



Department of
Sustainability
and Environment



SEASPRAY

URBAN DESIGN FRAMEWORK

COASTAL TOWNS DESIGN FRAMEWORK
VOLUME 3

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WELLINGTON
SHIRE COUNCIL



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THE VISION FOR SEASPRAY

“Seaspray will retain its character as a holiday and residential village tucked behind the dunes on the Ninety Mile Beach. It will have excellent parks, picnic areas and facilities for holidaymakers staying in the settlement and day visitors from Sale and surrounding areas.

Seaspray’s streets will be tree lined, with good walking and cycle paths. New buildings will reflect the ‘coastal village’ setting and history of the settlement and the character of older areas will be respected.

The main activity area, the foreshore, will be conveniently and safely accessed on foot and will be enhanced and linked to a village focal point with a limited range of commercial facilities, open space and public amenities.”

This final report details an Urban Design Framework for Seaspray that will assist the realisation of this Vision over the next 15 - 20 years.

The preparation of this document was initiated jointly by the Department of Sustainability and Environment, East Gippsland Shire Council, Wellington Shire Council and the Gippsland Coastal Board.

This document is the result of the combined contributions of:

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1. INTRODUCTION

Meinhardt Infrastructure & Environment Pty Ltd heads a planning consortium that was engaged by the East Gippsland and Wellington Shire Councils, in association with the Department of Sustainability and Environment and the Gippsland Coastal Board to prepare a Coastal Towns Design Framework for 19 towns within East Gippsland and Wellington Shires.

The project team comprised Meinhardt Infrastructure & Environment Pty Ltd, Urban Initiatives Pty Ltd, Urban Futures Consulting, Saturn Corporate Resources Pty Ltd and Ecology Australia Pty Ltd.

What is an Urban Design Framework (UDF)?

An Urban Design Framework provides strategic guidance for the future development of urban areas (which can range from specific sites to small townships and metropolitan suburbs). It establishes an integrated design vision that involves the generation of ideas and the preparation of realistic design concepts based on community consultation, research and analysis. The vision is realised through tools such as planning scheme changes, capital works projects and guidelines for private development.

In preparing a UDF it is critical to:

- Adopt a long term view (15-25 years);
- Identify strategic goals and actions;
- Examine social, cultural and economic opportunities as they affect physical form; and
- Examine and identify synergies with neighbouring towns and the region.

Project Objectives

The objective of the Coastal Towns Design Framework Project is:

“To provide a sustainable vision for the future form, image and function of these settlements and give greater certainty to the local communities and investors about what is possible and appropriate in terms of future development.”

Particular project objectives are:

- Assist the implementation of the Victorian Coastal Strategy and the Integrated Coastal Planning for Gippsland Coastal Action Plan.
- The preparation of objectives, strategies, policies and plans to support the vision for each town.
- The provision of detailed design guidance and planning provisions for the settlements and development pressure areas.
- The identification of priority actions and an implementation program that respond to identified needs.



Ninety Mile Beach at Seaspray

2. PROJECT SCOPE AND APPROACH

The Coastal Towns Design Framework project is aimed at providing guidance on the location, type and extent of future development along the coast of the Wellington and East Gippsland Shires, with specific emphasis on nominated settlements. The project covers approximately 40% of the Victorian coastline from the NSW / Victorian border in the east and almost to Wilsons Promontory in the west (refer Figure 1 Seaspray Location Plan). The individual towns for which a UDF is being prepared are:

Wellington Shire	East Gippsland Shire
<ul style="list-style-type: none"> • Robertsons Beach • Manns Beach • McLoughlins Beach • Woodside Beach • Seaspray • The Honeysuckles • Paradise Beach / Golden Beach • Loch Sport 	<ul style="list-style-type: none"> • Paynesville • Raymond Island • Eagle Point • Metung • Nungurner • Lakes Entrance • Lake Tyers Beach • Marlo • Bemm River • Mallacoota • Gipsy Point

The project is part of a suite of studies being undertaken in the region, including the Coastal Spaces Initiative, which aims to improve strategic planning for sustainable development in coastal Victoria. The Initiative includes the Coastal Spaces Landscape Assessment Study (September 2006), which is a key strategy document commissioned by the Department of Sustainability and Environment. The study focuses on the coastal areas of Gippsland (Bass Coast to the NSW border), the Bellarine Peninsula and the coast west of Warrnambool to the South Australian border. The project identifies and maps individual landscape characteristics within these coastal regions, identifies significant landscapes and provides an implementation framework to assist local government and other agencies in managing development impacts within coastal landscapes.

The Coastal Spaces Initiative also includes the Recreational Nodes Study, work on Coastal Acid Sulphate Soils, the Geelong Corridor Strategy and Bellarine Strategic Plan, Urban Design Frameworks for South Gippsland, as well as the Urban Design Frameworks in this project.

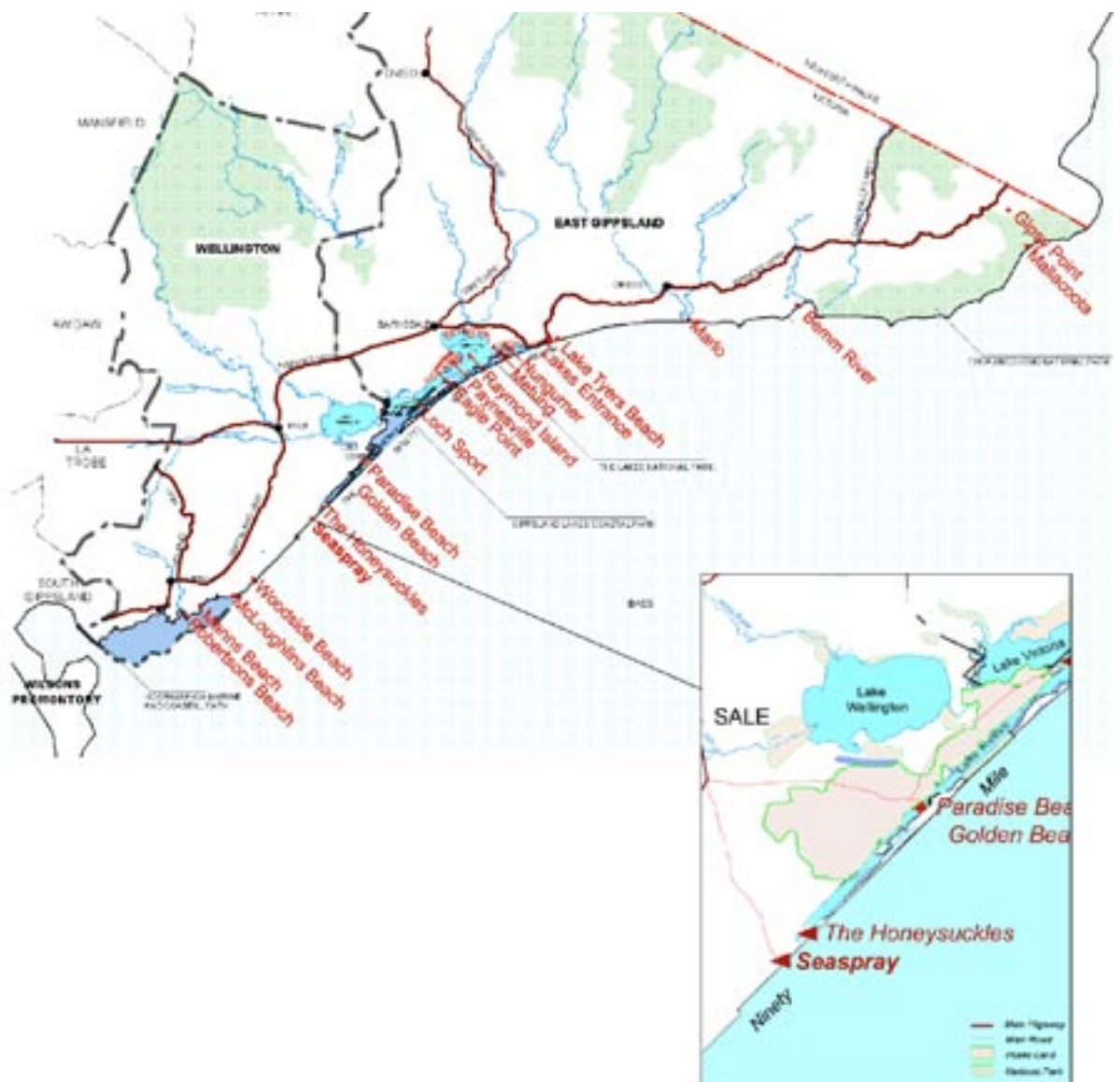
Each project will be informed by complementary work from other projects, as appropriate, including the Domestic Waste Water Management Plan in the Gippsland region, the Strategic Tourism Plan in East Gippsland Shire and the Subdivision Strategy in Wellington Shire.

There are a number of regional studies that will also inform the development of the coastal towns in this project, including the Integrated Coastal Planning for Gippsland Coastal Action Plan (CAP), Gippsland Lakes

CAP and Gippsland Estuaries CAP. The Integrated Coastal Planning for Gippsland CAP provides for an integrated approach to coastal planning policy and management in Gippsland and will help ensure that coastal development occurs in a sustainable manner. The Gippsland Lakes CAP recognises that the region faces increasing development pressures and seeks to provide for and direct development that respects environmental values. The Gippsland Estuaries CAP aims to develop a strategic framework that will support planning and management processes for estuaries across Gippsland, whilst providing for the protection and enhancement of significant features (environmental, economic, social and cultural) of Gippsland's estuaries.

The final output from the Coastal Towns Design Framework project comprises three volumes: Volume 1 contains the Strategic Regional Background Report; Volume 2 contains the Between Settlements Strategic Framework; and Volume 3 contains the 19 individual Urban Design Frameworks.

Figure 1 Seaspray Location Plan



Report Structure

The report structure for each UDF commences from Section 3 with a review of the settlement study area, starting with the regional influences and a description of the settlement (under the headings of township profile, coastal settlement framework and role, population profile, natural resources and cultural heritage values).

The next section (Section 4) focuses on the planning and development context, commencing with a review of the state/regional planning policy and the Wellington Planning Scheme. The review of development related issues covers building approvals, land supply and infrastructure.

Community and stakeholder consultation forms a critical part of the information gathering process and Section 5 outlines the issues raised through the consultation process.

The principles that underpin the UDF are outlined in Section 6 followed by an analysis of the specific issues and opportunities of the settlement (in Section 7).

The strategic framework is presented in Section 8, which includes the vision and key objectives and strategies.

The implementation plan is outlined in Section 9 and includes the site/s chosen to be the subject of a master plan, any planning scheme provisions required to implement the UDF and the priorities and programs (including project costings).



Seaspray Caravan Park

3. SETTLEMENT STUDY AREA

3.1 REGIONAL INFLUENCES

Seaspray is a long established township located towards the western end of the 90 Mile Beach, 33 km directly south of Sale and is 246 km from Melbourne. Seaspray is an important access point to the 90 Mile Beach area and the extensive areas of small lot subdivision that extend easterly for 28km to Golden Beach and Paradise Beach.

The Strategic Regional Background Report contained in Volume 1 provides an overview of the key regional issues and pressures that will affect the development of the Gippsland region.

Of particular relevance to the future of Seaspray are the following points:

- The ageing of the population requires particular services and generally slows the economy. This demographic change affects the types of activities undertaken within a town and the community dynamic.
- The “Seachange” phenomenon contributes to the ageing of the population. Seachangers also often seek part-time work or small business opportunities and sometimes have a relatively high level of disposable income due to the sale of assets. As new members of a community, seachangers often seek opportunities to become involved in town life. Seaspray’s accessibility to the services available in Sale and relatively close proximity to Melbourne (3 hrs) may provide attraction.
- Economic Growth in Wellington Shire will be focused on Sale. Job opportunities available in Sale and surrounding areas will be an encouragement for settlement in areas with close proximity to Sale.
- Most coastal towns in Wellington Shire do not have reticulated water or sewerage. Seaspray has a reticulated water supply and sewerage scheme is currently under investigation.
- The hinterland of the 90 Mile Beach coastline supports high levels of biodiversity. Environmental impact of development requires careful management to avoid degradation. Seaspray is at this eastern end of Lake Reeve, which is part of the Gippsland Lakes Ramsar site.
- Seaspray is a low lying area bordered by a narrow coastal dune, Merrimans Creek and wetland areas. A rise in lake and sea levels due to climate change or major coastal storm surge events may impact on the town.



Semi-permanent use in caravan park



Cottage in older part of Seaspray

3.2 SETTLEMENT DESCRIPTION

3.2.1 Township Profile

Seaspray is located about 30 minutes driving time from Sale along the Seaspray Road. It is an old and established settlement with a history as the original beach destination for Sale and its hinterland.

The town is sited on flat land between the 90 Mile Beach coastal dune system and the former coastal edge escarpment to the north. Merrimans

Creek forms a definite boundary to the town along its western edge and a flood way that extends eastward joins the creek to the extensive wetland system of Lake Reeve. A levee bank provides protection from flooding for the central heart of the town and properties adjoining this floodway. The floodway separates the two main residential areas of Seaspray with the earliest developed cottages on the southern side of the floodway and more recent development to the north. A small number of the older cottages in the town have been redeveloped, but many remain particularly in Bearup Street, Buckley Street, Irving Street and Shoreline Drive.

Land to the coastal side of Shoreline Drive is all public reserve and incorporates the beach and primary dune system. The foreshore reserve adjoins the Gippsland Lakes Coastal Park to the east. A large caravan park, camping ground (approximately 220 total sites) and parking area, boat launching facilities to Merrimans Creek, surf life saving clubhouse, park and public toilets and picnic facilities are all accommodated on this reserve opposite the town.

The town has two general stores with takeaway food and the recreation reserve has sporting facilities and meeting rooms including provision for tennis, football and cricket.

There is a larger lot low density subdivision on the hill beside the approach to the town. This is also the location of the primary school. Apart from the caravan park / camping ground there is no commercial visitor accommodation provided in the town.

The Sale-Seaspray Road and Shoreline Drive provide access through the town. A series of parallel, but interconnected streets exist in the older part of the town. North of the floodway a similar layout of local streets aligned with the main access road is provided. A dominant avenue of mature cypress pines marks the initial entry to the town. Another row of cypress pines exist adjacent to the recreation reserve. There is little other significant street landscaping throughout the rest of the town.

Most housing is modest in scale with some of the more recent development being two storeys. Many of the allotments are relatively small, which constrains the magnitude of development, the size of gardens and building separation. There are few vacant allotments in the township area.

Seaspray's primary attractions relate to the 90 Mile Beach access for fishing and swimming. The good accessibility available, the existence of a patrolled surf beach and the foreshore amenities make it a popular family holiday, weekender and day visit destination, particularly during the warmer months.

3.2.2 Coastal Settlement Framework and Role

The analysis of broader regional trends and prospects in the Strategic Regional Background Report has provided the basis for the formulation of a strategic approach to managing development of the 19 towns in this study. Regional demographic projections, economic growth prospects, infrastructure availability, environmental sensitivity and strategic policy directions are key determinants.

This broader analysis in combination with investigations focused on the individual settlements has enabled the development of a simple framework of settlements for this coastal project.



Heritage gates at Recreation Reserve



Bearup St reserve



General store

This framework identifies the role of each settlement in the region, and its capacity for growth and expansion. In turn the defined place in the framework has implications for the expansion of each settlement beyond existing boundaries, the protection of high value environmental resources within or adjoining the settlement, the nature of local character and its protection and the capacity of infrastructure and services and future provision.

Based on this framework an overview of the role and development potential is provided in Appendix A. In this context the future for Seaspray in relation to the other coastal towns within the study area is as a **Village likely to experience modest development with some minor expansion of the existing urban area**. Some of the attributes of a Village include a population of between 200 and 500 people, very limited commercial and community services and a community hall.

3.2.3 Population Profile

Seaspray is described together with The Honeysuckles for the purposes of examining population data.

Based on the 2001 Census count of urban centres and localities, the settlements of Seaspray and The Honeysuckles had a combined population of 225 persons. Over the 15 years to 2001 the township has experienced a decline in population averaging -1.1% per annum. The population growth rate for the Wellington Shire over the same period was -0.3% . The Wellington Population Analysis: Issues and Discussion Paper, prepared by the National Institute of Economic and Industry Research forecasts little or no growth for this area. There is little reason to suggest that under current conditions this forecast would need to alter.

However, the proposed extension of sewerage through the township could stimulate some growth in the area if some additional development sites were made available. It is unlikely that this growth would add more than 150 persons to the population by 2031, given the population prospects for the area.

As part of the study, a count of houses in the 2004 aerial photographs of the smaller townships has been undertaken. This count suggests that there are approximately 260 houses in Seaspray (including the rural residential area to the north). The 2001 Census counted 276 dwellings in the township area (including The Honeysuckles to the east). Some 63.4% of all township dwellings were unoccupied on census night. This exceptionally high rate of unoccupied dwellings was more than three times the Shire average. This underscores the role of Seaspray as a holiday / weekender town most likely with strong links to Sale, the nearest major centre. The average number of persons per occupied dwelling was only 2.07.

