaly with the land already utilised for rural living and being contiguous with the existing Rural Living Zone as opposed to the remainder of the Strategic Employment Zone which is on the other side of a road.

Employment land

The Proposal seeks to rezone some areas of employment land along Southern Ports Highway and Mount Gambier Road at Millicent and at Penola to better reflect the existing mixed-use nature of these areas, and to further increase flexibility of land uses. This is considered appropriate given:

- land on Southern Ports Highway at Millicent (Site 2) is surrounded by residential zones to the east, west and south, and land parcels are not of a size to accommodate large scale employment as envisaged under the Strategic Employment Zone policies.
- the majority of developed land parcels within employment zoned land along Mount Gambier Road at Millicent (Site 3) are used for residential purposes rather than employment activities, although the interface with the adjacent rural land will need to be considered.
- employment land at Penola (Site 5) is centrally located and provides opportunities for additional residential development and other uses to support local business. Other Strategic Employment zoned land to the north-west has significant vacant supply, with potential to expand further to the west should it be needed in the future.

Transport and access

Engagement with the Department for Infrastructure and Transport (DIT) has been specified in addition to the proposed traffic investigations to ensure any impacts on local and regional road networks are minimised, and to confirm the scope and timing of any necessary road upgrades needed to support future development and township growth.

These investigations will be particularly important for proposed rezoning of land along Mount Gambier Road at Millicent (Site 4), and the Beachport Golf Course and Muggleton rural living area at Beachport (Sites 8 and 9).

Hazards – Bushfire and Flooding

The affected areas are located within the Hazards (Flooding – Evidence Required) Overlay, as well as various bushfire hazard Overlays. While these Overlays provide clear guidance on matters related to natural hazards, detailed investigations are proposed as part of the Code Amendment to understand the likely impact of natural hazards and ensure appropriate measures are taken to mitigate against risk. This includes consideration of recent flood mapping undertaken for the Limestone Coast that shows some areas in Beachport as being vulnerable to coastal flooding in a 1-in-100-year storm surge.

Further, the Beachport town centre (Site 7) and Beachport Community Facilities Zone encompassing the Golf Course (Site 8), are both located in the ‘high risk’ Bushfire Hazard Overlay.

While the Code Amendment proposes to review bushfire risk levels for these sites given the intent for increased urban development, it is recommended that a condition be applied so that this matter is reserved for the Commission's Statewide Bushfire Hazards Overlay Code Amendment, which will apply an updated methodology for assessing bushfire risk across the State.

Site Contamination

As noted above, the Proposal seeks to investigate rezoning disused railway land (Site 1) previously owned by DIT in the heart of Millicent, to facilitate residential development and some commercial/retail uses. While preliminary site investigations have confirmed that a portion of this site may be contaminated, parts of the site may be suitable for residential development subject to further investigations.

There are also some other locations in the affected area where proposed rezoning may facilitate development of more sensitive residential land uses, including strategic employment land at Muggleton/Beachport (Site 9), and employment land along Church Street at Penola (Site 5).

It is recommended that the Code Amendment include investigations to identify any potentially contaminating activities to inform appropriate zone, policy and remediation responses, noting any future development applications will also need to demonstrate compliance with *Practice Direction 14 – Site Contamination Assessment 2021* (Practice Direction 14). Engagement with the Environment Protection Authority has also been identified to ensure compliance with Practice Direction 14.

Zone boundary adjustments

The Proposal seeks to address an anomaly on the western side of Penola (Site 6) involving misalignment of zones and allotment boundaries along the Riddoch Highway, following completion of the Penola Northern Bypass in 2020. The Bypass now represents a logical western boundary for the township's urban area, replacing the railway line which had previously been a barrier to development. The proposal to extend the existing Strategic Employment Zone further west and north to the road alignment is therefore considered appropriate.

While the Proposal suggests that this anomaly could be considered as part of the regional planning work currently underway, and potentially processed as a complying change under Section 75 of the Act, it is considered more appropriate and timelier for the matter to be investigated as part of this Code Amendment. A condition has been recommended to confirm this preferred approach.

Procedural considerations

The following sets out the key procedural considerations that satisfy the legislative requirements. Pursuant to section 73(5) of the Act, approval for a Proposal to Initiate may be given on conditions prescribed by the regulations (there are none at this time) or as specified by you, as Minister for Planning. As such, a number of conditions are recommended by the Commission as set out below.

Information requirements

In accordance with *Practice Direction 2 – Preparation of Amendment of Designated Instruments*, the mandatory information requirements have been met, and therefore, the Proposal is of a suitable form to be considered by you.

Consistent with the State Planning Policies and Regional Plan

The Code must be consistent with the principles of the SPPs and should be consistent with the directions of the relevant Regional Plan, which, in this instance, is the *Limestone Coast Region Plan, August 2011*.

This assessment is provided in **Appendix B**. A more detailed analysis is also located in the Proposal. In summary, the Proposal is considered to be consistent with the SPPs and Regional Plan.

Designated Entity

As this proposal is by a council, under section 73(4) of the Act, you may decide to enable the Proponent to be the Designated Entity and conduct the Code Amendment processes, or alternatively, you can give the Chief Executive of the Department for Trade and Investment the responsibility for undertaking the processes, in which case the Chief Executive can charge the person or entity reasonable costs associated with doing so (pursuant to section 73(4)(b)). It is recommended that the Proponent undertake the Code Amendment.

The documentation should, however, be prepared by a suitably qualified person to ensure statutory procedures and good planning outcomes are addressed.

Investigations to support The Amendment

The investigations undertaken to date are outlined in the Proposal (**Attachment 1**).

The Proponent has identified a range of further investigations to support the Code Amendment, including:

- Interface analysis to identify any potential land use interface issues and consider design and policy solutions. This is proposed for Site 4 in Millicent and Sites 7, 8 and 9 in Beachport.
- Land supply and demand analysis based on population projections for key townships and the region. This is particularly proposed for Site 4 in Millicent and Sites 7, 8 and 9 in Beachport.
- Infrastructure and servicing investigations to confirm existing infrastructure capacity and servicing requirements for areas proposed for further intensification of urban development. This includes Site 4 in Millicent and Sites 7, 8 and 9 in Beachport.
- Traffic impact assessment to determine the impact of the proposed Code Amendment and rezonings on the road network, and the scope and timing of road upgrades required to support future development. This is particularly proposed for Site 4 in Millicent and Sites 8 and 9 in Beachport.

The Commission has resolved that these investigations are suitable; however, has recommended that they be further supported by additional investigations into a more appropriate minimum site area TNV in the Glencoe Rural Living Zone, additional land supply/demand analysis and infrastructure investigations, high-level site contamination investigations and Aboriginal Heritage, under section 73(6)(f) of the Act, as detailed in the recommendations below.

Application of the Code

The Proposal seeks to rezone land or amend planning policies across ten (10) sites within the townships of Millicent, Penola, Beachport and Glencoe in the Wattle Range Council area.

This includes the following in respect to each location:

Millicent

- Rezoning former railway land in Millicent (Site 1) from the Community Facilities Zone to the Neighbourhood Zone to facilitate low density, low scale residential development and support commercial and retail uses. A portion of the land may also be rezoned to an Activity Centre-type zone subject to investigations. Consideration will also be given to applying the Affordable Housing Overlay, and to apply new TNVs consistent with the adjacent Neighbourhood Zone.
- Rezoning land on the Southern Ports Highway in Millicent (Site 2) from Strategic Employment Zone to the Business Neighbourhood Zone to better reflect its mixed-use nature and continue to support a mix of low-rise residential and employment land uses.
- Rezoning employment land on Mount Gambier Road (Site 3) on the south-eastern entry to Millicent from the Employment Zone to the Township Zone, or a neighbourhood-type zone, to better reflect its mixed-use nature and continue to support a range of residential, community, retail, business, commercial and light industrial uses. Consideration will also be given to applying the Affordable Housing Overlay.
- Rezoning rural land on Mount Gambier Road (Site 4) on the south-eastern entry to Millicent from the Rural Zone to the Neighbourhood Zone to recognise existing residential development patterns and continue to facilitate low density, low scale residential development. Consideration will also be given to applying the Affordable Housing Overlay and Interface Management Overlay, and to apply new TNVs to reflect the existing pattern of development (between 800 and 900 square metres).

Penola

- Rezoning employment land in the Penola town centre (Site 5) from the Employment Zone to the Township Zone, Township Activity Centre Zone or the Neighbourhood Zone to better reflect the mixed-use nature of the main street and support a range and mix of residential and commercial uses. Consideration will also be given to applying the Affordable Housing Overlay.

- Rezoning land within the alignment of the new Penola Northern Bypass (Site 6) from the Rural Zone to the Strategic Employment Zone to correct zone and allotment boundary anomalies and misalignments, and removing existing TNVs applying to rural land that is proposed to be rezoned to the Strategic Employment Zone.

Beachport

- Amending maximum building height TNVs applying in the Township Activity Centre Zone and Neighbourhood Zone in the Beachport town centre (Site 7) to allow increased building heights of up to 3 storeys to maximise views (i.e., with 2 storey buildings on the waterfront and 3 storey buildings set behind).
- Rezoning the Beachport golf course land (Site 8) from the Community Facilities Zone to the Golf Course Estate Zone to facilitate low density residential and tourist development, commensurate with other golf courses across the State. Consideration will also be given to applying appropriate TNVs (including minimum site areas and frontages) and Overlays to the new Golf Course Estate Zone, and a Concept Plan to guide future development.
- Amending the minimum site area TNV applying to the Rural Living Zone in the area known as Muggleton (Site 9) on the eastern edge of Beachport from 1 hectare to 5,000m² to facilitate additional rural living development opportunities, and rezoning a single allotment currently used for rural living located in the adjacent Strategic Employment Zone to the Rural Living Zone to address an anomaly.

Glencoe

- Rezoning a portion of the existing Rural Living Zone along Kirip and Lake Edwards Roads at Glencoe and Glencoe West (Site 10) to the Township Zone or the Rural Settlement Zone to allow for smaller allotments in the township and amending the minimum site area TNV in the remainder of the Rural Living Zone (which covers the whole of the township) from 10 hectares to 2 hectares. Consideration will also be given to removing application of the Limited Land Division Overlay to the township.

As identified above, while it is also proposed to consider amending application of the Hazards (Bushfire – High Risk) to both Sites 7 and 8 at Beachport given their intent to accommodate urban development, this matter should be reserved for the Statewide Bushfire Hazards Overlay Code Amendment, which will apply an updated methodology for assessing bushfire risk across the State.

Engagement

In accordance with the Community Engagement Charter, the Designated Entity is required to prepare an Engagement Plan that will outline how, when and with whom it engages with regarding the proposed Code Amendment. Engagement is scheduled to commence around February 2024.

The Commission has determined to specify the following further persons or bodies that the Designated Entity must consult with in relation to the proposed Code Amendment, as permitted under section 73(6)(e) of the Act:

- Department for Infrastructure and Transport
- Department for Environment and Water

- Department for Education
- Department for Health and Wellbeing
- Department of Primary Industries and Regions
- Affordable Housing Unit of the SA Housing Authority
- Coast Protection Board
- Environment Protection Authority
- South Australian Tourism Commission
- South Australian Country Fire Service
- Utility providers including SA Power Networks, ElectraNet, APA Group, SA Water, SEAGas, Epic Energy, NBN, and other telecommunications providers
- State Members of Parliament for the electorates in which the proposed Code Amendment applies.

In addition, in accordance with sections 44(6) and 73(6)(d) of the Act, the consultation must be undertaken with:

- Owners or occupiers of the land and adjacent land in accordance with the *Planning, Development and Infrastructure (General) Regulations 2017*.

RECOMMENDATIONS

It is recommended that you:

1. Note the advice of the State Planning Commission provided to you as required under section 73(2)(b) of the Act. NOTED / NOT NOTED
2. Note that the State Planning Commission has, under section 73(6)(e) of the Act, specified that the Designated Entity must consult with the following nominated individuals and entities, and advise the Designated Entity accordingly: NOTED / NOT NOTED
 - Department for Infrastructure and Transport
 - Department for Environment and Water
 - Department for Education
 - Department for Health and Wellbeing
 - Department of Primary Industries and Regions
 - Affordable Housing Unit of the SA Housing Authority
 - Coast Protection Board
 - Environment Protection Authority

- South Australian Tourism Commission
 - South Australian Country Fire Service
 - Utility providers including SA Power Networks, ElectraNet, APA Group, SA Water, SEAGas, Epic Energy, NBN, and other telecommunications providers.
 - State Members of Parliament for the electorates in which the proposed Code Amendment applies.
3. Note that the State Planning Commission has, under section 73(6)(f) of the Act, resolved to specify the following further investigations to that outlined in the Proposal to Initiate, and advise the Designated Entity accordingly:
- The proposed reduction of the minimum site area Technical and Numeric Variation (TNV) for the Rural Living Zone at Glencoe (Site 10) from 10 hectares to 2 hectares could result in a significant increase of rural living allotments over time across a large geographical area (of almost 1,100 hectares) and is not considered appropriate unless infrastructure issues can be appropriately identified and resolved. In this context:
 - Undertake detailed land supply investigations to demonstrate demand.
 - Undertake detailed infrastructure investigations (including but not limited to roads, potable water, wastewater and community services) to identify existing capacity and any upgrades / augmentation requirements to service future development.
 - Investigate a reduction in the size of the affected area and identification of a more appropriate minimum site area in the context of regional supply/demand, serviceability etc.
 - Undertake a land supply and demand analysis in respect to the railway precinct land at Millicent (Site 1) to confirm if there is a demonstrated demand for additional

NOTED / NOT NOTED

residential development in this location, particularly given existing zoned neighbourhood land does not currently have any active plan of division.

- Undertake a high-level desktop review to identify any site contamination risk for all sites in the affected area where proposed rezoning will facilitate development of more sensitive land uses based on potential past land uses and activities, to confirm that the land is suitable for rezoning to support sensitive land uses. This includes strategic employment land at Muggleton/Beachport (Site 9), and potentially employment land along Church Street at Penola (Site 5) particularly if use of the Neighbourhood Zone is ultimately proposed for this site based on investigations.
 - Conduct a search of the Register of Aboriginal Sites and Objects (Taa wika) to identify any further relevant Aboriginal heritage considerations, including any identified cultural sites and objects within or in proximity to each of the affected sites and locations.
4. Approve initiation under section 73(2)(b) of the Act, subject to the following conditions, under section 73(5) of the Act:
- a) The scope of the proposed Code Amendment does not include the creation of new planning rules, and is limited to the spatial application of zones, subzones, overlays, or technical and numerical variations provided for under the published Planning and Design Code (on the date the Amendment is released for engagement).
 - b) In respect to proposed consideration of bushfire hazard risk levels for sites 7 and 8 at Beachport, that Council exclude this matter from the Code Amendment. The Statewide Bushfire Hazards Overlay Code Amendment will establish an updated methodology for assessing bushfire risk levels across the State, following which

APPROVED / NOT APPROVED

the Overlays for sites 7 and 8 will be updated via section 71 of the Act.

- c) That the proposed correction to zone and allotment boundary anomalies and misalignments at Penola (Site 6) in respect to the Penola Northern Bypass be investigated as part of the Code Amendment rather than via a Section 75 amendment under the *Planning, Development and Infrastructure Act 2016* given the anticipated timing and focus of the regional planning work and *Limestone Coast Region Plan* update.
 - d) The Designated Entity must seek approval from the State Planning Commission prior to the commencement of community engagement on the draft Code Amendment.
 - e) The Code Amendment is prepared by a person with qualifications and experience that is equivalent to an Accredited Professional—Planning Level 1 under the Act.
5. Under section 73(4)(a) of the Act, approve the initiation of the Code Amendment on the basis that the Council will undertake the Code Amendment processes (as the Designated Entity) required under the Act.
 6. Agree to sign the Proposal to Initiate the General Wattle Range Code Amendment (**Attachment 1**).
 7. Agree to sign the attached letter to the Wattle Range Council (**Attachment 2**) advising of your approval and conditions.

APPROVED / NOT APPROVED

AGREED / NOT AGREED

AGREED / NOT AGREED



CRAIG HOLDEN
Chair, State Planning Commission
02 / 01 / 2024

NICK CHAMPION MP
/ / 2024

Attachments:

1. Proposal to Initiate the General Wattle Range Code Amendment (#20814928)
2. Suggested letter to the Wattle Range Council (#20802716)

Appendices:

- A. Wattle Range Council's *25 Year Strategic Land Use Plan* (#20868629)
- B. Assessment against the State Planning Policies and Regional Plan (#20802701)

Contact: Nadia Gencarelli

Tel No: 

Wattle Range Council 25 Year Strategic Land Use Plan

09.08.2022



Proprietary Information Statement

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Document Control

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v1	Draft Distributed for Feedback	Holmes Dyer	30.05.22
v2	Draft Presented to Council for approval prior to public consultation	Holmes Dyer	03.06.22
v3	Draft for public consultation	Holmes Dyer	20.06.22
v4	Final Draft Distributed for Feedback	Holmes Dyer	21.07.22
v5	Final Endorsed by Council	Holmes Dyer	09.08.22



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Vision



1. Vision

1.1 Vision Statement

This Strategic Land Use Plan works towards the same vision as the Wattle Range Strategic Plan:

Wattle Range: A great place to live and work

1.2 Document Purpose

The Strategic Land Use Plan is intended to provide a 25-year vision for land use planning across the Wattle Range Council. This provides an effective and meaningful framework to ensure Council can proactively facilitate sustainable development and growth for the next 25 years while also protecting valuable agricultural land and areas of environmental significance to achieve sustainable outcomes. This includes evaluation of:

- Essential infrastructure and services;
- Integrated transport;
- Land supply and demand;
- Economic analysis and development opportunities;
- Interfaces between different land uses;
- Current and future land needs and zoning recommendations;
- Community infrastructure and services;
- Environmental protection and/or enhancement;
- Policy to manage change, growth and development.

This plan will be structured into four parts:

1. Introduction and Vision
2. Context
3. District-Wide Strategy
4. Township Plans



1.3 Guiding Principles

These guiding principles have been developed as a result of the investigations and consultation conducted thus far in this process. These are broad principles which may provide ongoing guidance in future decision making around land use issues, as well as being vital in informing the actions outlined in this plan.

1.3.1 Protecting Agricultural Land

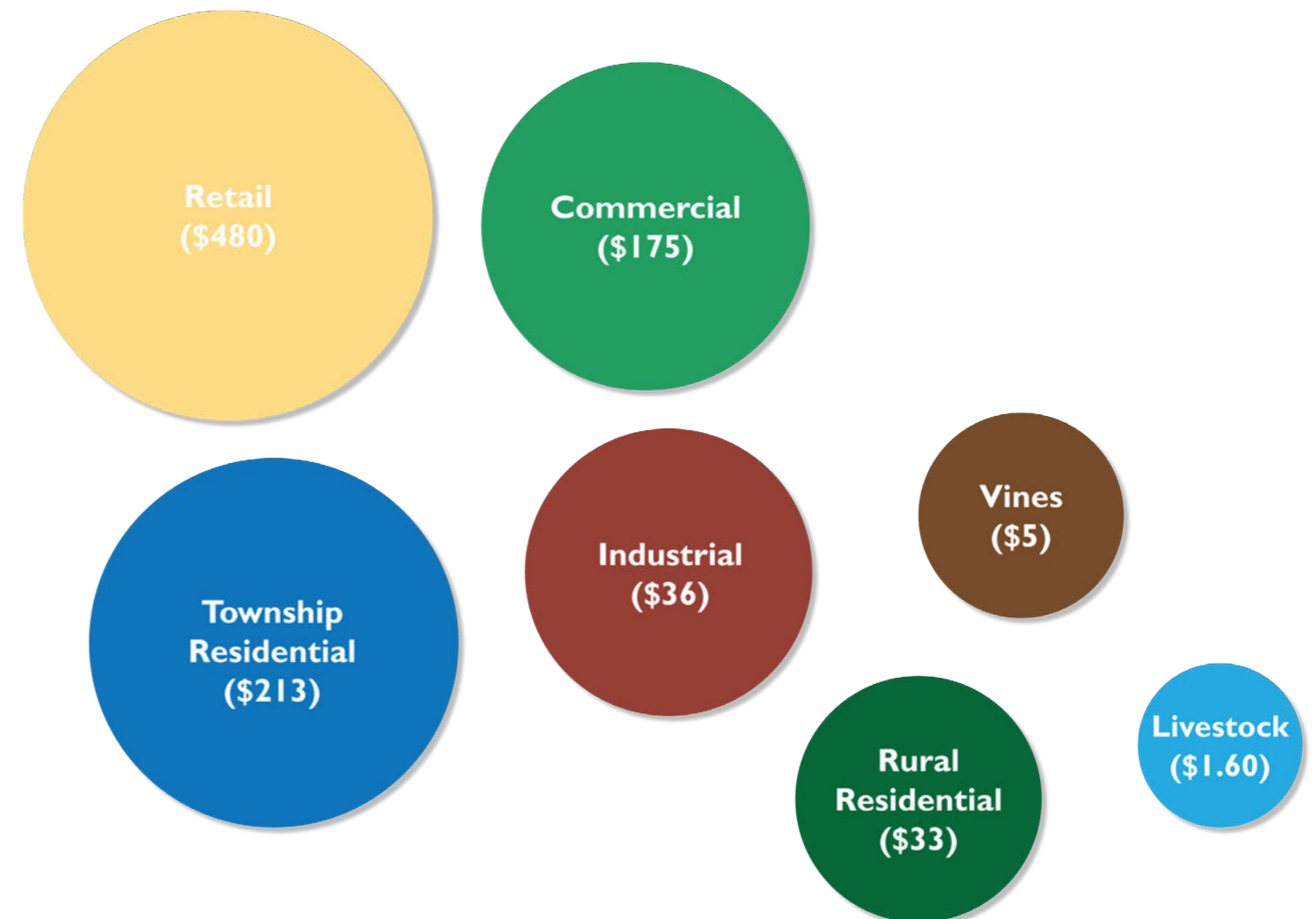
Wattle Range is one of South Australia's most significant and productive agricultural landscapes, with \$344million in agricultural output in 2019/20, or 4.1% of the state's total output, despite only being 0.4% of the state's land area, and 0.7% of its population. Forestry is also an important industry, with \$97million of output, 17.3% of the state's forestry output.

These industries both require large amounts of land, but are at risk of replacement by higher value land uses if not suitably zoned. Previous investigation work has shown that from 2019-2021, the average land values for different uses in the Wattle Range Council, on a per square metre basis, were as seen in figure 1.

Forestry land was not included in this due to a lack of available sales data, but this provides an indication of why, if left purely to market forces, productive rural land is often threatened by urban expansion. In order to control this, zoning can be used to provide restrictions on land use such as stating that a non-agricultural land use would be inappropriate.

Therefore, development within towns should focus more on infill than on expansion on agricultural land. This primarily means the development of currently vacant blocks, and the renewal of existing building stock, rather than subdivision. However, where insufficient opportunities for infill do exist, some consideration will need to be given to rezoning agricultural land for urban development.

Figure 1: Land values by use (per square metre) in Wattle Range Council 2019-21





1.3.2 Planning for Environmental Hazards

Environmental hazards present a major threat to lives, property and livelihoods. This plan should therefore seek to ensure that communities are as resilient as possible to any such hazards.

Bushfire is a threat to lives and livelihoods across regional Australia, and this region is no stranger to this threat, with the Ash Wednesday fires in 1983 being one example. The 2020 Royal Commission into National Natural Disaster Arrangements (after the 2020 bushfires in New South Wales and Victoria), stated, “Climate-driven natural hazards are expected to become more frequent and intense”, and therefore, climate change is likely to make bushfires even more dangerous. There is therefore a renewed need to plan communities which are as safe as possible from this threat.

Coastal erosion is another issue which presents a substantial hazard to the coastal areas of Wattle Range. Council has already invested in investigation work regarding erosion around Rivoli Bay, including the Rivoli Bay Study, Sand Management Plan, and the Southend Adaptation Strategy.

Flooding is also a common issue across the region. Given the flat topography across much of the region, standing water is common, which is why the South East Drainage Scheme was implemented to make the land more suitable for agriculture. However, low-lying land still presents a challenge for development, since this requires that urban development in townships is raised to a safe level, which may add additional cost and impact viability while agricultural land productivity is compromised during inundation. Coastal areas may also see flood related problems, with sea level rise presenting potential additional challenges. This is likely to be mostly in the form of back flooding from lakes, such as Lake George around Beachport, and Lake Frome around Southend.

This plan seeks to ensure that new development is located away from these risks, and that existing developed areas are as safe as possible from these hazards.

1.3.3 Providing Land for Growth

Towns need to be able to grow where demand exists, this plan aims to ensure that they can do this in a way which provides the best outcomes for everyone. Planning policy is one of the key ways to achieve this, and Wattle Range Council will need to ensure that its planning policy is coherent and reflective of community needs.

This land use plan generally seeks a mix of complimentary land uses where appropriate, and the separation of conflicting land uses. For example, a small shop would be complimentary to a residential area, while a large industrial site could have adverse impacts on the residential area, and should therefore be located somewhere where these impacts can be minimised. Some specialised uses have specific zones in planning policy, such as quarries (the Resource Extraction Zone), golf courses (the Golf Course Estate Zone) and others. Where there is a specialised use which is intended to continue, the appropriate specialised zone should apply in order to provide the most suitable set of policies applicable to that use.

Another important factor here is the popularity of rural lifestyles. Living on a relatively large property (usually larger than a hectare) but not running a working farm is a popular lifestyle, especially among people looking to raise a family. Wattle Range generally has more land zoned for this style of living than other areas, and this should generally continue, in order to attract working age residents to the district.

Wattle Range's population has generally remained relatively stable and with some exceptions such as Beachport and Southend, it is predicted to remain so. Therefore, it must be asked why additional land for growth is needed. Additional construction will continue to occur despite a stable population, as evidenced by continued construction in Wattle Range up to this point, despite its stable population. For one, there is a trend for household sizes to decrease, with people having fewer children and more people living alone, with separation and divorce having contributed to the need for more dwellings to serve the population. Further, people often look for opportunities to build their own home, and need land on which to do it. There is a strong demand for new houses with modern facilities which drives new home construction. Therefore, surplus land is required in order to refresh housing stock and provide people with homes more suitable for modern lifestyles.

Additionally, the coastal region in particular, is a desirable holiday home destination, and this will continue to drive housing construction in selected locations without necessarily generating an increase in the permanent population of the region (albeit it is likely that some holiday home owners will eventually retire to the region).

1.4 Key Initiatives

The key initiatives can be summarised as follows:

- Protect productive agricultural land from incursion from non-agricultural land uses by maintaining strong land use and development controls in those areas.
- Manage and mitigate environmental hazards through cooperation and finding agreements with State Government, involving identification of high-risk locations, required mitigation strategies and seeking funding through grants and direct State intervention.
- Avoid any intensification of human activities (urban or rural) on high-risk environmental hazard sites
- Support agricultural productivity by, firstly, facilitating seasonal worker accommodation development and, secondly, allowing ageing farm owners to retire to a residential site on their farm and free the productive land for new ownership
- Provide for increased rural living opportunities close to existing towns as a means of attracting younger families and workers to the region
- Support retirement living and health services across the larger towns of the region
- Promote tourism development and patronage by providing for an increased array of community events, tourist facilities, information boards and signage, development of new rails and expansion of Conservation Areas and associated facilities
- Facilitate infrastructure delivery and infrastructure capacity building in key growth areas
- Zone land to facilitate a wider choice of urban development opportunities in townships, to address the limitations on development evident on a number of sites already zoned for development.



Strategic Context



2. Strategic Context

The Wattle Range region is at the heart of South Australia’s Limestone Coast, spanning between the Southern Ocean and the Victorian border. It has a diverse rural economy including agriculture, forestry, fishing, major service centres, and manufacturing industries. The region has a generally flat topography which necessitated the South East Drainage Scheme in order to make the land more suitable for agriculture.

Please note that a mix of 2016 and 2021 Census data is used based on varying availability of data.

2.1. Demographics

Wattle Range has had a relatively stable population. While the population generally saw a slow decline through the 2000’s, since 2011 there has generally been small growth, with the 2020/21 financial year seeing an additional 47 residents in Wattle Range. Millicent itself saw a decline of 27 residents, but the rest of the district more than compensated for this.

One key consideration is the district’s ageing population. With a higher number of older people in the district there will be a greater demand for medical services, independent living units and aged care. The State Government projections suggest that the population over 80 will double by 2036, with those aged 65-79 increasing by nearly 35%.

Figure 2: Annual Population Change 2001-2021

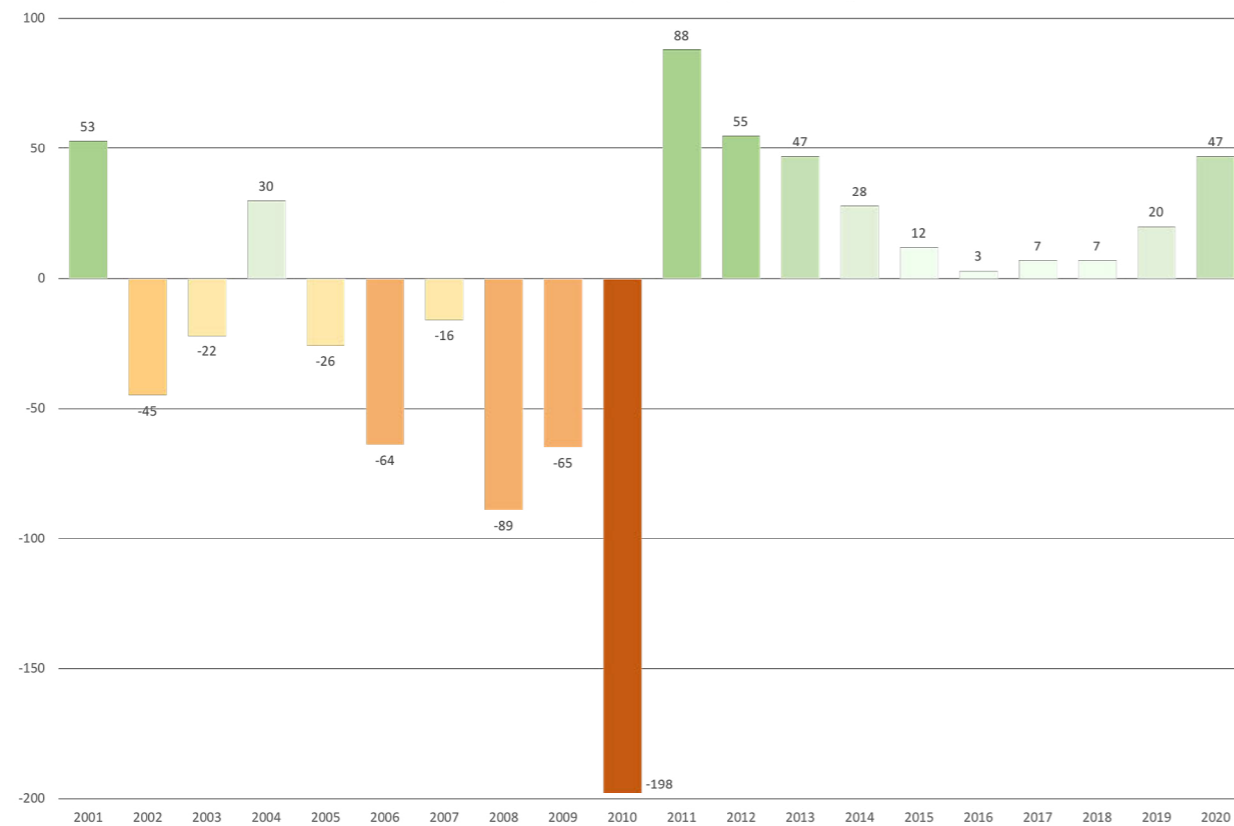


Figure 3: Change in Population Age Structure 2021-2036

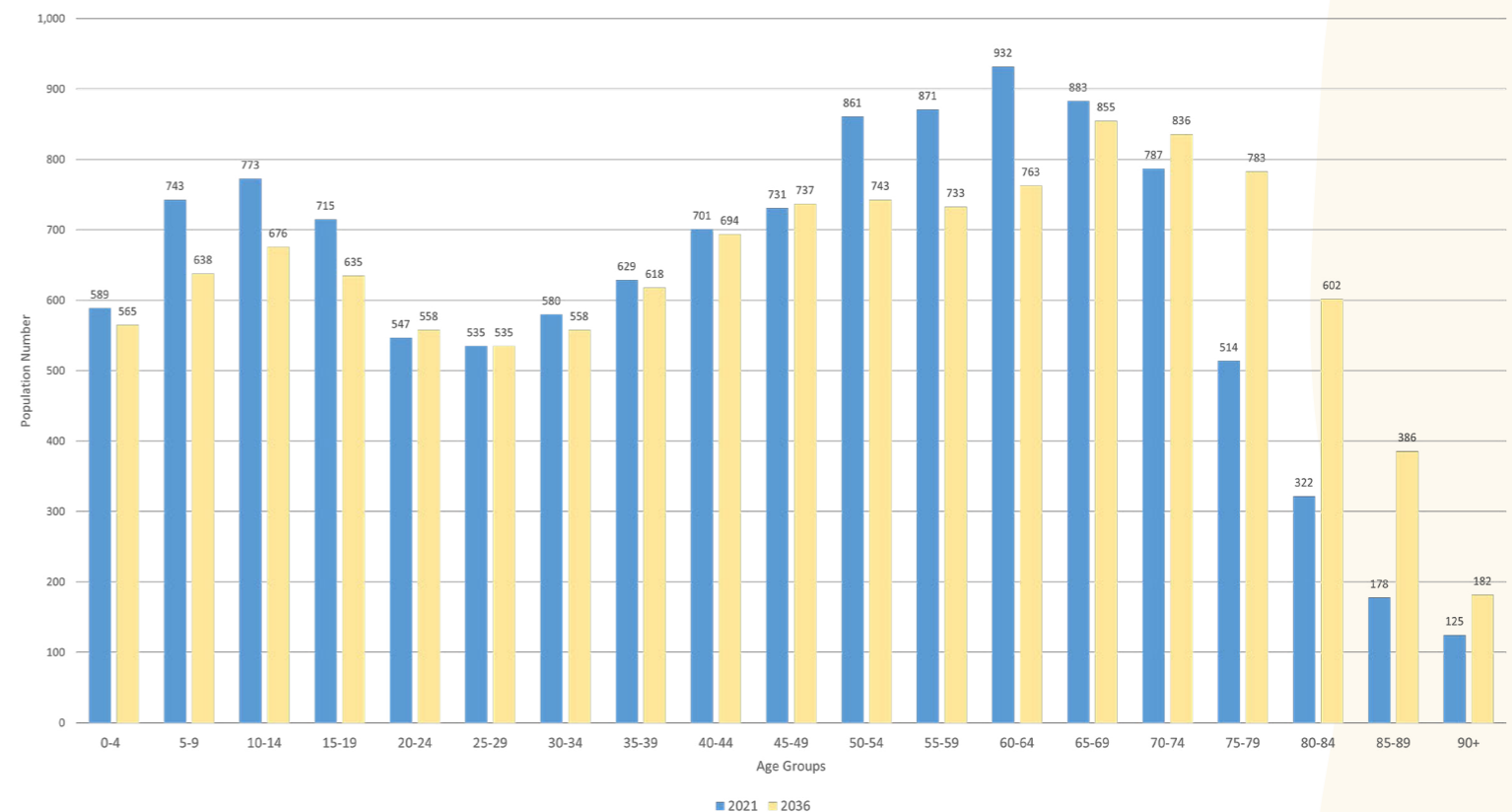


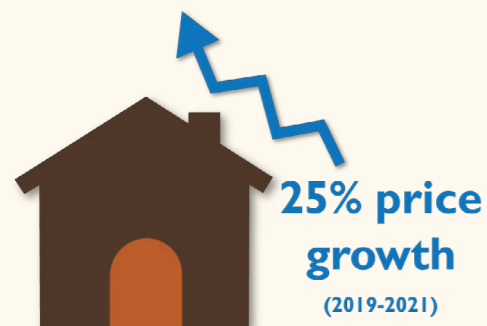
Figure 4: Employment by Industry in the Wattle Range Council

2.2. Property Market

The district has generally had a relatively slow-moving property market, but the property market has become much stronger since the COVID-19 pandemic. The district's median house price has risen from \$195,000 in 2019 to \$244,000 in 2021, or 25% price growth, in addition to a 35% growth in sales volumes.

The district has a very limited supply of long-term rental properties, with a point-in-time property search showing only three properties available for rent, with one in each of Millicent, Penola and Nangwarry. Furthermore, the relatively low prices seen in property sales are not carried over in the rental market, meaning that this is much less affordable. There is also a need for accommodation for seasonal workers across a variety of industries.

It should be noted that land may be identified for development, but there are often challenges which can make development unviable. This can include difficulties in providing infrastructure such as water supply, or a lack of consolidated ownership meaning that a development cannot achieve an economy of scale. These issues are exacerbated by low property values, which mean that the economic viability of building new homes is limited. This plan has considered these issues and more as part of a holistic assessment of possible sites across the district, but nonetheless, it is not expected that all sites identified in this plan will be developed over the term of this plan.

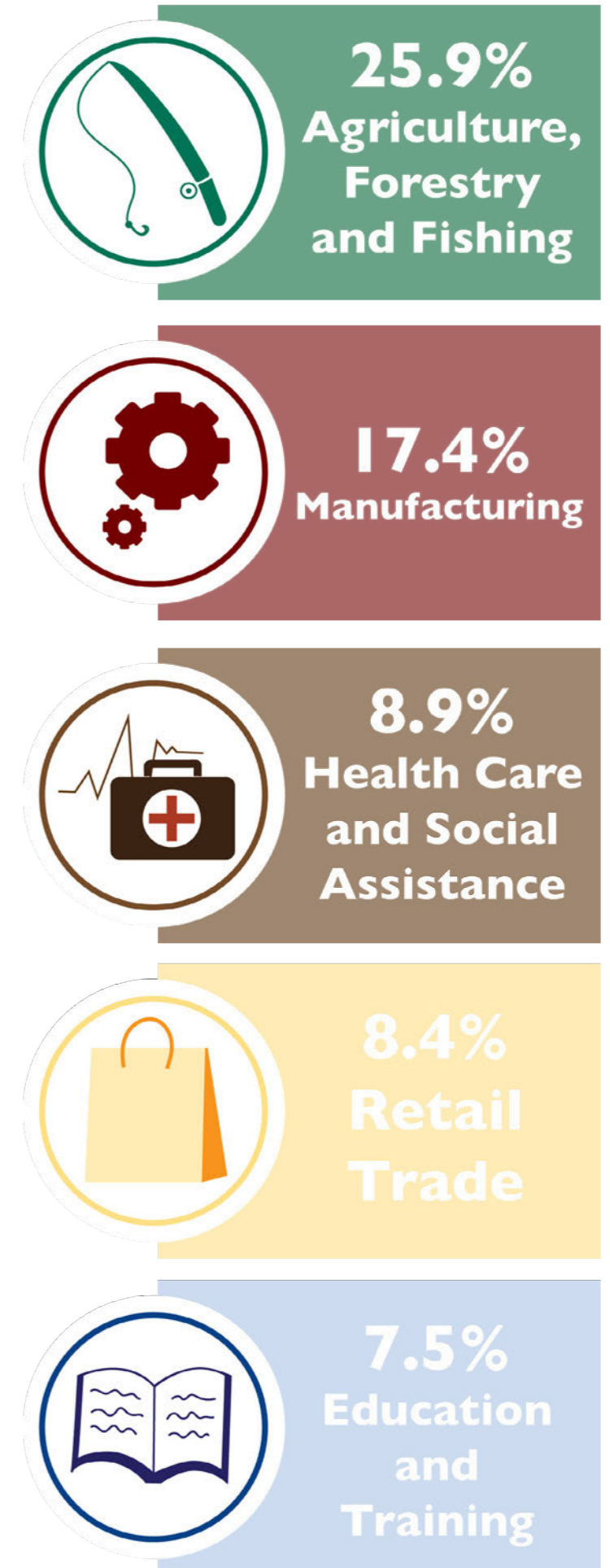


2.3. Economy and Education

Primary industries account for over 25% of the Wattle Range district's employment, with around 1200 people employed across agriculture, forestry and fishing. The majority of these are in agriculture, with the 2016 Census showing that forestry accounted for around 100 direct jobs, and fishing around 30. However, the forestry industry also induces secondary employment in mills and processing facilities which increases the number of people employed in forestry related activities. Manufacturing is the next biggest employer, with nearly 800 jobs, followed by healthcare and social assistance (406), retail trade (385) and education and training (346).

A significant number of people commute between Wattle Range and Mount Gambier. The 2016 Census indicated that there were 450 people commuting from Mount Gambier to Wattle Range, while 668 went from Wattle Range to Mount Gambier. Glencoe in particular has many residents who work in Mount Gambier, with 57% of the town's employed residents commuting to Mount Gambier.

The district has 14 schools; 12 public and 2 Catholic. The two Catholic schools are primary school only, and 2021 Census data shows that 216 secondary students, 109 of whom live in Millicent specifically, commute from Wattle Range to attend non-Government secondary schools.





2.4. Environment

The Limestone Coast is mostly flat with porous soils, and has few natural creeks or streams, meaning that water historically seeped into the soil or pooled on the surface in wetlands. The South East Drainage Scheme sought to limit this surface pooling in order to make the district more suitable for agriculture, and these drains are an important feature of the district's environment. These drains mostly take water to the lakes across the district, including to lakes Frome and George, adjacent to Southend and Beachport respectively. These lakes then have an outlet to the sea, but these outlets can cause problems, with the water coming out of the Lake Frome outlet being a contributing factor in the continuing coastal erosion around Southend.

Another important feature is the prehistoric coastlines which now form ridges throughout the region, including the Coonawarra region, and the ridge upon which Millicent is built. The district sees much more rainfall than most of South Australia, with 600-800mm typically in the winter months. There are also highly productive groundwater aquifers, with a comparatively high water table.

Bushfire and coastal erosion are two major environmental hazards which must be considered. The region was substantially affected by the Ash Wednesday bushfires in 1983, and the forestry plantations do present a heightened risk to nearby towns. Coastal erosion has been accelerated by sea grass die-offs, which have been accelerated by impacts of the drainage scheme. This erosion presents a threat to Council assets in Beachport and Southend, with homes in Southend also under threat.

Figure 5: Potential Extent of Erosion in Southend



**600-800mm
of rain in a
typical
winter**



2.5. Infrastructure

Different areas of the Wattle Range Council have varying access to infrastructure. In terms of service infrastructure:

- Power supply is available across the district
- Town water supplies are available in Millicent, Penola, Beachport, Nangwarry, Kalangadoo and Mount Burr
- Sewerage systems are available in Millicent, Beachport, Nangwarry and Mount Burr
- Community Wastewater Management Systems (CWMS) in Penola, Kalangadoo and Southend
- Fixed line internet connections in Millicent, Penola and Beachport
- Fixed wireless internet connections in Glencoe, Nangwarry, Kalangadoo, Southend, Coonawarra and Rocky Camp, as well as the Rural Living Zones in Millicent and Penola, part so the Muggleton area in Beachport, and parts of Hatherleigh.
- Satellite only internet connections in Tantanoola, Mount Burr, Rendelsham and Furner, as well as parts the Muggleton area of Beachport.
- Furner is also noted as a mobile phone blackspot.

