

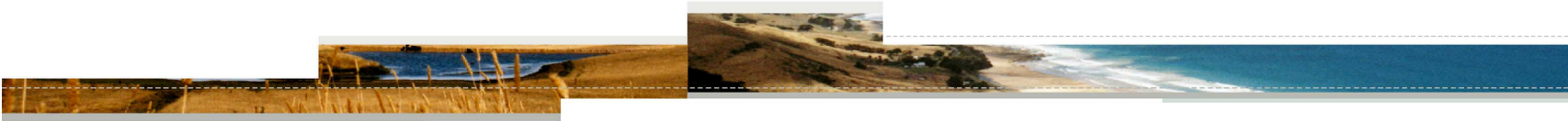


THE GREAT OCEAN ROAD REGION
LANDSCAPE ASSESSMENT STUDY

plān|sphēre [// urban strategy planners]

MUNICIPAL TOOLKIT
MOYNE SHIRE COUNCIL

FOR THE DEPARTMENT OF SUSTAINABILITY AND ENVIRONMENT | SEPTEMBER 2003



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1. Introduction

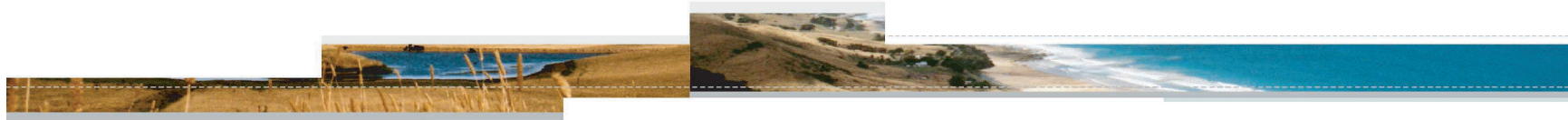
Planisphere was commissioned by the Department of Sustainability and Environment to undertake a landscape character assessment of the Great Ocean Road Region.

Landscape character is the interplay of geology, topography, vegetation, water bodies and other natural features, combined with the effects of land use and built development, which makes one landscape different from another.

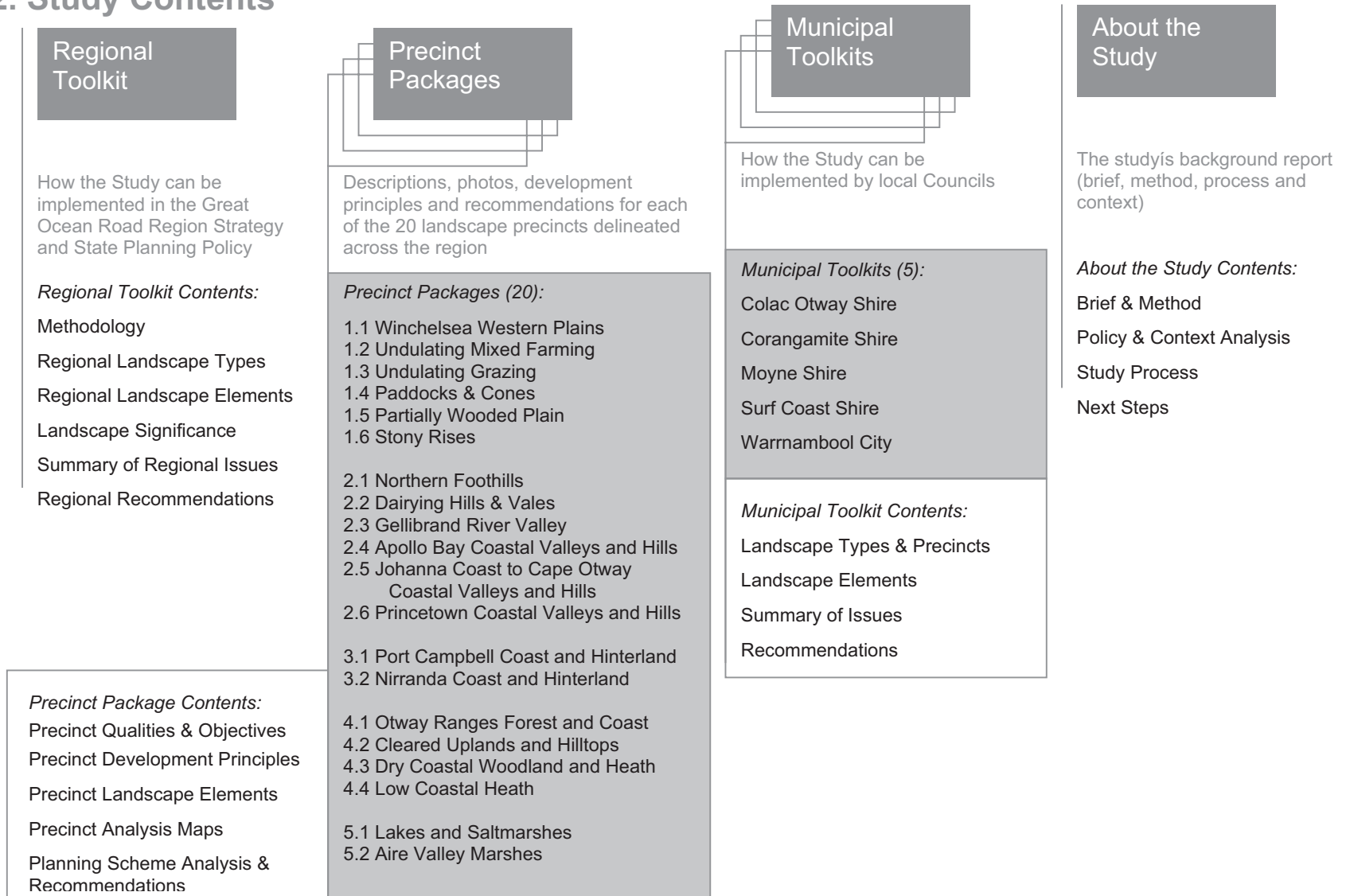
The landscape character assessment was undertaken as part of the overall Great Ocean Road Region Strategy, and has devised a sound and consistent methodology for assessing the character of landscapes and the way in which various types of development can be managed in different landscape types.