The median age of Seaspray/Honeysuckle residents on Census night was 40, with only 18.7% of the local population being in the 15 to 35 year old age group, compared to 24.4% of the Shire and a similar share for Regional Victoria. Employment is a major issue for the town, with a very high unemployment rate of 23.3% and a low workforce participation rate of only 37.7%, some 21.1 percentage points lower than the Shire average.

Only 22.2% of the population had post secondary qualifications, while

only 7.8% had qualifications to Bachelor's degree or above compared to 10.1% for the Shire. Only 42 of the towns 225 residents were employed and of these 14.3% were in each of Retail Trade, Property and Business Services, Health and Community Services or Personal and Other Services sectors. The median weekly household income of Seaspray and Honeysuckle residents was only \$300-\$399, some \$300 below the Shire median.

3.2.4 Natural Resources

General Description

Seaspray is located approximately 25 km south-east of Longford, adjoining the Ninety Mile Beach. This is a small, relatively old settlement and there are pressures for subdivision into neighbouring farmland. Merrimans Creek is a brackish estuary and runs along the western edge of Seaspray township. The Ninety Mile Beach Marine National Park exists to the south west of Seaspray. A management plan was approved for this area in October 2006.

Flora Values

Almost nothing remains of the former indigenous vegetation in and around the township of Seaspray. Some seven Ecological Vegetation Classes (EVCs) have been mapped for the broader area (see Appendix B – Environmental Detail) but the only EVC currently present is the Estuarine Wetland of lower Merrimans Creek. There are also swampy areas and drainage lines which carry partially or wholly indigenous vegetation, notably grassland dominated by Common Reed in its structure and floristic composition, this is deemed to be largely an artefact of land-use history, particularly stock grazing.

Drainage issues appear to constrain development in parts of Seaspray, but the presence of indigenous vegetation is not a constraint. The appropriate hydrological management required to protect wetlands, particularly the estuary of Merrimans Creek from runoff, is an important consideration.

Fauna Values

Seaspray is located only 3 km from the western edge of Lake Reeve, a site of international zoological significance, predominantly for its waterbird fauna. Lake Reeve attracts up to 12,000 migratory waders and is one of the five most important areas for waders in Victoria. The lake has supported the largest concentration of Red Knot recorded in Victoria, as well as high numbers of Sharp-tailed Sandpiper and Curlew Sandpiper.

Merrimans Creek to the west of Seaspray supports a number of fish species, including Australian Bass, Australian Smelt, Short-headed Lamprey and Flatheaded Gudgeon. Australian White Ibis roost along the fringing vegetation of Merrimans Creek.

There are also recent records from the shoreline areas of Seaspray of Red-necked Stint, Sharp-tailed Sandpipers, and the Light-mantled Sooty Albatross.

The complete description of flora and fauna values is included in Appendix B – Environmental Detail.

Vegetation Quality

The vegetation quality in and around each settlement was assessed through site visits as well as through desktop research. The information collected in the field was utilised, in conjunction with colour air-photo interpretation and in some cases reference to the literature, to broadly map the vegetation of each individual study area according to various categories.

The quality of vegetation in and around Seaspray has been classified as follows:

High Quality Areas – High Quality Vegetation Areas (High constraints)

Fragmented Vegetation Areas – High Quality Road Reserve Vegetation (where isolated from contiguous native vegetation on adjoining lands – moderate constraints)

Existing Modified Areas – Existing Modified Areas (urban, various densities – low, moderate constraints)

Low Quality Vegetation – Low Quality Vegetation Areas (pasture with scattered or isolated trees – low constraints)

Refer Plan 1 Seaspray Vegetation Quality Plan.

Acid Sulfate Soils

Mapping of potential coastal acid sulfate soils by the Department of Primary Industries (2003) indicates an extensive area of probable acid sulfate soils in the area of the oldest parts of Seaspray, generally on the eastern and south eastern side of the Sale – Seaspray Road and extending approximately 2 km to the east. Disturbance of acid sulfate soils can release sulfuric acid into the environment through oxidation processes. Further investigation of this potential hazard would be required before any land disturbance occurred in these areas.

Flood Hazard

Seaspray has been subjected to a number of significant flooding events, notably 1993. Storm water flow into the Merrimans Creek catchment affects Seaspray. Conditions at the mouth of Merrimans Creek can also influence the flooding impact on Seaspray (open/closed to the ocean, tides, storms etc). Flood mitigation works have been constructed in Seaspray to manage 1% AEP (Annual Exceedance Probability) flood events. The areas subject to currently estimated 1% flood events are delineated in the Rural Floodway Overlay and Land Subject to Inundation Overlay in the Wellington Planning Scheme. The extent of flood hazard would need to be confirmed for any development proposed outside of these areas.

Flood Level Modelling

A study for the West and East Gippsland Catchment Management Authorities (and other agencies) has been undertaken by the University of Melbourne's Centre for Environmental Applied Hydrology that established a methodology for calculating the 1 in 100 year flood (as well as the 1 in 50 year and 1 in 20 year floods) for the Gippsland Lakes. The *Gippsland Lakes Flood Level Modelling Project* 2004 notes that inundation of estuary

fringes is a complex problem resulting from the interaction between river flows, tidal and sea level effects and, if the estuary is large, local wind effects within the estuary itself.

These processes occur within the Gippsland Lakes system and the report establishes new design flood levels (and Annual Exceedence Probabilities – AEPs) for various parts of the Gippsland Lakes. For the Seaspray area near Merrimans Creek and adjacent to Lake Reeve there is no change proposed to the flood level extent, but variation to the status of the flood area is likely to occur through an appropriate planning scheme amendment during 2007.

3.2.5 Cultural Heritage Values

All of the settlements covered by the Coastal Towns Design Framework Project are likely to contain substantial Aboriginal heritage values, due to their location in coastal and / or riverine environments, which were preferred occupation areas for Aboriginal people. Comprehensive cultural heritage survey in and around these settlements is very limited, although a number of sites of value have been identified in many of the towns.

Given the sensitivity of these areas, the very limited previous cultural heritage assessments and the high likelihood of further Aboriginal sites to exist in the relevant locations, it is strongly recommended that further investigations are undertaken prior to significant development in these settlements.

Based on information provided by Aboriginal Affairs Victoria (AAV) and drawn from the AAV register and other sources, within the Seaspray area, there exist:

- One known historic site with Aboriginal heritage values;
- No Register of the National Estate listing;
- No listings with Heritage Victoria; and
- No sites covered by the Heritage Overlay in the Wellington Planning Scheme.

Under Part IIA of the Commonwealth Aboriginal and Torres Strait Islander Heritage Protection Act 1984, Seaspray is associated with the Gippsland and East Gippsland Aboriginal Co-operative.

There is a Native Title claim under the Commonwealth Native Title Act 1993 (NTA) in the area. The NTA requires notification of development on, or uses of public land and waters to claimants, potential claimants or owners. The NTA also makes provision for Indigenous Land Use Agreements concerning the use of land where native title has been determined to exist or where it is claimed to exist. Native title needs to be considered as part of the normal approval processes for activities proposed on public land. Early consultation with the Department of Sustainability and Environment should occur on these processes and requirements.

It is important to note that detailed survey in Seaspray of cultural heritage values is limited and the potential for further (unrecorded) Aboriginal heritage sites to occur in Seaspray is extremely high.

4. PLANNING AND DEVELOPMENT CONTEXT

4.1 STATE / REGIONAL PLANNING POLICY

Various policies for the State and region are applicable to Seaspray. The **Victorian Coastal Strategy** is the overarching policy and is supported by a range of documents, including:

- Integrated Coastal Planning for Gippsland - Coastal Action Plan;
- Gippsland Lakes Coastal Action Plan;
- Gippsland Boating Coastal Action Plan;
- Victoria’s Tourism Industry Strategic Plan 2002-2006;
- Gippsland Regional Tourism Development Plan 2004-2007;
- Victorian Tourism Infrastructure Development Strategy;
- State Environment Protection Policy (Waters of Victoria);
- State Planning Policy Framework contained in the Wellington Planning Scheme; and
- Other local and regional policies and strategies.

The relationship between these State and regional policies and local policies is shown in the following diagram.

Figure 2 Policy Structure



4.1.1 Victorian Coastal Strategy

The Victorian Coastal Strategy is based on four hierarchical principles to guide decision making in relation to coastal activities. They are:

- Provide for the protection of significant environmental features.
- Ensure the sustainable use of natural coastal resources.
- Undertake integrated planning and provide direction for the future.
- With the satisfaction of these principles, facilitate suitable development on the coast within existing modified and resilient environments.

Some key policies and directions contained in the Victorian Coastal Strategy relevant to this project are:

Coastal Land

- Protect and improve biological diversity, coastal habitats and flora and fauna.
- Identify significant natural values on freehold land and conserve them through planning scheme mechanisms.
- Integrate catchment and coastal management.

People on the Coast

- Actively seek opportunities to carry out improvement works along the coast that provide safe, family friendly beaches (eg. access tracks, disabled access, car parks and amenities).
- Identify and manage on going and emerging public risks along the coast with emphasis on issues such as dangerous and unstable cliffs, changed climatic conditions and enhanced erosion and maintenance of coastal infrastructure (eg. seawalls, breakwaters).
- Crown land camping grounds – improve user amenity and ensure accessibility to sites and facilities by all prospective users.
- Tourism activities and development – provide for quality development, diversity of experience, encourage nature based tourism, give priority to tourism ventures that relate to the coastal context.

Coastal Access

- Regional boating infrastructure plans will address safety, tide and weather constraints.
- Manage vehicle access and rationalise foreshore parking.
- Encourage alternatives to car circulation around townships.
- Encourage public transport services (eg. buses) to and along the coast.
- Improve access for all levels of mobility.
- Progressively establish coastal walks to improve opportunities to enjoy the coast by foot.



Coastal camping at Seaspray

Built Environment

- Protect the character of coastal settlements.
- Manage growth through defined township boundaries.
- Prevent development proliferation outside of existing settlements.
- Manage development in visually prominent and sensitive areas.
- Improve, remove or relocate infrastructure to less physically and visually sensitive inland sites as the opportunity arises.
- Maximise the use of community facilities on the foreshore.
- Encourage development of planning scheme overlays to address significant environmental issues.

Some of the key tenets contained in the supporting policies are summarised as follows:

- Coastal development proposals should be evaluated on the basis of an assessment of infrastructure capacity and environmental, cultural and landscape values.
- Tourism policy seeks to maximise the social and economic benefits of tourism development while maintaining regional community lifestyles. The development of the Gippsland Lakes as Victoria's premier boating destination is one of the top priorities for the Gippsland region.
- State planning policy encourages urban consolidation and housing diversity to accommodate population growth, promotes tourism development in regional Victoria, seeks to integrate land use and transport planning and provides for high quality urban design.
- Environmental objectives included in State planning policy provide that planning and responsible authorities should have regard to Victoria's Native Vegetation Management – A Framework for Action (Department of Natural Resources and Environment 2002). This means that if native vegetation is proposed to be removed, a Net Gain outcome needs to be achieved. This usually involves an offset action of some kind.

4.1.2 Climate Change and Sea Level Rise

The world's climate is changing and Australia's average temperatures have increased 0.8°C since 1900. It has been concluded by the Intergovernmental Panel on Climate Change (IPCC) that the activities of humans are interfering with the climate.

Carbon dioxide emissions caused by burning fossil fuels for electricity and transportation, as well as land clearing and the release of methane and nitrous oxide are the key contributors to climate change.

Climate change can affect precipitation, wind patterns and the frequency and severity of extreme weather events. Potential impacts of climate change include: reduced agricultural production due to higher temperatures and rainfall decreases affecting grazing and horticulture; rainfall and evaporation changes affecting the Mitchell, Tambo and Snowy Rivers and the water quality of the Gippsland Lakes and wetlands; and threats to marine biodiversity and estuarine ecosystems due to changes to salinity, sea-level rise and loss of vegetation on the coastal fringe.

The issue of sea level rise is an important consideration for coastal communities. A report prepared by the CSIRO titled Urban sea level rise projections for urban planning in Australia (2003) reviews the latest estimates for both global mean and regional sea level changes. The study notes that the current estimates for global mean sea level rise range from 3-30 centimetres by 2040.

The study discusses ways in which sea level rise predictions can be dealt with by Councils/Shires, including artificial beach nourishment and establishment of sea walls.

The CSIRO has also recently prepared a series of reports identifying some of the key factors influencing climate and weather events along the Gippsland coast. This first phase of the Climate Change Study predicts that impacts to be expected include more frequent and more extreme storm events and a range of sea level rise implications.

The Gippsland Coastal Board is now seeking to use the knowledge gained during Phase 1 of the Climate Change Study to model the vulnerability (exposure) and risk (probability of change) for the Gippsland Coast, its geomorphological features and processes, and the associated built and natural assets.

The Board should continue its work in assessing climate change impacts on the coast in Gippsland together with East Gippsland and Wellington Shire Councils and other government agencies.

4.2 WELLINGTON PLANNING SCHEME

4.2.1 Municipal Strategic Statement

The Wellington Municipal Strategic Statement (MSS) identifies key influences for the municipality (21.02) and includes a range of objectives and strategies relating to: settlement (21.04); environment (21.05); and economic development (21.06).

The settlement strategies encourage consolidation within existing town boundaries, compact urban forms, buildings in keeping with the local character and the provision of adequate effluent and storm water discharge systems. Infill medium density housing close to the centre of a town is encouraged to provide greater choice for the ageing population. Development is to be restricted where it threatens water quality or ecosystems, is subject to flooding or subsidence.

Consolidation and infill development is expressly encouraged in coastal areas. Stormwater systems are to prevent nutrient loaded run-off and sediments entering waterways, wetlands and groundwater aquifers.

Seaspray is considered a priority for a reticulated sewerage system. Further development and subdivision must have suitable reticulated sewerage and in particular, tourist facility development is to be discouraged until adequate facilities are provided. Protection of the coastal dune system is also a strategic priority.

Strategies related to the environment promote the sustainable management of the Shire's natural environment and rural land, agroforestry where appropriate, retention of native vegetation and the restriction of development that threatens water quality and ecosystem values. In particular, wetlands listed under the Ramsar Convention are

to be protected and development on land liable to inundation is to be restricted.

Economic development strategies are aimed at expanding and diversifying the regional economy and increasing employment opportunities. These strategies relate to business, industry and commerce, agriculture and timber production and tourism.

4.2.2 Local Policies

Local policies relevant to the coastal towns of Wellington include: Small Rural Lots Policy (22.02), Heritage Policy (22.03) and Car Parking Policy (22.04). The Small Rural Lots Policy discourages the creation of lots for residential development in farming land outside of urban areas. This policy assists in maintaining productive agricultural land in use and in preventing the creep of urban forms of development beyond townships. The Heritage Policy provides guidance for development in heritage places and in particular seeks to ensure that the conservation of known or potential indigenous cultural heritage sites is addressed. The Car Parking Policy specifies car parking rates for a range of commercial and industrial uses appropriate to local circumstances.

Local policies contained within the planning scheme relating to the broader municipality include: Special Water Supply Catchment Areas; Airfields and Environs; Coal Resources and Coal Buffers

There are no local policies that specifically relate to the township.

4.2.3 Zoning

Seaspray is generally covered by the Township Zone (TZ), although there is also an area of Low Density Residential Zone (LDRZ) located to the north of the settlement, on Seaspray Road. Generally there is no permit requirement for dwellings in these zones. There exist significant tracts of public land close to the coast and remaining surrounding land is zoned for rural purposes (RUZ).

Refer to Appendix C for further explanation of land use zones.

Refer Plan 2 Seaspray Zoning and Overlay Controls Plan (DSE 2006).

4.2.4 Overlays

Design and Development Overlay (DDO3) – Coastal Towns

DDO3 aims to ensure that development does not detract from the natural and built character of coastal towns and considers the effects of building heights. A permit is required to construct or carry out works on buildings greater than 7.5 metres in height and matters of privacy, overshadowing and the impact on the streetscape, views and general character are considered. This overlay applies to the whole of the Township Zone of Seaspray. Most buildings up to two stories would be exempt from a permit in relation to the building height provisions of this overlay.

Environmental Significance Overlay (ESO1) – Coastal and Gippsland Lakes Environs

ESO1 applies to the use or development of land along the Ninety Mile Beach and the Gippsland Lakes hinterland and aims to minimise the impact of human activities on the ecological values of the coastal and



Variations in building height



New development in LDRZ area

lakes environments. A permit is required for vegetation removal/alteration, building construction (some limited exceptions provided), works and subdivision. Decision guidelines include the provision of stormwater and wastewater systems, minimisation of ground disturbance, visual impact and whether the development complements existing character, the need to retain vegetation and fauna habitat and the dynamic natural processes in the coastal environs.