Key recreation facilities include but are not limited to:

- McLaughlin Park in Millicent
 - » Football, cricket, netball, tennis, soccer, basketball
- Fred Bolton Sports Park in Millicent
 - » Baseball
- Millicent Swimming Lake
- Millicent Domain
 - » Nature Playground, skate park, tennis, netball, basketball, bowls
- McCorquindale Park in Penola
 - » Football, cricket, netball, tennis, basketball
- Lake McIntyre (Millicent)
- Lake Edward (Glencoe)
- Lake Leake (Glencoe)
- Lake George (Beachport)

- Penola Pool
- Beachport Lagoon and Centennial Park
 - » Playground, tennis
- Nangwarry Pool
- Golf courses in Millicent (near Rocky Camp and Mount Burr), Penola (Katnook), Beachport and Hatherleigh
- Greenrise Recreational Reserve (Penola)
- Nangwarry Football Oval and Nangwarry Park
- Kalangadoo War Memorial Park, Lions Park and Railway Park
- Tantanoola Oval and Park Lands
- Mount Burr Oval
- Southend Community Centre
- Rendelsham Cricket Club
- Coonawarra Memorial Park
- Hatherleigh Sport and Recreation Centre
- Furner Sport and Recreation Club
- Beachport Pony Club (Crown Land)

The three key transport corridors through the region are the Princes Highway, Riddoch Highway and Southern Ports Highway. There are also two disused rail corridors through the region, the Beachport-Mount Gambier Line running east-west, and the Wolseley-Mount Gambier line running north-south.

Health services are available in larger towns. This includes hospitals in Millicent and Penola, doctors clinics in Millicent, Penola and Beachport, and aged care in Millicent and Penola. Analysis conducted as part of the Opportunities and Constraints Technical Report for this document suggested that there is an under supply of aged care beds in the district, with an estimated demand at the moment for approximately 15 beds, and a likely need by 2036 for an additional 164 beds.

2.6. Existing Plans/Strategies

Council's existing Strategic Plan was adopted in 2018. It contains the vision statement:

Wattle Range: A great place to live and work

It has five themes, each with a corresponding objective:

- Community Vibrancy and Presentation
 - » Generate and support community vibrancy through advocacy and maintenance of community services and enhanced public facilities.
- Economic Prosperity
 - » A sustainable and prosperous economy that supports local businesses and industry and creates employment and prosperity for the region.
- Environmental Sustainability
 - » Protect the natural assets and infrastructure of the region by leveraging additional environmental programs that will protect the environment for future generations.
- Infrastructure and Asset Sustainability
 - » Provide functional, safe, fit for purpose assets that meet the changing needs of the community.
- Organisational Excellence
 - » A great place to work where innovation and efficiency is expected and customers are our focus.

The Strategic Land Use Plan works towards the first four of these themes in particular, looking at community facilities, open space, employment lands, environmental risks and development opportunities. Within each theme, the Strategic Plan outlines a variety of actions, many of which link to the Strategic Land Use Plan, and, where appropriate, will be considered in the plan.

This plan is also intended to work alongside the various Community Town Plans across the district. Various actions throughout these plans were considered as part of this process, and these are reflected in actions within this Plan where appropriate.

SWOT Analysis

Strengths

- Diverse and productive rural economy
- Relatively mild weather conditions
- High rainfall
- Desirable coastal areas
- World renowned wine region
- Important religious heritage (St Mary MacKillop)
- Stable population
- Position between Adelaide and Melbourne

Weaknesses

- Low housing prices limiting the economy of developing new housing and new rental opportunities
- Lack of rental housing
- Low lying areas around townships that limit development
- Ageing population
- Zoning anomalies
- Land use conflicts (e.g. industrial development in residential areas)
- Infrastructure capacity in selected locations
- Seasonality of tourism

Opportunities

- Resurgence of forestry and agriculture
- Attracting new residents and a younger population base
- Retirement living
- Holiday homes
- Tourism
- Expansion of food and wine experience

Threats

- Environmental Hazards
 - Erosion
 - Bushfire
 - Coastal Flooding
 - Inland flooding
- Population stagnation or decline
- Climate change
- Young people moving away from the area



District Plan

3. District Plan

Wattle Range has a diverse rural economy, with the ocean to the west and productive farmland and forests inland. Millicent is the major service centre of the district, with Penola and Beachport considered to be “supporting” service centres under the State Government classification from the last Limestone Coast Regional Plan. Other townships and settlements across the district will also provide a service function, while many people will continue to live on rural properties outside of townships.

The coastal areas around Beachport and Southend are an attractive destination for “seachange” lifestyle retirement and holiday homes. There is relatively strong demand for housing in these areas, but supply is constrained by environmental factors. Erosion is a further issue in the Rivoli Bay area, with Council assets under threat in Beachport and Southend, and homes also potentially affected in Southend. These areas will therefore need to attempt to resolve issues of future housing supply, support the tourism and fishing industries, while ensuring safety from environmental hazards. Given their seaside location, these areas are subject to large population swells over the summer months, which has consequences for infrastructure and services.

Across the rural, inland areas of the district, it is likely that little will change in terms of land use. Demand for agricultural and forestry products is expected to continue to remain strong, meaning that these industries will continue to occupy much of the land area of the district. Nonetheless, the various National and Conservation Parks across the district will also continue to play an important role in providing ecosystem services and a haven for biodiversity.

Regarding such conservation areas, Council may consider investigating designating Lakes Leake and Edward, to the north of Glencoe, as Conservation Parks. This would promote investment in the recreational facilities there, and attract tourists to the area, without having any substantial impact on the farming and forestry areas around it.

One area which already has a strong tourism sector is the Coonawarra. The wine region is world-renowned and brings in a substantial volume of tourists. Penola is also home to the sites of Saint Mary of the Cross, otherwise known as Saint Mary MacKillop. This creates an attractive tourism offering which is less susceptible to seasonality, though some seasonal swells are natural. Previous work, including Community Town Plans, have noted the need for high-end accommodation in the Penola/Coonawarra area, which will in turn drive further tourism demand in the area and encourage more visitors. This is further supported in this strategy, and any application for this should be generally supported subject to site-specific constraints.

One development which is currently occurring in the Penola/Coonawarra region is the Coonawarra Rail Trail. This type of infrastructure will further encourage tourists to visit the area, and is valuable in augmenting the region’s food and wine tourism offering. In order to encourage further tourism, Council should seek to support other walking/cycling trails, including mountain biking such as the Mount Burr Trails Network. Other infrastructure can also support tourists, such as camp sites, public toilets, nature walks and more, which Council should also support. This support may come through financial contributions, but may also be through administrative support or as a knowledge base for community groups.

With the ageing population in the district, there is a need to support more age-friendly housing across the district. There are multiple avenues through which this can be achieved, including building more independent living or aged care close to key services in town centres. Zoning generally already facilitates this development potential.

An option which is applicable in the more rural areas of the district is through what is known as the “Dwelling Excision Overlay”. This overlay allows for a dwelling to be divided off from the rest of the land, in order for the balance of the property to be sold off. This would allow for someone who had been farming on the property to retire and sell off their land, but retain their dwelling. There is a protection to prevent undue fragmentation of the land, with the policy that it can only be divided if “no other dwelling has been excised from the primary production allotment”. This Overlay is currently applied across other Councils including Grant and Coorong. This should also be applied to Wattle Range in order to support ageing in place on rural properties.

While it is important to encourage development where this is appropriate, there will be many locations where such development is inappropriate due to environmental constraints. The planning system typically manages these through Overlays. These will often trigger referrals to State Government agencies such as the Coast Protection Board, Native Vegetation Council or Country Fire Service. Council should seek to refine the application of Overlays such as the Coastal Areas Overlay, Coastal Flooding Overlay, and Hazards (Bushfire) Overlays to ensure they achieve their intended purpose. Native vegetation is managed slightly differently, since the Native Vegetation Act applies across the whole state (outside of metropolitan Adelaide), meaning that the Native Vegetation Overlay is always applied and is only triggered when clearance is required.

Some areas may be presently zoned for development, but may be environmentally constrained. In principle, the Overlays outlined above should prevent any environmentally inappropriate development where these Overlays are correctly applied. However, where it can be demonstrated that a site, which may be currently zoned for development, is not appropriate for such development, then it should be rezoned to reflect its true development potential. This prevents a false impression being given with regard to that land should someone seek to purchase it. However, further investigation work will generally be required to confirm the environmental suitability of such sites for development.

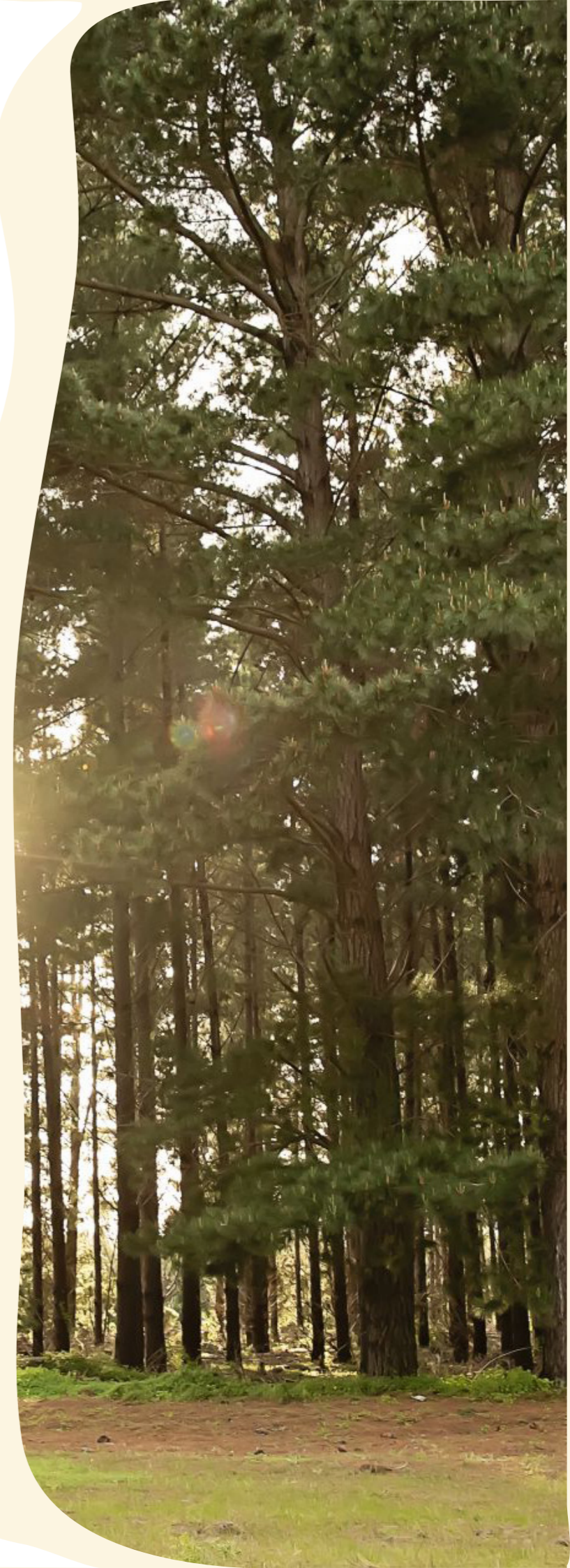
One of the key principles of land use planning is that of minimising conflicts between uses e.g. some industrial uses which are generally not compatible with residential areas. Across Wattle Range there are many examples of businesses operating in what is otherwise a residential area. Sometimes this is desirable, such as small shops, but other times less so, for example where there can be adverse impacts such as noise and dust.

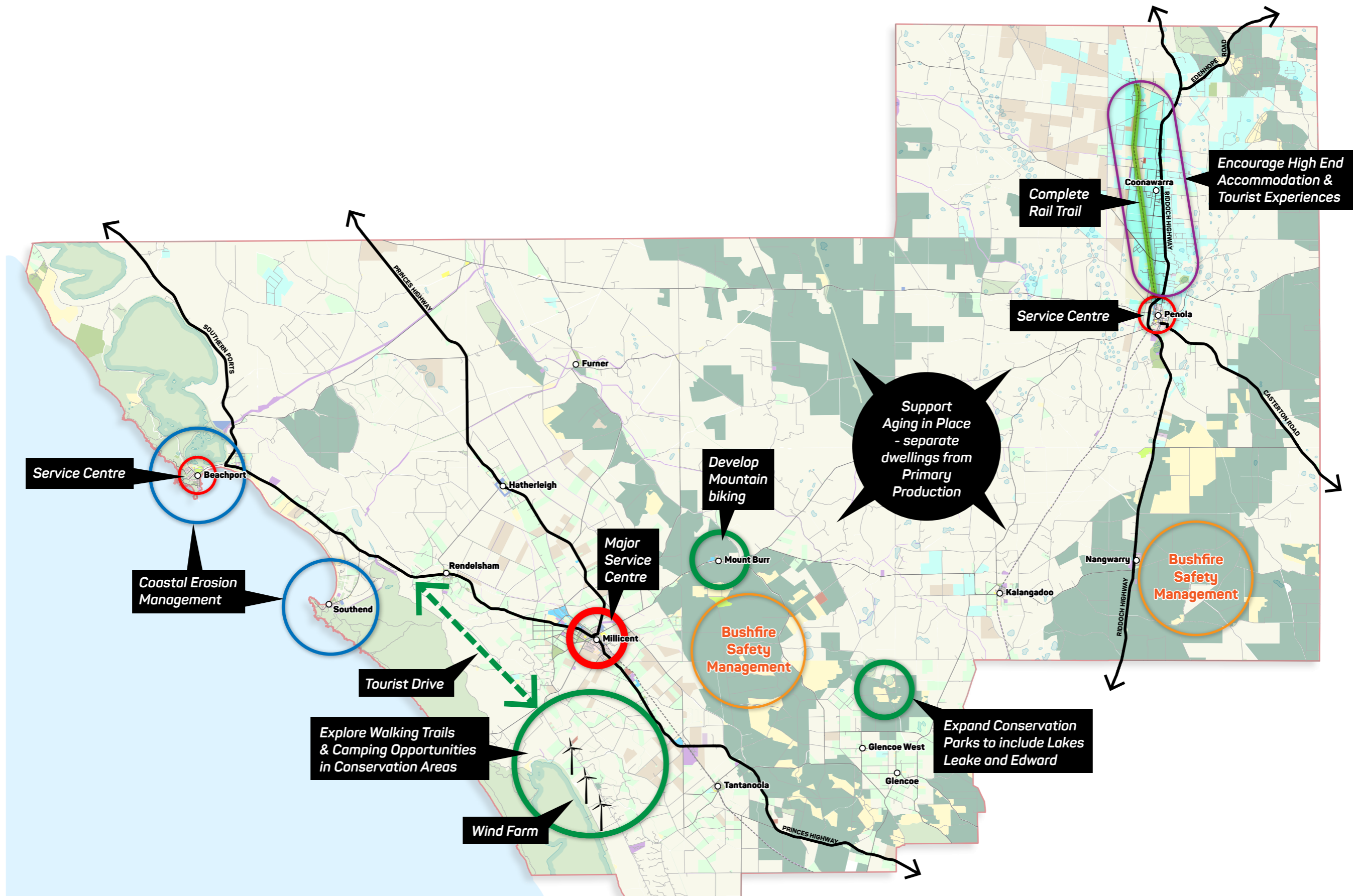
The Planning and Design Code generally envisages some small-scale businesses in areas which are predominately residential, and Council should generally support this. Context is likely to be an important factor in this as it will vary the impact- for example a workshop in a rural residential area will have a far lower impact on neighbouring residents than in a township residential area because of the increased separation between neighbours. However, in order to ensure that conflicts are minimised, medium-large scale businesses, or those with adverse impacts such as dust or noise, should be located outside of residential areas.



Actions

1. Liaise with State Government to resolve a position regarding coastal erosion in Beachport and Southend
2. Liaise with State Government to seek to list Lake Leake and Lake Edward as Conservation Parks
3. Support the development of high-end accommodation in the Penola-Coonawarra area
4. Support the development of walking/cycling trails, camping sites and other infrastructure which supports tourism
5. Seek to apply the Dwelling Excision Overlay over the Rural Zone as part of an amendment to the Planning and Design Code
6. Liaise with State Government agencies to refine the application of environment and hazards overlays in the Planning and Design Code
7. Where development is demonstrated to be inappropriate due to environmental constraints, seek to ensure that land is zoned in a way so as to not misrepresent its development potential
8. Seek to ensure that future medium-large scale employment generating uses, or those with adverse impacts such as dust or noise, are located outside of residential zones
9. Support, in principle, the location of small-scale non-residential uses ancillary to a dwelling, particularly in rural residential areas





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Township Plans



4. Township Plans

4.1. Millicent

4.1.1. Context

Millicent is the key service centre of the district, and its size reflects this. With Millicent being home to roughly 40% of the district's population, it inevitably sees much of the district's development activity. Millicent is in the first decile on three of the four measures of the SEIFA index, meaning that it is in the top 10% of the most socio-economically disadvantaged areas in Australia. Housing is therefore less expensive than many other areas, with a median house price from 2019-2021 of \$195,000.

Millicent's population is relatively old, with a median age of 49 compared to the state-wide figure of 40. With population growth among the over 65's cohort expected to be strong, with 380 additional people over 65, 140 of whom would be over 80, by 2036, there is an emerging need to better support an ageing population. This is likely to include expansions to aged care capacity, and other potential works to support ageing in place.

Millicent's population increased by only one person between the 2016 and 2021 Censuses, to a population of 5,110 in 2021, Millicent had 78 net additional dwellings over the same period. This illustrates the way that new land supply is needed, even in situations where the population is stable. State Government projections expect Millicent to decline in population over the next 20 years, but these projections were made in 2016 and population dynamics have since changed substantially. While 2020 and 2021 did see population declines of around 0.5%, this is too soon to be a discernible trend.

Millicent already has a substantial amount of land which is currently zoned for urban development which has not been taken up. This includes land surrounding the existing residential development around the high school, land near Teagle Excavations, and to the south of Fred Bolton Sports Park. This illustrates one of the key challenges in strategic land use planning, that land may be zoned for a use, but any number of factors may prevent its use for these purposes. The market decides where development will occur, and providing it with more options will aid in facilitating this. As such, there is a need to identify many areas which may be suitable for urban development, above and beyond the expected demand. Nonetheless, given this preponderance of vacant infill land, there is unlikely to be any need to rezone agricultural land for urban use, at least in the short-medium term.

Being the largest town in the district, Millicent home to several pieces of key social infrastructure and public open space. This includes Millicent High School, two public primary schools and a Catholic primary school, a hospital, the Millicent Swimming Lake, Lake McIntyre, sporting facilities such as McLaughlin Park and Fred Bolton Sports Park, the domain, and the Millicent public library and Civic and Arts Centre. It is anticipated that there will be additional demand for services which support an ageing population such as healthcare facilities.



4.1.2. Actions

Millicent will continue to be the major service centre of the district, and its town centre is the focal point of this. Council has already produced the Millicent Town Centre Concept Design which provides a Master Plan for this area, and this plan seeks to be consistent with this. It is unlikely that there will be strong demand for expanded commercial or retail development in the town centre, with some potential excess land. In order to encourage activation in the town centres, dwellings are supported where these are ancillary to a commercial use, or do not prejudice the commercial use of the area. For example, a flat above a shop would be acceptable, but demolishing shops along George Street to replace them with houses would not be.

1. Support the development of Millicent's town centre consistent with the Town Centre Concept Design, including potential residential development which is ancillary to, or does not prejudice the operation of, commercial facilities.

Given Millicent's ageing population, Council should encourage an age-friendly urban environment in Millicent. One key part of this will be in providing more age-appropriate housing, particularly close to the town centre. Independent Living Units are likely to be a major part of this, with the 25 existing units at the Boneham Aged Care Services unlikely to be sufficient to cope with the likely need for these services in the future. There is also expected to be an increased demand for residential aged care. Council should support the development of these services where possible, including potentially through public realm upgrades to facilitate ease of movement for mobility impaired residents.

2. Support the development of age-friendly housing including Independent Living Units and Residential Aged Care, particularly close to the town centre, including with public realm upgrades.

One key site near the town centre is the railway lands precinct. Development of this area has long been desired, but has been hindered by issues of site contamination. While a portion of the site is understood to be contaminated, it is understood that there are parts of the site which are likely to be suitable for residential development. This development is considered to be beneficial in order to provide modern housing close to the centre of Millicent. Furthermore, in future, should market conditions make remediation of the land viable, development of land which is not dedicated to public reserve is desirable. Therefore, Council should continue to support the development of this area. This is again likely to include coordinating public realm improvements to link this precinct with George Street and the broader Town Centre.

The area is currently a part of the Community Facilities Zone under the Planning and Design Code. This would need to be amended to a zone which supports residential development such as the Neighbourhood Zone, in order for the area to be appropriately developed.

3. Support the development of the railway lands precinct, including seeking a rezoning of the site under the Planning and Design Code

Natural assets are important to the town, with Lake McIntyre being the most obvious example. This is currently part of the Strategic Employment Zone, which is fundamentally industrial. While this is unlikely to present any problems given the ownership circumstances of the site, this site should be rezoned to reflect its actual intended use, such as the Community Facilities Zone.

4. Seek to amend the Planning and Design Code to rezone Lake McIntyre to a Zone reflective of its use for recreational purposes and an important space for biodiversity

The broader Strategic Employment Zone is large in size, and is mostly undeveloped. There is therefore not likely to be any need for additional industrially zoned land, but it is important that this area is realistically available for development and is not unavailable due to ownership issues. The area east of Saleyards Road is privately owned, but the land north and west of the saleyards is owned by Council. In order to support development in this employment precinct, Council should, in principle, support its development, including selling its land around the saleyards to potential developers if approached to do so and an appropriate arrangement can be reached.

5. Support, in principle, industrial development in the Strategic Employment Zone to the west of the town

It is noted that the part of the Strategic Employment Zone to the south of the Southern Ports Highway, bounded between Williams Road and Boandik Drive, has a series of existing dwellings in it, as well as businesses. This is currently zoned only for industrial use, which is not reflective of its use. This should therefore be rezoned to reflect its actual mixed-use nature, such as the Township Zone.

6. Consider rezoning the part of the Strategic Employment Zone to the south of the Southern Ports Highway (Rendelsham Road) for a zone which is more reflective of its mixed-use nature

Millicent currently has over 100 students leaving each day for non-Government schools in Mount Gambier, mainly Catholic. It would be desirable for these students to be able to study in Millicent. This could be a campus of an existing school in order to reduce the administrative burden of a new school. While such a school could conceivably be located in any number of places, it would be logical for it to have links to existing sporting facilities. Therefore, two clear locations would be in the existing Neighbourhood Zone around Fred Bolton Sports Park, or on the Pony Club site which can link to the facilities in McLaughlin Park. Council should support the development of such a school where possible.

While the district's ageing population may suggest that this is less likely to be feasible, the development of a campus here would drive demand. When considering a broader catchment which would likely attend a school in Millicent over Mount Gambier, the 2016 Census suggested that there were 149 students already attending non-Government schools, before considering how the location of the school in Millicent would encourage additional enrolments. It is also notable that there are currently only eight students who live in the District Council of Robe and attend a non-Government school, and the reduced distance may encourage enrolments from Robe. Furthermore, this plan seeks to encourage people to live in Wattle Range and raise a family, and a non-Government school campus would further support this aim. In any event, it is pertinent that long term planning considers land availability for this into the future given the number of students who commute.

7. Support the development of a non-Government Secondary School campus

Millicent has a large amount of land which is zoned for rural residential development, i.e. the Rural Neighbourhood and Rural Living Zones. This land has seen a good take up, with a few undeveloped allotments remaining. However, in order to preserve agricultural land, it would be preferable not to expand the existing rural living area. Therefore, it would be better to allow for smaller allotments in this area, perhaps of 5000sqm as opposed to the current 10,000sqm. Over a longer timeframe, it would also be possible to expand the current Rural Neighbourhood Zone into the Rural Living Zone on the western side of town, in order to allow for allotments of 2000sqm in this area.

8. Allow smaller allotments in the existing Rural Living Zone, without expanding the spatial extent of this zone and allow for the future expansion of the Rural Neighbourhood Zone into the adjacent Rural Living Zone

The land on the western side of Lossie Road is currently an Employment Zone (generally consistent with light industry), but is largely vacant. Given the proximity of key recreational facilities such as the Domain and McLaughlin Park, and the existing residential properties fronting Plunkett Terrace, this site would generally be more suitable for residential uses. It would therefore be preferable for this to be rezoned for residential development, and for industrial development to locate in the Strategic Employment Zone between Rendelsham Road and Belt Road.

9. Seek to amend the Planning and Design Code to rezone the Employment Zone on Lossie Road for residential purposes

Another area currently zoned Employment is on the eastern edge of the town, along the Princes Highway. However, this area has both dwellings and businesses in it, and is therefore mixed-use in character. Development continues along the Princes Highway to the east of Enderby Lane, although this area is within the Rural Zone. A mixed-use zone would be more appropriate for this area, such as the Township Zone.

Given this area is at the gateway to the town from Mount Gambier, it would be desirable for this to present a positive view of the town. Council may therefore consider streetscape upgrades in this area in order to present a tidier appearance.

10. Consider streetscape upgrades and a township entrance statement along the Princes Highway on the eastern fringe of Millicent, as well as seeking to amend the Planning and Design Code to rezone the existing Employment Zone to reflect its mixed-use nature

On the opposite side of the Princes Highway is a small portion of Rural Zone between the urban area (Neighbourhood Zone) and the Rural Living Zone. This area would be more suitable for township sized allotments, given it is higher up on the ridge and could be serviced with appropriate infrastructure.

11. Seek to amend the Planning and Design Code to rezone the area of Rural Zone between Willow Bank Road, the railway line and the Princes Highway for township sized residential development

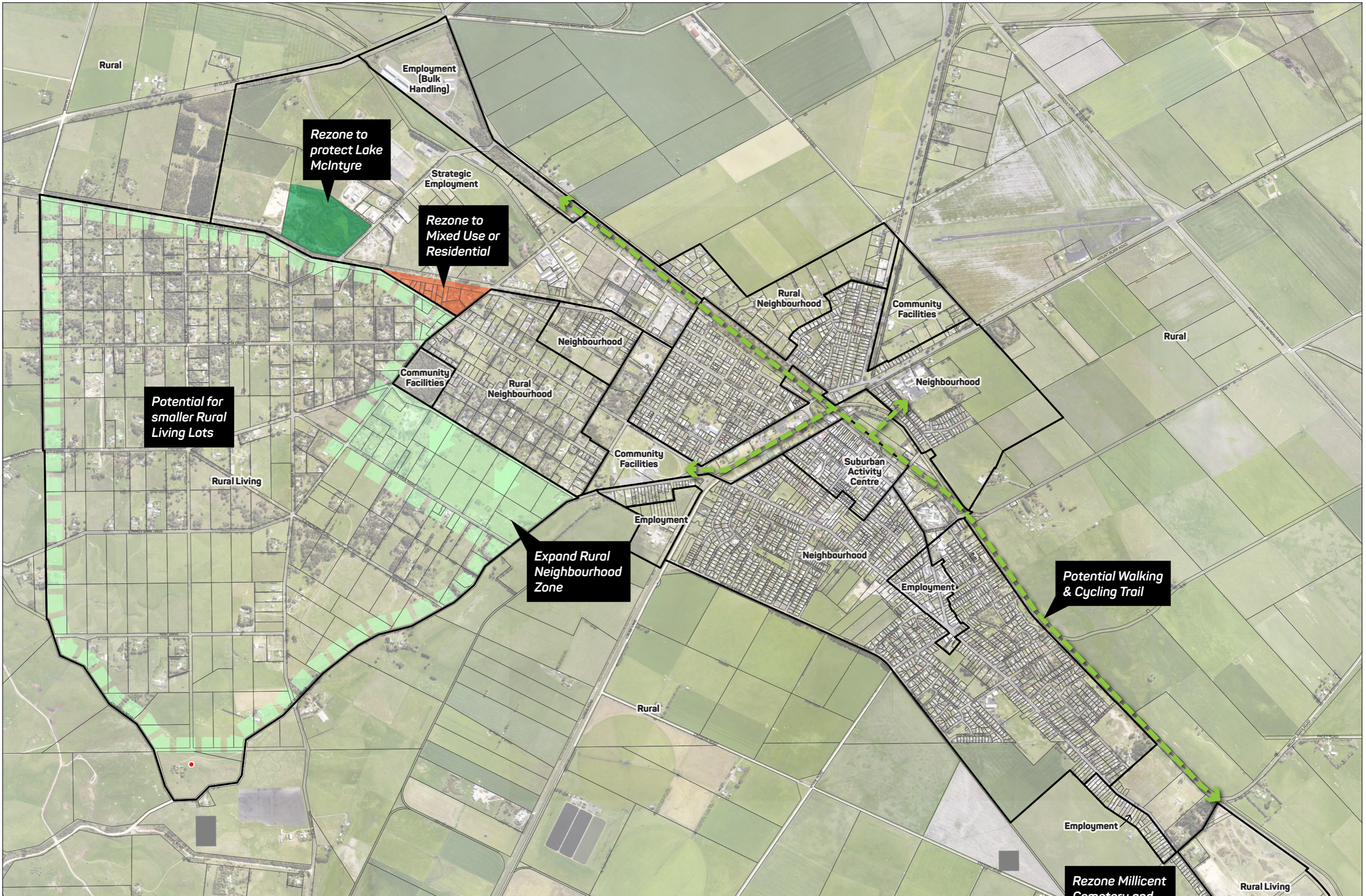
The Rural Living Zone to the east of the town does have the capacity for more allotments under the current zoning and with the current minimum allotment size of one hectare. However, much of this area is taken up by the quarry and cemetery, which are generally not consistent with this zoning. These areas would be better suited to specialised zoning such as Resource Extraction and Community Facilities respectively.

12. Seek to amend the Planning and Design Code to rezone the cemetery and quarry with an appropriate zone to reflect their use

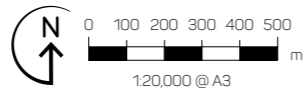
While this has looked at a series of key sites, there are many more infill sites across Millicent, which would be suitable for development. These are identified on the plan provided, but are not necessarily limited to this should additional areas become available.

13. Support the development of a variety of infill sites across Millicent

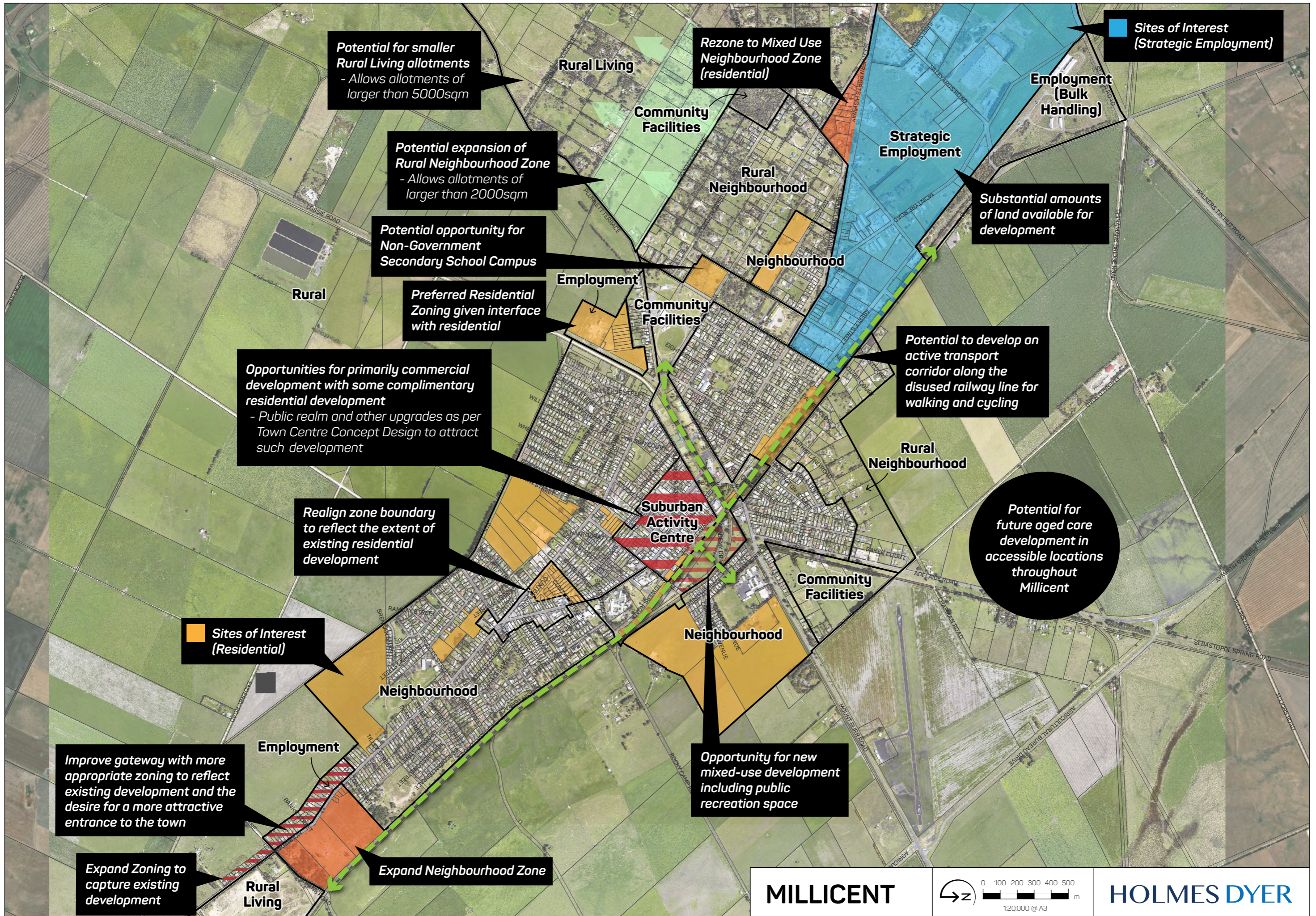




MILLICENT (BROAD)



HOLMES DYER



4.2. Penola

4.2.1. Context

Penola is the district's second largest town, and the centre of the eastern side of the district. Penola is a well-regarded tourist destination, being the major town of the Coonawarra wine region, and home to the sites of Saint Mary MacKillop.

At the 2021 Census, Penola had a population of 1622, with growth of 30 persons or approximately 2% since 2016. With a median age of 47, it is more youthful than Millicent, but nonetheless has aged substantially, increasing from 43 in 2016. This will bring with it a need for expanded medical facilities including aged care and supported accommodation.

Penola also has many facilities to support its population. These include the Penola High School, Penola Primary School, Mary MacKillop Memorial School, Pinchunga Aged Care, Tandara Lodge of Penola independent living units, McCorquindale Park sports facilities, Penola Swimming Pool, and the Penola War Memorial Hospital. While there may be some need for additional facilities to support an ageing population, it is unlikely that additional public recreation facilities will be needed over the term of this strategy, though existing facilities and land such as the Commonage may be better used for public recreation purposes.



4.2.2. Actions

Penola has a number of zoning anomalies in the Planning and Design Code which should be rectified. The first of these is the Employment Zone along Church Street. This zone is mostly aligned to Light Industrial uses, which is not consistent with Church Street's function as a main street. This should be changed to a zone more consistent with the existing mixed-use character of this area, such as the Township Zone. The other anomaly in Penola is the misalignment of the zone boundaries on the western side of town, along the bypass. The current boundaries do not line up with the bypass, which should be rectified.

1. Seek to amend the Planning and Design Code to fix the zoning anomalies in Penola

The bypass now represents a logical western boundary for the town's urban area, replacing the railway line which had previously been a logical barrier to development. The area between the railway line and the bypass is bisected by Robe Road, with the area to the north of this having now mostly been developed as an industrial area. Given the strong take-up in this area, there is a need to identify further industrial land in Penola, which is further discussed below.

To the south of Robe Road, between the railway line and the bypass, is vineyards, however this area is designated as a Deferred Urban Zone. This zoning is used where land is expected to be used for urban development, but where this may not be immediate. Therefore, this would be the most logical area for the township to expand into. It is expected that this would be residential development, with relative proximity to the town centre and the primary school being important to this. However, being a site of some 32ha, it is expected that this would take many years to fully develop, and it will be important to ensure that infrastructure is provided with a view to the long-term outcomes of development of this site. As such, it would be advisable to include a Concept Plan within the Planning and Design Code in order to ensure that such appropriate infrastructure is provided.

2. Seek to amend the Planning and Design Code to rezone the current Deferred Urban Zone south of Robe Road for residential use, and include a Concept Plan to provide for orderly provision of infrastructure

While the bypass would provide a logical boundary, this does not mean that there cannot be any development to the west of this. Indeed, there is already a Rural Living Zone between Clay Wells Road and Riddoch St. This Rural Living Zone is approximately 90ha in size, with a minimum allotment size of 1ha, and has seen some development of approximately this size. However, there is capacity for additional rural residential development within this area. However, the land immediately to the west of this zone is already divided into allotments which are too small for productive agriculture. Therefore, Council should seek to expand this rural residential area up to Cupnum Lane/Messenger Road. This road is currently partly unbuilt, but it does have a defined road reserve. Further westward expansion beyond this point would generally be inappropriate, in order to ensure the continued preservation of agricultural land.

While there is not expected to be dramatic population growth in this area within the term of this plan, there may be greater demand in the future. This means that there may be some requirement for safer crossing points across the bypass, such as an underpass for cyclists and pedestrians to link to the rail trail, in future.

3. Support the development of the existing Rural Living Zone west of the bypass, as well as seeking to amend the Planning and Design Code to expand the Rural Living Zone to Cupnum Lane/Messenger Road

As stated above, there is a need to identify more industrial land supply for Penola. This should come on the opposite side of the bypass from the current industrial area, east of Marks Road and north of Clay Wells Road. This area does extend the town beyond the bypass, but provides the clearest opportunity for development which can be appropriately serviced

and provide appropriate access for freight vehicles. The triangular parcel of land between the bypass, the railway line, and Jessie Street is also suitable for industrial development. These areas should be suitably rezoned in order to provide for industrial development.

4. Seek to amend the Planning and Design Code to rezone the triangular parcel between the bypass, the railway line and Jessie Street for industrial development
5. Seek to amend the Planning and Design Code to rezone the parcel between Clay Wells Road, Marks Road and Jessie Street for industrial development

To the south of the township is the Commonage. This land is held in trust by the Wattle Range Council, and may only be used for community purposes. Part of this land, to the south of the bypass, is currently used for the town's Community Wastewater Management System. Given this land is an important community asset, it may be worthwhile to develop a specific vision for this area, which may seek to outline how it could best serve the community, through a Master Plan for the Commonage. This was also included in the Community Town Plan for Penola, which sought to, "Review usage of commonage land and develop a plan for passive, reserve and recreational spaces". One idea raised was the creation of a wetland in this area which can serve a recreational purpose as well as improving biodiversity and helping manage stormwater and wastewater. This may be considered as part of a plan for the Commonage.

6. Review the usage of the Commonage, and develop a Master Plan for this land

One area which already has a Master Plan is the town centre, where Council has developed the Town Centre Concept Design. The Concept Design and this Strategic Land Use Plan are broadly consistent, as the works under the Concept Design working to make the town centre of Penola an active,



vibrant and beautiful place.

7. Continue the implementation of the Penola Town Centre Concept Design

The Concept Design also envisages improved cycling infrastructure to link to the Coonawarra Rail Trail. This road treatment would likely be along Arthur Street or Robe Road as these provide through road connections to the former rail alignment.

8. Create appropriate road treatments to support cycle connectivity between the Coonawarra Rail Trail and the Town Centre

With proximity to the Coonawarra comes a heightened demand for accommodation for seasonal workers, such as those involved in grape picking. While Council can provide in principle support to the development of seasonal worker accommodation, it can also take a more proactive approach. This can include making Council sites available for use (where appropriate), conducting feasibility studies, concept planning, and approaching operators, in order to encourage them to locate in or around Penola.

9. Support the provision of accommodation for seasonal workers

The Penola Caravan Park site is one site which could support workers' accommodation. This site is currently under the Rural Zone which does not generally reflect its current use, or any potential future uses. This should be rezoned to reflect that it is not rural land, and is instead part of the Penola township.

10. Seek to amend the Planning and Design Code to rezone the Penola Caravan Park to reflect its use

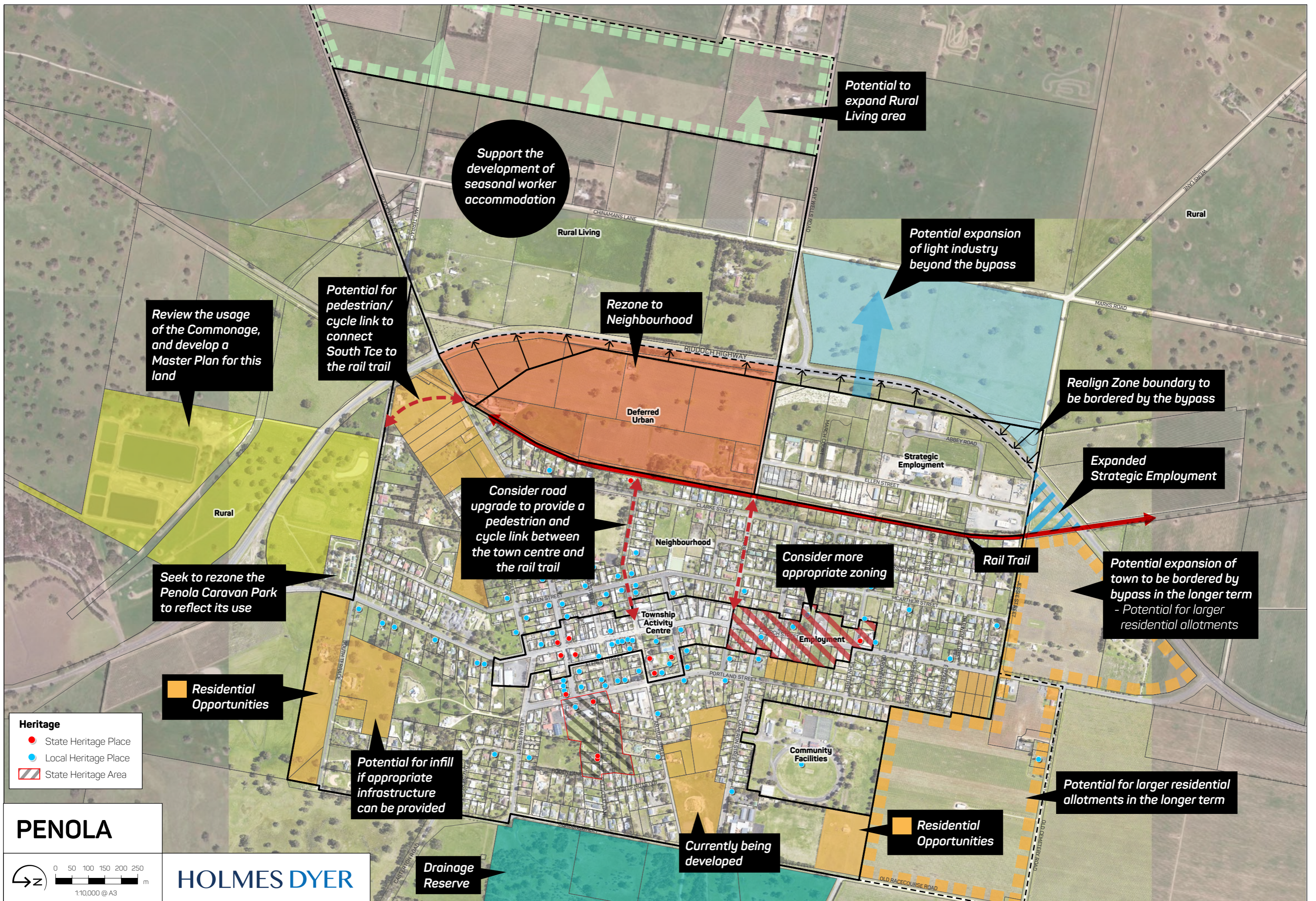
As with Millicent, there is a substantial amount of infill land available within Penola. This would be suitable for residential development, provided that appropriate infrastructure is made available. However, ownership issues may mean that there are limited real opportunities for development.