This document, the 'Moyne Municipal Toolkit', contains a synopsis of the landscape character types and precincts within the Shire, an explanation of landscape elements, a summary of key landscape character issues, and proposed recommendations, including the best method of implementing the findings of the Study through the Moyne Planning Scheme. It is intended that the relevant 'Precinct Packages' be appended to the Moyne Municipal Toolkit for a complete picture of landscape character within the Shire.

The Municipal Toolkits are one of four components that make up the contents of the Great Ocean Road Region Landscape Assessment Study. An outline of the full contents of the Study is included on page 3 of this Toolkit.



2. Study Contents



Precinct Package Contents:

- Precinct Qualities & Objectives
- Precinct Development Principles
- Precinct Landscape Elements
- Precinct Analysis Maps
- Planning Scheme Analysis & Recommendations



3. Landscape Types and Precincts in Moyne

The Moyne Shire is located towards the western end of the Study Area, bounded by the Princes Highway and the ocean coastline to the south.

The landscape of the Shire within the Study Area is characterised by the plains landscape type through the north, which is associated with flat to gently undulating topography. This landscape consists mostly of cleared paddocks divided by shelter belts, with some remnant vegetation throughout. The southern coastal area of the Shire is characterised by low scrubby vegetation and low to high sea cliffs, including some off shore landscape features such as the Bay of Islands.

The following landscape character types and precincts exist within the Shire and are shown on the Moyne [Landscape Character Types and Precinct Map](#) on page 5.

Western Plains, Cones and Lakes (1.1 – 1.6)

1.4 Paddocks & Cones (part)

1.5 Partially Wooded Plain (part)

Otway Foothills, Valleys and Uplands (2.1 – 2.6)

2.2 Dairying Hills & Vales (part)

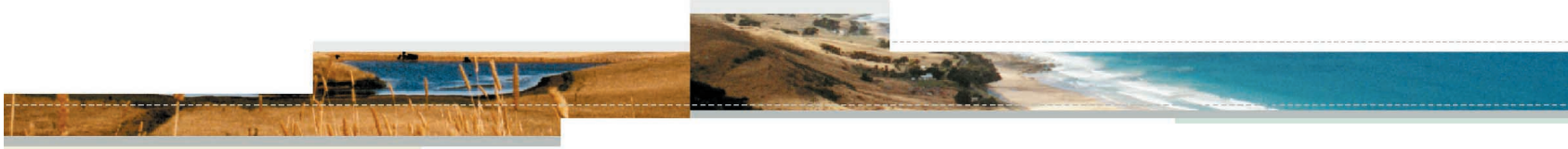
Western Coastal Cliffs (3.1 – 3.2)