This overlay only applies to rural land on the western side of Merrimans Creek and land at the southern end of Lake Reeve and does not influence development within the township.

Environmental Significance Overlay (ESO2) - Wetlands

ESO2 aims to enhance and protect the values of wetlands through the control of development to limit the environmental impacts of proposals. This overlay affects a small area of land on the western edge of the town adjacent to Merrimans Creek, including the rear of some allotments in Trood and Buckley Streets. A permit is required for vegetation removal/alteration, building construction, works and subdivision.

Land Subject to Inundation Overlay (LSIO) / Rural Floodway Overlay (RFO)

The LSIO / RFO aims to ensure that development within the floodplain is appropriate and will not impact on water bodies. A permit is required for building construction, works and subdivision and referral to the relevant floodplain management authority is required. The LSIO affects land to the north of the township zone. A Rural Floodway Overlay applies to the connecting overflow drain between Merrimans Creek and the southern edge of Lake Reeve.

Refer Plan 2 Seaspray Zoning and Overlay Controls Plan (DSE 2006).

The existing overlays, with the exception of DDO3, primarily affect land on the perimeter of the town with the principal objective of protection of the natural environment. There is little management guidance provided on development within the residential area. DDO3 only applies to some two storey buildings (those in excess of 7.5 m height) and adds little to the considerations applicable in Clause 54 of the planning scheme. ESO 1 provides for a wide range of general considerations but does not apply to any residential or commercial areas. More particular design and siting guidance would assist protection of character and environmental quality decision-making.

4.3 DEVELOPMENT SUMMARY

4.3.1 Building Approvals

There were seven building permits issued for new dwellings in Seaspray between 2000 and 2004. This rate of development is rather modest when compared to other settlements within the study area during the same period but may be affected by the limited land availability and a lack of sewerage.

4.3.2 Land Supply

From 2004 aerial photography there are approximately 27 allotments vacant plus a strip of unsubdivided land on the western side of Ellen Street within the existing Township Zone. This is less than 10% of the total land supply and a number of the vacant allotments are likely to be part of larger holdings or multiple allotment parcels.

In addition, there are 7 undeveloped lots not built upon and an area of unsubdivided land within the LDRZ area north of the town on the south western side of Seaspray Road and the LDRZ area on the north eastern side of the main road has not been subdivided. A yield of 40 or more similar sized low density allotments may be possible from this unsubdivided land.

Private land immediately to the north of the town is generally suitable for future residential use subject to detailed flood analysis, however the development of this area would depend on the provision of reticulated sewerage.

4.3.3 Infrastructure

Seaspray has reticulated electricity and reticulated water is provided by Gippsland Water. Community feedback has included concern regarding the adequacy of this supply, particularly water pressure. There is no reticulated sewerage and onsite disposal methods of waste treatment are utilised at present. A reticulated low pressure sewerage scheme for the town is to be implemented by Gippsland Water in 2007. Streets in the older parts of the town are sealed (no kerbs and swale drainage) with a number of local streets to the north of the floodway being only formed and gravelled.

5. COMMUNITY VIEWS

5.1 CONSULTATION PROGRAM

Community consultation has been a vital component of the Urban Design Framework process and public input has provided a clear direction for the improvement of each settlement.

A three stage consultation process forms part of the project approach. This has been applied across the region with some local variation according to identified issues or pre-existing background work.¹

As illustrated below the three stages are:

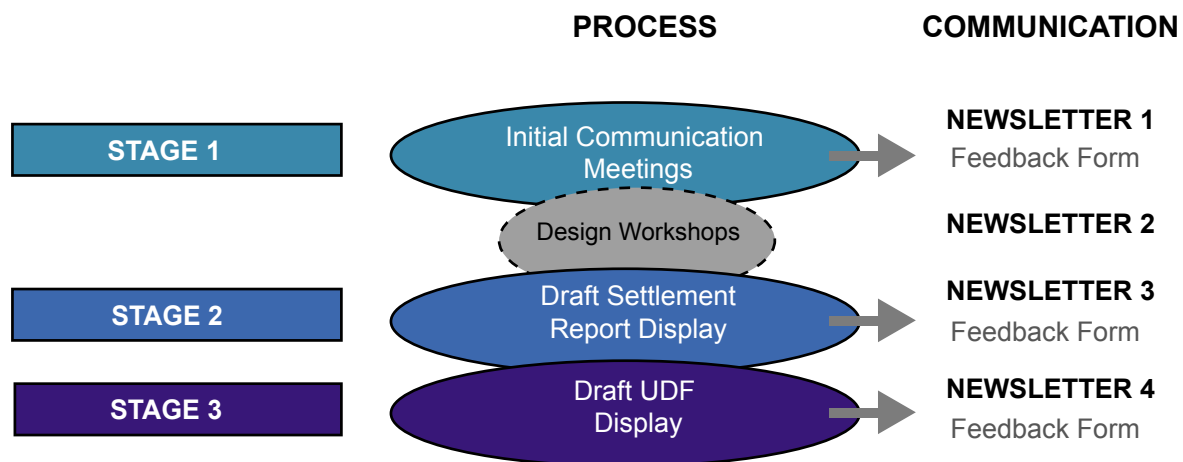
Stage 1: Initial Community Meetings and feedback

Stage 2: Draft Settlement Report display and feedback

Stage 3: Draft UDF display and feedback

Project Newsletters accompany each of these stages and Design Workshops have been conducted in Loch Sport, Metung and Mallacoota.

Figure 3 Overview of Consultation Process



Newsletter 1 (Dec 2004) provided information on the project scope and program and foreshadowed the initial round of consultation undertaken in January 2005. A public meeting was held in each settlement to collect information on community values and the key issues for each town. All community members were invited to complete feedback forms or make submissions on their town and the results of these were collated and analysed.

Approximately 1,000-1,100 people across the region attended these consultation sessions with 530 written submissions received.

¹ Lakes Entrance, Paynesville and Raymond Island have followed a modified consultation approach (as these towns were added to the project at a later date). The process adopted in these 3 towns is described in Section 5 of their respective UDF report.

This process provided the community foundation for the development of a draft Vision for each town and assisted in shaping the draft UDF objectives and strategies for the town.

Newsletter 2 (April 2005) reported on project progress, the earlier consultation outcomes and regional strategic issues relevant to the development of strategies for the towns.

The design workshops were held in June 2005 for Mallacoota, Metung and Loch Sport. They involved volunteers from these communities focusing on potential projects for their town.

Public display of draft Settlement Reports occurred in December 2005 / January 2006. The community was invited to provide feedback on the reports with Newsletter 3 and a Feedback Form provided. The information from the feedback resulted in some changes and refinement to the Vision, Objectives and Strategies. Approximately 240 submissions across the region were received in response to this display.

The draft UDF was made available for comment in October/November 2006. Newsletter 4 and a further Feedback Form accompanied the public display and were distributed widely. Over 600 further submissions were made in response to the draft UDFs across the region. The Newsletters, reports, feedback and other documents generated for the project have been available through the Wellington and East Gippsland Shire websites at the various consultation stages of the project. Direct mail out and press publicity has also occurred.

The respective Council, its officers and the consultant team have considered and evaluated the submissions. A number of amendments to the draft UDFs have resulted from the consideration of submissions.

There were many matters of detail raised in relation to the draft UDFs including the content of the Master Plans, the proposed planning scheme amendments and other items. These matters will be addressed through the future implementation processes (see Section 9).

5.2 KEY MATTERS FROM COMMUNITY FEEDBACK

A summary of the information provided by the Seaspray community in Stages 1 and 2 of the consultation process is provided in Appendix D – Community Consultation Summary.

The following table highlights the key community views expressed in the earlier stages of the consultation program

<p>Stage 1</p> <p>Seaspray</p> <p>Key Issues from Initial Public Consultation</p> <p>(Approximately 100 people attended the consultation meeting and 39 submissions were received)</p> <p>Note: The consultation meeting was held jointly with The Honeysuckles</p>	<p>Community Values</p> <ul style="list-style-type: none"> • Community Values. • Village atmosphere, family traditions. • Public safety. • Affordability. • Surf Club. <p>Key Issues</p> <ul style="list-style-type: none"> • Impacts of some new development, loss of character. • Traffic associated with peak holiday season. • Garbage collection and sewerage. • Lack of tourist accommodation and amenities. <p>Priority Improvements</p> <ul style="list-style-type: none"> • Public amenities and beach/park facilities. • Regular town maintenance. • Fishing facilities and beach access. • Tourist accommodation and amenities.
<p>Stage 2</p> <p>Seaspray</p> <p>Draft Settlement Report Feedback</p> <p>(18 submissions were received)</p>	<p>Major Issues</p> <ul style="list-style-type: none"> • Vision – generally supported. • Objectives – generally supported. <p>Other Comments</p> <ul style="list-style-type: none"> • Caravan park should be relocated to Recreation Reserve. • Area to north of town proposed for rezoning may be subject to flooding. • Park in Bearup Street should be shown as a reserve on strategy plan – not intended for residential development.



Public meeting, January 2005



Foreshore playground

6. URBAN DESIGN FRAMEWORK PRINCIPLES

Urban Design Frameworks provide a strategic planning tool to guide the development of urban places, ranging from metropolitan suburbs to small townships. An Urban Design Framework establishes an integrated design vision for a place in consultation with the community and assists the realisation of the vision through planning scheme changes, capital works projects and guidelines for private development.

The preparation of an Urban Design Framework for each town in the study area is based upon a process of: analysis, the formulation of a structured approach/objectives and the identification of actions to achieve desired outcomes. This process is illustrated in the following diagram.

Figure 4 Urban Design Framework Process



The existing State, regional and local policies provide the primary policy foundation for the Urban Design Framework. This is supported by local analysis, the identification of issues and broader areas of research, including regional trends and strategic approaches to similar issues elsewhere.

The analysis is based on four broad subject areas:

- local character – including landscape setting, building form and scale, key activities and public spaces;
- the environment – including natural and cultural resources;
- activities – including land use, economic development, recreation, social and community activities;
- movement and access – including traffic and pedestrian circulation, parking, safety and linkages between activities.

While these subject areas overlap, they can be seen as a group of influences that work together to form the character of the settlement.

From this foundation a set of design principles have been formulated to guide the development of the 19 coastal towns. These principles underpin the Vision and proposed improvement actions for each of the towns.

GENERAL DESIGN PRINCIPLES

ENHANCE LOCAL CHARACTER

The existing local character of each settlement should be protected and / or improved where appropriate. The land use types, style of built form, extent of development, landscape setting and public realm experience all contribute to the character of a locality and should be carefully considered within each unique context.

CONSERVE THE ENVIRONMENT

The coastal environments within which these settlements are located are important ecosystems that must be conserved for the future. The National Parks, marine and coastal parks and Ramsar wetlands are all significant natural assets and environmental impacts associated with development must be minimised. Many coastal areas contain sites and localities of indigenous cultural heritage importance and impacts on these assets must similarly be minimised.

PROMOTE ACTIVITY TO SUSTAIN COMMUNITIES

Community development is vital for any settlement and these small, regional communities require particular support with regard to the provision of services and facilities as well as economic stimulation. Vibrant public spaces that encourage social interaction can help engender a strong sense of community.

IMPROVE ACCESS

Accessibility should be inclusive of all and walkable settlements that allow safe and enjoyable pedestrian movement are desirable. A sense of arrival, effective circulation and wayfinding are also important features of a settlement.

These four principles underpin each of the Urban Design Frameworks and the settlement Vision outlined in Section 8 incorporates each principle as much as applicable for the local context.

7. ANALYSIS

Analysis of Seaspray is underpinned by the Design Principles listed in Section 6 and a range of issues and opportunities relating to Seaspray have been categorised appropriately. These are described below according to character, environment, activities and access and are documented in Plan 3 Seaspray Urban Design Analysis.

The extensive analysis work has incorporated field work, environmental assessment, policy analysis and community feedback, as discussed in preceding sections of this report.

7.1 ISSUES AND OPPORTUNITIES

7.1.1 Local Character

Seaspray sits in a unique landscape setting behind the dune of the Ninety Mile Beach and with the natural drainage systems of Merrimans Creek and Lake Reeve edging and dividing the town. The town has a long established role as a family coastal retreat, particularly for communities from the Gippsland hinterland.

The layout of the oldest part of the township subdivision shows unusual civic design for a coastal town with wide road reservations, relatively small allotments and strategic provision of open space.

The Wellington Shire Heritage Study Stage 1 (May 2005) identified 20 sites of heritage value in Seaspray. These sites included several houses, the Buckley Street precinct and the Memorial Cypress Avenue in Seaspray Road.

The small simple cottages and their landscape setting establish a strong town character that has not been repeated with post war development areas north of the floodway channel. Some parts of the town have heritage value as an intact example of pre-war beach holiday development including layout, landscape and buildings. This character could be easily compromised by insensitive replacement or renovated houses.

The oldest part of the town south of the floodway channel is most susceptible to change being located close to the beach and with many allotments containing very modest dwellings of little capital value. A small number of these cottages have been replaced or upgraded. The character of this area needs to be respected by ensuring new building works complement the scale, materials and form of existing buildings. The current planning controls, particularly the Design and Development Overlay are of little utility in protecting existing character in this area.

The residential area to the north of the floodway channel is less distinctive in character but dwellings are generally single storey and set in an open streetscape with unsealed roads. Construction of these roads should incorporate grassed edges and swale drains. New residential development in this locality should reinforce the simple street layout and construction treatment.

The foreshore caravan park and camping ground has been an important focal point for the community. Substantial improvements are now required and there is concern for the loss of public use of some parts of this area with the increasing establishment of built structures on sites. Substantial



Seaspray cottage



Cottage update

permanent occupancy of foreshore camping areas is not consistent with the public use and accessibility principles of the Victorian Coastal Strategy.

While the town has few commercial facilities, this is seen as part of the town's character and attraction. Constraints to the ultimate size of the town and seasonality limit the establishment of viable commercial enterprises although some opportunities may be integrated with commercial accommodation development.

The approach to the town from the north is extended and untidy. There remain some sections of a cypress avenue from an early phase of town development. Many of the remaining trees are in a stage of decline. Signage and the poor visual quality of the road reserve, adjoining houses and the recreation reserve all need attention.

The low density subdivision and primary school on the hill overlooking the main town sets an unfortunate precedent because of its visual prominence and dislocation from the town. Future town expansion with this model needs to be better planned and designed if allowed at all.

The imminent provision of a reticulated sewerage system to the town may create development pressure, but there is little land zoned for residential development that remains vacant. Flood management works have been carried out to provide nominal 1 in 100 year flood protection for most of the existing subdivided land. The 1993 flood overtopped the levee banks that were constructed around and through the town. Advice from the West Gippsland Catchment Management Authority indicates that the 1993 flood has been estimated as a 1 in 50 year ARI extent only. The susceptibility to flooding of any additional areas for development requires further investigation. Flood risk assessment of new development in existing areas should also be considered.

7.1.2 Environment

The foredune near Seaspray is particularly narrow and vulnerable to major storm events. Development on this dune system should be avoided and the surf life saving clubhouse relocated. The structures and facilities necessary for effective beach supervision and patrol need to be retained.

The potential acid sulfate soil areas in Seaspray constrain development opportunities. These are however to the north and east of the older parts of the township and are also within flood prone areas as designated by the LSIO. These areas are not considered to be suitable for expansion of the town.

Overhead power lines are a significant visual intrusion throughout the town. A progressive program of underground relocation of these powerlines in the most prominent locations (Seaspray Road, Butcher Street, Bearup/Buckley Streets, Foreshore Road) should be pursued.

There are substantial public areas within Seaspray, some are underused, others requiring improvement. These public areas, including streets and reserves should be improved with linked path systems, facilities and well planned planting.

The low density residential area on the northern edge of the town is visually prominent and substantial additional areas are zoned for future



Seaspray cottage near foreshore



Semi permanent occupancy in camping ground



Norfolk Island pines are a distinctive feature of foreshore



Swimming in the Ninety Mile Beach



Intrusive powerlines and traffic calming

development. A perimeter buffer and street planting of indigenous species should be introduced to help reduce the visual impact on the landscape of this estate.

Improved street landscaping together with a developed footpath system is desirable to help unify the areas to the north of the floodway channel and soften their visual impact.

7.1.3 Activities

The town is essentially a holiday village, with a small proportion of permanent residents, limited businesses, but a range of recreational facilities and public areas. The existing housing and the capacity of the caravan park and camping area enables the population to expand to 3 or 4 times the permanent numbers in the peak holiday season. This places substantial pressure on public facilities, parking and services.

The development of cabins and permanent caravan sites without proper servicing within the foreshore reserve is an unfortunate alienation of open space. Development has already gone too far, displacing normal camping and public use of the area. Alternative properly serviced sites are required to remove this use from the foreshore. Parts of the recreation reserve are underused and provide an opportunity for seasonal use.