11. Support the development of smaller infill sites across Penola

Using the bypass as the boundary of urban development would suggest that land to the north of Penola could also be used for urban development. Given the location of the bores for the town water supply, any such development would likely be of a residential nature. Like the land in the Deferred Urban Zone, this is currently under vines, however it is considered that it would be preferable to retain this land as viticultural land over the land to the west. This retains the contiguous vines to the north, which is preferable.

Nonetheless, this plan aims to identify future urban land supply, and this area forms part of that. It would be preferable to see development of the existing Deferred Urban Zone first, however the area to the north of the township is the next area for residential development, once land supply in the area to the west of the railway line is running out. This area to the north should first seek to develop the area between the bypass and Church Street, and then, once supply in this area is coming to an end, to develop the area between the township and Old Cemetery Road.

12. As land supply to the west of the railway line diminishes, seek to amend the Planning and Design Code to rezone land to the north of Penola for residential development



4.3. Beachport

4.3.1. Context

Beachport is subject to rather different pressures than Millicent and Penola. Being on the coast, it is subject to different environmental pressures, including rising sea levels and coastal erosion. Being located on a peninsula, surrounded by Conservation Park, the main township of Beachport is already constrained. With time, these pressures on land supply will only become further exacerbated. While the main township is located on an isthmus, it is strongly linked to a large area of rural residential properties known as Muggleton.

Beachport has a much lower occupancy rate than other townships in the district, with more holiday homes, including those for short-term rental. This means that Beachport is substantially larger geographically than its population would suggest, with seasonal swells due to holiday makers being a key challenge in terms of providing appropriate services in the town.

Beachport is also a popular retirement destination, with this contributing to its much higher median age of 55 years, compared to the State average of 41. This is only likely to continue as time goes on, which is likely to increase the demand for medical services and aged care. This may be to the extent that an aged care facility or supported accommodation/independent living units will be needed in Beachport. These are typically linked to a hospital or high-quality health care services, which would suggest that further development of these services in Beachport may be needed.

The 2021 Census suggests that Beachport had a population of 745 people, including Muggleton and outlying farms. Comparisons to previous years are complicated due to changes in Census geography. The table below outlines the changes in the main township from 2011-2021, and compares these to the broader area (including Muggleton and outlying farms) to provide an indication of the differences between Beachport itself and Muggleton.

Table 1: Beachport Population Comparisons 2011-2016

	Main Township (2011)	Main Township (2016)	Broader Area (2016)	Broader Area (2021)
Population	382	436	652	745
Dwellings	413	434	528	562
Occupied Dwellings	154	162	229	268
Unoccupied Dwellings	253	253	275	255
Occupancy Rate	37.8%	39.0%	45.4%	47.7%

Source: ABS Census

This shows that the majority of homes in the main township are unoccupied, mostly for use as a holiday home, and that only two thirds of Beachport's permanent population live in the main township. However, 92% of unoccupied dwellings are in the township. This suggests that the Muggleton area has a more permanent population, reflecting the attractiveness of the rural living lifestyle, rather than this being a product for short-term stays. By the 2021 Census, although only data for the broader area is available, the population has increased substantially (14.3%) while dwelling numbers have increased more modestly (6.4%). This may be due to people choosing to relocate to their holiday homes during the pandemic.

Beachport has a primary school, which in term 3 of 2021 had 54 enrolled students. It also has a golf course, bowls club, indoor recreation centre, tennis courts and other recreational facilities across the Beachport Lagoon and Centennial Park. Beachport's ageing population suggests that there will be a need for social infrastructure, public realm and housing to support a growing population of older people.

4.3.2. Actions

Erosion in Beachport is primarily in two areas, with drift away from the town beach to the north and east along Rivoli Bay, and with the erosion around the Salmon Hole. The former of these is outlined in the Rivoli Bay Study by Worley Parsons, and is managed by the Beachport Sand Management Plan. The area around the Salmon Hole however is not comprehensively managed at present. Erosion in this area is rapid, and threatens the existing alignment of Bowman Scenic Drive, and the Pool of Siloam.

As coast protection is primarily the responsibility of the State Government, Council will need to work collaboratively with the Department of Environment and Water, and the Coast Protection Board on managing these issues.

1. Work with the Coast Protection Board and the Department of Environment and Water to form an appropriate strategy to manage the erosion of the Salmon Hole and surrounding coastline

Previous work with the State Government, from data produced in 2008, has identified areas which are likely to be susceptible to flooding as a result of sea level rise stemming from climate change. However, subsequent development and other changes have suggested that this may not be a true reflection of the risks associated with flooding. Therefore, there is a need for Council to work with the State Government to further consider these risks, and how these are reflected in the planning system, such as through the application of the Coastal Flooding Overlay.

2. Work with the State Planning Commission and DEW to appropriately understand and map environmental hazards, to allow planning policy to appropriately reflect these hazards (e.g. the Coastal Flooding Overlay)

While there are many allotments laid out across the sand dunes, development of these would be inappropriate for environmental reasons. The existing

planning and ownership schemes should be retained in order to prevent development in these areas.

3. Retain the existing regulatory and ownership context to prevent inappropriate development in the sand dunes

There is nonetheless a clear demand for housing in Beachport, whether for permanent residency or for short-term stays. Therefore, it is important for Council to support development opportunities where these are appropriate.

With such a constrained land area, increased densities are necessary to provide a supply of new dwellings. Demand is particularly strong closer to the beach and the town centre. Therefore, the planning policy in these areas may need to be amended to support smaller allotments, and heights of up to three storeys.

4. Seek to amend the Planning and Design Code to allow increased densities and height (up to three storeys) close to the beach and town centre

One site which is currently vacant is the area between the golf course and the bowls club. This could be defined in any number of ways depending on how this is separated from the golf course, but is likely to be in the order of 1ha in size, with access likely to be from Millicent Road. This area is in close proximity to the town centre and would generally be suitable for residential development. However, it is currently within the Community Facilities Zone under the Planning and Design Code, which does not support residential development. This should be amended appropriately to reflect this.

5. Support residential development on the land between the Beachport Bowls Club and the Beachport Golf Course

Another area which is not currently developed is the area to the northwest of Linnell Drive. Much of this area is clear of native vegetation, and its development is unlikely to harm the natural environment further, and development on areas which have not been cleared of vegetation would generally be considered to be inappropriate. . However, it will be important to ensure that development appropriately minimises flood risk. This could involve raising the land using the material which has created the delta inside Lake George, as was previously approved.

6. Support, in principle, the development of the area to the northwest of Linnell Drive, provided that an appropriate flood risk solution is found

With a growing population of older residents, Beachport is likely to see a growing need for facilities to support older people. This may include more extensive medical facilities, public realm upgrades and more age-friendly housing such as independent living units.

7. Support the development of facilities to support an ageing population, potentially including more medical facilities, public realm upgrades and independent living units.

Several areas in Beachport currently have specialised uses, but are not within the appropriately specialised zone under the Planning and Design Code. As outlined above, the general intent is that where a specialised zone exists for a relatively unique use, this should be applied as these are likely to better fit the requirements of that use. This includes the boat launching and storage facilities for the commercial fishing fleet along with the public boat ramp and jetty. This area may be better suited to the Infrastructure (Ferry and Marina Facilities) Zone. Lanky's Well is another example, with the scrub area currently under the Neighbourhood Zone, which is not reflective of its conservation and community use. The Southern Ocean Tourist Park could also be amended to apply a more appropriate zoning.

8. Seek to amend the Planning and Design Code to apply appropriately specialised zones to the caravan parks, Lanky's Well and the foreshore/ jetty area

The Beachport Golf Course is an important recreation facility for the town. It also could see a specialised zone applied to it in the form of the Golf Course Estate Zone. Notably, this zone permits dwellings and short-term accommodation which can take advantage of the amenity provided by the golf course. This would be a beneficial outcome which could allow for additional development in an otherwise very constrained area. However, much of the golf course is potentially subject to flooding, and the development would need to ensure that it appropriately mitigates these risks.

9. Seek to amend the Planning and Design Code to apply the Golf Course Estate Zone to the Beachport Golf Course, and support, in principle, the construction of dwellings or short-term accommodation that appropriately mitigates flood risk

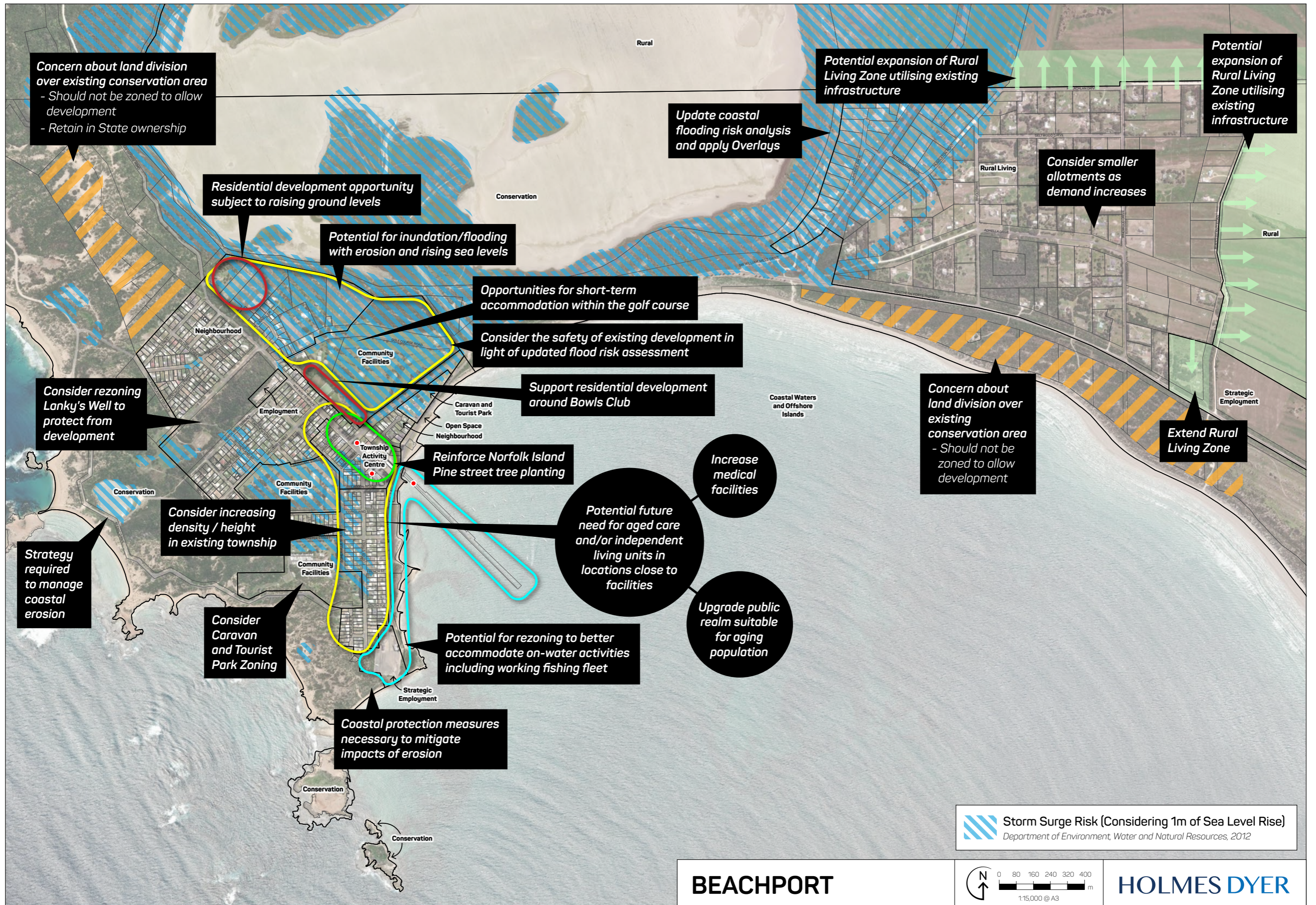
With the constraints on land supply in the main township of Beachport, there is likely to be increasing demand for land in Muggleton. The take up in this area has been strong, but there remain allotments available for development. However, it is unlikely that this will be sufficient to cope with the demand that is likely over the timeframe of this strategy. As such, there is considered to be a need to allow smaller allotments (such as 5000sqm), and for a limited expansion of the spatial extent of the zone. This expansion would need to be balanced with the need to preserve the surrounding agricultural land, and with the risk of flooding from Lake George. To the east, this would generally align with the extension of Burks Island Road, with the existing land division pattern generally allowing for such an alignment. To the north, zoning should generally allow for one allotment to be built along the northern side of McLachlan Drive, in order to take advantage of existing infrastructure provision.

10. Seek to amend the Planning and Design Code to allow smaller allotments in Muggleton and expand the Rural Living Zone to a limited extent, where land can utilise existing infrastructure and is able to be appropriately protected from natural hazards such as flooding from Lake George

Muggleton also has a Strategic Employment Zone of 28.5ha, which has generally not been taken up. However, Beachport does not have another area for industrial development. Given that this location allows for easy access to the Southern Ports Highway, it is generally considered that this would be an appropriate location for future industrial development, and that is worthwhile to identify such a location. However, it should be amended slightly to allow rural residential on the western side of Burks Island Road, while retaining the Strategic Employment Zone on the eastern side of the road, with a minor amendment to correct the discrepancy between the boundary of the zone and of the allotment.

11. Seek to amend the Planning and Design Code to change the boundaries of the Strategic Employment Zone in Muggleton such that rural residential is permitted to the west of Burks Island Road, but it remains Strategic Employment zoning to the east of the road





Concern about land division over existing conservation area
 - Should not be zoned to allow development
 - Retain in State ownership

Residential development opportunity subject to raising ground levels

Potential for inundation/flooding with erosion and rising sea levels

Opportunities for short-term accommodation within the golf course

Consider the safety of existing development in light of updated flood risk assessment

Support residential development around Bowls Club

Update coastal flooding risk analysis and apply Overlays

Potential expansion of Rural Living Zone utilising existing infrastructure

Consider smaller allotments as demand increases

Potential expansion of Rural Living Zone utilising existing infrastructure

Consider rezoning Lanky's Well to protect from development

Concern about land division over existing conservation area - Should not be zoned to allow development

Extend Rural Living Zone

Strategy required to manage coastal erosion

Consider increasing density / height in existing township

Consider Caravan and Tourist Park Zoning

Potential for rezoning to better accommodate on-water activities including working fishing fleet

Potential future need for aged care and/or independent living units in locations close to facilities

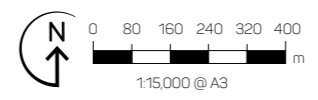
Increase medical facilities

Upgrade public realm suitable for aging population

Coastal protection measures necessary to mitigate impacts of erosion

Storm Surge Risk (Considering 1m of Sea Level Rise)
 Department of Environment, Water and Natural Resources, 2012

BEACHPORT



HOLMES DYER

4.4. Glencoe

4.4.1. Context

Glencoe is in many ways two townships, Glencoe and Glencoe West. At the 2021 Census, Glencoe had a population of 633. Glencoe's median age of 41 is more closely aligned to the state average of , which suggests that Glencoe is relatively youthful, or is at least less likely to strongly experience the impacts of population ageing.

The town grew by approximately 50 people in the five years from 2011-2016, and is likely to have potential for further growth, though it then declined by 28 from 2016-2021. Glencoe offers a rural lifestyle, only 20 minutes from both Mount Gambier and Millicent, which is an attractive proposition particularly for people looking to raise a family. It also has a primary school and small shop, which add to its attractive rural lifestyle offering.

All of Glencoe is currently within a Rural Living Zone, but there remain many allotments which are either undeveloped or could be divided further. There is therefore not considered to be a need to expand the existing zoned area in order to protect the integrity of the surrounding agricultural land.

Glencoe has a limited level of social infrastructure provision, consistent with its low-density nature. It has a primary school, which in term 3 of 2021 had 63 enrolled students. It has a football and netball club, tennis courts and a playground, all located in Glencoe West. Given the size of allotments in Glencoe, there is not likely to be a need for additional public open space provision in Glencoe.

4.4.2. Actions

With an advantageous location which is relatively well serviced and provides an attractive rural lifestyle, Glencoe is likely to continue to see growth over the period of this plan. However, land supply is much more straightforward, and as a rural residential area, it has relatively limited infrastructure requirements.

All of Glencoe is currently zoned Rural Living, but two different minimum site area standards are applied. Along the "spine" that is formed by Kirip Road and Lake Edward Road, the Planning and Design Code allows a minimum site area of 10ha. This is a misinterpretation of previous policy under the Development Plan, which allowed land division down to 2ha, provided that an appropriate site frontage was provided such that the allotment was not unreasonably narrow, such as 80m. Outside of this spine area, the Limited Land Division Overlay is applied, which limits land division of any size. Therefore, it would be valuable to amend these provisions to allow land division to 2ha in the spine area as was the case before, possibly in conjunction with a minimum frontage requirement, and remove the Limited Land Division Overlay from the rest of the area, and put in place an appropriate site area minimum here, such as carrying through the 2ha minimum from the spine area.

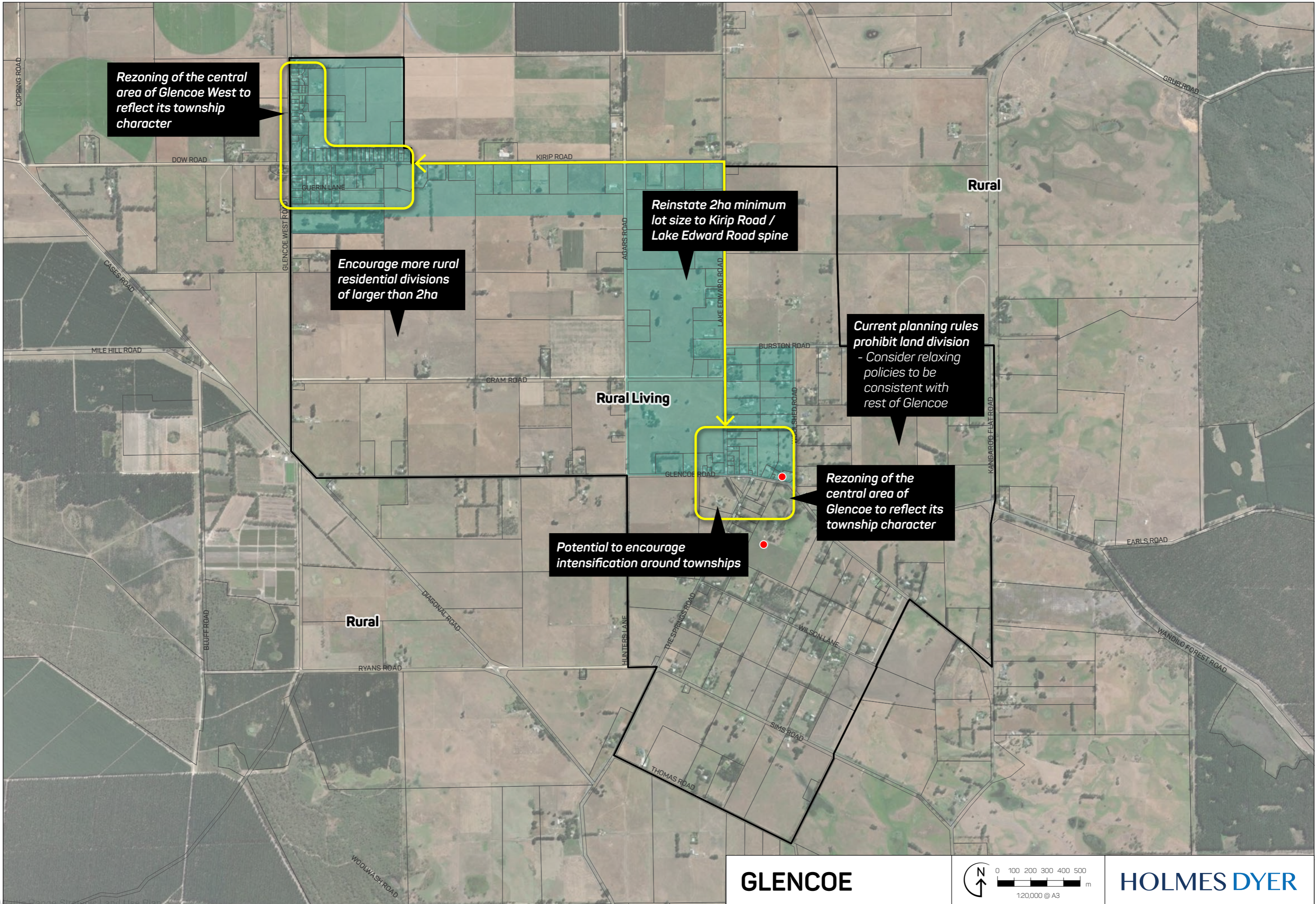




1. Seek to amend the Planning and Design Code to allow allotments of two hectares in Glencoe's "spine" area along Kirip Road and Lake Edward Road, and remove the Limited Land Division Overlay from the rest of the Rural Living Zone in Glencoe.

There is also the potential to encourage smaller allotments in the centres of Glencoe and Glencoe West. These areas are zoned Rural Living just like the rest of the township, but have much smaller allotments at present. These areas could be rezoned, perhaps to the Township Zone, which also allows for commercial development.

2. Seek to amend the Planning and Design Code to apply a Township Zone over the core areas of Glencoe and Glencoe West.



Rezoning of the central area of Glencoe West to reflect its township character

Encourage more rural residential divisions of larger than 2ha

Reinstate 2ha minimum lot size to Kirip Road / Lake Edward Road spine

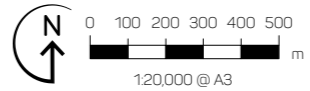
Current planning rules prohibit land division - Consider relaxing policies to be consistent with rest of Glencoe

Rezoning of the central area of Glencoe to reflect its township character

Potential to encourage intensification around townships

GLENCOE

HOLMES DYER



4.5. Nangwarry

4.5.1. Context

Nangwarry is a forestry town, developed for workers in the local forestry industry, based around the local mill. At the 2021 Census, the suburb of Nangwarry had a population of 505, a decline of 15 since 2016.

The SEIFA Index of socio-economic disadvantage places Nangwarry in the first decile, meaning that Nangwarry has a more disadvantaged population. While these figures are from 2016, the closure of the Nangwarry mill in 2018 has had a significant impact on the town, given the substantial loss of jobs. Nonetheless, services do remain in Nangwarry, including a primary school, swimming pool, ambulance station, petrol station and shop.

Housing in Nangwarry is particularly affordable, with a median house price in 2019-2021 of \$114,500. When compared to a median price in Mount Gambier of \$289,000, and considering an easy 25-minute drive along the Riddoch Highway, Nangwarry may be an attractive prospect for commuters to Mount Gambier.

4.5.2. Actions

The future of the mill site is a key consideration in the future of Nangwarry. In the short-term, with the timber industry particularly strong, there is likely to be a better prospect for the return of timber milling. Therefore, in the short-term, Council should support efforts to bring back timber milling to the mill. However, if this is unsuccessful, in the medium-long term, a plan for an alternative use, or for “tidying-up” the site should be developed.

1. Support the return of timber milling on the former mill site in Nangwarry

Demand for housing in Nangwarry is likely to be relatively limited. However it is possible, particularly if the mill were to reopen, that demand would increase. There is the potential for a row of allotments to be created on the southern side of Blesing Street, but there are also various vacant allotments across the town. In general, given the age and condition of Nangwarry’s housing stock, investment and renewal is generally considered to be positive where it is possible, and should in general be supported.

2. Support, in principle, the renewal of housing stock and development of vacant allotments in Nangwarry





Given that Nangwarry is surrounded by forest, bushfire presents a major threat to the town. The town is surrounded by a fire break, which is substantially wider on the northern and eastern sides. To the west the residential areas of the town area separated from the forest by the non-residential development (including the mill) and the highway. However on the southern side the fire break is only approximately 30m wide on the southern side of Seven Sisters Road. Council will need to continue to work with the CFS, OneFortyOne, and local residents, to ensure the town is prepared for the potential of a bushfire.

3. Continue to work with the Country Fire Service, OneFortyOne and local residents to ensure the safety of Nangwarry from bushfire

It is also noted that the zone boundary of the Strategic Employment Zone is not necessarily reflective of actual boundaries on the ground. This may therefore be realigned to better reflect existing conditions.

4. Seek to amend the Planning and Design Code to reflect the true extent of non-residential development on the western side of the Riddoch Highway

One further consideration would be how the firebreak land may be used more effectively for community benefit. The northeastern corner has a low-point where water will generally pond, and some additional works could seek to improve this as a wetland and allow for public access. However, ownership and liability issues will need to be considered, and may impact the viability of this.

5. Consider how the firebreak around Nangwarry could be more effectively used for community benefit

Realign Zone boundary to better reflect spatial extent

Encourage re-establishment of Mill

Strategic Employment

Realign Zone boundary to better reflect spatial extent

Potential for further residential development if required

Township

Potential to encourage commuters to Mount Gambier to live in Nangwarry

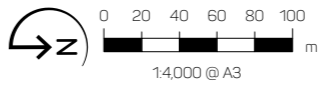
Consider how the firebreak around Nangwarry could be more effectively used for community benefit

Continue to work with the Country Fire Service, OneFortyOne and local residents to ensure the safety of Nangwarry from bushfire

Rural

Rural

NANGWARRY



HOLMES DYER

4.6. Kalangadoo

4.6.1. Context

Kalangadoo is tied to both forestry and agriculture, being home to a timber mill but surrounded by farmland. The wider Kalangadoo locality had a population during the 2021 Census of 457, down from a 2016 population of 473, 288 of whom lived in the township itself (data for the township area is not available for the 2021 Census). The town has some businesses and shops along John Street, including a hotel and general store.

The town straddles the disused railway corridor, with the eastern side of this now a public park. The town's major employment generator is the mill on the northern side of the town, but the town also has a primary school on its southwestern fringe. The existing provision of public open space in Kalangadoo is considered sufficient to meet the town's needs over the term of this strategy.

4.6.2. Actions

Kalangadoo currently does not have an area of Rural Living Zone, which is unlike most other towns in similar settings. However, land to the east of town is already divided in a pattern which would likely be conducive to this type of lifestyle. Therefore, this area should potentially be rezoned to the Rural Living Zone to reflect this. This can provide for rural lifestyle blocks which are generally attractive to the market.

1. Seek to amend the Planning and Design Code to allow for rural residential development to the east of Kalangadoo

The mill on the northern side of town is within the Strategic Employment Zone, which is generally appropriate. However, this zone extends beyond the mill for some 800m to the north, across flood prone land. This would generally be inappropriate, and the zone should be reduced in size to reflect this. However, some room for expansion of timber milling facilities may be appropriate.

2. Seek to amend the Planning and Design Code to reduce the size of the Strategic Employment Zone to the north of Kalangadoo

Another zone which may warrant a boundary realignment is the Community Facilities Zone. At present, this only covers the open space to the southeast of the disused railway line. This could be expanded to incorporate the school, football club and bowls club, better reflecting the use of these areas.

3. Seek to amend the Planning and Design Code to reflect the community uses of Kalangadoo Primary School and the sporting facilities on the northwestern side of Kalangadoo

Kalangadoo is also relatively unlikely to experience strong growth in the township. The largest area of undeveloped land which is currently zoned for development is the land opposite the Football Club and the Bowls Club. This land is however generally flood prone which would make it less appropriate for development. However, there are several already created allotments which are currently vacant. Therefore, it would be desirable to encourage the development of existing vacant blocks, and the renewal of housing stock in Kalangadoo.

4. Support, in principle, the development of vacant allotments and the renewal of housing stock in Kalangadoo

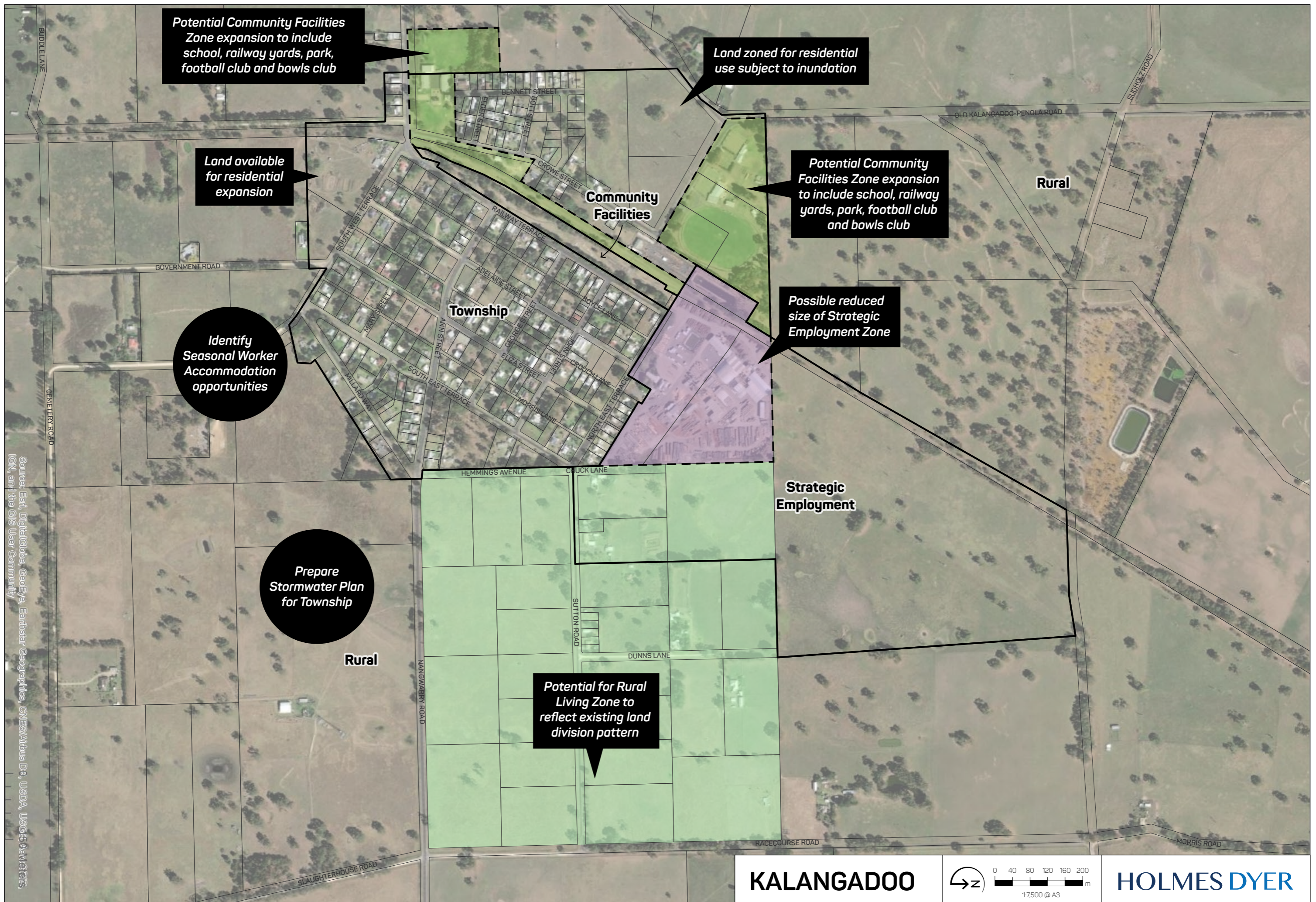
It has also been identified that Kalangadoo has a heightened need for seasonal workers' accommodation. Council should generally support the development of this around Kalangadoo. Like in Penola, while Council can provide in principle support to the development of seasonal worker accommodation, it can also take a more proactive approach. This can include making Council sites available for use (where appropriate), conducting feasibility studies, concept planning, and approaching operators, in order to encourage them to locate in or around Kalangadoo.

5. Support the development of seasonal workers' accommodation in Kalangadoo

Kalangadoo also has issues with stormwater and drainage. Specific consideration of how this may be better managed may be needed, such as via a Stormwater Management Plan.

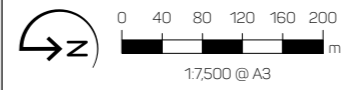
6. Consider the development of a Stormwater Management Plan for Kalangadoo





Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

KALANGADOO



HOLMES DYER

4.7. Tantanoola

4.7.1. Context

Tantanoola is an example of a Government Town laid out in the latter half of the 1800's, based around a figure eight of park lands. Through the middle of this ran the now disused railway line, which forms a key part of Tantanoola's heritage, along with its hotel and the infamous Tantanoola Tiger.

Tantanoola had a population at the 2021 Census of 457, a decline of 39 people or nearly 8% since 2016. The town is the closest to the Kimberly Clark mill, the district's largest employer, though the workforce for this mill is spread out far beyond Tantanoola. On the south-western side of the town is the Holla Fresh herb farm, which is also a major employer.

Tantanoola Primary School closed in 2020, and the land is currently for sale. The future of the school site is currently to be determined. Tantanoola's park lands are also home to sporting facilities for the Tantanoola Football and Netball Club.

4.7.2. Actions

Tantanoola currently does have a demand for housing, primarily from workers at the Holla Fresh herb farm. Currently, many of these workers come to the town from Mount Gambier, and a more local workforce would be preferable. However, it is considered likely that these workers would typically lack the capital required for the development of new housing.

Tantanoola has approximately 51ha of Rural Living Zone to the north of the town. Forty hectares of this is on the northeastern side, between Kennedy Road and Telfers Road, and is almost entirely undeveloped. The other part of this zone sits between Kennedy Road and Tantanoola Road, and while more developed than the larger section, still has space for further development. In general, rural residential development in this area would be beneficial in providing residential land supply for the town.

1. Support, in principle, rural residential development on the northern side of Tantanoola

Land on the eastern side of Tantanoola Road is divided into allotments generally of approximately 7ha for some 500m beyond the existing zone boundary. These would be too small for productive agricultural use and the Rural Living Zone should be extended over these to provide further land supply.



2. Seek to amend the Planning and Design Code to extend the Rural Living Zone along Tantanoola Road

The Holla Fresh site to the southwest of Tantanoola is currently located within a Rural Living Zone. This zone is not one which supports intensive horticulture, and it is therefore inappropriate. This zone should therefore be amended to a zone more aligned to its current use, in order to better allow Holla Fresh to expand in future if necessary.

3. Seek to amend the Planning and Design Code as it relates to the Holla Fresh site in Tantanoola to reflect the true use of this land

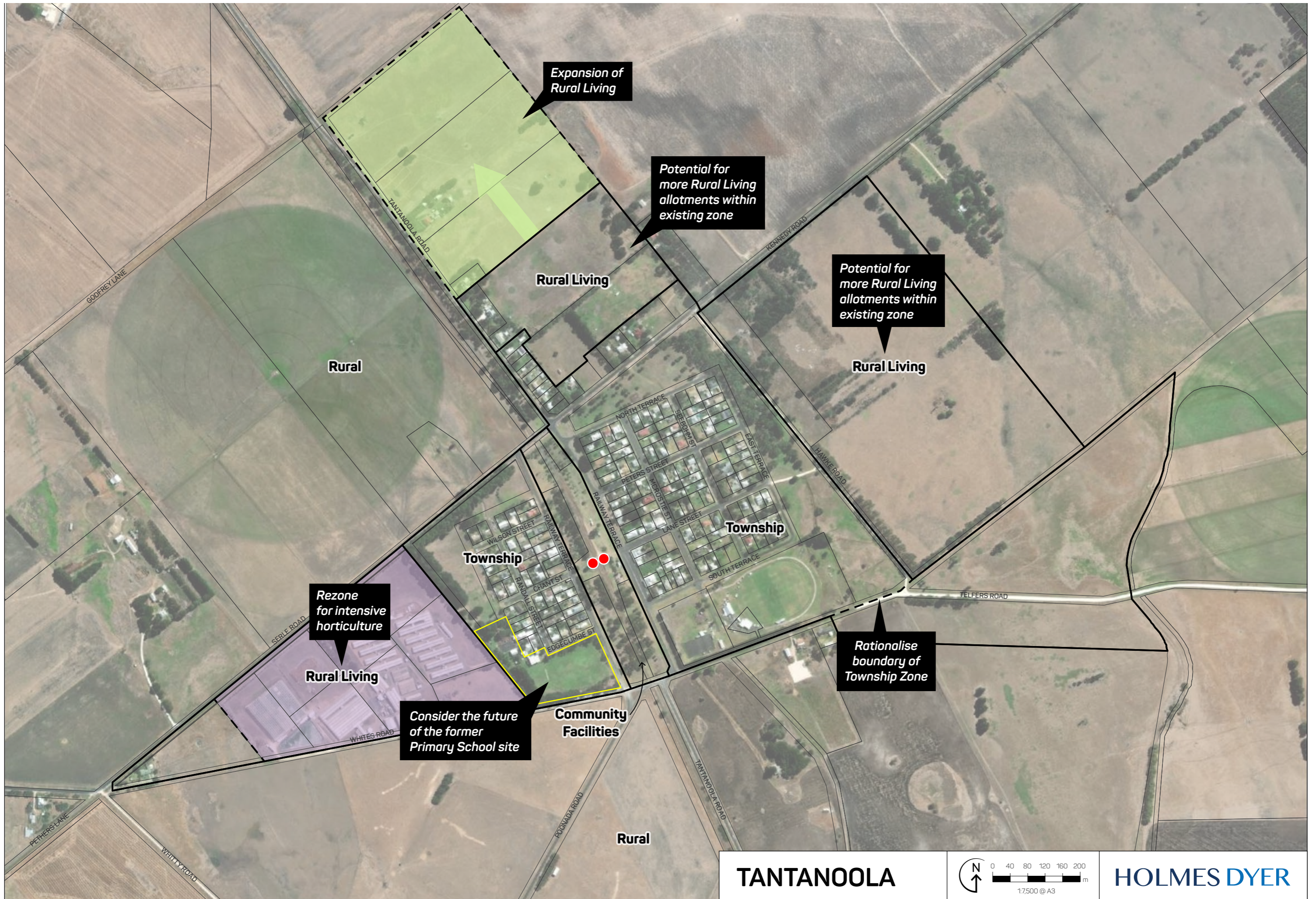
It is not considered likely that there would be a need to identify additional land for township sized allotments in Tantanoola. Indeed, there is an existing area of Township Zone to the east of the town along Telfers Road. This is surplus to requirements and should revert to the Rural Zone.

4. Seek to amend the Planning and Design Code to remove the undeveloped area of Township Zone to the east of Tantanoola

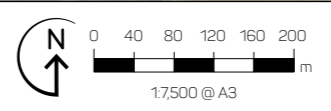
With the closure of the school, the future of this site will need to be considered. While the return of the school would be welcome, it is unlikely to be feasible. Council should therefore seek to work with the State Government to find an appropriate use for the site.

5. Work with the State Government to appropriately reuse the Tantanoola Primary School site





TANTANOOLA



HOLMES DYER

4.8. Mount Burr

4.8.1. Context

Mount Burr is another forestry town which has suffered from the closure of the town's mill, but is now rebounding. A 10-minute drive from Millicent, the suburb of Mount Burr had a 2021 population of 367, six more than in 2016.

Housing in Mount Burr is very affordable, with a median house price of \$107,500. It therefore may be a good option for people looking to commute to Millicent. It also has a primary school, so may be attractive to those looking to raise a family. Aside from the primary school, Mount Burr also has a football club and netball courts.

4.8.2. Actions

Mount Burr is currently within the Township Zone, which provides for a range of uses at an intensity of land use appropriate for a rural character. However, Mount Burr's township zone is not truly defined, being instead simply a large rectangle in the forest. It would therefore be useful to better define the township in terms of zoning. This may include a strip of land along Mount Burr Road which would include the cluster of homes to the west of the town itself.

1. Seek to amend the Planning and Design Code to clarify the boundary of the Mount Burr township

Like Nangwarry, Mount Burr is surrounded by forest, which brings with it the threat of bushfire. Council will need to continue to work with the CFS, OneFortyOne, and local residents, to ensure the town is prepared for the potential of a bushfire.

2. Continue to work with the Country Fire Service, OneFortyOne and local residents to ensure the safety of Mount Burr from bushfire

The mill site in Mount Burr, unlike Nangwarry, has seen new uses move into the mill. This includes a bed and breakfast and a recycling facility. However, there are compliance issues with the mill in its current state. Council should therefore seek to work with the owners of the site to ensure that it is used appropriately, safely, and improves the appearance of the site.

3. Work with the owners of the mill site in Mount Burr to ensure that it is used appropriately, safely, and improves the appearance of the site.



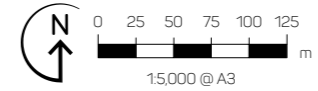


Continue to work with the Country Fire Service, OneFortyOne and local residents to ensure the safety of Mount Burr from bushfire

Work with the owners of the mill site in Mount Burr to ensure that it is used appropriately, safely, and improves the appearance of the site

Realign Township Zone boundary

MOUNT BURR



HOLMES DYER

4.9. Southend

4.9.1. Context

Southend, like Beachport, has significant environmental challenges relating to coastal protection. The Southend area had a 2021 population of 301, an increase of 38 (14.4%) since 2016. Southend at the 2021 Census had 186 dwellings; three fewer than in 2016. Like Beachport, it is a popular seaside holiday destination, and many dwellings are not permanently occupied, with only 58.2% considered to be the permanent place of residence.

Given its coastal location, Southend is likely to see increasing demand for housing, particularly from people looking to purchase holiday homes, and retirees looking for a seachange.

In 2018, Council commissioned the Southend Adaptation Study, which examined the impacts and risks of coastal erosion and inundation around Southend. It found that there would be a need for the managed retreat of assets from areas at risk from erosion. This included relocation of the Caravan Park and Sailing Club. Council resolved to renew the lease at the Southend Caravan Park in late 2020 and works have been undertaken on the existing caravan park site.

The Southend Social Club is an important part of the town during the tourist season, based in the Southend Community Hall. In front of the hall is a playground and tennis courts, as well as the playground at the corner of George and Giles Streets. This is generally considered to be sufficient.

4.9.2. Actions

The impacts of erosion will be the key issue for Southend in the medium-long term, and will require action in the short-medium term to address this. With coastal protection being a State Government responsibility, any resolution of issues regarding coastal erosion will need to be made in collaboration with the State Government, as well as local residents and landowners. It is outside the scope of this plan to say what this resolution should be, but it is important for the content of this plan that a solution is found and implemented. Such work should also be regularly fed back to the community, in order to provide certainty and confidence.

1. Work with the State Government, as well as local residents and landowners, to reach an agreed response to the issues of coastal erosion in Southend

Southend has one of the largest lobster fishing fleets in the Limestone Coast, which requires large sheds for storage, maintenance and other work. This is generally not consistent with the Neighbourhood Zone which covers most of Southend, but is consistent with the Employment Zone along Harvey Street. There are approximately a dozen blocks available within the existing Employment Zone, currently owned by the Department of Environment and Water. These are understood to be subject to an ongoing Native Title Claim, but this does not necessarily preclude the development of these allotments if an appropriate Indigenous Land Use Agreement (ILUA) can be agreed upon.

2. Work with the Department of Environment and Water and First Nations groups to allow development on the undeveloped allotments along Harvey Street

The fishing fleet uses the boat ramp and jetty located on Cape Buffon. This is currently part of the Conservation Zone due to it being part of Canunda National Park. However, this does not reflect the actual use of this area, and may limit development which would support this industry. Additionally, this location is well-suited to tourist development, with a beautiful outlook over Rivoli Bay. Therefore, it may be preferable to rezone this area to a more suitable Zone, such as the Infrastructure (Ferry and Marina Facilities) Zone. Any such development would nonetheless need to be considerate of the natural environment including native vegetation and coastal erosion.



3. Seek to amend the Planning and Design Code to reflect the uses and tourism potential around the Southend jetty
4. Support, in principle, small-scale tourism development near the Southend jetty

As outlined in the district-wide section, some land in Southend is currently zoned for development, but may not be suitable based on environmental constraints. This includes the prevalence of native vegetation, and potential bushfire risks, specifically relating to the land behind Cape Buffon Drive (currently a Neighbourhood Zone) and the Rural Living Zone on the seaward side of Southend Access Road. While there is presently insufficient evidence to confirm this to the required standard of evidence, should land prove to be unsuitable for development, it should be rezoned to reflect this.

5. Where development is demonstrated to be inappropriate due to environmental constraints, seek to ensure that land is zoned in a way so as to not misrepresent its development potential

Land which may be more suitable for development is on the inland side of the Southend Access Road, with this land having mostly been cleared of vegetation. At present, the Neighbourhood Zone continues beyond Watson Street and the Southend Social Club, with around 27ha of land not currently developed, though some of this is still vegetated. This can be used for residential development where environmental factors permit. Part of this area is owned by Council, and Council should generally support selling this land for development.

6. Where possible, support the development of new housing in Southend, within the existing zoned area

There is also an existing Rural Living Zone on the inland side of the access road, of approximately 18.5ha. This zone could be further expanded along the inland side of the road, on land not subject to potential flooding from Lake Frome. However, there is the potential for industrial land supply to be insufficient in the long-term, for example if there are issues in negotiating an ILUA. Therefore, this strip could be either Rural Living Zone or another Employment-type Zone, depending on need in the medium-term.

7. In the longer term, seek to amend the Planning and Design Code to either extend the Rural Living Zone along the inland side Southend Access Road, or add an Employment-type Zone on this land

With an expanded Rural Living Zone, the current zoned area may allow for smaller allotments (albeit still larger than those in the township itself). However, given that this area is only now being developed, it is unlikely that substantial redevelopment activity will occur in this area in the short-term. However, in the longer-term, amendments could be made to the Planning and Design Code to permit smaller allotments in this area.

8. In the longer term, seek to amend the Planning and Design Code to allow for smaller, rural residential allotments in the existing Rural Living Zone on the inland side of Southend Access Road



Storm Surge Risk (Considering 1m of Sea Level Rise)
Department of Environment, Water and Natural Resources, 2012

Seek to amend the Planning and Design Code to reflect the uses and tourism potential around the Southend jetty and support, in principle, small-scale tourism development

Coastal Waters and Offshore Islands

Coastal protection measures needed to mitigate the impacts of erosion

Potential need for measures to protect houses from coastal erosion

Conservation

Rural Living development may be limited by native vegetation protection requirements

Consider expanding Rural Living or Employment, dependent on future demand

Rural Living

Consider allowing smaller allotments (>2000sqm)

Potential expansion of residential development

Community Facilities

Neighbourhood

Rural

Employment

Work with the Department of Environment and Water and First Nations groups to allow development on the undeveloped allotments along Harvey Street

Township residential development may be limited by native vegetation protection and bushfire safety requirements

Conservation

4.10. Rendelsham

4.10.1. Context

Rendelsham is located only a 10-minute drive from Millicent along the Southern Ports Highway. The town straddles the highway, and the former railway line. It is also home to a primary school, being the smallest town in the district to host a school.

The suburb of Rendelsham had a population of 229 (2021), but has a large geographic extent, taking in nearly 80sqkm surrounding the town. The township itself had a 2016 population of 58, but this does not include the Rural Living Zone immediately surrounding the township (data for this area from 2021 is not available).

Rendelsham is another example of a Government Town from the late 19th century, with its ring of park lands. An oval which is home to the Rendelsham Cricket Club is located on the southern side of the town.

4.10.2. Actions

Given Rendelsham's proximity to Millicent, pleasant setting, and primary school, the town has significant potential, and is an attractive prospect, especially for younger families looking for rural living. As such, there is likely to be demand for larger allotments immediately surrounding Rendelsham. Indeed, examining the potential for further rural living was included in the Rendelsham Community Town Plan.

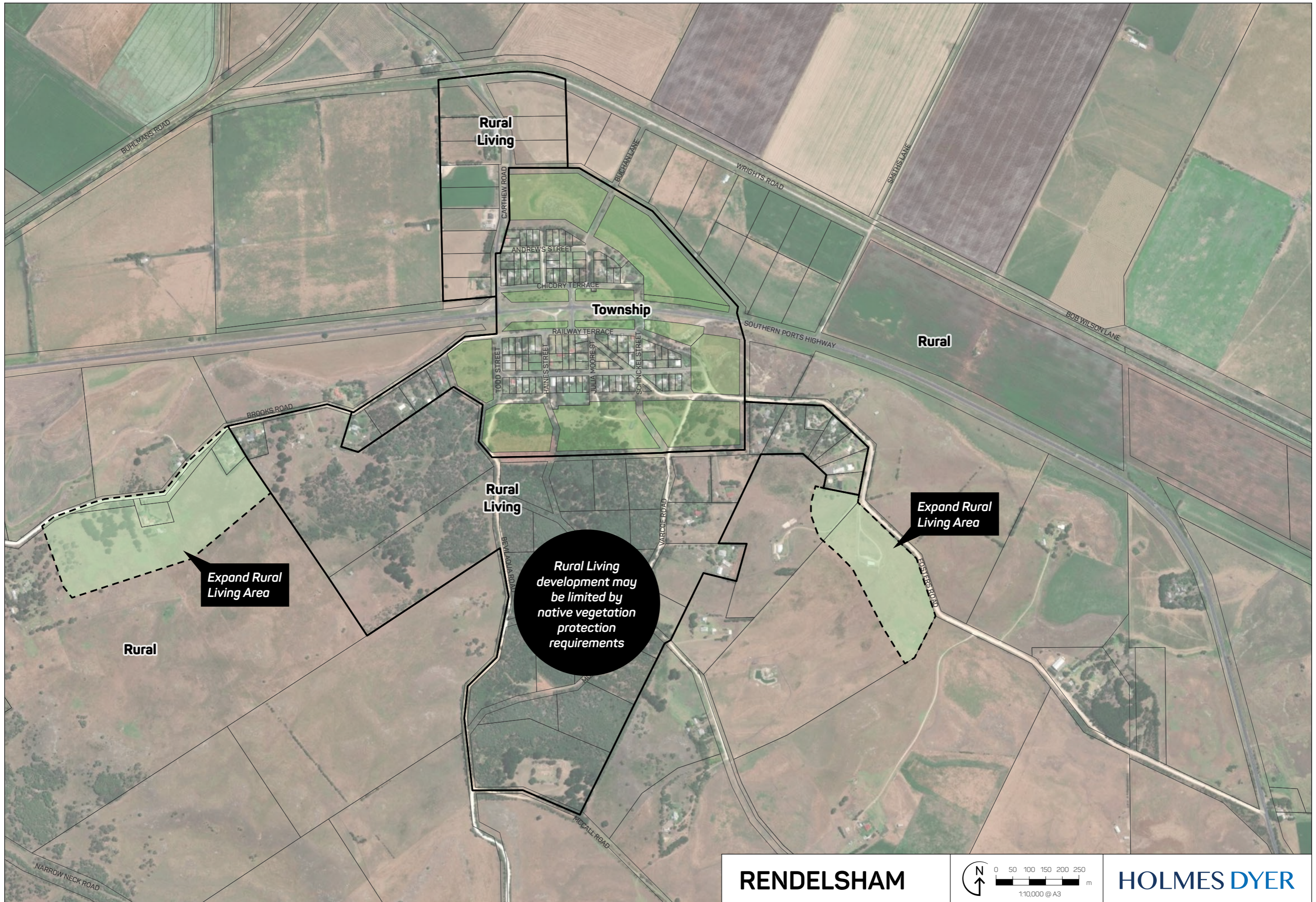
As outlined in the district-wide section, and similar to Southend, the scrub land to the south of Rendelsham is currently zoned for development, but may not be suitable based on environmental constraints, specifically native vegetation. While there is presently insufficient evidence to confirm this to the required standard of evidence, should land prove to be unsuitable for development, it should be rezoned to reflect this.

1. Where development is demonstrated to be inappropriate due to environmental constraints, seek to ensure that land is zoned in a way so as to not misrepresent its development potential

It may be preferable to see rural residential development along Fosters Road and Brooks Road to the east and west of the town respectively. While the land to the south of Wrights Road is currently laid out in a pattern which would generally be considered conducive to rural residential development, this land is subject to inundation to a degree which is generally considered to make it inappropriate for development.

2. Seek to amend the Planning and Design Code to provide additional land for rural residential development in Rendelsham, particularly along Fosters Road and Brooks Road.





4.11. Coonawarra

4.11.1. Context

Coonawarra is the heart of the wine region of the same name, a 10-minute drive north of Penola. The locality of Coonawarra had a 2021 Census population of 135, however most of these live outside of the township itself. The local wine industry, and the tourism that comes with that, is the key employer in the area.

Coonawarra township is not simply surrounded by vineyards, but vineyards penetrate the township itself. This does add to the township's character, but development pressures may mean that these plots of land should be developed for housing or workers' accommodation. However, given the importance of the vineyards, no expansion of the township should occur beyond its existing boundaries.

Coonawarra Memorial Park is located along Memorial Drive, and has appropriate public facilities including a playground. This is considered an appropriate level of public open space provision for the town.

4.11.2. Actions

The main road connecting Coonawarra to the Riddoch Highway is Memorial Drive. The two commercial businesses in the township, cellar door and restaurant Ottelia and the Coonawarra Store, are both situated on Memorial Drive. Concentrating shops and restaurants like this along this drive is preferable, with better access to transport connections and providing a more concentrated activity centre, visible to tourist traffic.

1. Support commercial development in Coonawarra along Memorial Drive



To the west of the town along Memorial Drive is Coonawarra Siding, with its now disused railway station. This is a popular spot for tourists, and tourist traffic is likely to increase with the creation of the cycling trail along the rail line. Connections between the trail and cellar doors and the township of Coonawarra itself will be important in the success of the trail. Therefore, Council should work with stakeholders to ensure that appropriate connections are provided.

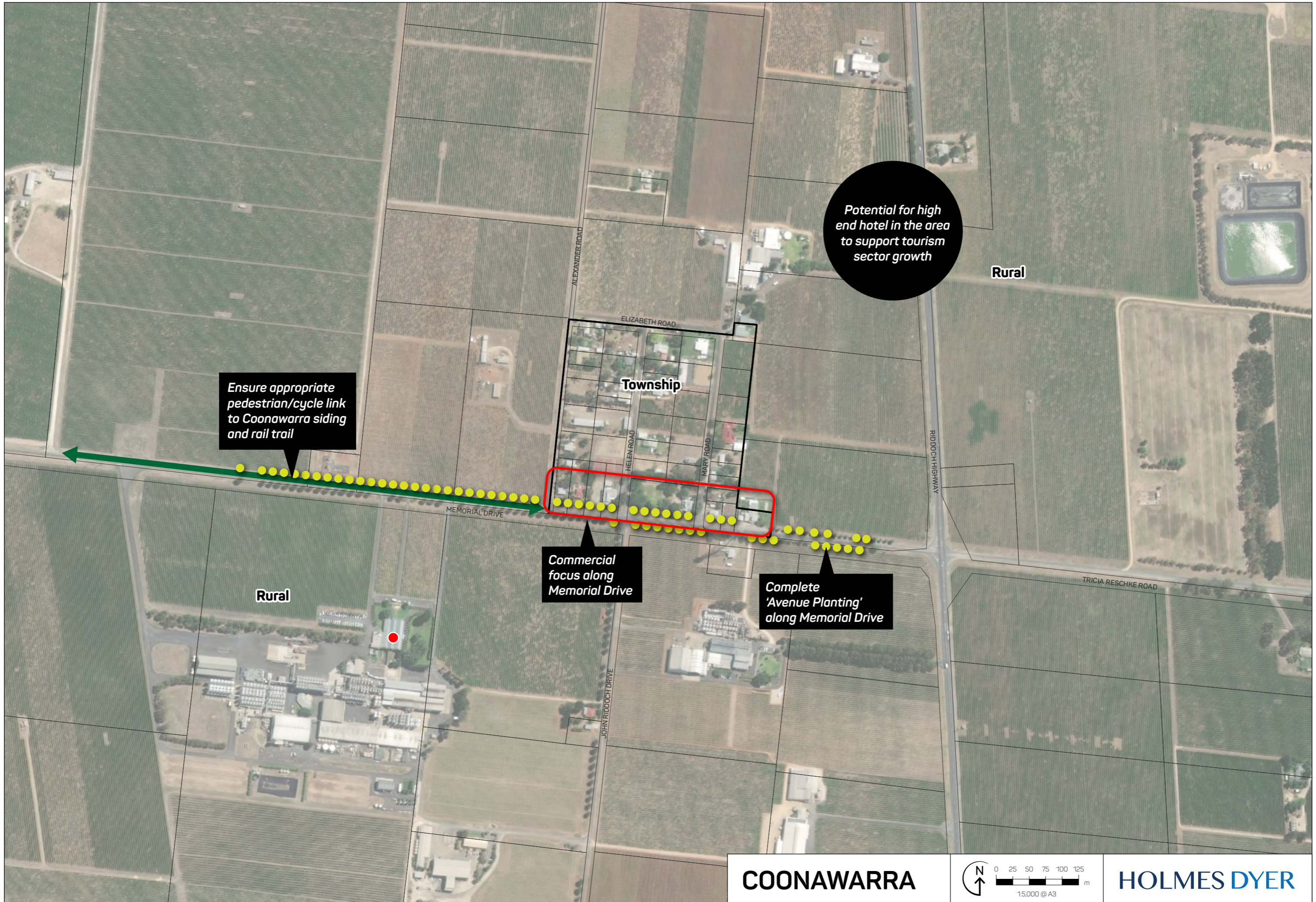
2. Work with land owners and local businesses to connect businesses, including those in the Coonawarra township, to the Coonawarra Rail Trail

Memorial Drive also has an incomplete “avenue planting” of oak trees which adds to the character and amenity of the town. Completing this planting along both sides of the road would add to this further, and enhance the commercial offering and cycle link outlined above.

3. Reinforce the “avenue planting” of oak trees along Memorial Drive in Coonawarra

There has also been a long-standing desire to improve the standard of tourist accommodation available in the Coonawarra, and previous plans have suggested that a high-end hotel would be of value. This plan does not consider any specific site for a potential hotel, motel or resort facility, but it is considered that it would be a valuable development which would support tourism in the region.

4. Support, in principle, high-end tourist accommodation in the Coonawarra region



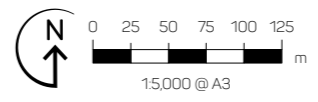
Ensure appropriate pedestrian/cycle link to Coonawarra siding and rail trail

Potential for high end hotel in the area to support tourism sector growth

Commercial focus along Memorial Drive

Complete 'Avenue Planting' along Memorial Drive

COONAWARRA



HOLMES DYER

4.12. Hatherleigh

4.12.1. Context

Hatherleigh is a small community located on the Princes Highway, a 10-minute drive north of Millicent. It is another example of the late 19th century Government Towns with a ring of park lands.

At the 2021 Census, the broader suburb of Hatherleigh had a population of 154, an increase of 23 (17.6%) from 2016. No smaller level of geography was available to better understand the population of the township itself.

The land division pattern of Hatherleigh suggests it is a much larger town than is really the case, with many allotments across both the township and rural living areas north and south of the town. In each case, properties are typically currently made up of several allotments, with township allotments typically being approximately 1000sqm, and rural living allotments around 3ha, but residential sites typically comprise multiple allotments.

The Hatherleigh Sports Club is an important hub for the community, and has three netball courts as well as an oval. This is considered an appropriate level of public open space provision for the town.



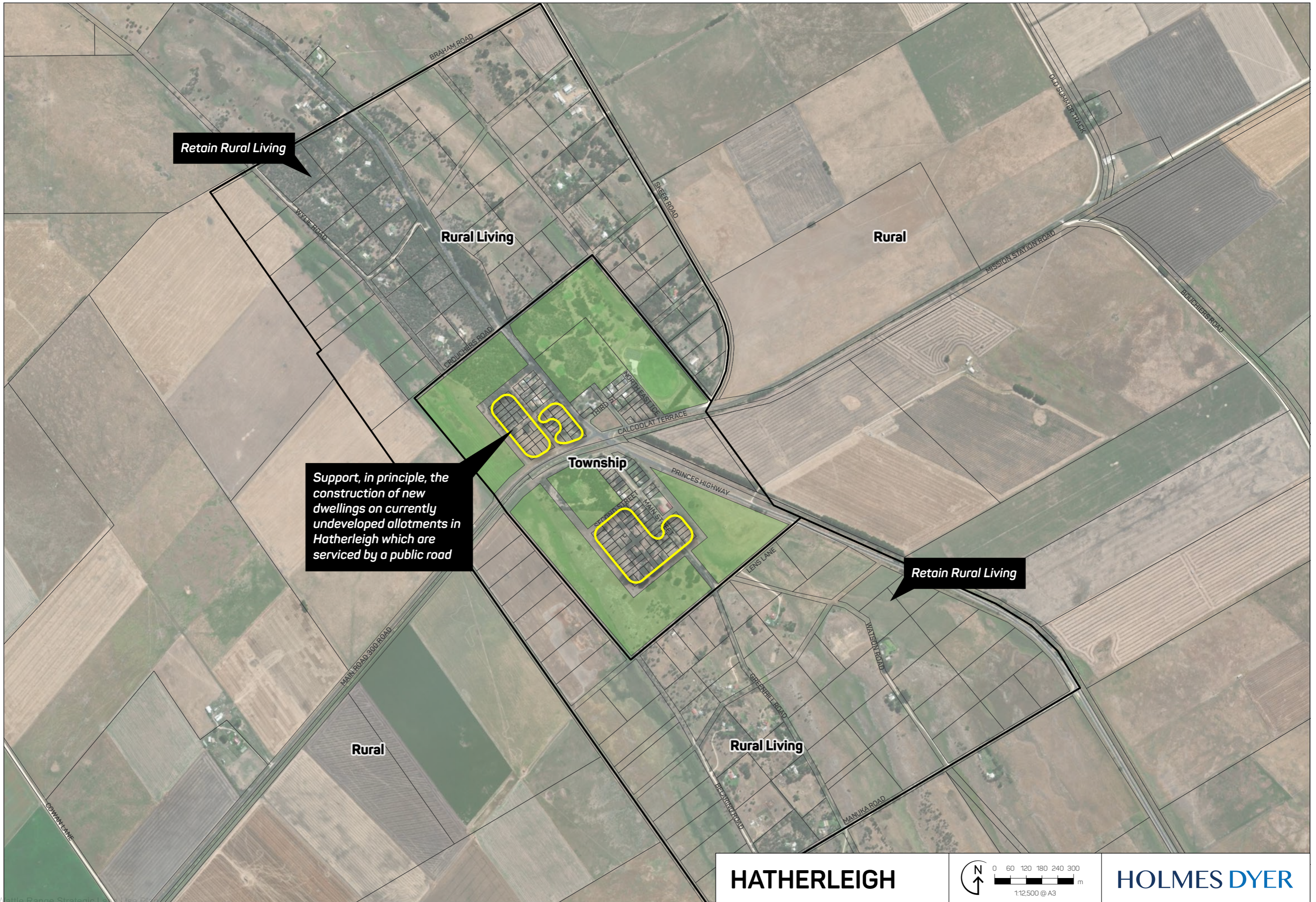
4.12.2. Actions

In other areas the large land division pattern with undeveloped allotments could present a problem because of the lack of infrastructure or due to environmental considerations. However, in Hatherleigh, this is not the case. While there is a substantial area of native vegetation to the north of the town, this area has mostly already been developed, with dwellings on most of these allotments. Therefore, the only likely problems which would be associated with the development of these allotments would be the potential service infrastructure requirements. Given the nature of the town and its existing service infrastructure, the only such requirements are an electricity connection and a public road. Some roads have already been constructed, and already have an electricity line to service existing homes, so the development of allotments on these roads is theoretically not an issue.

The Township Zone area has a minimum lot size applied of 1200sqm, and the Limited Land Division Overlay is applied across the Rural Living Zone. Both of these are effectively redundant given the land is already divided, and the township allotments are already below the minimum size, however, this does have the effect of preventing the creation of additional allotments in Hatherleigh.

Therefore, Council can support, where desired, the construction of new dwellings on currently undeveloped allotments with a connection to a public road.

1. Support, in principle, the construction of new dwellings on currently undeveloped allotments in Hatherleigh which are serviced by a public road.



Retain Rural Living

Rural Living

Rural

Township

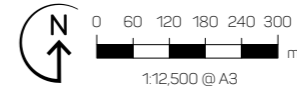
Support, in principle, the construction of new dwellings on currently undeveloped allotments in Hatherleigh which are serviced by a public road

Retain Rural Living

Rural

Rural Living

HATHERLEIGH



HOLMES DYER

4.13. Furner

4.13.1. Context

Furner is a farming community on the northern side of the district. The 2021 Census registered a population of 156 across the suburb of Furner, but as with Hatherleigh, no smaller geography level is available for the township itself. This is an increase of 35 from 2016 or 28.9% (the largest percentage growth of any area in the district).

Unlike other towns in the district, Furner is not zoned as a township. It is currently in the Rural Zone with nothing in a planning policy sense differentiating it from the farmland surrounding it.

Furner, like Hatherleigh, has many more allotments already divided than there are houses. Allotments are typically 1000sqm, but many allotments are either unoccupied, or function as though they were amalgamated. In terms of infrastructure provision, Furner only has roads and electricity, and all but two allotments are on a constructed public road. Those two which are not are on the northern edge of the town, west of West Terrace.

Furner also has an oval and sports club. There is not considered to be any need for additional public open space in Furner.

4.13.2. Actions

The current zoning of Furner as part of the Rural Zone is not reflective of its character. The core township area should instead be designated a Township Zone or similar to reflect this character.

1. Seek to amend the Planning and Design Code to define the township of Furner

The Furner Community Town Plan also stated a desire for rural living land around the town, with allotments of 10-100 acres (4-40ha). To the southeast of the town, east of Figg Lane and south of Furner-Redhill Road are a series of allotments of approximately 8ha. These are therefore approximately the right size for rural living, and appear to be used for this in reality. As such it may be reasonable to apply the Rural Living Zone over these allotments. There may, however, also be a need for further land to be made available for rural living. This may be considered further in the plan itself.

2. Seek to amend the Planning and Design Code to allow for rural residential development to the southeast of Furner

Another point which may be worthy of consideration is one of heritage listing. The former Kintore Inn building is one with clear heritage value, and is an important landmark in the town, but is not currently protected. It may therefore be worth seeking an expert investigation into listing this building on the heritage register, and potentially the ruins to the rear of the building, as a Local Heritage Place.

3. Consider investigating the potential to list the former inn in Furner as a Local Heritage Place

Furner has also been identified as a blackspot for phone reception. This is something which may need to be remedied.

4. Work with appropriate agencies to resolve the mobile phone reception blackspot in Furner



Investigate listing the Inn as a Local Heritage Place

Potential Township Zone

Lack of phone reception in township

Many undeveloped township allotments

Rezone Rural Living

Rural

4.14. Rocky Camp

4.14.1. Context

The settlement of Rocky Camp is a rural living area on the edge of the Mount Burr forest, just over a 5-minute drive from Millicent. The 2021 Census puts the population of the suburb of Rocky Camp at 133, with no smaller geography level available.

Allotments can vary in size but are typically approximately 2ha in size. While no expansion of the functional rural living area is anticipated, the northern portion of the area is not currently part of the Rural Living Zone, despite allotments already having been divided.

Rocky Camp has no public open space. This is consistent with its rural residential character, and it is not anticipated that any new public open space should be made available.

4.14.2. Actions

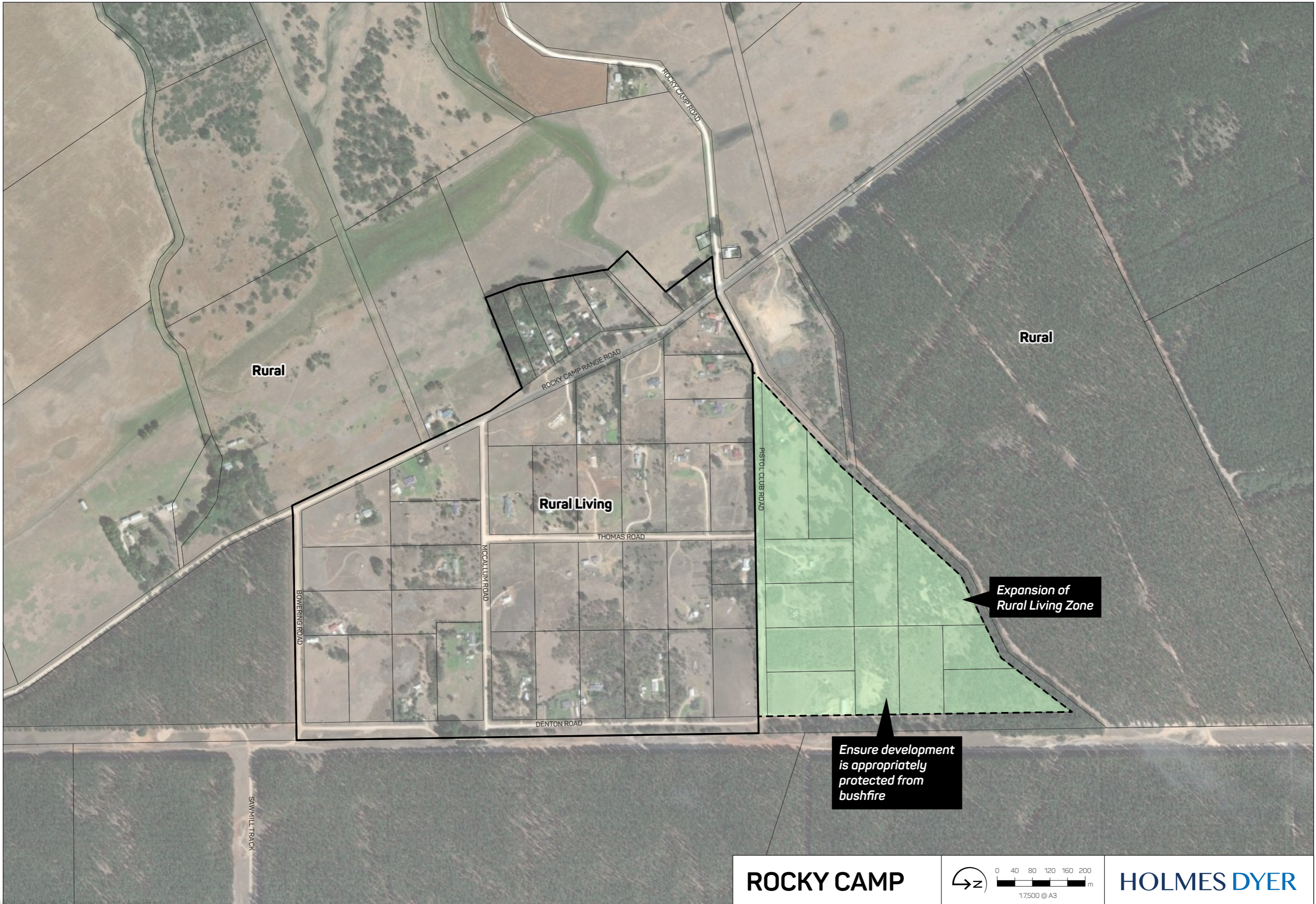
It is not anticipated that the Rocky Camp area will grow over the next 20 years. However, it is considered that the existing pattern of development should be formalised under the Planning and Design Code. This means rezoning the area on the northern side to reflect the same planning policy conditions as the southern side of the Rocky Camp settlement.

1. Seek to amend the Planning and Design Code to reflect the existing pattern of development in Rocky Camp

Being on the edge of the forest, Rocky Camp is at increased risk of bushfire. It will be important to ensure that development is and remains as safe as possible from a bushfire threat.

2. Continue to work with the Country Fire Service, OneFortyOne and local residents to ensure the safety of Rocky Camp from bushfire.





Rural

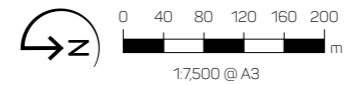
Rural

Rural Living

Expansion of Rural Living Zone

Ensure development is appropriately protected from bushfire

ROCKY CAMP



HOLMES DYER



TO: MINISTER FOR PLANNING

**RE: PROPOSAL TO INITIATE THE GENERAL WATTLE RANGE CODE AMENDMENT
BY THE WATTLE RANGE COUNCIL – FOR INITIATION**

PURPOSE

To recommend that you approve, with conditions, the Proposal to Initiate the General Wattle Range Code Amendment (the Proposal).

BACKGROUND

Section 73(2)(b)(iv) of the *Planning, Development and Infrastructure Act 2016* (the Act) provides that a proposal to amend a designated instrument may be initiated by a Council with your approval, acting on the advice of the State Planning Commission (the Commission).

The Wattle Range Council (Council) has lodged a Proposal to Initiate the General Wattle Range Council Code Amendment to amend the Planning and Design Code (the Code) as it relates to the affected area (**Attachment 1**).

The Commission considered the Proposal to Initiate (the Proposal) at its meeting of 13 December 2023 and resolved to support the Code Amendment, subject to conditions.

DISCUSSION

The following sets out the strategic, policy and procedural considerations in relation to the Proposal, including conditions that are recommended should you agree to initiate the Code Amendment.

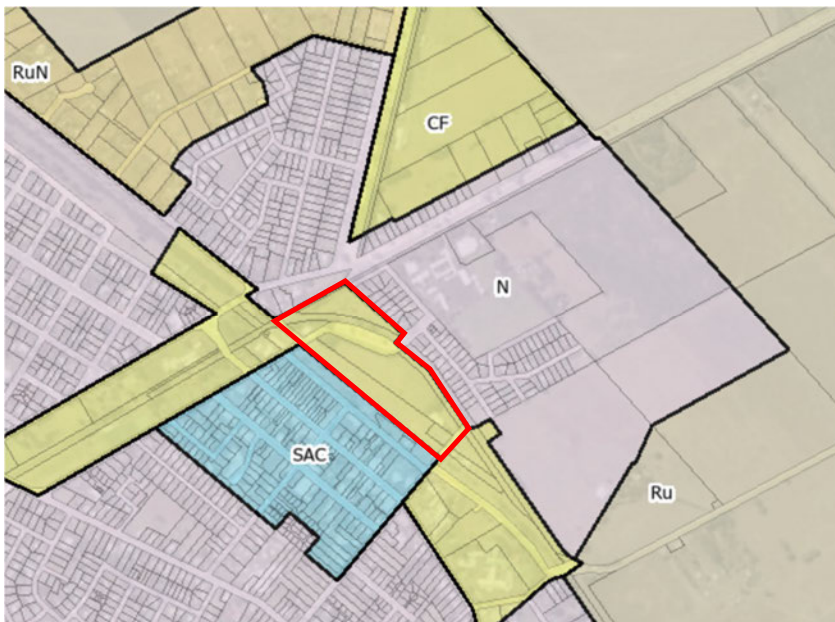
Proposal

The Proposal seeks to rezone or amend policies applying to 10 areas in the townships of Millicent, Penola, Beachport and Glencoe within the Wattle Range Council area, to facilitate a wider range and mix of housing, accommodation and employment uses on strategic sites located close to township centres. This includes providing increased rural living opportunities by adjusting the minimum site area provisions in the existing Rural Living Zone. The Proposal will also correct zone and allotment boundary anomalies and misalignments (in proximity to the Penola Northern By-pass) while protecting productive agricultural land in the region.

The affected areas have been identified as priorities in the Council's *25 Year Strategic Land Use Plan*, completed in August 2022 (provided in **Appendix A**).

The affected areas are located on Boandik and Pinechunga Country and are illustrated with current zoning in the figures below.

Site 1 – Millicent Railway Precinct – Community Facilities to neighbourhood and/or centre-type



Planning and Design Code Zoning

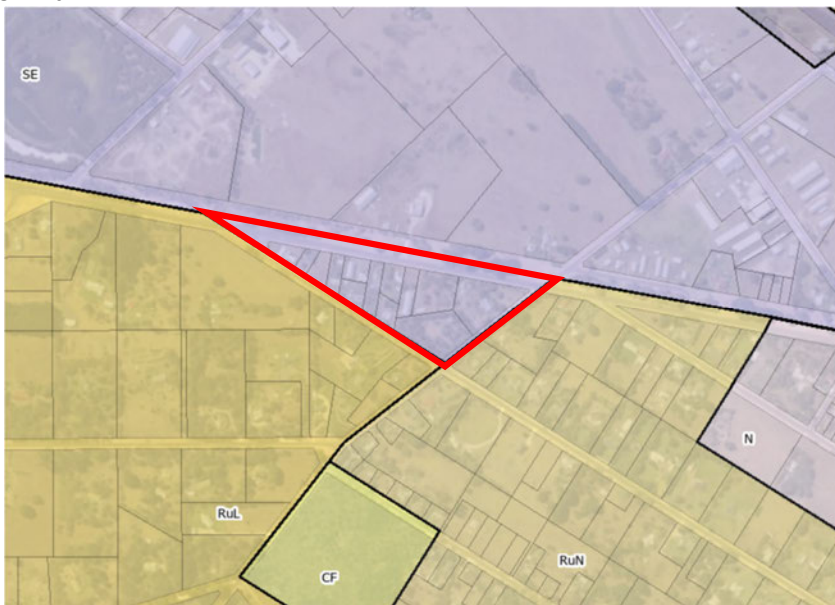
The affected area is located within the Community Facilities Zone.

The following Overlays apply to the land:

- Hazards (Bushfire – Urban Interface)
- Hazards (Flooding – Evidence Required)
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area
- Water Resources

Land surrounding the affected area is within the Neighbourhood Zone, Suburban Activity Centre Zone, and Community Facilities Zone.

Site 2 – Southern Ports Highway, Millicent – Strategic Employment to Business Neighbourhood or similar



Planning and Design Code Zoning

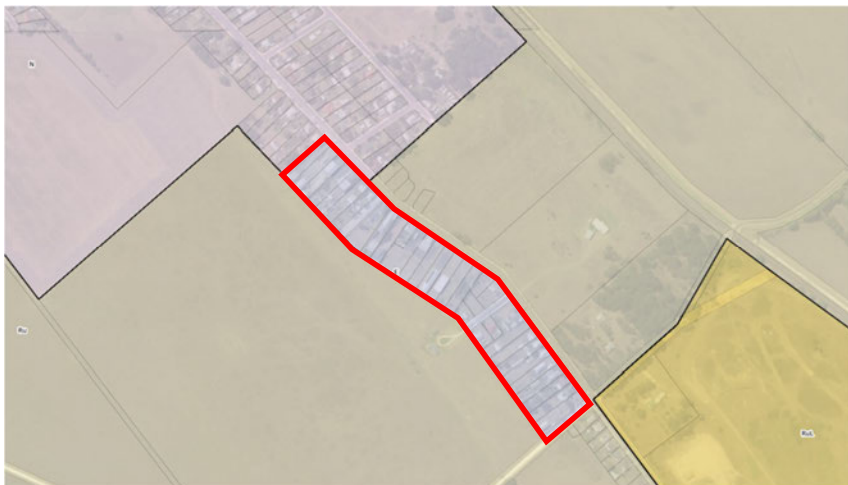
The affected area is located within the Strategic Employment Zone.

The following Overlays apply to the land:

- Hazards (Bushfire – Urban Interface)
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area

Land surrounding the affected area is within the Strategic Employment Zone, Rural Neighbourhood Zone, and Rural Living Zone.

Site 3 – Employment Zone, Mount Gambier Road, Millicent – Employment to Township or neighbourhood-type



Planning and Design Code Zoning

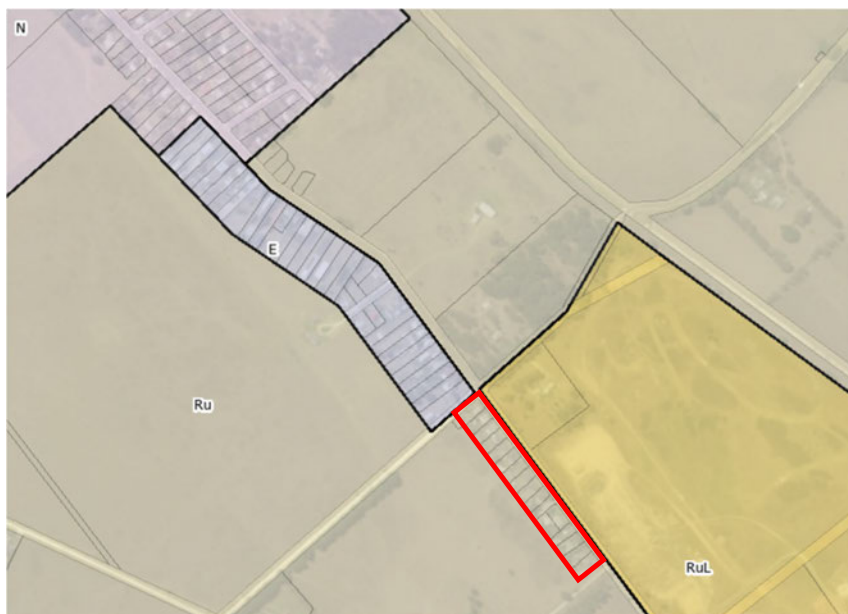
The affected area is located within the Employment Zone.

The following Overlays apply to the land:

- Hazards (Bushfire – Medium Risk)
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area

Land surrounding the affected area is within the Rural Zone, Neighbourhood Zone, and Rural Living Zone.

Site 4 – Mount Gambier Road, Millicent – Rural to Neighbourhood Zone



Planning and Design Code Zoning

The affected area is located within the Rural Zone.

The following Overlays apply to the land:

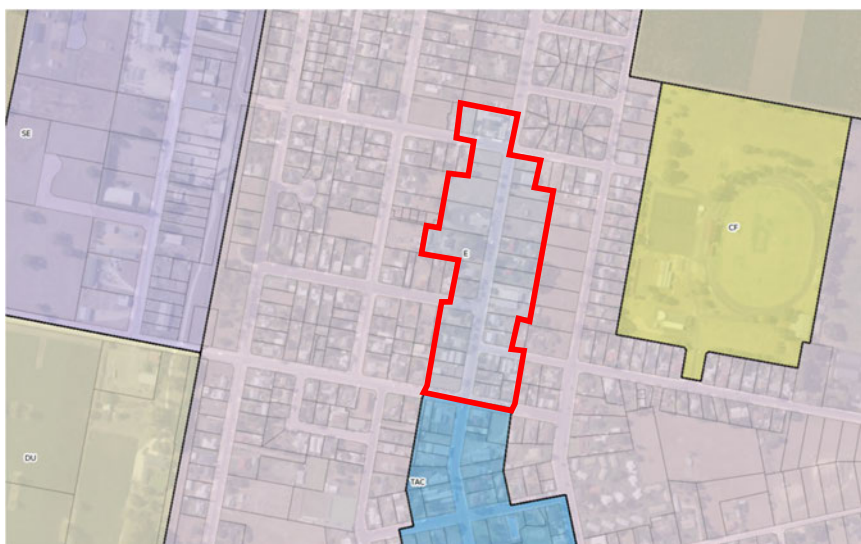
- Hazards (Bushfire – Medium Risk)
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area

The following Technical and Numerical Variations (TNV) apply to the land:

- Minimum Site Area – 30ha

Land surrounding the affected area is within the Rural Zone, Neighbourhood Zone, Employment Zone, and Rural Living Zone.

Site 5 – Penola Employment Zone – Employment to township-, activity centre- or neighbourhood-type



Planning and Design Code Zoning

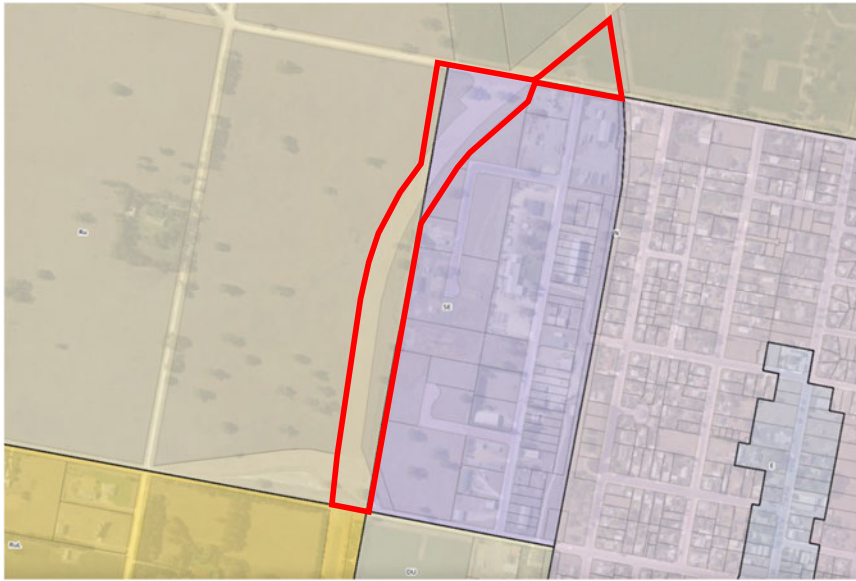
The affected area is located within the Employment Zone.