The current commercial buildings are two general stores at different locations in the town. The possibility of developing some additional commercial and community facilities in a more central and co-ordinated location should be explored. These should be limited in scale, consistent with the character of the town and the provision of opportunities for some additional permanent residential population would assist the viability of new commercial enterprises.

The public land at the intersection of Seaspray Road and Shoreline Drive provides an important opportunity for a highly accessible and visible commercial development. This site has the potential for a mixed-use development (accommodation, public uses and retail) buildings to three levels, with active street frontages and quality external public spaces.

The community has highlighted the value placed on the foreshore area. Providing better quality day visitor facilities in proximity to the foreshore and ensuring that this area is not alienated for semi-permanent use are required.

Apart from the sea-ward edge of the escarpment, there is no defined limit to the low density residential areas to the north of the town. They appear as an isolated spot rezoning in a rural area, with the unfortunate disconnected location of the primary school providing a form of anchor for these areas. Expansion beyond these zoned areas is not desirable and consideration should be given to returning unsubdivided areas to a rural zone.

7.1.4 Movement and Access

Seaspray Road approaches the town from Sale past the primary school and down to the coastal dune and floodway. Shoreline Drive intersects at the back of the primary dune and provides links to 90 Mile Beach camping areas and the subdivisions of The Honeysuckles and Golden and Paradise Beach to the east. Many local streets within the town incorporate speed control measures and means of slowing and managing main road traffic,

particularly south of the floodway channel and along Shoreline Drive need to be investigated.

Most of the roads in the oldest parts of town are sealed but several of the other local access streets are simply formed and gravelled. Swale drainage is provided throughout the town and the lack of a hard edge to the street network contributes to local character.

The absence of formalised footpath provision (with the exception of the unsatisfactory pathway providing access to the primary school along the main road edge) also contributes to local character. However with increased visitation and traffic there is a need for more developed paths for pedestrians and cyclists. Improvements are required to the pathway between the town and the primary school and nature and recreation paths systems could be further developed within the town and providing links to adjacent areas. This pathway improvement may have benefits for the low density, 'Panorama Heights' estate, which is otherwise car dependent.

Informal walking tracks exist along the top of the floodway levee bank and adjacent to Merriman's Creek. Opportunities exist for improvement and expansion of these routes and the provision of a series of walkway loops around and through the town accessible to residents and visitors.

8. STRATEGIC FRAMEWORK

The strategic direction for Seaspray embodies the four General Design Principles described in Section 6 and reflects the analysis presented.

The Vision outlines the future for the settlement and the subsequent key objectives and strategies are intended to facilitate a range of projects and other actions that will contribute to the development of the township expressed in the Vision.

Objectives for the settlement support the existing policy context and reflect community issues. The strategies detailed identify key actions to achieve the objectives, and the Master Plan provides a design response to some of the strategies, while others may be addressed over time.

8.1 VISION

The way forward for Seaspray addresses the significant issues identified and builds on the opportunities for enhancing the special qualities of the settlement.

The proposed vision for Seaspray is stated below and key objectives and strategies designed to realise this vision are also included. Some of the proposed strategies relate to more than one objective.

This vision has been drawn from the values expressed by the community, planning policy and relevant influences.



Seaspray is an important Ninety Mile Beach destination

“Seaspray will retain its character as a holiday and residential village tucked behind the dunes on the Ninety Mile Beach. It will have excellent parks, picnic areas and facilities for holidaymakers staying in the settlement and day visitors from Sale and surrounding areas.

Seaspray’s streets will be tree lined, with good walking and cycle paths. New buildings will reflect the ‘coastal village’ setting and history of the settlement and the character of older areas will be respected.

The main activity area, the foreshore, will be conveniently and safely accessed on foot and will be enhanced and linked to a village focal point with a limited range of commercial facilities, open space and public amenities.”

8.2 KEY OBJECTIVES AND STRATEGIES

OBJECTIVE 1:

To maintain and enhance the existing character of Seaspray.

STRATEGIES:

- 1.1 Provide for limited expansion of the town to the west of Davies Street and Ellen Avenue subject to a detailed flood risk assessment of this area.
- 1.2 Constrain further low density development on the edge of the settlement to the existing Low Density Residential Zone area and provide guidelines to minimise the visual impact of future development in this location.
- 1.3 Reinforce and upgrade the streetscape character of Seaspray Road.
- 1.4 Introduce landscaping works to streets, the Merrimans Creek edges and the floodway edge to unify the town and enhance public spaces.
- 1.5 Introduce a standard and appropriate signage theme.
- 1.6 Provide a set of design guidelines applicable to the unique character of the older parts of Seaspray.
- 1.7 Provide a mechanism in the planning scheme will allow for the use of these guidelines in assessing planning permit applications.



Retain Seaspray local character

OBJECTIVE 2:

To develop the foreshore as an attractive and functional recreational area for residents and visitors.

STRATEGIES:

- 2.1 Improve pedestrian access and develop a pathway network.
- 2.2 Improve traffic management to provide greater public safety and optimise car parking provision adjacent to the foreshore.
- 2.3 Reconfigure the caravan park / camping area and open space uses to improve public access to foreshore areas and better utilise other public space.
- 2.4 Upgrade facilities at Merriman's Creek car park.
- 2.5 Introduce new commercial or community uses / facilities adjacent to the foreshore.
- 2.6 Relocate the Seaspray Life Saving Club clubhouse building from the foredune but maintain essential safety services - beach patrol and emergency access facilities (long-term).



Improve public use of foreshore



Relocate from foredune non-essential services of life saving club



Improve public amenities

OBJECTIVE 3:

To improve pedestrian circulation and safety.

STRATEGIES:

- 3.1 Formalise pedestrian connections along the foreshore and around Merriman's Creek to minimise impacts on the dune systems.
- 3.2 Create a foreshore path linking Seaspray to The Honeysuckles.
- 3.3 Improve the pedestrian link between the school and the beach.

Further documentation is provided in Plan 4 Seaspray Strategy Plan.

8.3 KEY DEVELOPMENT SITES

The redevelopment of the following sites would assist the realisation of urban design objectives for Seaspray.

- Former Education Department land in Butcher Street bounded by Bearup Street and Foreshore Road.

This central parcel of public land has excellent access to all facilities and provides a major opportunity as a village focal point with mixed commercial and residential development. Design guidelines are required to ensure good design outcomes on this central site. Use of this land would be dependent on an Indigenous Land Use Agreement.

- Existing camping ground / caravan park site.

Rationalisation of this land should provide greater use for short term visitors to Seaspray and improved public spaces.

- Consideration should also be given to the future use and development of the Seaspray Recreation Reserve recognising that the existing oval, hall and tennis courts are valued community facilities.

Relocation of the cabin and longer stay components of the caravan park uses to this site would better use existing facilities and free up foreshore areas for general public use.

9. IMPLEMENTATION

9.1 INTRODUCTION

The Urban Design Framework for Seaspray provides the basis for a number of short and longer term implementation actions. They include the following:

- A framework for capital works expenditure on priority projects for the public realm is provided through the preparation of a Master Plan for those projects. Subject to the preparation of detailed design plans for construction these works may be carried out according to the availability of funds. The Master Plan proposal and other improvement concepts, together with associated cost estimates for Seaspray are detailed in Section 9.2.
- Changes to the planning scheme have been considered that will assist in achieving the strategic and design outcomes sought for Seaspray. These include changes to the Municipal Strategic Statement, local policies, zone boundary amendments, overlays and guidelines as may be required. These proposals are detailed in Section 9.3.
- The priority implementation actions for the UDF are indicated (Section 9.4) and a range of supporting actions are identified (Section 9.5), such as further investigations or design, supporting sources for capital works through applications to government and private funding bodies and the continuing involvement of the local community in the implementation process.

9.2 MASTER PLANS

The analysis and consultation processes have generated specific projects to become the subjects of Master Plans as part of the Urban Design Framework.

The criteria used to select projects for Master Plans are:

- Meets expressed community views on importance and priority.
- Relevance to our recommended UDF general design principles and the town vision statement.
- Importance to the strategic future of the town.
- Feasibility for implementation (ie, ability to be funded by Council and / or external grants).

The Master Plans aim to provide a vision for how both the public and private realm could be developed over the time horizon of the study.

Master Plans are conceptual design proposals developed over limited base plan information, typically Council's cadastral property boundary information and air photography. They are not accurate drawings that take full account of detail such as services and other existing conditions. Each Master Plan will need another phase of design refinement, consultation and documentation before they can be implemented. They are big picture ideas that show a clear and coordinated way forward that can be developed and refined over time as funds become available to implement them.

The importance of good design and professional project management in

Definition of master plan:

"A document that describes, in narrative and with maps, an overall development concept. The master plan is used to coordinate the preparation of more detailed plans or may be a collection of detailed plans. The plan may be prepared by a local government to guide private and public development or by a developer on a specific project."

Source: Dictionary of Real Estate Terms. Copyright 2004 by Barrons Educational Series, Inc.

the delivery of all master plans is emphasised. While specialists should design and coordinate the implementation of these projects, the community should be encouraged at all levels to assist with that process.

9.2.1 Master Plan Description

Master plans for Seaspray are quite comprehensive because there is a need to restructure some uses in the town to enable the town to develop more effectively in the future with reduced environmental impacts.

1. Town entry avenue

Re establish a consistent avenue of street trees, (possibly cypress trees) along Seaspray Road, Main Road and Butcher Street.

2. New town centre

The section of Butcher Street between Buckley Street and Shoreline Drive should be reconstructed with a wide central median, kerbs, footpaths and roundabouts to create a sense of town centre and give pedestrians priority.

3. Recreation Reserve improvement

Redevelopment of the recreation reserve is suggested to accommodate camping and cabin accommodation around the existing Hall, oval and tennis courts which would form a focus to the precinct and remain in public use. High quality design and landscaping of the camping area is essential for maximum community benefit.

4. Foreshore Reserve improvement

Redevelopment of the foreshore reserve as public open space for day visitors and residents is proposed. Limited areas of this reserve could be allocated to seasonal overflow camping for tents only without car access on reserve.

5. Lifesaving club

The existing Lifesaving club building is an intrusive building sited in conflict with current policy. On the other hand it is an important community asset with an increasingly important role to play. We propose resolution of this conflict by retaining the essential safety functions on the foredune but re establishing other support functions nearby within the foreshore reserve to accommodate expanded activities.

Social and club facilities not directly related to patrol and sea rescue operations should be re-housed in a more stable location nearby on the foreshore reserve for shared use by the community. High quality design of new buildings and associated landscaping is essential to avoid repeating past mistakes.

6. Revegetation area

The floodway north of Irving Street and the Recreation Reserve could be re-vegetated with indigenous vegetation. New vegetation will be carefully selected and located to maintain the floodway function.

7. School site redevelopment

This site should be developed with quality holiday accommodation and commercial development. Detailed design guidelines are

required to manage the design outcome. The ground level frontage to Foreshore Road should accommodate future new commercial, community and service uses without unduly competing with existing businesses. This land should be sold for development. Revenue from this land should be directed to local community improvements. A long term lease (or freehold title) would be required to encourage private investment on this site.

8. Pedestrian path system

A network of well designed shared paths, generally hard paved and 2.5 metres wide should be developed as shown to connect all facilities.

Refer Plan 5A and 5B Seaspray Master Plan.

9.2.2 Cost Estimates and Implementation Program

Indicative cost estimates for these projects have been prepared by measuring quantities from the drawings and making appropriate allowances for a range of factors that could not be measured from the drawings. Detailed design can make each project more economical or more expensive. The figures provided are a realistic guide for budgeting purposes enabling quality and durable new development. Variation of at least plus or minus 35% should be expected as projects are formulated in more detail.

The factor of cost escalation to the time of implementation should be anticipated in planning future project development. All costs quoted in this report are in 2006 dollars and future budgets will need to be adjusted to the anticipated time of construction.

An indicative priority for implementation is suggested in the following table. The implementation program will need to consider the time required to plan and seek funding for projects, the logical order of development and the need to spread projects over the time horizon of this study. Funding sources are discussed in Section 9.5.

Table 1 Master Plan Projects, Indicative Costs 2006

Project summary	Anticipated cost government sector (2006)*	Anticipated cost private sector (2006)	Project priority
1. Town entry avenue	\$69,916		Early
2. New town centre	\$561,645		Early
3. Recreation reserve improvements	\$2,185,351		Early
4. Foreshore Reserve improvements	\$906,990		Early
5. Lifesaving club	\$3,782,800		Early
6. Revegetation area	\$126,000		Early
7. School site redevelopment		\$6,153,123	Early
8. Pedestrian path system	\$975,205		Early
TOTALS	\$8,607,907	\$6,153,123	

* Note: Funding sources include grants, special rate or charge schemes, capital works allocations etc.

9.3 PLANNING SCHEME PROVISIONS

To assist the implementation of the Vision, objectives and strategies for Seaspray a number of planning scheme modifications are proposed

9.3.1 Municipal Strategic Statement

Amendments to the MSS are required to provide for the Coastal Settlement Framework as described in Appendix A. Appropriate notations should be shown on the Strategic Framework Land Use Plan (Clause 21.03 - 2). Clause 21.04 'Settlement' should be amended to reflect the Coastal Settlement Framework in the 'Settlement Strategies – Coastal areas' section of that Clause.

In addition, Clause 21.04 should be amended to include the following specific township provisions:

"Facilitate development in accordance with the Seaspray Strategy Plan included in this clause.

Manage the future development of Seaspray in accordance with the following vision.

(Insert Vision as per Section 8.1 of this report.)

Manage development of Seaspray so as to implement the following objectives and strategies.

(Insert Objectives and Strategies as per Section 8.2 of this report.)

(Insert particular strategies that relate to the implementation of key development sites or Master Plan proposals.)"

9.3.2 Zones

There are no changes for short term action proposed to the existing Township Zone or Low Density Residential Zone boundaries. The Rural Zone area to the north west of Davies Street / Ellen Avenue should be considered for amendment to Township Zone subject to the outcome of a detailed flood risk evaluation of this land.

9.3.3 Overlays

Delete from Design and Development Overlay Schedule 3 from the Township Zone and replace it with an amended Design and Development Overlay Schedule – Development in Coastal Settlements (Wellington) as detailed in Appendix E.

9.3.4 Other Planning Scheme Actions

In addition to these specific amendments to the planning scheme it is also recommended that Council adopt the draft UDF as policy and incorporate it as a reference document in the planning scheme.

9.3.5 Design Guidelines

Design Guidelines have been prepared to assist in the interpretation of the objectives and strategies in this UDF (see Appendix F). The guidelines identify the valued characteristics of the town and its surrounding context. Taking into account the vision and strategic objectives, design objectives have been developed that seek to ensure new development reinforces and

contributes positively to the valued elements of the town and surrounds. Guidance is provided in relation to approaches to development that are likely to achieve the design outcomes sought.

Administration of performance based guidelines may require additional resources, public/community education and more particular information in relation to planning permit applications. These matters need to be considered in the implementation phase of this project.

9.3.6 Implementation of UDF

Implementation of the Urban Design Framework through planning scheme changes will require Council to follow the requirements of the Planning and Environment Act 1987 in relation to planning scheme amendments. This process includes a statutory notification and exhibition process as detailed in the Act. The process would be likely to include hearings before an independent Panel appointed by the Minister for Planning.

9.4 PRIORITIES

The priority actions for the implementation of this UDF are:

1. Council adoption of the UDF as planning policy for the town.
2. Implementation of the statutory components of the UDF through amendments to the planning scheme. This would entail refinement of the recommended amendments, consideration of further scheme modifications that may be required, review of current State, MSS and local policy requirements and integration with regional policies.
3. Allocation of resources in relation to:
 - Communication of the UDF vision, strategies and objectives to the community (the general public and organisations), government and statutory authorities, development interests.
 - Capital works components of the UDF (the priority projects for funding in coastal areas need to be considered in relation to the needs of the Shire as a whole).
 - The administrative requirements to implement this plan.

9.5 OTHER ACTIONS

9.5.1 Further Investigations

The research and consultation conducted for this project have identified several areas where better information should be obtained to understand some of the processes and pressures in coastal areas and hence refine the strategies to manage these issues. These matters include the issues listed below. They have been identified across the whole of the Coastal Towns Design Framework project area and their relevance may vary in some parts of this coastal region.

- Recreational boating demand, the facilities required to support boating activities - both land and water based requires better information and planning. This applies particularly to the Gippsland Lakes region and the Nooramunga Coastal Park area.

- While some flood studies have been undertaken and Land Subject to Inundation Overlays applied in a number of instances, there are some gaps in this analysis and from community feedback there are a range of issues associated with adequate local storm water drainage management, particularly where tidal movement can impact on such systems.
- The issue of sea level rise in this region is under investigation in other related coastal studies. There is noticeable and active erosion of foreshore areas in some localities. The outcomes from these studies need to be considered in detail in relation to works to be carried out within foreshore reserves.
- The project area as a whole has been identified as likely to contain many areas and sites that are of indigenous cultural heritage significance. Detailed archaeological appraisal of foreshore and other lands where development is proposed should be undertaken.

Most of these actions require cooperation with or leadership from various government departments or authorities such as DSE, Parks Victoria, Gippsland Ports, Catchment Management Authorities, Gippsland Coastal Board and others. Close liaison of Council with these organisations in the implementation of this UDF is required.

9.5.2 Funding Sources

Funds to supplement Council budgets for capital works and more detailed investigations may be sourced from the Federal and State governments and from a range of private philanthropic bodies.

Commonwealth Government

Regional Partnerships

The Commonwealth Government provides funds through the Regional Partnerships program to assist communities to develop greater self reliance through: the provision of opportunities for economic and social participation; improved access to services; planning assistance, and assistance with structural adjustment.

Australian Tourism Development Program (ATDP)

The ATDP provides support for projects that will promote tourism development in regional and rural Australia; increase tourism expenditure, visitation and yield and enhance Australia's competitiveness as a tourism destination. This program provided \$8 million for 53 projects throughout Australia in 2005.

Victorian State Government

There is a range of State government funds from which grants may be available for the works proposed in the Master Plans and other supporting projects.

Regional Infrastructure Development Fund (RIDF)

The RIDF is an umbrella State fund managed by Regional Development Victoria that has several relevant programs within the 'Moving Forward in Provincial Victoria' initiative established by the Government in November 2005. Specific programs under this initiative relevant to the Coastal

Towns Design Framework project include:

- Arts, Cultural and Recreational Facilities – This program is focused on building arts facilities in key locations across the State and enhancing existing facilities. Contribution to the economic growth of an area is an important criterion for these facilities.
- Local Ports – This program is aimed at assisting the upgrade of regional ports and the replacement of existing infrastructure. In the Gippsland region ports in the Gippsland Lakes, Mallacoota and Snowy River areas are identified as likely to benefit from this program.
- Small Towns – Eligible projects under this program include pathways, heritage buildings and sites, industrial estates, civic enhancement (town entrances, streetscaping, signage, open space upgrades), community facilities and tourism infrastructure. These projects must be located on public land.
- Provincial Pathways – These funds provide for works to develop rail trails, walking tracks and pathways. Projects that assist the development of linkages, encourage tourism and facilitate bicycle use are likely to be given priority.

The funding arrangements for each program vary and grants can match or exceed local contributions, which may be capital and also in-kind for some programs.

Community Support Fund (CSF)

The CSF is administered by the Department for Victorian Communities and provides grants aimed at strengthening communities through the establishment of programs and facilities. Activities that may be eligible under this fund include community centres, sports and recreation facilities, community skill development, arts programs and facilities and tourism programs and facilities.

Council Funds

An annual capital works allocation should be made by Council to fund the implementation of the Coastal Towns Design Framework project. Allocations should consider project elements that:

- Will attract external support funding.
- Will facilitate or encourage private sector investment.
- Will be supported by community action programs.
- Are essential to the project but may not be eligible for external funding support.
- Should be funded through special rate or charge schemes.

Consideration should also be given to the allocation of additional resources to Council's planning department to assist the initial implementation of the planning scheme changes and the on-going administration of the planning controls proposed for these areas.

Other Funding Sources

Other government funds and programs that should be considered for

grant applications include: Coast Action / Coast Care, Coastal Risk Mitigation Program, Crown Land Reserves Improvement Program (Department of Sustainability and Environment); Boating Safety and Facilities Program (Marine Safety Victoria); Heritage Assistance Fund, Public Heritage Program (Heritage Victoria); Community Grants Program (Parks Victoria).

In addition to government funding sources a range of private philanthropic organisations exist to provide funding assistance for tourism, community development and cultural development, eg BHP Trust, Esso Australia Grants, Ian Potter Cultural Trust, McPherson Smith Community Alliance and others. These and similar sources provide grants and/or matched funding for a wide range of projects.

9.5.3 Community Involvement

The Coastal Towns Design Framework project has generated considerable community interest and involvement. There has been substantial community response to public discussions and all newsletters and publicity provided on the project. The process of information provision and updates on the implementation of the UDF should continue through Council's regular community updates and newsletters.

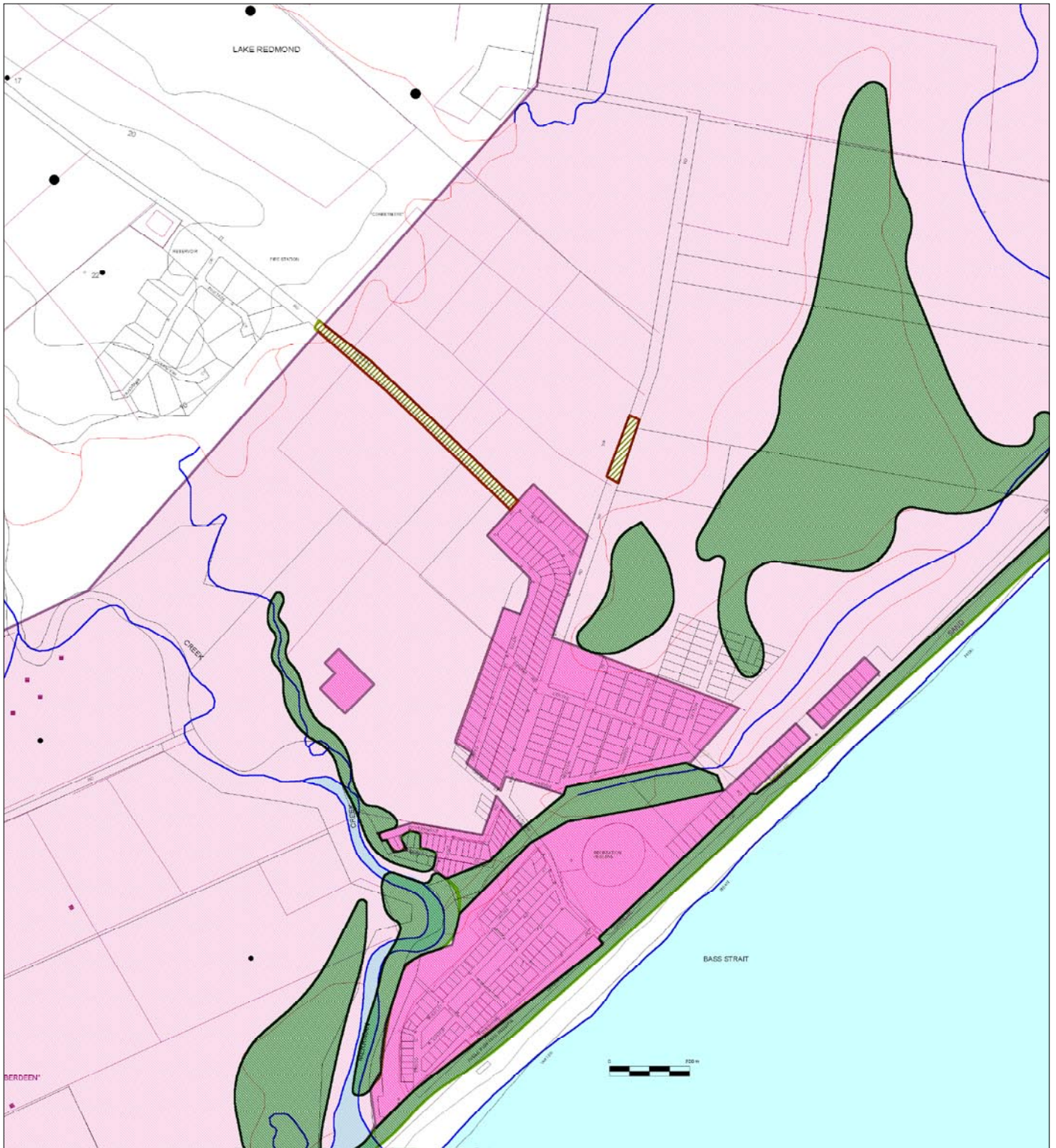
Direct community participation in the implementation process should also be considered. The consultation process has tapped into the considerable skills and knowledge that are available within each town. A local forum to discuss ideas, priorities and action projects may provide an additional valuable resource for the implementation process.

Such a forum could be established in each town (provided there is local interest in doing so) and could comprise representative(s) of existing key community organisations in the town (progress groups, foreshore committees, sports clubs, historical societies, land care etc). Tasks for such groups could include:

- Refinement of master plans.
- Local initiatives for grant applications.
- Community involvement in public realm works.
- Dissemination of information on progress and input/comment on plan reviews or updates.
- Collect data on issues or investigate them with Council staff, eg local character definition as proposed in the Design Guidelines.
- Make recommendations to Council on annual capital works programs.

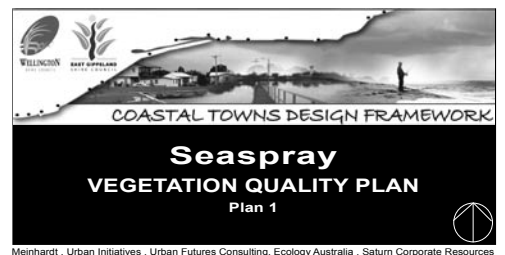
In addition, these bodies could actively share skills and information and discuss issues with other towns in the region to develop more broadly based responses to regional issues. Such processes may be of particular benefit in relation to the social and economic issues facing these coastal communities.

PLANS

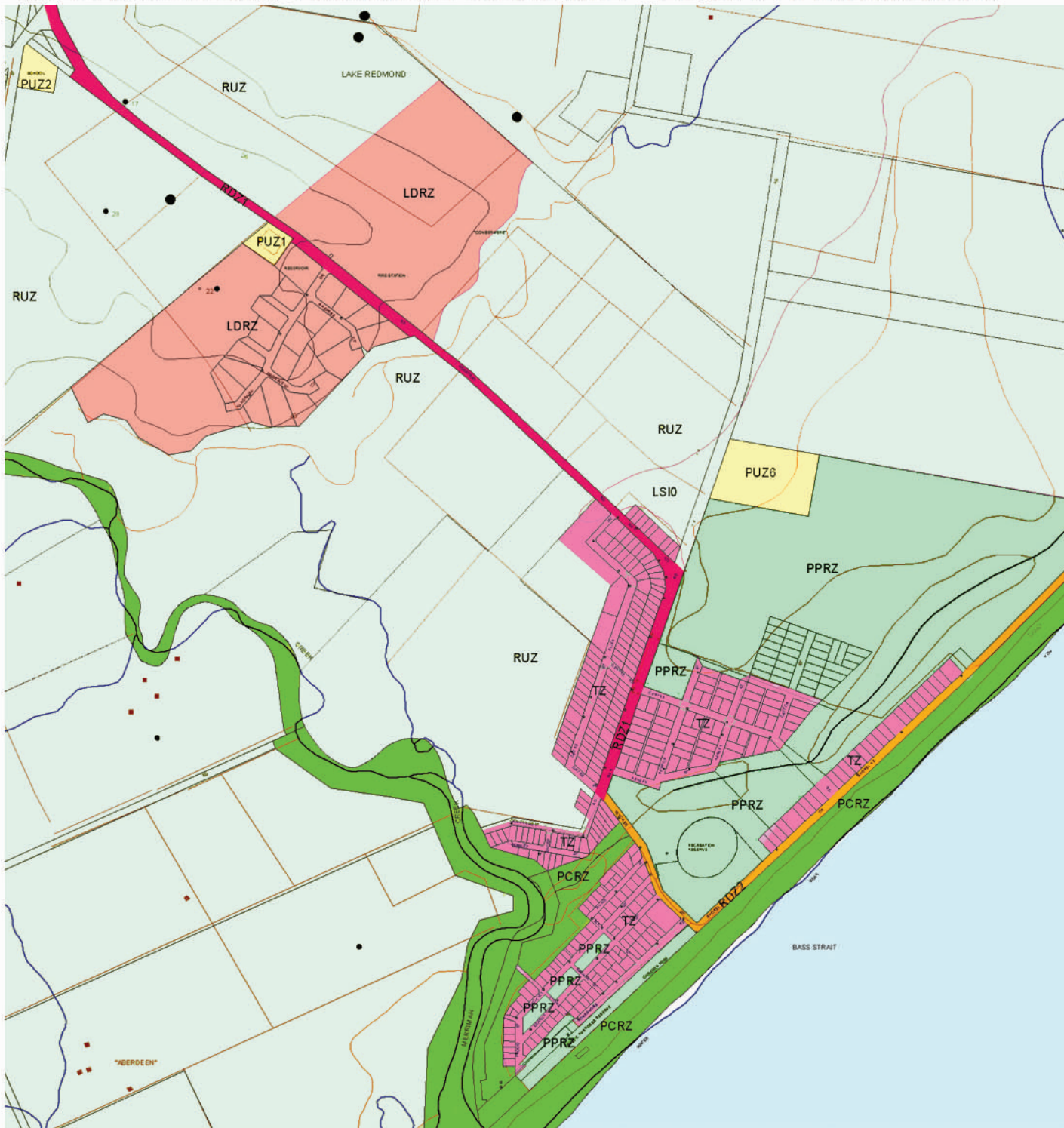


Key:

- HIGH QUALITY AREAS**
High Quality Vegetation Areas (High constraints)
- FRAGMENTED VEGETATION AREAS**
High Quality Road Reserve Vegetation (where isolated from contiguous native vegetation on adjoining lands - moderate constraints)
- EXISTING MODIFIED AREAS**
Existing Modified Areas (urban, various densities – low, moderate constraints)
- LOW QUALITY VEGETATION**
Low Quality Vegetation Areas (pasture with scattered or isolated trees - low constraints)



WELLINGTON PLANNING SCHEME - LOCAL PROVISION



Public Land		Residential	
PCRZ	Public Conservation And Resource Zone	LDRZ	Low Density Residential Zone
PPRZ	Public Park and Recreation Zone	TZ	Township Zone
RDZ2	Road Zone Category 2	Rural	
PUZ1	Public Use Zone Service and Utility	ERZ	Environmental Rural Zone
PUZ2	Public Use Zone Education	RUZ	Rural Zone
PUZ6	Public Use Zone Local Government		

ZONES



Overlays

ESO1	Environmental Significance Overlay - Schedule 1
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ENVIRONMENTAL SIGNIFICANCE OVERLAY 1



Overlays

DDO3	Design And Development Overlay - Schedule 3
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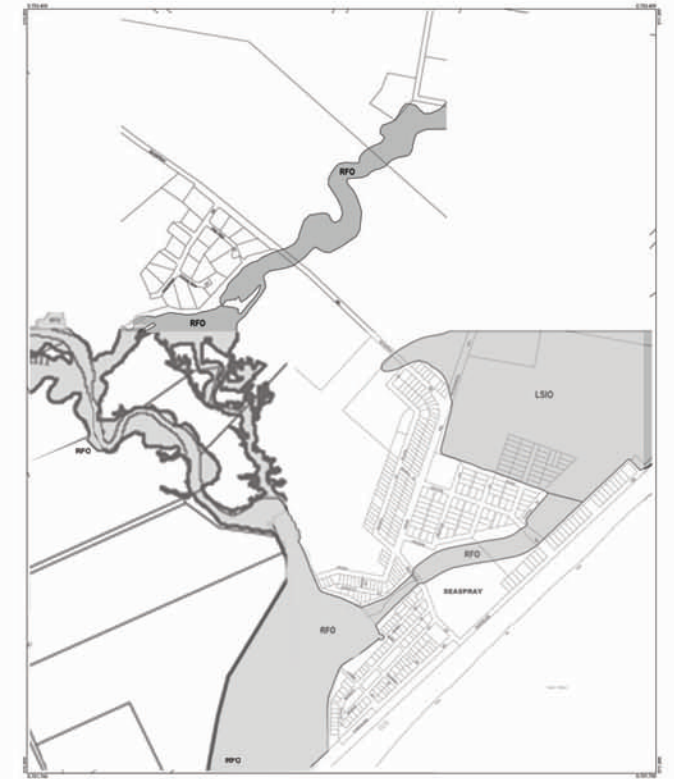
DESIGN AND DEVELOPMENT OVERLAY



Overlays

ESO2	Environmental Significance Overlay - Schedule 2
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ENVIRONMENTAL SIGNIFICANCE OVERLAY 2