The following Overlays apply to the land:

- Hazards (Bushfire – Urban Interface)
- Heritage Adjacency
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area

Land surrounding the affected area is within the Neighbourhood Zone and Township Activity Centre Zone.

Site 6 – Penola Zone Boundary Adjustments – Rural Zone and Strategic Employment Zone



Planning and Design Code Zoning

The affected area is located within the Rural Zone and Strategic Employment Zone.

The following Overlays apply to the land:

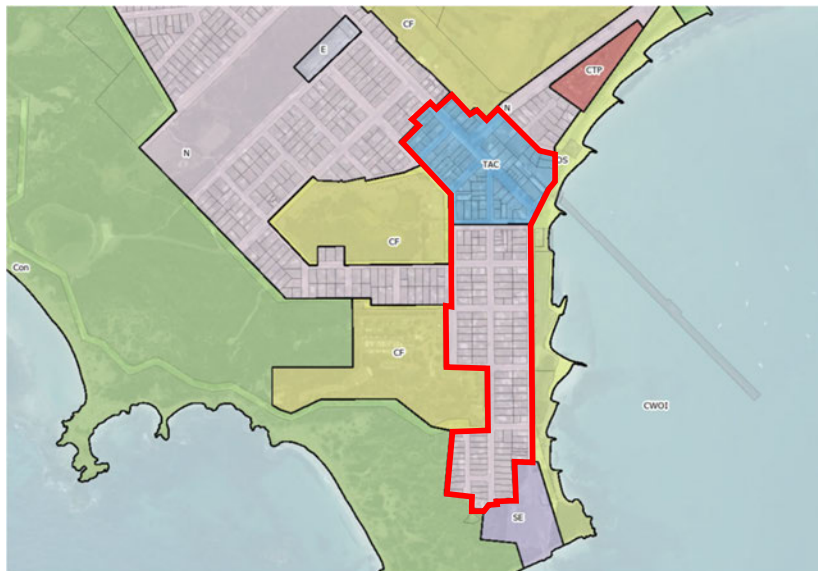
- Hazards (Bushfire – General)
- Hazards (Bushfire – Urban Interface)
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area

The following Technical and Numerical Variations (TNV) apply to land in the Rural Zone:

- Minimum Site Area - 40ha
- Minimum Dwelling Allotment Size – 30ha

Land surrounding the affected area is within the Rural Zone, Neighbourhood Zone, Deferred Urban Zone, and Rural Living Zone.

Site 7 – Beachport Town Centre – TNV changes to increase height



Planning and Design Code Zoning

The affected area is located within the Township Activity Centre Zone and Neighbourhood Zone.

The following Overlays apply to the land:

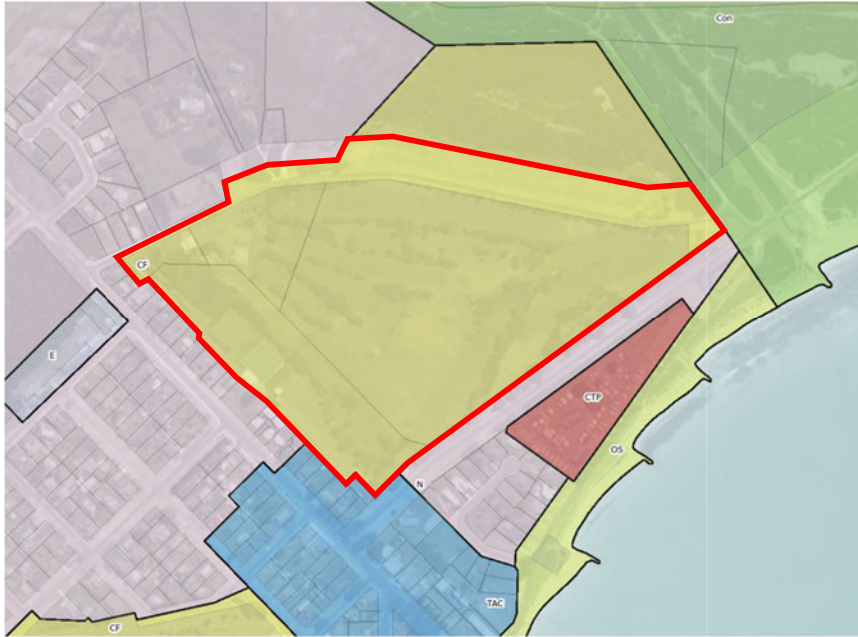
- Hazards (Bushfire – High Risk)
- Heritage Adjacency
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area

The following Technical and Numerical Variations (TNV) apply to land in the Neighbourhood Zone:

- Maximum Building Height (Metres) – 8m
- Minimum Frontage:
 - Detached dwelling – 15m
 - Semi-detached dwelling – 10m
 - Row dwelling – 10m
 - Group dwelling – 20m
 - Residential flat building – 10m
- Minimum Site Area:
 - Detached dwelling – 400m²
 - Semi-detached dwelling – 300m²
 - Row dwelling – 200m²
 - Group dwelling – 300m²
 - Residential flat building – 300m²

Land surrounding the affected area is within the Neighbourhood Zone, Community Facilities Zone, Strategic Employment Zone, and Open Space Zone.

Site 8 – Beachport – Community Facilities Zone to Golf Course Estate Zone



Planning and Design Code Zoning

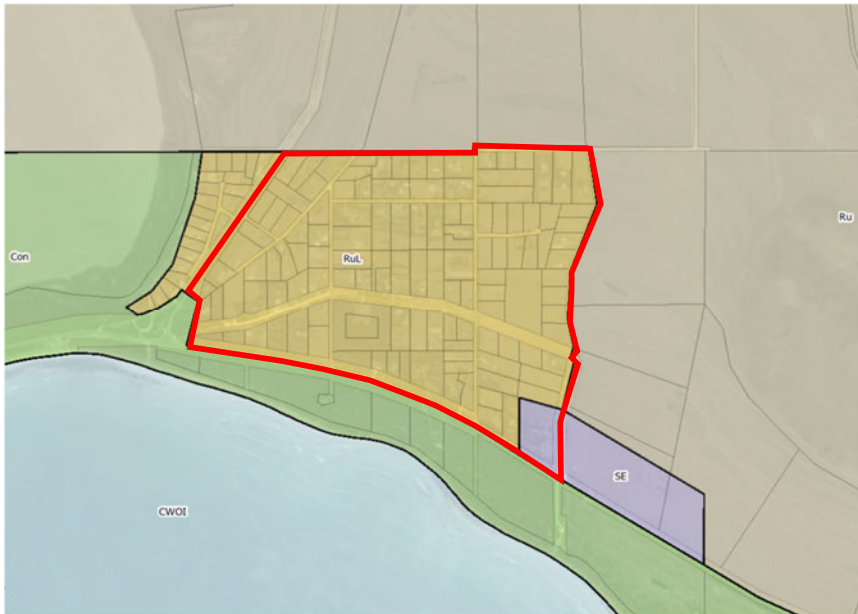
The affected area is located within the Community Facilities Zone.

The following Overlays apply to the land:

- Hazards (Bushfire – High Risk)
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area
- Water Resources

Land surrounding the affected area is within the Neighbourhood Zone, Conservation Zone, and Township Activity Centre Zone.

Site 9 – Beachport Rural Living – decrease minimum allotment size and rezone 1 parcel from Strategic Employment



Planning and Design Code Zoning

The affected area is located within the Rural Living Zone and Strategic Employment Zone.

The following Overlays apply to the land:

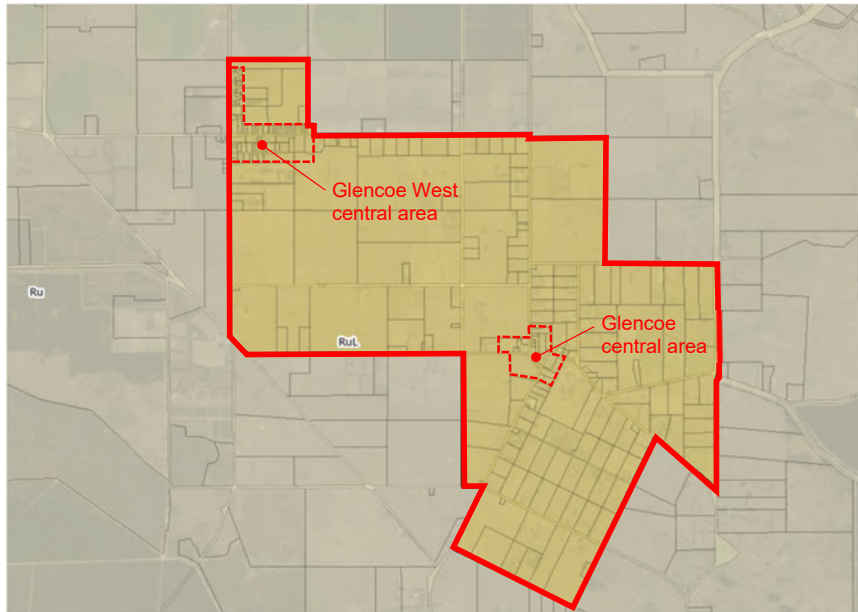
- Hazards (Bushfire – Medium Risk)
- Hazards (Flooding – Evidence Required)
- Key Outback and Rural Routes
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area
- Water Resources

The following Technical and Numerical Variations (TNV) apply to land in the Rural Living Zone:

- Minimum Site Area – 1ha

Land surrounding the affected area is within the Strategic Employment Zone, Rural Living Zone, Rural Zone, and Conservation Zone.

Site 10 – Glencoe – rezone portion of area from Rural Living to Township or Rural Settlement + reduce minimum allotment size + remove limited land division overlay



Planning and Design Code Zoning

The affected area is located within the Rural Living Zone.

The following Overlays apply to the land:

- Hazards (Bushfire – General)
- Hazards (Flooding – Evidence Required)
- Native Vegetation
- Prescribed Wells Area
- Water Protection Area
- Water Resources

The following Technical and Numerical Variations (TNV) apply to the land:

- Minimum Site Area – 10ha

Land surrounding the affected area is within the Rural Zone.

Strategic considerations

The following sets out the strategic considerations relating to this proposal and rationale for the Commission recommending support for the Code Amendment.

An assessment against the State Planning Policies (SPPs) and relevant Regional Plan are provided in **Appendix B**.

Strategic advice

The affected area is located within the Limestone Coast Region (LGA and SA2) of the *Population Projections for South Australia 2016-2036*. Local Area projections published in 2020 indicate that the Council area was identified as having limited growth of 0.6% between 2016 and 2036. However, the Council area is located between two key regional centres in Robe (to the north) and Mt Gambier (to the south), which are projected to accommodate higher growth over this period.

The affected areas are contained within the *Limestone Coast Region Plan, August 2011* (the Regional Plan). The Regional Plan identifies that the region is well placed to accommodate population growth, given its strong economy and well serviced regional centres, including Millicent and Penola as major or supporting commercial and service centres and Beachport as a local and visitor service centre.

The Regional Plan also seeks to reinforce the region as a preferred tourism destination; elements of this Proposal seek to rezone land for additional residential development which can serve a dual purpose in townships (such as Beachport) and operate as short-term tourist accommodation. The proposed zone selection will also facilitate a diversity in housing for the demographic, social and cultural needs of the community.

The proposed rezoning of the Beachport Golf Course (Site 8) to the Golf Course Estate Zone to facilitate opportunities for low density residential and tourism development also supports these goals and will align with the zoning of other golf courses across the State.

The Proposal will support the growth of existing regional centres and townships based on priorities identified in the Council's *25 Year Strategic Land Use Plan*, ensuring a sufficient rolling supply of zoned land within these townships to accommodate housing and employment growth, without resulting in the fragmentation of existing, valuable primary production land.

Land supply, services and infrastructure

While the majority of the rezonings in the Proposal appear logical and represent an orderly sequence of land development, additional investigations are recommended in respect to land supply/demand and future infrastructure delivery to support identified growth areas.

It is also recommended that the Designated Entity undertake engagement with utility providers to ensure appropriate capacity exists to support the increased development potential sought for key townships in the affected area.

Notably, it is unclear whether there is demonstrated demand for additional housing within the Millicent railway station precinct (Site 1), given the supply of existing neighbourhood zoned land in the township that has not been taken up or for which there is any active plan of division.

Rural living

The Proposal has been informed by significant strategic planning undertaken by the Council and does not seek to establish new areas of rural living, rather, a reduction of minimum site area TNVs is proposed in existing rural living zones at Glencoe (Site 10) and at Muggleton in Beachport (Site 9).

The proposed reduction of the minimum site area TNV at Glencoe (Site 10) from 10 hectares to 2 hectares could result in a significant increase of rural living allotments over time, across a large geographical area of some 1,100 hectares. Such a significant increase in development potential is not considered appropriate unless infrastructure issues can be appropriately identified and resolved. An investigation is therefore recommended to ensure this matter is addressed by way of either a reduction in affected area size and/or an increase in proposed minimum allotment size. A condition for engagement approval is also recommended to enable a review of policy directions before the Code Amendment is released. Notwithstanding, the proposal to rezone the central areas of Glencoe and Glencoe West (Site 10) from Rural Living to Township Zone or Rural Settlement Zone will better reflect township character and is considered appropriate subject to further investigation.

The proposed reduction of the minimum site area TNV in the Muggleton Rural Living Zone at Beachport (Site 9) from 1 hectare to 5,000m² to facilitate some limited additional rural living opportunities is considered appropriate given the number of existing allotments in the current Rural Living Zone that are already less than 1 hectare (i.e. ranging from 5,000-8,000m²).

A minor rezoning is also sought for an allotment of 5.6 hectares in the Strategic Employment Zone at Muggleton at Beachport (Site 9) to the Rural Living Zone.

This will rectify an anomaly with the land already utilised for rural living and being contiguous with the existing Rural Living Zone as opposed to the remainder of the Strategic Employment Zone which is on the other side of a road.

Employment land

The Proposal seeks to rezone some areas of employment land along Southern Ports Highway and Mount Gambier Road at Millicent and at Penola to better reflect the existing mixed-use nature of these areas, and to further increase flexibility of land uses. This is considered appropriate given:

- land on Southern Ports Highway at Millicent (Site 2) is surrounded by residential zones to the east, west and south, and land parcels are not of a size to accommodate large scale employment as envisaged under the Strategic Employment Zone policies.
- the majority of developed land parcels within employment zoned land along Mount Gambier Road at Millicent (Site 3) are used for residential purposes rather than employment activities, although the interface with the adjacent rural land will need to be considered.
- employment land at Penola (Site 5) is centrally located and provides opportunities for additional residential development and other uses to support local business. Other Strategic Employment zoned land to the north-west has significant vacant supply, with potential to expand further to the west should it be needed in the future.

Transport and access

Engagement with the Department for Infrastructure and Transport (DIT) has been specified in addition to the proposed traffic investigations to ensure any impacts on local and regional road networks are minimised, and to confirm the scope and timing of any necessary road upgrades needed to support future development and township growth.

These investigations will be particularly important for proposed rezoning of land along Mount Gambier Road at Millicent (Site 4), and the Beachport Golf Course and Muggleton rural living area at Beachport (Sites 8 and 9).

Hazards – Bushfire and Flooding

The affected areas are located within the Hazards (Flooding – Evidence Required) Overlay, as well as various bushfire hazard Overlays. While these Overlays provide clear guidance on matters related to natural hazards, detailed investigations are proposed as part of the Code Amendment to understand the likely impact of natural hazards and ensure appropriate measures are taken to mitigate against risk. This includes consideration of recent flood mapping undertaken for the Limestone Coast that shows some areas in Beachport as being vulnerable to coastal flooding in a 1-in-100-year storm surge.

Further, the Beachport town centre (Site 7) and Beachport Community Facilities Zone encompassing the Golf Course (Site 8), are both located in the ‘high risk’ Bushfire Hazard Overlay.

While the Code Amendment proposes to review bushfire risk levels for these sites given the intent for increased urban development, it is recommended that a condition be applied so that this matter is reserved for the Commission's Statewide Bushfire Hazards Overlay Code Amendment, which will apply an updated methodology for assessing bushfire risk across the State.

Site Contamination

As noted above, the Proposal seeks to investigate rezoning disused railway land (Site 1) previously owned by DIT in the heart of Millicent, to facilitate residential development and some commercial/retail uses. While preliminary site investigations have confirmed that a portion of this site may be contaminated, parts of the site may be suitable for residential development subject to further investigations.

There are also some other locations in the affected area where proposed rezoning may facilitate development of more sensitive residential land uses, including strategic employment land at Muggleton/Beachport (Site 9), and employment land along Church Street at Penola (Site 5).

It is recommended that the Code Amendment include investigations to identify any potentially contaminating activities to inform appropriate zone, policy and remediation responses, noting any future development applications will also need to demonstrate compliance with *Practice Direction 14 – Site Contamination Assessment 2021* (Practice Direction 14). Engagement with the Environment Protection Authority has also been identified to ensure compliance with Practice Direction 14.

Zone boundary adjustments

The Proposal seeks to address an anomaly on the western side of Penola (Site 6) involving misalignment of zones and allotment boundaries along the Riddoch Highway, following completion of the Penola Northern Bypass in 2020. The Bypass now represents a logical western boundary for the township's urban area, replacing the railway line which had previously been a barrier to development. The proposal to extend the existing Strategic Employment Zone further west and north to the road alignment is therefore considered appropriate.

While the Proposal suggests that this anomaly could be considered as part of the regional planning work currently underway, and potentially processed as a complying change under Section 75 of the Act, it is considered more appropriate and timelier for the matter to be investigated as part of this Code Amendment. A condition has been recommended to confirm this preferred approach.

Procedural considerations

The following sets out the key procedural considerations that satisfy the legislative requirements. Pursuant to section 73(5) of the Act, approval for a Proposal to Initiate may be given on conditions prescribed by the regulations (there are none at this time) or as specified by you, as Minister for Planning. As such, a number of conditions are recommended by the Commission as set out below.

Information requirements

In accordance with *Practice Direction 2 – Preparation of Amendment of Designated Instruments*, the mandatory information requirements have been met, and therefore, the Proposal is of a suitable form to be considered by you.

Consistent with the State Planning Policies and Regional Plan

The Code must be consistent with the principles of the SPPs and should be consistent with the directions of the relevant Regional Plan, which, in this instance, is the *Limestone Coast Region Plan, August 2011*.

This assessment is provided in **Appendix B**. A more detailed analysis is also located in the Proposal. In summary, the Proposal is considered to be consistent with the SPPs and Regional Plan.

Designated Entity

As this proposal is by a council, under section 73(4) of the Act, you may decide to enable the Proponent to be the Designated Entity and conduct the Code Amendment processes, or alternatively, you can give the Chief Executive of the Department for Trade and Investment the responsibility for undertaking the processes, in which case the Chief Executive can charge the person or entity reasonable costs associated with doing so (pursuant to section 73(4)(b)). It is recommended that the Proponent undertake the Code Amendment.

The documentation should, however, be prepared by a suitably qualified person to ensure statutory procedures and good planning outcomes are addressed.

Investigations to support The Amendment

The investigations undertaken to date are outlined in the Proposal (**Attachment 1**).

The Proponent has identified a range of further investigations to support the Code Amendment, including:

- Interface analysis to identify any potential land use interface issues and consider design and policy solutions. This is proposed for Site 4 in Millicent and Sites 7, 8 and 9 in Beachport.
- Land supply and demand analysis based on population projections for key townships and the region. This is particularly proposed for Site 4 in Millicent and Sites 7, 8 and 9 in Beachport.
- Infrastructure and servicing investigations to confirm existing infrastructure capacity and servicing requirements for areas proposed for further intensification of urban development. This includes Site 4 in Millicent and Sites 7, 8 and 9 in Beachport.
- Traffic impact assessment to determine the impact of the proposed Code Amendment and rezonings on the road network, and the scope and timing of road upgrades required to support future development. This is particularly proposed for Site 4 in Millicent and Sites 8 and 9 in Beachport.

The Commission has resolved that these investigations are suitable; however, has recommended that they be further supported by additional investigations into a more appropriate minimum site area TNV in the Glencoe Rural Living Zone, additional land supply/demand analysis and infrastructure investigations, high-level site contamination investigations and Aboriginal Heritage, under section 73(6)(f) of the Act, as detailed in the recommendations below.

Application of the Code

The Proposal seeks to rezone land or amend planning policies across ten (10) sites within the townships of Millicent, Penola, Beachport and Glencoe in the Wattle Range Council area.

This includes the following in respect to each location:

Millicent

- Rezoning former railway land in Millicent (Site 1) from the Community Facilities Zone to the Neighbourhood Zone to facilitate low density, low scale residential development and support commercial and retail uses. A portion of the land may also be rezoned to an Activity Centre-type zone subject to investigations. Consideration will also be given to applying the Affordable Housing Overlay, and to apply new TNVs consistent with the adjacent Neighbourhood Zone.
- Rezoning land on the Southern Ports Highway in Millicent (Site 2) from Strategic Employment Zone to the Business Neighbourhood Zone to better reflect its mixed-use nature and continue to support a mix of low-rise residential and employment land uses.
- Rezoning employment land on Mount Gambier Road (Site 3) on the south-eastern entry to Millicent from the Employment Zone to the Township Zone, or a neighbourhood-type zone, to better reflect its mixed-use nature and continue to support a range of residential, community, retail, business, commercial and light industrial uses. Consideration will also be given to applying the Affordable Housing Overlay.
- Rezoning rural land on Mount Gambier Road (Site 4) on the south-eastern entry to Millicent from the Rural Zone to the Neighbourhood Zone to recognise existing residential development patterns and continue to facilitate low density, low scale residential development. Consideration will also be given to applying the Affordable Housing Overlay and Interface Management Overlay, and to apply new TNVs to reflect the existing pattern of development (between 800 and 900 square metres).

Penola

- Rezoning employment land in the Penola town centre (Site 5) from the Employment Zone to the Township Zone, Township Activity Centre Zone or the Neighbourhood Zone to better reflect the mixed-use nature of the main street and support a range and mix of residential and commercial uses. Consideration will also be given to applying the Affordable Housing Overlay.

- Rezoning land within the alignment of the new Penola Northern Bypass (Site 6) from the Rural Zone to the Strategic Employment Zone to correct zone and allotment boundary anomalies and misalignments, and removing existing TNVs applying to rural land that is proposed to be rezoned to the Strategic Employment Zone.

Beachport

- Amending maximum building height TNVs applying in the Township Activity Centre Zone and Neighbourhood Zone in the Beachport town centre (Site 7) to allow increased building heights of up to 3 storeys to maximise views (i.e., with 2 storey buildings on the waterfront and 3 storey buildings set behind).
- Rezoning the Beachport golf course land (Site 8) from the Community Facilities Zone to the Golf Course Estate Zone to facilitate low density residential and tourist development, commensurate with other golf courses across the State. Consideration will also be given to applying appropriate TNVs (including minimum site areas and frontages) and Overlays to the new Golf Course Estate Zone, and a Concept Plan to guide future development.
- Amending the minimum site area TNV applying to the Rural Living Zone in the area known as Muggleton (Site 9) on the eastern edge of Beachport from 1 hectare to 5,000m² to facilitate additional rural living development opportunities, and rezoning a single allotment currently used for rural living located in the adjacent Strategic Employment Zone to the Rural Living Zone to address an anomaly.

Glencoe

- Rezoning a portion of the existing Rural Living Zone along Kirip and Lake Edwards Roads at Glencoe and Glencoe West (Site 10) to the Township Zone or the Rural Settlement Zone to allow for smaller allotments in the township and amending the minimum site area TNV in the remainder of the Rural Living Zone (which covers the whole of the township) from 10 hectares to 2 hectares. Consideration will also be given to removing application of the Limited Land Division Overlay to the township.

As identified above, while it is also proposed to consider amending application of the Hazards (Bushfire – High Risk) to both Sites 7 and 8 at Beachport given their intent to accommodate urban development, this matter should be reserved for the Statewide Bushfire Hazards Overlay Code Amendment, which will apply an updated methodology for assessing bushfire risk across the State.

Engagement

In accordance with the Community Engagement Charter, the Designated Entity is required to prepare an Engagement Plan that will outline how, when and with whom it engages with regarding the proposed Code Amendment. Engagement is scheduled to commence around February 2024.

The Commission has determined to specify the following further persons or bodies that the Designated Entity must consult with in relation to the proposed Code Amendment, as permitted under section 73(6)(e) of the Act:

- Department for Infrastructure and Transport
- Department for Environment and Water

- Department for Education
- Department for Health and Wellbeing
- Department of Primary Industries and Regions
- Affordable Housing Unit of the SA Housing Authority
- Coast Protection Board
- Environment Protection Authority
- South Australian Tourism Commission
- South Australian Country Fire Service
- Utility providers including SA Power Networks, ElectraNet, APA Group, SA Water, SEAGas, Epic Energy, NBN, and other telecommunications providers
- State Members of Parliament for the electorates in which the proposed Code Amendment applies.

In addition, in accordance with sections 44(6) and 73(6)(d) of the Act, the consultation must be undertaken with:

- Owners or occupiers of the land and adjacent land in accordance with the *Planning, Development and Infrastructure (General) Regulations 2017*.

RECOMMENDATIONS

It is recommended that you:

1. Note the advice of the State Planning Commission provided to you as required under section 73(2)(b) of the Act. NOTED / NOT NOTED
2. Note that the State Planning Commission has, under section 73(6)(e) of the Act, specified that the Designated Entity must consult with the following nominated individuals and entities, and advise the Designated Entity accordingly: NOTED / NOT NOTED
 - Department for Infrastructure and Transport
 - Department for Environment and Water
 - Department for Education
 - Department for Health and Wellbeing
 - Department of Primary Industries and Regions
 - Affordable Housing Unit of the SA Housing Authority
 - Coast Protection Board
 - Environment Protection Authority

- South Australian Tourism Commission
 - South Australian Country Fire Service
 - Utility providers including SA Power Networks, ElectraNet, APA Group, SA Water, SEAGas, Epic Energy, NBN, and other telecommunications providers.
 - State Members of Parliament for the electorates in which the proposed Code Amendment applies.
3. Note that the State Planning Commission has, under section 73(6)(f) of the Act, resolved to specify the following further investigations to that outlined in the Proposal to Initiate, and advise the Designated Entity accordingly:
- The proposed reduction of the minimum site area Technical and Numeric Variation (TNV) for the Rural Living Zone at Glencoe (Site 10) from 10 hectares to 2 hectares could result in a significant increase of rural living allotments over time across a large geographical area (of almost 1,100 hectares) and is not considered appropriate unless infrastructure issues can be appropriately identified and resolved. In this context:
 - Undertake detailed land supply investigations to demonstrate demand.
 - Undertake detailed infrastructure investigations (including but not limited to roads, potable water, wastewater and community services) to identify existing capacity and any upgrades / augmentation requirements to service future development.
 - Investigate a reduction in the size of the affected area and identification of a more appropriate minimum site area in the context of regional supply/demand, serviceability etc.
 - Undertake a land supply and demand analysis in respect to the railway precinct land at Millicent (Site 1) to confirm if there is a demonstrated demand for additional

NOTED / NOT NOTED

residential development in this location, particularly given existing zoned neighbourhood land does not currently have any active plan of division.

- Undertake a high-level desktop review to identify any site contamination risk for all sites in the affected area where proposed rezoning will facilitate development of more sensitive land uses based on potential past land uses and activities, to confirm that the land is suitable for rezoning to support sensitive land uses. This includes strategic employment land at Muggleton/Beachport (Site 9), and potentially employment land along Church Street at Penola (Site 5) particularly if use of the Neighbourhood Zone is ultimately proposed for this site based on investigations.
 - Conduct a search of the Register of Aboriginal Sites and Objects (Taa wika) to identify any further relevant Aboriginal heritage considerations, including any identified cultural sites and objects within or in proximity to each of the affected sites and locations.
4. Approve initiation under section 73(2)(b) of the Act, subject to the following conditions, under section 73(5) of the Act:
- a) The scope of the proposed Code Amendment does not include the creation of new planning rules, and is limited to the spatial application of zones, subzones, overlays, or technical and numerical variations provided for under the published Planning and Design Code (on the date the Amendment is released for engagement).
 - b) In respect to proposed consideration of bushfire hazard risk levels for sites 7 and 8 at Beachport, that Council exclude this matter from the Code Amendment. The Statewide Bushfire Hazards Overlay Code Amendment will establish an updated methodology for assessing bushfire risk levels across the State, following which

APPROVED / NOT APPROVED

the Overlays for sites 7 and 8 will be updated via section 71 of the Act.

- c) That the proposed correction to zone and allotment boundary anomalies and misalignments at Penola (Site 6) in respect to the Penola Northern Bypass be investigated as part of the Code Amendment rather than via a Section 75 amendment under the *Planning, Development and Infrastructure Act 2016* given the anticipated timing and focus of the regional planning work and *Limestone Coast Region Plan* update.
 - d) The Designated Entity must seek approval from the State Planning Commission prior to the commencement of community engagement on the draft Code Amendment.
 - e) The Code Amendment is prepared by a person with qualifications and experience that is equivalent to an Accredited Professional—Planning Level 1 under the Act.
5. Under section 73(4)(a) of the Act, approve the initiation of the Code Amendment on the basis that the Council will undertake the Code Amendment processes (as the Designated Entity) required under the Act.
 6. Agree to sign the Proposal to Initiate the General Wattle Range Code Amendment (**Attachment 1**).
 7. Agree to sign the attached letter to the Wattle Range Council (**Attachment 2**) advising of your approval and conditions.

APPROVED / NOT APPROVED

AGREED / NOT AGREED

AGREED / NOT AGREED



CRAIG HOLDEN
Chair, State Planning Commission
02 / 01 / 2024

NICK CHAMPION MP
/ / 2024

Attachments:

1. Proposal to Initiate the General Wattle Range Code Amendment (#20814928)
2. Suggested letter to the Wattle Range Council (#20802716)

Appendices:

- A. Wattle Range Council's *25 Year Strategic Land Use Plan* (#20868629)
- B. Assessment against the State Planning Policies and Regional Plan (#20802701)

Contact: Nadia Gencarelli
Tel No: 08 7133 2311

Wattle Range Council 25 Year Strategic Land Use Plan

09.08.2022



Proprietary Information Statement

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Document Control

Revision	Description	Author	Date
v1	Draft Distributed for Feedback	Holmes Dyer	30.05.22
v2	Draft Presented to Council for approval prior to public consultation	Holmes Dyer	03.06.22
v3	Draft for public consultation	Holmes Dyer	20.06.22
v4	Final Draft Distributed for Feedback	Holmes Dyer	21.07.22
v5	Final Endorsed by Council	Holmes Dyer	09.08.22



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Vision



1. Vision

1.1 Vision Statement

This Strategic Land Use Plan works towards the same vision as the Wattle Range Strategic Plan:

Wattle Range: A great place to live and work

1.2 Document Purpose

The Strategic Land Use Plan is intended to provide a 25-year vision for land use planning across the Wattle Range Council. This provides an effective and meaningful framework to ensure Council can proactively facilitate sustainable development and growth for the next 25 years while also protecting valuable agricultural land and areas of environmental significance to achieve sustainable outcomes. This includes evaluation of:

- Essential infrastructure and services;
- Integrated transport;
- Land supply and demand;
- Economic analysis and development opportunities;
- Interfaces between different land uses;
- Current and future land needs and zoning recommendations;
- Community infrastructure and services;
- Environmental protection and/or enhancement;
- Policy to manage change, growth and development.

This plan will be structured into four parts:

1. Introduction and Vision
2. Context
3. District-Wide Strategy
4. Township Plans



1.3 Guiding Principles

These guiding principles have been developed as a result of the investigations and consultation conducted thus far in this process. These are broad principles which may provide ongoing guidance in future decision making around land use issues, as well as being vital in informing the actions outlined in this plan.

1.3.1 Protecting Agricultural Land

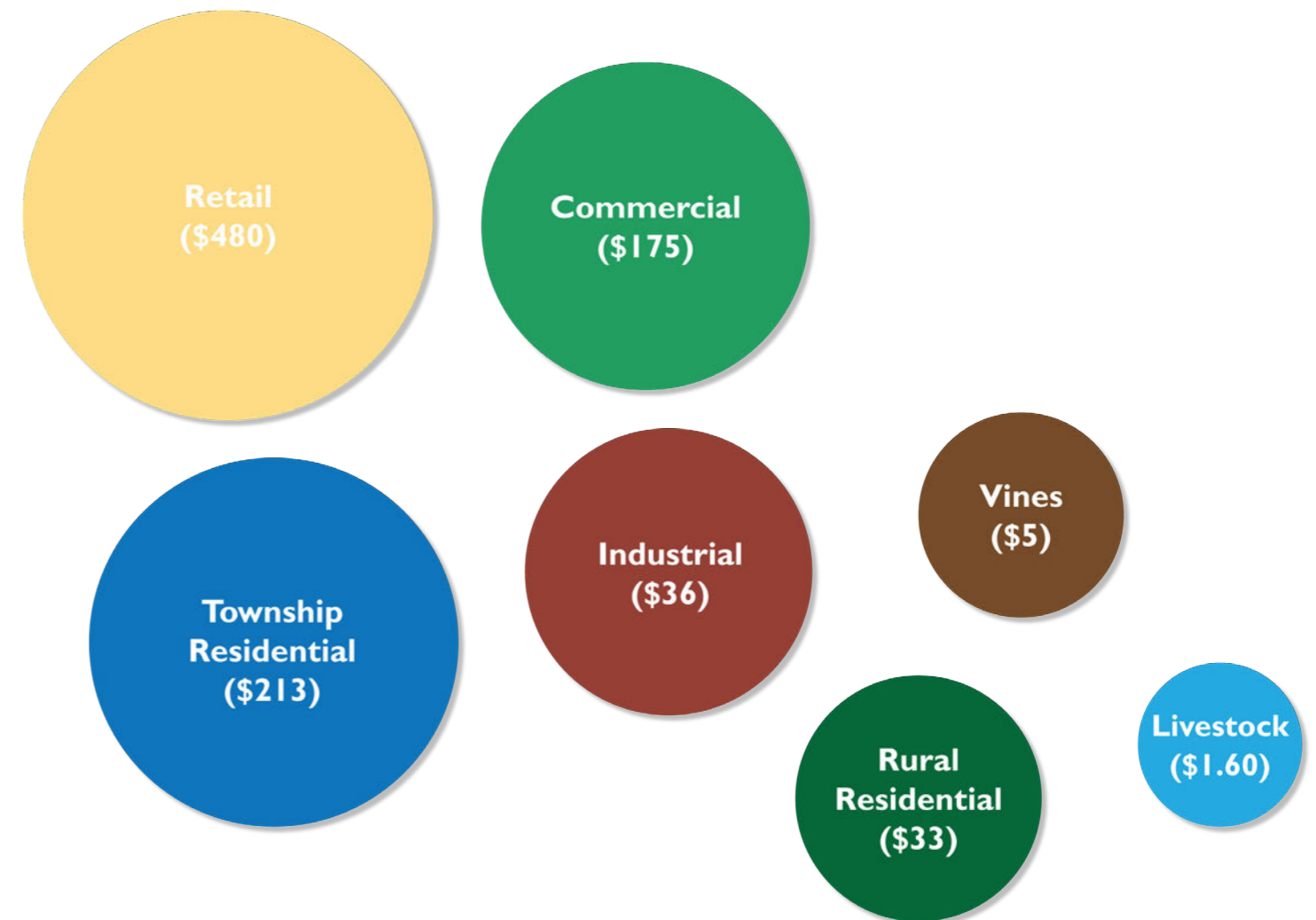
Wattle Range is one of South Australia's most significant and productive agricultural landscapes, with \$344million in agricultural output in 2019/20, or 4.1% of the state's total output, despite only being 0.4% of the state's land area, and 0.7% of its population. Forestry is also an important industry, with \$97million of output, 17.3% of the state's forestry output.

These industries both require large amounts of land, but are at risk of replacement by higher value land uses if not suitably zoned. Previous investigation work has shown that from 2019-2021, the average land values for different uses in the Wattle Range Council, on a per square metre basis, were as seen in figure 1.

Forestry land was not included in this due to a lack of available sales data, but this provides an indication of why, if left purely to market forces, productive rural land is often threatened by urban expansion. In order to control this, zoning can be used to provide restrictions on land use such as stating that a non-agricultural land use would be inappropriate.

Therefore, development within towns should focus more on infill than on expansion on agricultural land. This primarily means the development of currently vacant blocks, and the renewal of existing building stock, rather than subdivision. However, where insufficient opportunities for infill do exist, some consideration will need to be given to rezoning agricultural land for urban development.

Figure 1: Land values by use (per square metre) in Wattle Range Council 2019-21





1.3.2 Planning for Environmental Hazards

Environmental hazards present a major threat to lives, property and livelihoods. This plan should therefore seek to ensure that communities are as resilient as possible to any such hazards.

Bushfire is a threat to lives and livelihoods across regional Australia, and this region is no stranger to this threat, with the Ash Wednesday fires in 1983 being one example. The 2020 Royal Commission into National Natural Disaster Arrangements (after the 2020 bushfires in New South Wales and Victoria), stated, “Climate-driven natural hazards are expected to become more frequent and intense”, and therefore, climate change is likely to make bushfires even more dangerous. There is therefore a renewed need to plan communities which are as safe as possible from this threat.

Coastal erosion is another issue which presents a substantial hazard to the coastal areas of Wattle Range. Council has already invested in investigation work regarding erosion around Rivoli Bay, including the Rivoli Bay Study, Sand Management Plan, and the Southend Adaptation Strategy.

Flooding is also a common issue across the region. Given the flat topography across much of the region, standing water is common, which is why the South East Drainage Scheme was implemented to make the land more suitable for agriculture. However, low-lying land still presents a challenge for development, since this requires that urban development in townships is raised to a safe level, which may add additional cost and impact viability while agricultural land productivity is compromised during inundation. Coastal areas may also see flood related problems, with sea level rise presenting potential additional challenges. This is likely to be mostly in the form of back flooding from lakes, such as Lake George around Beachport, and Lake Frome around Southend.

This plan seeks to ensure that new development is located away from these risks, and that existing developed areas are as safe as possible from these hazards.

1.3.3 Providing Land for Growth

Towns need to be able to grow where demand exists, this plan aims to ensure that they can do this in a way which provides the best outcomes for everyone. Planning policy is one of the key ways to achieve this, and Wattle Range Council will need to ensure that its planning policy is coherent and reflective of community needs.

This land use plan generally seeks a mix of complimentary land uses where appropriate, and the separation of conflicting land uses. For example, a small shop would be complimentary to a residential area, while a large industrial site could have adverse impacts on the residential area, and should therefore be located somewhere where these impacts can be minimised. Some specialised uses have specific zones in planning policy, such as quarries (the Resource Extraction Zone), golf courses (the Golf Course Estate Zone) and others. Where there is a specialised use which is intended to continue, the appropriate specialised zone should apply in order to provide the most suitable set of policies applicable to that use.

Another important factor here is the popularity of rural lifestyles. Living on a relatively large property (usually larger than a hectare) but not running a working farm is a popular lifestyle, especially among people looking to raise a family. Wattle Range generally has more land zoned for this style of living than other areas, and this should generally continue, in order to attract working age residents to the district.

Wattle Range's population has generally remained relatively stable and with some exceptions such as Beachport and Southend, it is predicted to remain so. Therefore, it must be asked why additional land for growth is needed. Additional construction will continue to occur despite a stable population, as evidenced by continued construction in Wattle Range up to this point, despite its stable population. For one, there is a trend for household sizes to decrease, with people having fewer children and more people living alone, with separation and divorce having contributed to the need for more dwellings to serve the population. Further, people often look for opportunities to build their own home, and need land on which to do it. There is a strong demand for new houses with modern facilities which drives new home construction. Therefore, surplus land is required in order to refresh housing stock and provide people with homes more suitable for modern lifestyles.

Additionally, the coastal region in particular, is a desirable holiday home destination, and this will continue to drive housing construction in selected locations without necessarily generating an increase in the permanent population of the region (albeit it is likely that some holiday home owners will eventually retire to the region).

1.4 Key Initiatives

The key initiatives can be summarised as follows:

- Protect productive agricultural land from incursion from non-agricultural land uses by maintaining strong land use and development controls in those areas.
- Manage and mitigate environmental hazards through cooperation and finding agreements with State Government, involving identification of high-risk locations, required mitigation strategies and seeking funding through grants and direct State intervention.
- Avoid any intensification of human activities (urban or rural) on high-risk environmental hazard sites
- Support agricultural productivity by, firstly, facilitating seasonal worker accommodation development and, secondly, allowing ageing farm owners to retire to a residential site on their farm and free the productive land for new ownership
- Provide for increased rural living opportunities close to existing towns as a means of attracting younger families and workers to the region
- Support retirement living and health services across the larger towns of the region
- Promote tourism development and patronage by providing for an increased array of community events, tourist facilities, information boards and signage, development of new rails and expansion of Conservation Areas and associated facilities
- Facilitate infrastructure delivery and infrastructure capacity building in key growth areas
- Zone land to facilitate a wider choice of urban development opportunities in townships, to address the limitations on development evident on a number of sites already zoned for development.



Strategic Context



2. Strategic Context

The Wattle Range region is at the heart of South Australia’s Limestone Coast, spanning between the Southern Ocean and the Victorian border. It has a diverse rural economy including agriculture, forestry, fishing, major service centres, and manufacturing industries. The region has a generally flat topography which necessitated the South East Drainage Scheme in order to make the land more suitable for agriculture.

Please note that a mix of 2016 and 2021 Census data is used based on varying availability of data.

2.1. Demographics

Wattle Range has had a relatively stable population. While the population generally saw a slow decline through the 2000’s, since 2011 there has generally been small growth, with the 2020/21 financial year seeing an additional 47 residents in Wattle Range. Millicent itself saw a decline of 27 residents, but the rest of the district more than compensated for this.

One key consideration is the district’s ageing population. With a higher number of older people in the district there will be a greater demand for medical services, independent living units and aged care. The State Government projections suggest that the population over 80 will double by 2036, with those aged 65-79 increasing by nearly 35%.

Figure 2: Annual Population Change 2001-2021

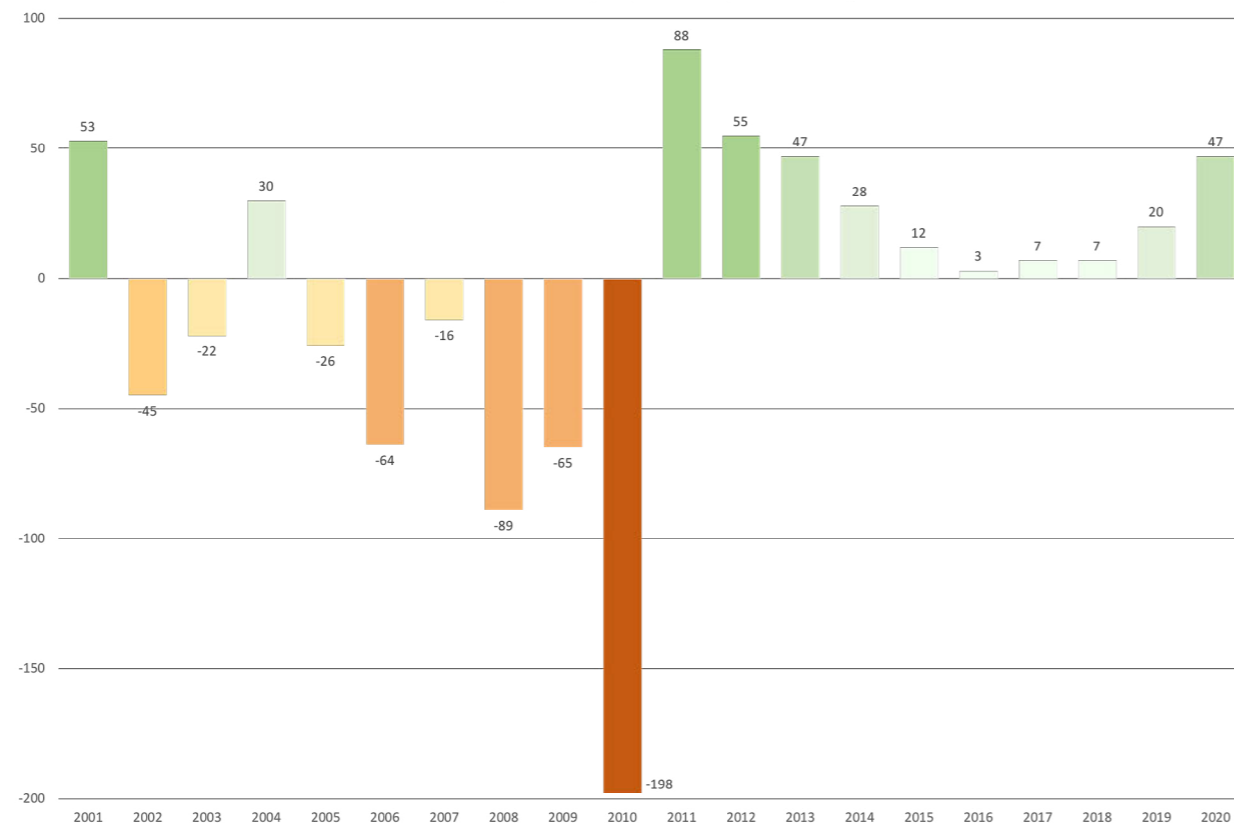


Figure 3: Change in Population Age Structure 2021-2036

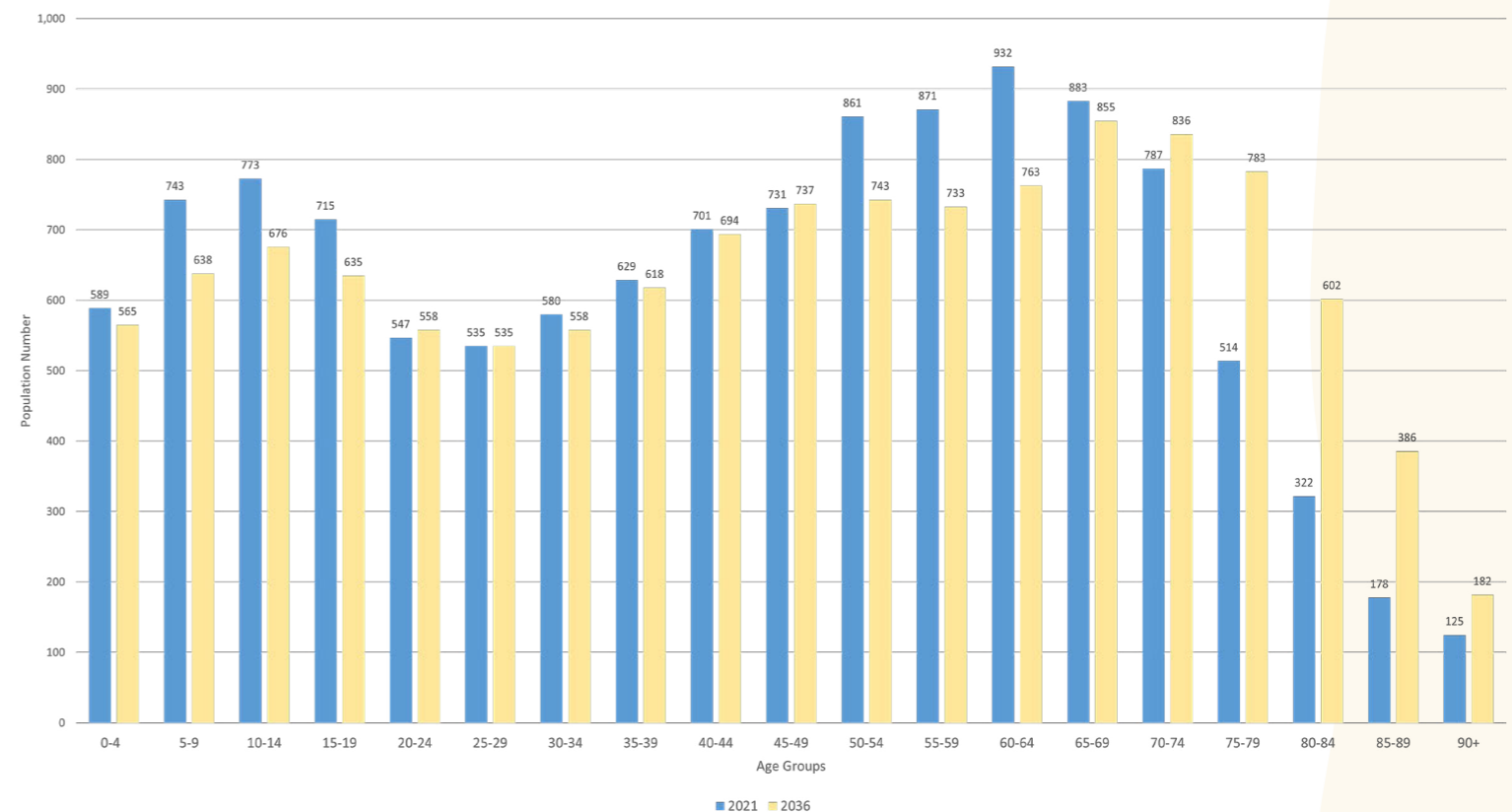


Figure 4: Employment by Industry in the Wattle Range Council

2.2. Property Market

The district has generally had a relatively slow-moving property market, but the property market has become much stronger since the COVID-19 pandemic. The district's median house price has risen from \$195,000 in 2019 to \$244,000 in 2021, or 25% price growth, in addition to a 35% growth in sales volumes.

The district has a very limited supply of long-term rental properties, with a point-in-time property search showing only three properties available for rent, with one in each of Millicent, Penola and Nangwarry. Furthermore, the relatively low prices seen in property sales are not carried over in the rental market, meaning that this is much less affordable. There is also a need for accommodation for seasonal workers across a variety of industries.

It should be noted that land may be identified for development, but there are often challenges which can make development unviable. This can include difficulties in providing infrastructure such as water supply, or a lack of consolidated ownership meaning that a development cannot achieve an economy of scale. These issues are exacerbated by low property values, which mean that the economic viability of building new homes is limited. This plan has considered these issues and more as part of a holistic assessment of possible sites across the district, but nonetheless, it is not expected that all sites identified in this plan will be developed over the term of this plan.

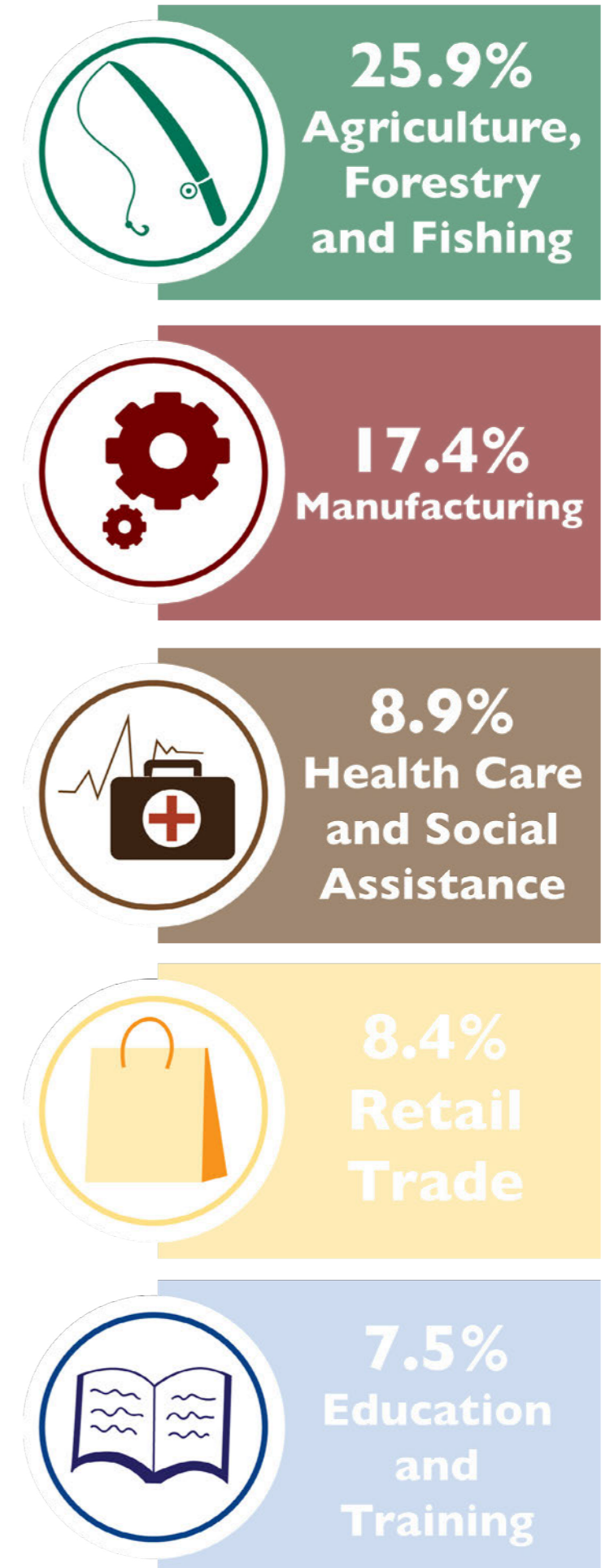


2.3. Economy and Education

Primary industries account for over 25% of the Wattle Range district's employment, with around 1200 people employed across agriculture, forestry and fishing. The majority of these are in agriculture, with the 2016 Census showing that forestry accounted for around 100 direct jobs, and fishing around 30. However, the forestry industry also induces secondary employment in mills and processing facilities which increases the number of people employed in forestry related activities. Manufacturing is the next biggest employer, with nearly 800 jobs, followed by healthcare and social assistance (406), retail trade (385) and education and training (346).

A significant number of people commute between Wattle Range and Mount Gambier. The 2016 Census indicated that there were 450 people commuting from Mount Gambier to Wattle Range, while 668 went from Wattle Range to Mount Gambier. Glencoe in particular has many residents who work in Mount Gambier, with 57% of the town's employed residents commuting to Mount Gambier.

The district has 14 schools; 12 public and 2 Catholic. The two Catholic schools are primary school only, and 2021 Census data shows that 216 secondary students, 109 of whom live in Millicent specifically, commute from Wattle Range to attend non-Government secondary schools.





2.4. Environment

The Limestone Coast is mostly flat with porous soils, and has few natural creeks or streams, meaning that water historically seeped into the soil or pooled on the surface in wetlands. The South East Drainage Scheme sought to limit this surface pooling in order to make the district more suitable for agriculture, and these drains are an important feature of the district's environment. These drains mostly take water to the lakes across the district, including to lakes Frome and George, adjacent to Southend and Beachport respectively. These lakes then have an outlet to the sea, but these outlets can cause problems, with the water coming out of the Lake Frome outlet being a contributing factor in the continuing coastal erosion around Southend.

Another important feature is the prehistoric coastlines which now form ridges throughout the region, including the Coonawarra region, and the ridge upon which Millicent is built. The district sees much more rainfall than most of South Australia, with 600-800mm typically in the winter months. There are also highly productive groundwater aquifers, with a comparatively high water table.

Bushfire and coastal erosion are two major environmental hazards which must be considered. The region was substantially affected by the Ash Wednesday bushfires in 1983, and the forestry plantations do present a heightened risk to nearby towns. Coastal erosion has been accelerated by sea grass die-offs, which have been accelerated by impacts of the drainage scheme. This erosion presents a threat to Council assets in Beachport and Southend, with homes in Southend also under threat.

Figure 5: Potential Extent of Erosion in Southend



**600-800mm
of rain in a
typical
winter**



2.5. Infrastructure

Different areas of the Wattle Range Council have varying access to infrastructure. In terms of service infrastructure:

- Power supply is available across the district
- Town water supplies are available in Millicent, Penola, Beachport, Nangwarry, Kalangadoo and Mount Burr
- Sewerage systems are available in Millicent, Beachport, Nangwarry and Mount Burr
- Community Wastewater Management Systems (CWMS) in Penola, Kalangadoo and Southend
- Fixed line internet connections in Millicent, Penola and Beachport
- Fixed wireless internet connections in Glencoe, Nangwarry, Kalangadoo, Southend, Coonawarra and Rocky Camp, as well as the Rural Living Zones in Millicent and Penola, part so the Muggleton area in Beachport, and parts of Hatherleigh.
- Satellite only internet connections in Tantanoola, Mount Burr, Rendelsham and Furner, as well as parts the Muggleton area of Beachport.
- Furner is also noted as a mobile phone blackspot.

Key recreation facilities include but are not limited to:

- McLaughlin Park in Millicent
 - » Football, cricket, netball, tennis, soccer, basketball
- Fred Bolton Sports Park in Millicent
 - » Baseball
- Millicent Swimming Lake
- Millicent Domain
 - » Nature Playground, skate park, tennis, netball, basketball, bowls
- McCorquindale Park in Penola
 - » Football, cricket, netball, tennis, basketball
- Lake McIntyre (Millicent)
- Lake Edward (Glencoe)
- Lake Leake (Glencoe)
- Lake George (Beachport)

- Penola Pool
- Beachport Lagoon and Centennial Park
 - » Playground, tennis
- Nangwarry Pool
- Golf courses in Millicent (near Rocky Camp and Mount Burr), Penola (Katnook), Beachport and Hatherleigh
- Greenrise Recreational Reserve (Penola)
- Nangwarry Football Oval and Nangwarry Park
- Kalangadoo War Memorial Park, Lions Park and Railway Park
- Tantanoola Oval and Park Lands
- Mount Burr Oval
- Southend Community Centre
- Rendelsham Cricket Club
- Coonawarra Memorial Park
- Hatherleigh Sport and Recreation Centre
- Furner Sport and Recreation Club
- Beachport Pony Club (Crown Land)

The three key transport corridors through the region are the Princes Highway, Riddoch Highway and Southern Ports Highway. There are also two disused rail corridors through the region, the Beachport-Mount Gambier Line running east-west, and the Wolseley-Mount Gambier line running north-south.

Health services are available in larger towns. This includes hospitals in Millicent and Penola, doctors clinics in Millicent, Penola and Beachport, and aged care in Millicent and Penola. Analysis conducted as part of the Opportunities and Constraints Technical Report for this document suggested that there is an under supply of aged care beds in the district, with an estimated demand at the moment for approximately 15 beds, and a likely need by 2036 for an additional 164 beds.

2.6. Existing Plans/Strategies

Council's existing Strategic Plan was adopted in 2018. It contains the vision statement:

Wattle Range: A great place to live and work

It has five themes, each with a corresponding objective:

- Community Vibrancy and Presentation
 - » Generate and support community vibrancy through advocacy and maintenance of community services and enhanced public facilities.
- Economic Prosperity
 - » A sustainable and prosperous economy that supports local businesses and industry and creates employment and prosperity for the region.
- Environmental Sustainability
 - » Protect the natural assets and infrastructure of the region by leveraging additional environmental programs that will protect the environment for future generations.
- Infrastructure and Asset Sustainability
 - » Provide functional, safe, fit for purpose assets that meet the changing needs of the community.
- Organisational Excellence
 - » A great place to work where innovation and efficiency is expected and customers are our focus.

The Strategic Land Use Plan works towards the first four of these themes in particular, looking at community facilities, open space, employment lands, environmental risks and development opportunities. Within each theme, the Strategic Plan outlines a variety of actions, many of which link to the Strategic Land Use Plan, and, where appropriate, will be considered in the plan.

This plan is also intended to work alongside the various Community Town Plans across the district. Various actions throughout these plans were considered as part of this process, and these are reflected in actions within this Plan where appropriate.

SWOT Analysis

Strengths

- Diverse and productive rural economy
- Relatively mild weather conditions
- High rainfall
- Desirable coastal areas
- World renowned wine region
- Important religious heritage (St Mary MacKillop)
- Stable population
- Position between Adelaide and Melbourne

Weaknesses

- Low housing prices limiting the economy of developing new housing and new rental opportunities
- Lack of rental housing
- Low lying areas around townships that limit development
- Ageing population
- Zoning anomalies
- Land use conflicts (e.g. industrial development in residential areas)
- Infrastructure capacity in selected locations
- Seasonality of tourism

Opportunities

- Resurgence of forestry and agriculture
- Attracting new residents and a younger population base
- Retirement living
- Holiday homes
- Tourism
- Expansion of food and wine experience

Threats

- Environmental Hazards
 - Erosion
 - Bushfire
 - Coastal Flooding
 - Inland flooding
- Population stagnation or decline
- Climate change
- Young people moving away from the area



District Plan

3. District Plan

Wattle Range has a diverse rural economy, with the ocean to the west and productive farmland and forests inland. Millicent is the major service centre of the district, with Penola and Beachport considered to be “supporting” service centres under the State Government classification from the last Limestone Coast Regional Plan. Other townships and settlements across the district will also provide a service function, while many people will continue to live on rural properties outside of townships.

The coastal areas around Beachport and Southend are an attractive destination for “seachange” lifestyle retirement and holiday homes. There is relatively strong demand for housing in these areas, but supply is constrained by environmental factors. Erosion is a further issue in the Rivoli Bay area, with Council assets under threat in Beachport and Southend, and homes also potentially affected in Southend. These areas will therefore need to attempt to resolve issues of future housing supply, support the tourism and fishing industries, while ensuring safety from environmental hazards. Given their seaside location, these areas are subject to large population swells over the summer months, which has consequences for infrastructure and services.

Across the rural, inland areas of the district, it is likely that little will change in terms of land use. Demand for agricultural and forestry products is expected to continue to remain strong, meaning that these industries will continue to occupy much of the land area of the district. Nonetheless, the various National and Conservation Parks across the district will also continue to play an important role in providing ecosystem services and a haven for biodiversity.

Regarding such conservation areas, Council may consider investigating designating Lakes Leake and Edward, to the north of Glencoe, as Conservation Parks. This would promote investment in the recreational facilities there, and attract tourists to the area, without having any substantial impact on the farming and forestry areas around it.

One area which already has a strong tourism sector is the Coonawarra. The wine region is world-renowned and brings in a substantial volume of tourists. Penola is also home to the sites of Saint Mary of the Cross, otherwise known as Saint Mary MacKillop. This creates an attractive tourism offering which is less susceptible to seasonality, though some seasonal swells are natural. Previous work, including Community Town Plans, have noted the need for high-end accommodation in the Penola/Coonawarra area, which will in turn drive further tourism demand in the area and encourage more visitors. This is further supported in this strategy, and any application for this should be generally supported subject to site-specific constraints.

One development which is currently occurring in the Penola/Coonawarra region is the Coonawarra Rail Trail. This type of infrastructure will further encourage tourists to visit the area, and is valuable in augmenting the region’s food and wine tourism offering. In order to encourage further tourism, Council should seek to support other walking/cycling trails, including mountain biking such as the Mount Burr Trails Network. Other infrastructure can also support tourists, such as camp sites, public toilets, nature walks and more, which Council should also support. This support may come through financial contributions, but may also be through administrative support or as a knowledge base for community groups.

With the ageing population in the district, there is a need to support more age-friendly housing across the district. There are multiple avenues through which this can be achieved, including building more independent living or aged care close to key services in town centres. Zoning generally already facilitates this development potential.

An option which is applicable in the more rural areas of the district is through what is known as the “Dwelling Excision Overlay”. This overlay allows for a dwelling to be divided off from the rest of the land, in order for the balance of the property to be sold off. This would allow for someone who had been farming on the property to retire and sell off their land, but retain their dwelling. There is a protection to prevent undue fragmentation of the land, with the policy that it can only be divided if “no other dwelling has been excised from the primary production allotment”. This Overlay is currently applied across other Councils including Grant and Coorong. This should also be applied to Wattle Range in order to support ageing in place on rural properties.

While it is important to encourage development where this is appropriate, there will be many locations where such development is inappropriate due to environmental constraints. The planning system typically manages these through Overlays. These will often trigger referrals to State Government agencies such as the Coast Protection Board, Native Vegetation Council or Country Fire Service. Council should seek to refine the application of Overlays such as the Coastal Areas Overlay, Coastal Flooding Overlay, and Hazards (Bushfire) Overlays to ensure they achieve their intended purpose. Native vegetation is managed slightly differently, since the Native Vegetation Act applies across the whole state (outside of metropolitan Adelaide), meaning that the Native Vegetation Overlay is always applied and is only triggered when clearance is required.

Some areas may be presently zoned for development, but may be environmentally constrained. In principle, the Overlays outlined above should prevent any environmentally inappropriate development where these Overlays are correctly applied. However, where it can be demonstrated that a site, which may be currently zoned for development, is not appropriate for such development, then it should be rezoned to reflect its true development potential. This prevents a false impression being given with regard to that land should someone seek to purchase it. However, further investigation work will generally be required to confirm the environmental suitability of such sites for development.

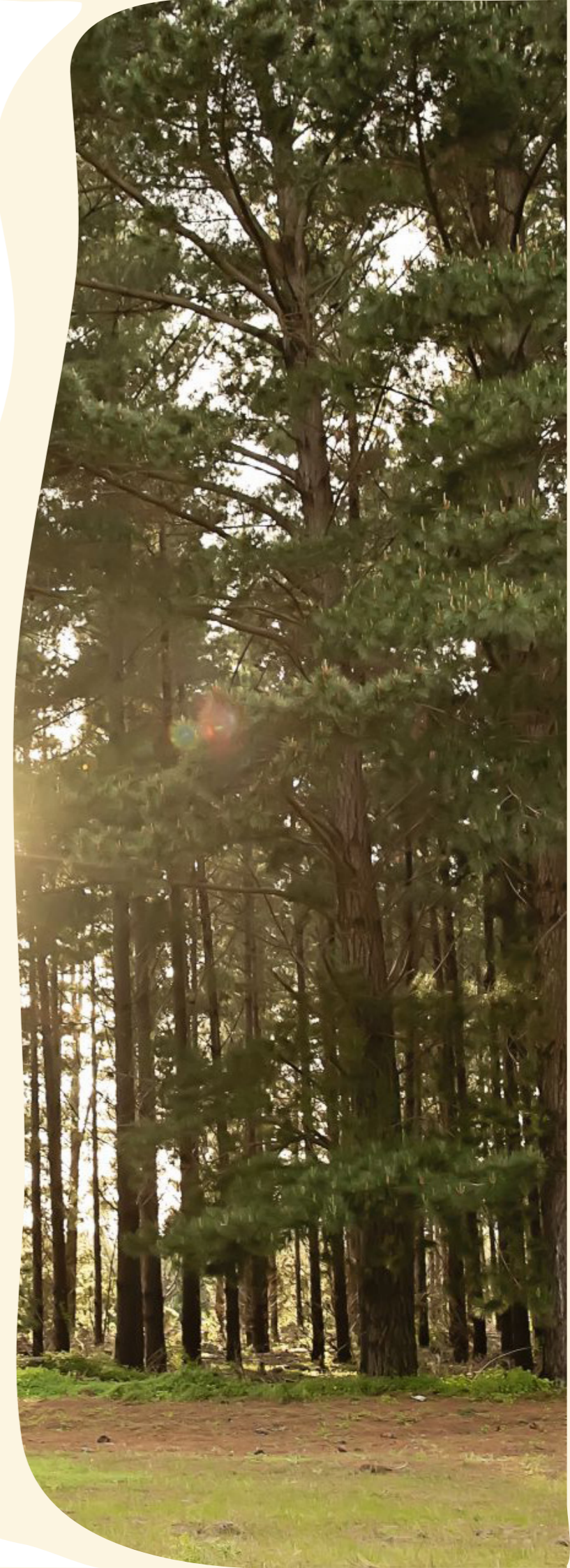
One of the key principles of land use planning is that of minimising conflicts between uses e.g. some industrial uses which are generally not compatible with residential areas. Across Wattle Range there are many examples of businesses operating in what is otherwise a residential area. Sometimes this is desirable, such as small shops, but other times less so, for example where there can be adverse impacts such as noise and dust.

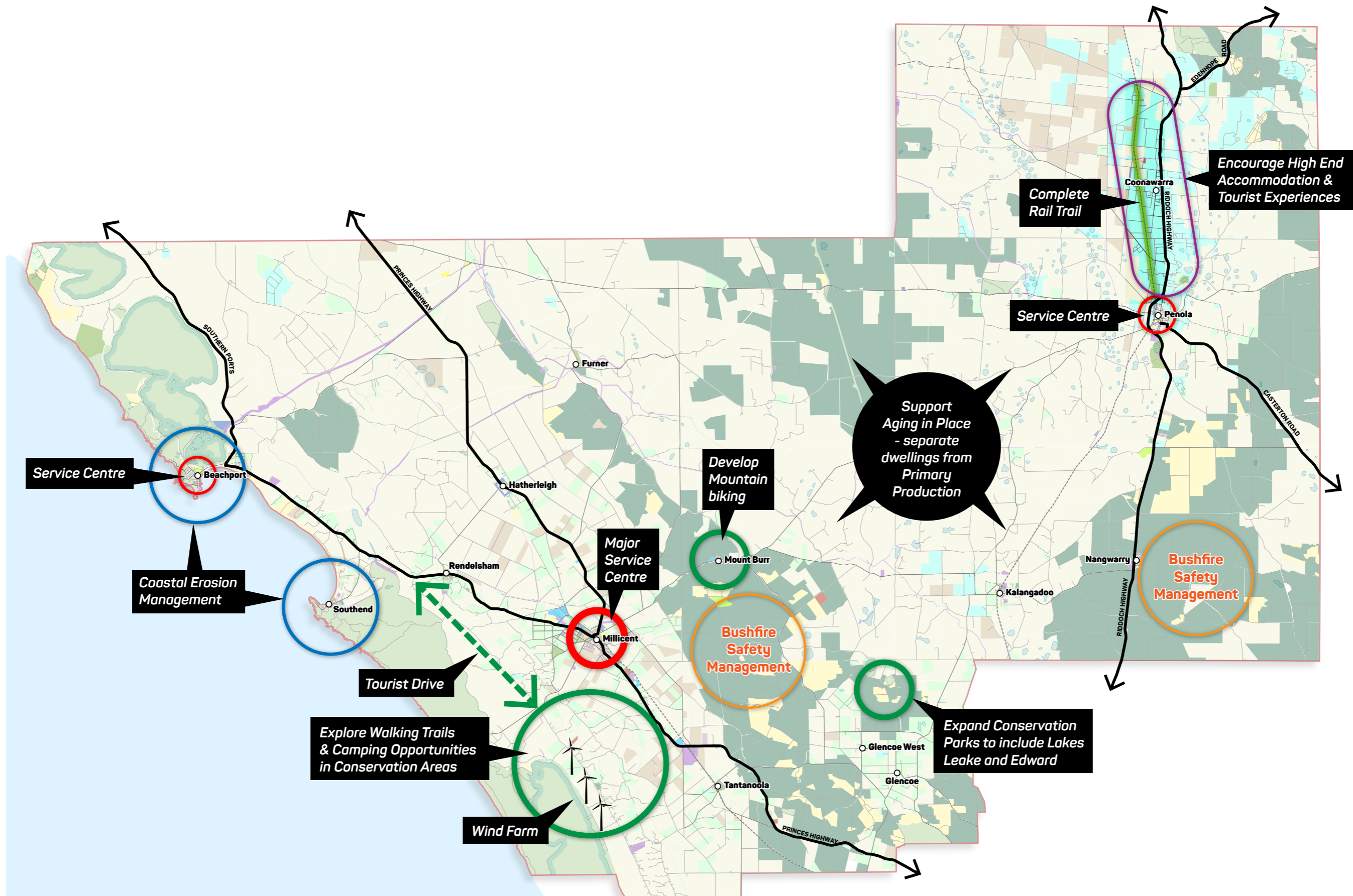
The Planning and Design Code generally envisages some small-scale businesses in areas which are predominately residential, and Council should generally support this. Context is likely to be an important factor in this as it will vary the impact- for example a workshop in a rural residential area will have a far lower impact on neighbouring residents than in a township residential area because of the increased separation between neighbours. However, in order to ensure that conflicts are minimised, medium-large scale businesses, or those with adverse impacts such as dust or noise, should be located outside of residential areas.



Actions

1. Liaise with State Government to resolve a position regarding coastal erosion in Beachport and Southend
2. Liaise with State Government to seek to list Lake Leake and Lake Edward as Conservation Parks
3. Support the development of high-end accommodation in the Penola-Coonawarra area
4. Support the development of walking/cycling trails, camping sites and other infrastructure which supports tourism
5. Seek to apply the Dwelling Excision Overlay over the Rural Zone as part of an amendment to the Planning and Design Code
6. Liaise with State Government agencies to refine the application of environment and hazards overlays in the Planning and Design Code
7. Where development is demonstrated to be inappropriate due to environmental constraints, seek to ensure that land is zoned in a way so as to not misrepresent its development potential
8. Seek to ensure that future medium-large scale employment generating uses, or those with adverse impacts such as dust or noise, are located outside of residential zones
9. Support, in principle, the location of small-scale non-residential uses ancillary to a dwelling, particularly in rural residential areas





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Township Plans



4. Township Plans

4.1. Millicent

4.1.1. Context

Millicent is the key service centre of the district, and its size reflects this. With Millicent being home to roughly 40% of the district's population, it inevitably sees much of the district's development activity. Millicent is in the first decile on three of the four measures of the SEIFA index, meaning that it is in the top 10% of the most socio-economically disadvantaged areas in Australia. Housing is therefore less expensive than many other areas, with a median house price from 2019-2021 of \$195,000.

Millicent's population is relatively old, with a median age of 49 compared to the state-wide figure of 40. With population growth among the over 65's cohort expected to be strong, with 380 additional people over 65, 140 of whom would be over 80, by 2036, there is an emerging need to better support an ageing population. This is likely to include expansions to aged care capacity, and other potential works to support ageing in place.

Millicent's population increased by only one person between the 2016 and 2021 Censuses, to a population of 5,110 in 2021, Millicent had 78 net additional dwellings over the same period. This illustrates the way that new land supply is needed, even in situations where the population is stable. State Government projections expect Millicent to decline in population over the next 20 years, but these projections were made in 2016 and population dynamics have since changed substantially. While 2020 and 2021 did see population declines of around 0.5%, this is too soon to be a discernible trend.

Millicent already has a substantial amount of land which is currently zoned for urban development which has not been taken up. This includes land surrounding the existing residential development around the high school, land near Teagle Excavations, and to the south of Fred Bolton Sports Park. This illustrates one of the key challenges in strategic land use planning, that land may be zoned for a use, but any number of factors may prevent its use for these purposes. The market decides where development will occur, and providing it with more options will aid in facilitating this. As such, there is a need to identify many areas which may be suitable for urban development, above and beyond the expected demand. Nonetheless, given this preponderance of vacant infill land, there is unlikely to be any need to rezone agricultural land for urban use, at least in the short-medium term.

Being the largest town in the district, Millicent home to several pieces of key social infrastructure and public open space. This includes Millicent High School, two public primary schools and a Catholic primary school, a hospital, the Millicent Swimming Lake, Lake McIntyre, sporting facilities such as McLaughlin Park and Fred Bolton Sports Park, the domain, and the Millicent public library and Civic and Arts Centre. It is anticipated that there will be additional demand for services which support an ageing population such as healthcare facilities.



4.1.2. Actions

Millicent will continue to be the major service centre of the district, and its town centre is the focal point of this. Council has already produced the Millicent Town Centre Concept Design which provides a Master Plan for this area, and this plan seeks to be consistent with this. It is unlikely that there will be strong demand for expanded commercial or retail development in the town centre, with some potential excess land. In order to encourage activation in the town centres, dwellings are supported where these are ancillary to a commercial use, or do not prejudice the commercial use of the area. For example, a flat above a shop would be acceptable, but demolishing shops along George Street to replace them with houses would not be.

1. Support the development of Millicent's town centre consistent with the Town Centre Concept Design, including potential residential development which is ancillary to, or does not prejudice the operation of, commercial facilities.

Given Millicent's ageing population, Council should encourage an age-friendly urban environment in Millicent. One key part of this will be in providing more age-appropriate housing, particularly close to the town centre. Independent Living Units are likely to be a major part of this, with the 25 existing units at the Boneham Aged Care Services unlikely to be sufficient to cope with the likely need for these services in the future. There is also expected to be an increased demand for residential aged care. Council should support the development of these services where possible, including potentially through public realm upgrades to facilitate ease of movement for mobility impaired residents.

2. Support the development of age-friendly housing including Independent Living Units and Residential Aged Care, particularly close to the town centre, including with public realm upgrades.

One key site near the town centre is the railway lands precinct. Development of this area has long been desired, but has been hindered by issues of site contamination. While a portion of the site is understood to be contaminated, it is understood that there are parts of the site which are likely to be suitable for residential development. This development is considered to be beneficial in order to provide modern housing close to the centre of Millicent. Furthermore, in future, should market conditions make remediation of the land viable, development of land which is not dedicated to public reserve is desirable. Therefore, Council should continue to support the development of this area. This is again likely to include coordinating public realm improvements to link this precinct with George Street and the broader Town Centre.

The area is currently a part of the Community Facilities Zone under the Planning and Design Code. This would need to be amended to a zone which supports residential development such as the Neighbourhood Zone, in order for the area to be appropriately developed.

3. Support the development of the railway lands precinct, including seeking a rezoning of the site under the Planning and Design Code

Natural assets are important to the town, with Lake McIntyre being the most obvious example. This is currently part of the Strategic Employment Zone, which is fundamentally industrial. While this is unlikely to present any problems given the ownership circumstances of the site, this site should be rezoned to reflect its actual intended use, such as the Community Facilities Zone.

4. Seek to amend the Planning and Design Code to rezone Lake McIntyre to a Zone reflective of its use for recreational purposes and an important space for biodiversity

The broader Strategic Employment Zone is large in size, and is mostly undeveloped. There is therefore not likely to be any need for additional industrially zoned land, but it is important that this area is realistically available for development and is not unavailable due to ownership issues. The area east of Saleyards Road is privately owned, but the land north and west of the saleyards is owned by Council. In order to support development in this employment precinct, Council should, in principle, support its development, including selling its land around the saleyards to potential developers if approached to do so and an appropriate arrangement can be reached.

5. Support, in principle, industrial development in the Strategic Employment Zone to the west of the town

It is noted that the part of the Strategic Employment Zone to the south of the Southern Ports Highway, bounded between Williams Road and Boandik Drive, has a series of existing dwellings in it, as well as businesses. This is currently zoned only for industrial use, which is not reflective of its use. This should therefore be rezoned to reflect its actual mixed-use nature, such as the Township Zone.

6. Consider rezoning the part of the Strategic Employment Zone to the south of the Southern Ports Highway (Rendelsham Road) for a zone which is more reflective of its mixed-use nature

Millicent currently has over 100 students leaving each day for non-Government schools in Mount Gambier, mainly Catholic. It would be desirable for these students to be able to study in Millicent. This could be a campus of an existing school in order to reduce the administrative burden of a new school. While such a school could conceivably be located in any number of places, it would be logical for it to have links to existing sporting facilities. Therefore, two clear locations would be in the existing Neighbourhood Zone around Fred Bolton Sports Park, or on the Pony Club site which can link to the facilities in McLaughlin Park. Council should support the development of such a school where possible.

While the district's ageing population may suggest that this is less likely to be feasible, the development of a campus here would drive demand. When considering a broader catchment which would likely attend a school in Millicent over Mount Gambier, the 2016 Census suggested that there were 149 students already attending non-Government schools, before considering how the location of the school in Millicent would encourage additional enrolments. It is also notable that there are currently only eight students who live in the District Council of Robe and attend a non-Government school, and the reduced distance may encourage enrolments from Robe. Furthermore, this plan seeks to encourage people to live in Wattle Range and raise a family, and a non-Government school campus would further support this aim. In any event, it is pertinent that long term planning considers land availability for this into the future given the number of students who commute.

7. Support the development of a non-Government Secondary School campus

Millicent has a large amount of land which is zoned for rural residential development, i.e. the Rural Neighbourhood and Rural Living Zones. This land has seen a good take up, with a few undeveloped allotments remaining. However, in order to preserve agricultural land, it would be preferable not to expand the existing rural living area. Therefore, it would be better to allow for smaller allotments in this area, perhaps of 5000sqm as opposed to the current 10,000sqm. Over a longer timeframe, it would also be possible to expand the current Rural Neighbourhood Zone into the Rural Living Zone on the western side of town, in order to allow for allotments of 2000sqm in this area.

8. Allow smaller allotments in the existing Rural Living Zone, without expanding the spatial extent of this zone and allow for the future expansion of the Rural Neighbourhood Zone into the adjacent Rural Living Zone

The land on the western side of Lossie Road is currently an Employment Zone (generally consistent with light industry), but is largely vacant. Given the proximity of key recreational facilities such as the Domain and McLaughlin Park, and the existing residential properties fronting Plunkett Terrace, this site would generally be more suitable for residential uses. It would therefore be preferable for this to be rezoned for residential development, and for industrial development to locate in the Strategic Employment Zone between Rendelsham Road and Belt Road.

9. Seek to amend the Planning and Design Code to rezone the Employment Zone on Lossie Road for residential purposes

Another area currently zoned Employment is on the eastern edge of the town, along the Princes Highway. However, this area has both dwellings and businesses in it, and is therefore mixed-use in character. Development continues along the Princes Highway to the east of Enderby Lane, although this area is within the Rural Zone. A mixed-use zone would be more appropriate for this area, such as the Township Zone.

Given this area is at the gateway to the town from Mount Gambier, it would be desirable for this to present a positive view of the town. Council may therefore consider streetscape upgrades in this area in order to present a tidier appearance.

10. Consider streetscape upgrades and a township entrance statement along the Princes Highway on the eastern fringe of Millicent, as well as seeking to amend the Planning and Design Code to rezone the existing Employment Zone to reflect its mixed-use nature

On the opposite side of the Princes Highway is a small portion of Rural Zone between the urban area (Neighbourhood Zone) and the Rural Living Zone. This area would be more suitable for township sized allotments, given it is higher up on the ridge and could be serviced with appropriate infrastructure.

11. Seek to amend the Planning and Design Code to rezone the area of Rural Zone between Willow Bank Road, the railway line and the Princes Highway for township sized residential development

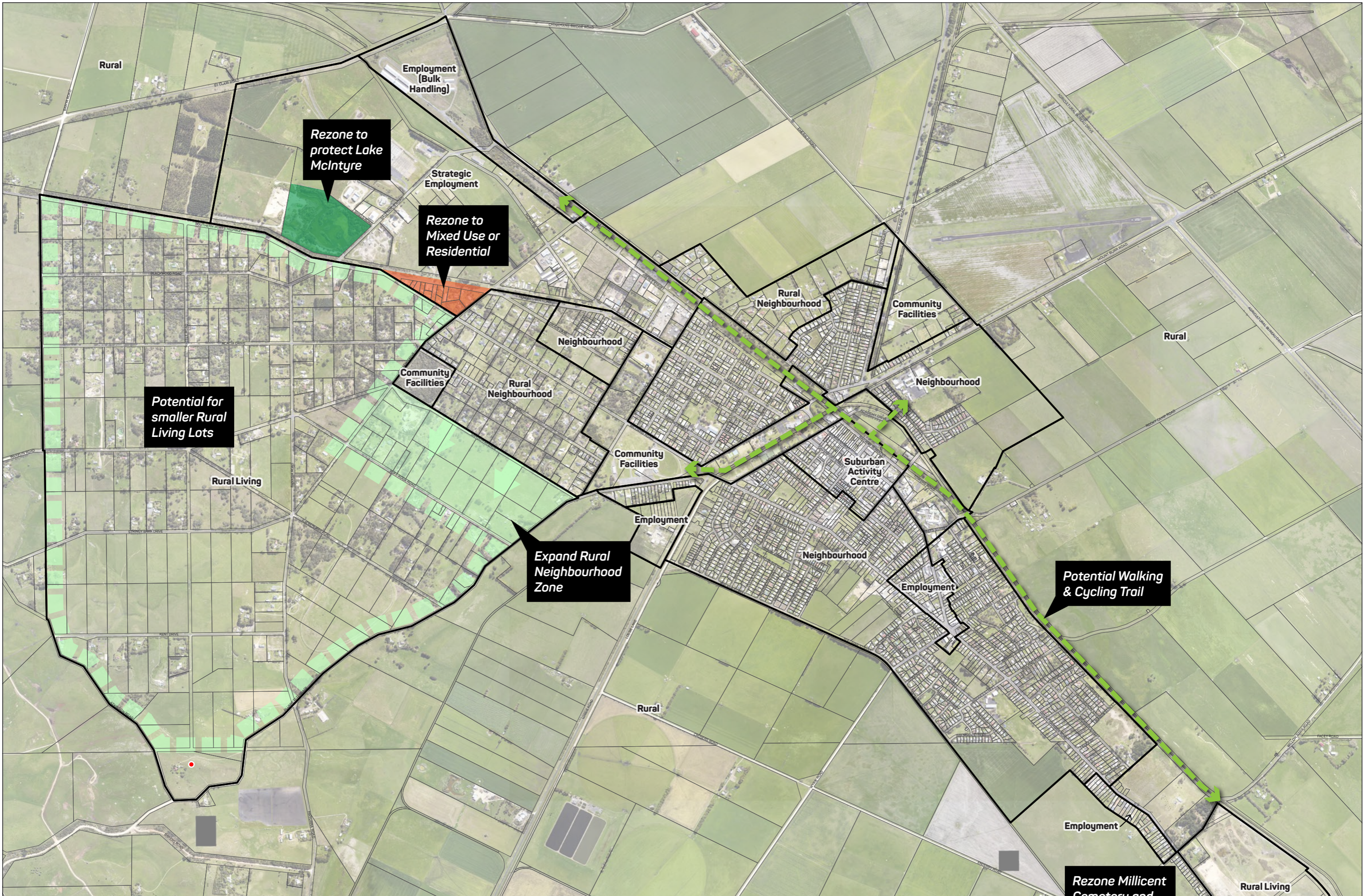
The Rural Living Zone to the east of the town does have the capacity for more allotments under the current zoning and with the current minimum allotment size of one hectare. However, much of this area is taken up by the quarry and cemetery, which are generally not consistent with this zoning. These areas would be better suited to specialised zoning such as Resource Extraction and Community Facilities respectively.