Overlays

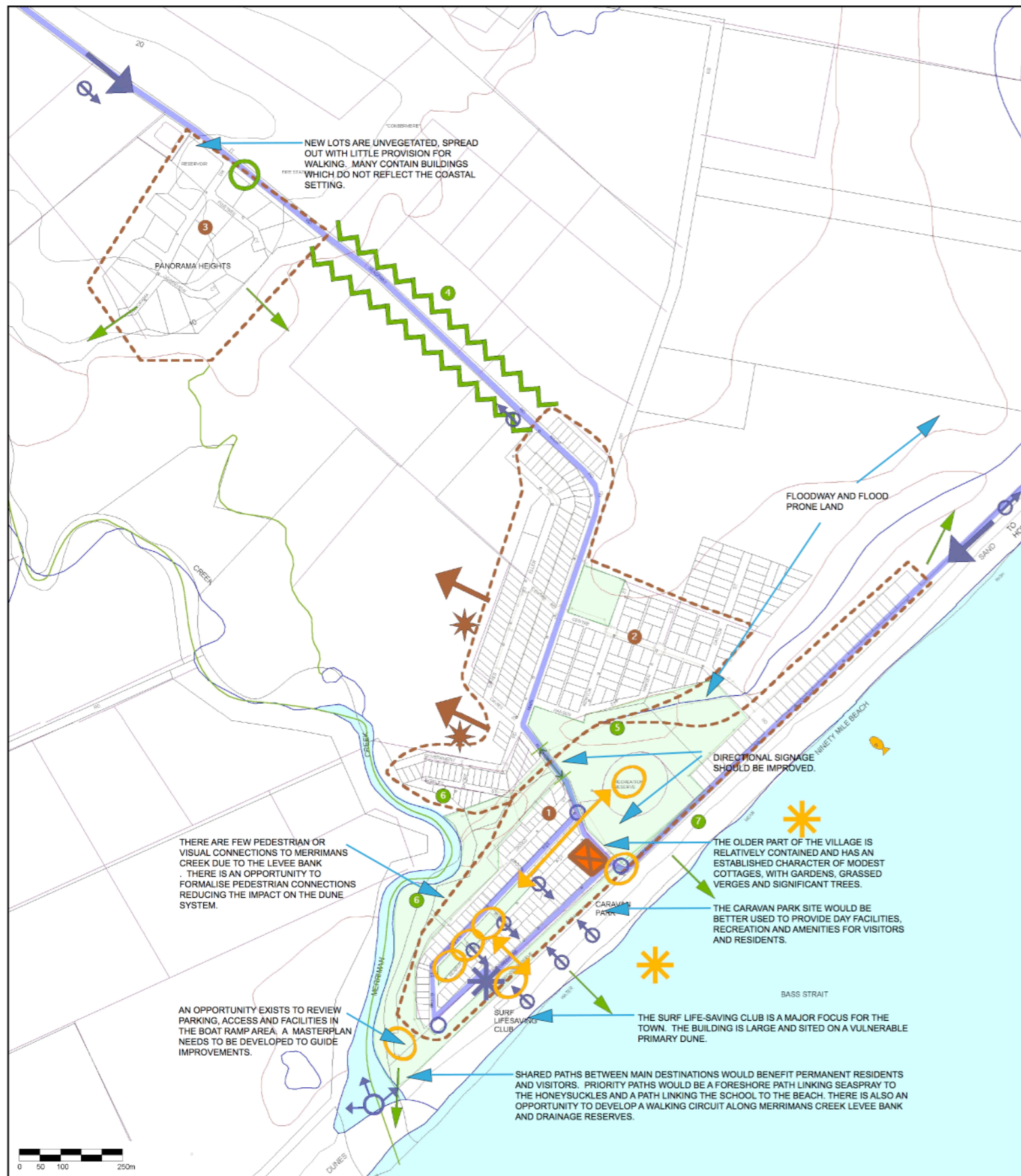
LSIO	Land Subject To Inundation Overlay
RFO	Rural Floodway Overlay

LAND SUBJECT TO INUNDATION & RURAL FLOODWAY OVERLAY

COASTAL TOWNS DESIGN FRAMEWORK

Seaspray
ZONING PLAN AND OVERLAY CONTROLS
Plan 2

Meinhardt · Urban Initiatives · Urban Futures Consulting · Ecology Australia · Satum Corporate Resources



Character Zones

- 1 Original Town Area
Predominately pre-war framed cottages set in wide road reservations and grassed landscape.
- 2 Post-War Development
Post-war development era character area. Modest homes on suburban lots.
- 3 Northern Residential
A recent subdivision of larger houses on larger lots, sitting above and some distance from the town centre.

Environment

- 4 Cypress Avenue
An old Cypress Avenue planting on part of the main access road into the town centre.
- 5 Floodway
A floodway area separates two of the town's residential areas.
- 6 Levee Bank
- 7 Sand Dune
A primary dune separates the town from the beachfront.



Caravan Park



Caravan Park



Town Entry



General Store and Post



Typical older cottage



Typical house & road



Typical road



New development

Character	Environment	Movement and Access	Activities
Current expansion pressure	Significant planting	Boat entry	Activity nodes
Precinct boundary	Significant view points	Vehicular entry	Link between activity nodes
Development opportunity	Views / vistas	Vehicle /pedestrian conflict points	Recreational fishing
Development pressure	Creeks	Decision points	Swimming beach
		Cyclist / pedestrian desire line	
		Primary access road	

WELLINGTON EAST OPHLAND

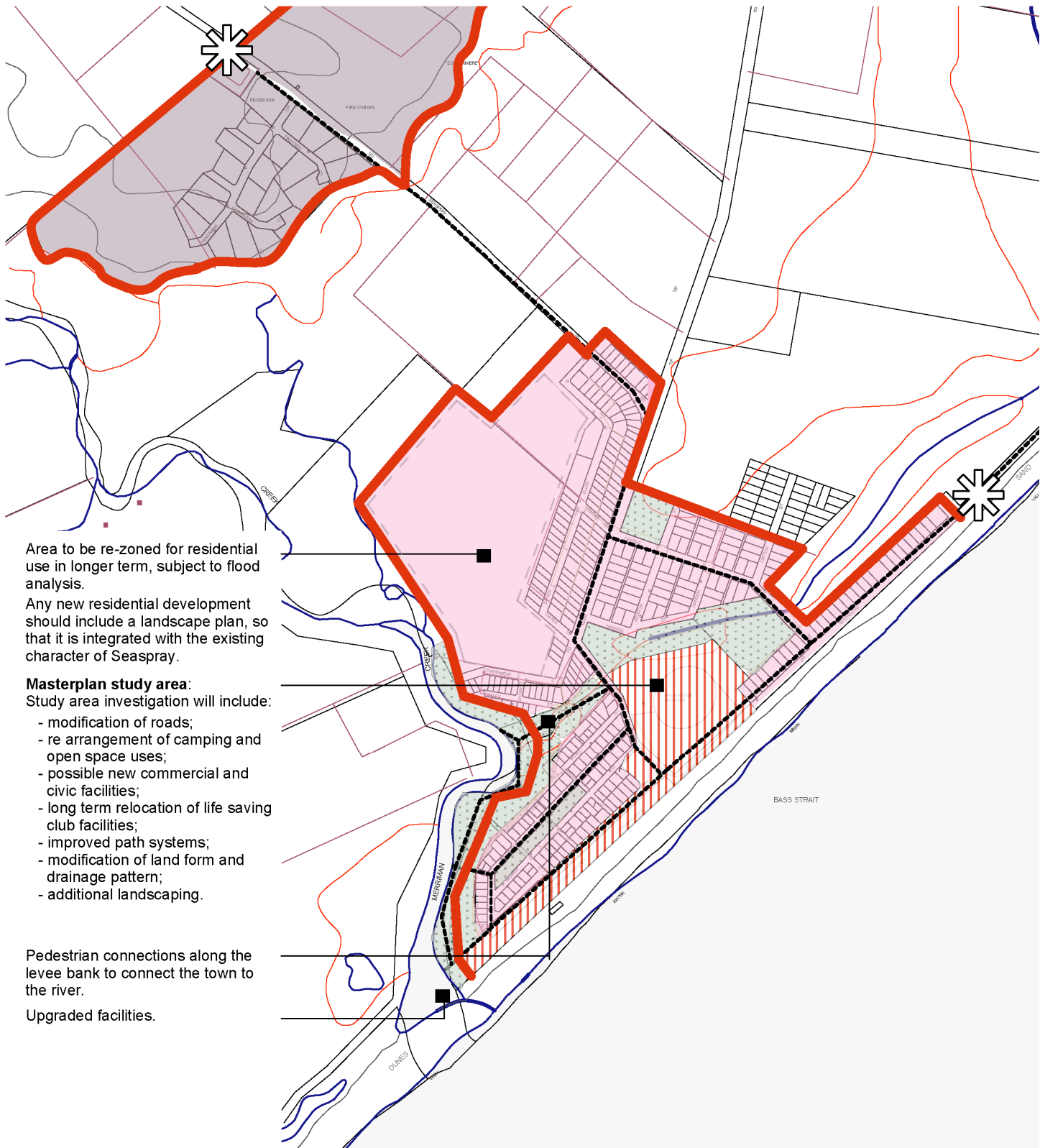
COASTAL TOWNS DESIGN FRAMEWORK

Seaspray








URBAN DESIGN ANALYSIS

Plan 3

Meinhardt · Urban Initiatives · Urban Futures Consulting · Ecology Australia · Saturn Corporate Resources






Key:

-  Town Entry Treatment
 -  Proposed town boundary <15year
 -  Residential development area to 2020
 -  Low density residential development
 -  Proposed dual use path
 -  Key areas of open space and re-vegetation
 -  Masterplan study area
- 0 100 200 300m



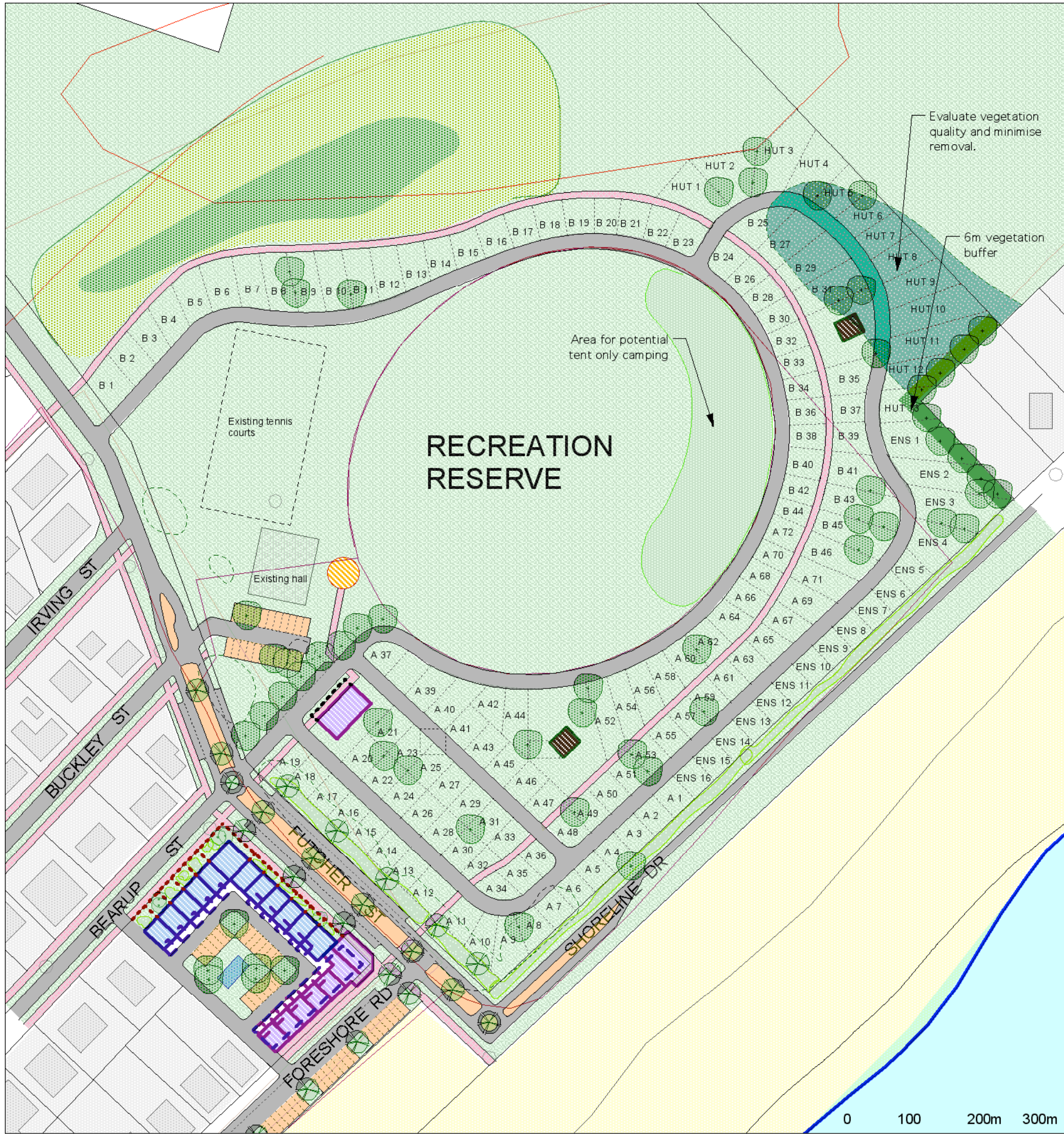


Legend

-  Proposed Medium Density Housing
-  Proposed Commercial Building
-  Proposed Relocated Life Saving Club
-  Camping - All year
-  Camping - Cabins and Annual Vans
-  Camping - Seasonal Overflow Area
-  New Avenue Planting
-  Revegetated Area
-  Pedestrian Paths
-  Public Open Space

- 1 Town entry avenue**
Re establish a consistent avenue of street trees along Seaspray Road, Main Road and Butcher Street.
- 2 New town Centre**
The section of Butcher Street between Buckley Street and Shoreline Drive should be reconstructed with a wide central median, kerbs footpaths and roundabouts to create a sense of town centre and give pedestrians priority.
- 3 Recreation Reserve improvement**
Redevelopment of the recreation reserve to accommodate camping and cabin accommodation around the existing Hall, oval and tennis courts which form a focus to the precinct and remain in public use. High quality design and landscaping of the camping area is essential for maximum community benefit.
- 4 Foreshore Reserve improvement**
Redevelopment of the foreshore reserve as public open space for day visitors and residents is proposed. Limited areas of this reserve could be allocated to seasonal overflow camping for tents only without car access on reserve. Overflow camping on foreshore to be under management of main caravan park on recreation reserve.
- 5 Lifesaving club**
The existing Lifesaving club building is an intrusive building sited in conflict with current policy. On the other hand it is an important community asset with an increasingly important role to play. We propose resolution of this conflict by retaining the essential safety functions on the dune (5a) but re-establishing other support functions nearby within the foreshore reserve to accommodate expanded activities (5b). Social and club facilities not directly related to patrol and sea rescue operations should be re-housed in a more stable location nearby on the foreshore reserve for shared use by the community. High quality design of new buildings and associated landscaping is essential to avoid repeating past mistakes (5b). The new Lifesaving club building could be two levels incorporating new public toilets.
- 6 Revegetation Area**
The floodway north of Irving Street and the Recreation Reserve could be re-vegetated with indigenous vegetation.
- 7 School Site redevelopment**
This site should be developed with some quality holiday accommodation and commercial development. The ground level frontage to Foreshore Drive should accommodate future new commercial, community and service uses without unduly competing with existing businesses. This land should be sold for development with requirements for contributions to community improvements in the locality.
- 8 Pedestrian path system**
A network of well designed shared paths generally hard paved and 2.5 metres wide should be developed as shown to connect all facilities.





Legend

-  Proposed Residential Building
-  Proposed Commercial Building
-  Proposed Amenities Block
-  Proposed Playground
-  New Tree
-  New Wetland Planting
-  Existing Vegetation
-  Revegetated Area
-  Bitumen Paving
-  Gravel Paving
-  Footpath Paving
-  Proposed Fence
-  Proposed Verandah
- HUT 1-13 Huts and High Quality Cabins
- ENS 1-16 Annual Sites with ensuite facilities
- A 1-72 Annual Sites accommodating caravan and camping
- B 1-46 Casual Sites accommodation caravan and camping (seasonal use)
- Total of 147 Sites at this location

WELLINGTON EAST TAIRĀWHITI
 COASTAL TOWNS DESIGN FRAMEWORK
Seaspray
MASTER PLAN
 Plan 5B
 Meinhardt · Urban Initiatives · Urban Futures Consulting · Ecology Australia · Saturn Corporate Resources

APPENDIX A - COASTAL SETTLEMENT FRAMEWORK

COASTAL SETTLEMENT FRAMEWORK AND ROLE

The analysis of broader regional trends and prospects in the Strategic Regional Background Paper has provided the basis for the formulation of a strategic approach to managing development of the 19 towns in this study. Regional demographic projections, economic growth prospects, infrastructure availability, environmental sensitivity and strategic policy directions are key determinants.

This broader analysis in combination with investigations focused on the individual settlements has enabled the development of a simple framework of settlements for this coastal project.