12. Seek to amend the Planning and Design Code to rezone the cemetery and quarry with an appropriate zone to reflect their use

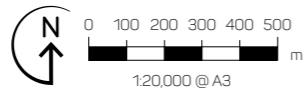
While this has looked at a series of key sites, there are many more infill sites across Millicent, which would be suitable for development. These are identified on the plan provided, but are not necessarily limited to this should additional areas become available.

13. Support the development of a variety of infill sites across Millicent





MILLICENT (BROAD)



HOLMES DYER

4.2. Penola

4.2.1. Context

Penola is the district's second largest town, and the centre of the eastern side of the district. Penola is a well-regarded tourist destination, being the major town of the Coonawarra wine region, and home to the sites of Saint Mary MacKillop.

At the 2021 Census, Penola had a population of 1622, with growth of 30 persons or approximately 2% since 2016. With a median age of 47, it is more youthful than Millicent, but nonetheless has aged substantially, increasing from 43 in 2016. This will bring with it a need for expanded medical facilities including aged care and supported accommodation.

Penola also has many facilities to support its population. These include the Penola High School, Penola Primary School, Mary MacKillop Memorial School, Pinchunga Aged Care, Tandara Lodge of Penola independent living units, McCorquindale Park sports facilities, Penola Swimming Pool, and the Penola War Memorial Hospital. While there may be some need for additional facilities to support an ageing population, it is unlikely that additional public recreation facilities will be needed over the term of this strategy, though existing facilities and land such as the Commonage may be better used for public recreation purposes.



4.2.2. Actions

Penola has a number of zoning anomalies in the Planning and Design Code which should be rectified. The first of these is the Employment Zone along Church Street. This zone is mostly aligned to Light Industrial uses, which is not consistent with Church Street's function as a main street. This should be changed to a zone more consistent with the existing mixed-use character of this area, such as the Township Zone. The other anomaly in Penola is the misalignment of the zone boundaries on the western side of town, along the bypass. The current boundaries do not line up with the bypass, which should be rectified.

1. Seek to amend the Planning and Design Code to fix the zoning anomalies in Penola

The bypass now represents a logical western boundary for the town's urban area, replacing the railway line which had previously been a logical barrier to development. The area between the railway line and the bypass is bisected by Robe Road, with the area to the north of this having now mostly been developed as an industrial area. Given the strong take-up in this area, there is a need to identify further industrial land in Penola, which is further discussed below.

To the south of Robe Road, between the railway line and the bypass, is vineyards, however this area is designated as a Deferred Urban Zone. This zoning is used where land is expected to be used for urban development, but where this may not be immediate. Therefore, this would be the most logical area for the township to expand into. It is expected that this would be residential development, with relative proximity to the town centre and the primary school being important to this. However, being a site of some 32ha, it is expected that this would take many years to fully develop, and it will be important to ensure that infrastructure is provided with a view to the long-term outcomes of development of this site. As such, it would be advisable to include a Concept Plan within the Planning and Design Code in order to ensure that such appropriate infrastructure is provided.

2. Seek to amend the Planning and Design Code to rezone the current Deferred Urban Zone south of Robe Road for residential use, and include a Concept Plan to provide for orderly provision of infrastructure

While the bypass would provide a logical boundary, this does not mean that there cannot be any development to the west of this. Indeed, there is already a Rural Living Zone between Clay Wells Road and Riddoch St. This Rural Living Zone is approximately 90ha in size, with a minimum allotment size of 1ha, and has seen some development of approximately this size. However, there is capacity for additional rural residential development within this area. However, the land immediately to the west of this zone is already divided into allotments which are too small for productive agriculture. Therefore, Council should seek to expand this rural residential area up to Cupnum Lane/Messenger Road. This road is currently partly unbuilt, but it does have a defined road reserve. Further westward expansion beyond this point would generally be inappropriate, in order to ensure the continued preservation of agricultural land.

While there is not expected to be dramatic population growth in this area within the term of this plan, there may be greater demand in the future. This means that there may be some requirement for safer crossing points across the bypass, such as an underpass for cyclists and pedestrians to link to the rail trail, in future.

3. Support the development of the existing Rural Living Zone west of the bypass, as well as seeking to amend the Planning and Design Code to expand the Rural Living Zone to Cupnum Lane/Messenger Road

As stated above, there is a need to identify more industrial land supply for Penola. This should come on the opposite side of the bypass from the current industrial area, east of Marks Road and north of Clay Wells Road. This area does extend the town beyond the bypass, but provides the clearest opportunity for development which can be appropriately serviced

and provide appropriate access for freight vehicles. The triangular parcel of land between the bypass, the railway line, and Jessie Street is also suitable for industrial development. These areas should be suitably rezoned in order to provide for industrial development.

4. Seek to amend the Planning and Design Code to rezone the triangular parcel between the bypass, the railway line and Jessie Street for industrial development
5. Seek to amend the Planning and Design Code to rezone the parcel between Clay Wells Road, Marks Road and Jessie Street for industrial development

To the south of the township is the Commonage. This land is held in trust by the Wattle Range Council, and may only be used for community purposes. Part of this land, to the south of the bypass, is currently used for the town's Community Wastewater Management System. Given this land is an important community asset, it may be worthwhile to develop a specific vision for this area, which may seek to outline how it could best serve the community, through a Master Plan for the Commonage. This was also included in the Community Town Plan for Penola, which sought to, "Review usage of commonage land and develop a plan for passive, reserve and recreational spaces". One idea raised was the creation of a wetland in this area which can serve a recreational purpose as well as improving biodiversity and helping manage stormwater and wastewater. This may be considered as part of a plan for the Commonage.

6. Review the usage of the Commonage, and develop a Master Plan for this land

One area which already has a Master Plan is the town centre, where Council has developed the Town Centre Concept Design. The Concept Design and this Strategic Land Use Plan are broadly consistent, as the works under the Concept Design working to make the town centre of Penola an active,



vibrant and beautiful place.

7. Continue the implementation of the Penola Town Centre Concept Design

The Concept Design also envisages improved cycling infrastructure to link to the Coonawarra Rail Trail. This road treatment would likely be along Arthur Street or Robe Road as these provide through road connections to the former rail alignment.

8. Create appropriate road treatments to support cycle connectivity between the Coonawarra Rail Trail and the Town Centre

With proximity to the Coonawarra comes a heightened demand for accommodation for seasonal workers, such as those involved in grape picking. While Council can provide in principle support to the development of seasonal worker accommodation, it can also take a more proactive approach. This can include making Council sites available for use (where appropriate), conducting feasibility studies, concept planning, and approaching operators, in order to encourage them to locate in or around Penola.

9. Support the provision of accommodation for seasonal workers

The Penola Caravan Park site is one site which could support workers' accommodation. This site is currently under the Rural Zone which does not generally reflect its current use, or any potential future uses. This should be rezoned to reflect that it is not rural land, and is instead part of the Penola township.

10. Seek to amend the Planning and Design Code to rezone the Penola Caravan Park to reflect its use

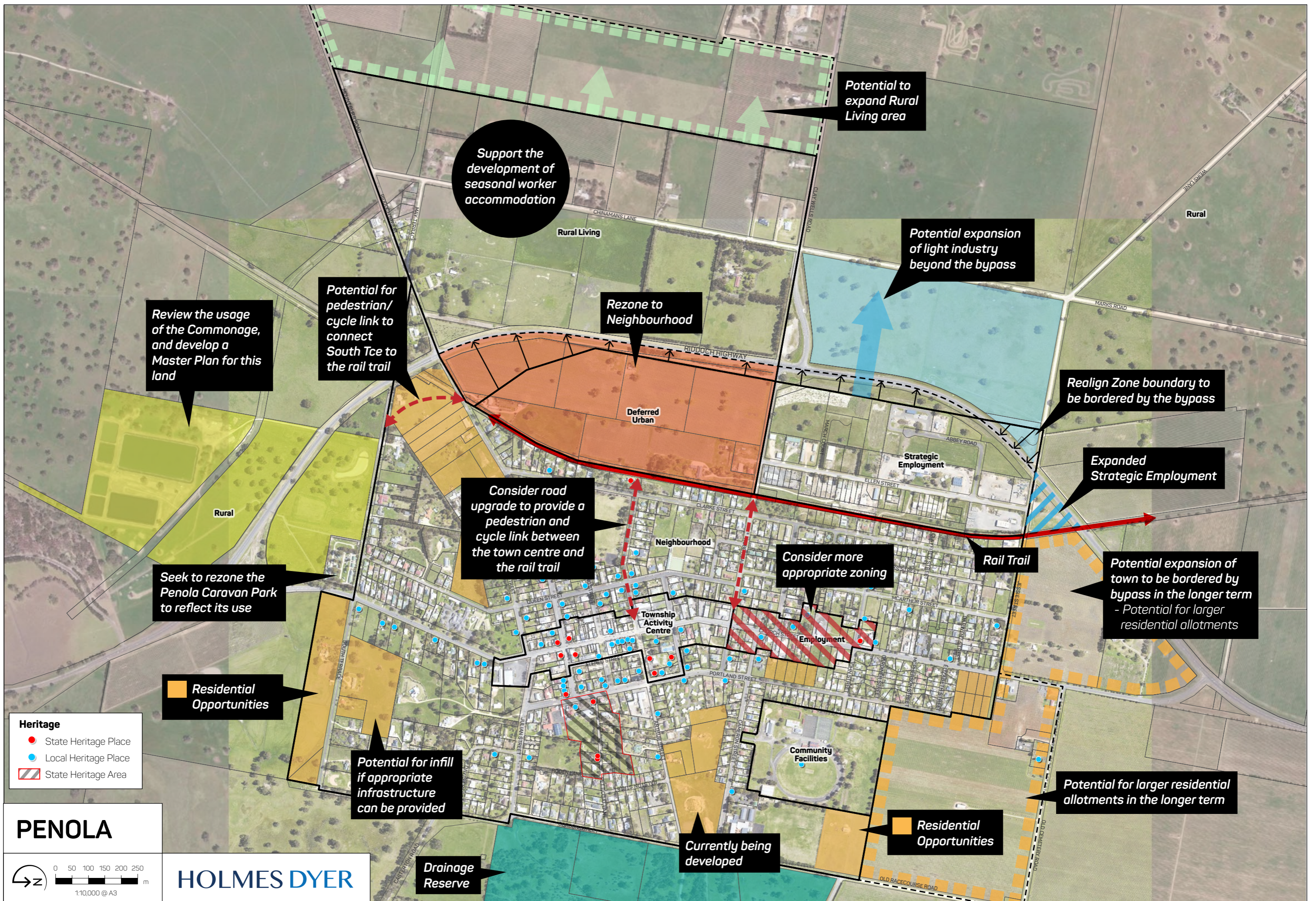
As with Millicent, there is a substantial amount of infill land available within Penola. This would be suitable for residential development, provided that appropriate infrastructure is made available. However, ownership issues may mean that there are limited real opportunities for development.

11. Support the development of smaller infill sites across Penola

Using the bypass as the boundary of urban development would suggest that land to the north of Penola could also be used for urban development. Given the location of the bores for the town water supply, any such development would likely be of a residential nature. Like the land in the Deferred Urban Zone, this is currently under vines, however it is considered that it would be preferable to retain this land as viticultural land over the land to the west. This retains the contiguous vines to the north, which is preferable.

Nonetheless, this plan aims to identify future urban land supply, and this area forms part of that. It would be preferable to see development of the existing Deferred Urban Zone first, however the area to the north of the township is the next area for residential development, once land supply in the area to the west of the railway line is running out. This area to the north should first seek to develop the area between the bypass and Church Street, and then, once supply in this area is coming to an end, to develop the area between the township and Old Cemetery Road.

12. As land supply to the west of the railway line diminishes, seek to amend the Planning and Design Code to rezone land to the north of Penola for residential development



4.3. Beachport

4.3.1. Context

Beachport is subject to rather different pressures than Millicent and Penola. Being on the coast, it is subject to different environmental pressures, including rising sea levels and coastal erosion. Being located on a peninsula, surrounded by Conservation Park, the main township of Beachport is already constrained. With time, these pressures on land supply will only become further exacerbated. While the main township is located on an isthmus, it is strongly linked to a large area of rural residential properties known as Muggleton.

Beachport has a much lower occupancy rate than other townships in the district, with more holiday homes, including those for short-term rental. This means that Beachport is substantially larger geographically than its population would suggest, with seasonal swells due to holiday makers being a key challenge in terms of providing appropriate services in the town.

Beachport is also a popular retirement destination, with this contributing to its much higher median age of 55 years, compared to the State average of 41. This is only likely to continue as time goes on, which is likely to increase the demand for medical services and aged care. This may be to the extent that an aged care facility or supported accommodation/independent living units will be needed in Beachport. These are typically linked to a hospital or high-quality health care services, which would suggest that further development of these services in Beachport may be needed.

The 2021 Census suggests that Beachport had a population of 745 people, including Muggleton and outlying farms. Comparisons to previous years are complicated due to changes in Census geography. The table below outlines the changes in the main township from 2011-2021, and compares these to the broader area (including Muggleton and outlying farms) to provide an indication of the differences between Beachport itself and Muggleton.

Table 1: Beachport Population Comparisons 2011-2016

	Main Township (2011)	Main Township (2016)	Broader Area (2016)	Broader Area (2021)
Population	382	436	652	745
Dwellings	413	434	528	562
Occupied Dwellings	154	162	229	268
Unoccupied Dwellings	253	253	275	255
Occupancy Rate	37.8%	39.0%	45.4%	47.7%

Source: ABS Census

This shows that the majority of homes in the main township are unoccupied, mostly for use as a holiday home, and that only two thirds of Beachport's permanent population live in the main township. However, 92% of unoccupied dwellings are in the township. This suggests that the Muggleton area has a more permanent population, reflecting the attractiveness of the rural living lifestyle, rather than this being a product for short-term stays. By the 2021 Census, although only data for the broader area is available, the population has increased substantially (14.3%) while dwelling numbers have increased more modestly (6.4%). This may be due to people choosing to relocate to their holiday homes during the pandemic.

Beachport has a primary school, which in term 3 of 2021 had 54 enrolled students. It also has a golf course, bowls club, indoor recreation centre, tennis courts and other recreational facilities across the Beachport Lagoon and Centennial Park. Beachport's ageing population suggests that there will be a need for social infrastructure, public realm and housing to support a growing population of older people.

4.3.2. Actions

Erosion in Beachport is primarily in two areas, with drift away from the town beach to the north and east along Rivoli Bay, and with the erosion around the Salmon Hole. The former of these is outlined in the Rivoli Bay Study by Worley Parsons, and is managed by the Beachport Sand Management Plan. The area around the Salmon Hole however is not comprehensively managed at present. Erosion in this area is rapid, and threatens the existing alignment of Bowman Scenic Drive, and the Pool of Siloam.

As coast protection is primarily the responsibility of the State Government, Council will need to work collaboratively with the Department of Environment and Water, and the Coast Protection Board on managing these issues.

1. Work with the Coast Protection Board and the Department of Environment and Water to form an appropriate strategy to manage the erosion of the Salmon Hole and surrounding coastline

Previous work with the State Government, from data produced in 2008, has identified areas which are likely to be susceptible to flooding as a result of sea level rise stemming from climate change. However, subsequent development and other changes have suggested that this may not be a true reflection of the risks associated with flooding. Therefore, there is a need for Council to work with the State Government to further consider these risks, and how these are reflected in the planning system, such as through the application of the Coastal Flooding Overlay.

2. Work with the State Planning Commission and DEW to appropriately understand and map environmental hazards, to allow planning policy to appropriately reflect these hazards (e.g. the Coastal Flooding Overlay)

While there are many allotments laid out across the sand dunes, development of these would be inappropriate for environmental reasons. The existing

planning and ownership schemes should be retained in order to prevent development in these areas.

3. Retain the existing regulatory and ownership context to prevent inappropriate development in the sand dunes

There is nonetheless a clear demand for housing in Beachport, whether for permanent residency or for short-term stays. Therefore, it is important for Council to support development opportunities where these are appropriate.

With such a constrained land area, increased densities are necessary to provide a supply of new dwellings. Demand is particularly strong closer to the beach and the town centre. Therefore, the planning policy in these areas may need to be amended to support smaller allotments, and heights of up to three storeys.

4. Seek to amend the Planning and Design Code to allow increased densities and height (up to three storeys) close to the beach and town centre

One site which is currently vacant is the area between the golf course and the bowls club. This could be defined in any number of ways depending on how this is separated from the golf course, but is likely to be in the order of 1ha in size, with access likely to be from Millicent Road. This area is in close proximity to the town centre and would generally be suitable for residential development. However, it is currently within the Community Facilities Zone under the Planning and Design Code, which does not support residential development. This should be amended appropriately to reflect this.

5. Support residential development on the land between the Beachport Bowls Club and the Beachport Golf Course

Another area which is not currently developed is the area to the northwest of Linnell Drive. Much of this area is clear of native vegetation, and its development is unlikely to harm the natural environment further, and development on areas which have not been cleared of vegetation would generally be considered to be inappropriate. . However, it will be important to ensure that development appropriately minimises flood risk. This could involve raising the land using the material which has created the delta inside Lake George, as was previously approved.

6. Support, in principle, the development of the area to the northwest of Linnell Drive, provided that an appropriate flood risk solution is found

With a growing population of older residents, Beachport is likely to see a growing need for facilities to support older people. This may include more extensive medical facilities, public realm upgrades and more age-friendly housing such as independent living units.

7. Support the development of facilities to support an ageing population, potentially including more medical facilities, public realm upgrades and independent living units.

Several areas in Beachport currently have specialised uses, but are not within the appropriately specialised zone under the Planning and Design Code. As outlined above, the general intent is that where a specialised zone exists for a relatively unique use, this should be applied as these are likely to better fit the requirements of that use. This includes the boat launching and storage facilities for the commercial fishing fleet along with the public boat ramp and jetty. This area may be better suited to the Infrastructure (Ferry and Marina Facilities) Zone. Lanky's Well is another example, with the scrub area currently under the Neighbourhood Zone, which is not reflective of its conservation and community use. The Southern Ocean Tourist Park could also be amended to apply a more appropriate zoning.

8. Seek to amend the Planning and Design Code to apply appropriately specialised zones to the caravan parks, Lanky's Well and the foreshore/ jetty area

The Beachport Golf Course is an important recreation facility for the town. It also could see a specialised zone applied to it in the form of the Golf Course Estate Zone. Notably, this zone permits dwellings and short-term accommodation which can take advantage of the amenity provided by the golf course. This would be a beneficial outcome which could allow for additional development in an otherwise very constrained area. However, much of the golf course is potentially subject to flooding, and the development would need to ensure that it appropriately mitigates these risks.

9. Seek to amend the Planning and Design Code to apply the Golf Course Estate Zone to the Beachport Golf Course, and support, in principle, the construction of dwellings or short-term accommodation that appropriately mitigates flood risk

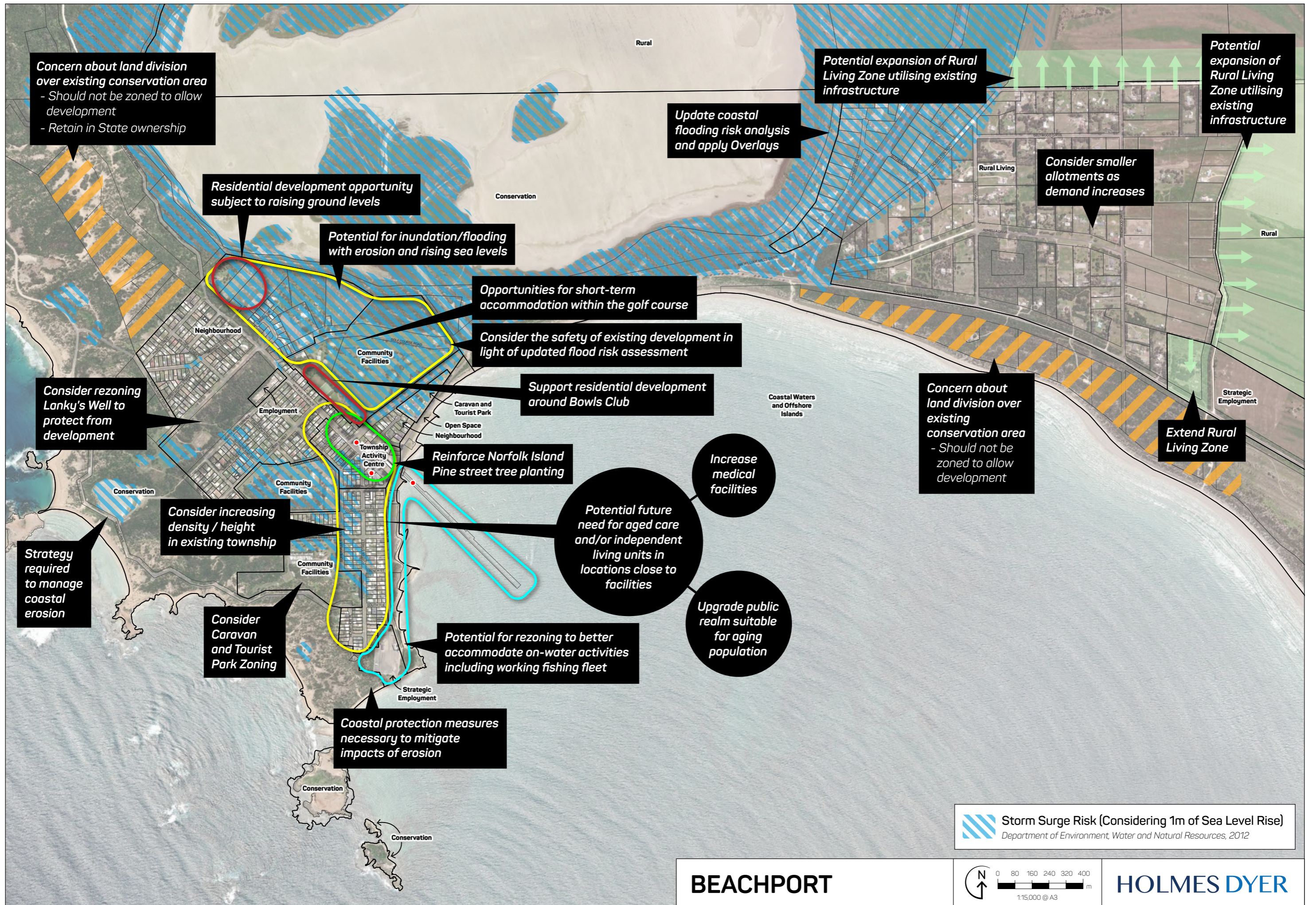
With the constraints on land supply in the main township of Beachport, there is likely to be increasing demand for land in Muggleton. The take up in this area has been strong, but there remain allotments available for development. However, it is unlikely that this will be sufficient to cope with the demand that is likely over the timeframe of this strategy. As such, there is considered to be a need to allow smaller allotments (such as 5000sqm), and for a limited expansion of the spatial extent of the zone. This expansion would need to be balanced with the need to preserve the surrounding agricultural land, and with the risk of flooding from Lake George. To the east, this would generally align with the extension of Burks Island Road, with the existing land division pattern generally allowing for such an alignment. To the north, zoning should generally allow for one allotment to be built along the northern side of McLachlan Drive, in order to take advantage of existing infrastructure provision.

10. Seek to amend the Planning and Design Code to allow smaller allotments in Muggleton and expand the Rural Living Zone to a limited extent, where land can utilise existing infrastructure and is able to be appropriately protected from natural hazards such as flooding from Lake George

Muggleton also has a Strategic Employment Zone of 28.5ha, which has generally not been taken up. However, Beachport does not have another area for industrial development. Given that this location allows for easy access to the Southern Ports Highway, it is generally considered that this would be an appropriate location for future industrial development, and that is worthwhile to identify such a location. However, it should be amended slightly to allow rural residential on the western side of Burks Island Road, while retaining the Strategic Employment Zone on the eastern side of the road, with a minor amendment to correct the discrepancy between the boundary of the zone and of the allotment.

11. Seek to amend the Planning and Design Code to change the boundaries of the Strategic Employment Zone in Muggleton such that rural residential is permitted to the west of Burks Island Road, but it remains Strategic Employment zoning to the east of the road





4.4. Glencoe

4.4.1. Context

Glencoe is in many ways two townships, Glencoe and Glencoe West. At the 2021 Census, Glencoe had a population of 633. Glencoe's median age of 41 is more closely aligned to the state average of , which suggests that Glencoe is relatively youthful, or is at least less likely to strongly experience the impacts of population ageing.

The town grew by approximately 50 people in the five years from 2011-2016, and is likely to have potential for further growth, though it then declined by 28 from 2016-2021. Glencoe offers a rural lifestyle, only 20 minutes from both Mount Gambier and Millicent, which is an attractive proposition particularly for people looking to raise a family. It also has a primary school and small shop, which add to its attractive rural lifestyle offering.

All of Glencoe is currently within a Rural Living Zone, but there remain many allotments which are either undeveloped or could be divided further. There is therefore not considered to be a need to expand the existing zoned area in order to protect the integrity of the surrounding agricultural land.

Glencoe has a limited level of social infrastructure provision, consistent with its low-density nature. It has a primary school, which in term 3 of 2021 had 63 enrolled students. It has a football and netball club, tennis courts and a playground, all located in Glencoe West. Given the size of allotments in Glencoe, there is not likely to be a need for additional public open space provision in Glencoe.

4.4.2. Actions

With an advantageous location which is relatively well serviced and provides an attractive rural lifestyle, Glencoe is likely to continue to see growth over the period of this plan. However, land supply is much more straightforward, and as a rural residential area, it has relatively limited infrastructure requirements.

All of Glencoe is currently zoned Rural Living, but two different minimum site area standards are applied. Along the "spine" that is formed by Kirip Road and Lake Edward Road, the Planning and Design Code allows a minimum site area of 10ha. This is a misinterpretation of previous policy under the Development Plan, which allowed land division down to 2ha, provided that an appropriate site frontage was provided such that the allotment was not unreasonably narrow, such as 80m. Outside of this spine area, the Limited Land Division Overlay is applied, which limits land division of any size. Therefore, it would be valuable to amend these provisions to allow land division to 2ha in the spine area as was the case before, possibly in conjunction with a minimum frontage requirement, and remove the Limited Land Division Overlay from the rest of the area, and put in place an appropriate site area minimum here, such as carrying through the 2ha minimum from the spine area.

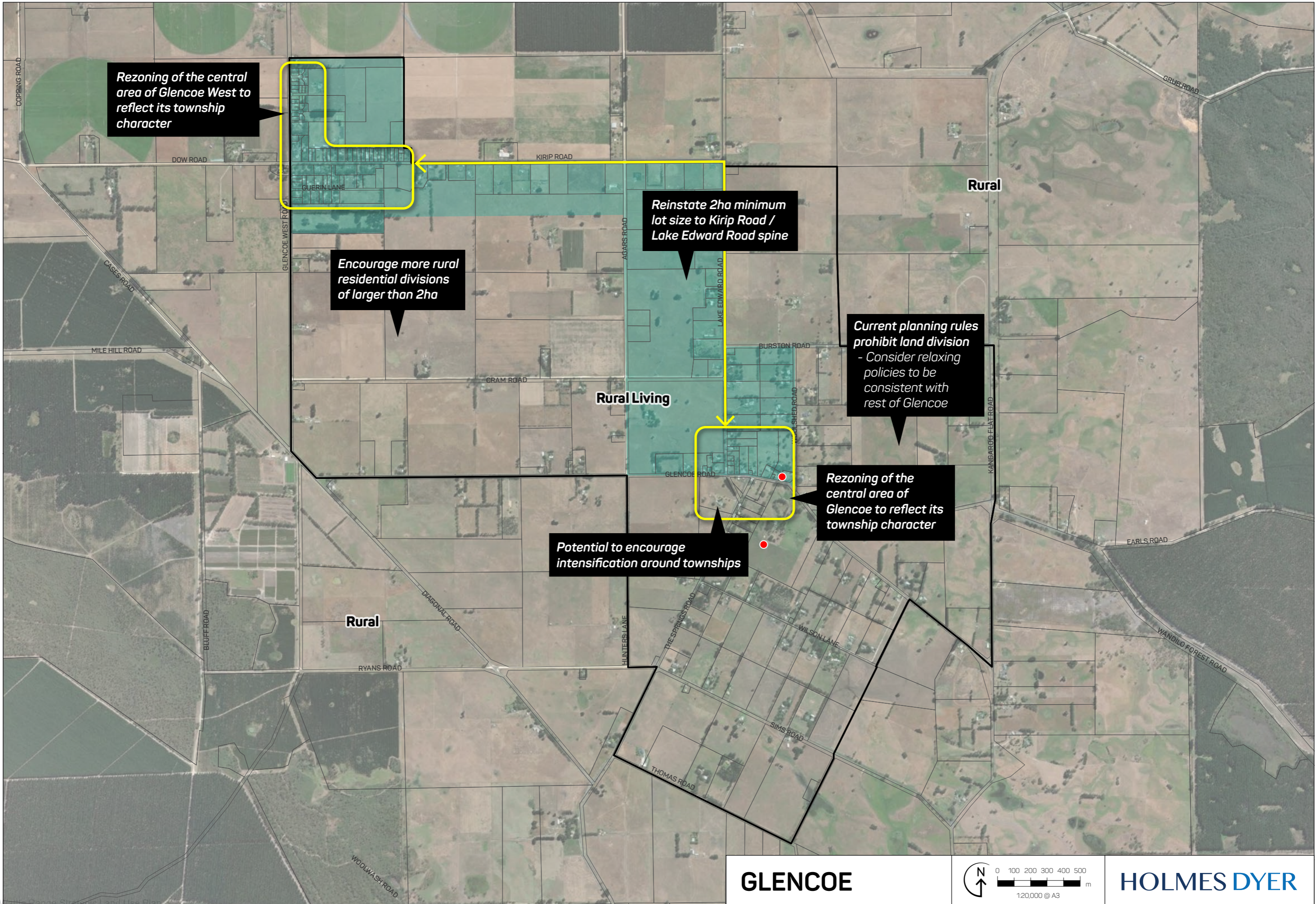




1. Seek to amend the Planning and Design Code to allow allotments of two hectares in Glencoe's "spine" area along Kirip Road and Lake Edward Road, and remove the Limited Land Division Overlay from the rest of the Rural Living Zone in Glencoe.

There is also the potential to encourage smaller allotments in the centres of Glencoe and Glencoe West. These areas are zoned Rural Living just like the rest of the township, but have much smaller allotments at present. These areas could be rezoned, perhaps to the Township Zone, which also allows for commercial development.

2. Seek to amend the Planning and Design Code to apply a Township Zone over the core areas of Glencoe and Glencoe West.



Rezoning of the central area of Glencoe West to reflect its township character

Encourage more rural residential divisions of larger than 2ha

Reinstate 2ha minimum lot size to Kirip Road / Lake Edward Road spine

Current planning rules prohibit land division - Consider relaxing policies to be consistent with rest of Glencoe

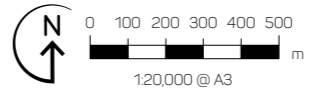
Rezoning of the central area of Glencoe to reflect its township character

Potential to encourage intensification around townships

Rural

Rural Living

GLENCOE



HOLMES DYER

4.5. Nangwarry

4.5.1. Context

Nangwarry is a forestry town, developed for workers in the local forestry industry, based around the local mill. At the 2021 Census, the suburb of Nangwarry had a population of 505, a decline of 15 since 2016.

The SEIFA Index of socio-economic disadvantage places Nangwarry in the first decile, meaning that Nangwarry has a more disadvantaged population. While these figures are from 2016, the closure of the Nangwarry mill in 2018 has had a significant impact on the town, given the substantial loss of jobs. Nonetheless, services do remain in Nangwarry, including a primary school, swimming pool, ambulance station, petrol station and shop.

Housing in Nangwarry is particularly affordable, with a median house price in 2019-2021 of \$114,500. When compared to a median price in Mount Gambier of \$289,000, and considering an easy 25-minute drive along the Riddoch Highway, Nangwarry may be an attractive prospect for commuters to Mount Gambier.

4.5.2. Actions

The future of the mill site is a key consideration in the future of Nangwarry. In the short-term, with the timber industry particularly strong, there is likely to be a better prospect for the return of timber milling. Therefore, in the short-term, Council should support efforts to bring back timber milling to the mill. However, if this is unsuccessful, in the medium-long term, a plan for an alternative use, or for “tidying-up” the site should be developed.

1. Support the return of timber milling on the former mill site in Nangwarry

Demand for housing in Nangwarry is likely to be relatively limited. However it is possible, particularly if the mill were to reopen, that demand would increase. There is the potential for a row of allotments to be created on the southern side of Blesing Street, but there are also various vacant allotments across the town. In general, given the age and condition of Nangwarry’s housing stock, investment and renewal is generally considered to be positive where it is possible, and should in general be supported.

2. Support, in principle, the renewal of housing stock and development of vacant allotments in Nangwarry





Given that Nangwarry is surrounded by forest, bushfire presents a major threat to the town. The town is surrounded by a fire break, which is substantially wider on the northern and eastern sides. To the west the residential areas of the town area separated from the forest by the non-residential development (including the mill) and the highway. However on the southern side the fire break is only approximately 30m wide on the southern side of Seven Sisters Road. Council will need to continue to work with the CFS, OneFortyOne, and local residents, to ensure the town is prepared for the potential of a bushfire.

3. Continue to work with the Country Fire Service, OneFortyOne and local residents to ensure the safety of Nangwarry from bushfire

It is also noted that the zone boundary of the Strategic Employment Zone is not necessarily reflective of actual boundaries on the ground. This may therefore be realigned to better reflect existing conditions.

4. Seek to amend the Planning and Design Code to reflect the true extent of non-residential development on the western side of the Riddoch Highway

One further consideration would be how the firebreak land may be used more effectively for community benefit. The northeastern corner has a low-point where water will generally pond, and some additional works could seek to improve this as a wetland and allow for public access. However, ownership and liability issues will need to be considered, and may impact the viability of this.

5. Consider how the firebreak around Nangwarry could be more effectively used for community benefit

Realign Zone boundary to better reflect spatial extent

Encourage re-establishment of Mill

Strategic Employment

Realign Zone boundary to better reflect spatial extent

Potential for further residential development if required

Township

Potential to encourage commuters to Mount Gambier to live in Nangwarry

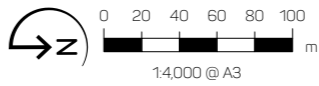
Consider how the firebreak around Nangwarry could be more effectively used for community benefit

Continue to work with the Country Fire Service, OneFortyOne and local residents to ensure the safety of Nangwarry from bushfire

Rural

Rural

NANGWARRY



HOLMES DYER

4.6. Kalangadoo

4.6.1. Context

Kalangadoo is tied to both forestry and agriculture, being home to a timber mill but surrounded by farmland. The wider Kalangadoo locality had a population during the 2021 Census of 457, down from a 2016 population of 473, 288 of whom lived in the township itself (data for the township area is not available for the 2021 Census). The town has some businesses and shops along John Street, including a hotel and general store.

The town straddles the disused railway corridor, with the eastern side of this now a public park. The town's major employment generator is the mill on the northern side of the town, but the town also has a primary school on its southwestern fringe. The existing provision of public open space in Kalangadoo is considered sufficient to meet the town's needs over the term of this strategy.

4.6.2. Actions

Kalangadoo currently does not have an area of Rural Living Zone, which is unlike most other towns in similar settings. However, land to the east of town is already divided in a pattern which would likely be conducive to this type of lifestyle. Therefore, this area should potentially be rezoned to the Rural Living Zone to reflect this. This can provide for rural lifestyle blocks which are generally attractive to the market.

1. Seek to amend the Planning and Design Code to allow for rural residential development to the east of Kalangadoo

The mill on the northern side of town is within the Strategic Employment Zone, which is generally appropriate. However, this zone extends beyond the mill for some 800m to the north, across flood prone land. This would generally be inappropriate, and the zone should be reduced in size to reflect this. However, some room for expansion of timber milling facilities may be appropriate.

2. Seek to amend the Planning and Design Code to reduce the size of the Strategic Employment Zone to the north of Kalangadoo

Another zone which may warrant a boundary realignment is the Community Facilities Zone. At present, this only covers the open space to the southeast of the disused railway line. This could be expanded to incorporate the school, football club and bowls club, better reflecting the use of these areas.

3. Seek to amend the Planning and Design Code to reflect the community uses of Kalangadoo Primary School and the sporting facilities on the northwestern side of Kalangadoo

Kalangadoo is also relatively unlikely to experience strong growth in the township. The largest area of undeveloped land which is currently zoned for development is the land opposite the Football Club and the Bowls Club. This land is however generally flood prone which would make it less appropriate for development. However, there are several already created allotments which are currently vacant. Therefore, it would be desirable to encourage the development of existing vacant blocks, and the renewal of housing stock in Kalangadoo.

4. Support, in principle, the development of vacant allotments and the renewal of housing stock in Kalangadoo

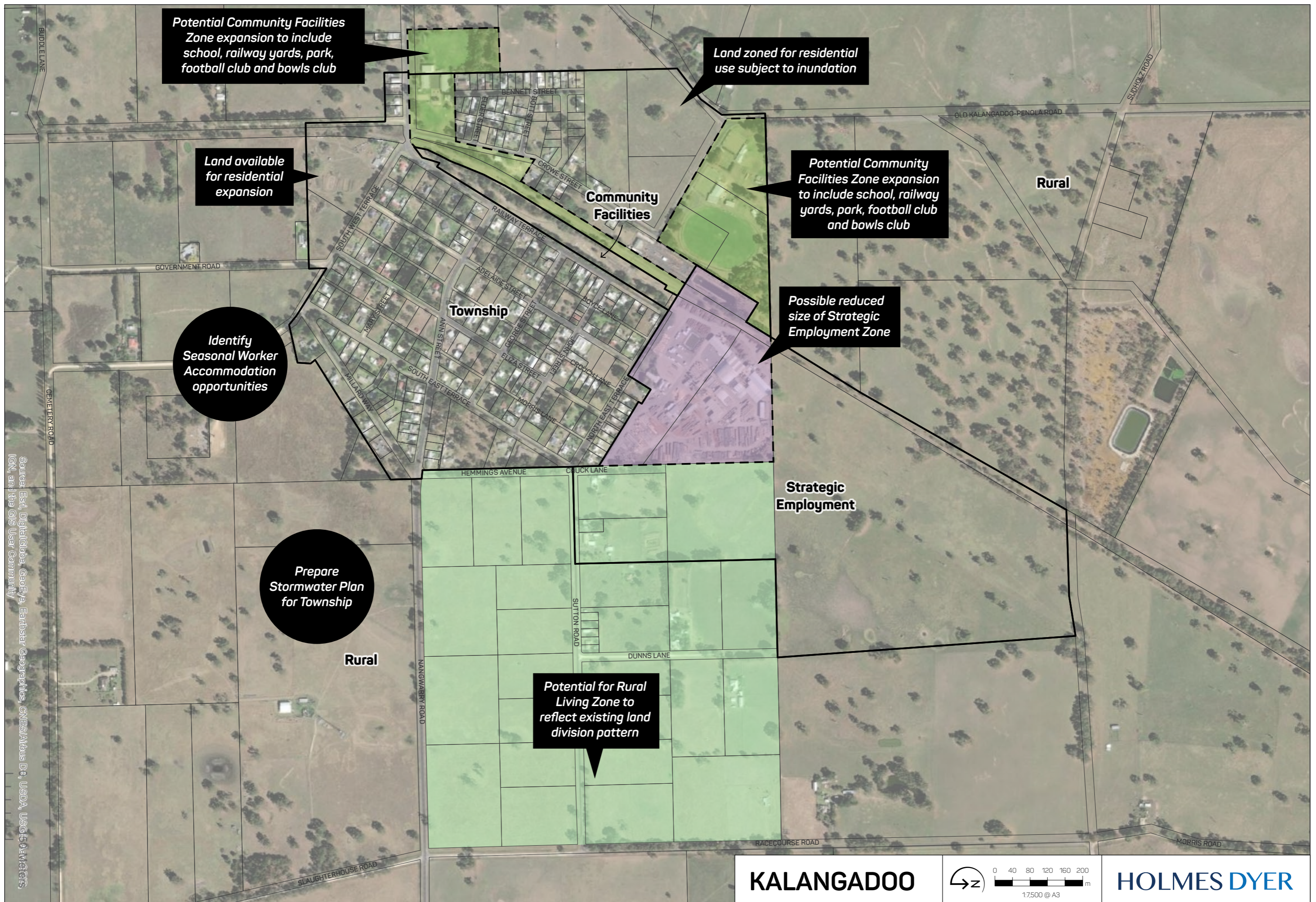
It has also been identified that Kalangadoo has a heightened need for seasonal workers' accommodation. Council should generally support the development of this around Kalangadoo. Like in Penola, while Council can provide in principle support to the development of seasonal worker accommodation, it can also take a more proactive approach. This can include making Council sites available for use (where appropriate), conducting feasibility studies, concept planning, and approaching operators, in order to encourage them to locate in or around Kalangadoo.

5. Support the development of seasonal workers' accommodation in Kalangadoo

Kalangadoo also has issues with stormwater and drainage. Specific consideration of how this may be better managed may be needed, such as via a Stormwater Management Plan.

6. Consider the development of a Stormwater Management Plan for Kalangadoo





Potential Community Facilities Zone expansion to include school, railway yards, park, football club and bowls club

Land zoned for residential use subject to inundation

Land available for residential expansion

Potential Community Facilities Zone expansion to include school, railway yards, park, football club and bowls club

Identify Seasonal Worker Accommodation opportunities

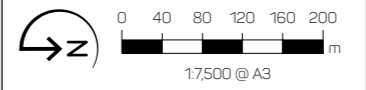
Possible reduced size of Strategic Employment Zone

Prepare Stormwater Plan for Township

Potential for Rural Living Zone to reflect existing land division pattern

Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

KALANGADOO



HOLMES DYER

4.7. Tantanoola

4.7.1. Context

Tantanoola is an example of a Government Town laid out in the latter half of the 1800's, based around a figure eight of park lands. Through the middle of this ran the now disused railway line, which forms a key part of Tantanoola's heritage, along with its hotel and the infamous Tantanoola Tiger.

Tantanoola had a population at the 2021 Census of 457, a decline of 39 people or nearly 8% since 2016. The town is the closest to the Kimberly Clark mill, the district's largest employer, though the workforce for this mill is spread out far beyond Tantanoola. On the south-western side of the town is the Holla Fresh herb farm, which is also a major employer.