This framework identifies the role of each settlement in the region, and its capacity for growth and expansion. In turn the defined place in the framework has implications for the expansion of each settlement beyond existing boundaries, the protection of high value environmental resources within or adjoining the settlement, the nature of local character and its protection and the capacity of infrastructure and services and future provision.

Settlement Framework

Settlement Type	Population ¹	Services & Facilities ²	Infrastructure ³
District Town	2,000 - 10,000	Wide range of commercial and community services, numerous accommodation stocks, Local Government sub-branches, police stations, medical facilities, secondary school.	Reticulated water, sewerage and electricity.
Town	500 - 2,000	Range of commercial and community services, community hall, school.	Reticulated water, sewerage and electricity.
Village	200 - 500	Very limited commercial and community services, community hall.	Reticulated water and electricity. No reticulated sewer.
Small Village	<200	General store or no facilities.	Reticulated water or on site water collection. On site waste disposal. Reticulated electricity.

Notes

1. Population range reflects ultimate population within the planning framework.
2. Facilities and services may vary according to geographical location in the region and the availability of services in accessible higher order settlements.
3. Assessment has included consideration of the Coastal Settlement Infrastructure Development Rating as provided in the Integrated Coastal Planning for Gippsland – Coastal Action Plan.

Based on this framework an overview of the role and development potential is provided in following figure (Overview of Settlement Futures). In this context the future for Seaspray in relation to the other coastal towns within the study area is as a **Village likely to experience modest development with some minor expansion of the existing urban area.**

Overview of Settlement Futures

	DISTRICT TOWN	TOWN	VILLAGE	SMALL VILLAGE
SIGNIFICANT EXPANSION OF EXISTING AREA	Paynesville	Lake Tyers Beach Eagle Point		
MINOR EXPANSION OF EXISTING AREA	Lakes Entrance	Mallacoota	Marlo Seaspray	Nungurner Woodside Beach
DEVELOPMENT WITHIN EXISTING AREA		Metung Loch Sport Golden Beach / Paradise Beach	Raymond Island	Gipsy Point Bemm River The Honeysuckles McLoughlins Beach Manns Beach Robertsons Beach

The future development of Paynesville and Lakes Entrance will be important for Eagle Point and Lake Tyers Beach respectively and partly allow for the expansion of these towns.

APPENDIX B - ENVIRONMENTAL DETAILS

Extract from East Gippsland Urban Design
Frameworks - Ecological Constraints
(Prepared by Ecology Australia 2005)

SEASPRAY

Municipality – Wellington Shire

Seaspray is located approximately 25 km south-east of Longford, adjoining Ninety Mile Beach. This is a small, relatively old settlement and there are pressures for subdivision into neighbouring farmland. Merrimans Creek is a brackish estuary and runs along the western edge of Seaspray township.

Flora values

Almost nothing remains of the former indigenous vegetation in and around the township of Seaspray. Some seven Ecological Vegetation Classes have been mapped for the broader area (see below), but the only EVC currently present is the Estuarine Wetland of lower Merrimans Creek. There are also swampy areas and drainage lines which carry partially or wholly indigenous vegetation, notably grassland dominated by Common Reed (*Phragmites australis*); in its structure and floristic composition, this is deemed to be largely an artefact of land-use history, particularly stock grazing.

Drainage issues appear to constrain development in parts of Seaspray, but the presence of indigenous vegetation is not a constraint. The appropriate hydrological management required to protect wetlands, particularly the estuary of Merrimans Creek from runoff, is an important consideration.

Listed in the tables below are the extant Ecological Vegetation Classes (EVCs) mapped in Seaspray, as well as rare or threatened flora species present (according to State and/or National database listings). The list is by no means exhaustive:

Ecological Vegetation Classes	
EVC	Conservation status
Coastal Dune Scrub Mosaic	LC
Damp Sands Herb-rich Woodland	V
Estuarine Wetland	LC
Heathy Woodland	LC
Lowland Forest	V
Sedge Wetland	V
Plantation (undefined)	-
Riparian Scrub	LC

Key:

EVC Conservation status (Subject to verification by DSE): End. – Endangered, Vul. – Vulnerable, R – rare, D. – Depleted LC – Least concern

Rare or Threatened Flora				
Common Name	Scientific Name	EPBC	DSE	FFG
Coast Fescue	<i>Austrofestuca littoralis</i>		r	
Purple Blown-grass	<i>Lachnagrostis punicea ssp. filifolia</i>		r	L
Salt Blown-grass	<i>Lachnagrostis robusta</i>		r	

Key:

Environment Protection and Biodiversity Conservation Act (EPBC) categories: E = Endangered; V = Vulnerable. DSE (2005) categories: e = Endangered; r = Rare; v = Vulnerable; k = data deficient (Ross and Walsh 2003). State significance: FFG listings: L = listed

Fauna values

Seaspray is located only 3 km from the western edge of Lake Reeve, a site of international zoological significance, predominantly for its waterbird fauna. Lake Reeve attracts up to 12,000 migratory waders and is one of the five most important areas for waders in Victoria. The lake has supported the largest concentration of Red Knot recorded in Victoria, as well as high numbers of Sharp-tailed Sandpiper and Curlew Sandpiper.

Merrimans Creek to the west of Seaspray supports a number of fish species, including Australian Bass, Australian Smelt, Short-headed Lamprey and Flatheaded Gudgeon. Australian White Ibis roost along the fringing vegetation of Merrimans Creek.

There are also recent records from the shoreline areas of Seaspray of Red-necked Stint, Sharp-tailed Sandpipers, and the Light-mantled Sooty Albatross (vulnerable – DSE 2003a).

Listed in the table below are the total numbers of bird, mammal, reptile, frog and fish species, including numbers of threatened species, recorded at Seaspray, under the Victorian Fauna Display (DSE 2004b).

	Introduced	No. of threatened Fauna species#			Total
		EPBC	DSE	FFG	
Birds	2	0	1	1	19
Mammals	0	2	1	1	3
Reptiles	0	0	0	0	1
Frogs	0	1	1	1	2
Fish	0	0	0	0	23

Fauna species recorded within each study area and listed as threatened under the FFG Act, DSE (2003) or listed under the EPBC Act 1999 are outlined below.

Fauna Species recorded within a 5km radius of Seaspray

Common Name	Scientific Name	EPBC	NAP	FFG	DSE	Feral
Fluttering Shearwater	<i>Puffinus gavia</i>	M				
Sooty Shearwater	<i>Puffinus griseus</i>	Mi,M				
Light-mantled Sooty Albatross	<i>Phoebastria palpebrata</i>	Mi,M	VU	L	VU	
Australasian Gannet	<i>Morus serrator</i>	M				
Crested Tern	<i>Sterna bergii</i>	Mi,M				
Silver Gull	<i>Larus novaehollandiae</i>	Mi,M				
Masked Lapwing	<i>Vanellus miles</i>	Mi				
Red-necked Stint	<i>Calidris ruficollis</i>	Mi,M				
Sharp-tailed Sandpiper	<i>Calidris acuminata</i>	Mi,M				
Australian White Ibis	<i>Threskiornis molucca</i>	M				
Blue-winged Parrot	<i>Neophema chrysostoma</i>	M				
Welcome Swallow	<i>Hirundo neoxena</i>	M				
Magpie-lark	<i>Grallina cyanoleuca</i>	M				
Superb Fairy-wren	<i>Malurus cyaneus</i>					
Red Wattlebird	<i>Anthochaera carunculata</i>					
Australian Magpie	<i>Gymnorhina tibicen</i>					
Common Tern	<i>Sterna hirundo</i>	Mi,M				
Common Myna	<i>Acridotheres tristis</i>					*
Common Starling	<i>Sturnus vulgaris</i>					*
Southern Elephant Seal	<i>Mirounga leonina</i>	VU,M	VU			
Southern Right Whale	<i>Eubalaena australis</i>	EN	VU	L	CE	
Pygmy Sperm Whale	<i>Kogia breviceps</i>					
Blotched Blue-tongued Lizard	<i>Tiliqua nigrolutea</i>					
Spotted Grass Frog	<i>Limnodynastes tasmaniensis</i>					
Southern Bell Frog	<i>Litoria raniformis</i>	VU	VU	L	EN	

Common Name	Scientific Name	EPBC	NAP	FFG	DSE	Feral
Southern Bullfrog (south-eastern)	<i>Limnodynastes dumerilii insularis</i>					
Short-headed Lamprey	<i>Mordacia mordax</i>					
Short-finned Eel	<i>Anguilla australis</i>					
Marbled Eel	<i>Anguilla reinhardtii</i>					
Sandy Sprat	<i>Hyperlophus vittatus</i>					
Australian Smelt	<i>Retropinna semoni</i>					
Common Jollytail	<i>Galaxias maculatus</i>					
Estuary Perch	<i>Macquaria colonorum</i>					
Australian Bass	<i>Macquaria novemaculeata</i>					
Eastern Australian Salmon	<i>Arripis trutta</i>					
Black Bream	<i>Acanthopagrus butcheri</i>					
Luderick	<i>Girella tricuspidata</i>					
Yelloweye Mullet	<i>Aldrichetta forsteri</i>					
Sea Mullet	<i>Mugil cephalus</i>					*
Tupong	<i>Pseudaphritis urvillii</i>					
Bridled Goby	<i>Arenigobius bifrenatus</i>					
Tamar River Goby	<i>Afurcagobius tamarensis</i>					
Swan River Goby	<i>Pseudogobius olorum</i>					
Flathead Gudgeon	<i>Philypnodon grandiceps</i>					
Long-snouted Flounder	<i>Ammotretis rostratus</i>					
Greenback Flounder	<i>Rhombosolea tapirina</i>					
Black Sole	<i>Synaptura nigra</i>					
Smooth Toadfish	<i>Tetractenos glaber</i>					
Common Freshwater Shrimp	<i>Paratya australiensis</i>					

Key:

EPBC – Status under the Environmental Protection and Biodiversity Conservation Act 1999

CE – Critically endangered

End – Endangered

Vul – Vulnerable

CD- Conservation dependent

Mi – Listed on Migratory schedule

M – listed on Marine overfly schedule

NAP – Status under the National Action Plan (Garnett and Crowley 2000)

NT – Near threatened

PK – Poorly known

FFG - Status under the Victorian Flora and Fauna Guarantee Act 1988

L – Listed under the Act

T – Listed as a Threatening Process under the Act

DSE – Status under DSE Advisory List of Threatened Vertebrate Fauna in Victoria (DSE 2003).

CEn – Critically endangered

EN – Endangered

VU - Vulnerable

NT – Near Threatened

DD – Data Deficient

Feral: * - Introduced species

APPENDIX C – SUMMARY OF LAND USE ZONES

SUMMARY OF LAND USE ZONES

Zone	Abbreviation	Intent	Permit Requirements
Residential 1 Zone	R1Z	To provide for residential development.	A permit is not required for a dwelling.
Low Density Residential Zone	LDRZ	To provide for residential development on lots of at least 0.4 hectare that may or may not have reticulated sewerage.	A permit is not required for a dwelling provided the appropriate density of development is retained.
Mixed Use Zone	MUZ	To provide for a range of residential, commercial, industrial and other uses.	A permit is not required for a dwelling on lots greater than 300m ² .
Township Zone	TZ	To provide for residential development and a range of commercial, industrial and other uses in small towns.	A permit is not required for a dwelling, provided certain requirements can be satisfied if reticulated sewerage, water and/ or electricity are not available.
Industrial 1 Zone	IN1Z	To provide for manufacturing industry, the storage and distribution of goods and associated uses.	A permit is not required for a range of industrial uses. Accommodation is prohibited. A permit is required for all buildings and works.
Industrial 3 Zone	IN3Z	To provide for industries and associated uses that have less impact on nearby sensitive uses.	A permit is required for most uses within this zone. A permit is required for all buildings and works.
Business 1 Zone	B1Z	To provide for the intensive development of business centres for retailing and other complementary commercial, entertainment and community uses.	A range of retail and commercial uses do not require a permit. A permit is required for accommodation. A permit is required for all buildings and works.
Rural Zone	RUZ	To provide for the sustainable use of land for Extensive animal husbandry and Crop raising.	Some rural uses do not require a permit. A dwelling does not require a permit.
Rural Living Zone	RLZ	To provide for residential use in a rural environment, while also allowing for agricultural land uses.	A permit is not required for a dwelling provided the lot is at least eight hectares (or as specified in the relevant schedule).
Public Use Zone	PUZ	To provide for public utility use and community services and facilities (eg, education, health and community).	Limited uses are permitted within this zone.

Public Park and Recreation Zone	PPRZ	To provide for public recreation and open space and some commercial uses.	Limited uses are permitted within this zone.
Public Conservation and Resource Zone	PCRZ	To protect and conserve the natural environment, allowing for public education and interpretation facilities and some resource based uses.	Limited uses are permitted within this zone.
Road Zone	RDZ	To provide for significant roads.	Limited uses are permitted within this zone.

APPENDIX D - COMMUNITY CONSULTATION SUMMARY

SEASPRAY

STAGE 1 CONSULTATION OUTCOMES

Public Meeting 27 January 2005 (100 people, with The Honeysuckles)

CHARACTER (What's valued):

- Family, non commercial
- Affordable, relaxing
- Established tradition in area
- Working group find it good value
- Continuity of services
- Village atmosphere, open space
- Safe for kids
- Value of surf club (and physical building & location)
- Merrimans Creek – safe swimming
- Mature trees on town entrance important

CHARACTER CHANGE (Causing or contributing to change)

- Increased teenagers in holiday period
- Traffic on main road
- Development of caravan park, increase in on-site vans.
- Rates have increased, not returned to town.
- Rabbit plague
- Bigger houses / improvements (height) have occurred over last few years
- Subdivision on outskirts have changed character
- Density of development is an issue
- Rubbish in streets, bins have been removed, town less clean
- Car parking near beach and caravan park causes problems in peak

IMPROVEMENTS

- Service station – viability?
- Limited commercial development – viability uncertain
- Accommodation for visitors – mixed support and opposition
- Height limit of 2 storeys
- Water supply? Check capacity to provide for new development
- Caravan park – relocate? Range of views – Access, tourist value, local business support, fire hazard, part of character
- Walking tracks, bike paths (main road link to other areas – improve school access – high priority)
- Retain central parkland (improve landscaping and facilities), not to be sold
- New toilet at carpark – seal car park
- Improve traffic circulation and parking on foreshore

- Rationalise signage at town entry
- Manage dune erosion caused by access paths
- Additional rubbish collection in January required

ISSUES

- Improve levee bank walk and The Island area. Vehicle access, rubbish removal
- Wheelchair access on walkway
- Tourist and visitor facilities and come entertainment desired by some people
- Clean & attractive visitor facilities, outdoor shower
- Retain whole of Recreation Reserve area, not appropriate for Caravan Park relocation.
- Lower speed limit in built up area to 40kph or 50kph, traffic slowing on Shoreline Drive
- Expansion areas, flooding and water supply may constrain
- Reticulated sewerage – support and opposition
- Town boundary needs to be established.
- Café/bakery (with internet access) desirable
- Rubbish facilities (transfer station) – Loch Sport CNQ
- Mobile service improvement required
- Life Saving Club on the beach - retain
- Foreshore walkway (Parks Vic) (Viewing deck beach access)
- Don't over regulate development – but protect vegetation

SUMMARY OF ISSUES FROM JANUARY 2005 MEETING

Attendees at the Seaspray public meeting in January 2005 highly valued the village atmosphere of the settlement and family traditions in the town, along with public safety, affordability and the surf club facility.

Specific views were expressed in relation to the following issues:

Town character: concern regarding increased height of buildings in some locations (limit to 2 storey desired); increased density of new development and larger allotment size in new subdivisions will change local character; uncertainty about appropriate new development areas; central park (Bearup and Buckley Streets) important to local character; the growing car parking demand and volume of people during peak holiday period are impacting on the town character.

Services and facilities: retain whole of the recreation reserve; mixed views on future of the caravan park with concern over increased permanent use but its importance to the town stressed; mixed views on the provision of reticulated sewerage; retain surf club – a key community facility.

Accessibility: improve footpath / bikeway connections to key destinations and for recreation; better signage required at town entry; carparking and traffic issues around foreshore; traffic speeds, particularly along Shoreline Drive need control.

Overall, the community was concerned about the impacts of some new development and traffic associated with the peak holiday season. The continuing role of the village as a family holiday hamlet was considered important.

FEEDBACK FORMS AND SUBMISSIONS

There were 39 people from Seaspray who completed the feedback form or made a submission on the project. Of these, 54% were working and 33% were retired. 23% of the respondents were permanent residents. Temporary residents (ie, holiday home owners) represented 82%, of which a significant 49% have been visiting the town for over 21 years.

The favourite aspects of Seaspray identified by respondents included: the village atmosphere, peace and quiet, lack of commercialisation and the isolation. Many submissions emphasised the historic development of the town and its function as an isolated coastal retreat for families. Few people saw a need for significant additional commercial

facilities. The caravan park was seen as an important part of the community fabric but generally acknowledged as not adequate for current demands. There was however, a range of views in relation to its relocation or improvement in the current location. The fragility of the narrow sand dune barrier was highlighted by many people.

With regard to the key issues of the town, the top three are:

- 1) Loss of character, family atmosphere and overdevelopment (41%)
- 2) Garbage collection and sewerage (28%)
- 3) Lack of tourist accommodation and amenities (26%)

The top three suggested improvements are to:

- 1) Improve public amenities and beach/park facilities (36%)
- 2) Initiate regular town maintenance (26%)
- 3) Improve fishing facilities and beach access; improve tourist accommodation and amenities (both 23%)

SEASPRAY

STAGE 2 CONSULTATION OUTCOMES

Feedback On Draft Settlement Report

Number of responses: 18

Groups/Organisations responding: Beveridge Williams, Seaspray Reserves Committee of Management Inc.

MAJOR ISSUES RAISED & COMMENTS

VISION

Vision generally supported.

Village/family character must be protected

OBJECTIVES

Objectives generally supported.

OTHER COMMENTS

- The caravan park should be relocated to the Recreation Reserve. (While this is strongly supported by the consultant team, PCG guidance as to the appropriate form and extent is required to provide consistency with DSE work in this area.) Shoreline Drive should be closed and traffic directed down Centre Road.
- The area to the north of the town proposed for rezoning may be subject to flooding.
- The LDRZ land, which is marked as land to be rezoned to RUZ, should remain as currently zoned as has recently received a planning permit. Should be considered for residential development as will be sewered and above long term flood and sea rise levels
- The park in Bearup Street should be shown as a reserve on the strategy plan as it is not intended for residential development.

PROPOSED ACTIONS FROM CONSULTATION:

Vision – Limited commercial development should be stated in the vision.

Objectives

- Include revegetation (particularly to the Merriman's Creek area).
- Retain existing LDRZ on northern edge of town and provide guidelines for development to minimise the visual impact of future development in this location.
- Discuss flooding potential of land to the north of the township with Council.
- Delineate Bearup Street park as a reserve on Strategy Plan.

APPENDIX E - PROPOSED PLANNING CONTROLS

SCHEDULE ? TO THE DESIGN AND DEVELOPMENT OVERLAY

Shown on the planning scheme map as **DDO ?**

DEVELOPMENT IN COASTAL SETTLEMENTS (WELLINGTON)

1.0 Design objectives

To protect the coastal township character of these settlements.

To ensure that the height and visual bulk of new dwellings and extensions are acceptable in the neighbourhood setting.

To encourage the design of new buildings in residential areas that minimise their impact on the prevailing natural landscape from both visual and ecological perspectives. New buildings should tread lightly and reflect and extend the principles of good design in terms of sustainability.

To ensure that buildings are designed and sited to avoid being visually obtrusive, particularly in terms of creating a silhouette above a skyline or existing tree canopy line when viewed from surrounding streets, properties, lakes or coastal areas.

To recognise where substantial vegetation cover is a dominant visual and environmental feature of the local area by ensuring that site areas are large enough to accommodate development while retaining natural or established vegetation cover.

To ensure that subdivision proposals will enable new buildings to be integrated with their site and the surrounding area in terms of the relationship to existing buildings, open space areas and the coastal landscape.

2.0 Buildings and works

A permit is not required for buildings and works other than in the circumstances specified in the following table.

Settlement	Building height above natural ground level	Total area of proposed works on a site (including building construction)	Slope of land where works are to be carried out	Total building area proposed on a site	External finishes and materials of buildings and works
Loch Sport	Greater than 7.5 metres (greater than 5 metres in prominent areas)	Greater than 150 square metres	Greater than 15 per cent	Greater than 300 square metres	If the external materials, colours and finishes are not: low reflective, subdued tones and colours drawn from nature, natural timber
Golden Beach / Paradise Beach	Greater than 7.5 metres (greater than 5 metres in prominent areas)	Greater than 150 square metres	Greater than 15 per cent	Greater than 300 square metres	If the external materials, colours and finishes are not: low reflective, subdued tones and colours drawn from nature, natural timber
The Honeysuckles	Greater than 7.5 metres	Greater than 150 square metres		Greater than 300 square metres	If the external materials, colours and finishes are not: low reflective, subdued tones and colours drawn from nature, natural timber

Settlement	Building height above natural ground level	Total area of proposed works on a site (including building construction)	Slope of land where works are to be carried out	Total building area proposed on a site	External finishes and materials of buildings and works
Seaspray	Greater than 5 metres			Greater than 300 square metres	If the external materials, colours and finishes are not: low reflective, subdued tones and colours drawn from nature, natural timber
Woodside Beach	Greater than 7.5 metres	Greater than 150 square metres		Greater than 300 square metres	
McLoughlins Beach	Greater than 7.5 metres				
Manns Beach	Greater than 7.5 metres				
Robertsons Beach	Greater than 7.5 metres				

3.0 Application Requirements

An application for buildings and works must include the following information:

- The location of any proposed building clearly dimensioned on its allotment.
- Information that describes how the proposal achieves the design outcomes of the Residential Design Guidelines for the township.
- The location type and size of any trees to be removed.
- Sufficient spot heights (to AHD) to enable the slope of the site and the slope of the works area(s) to be determined.
- The location, dimensions and depth of any proposed excavations or fill.
- The colour, finishes and materials to be used on all external surfaces, including the roof.
- The location, height and form of any existing dwellings (on abutting and adjacent land, on land within 20 metres of a boundary of the site).
- Proposed new planting or site landscaping works.

4.0 Decision Guidelines

Before deciding on an application, the responsible authority must consider where relevant:

- The design objectives of this schedule.
- Any siting and design guidelines adopted by the responsible authority.
- Any siting and design guidelines prepared by the Victorian Coastal Council or Gippsland Coastal Board.
- The extent of any vegetation to be cleared and the impact of that clearance on the landscape setting of the locality.

- Whether there is a need for landscaping or vegetation screening.
- The extent of earthworks proposed and the means required to ensure site stability, prevent erosion and control storm water flows within the site.
- Whether there is a need to specify that building materials be low-reflective or of colours that do not detract from the landscape setting or from the character of nearby or adjacent buildings.
- The desirability of appropriately replacing destroyed or removed vegetation.
- The impact of any new development on adjoining public land.
- The effect of the proposed building on the availability of solar access to abutting or nearby properties.
- Whether there is a need for specific measures to be taken to ensure that the development minimises the risk of loss or damage from wildfire in accordance with the Australian Standard 'Building in Bushfire-Prone Areas – CSIRO & Standards Australia (SAA HB36-1993)'.
- The effect of the bulk, siting and design of any proposed building on the general appearance of the area, particularly when viewed from adjacent waterways, beaches, tourist routes or viewpoints.
- Whether opportunities exist to avoid a building being visually obtrusive by the use of alternative building designs, including split level and staggered building forms that follow the natural slope of the land and reduce the need for site excavation and filling.

In relation to a proposed subdivision:

- The effect of any proposed subdivision or development on the environmental and landscape values of the site and of the local area, including the effect on streamlines, foreshores, wetlands, areas of remnant vegetation or areas prone to erosion.
- The need to contribute, where practicable, to the development of pedestrian walkways, to link residential areas and to provide access to community focal points, public land and activity areas such as commercial or community precincts, recreation areas or foreshore areas.
- Whether the proposed subdivision layout provides for the protection of existing natural vegetation, drainage lines, wetland areas and sites of cultural or heritage significance.
- The provision for water sensitive urban design.
- Provision in the design for the impact of coastal processes (the impacts from wind, waves, floods, storms, tides, erosion) on foreshore areas.
- Whether the allotment frontage width is consistent with the typical width of existing allotments in the locality.
- Whether the proposed subdivision layout relates sympathetically to the topography of the site and the surrounding land uses.

APPENDIX F - DESIGN GUIDELINES

Seaspray Design Guidelines



Caravan Park



Caravan Park



New development



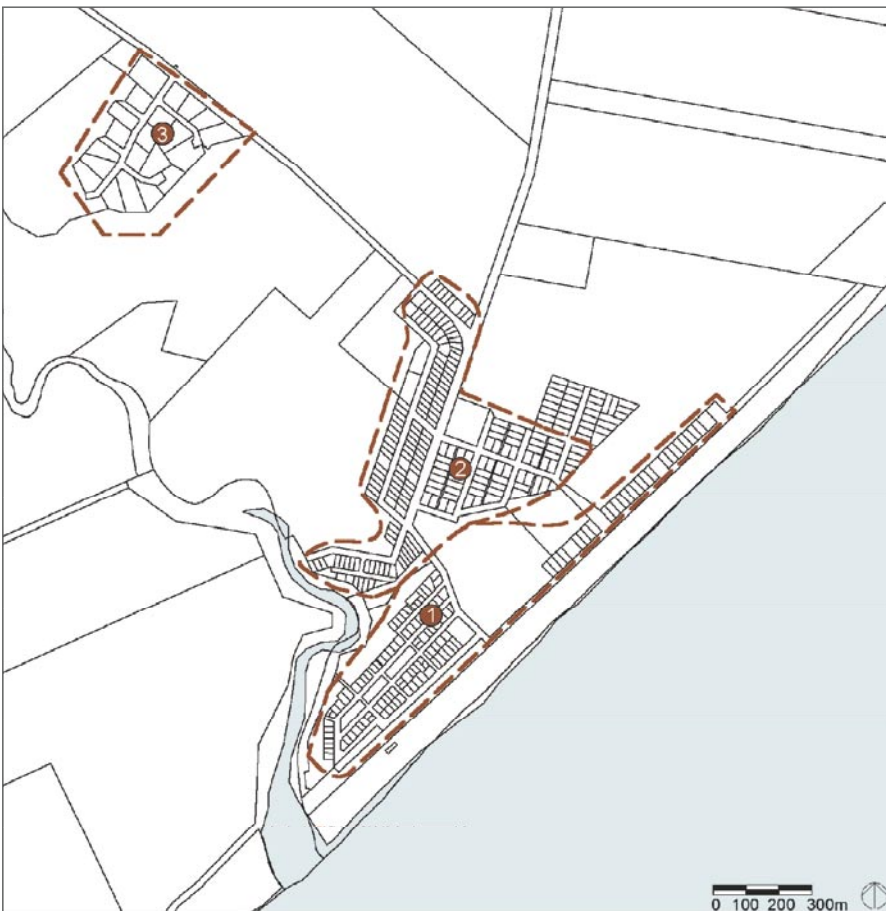
General Store and Post



Typical older cottage



Typical house & road



Character Zones:

1 Original Town Precinct

Predominately pre-war framed cottages set in wide road reservations and grassed landscape.

2 Post-War Development Precinct

Post-war development era character area. Modest homes on suburban lots.

3 Northern Low Density Residential Precinct

A recent subdivision of larger houses on larger lots, sitting above and some distance from the town centre.



COASTAL TOWNS DESIGN FRAMEWORK

Seaspray Design Guidelines

INTRODUCTION

The purpose of these guidelines is to encourage better site planning, building and design outcomes in the township of Seaspray. These guidelines relate to general development within the town and are based upon an analysis of the existing urban character, the vision for the town and the context of the landscape setting as defined in the Coastal Spaces Landscape Assessment Study (DSE 2006).

These guidelines are to be considered in relation to planning permits required under the provisions of the Design and Development Overlay – Development in Coastal Settlements in the Wellington Planning Scheme.

EXISTING URBAN CHARACTER ASSESSMENT

Refer to Cover Sheet for map, assessment and photographs.

URBAN DESIGN FRAMEWORK VISION FOR SEASPRAY

"Seaspray will retain its character as a holiday and residential village tucked behind the dunes on the Ninety Mile Beach. It will have excellent parks, picnic areas and facilities for holiday makers staying in the settlement and day visitors from Sale and surrounding areas. Seaspray's streets will be tree lined, with good walking and cycle paths. New buildings will reflect the 'coastal village' setting and history of the settlement and the character of older areas will be respected. The main activity area, the foreshore, will be conveniently and safely accessed on foot and will be enhanced and linked to a village focal point with a limited range of commercial facilities, open space and public amenities."

COASTAL SPACES LANDSCAPE ASSESSMENT STUDY

Statement of Significance – Ninety Mile Beach Coast

Nowhere else in the country, if not the world is there such a long stretch of uninterrupted beach. This unparalleled linear landscape with its combination of sandy beaches, low dunes, peninsulas, and wetlands is set against the wild seas of Bass Strait, is visually of state significance, and potentially of national significance in that context.

Ninety Mile Beach is protected by a series of official designations - National Park, Wildlife Reserve, and Coastal Park - that recognise the remarkable ecological and scenic values of this area. The landscape is characterised by large swathes of indigenous vegetation including coastal heath, mangroves, and dune grasses, and there are vast ocean views along its entirety. Due to its iconic landscape features and extent, Ninety Mile Beach is an international visitor destination, featuring strongly in Victoria's tourism promotion.



Seaspray Design Guidelines

Lake Reeve is a bird habitat of international importance that is recognised under the Ramsar Convention, and the area includes Rotamah Island, a bird observatory managed by the Royal Australian Ornithologists Union. The area is also important for its Aboriginal cultural heritage significance, the dunal systems still containing many remnants and evidence of indigenous settlements.

Assessment: State Significance

DESIGN GUIDELINE OBJECTIVES

- To protect those elements of the township that contribute positively to the on-going maintenance of the valued character of the township.
- To ensure that new buildings and works respect those valued character elements.
- To allow new buildings and works that enhance and improve the natural and built environment of the township.

TOWNSHIP VALUED CHARACTER ELEMENTS

Residential Areas

- The views from the surrounding landscape.
- The spacing between buildings and the predominantly indigenous vegetation that in-fills between buildings.
- The low rise form of buildings with roof forms generally below the prevailing tree canopy.
- The generally small building mass of buildings in the landscape.
- The fragmented roof forms and mostly subdued colour of buildings; a result of either their paint or cladding colour or the masking effect of vegetation.
- The character of the older section of town with its painted timber houses, gardens fences and public landscape of lawns and trees.



Seaspray Design Guidelines

OUTCOMES SOUGHT FROM APPLICATION OF THE GUIDELINES

Protecting the valued elements of the township

- Buildings should be sited to minimise their visual intrusion through and above the surrounding tree canopy especially when they can be viewed from distant viewpoints.
- Buildings and works should be sited to minimise excavation. Site disturbance in the form of fill or cut and fill should be avoided for houses, outbuildings or landscaping.
- The felling of existing native trees and ground flora should be minimised. Where trees or ground flora are removed, new indigenous trees or ground flora should be planted.

New buildings and works to respect the valued character of the township

- The State Government has developed Siting and Design Guidelines for Structures on the Victorian Coast. Landscape Setting types have been defined for the Gippsland coast. These Guidelines express generic principles for sustainable coastal design and are to be considered in relation to all site specific design responses.
- The Coastal Spaces Landscape Assessment Study has analysed the significance of coastal landscapes in the region. Protection of the valued landscape character elements of the area is to be achieved through the application of Significant Landscape Overlays in the non-urban areas and Design and Development Overlays in the urban areas. The valued coastal landscape character elements of the applicable sub-region are to be considered in relation to proposals for development. Projects are to be implemented having regard to the Best Practice Policies.
- New or renovated residential and service buildings should be complementary and subservient within the designated landscape. New buildings derived from another context and poorly sited can intrude upon a coastal town's landscape in a way that is disappointing to the local community and visitors alike.
- While there is a place for new and old architecture in every context, coastal towns in Gippsland generally derive their character from the prevailing natural landscape and a built form of modest buildings with framed construction, coloured and clad to merge with the local natural landscape character. These are the attributes, expressed through contemporary architecture that the guidelines seek to encourage.
- Buildings should be sited to respect the amenity and privacy of neighbouring properties.



Seaspray Design Guidelines

PARTICULAR CHARACTER ELEMENTS OF SEASPRAY TOWNSHIP THAT SHOULD BE RESPECTED AND REINFORCED

Original Town Precinct (Area 1)

New buildings in this precinct should build on the design character of early buildings in general scale, form and use of materials without mimicking period styles. Single or two storey buildings with pitched metal roofs verandahs and framed construction are desirable. Front gardens and low transparent wire mesh fences or no fences are favoured. Avoid garages and carports that are visible from the street. Proposed new commercial mixed use buildings should be in general accordance with Master Plan design concepts.

Post War Development Precinct (Area 2)

This precinct is substantially developed with a range of building styles. No special guidelines on building design are required. Gardens and street spaces should be developed with native coastal trees and shrubs to help unify this precinct.

Northern Low Density Residential Precinct (Area 3)

This precinct is also largely established with houses and gardens on large sites. No special guidelines on building design are required. The precinct is visually exposed to views from the surrounding landscape and therefore inconsistent with current policy. The public and private landscape should be developed with native tree species that help screen and soften this development when viewed from the surrounding landscape.