Tantanoola Primary School closed in 2020, and the land is currently for sale. The future of the school site is currently to be determined. Tantanoola's park lands are also home to sporting facilities for the Tantanoola Football and Netball Club.

4.7.2. Actions

Tantanoola currently does have a demand for housing, primarily from workers at the Holla Fresh herb farm. Currently, many of these workers come to the town from Mount Gambier, and a more local workforce would be preferable. However, it is considered likely that these workers would typically lack the capital required for the development of new housing.

Tantanoola has approximately 51ha of Rural Living Zone to the north of the town. Forty hectares of this is on the northeastern side, between Kennedy Road and Telfers Road, and is almost entirely undeveloped. The other part of this zone sits between Kennedy Road and Tantanoola Road, and while more developed than the larger section, still has space for further development. In general, rural residential development in this area would be beneficial in providing residential land supply for the town.

1. Support, in principle, rural residential development on the northern side of Tantanoola

Land on the eastern side of Tantanoola Road is divided into allotments generally of approximately 7ha for some 500m beyond the existing zone boundary. These would be too small for productive agricultural use and the Rural Living Zone should be extended over these to provide further land supply.



2. Seek to amend the Planning and Design Code to extend the Rural Living Zone along Tantanoola Road

The Holla Fresh site to the southwest of Tantanoola is currently located within a Rural Living Zone. This zone is not one which supports intensive horticulture, and it is therefore inappropriate. This zone should therefore be amended to a zone more aligned to its current use, in order to better allow Holla Fresh to expand in future if necessary.

3. Seek to amend the Planning and Design Code as it relates to the Holla Fresh site in Tantanoola to reflect the true use of this land

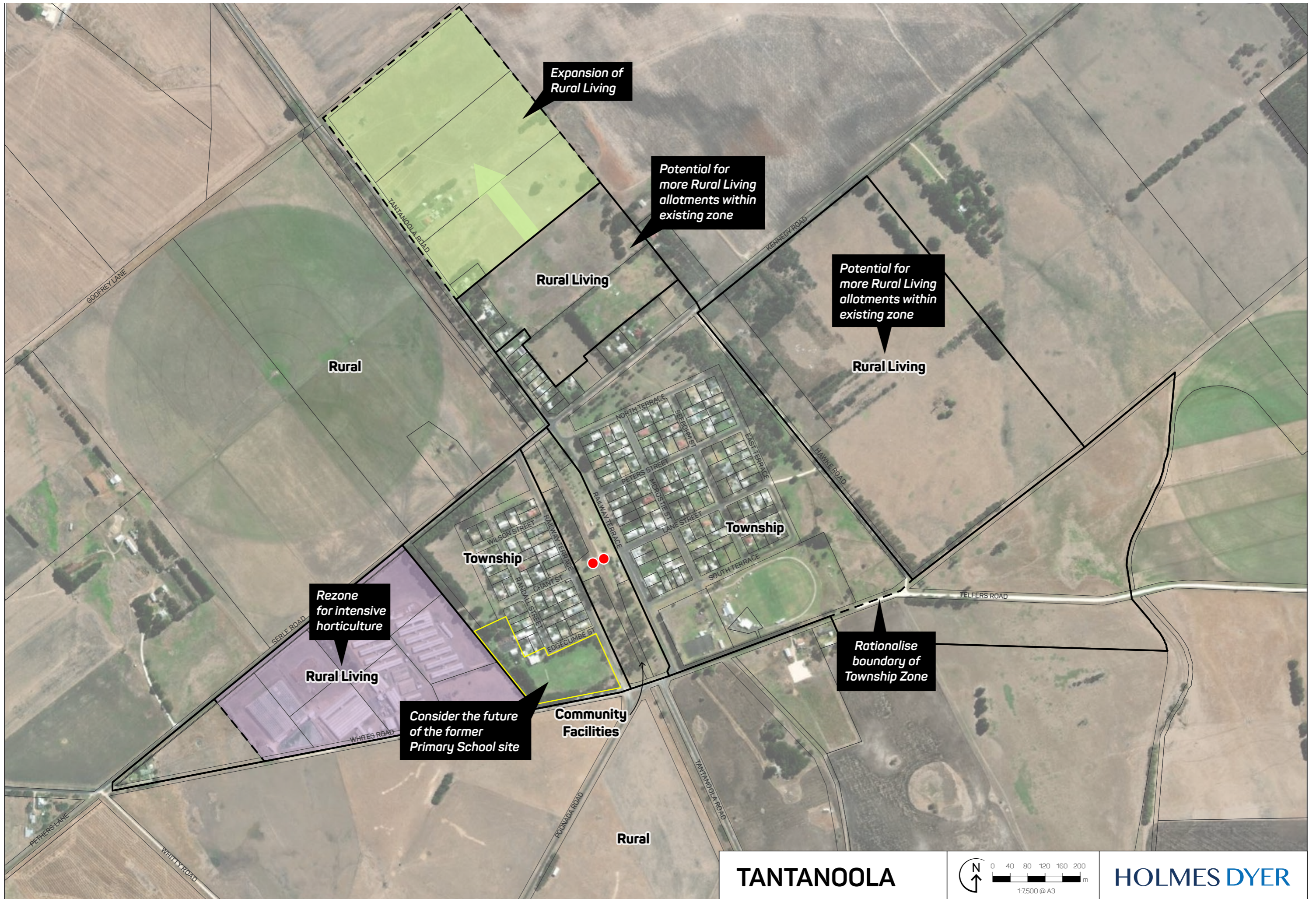
It is not considered likely that there would be a need to identify additional land for township sized allotments in Tantanoola. Indeed, there is an existing area of Township Zone to the east of the town along Telfers Road. This is surplus to requirements and should revert to the Rural Zone.

4. Seek to amend the Planning and Design Code to remove the undeveloped area of Township Zone to the east of Tantanoola

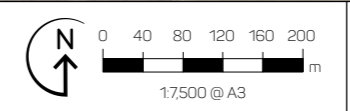
With the closure of the school, the future of this site will need to be considered. While the return of the school would be welcome, it is unlikely to be feasible. Council should therefore seek to work with the State Government to find an appropriate use for the site.

5. Work with the State Government to appropriately reuse the Tantanoola Primary School site





TANTANOOLA



HOLMES DYER

4.8. Mount Burr

4.8.1. Context

Mount Burr is another forestry town which has suffered from the closure of the town's mill, but is now rebounding. A 10-minute drive from Millicent, the suburb of Mount Burr had a 2021 population of 367, six more than in 2016.

Housing in Mount Burr is very affordable, with a median house price of \$107,500. It therefore may be a good option for people looking to commute to Millicent. It also has a primary school, so may be attractive to those looking to raise a family. Aside from the primary school, Mount Burr also has a football club and netball courts.

4.8.2. Actions

Mount Burr is currently within the Township Zone, which provides for a range of uses at an intensity of land use appropriate for a rural character. However, Mount Burr's township zone is not truly defined, being instead simply a large rectangle in the forest. It would therefore be useful to better define the township in terms of zoning. This may include a strip of land along Mount Burr Road which would include the cluster of homes to the west of the town itself.

1. Seek to amend the Planning and Design Code to clarify the boundary of the Mount Burr township

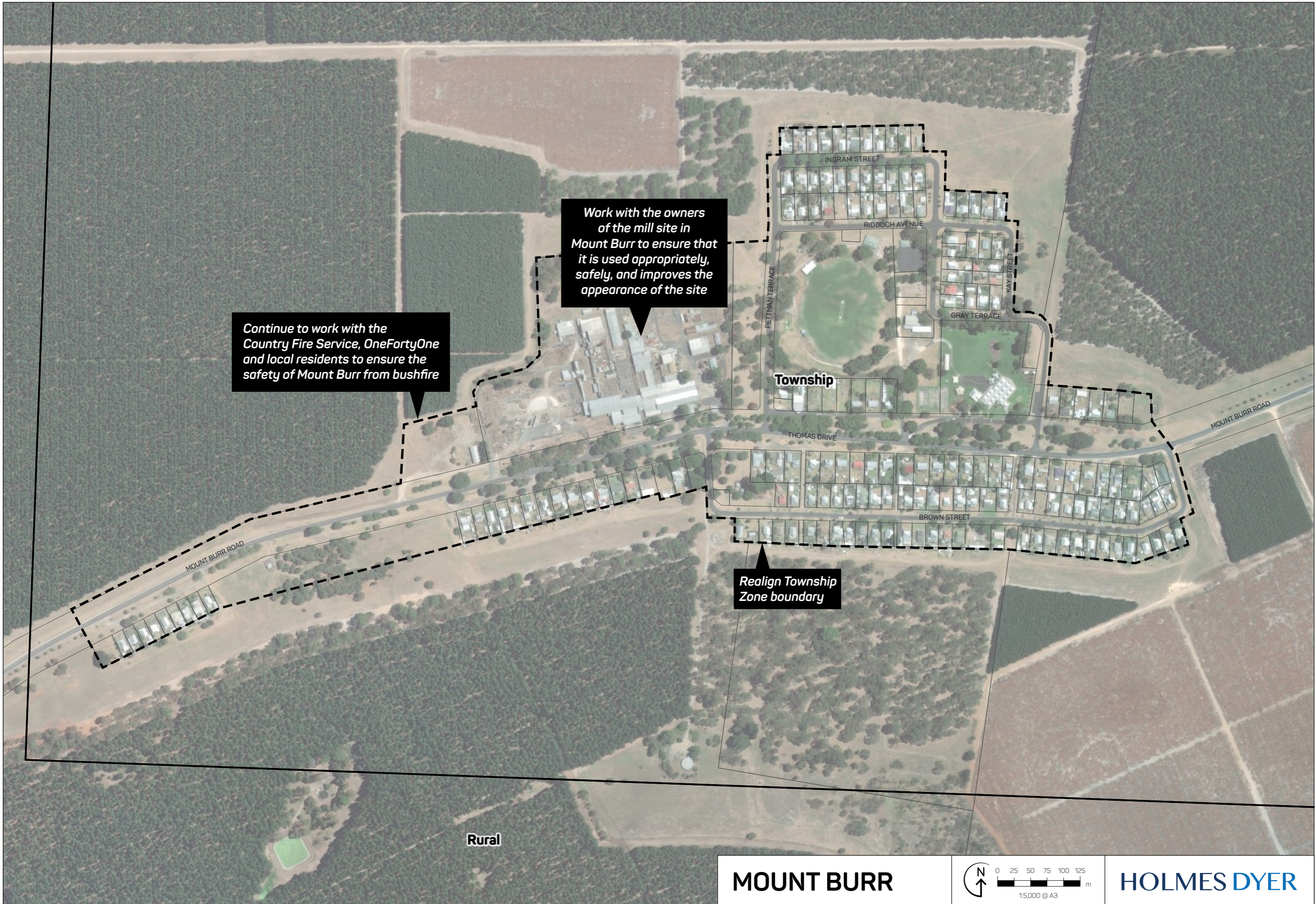
Like Nangwarry, Mount Burr is surrounded by forest, which brings with it the threat of bushfire. Council will need to continue to work with the CFS, OneFortyOne, and local residents, to ensure the town is prepared for the potential of a bushfire.

2. Continue to work with the Country Fire Service, OneFortyOne and local residents to ensure the safety of Mount Burr from bushfire

The mill site in Mount Burr, unlike Nangwarry, has seen new uses move into the mill. This includes a bed and breakfast and a recycling facility. However, there are compliance issues with the mill in its current state. Council should therefore seek to work with the owners of the site to ensure that it is used appropriately, safely, and improves the appearance of the site.

3. Work with the owners of the mill site in Mount Burr to ensure that it is used appropriately, safely, and improves the appearance of the site.



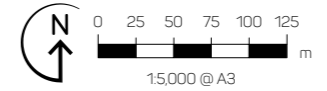


Continue to work with the Country Fire Service, OneFortyOne and local residents to ensure the safety of Mount Burr from bushfire

Work with the owners of the mill site in Mount Burr to ensure that it is used appropriately, safely, and improves the appearance of the site

Realign Township Zone boundary

MOUNT BURR



HOLMES DYER

4.9. Southend

4.9.1. Context

Southend, like Beachport, has significant environmental challenges relating to coastal protection. The Southend area had a 2021 population of 301, an increase of 38 (14.4%) since 2016. Southend at the 2021 Census had 186 dwellings; three fewer than in 2016. Like Beachport, it is a popular seaside holiday destination, and many dwellings are not permanently occupied, with only 58.2% considered to be the permanent place of residence.

Given its coastal location, Southend is likely to see increasing demand for housing, particularly from people looking to purchase holiday homes, and retirees looking for a seachange.

In 2018, Council commissioned the Southend Adaptation Study, which examined the impacts and risks of coastal erosion and inundation around Southend. It found that there would be a need for the managed retreat of assets from areas at risk from erosion. This included relocation of the Caravan Park and Sailing Club. Council resolved to renew the lease at the Southend Caravan Park in late 2020 and works have been undertaken on the existing caravan park site.

The Southend Social Club is an important part of the town during the tourist season, based in the Southend Community Hall. In front of the hall is a playground and tennis courts, as well as the playground at the corner of George and Giles Streets. This is generally considered to be sufficient.

4.9.2. Actions

The impacts of erosion will be the key issue for Southend in the medium-long term, and will require action in the short-medium term to address this. With coastal protection being a State Government responsibility, any resolution of issues regarding coastal erosion will need to be made in collaboration with the State Government, as well as local residents and landowners. It is outside the scope of this plan to say what this resolution should be, but it is important for the content of this plan that a solution is found and implemented. Such work should also be regularly fed back to the community, in order to provide certainty and confidence.

1. Work with the State Government, as well as local residents and landowners, to reach an agreed response to the issues of coastal erosion in Southend

Southend has one of the largest lobster fishing fleets in the Limestone Coast, which requires large sheds for storage, maintenance and other work. This is generally not consistent with the Neighbourhood Zone which covers most of Southend, but is consistent with the Employment Zone along Harvey Street. There are approximately a dozen blocks available within the existing Employment Zone, currently owned by the Department of Environment and Water. These are understood to be subject to an ongoing Native Title Claim, but this does not necessarily preclude the development of these allotments if an appropriate Indigenous Land Use Agreement (ILUA) can be agreed upon.

2. Work with the Department of Environment and Water and First Nations groups to allow development on the undeveloped allotments along Harvey Street

The fishing fleet uses the boat ramp and jetty located on Cape Buffon. This is currently part of the Conservation Zone due to it being part of Canunda National Park. However, this does not reflect the actual use of this area, and may limit development which would support this industry. Additionally, this location is well-suited to tourist development, with a beautiful outlook over Rivoli Bay. Therefore, it may be preferable to rezone this area to a more suitable Zone, such as the Infrastructure (Ferry and Marina Facilities) Zone. Any such development would nonetheless need to be considerate of the natural environment including native vegetation and coastal erosion.



3. Seek to amend the Planning and Design Code to reflect the uses and tourism potential around the Southend jetty
4. Support, in principle, small-scale tourism development near the Southend jetty

As outlined in the district-wide section, some land in Southend is currently zoned for development, but may not be suitable based on environmental constraints. This includes the prevalence of native vegetation, and potential bushfire risks, specifically relating to the land behind Cape Buffon Drive (currently a Neighbourhood Zone) and the Rural Living Zone on the seaward side of Southend Access Road. While there is presently insufficient evidence to confirm this to the required standard of evidence, should land prove to be unsuitable for development, it should be rezoned to reflect this.

5. Where development is demonstrated to be inappropriate due to environmental constraints, seek to ensure that land is zoned in a way so as to not misrepresent its development potential

Land which may be more suitable for development is on the inland side of the Southend Access Road, with this land having mostly been cleared of vegetation. At present, the Neighbourhood Zone continues beyond Watson Street and the Southend Social Club, with around 27ha of land not currently developed, though some of this is still vegetated. This can be used for residential development where environmental factors permit. Part of this area is owned by Council, and Council should generally support selling this land for development.

6. Where possible, support the development of new housing in Southend, within the existing zoned area

There is also an existing Rural Living Zone on the inland side of the access road, of approximately 18.5ha. This zone could be further expanded along the inland side of the road, on land not subject to potential flooding from Lake Frome. However, there is the potential for industrial land supply to be insufficient in the long-term, for example if there are issues in negotiating an ILUA. Therefore, this strip could be either Rural Living Zone or another Employment-type Zone, depending on need in the medium-term.

7. In the longer term, seek to amend the Planning and Design Code to either extend the Rural Living Zone along the inland side Southend Access Road, or add an Employment-type Zone on this land

With an expanded Rural Living Zone, the current zoned area may allow for smaller allotments (albeit still larger than those in the township itself). However, given that this area is only now being developed, it is unlikely that substantial redevelopment activity will occur in this area in the short-term. However, in the longer-term, amendments could be made to the Planning and Design Code to permit smaller allotments in this area.

8. In the longer term, seek to amend the Planning and Design Code to allow for smaller, rural residential allotments in the existing Rural Living Zone on the inland side of Southend Access Road



Storm Surge Risk (Considering 1m of Sea Level Rise)
Department of Environment, Water and Natural Resources, 2012

Seek to amend the Planning and Design Code to reflect the uses and tourism potential around the Southend jetty and support, in principle, small-scale tourism development

Coastal Waters and Offshore Islands

Coastal protection measures needed to mitigate the impacts of erosion

Potential need for measures to protect houses from coastal erosion

Conservation

Rural Living development may be limited by native vegetation protection requirements

Consider expanding Rural Living or Employment, dependent on future demand

Rural Living

Consider allowing smaller allotments (>2000sqm)

Community Facilities

Potential expansion of residential development

Neighbourhood

Rural

Employment

Work with the Department of Environment and Water and First Nations groups to allow development on the undeveloped allotments along Harvey Street

Access

Access

Township residential development may be limited by native vegetation protection and bushfire safety requirements

Conservation

4.10. Rendelsham

4.10.1. Context

Rendelsham is located only a 10-minute drive from Millicent along the Southern Ports Highway. The town straddles the highway, and the former railway line. It is also home to a primary school, being the smallest town in the district to host a school.

The suburb of Rendelsham had a population of 229 (2021), but has a large geographic extent, taking in nearly 80sqkm surrounding the town. The township itself had a 2016 population of 58, but this does not include the Rural Living Zone immediately surrounding the township (data for this area from 2021 is not available).

Rendelsham is another example of a Government Town from the late 19th century, with its ring of park lands. An oval which is home to the Rendelsham Cricket Club is located on the southern side of the town.

4.10.2. Actions

Given Rendelsham's proximity to Millicent, pleasant setting, and primary school, the town has significant potential, and is an attractive prospect, especially for younger families looking for rural living. As such, there is likely to be demand for larger allotments immediately surrounding Rendelsham. Indeed, examining the potential for further rural living was included in the Rendelsham Community Town Plan.

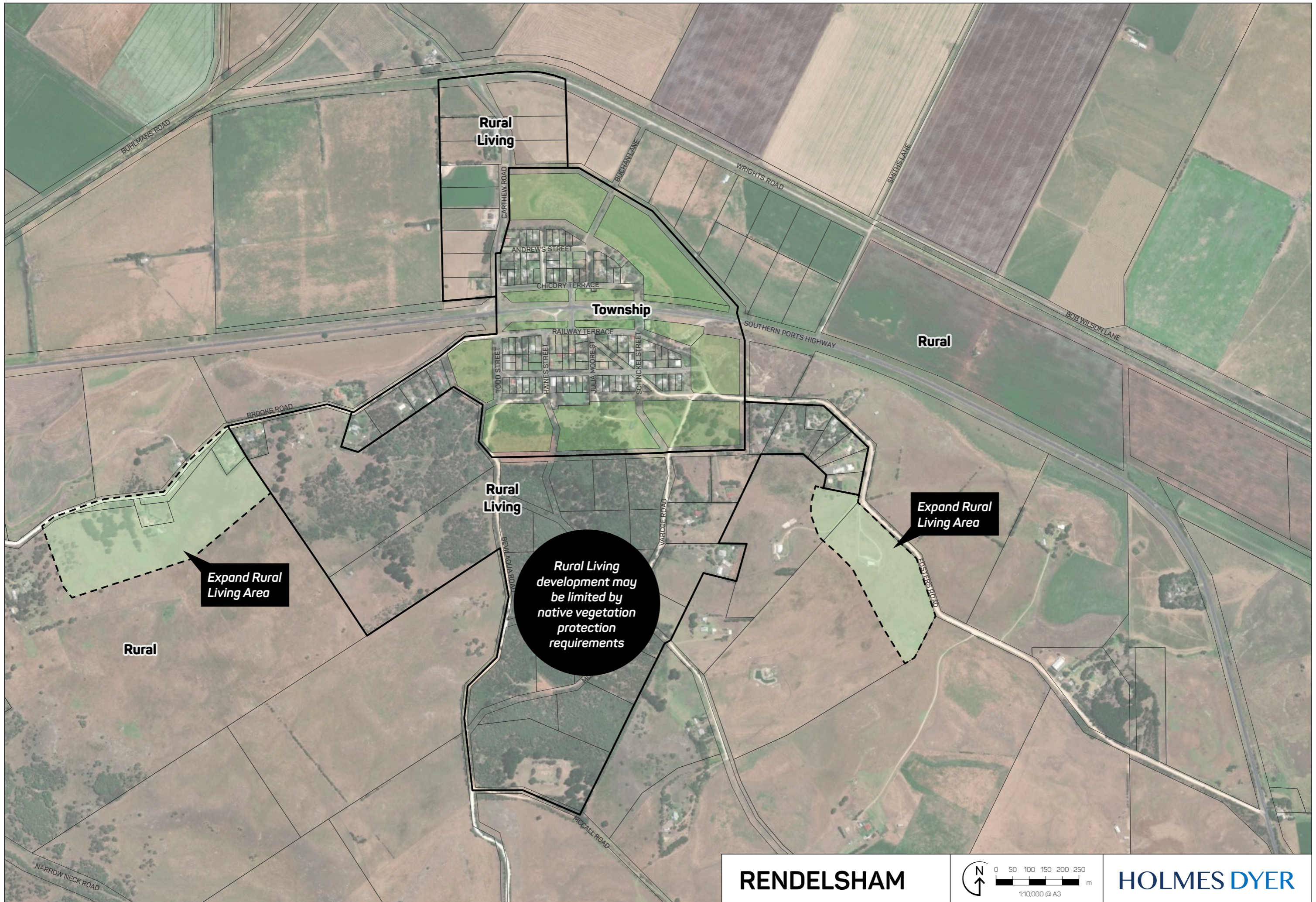
As outlined in the district-wide section, and similar to Southend, the scrub land to the south of Rendelsham is currently zoned for development, but may not be suitable based on environmental constraints, specifically native vegetation. While there is presently insufficient evidence to confirm this to the required standard of evidence, should land prove to be unsuitable for development, it should be rezoned to reflect this.

1. Where development is demonstrated to be inappropriate due to environmental constraints, seek to ensure that land is zoned in a way so as to not misrepresent its development potential

It may be preferable to see rural residential development along Fosters Road and Brooks Road to the east and west of the town respectively. While the land to the south of Wrights Road is currently laid out in a pattern which would generally be considered conducive to rural residential development, this land is subject to inundation to a degree which is generally considered to make it inappropriate for development.

2. Seek to amend the Planning and Design Code to provide additional land for rural residential development in Rendelsham, particularly along Fosters Road and Brooks Road.





RENDELSHAM

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HOLMES DYER

4.11. Coonawarra

4.11.1. Context

Coonawarra is the heart of the wine region of the same name, a 10-minute drive north of Penola. The locality of Coonawarra had a 2021 Census population of 135, however most of these live outside of the township itself. The local wine industry, and the tourism that comes with that, is the key employer in the area.

Coonawarra township is not simply surrounded by vineyards, but vineyards penetrate the township itself. This does add to the township's character, but development pressures may mean that these plots of land should be developed for housing or workers' accommodation. However, given the importance of the vineyards, no expansion of the township should occur beyond its existing boundaries.

Coonawarra Memorial Park is located along Memorial Drive, and has appropriate public facilities including a playground. This is considered an appropriate level of public open space provision for the town.

4.11.2. Actions

The main road connecting Coonawarra to the Riddoch Highway is Memorial Drive. The two commercial businesses in the township, cellar door and restaurant Ottelia and the Coonawarra Store, are both situated on Memorial Drive. Concentrating shops and restaurants like this along this drive is preferable, with better access to transport connections and providing a more concentrated activity centre, visible to tourist traffic.

1. Support commercial development in Coonawarra along Memorial Drive



To the west of the town along Memorial Drive is Coonawarra Siding, with its now disused railway station. This is a popular spot for tourists, and tourist traffic is likely to increase with the creation of the cycling trail along the rail line. Connections between the trail and cellar doors and the township of Coonawarra itself will be important in the success of the trail. Therefore, Council should work with stakeholders to ensure that appropriate connections are provided.

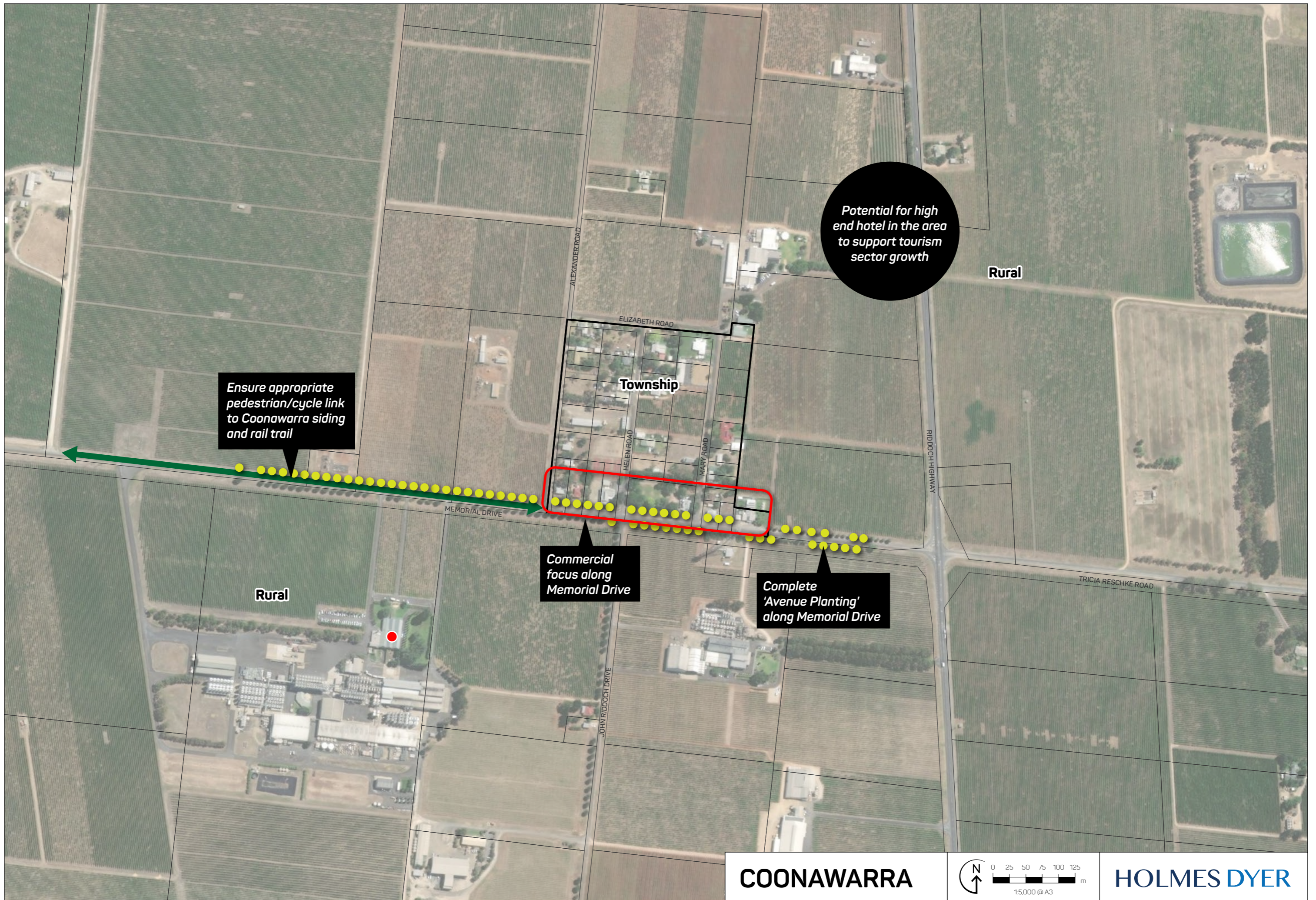
2. Work with land owners and local businesses to connect businesses, including those in the Coonawarra township, to the Coonawarra Rail Trail

Memorial Drive also has an incomplete "avenue planting" of oak trees which adds to the character and amenity of the town. Completing this planting along both sides of the road would add to this further, and enhance the commercial offering and cycle link outlined above.

3. Reinforce the "avenue planting" of oak trees along Memorial Drive in Coonawarra

There has also been a long-standing desire to improve the standard of tourist accommodation available in the Coonawarra, and previous plans have suggested that a high-end hotel would be of value. This plan does not consider any specific site for a potential hotel, motel or resort facility, but it is considered that it would be a valuable development which would support tourism in the region.

4. Support, in principle, high-end tourist accommodation in the Coonawarra region



Ensure appropriate pedestrian/cycle link to Coonawarra siding and rail trail

Potential for high end hotel in the area to support tourism sector growth

Commercial focus along Memorial Drive

Complete 'Avenue Planting' along Memorial Drive

COONAWARRA

0 25 50 75 100 125
15,000 @ A3

HOLMES DYER

4.12. Hatherleigh

4.12.1. Context

Hatherleigh is a small community located on the Princes Highway, a 10-minute drive north of Millicent. It is another example of the late 19th century Government Towns with a ring of park lands.

At the 2021 Census, the broader suburb of Hatherleigh had a population of 154, an increase of 23 (17.6%) from 2016. No smaller level of geography was available to better understand the population of the township itself.

The land division pattern of Hatherleigh suggests it is a much larger town than is really the case, with many allotments across both the township and rural living areas north and south of the town. In each case, properties are typically currently made up of several allotments, with township allotments typically being approximately 1000sqm, and rural living allotments around 3ha, but residential sites typically comprise multiple allotments.

The Hatherleigh Sports Club is an important hub for the community, and has three netball courts as well as an oval. This is considered an appropriate level of public open space provision for the town.



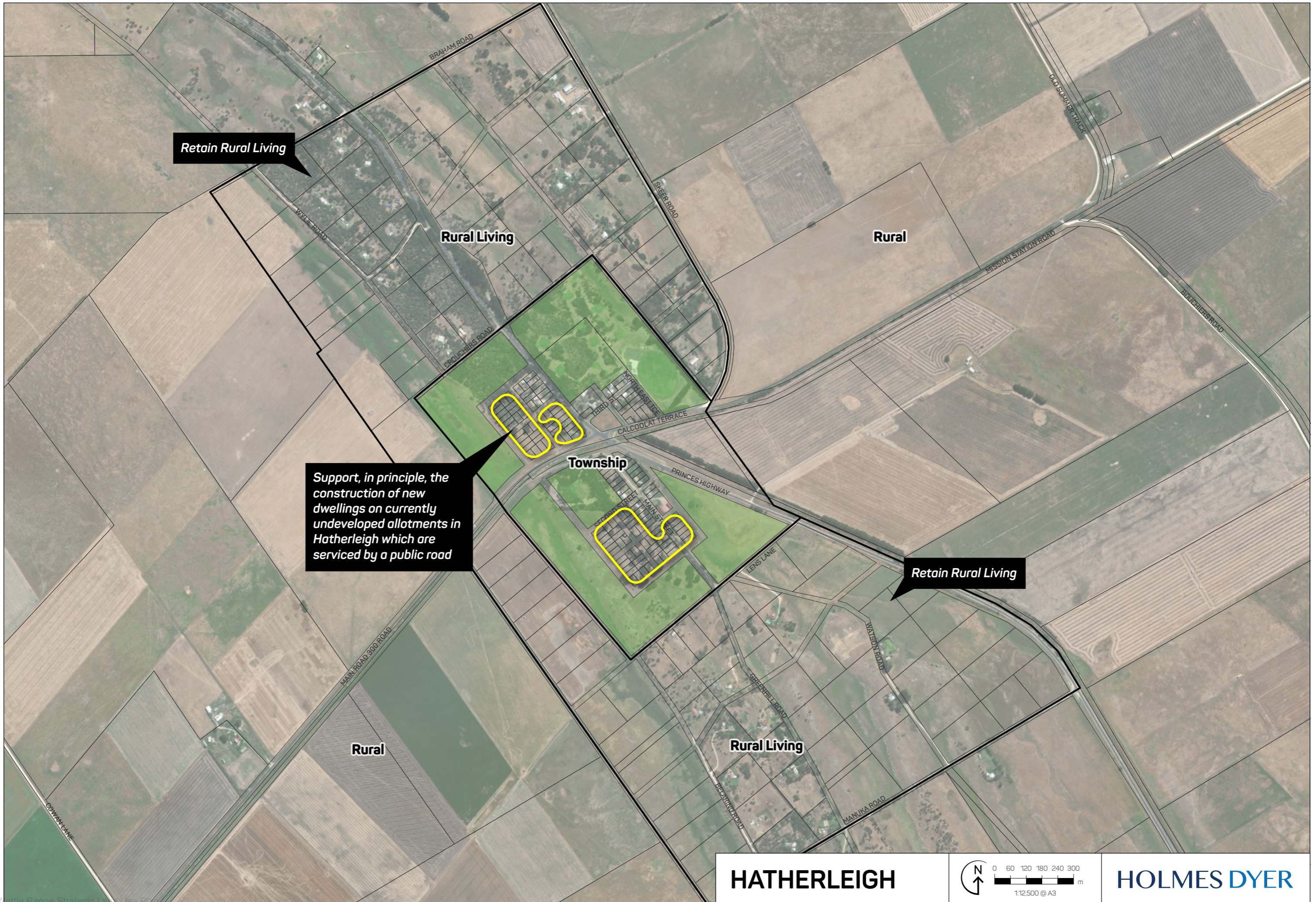
4.12.2. Actions

In other areas the large land division pattern with undeveloped allotments could present a problem because of the lack of infrastructure or due to environmental considerations. However, in Hatherleigh, this is not the case. While there is a substantial area of native vegetation to the north of the town, this area has mostly already been developed, with dwellings on most of these allotments. Therefore, the only likely problems which would be associated with the development of these allotments would be the potential service infrastructure requirements. Given the nature of the town and its existing service infrastructure, the only such requirements are an electricity connection and a public road. Some roads have already been constructed, and already have an electricity line to service existing homes, so the development of allotments on these roads is theoretically not an issue.

The Township Zone area has a minimum lot size applied of 1200sqm, and the Limited Land Division Overlay is applied across the Rural Living Zone. Both of these are effectively redundant given the land is already divided, and the township allotments are already below the minimum size, however, this does have the effect of preventing the creation of additional allotments in Hatherleigh.

Therefore, Council can support, where desired, the construction of new dwellings on currently undeveloped allotments with a connection to a public road.

1. Support, in principle, the construction of new dwellings on currently undeveloped allotments in Hatherleigh which are serviced by a public road.

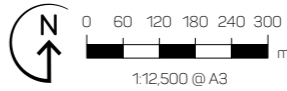


Retain Rural Living

Support, in principle, the construction of new dwellings on currently undeveloped allotments in Hatherleigh which are serviced by a public road

Retain Rural Living

HATHERLEIGH



HOLMES DYER

4.13. Furner

4.13.1. Context

Furner is a farming community on the northern side of the district. The 2021 Census registered a population of 156 across the suburb of Furner, but as with Hatherleigh, no smaller geography level is available for the township itself. This is an increase of 35 from 2016 or 28.9% (the largest percentage growth of any area in the district).

Unlike other towns in the district, Furner is not zoned as a township. It is currently in the Rural Zone with nothing in a planning policy sense differentiating it from the farmland surrounding it.

Furner, like Hatherleigh, has many more allotments already divided than there are houses. Allotments are typically 1000sqm, but many allotments are either unoccupied, or function as though they were amalgamated. In terms of infrastructure provision, Furner only has roads and electricity, and all but two allotments are on a constructed public road. Those two which are not are on the northern edge of the town, west of West Terrace.

Furner also has an oval and sports club. There is not considered to be any need for additional public open space in Furner.

4.13.2. Actions

The current zoning of Furner as part of the Rural Zone is not reflective of its character. The core township area should instead be designated a Township Zone or similar to reflect this character.

1. Seek to amend the Planning and Design Code to define the township of Furner

The Furner Community Town Plan also stated a desire for rural living land around the town, with allotments of 10-100 acres (4-40ha). To the southeast of the town, east of Figg Lane and south of Furner-Redhill Road are a series of allotments of approximately 8ha. These are therefore approximately the right size for rural living, and appear to be used for this in reality. As such it may be reasonable to apply the Rural Living Zone over these allotments. There may, however, also be a need for further land to be made available for rural living. This may be considered further in the plan itself.

2. Seek to amend the Planning and Design Code to allow for rural residential development to the southeast of Furner

Another point which may be worthy of consideration is one of heritage listing. The former Kintore Inn building is one with clear heritage value, and is an important landmark in the town, but is not currently protected. It may therefore be worth seeking an expert investigation into listing this building on the heritage register, and potentially the ruins to the rear of the building, as a Local Heritage Place.

3. Consider investigating the potential to list the former inn in Furner as a Local Heritage Place

Furner has also been identified as a blackspot for phone reception. This is something which may need to be remedied.

4. Work with appropriate agencies to resolve the mobile phone reception blackspot in Furner



Investigate listing the Inn as a Local Heritage Place

Potential Township Zone

Lack of phone reception in township

Many undeveloped township allotments

Rezone Rural Living

Rural

4.14. Rocky Camp

4.14.1. Context

The settlement of Rocky Camp is a rural living area on the edge of the Mount Burr forest, just over a 5-minute drive from Millicent. The 2021 Census puts the population of the suburb of Rocky Camp at 133, with no smaller geography level available.

Allotments can vary in size but are typically approximately 2ha in size. While no expansion of the functional rural living area is anticipated, the northern portion of the area is not currently part of the Rural Living Zone, despite allotments already having been divided.

Rocky Camp has no public open space. This is consistent with its rural residential character, and it is not anticipated that any new public open space should be made available.

4.14.2. Actions

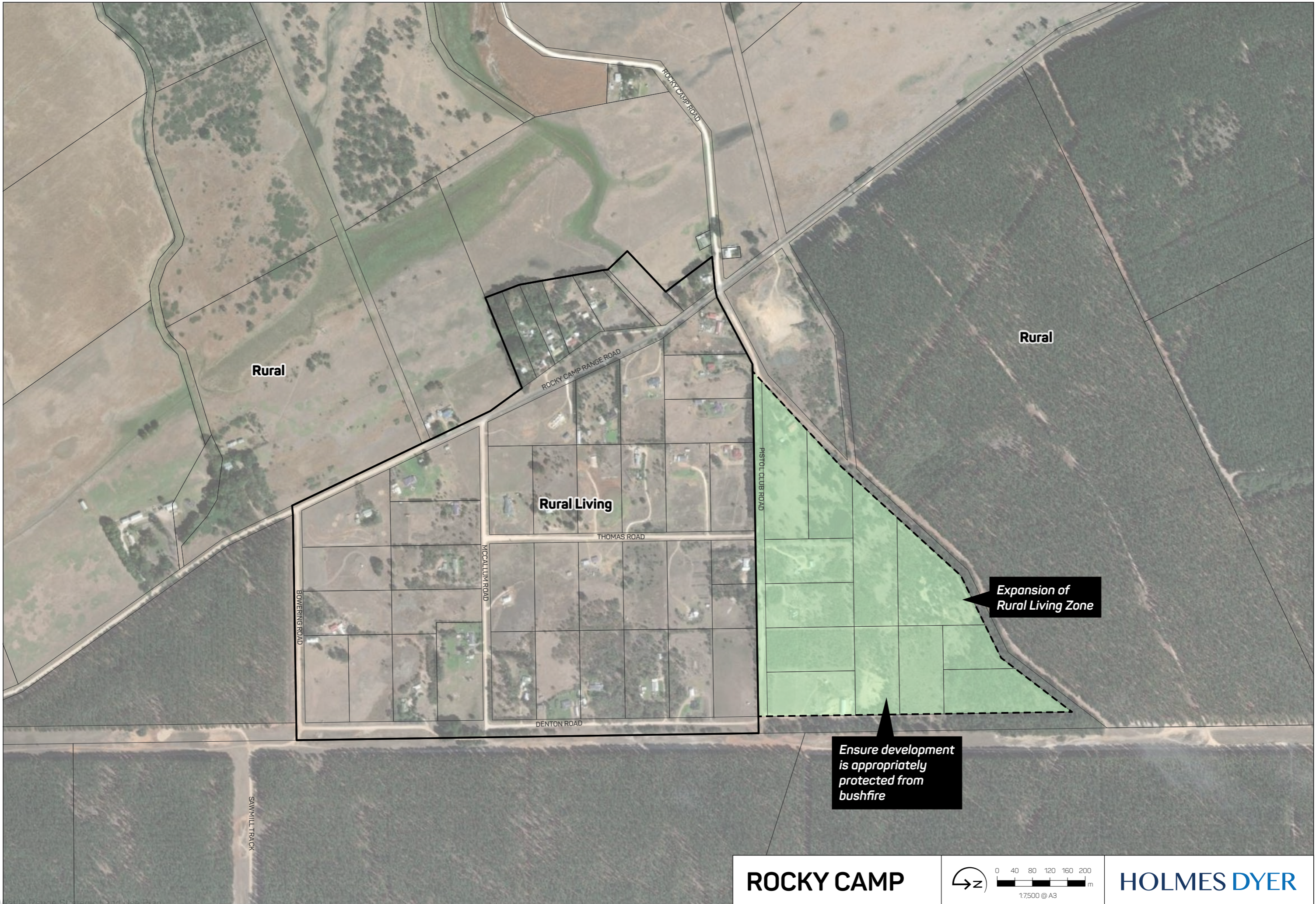
It is not anticipated that the Rocky Camp area will grow over the next 20 years. However, it is considered that the existing pattern of development should be formalised under the Planning and Design Code. This means rezoning the area on the northern side to reflect the same planning policy conditions as the southern side of the Rocky Camp settlement.

1. Seek to amend the Planning and Design Code to reflect the existing pattern of development in Rocky Camp

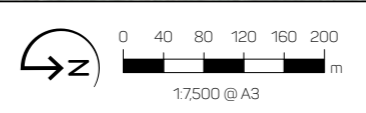
Being on the edge of the forest, Rocky Camp is at increased risk of bushfire. It will be important to ensure that development is and remains as safe as possible from a bushfire threat.

2. Continue to work with the Country Fire Service, OneFortyOne and local residents to ensure the safety of Rocky Camp from bushfire.





ROCKY CAMP



HOLMES DYER