3.1 Port Campbell Coast and Hinterland (part)

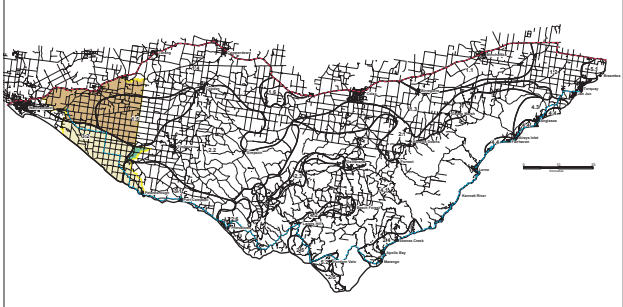
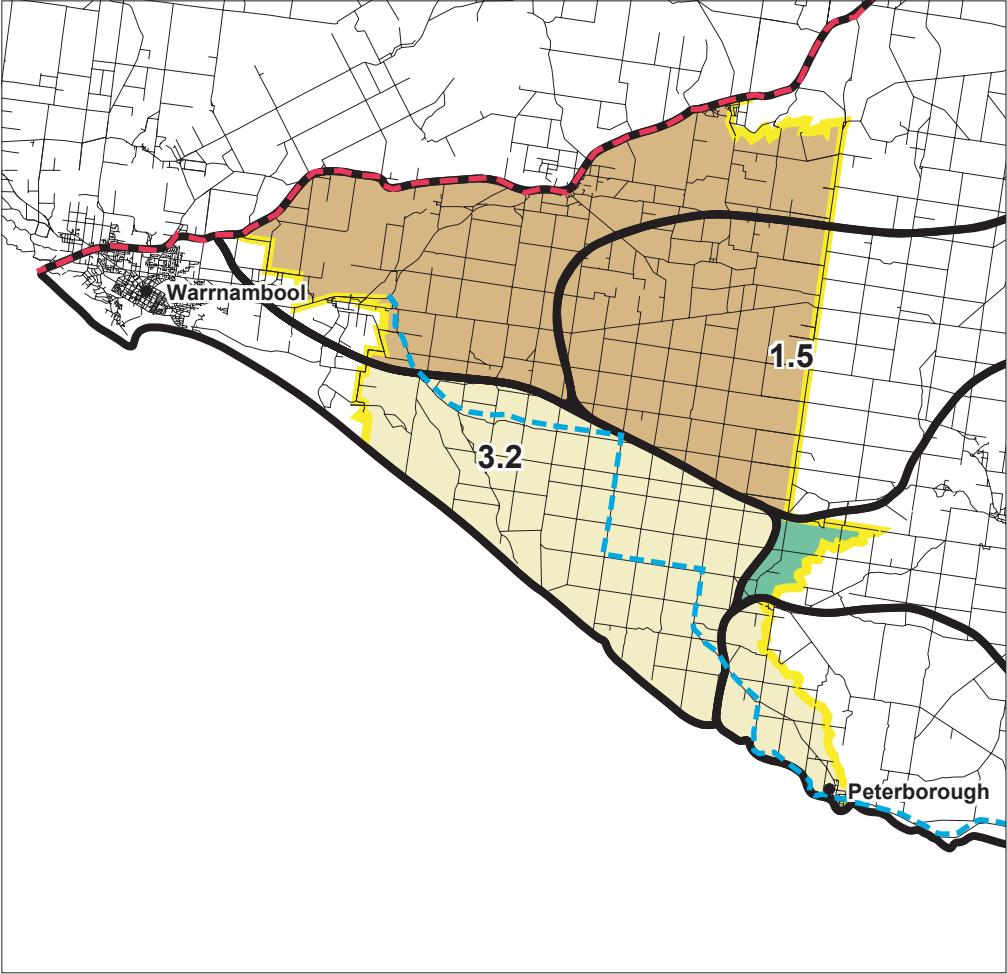
3.2 Nirranda Coast and Hinterland

Implications for Local Policy

It is recommended that the Precinct Descriptions, Distinctive Qualities and Development Principles (including Landscape Objectives) relating to the precincts in the Shire be included as Local Policy in the Moyne Planning Scheme. (Refer to relevant [Precinct Packages](#) for details).



Landscape Types and Precincts



Legend

- Great Ocean Road
- Princes Highway (Northern Study Boundary)
- Municipal boundary

Landscape Character Types and Precincts

- Western Plains, Cones and Lakes (1.1 - 1.6)
- Otway Foothills, Valleys and Uplands (2.1 - 2.6)
- Otway Forests and Coast (4.1 - 4.4)
- Western Coastal Cliffs (3.1 - 3.2)
- Localised Flatlands (5.1 - 5.2)



4. Landscape Elements in Moyne

Townships

Towns within the Moyne Shire vary in their landscape character and relationship to the surrounding landform. For example, Peterborough is dominated by its coastal setting, which forms a natural barrier to its development, along with Curdies Inlet and river. In contrast, towns in the northern part of the Study Area are located in a relatively flat and featureless landscape, dominated by cleared paddocks, shelter belts and long distance views to volcanic craters and cones.

The landscape character of the following Moyne township is described in the [Precinct Landscape Elements](#) section of the relevant [Precinct Package](#):

- Peterborough (Precinct 3.1)

Key issues in Moyne townships include unchecked sprawling development, a particular concern at the western edge of Peterborough. It is important to contain townships, and for the natural landscape to dominate beyond that edge. Sprawl on the periphery of townships often occurs in low density residential areas where development 'spills' into the natural landscape. Signage clutter and bulky industrial development along the main road into a township can have a similar negative visual effect. Another key issue is the emergence of 'heavy' urban or suburban building forms that have no relationship to the landscape setting, particularly in coastal towns. This has the potential to detract from these townships that were previously defined by a casual, 'beachside' character derived from light, simple buildings with articulated forms and a mix of materials.

Edges

'Edges' occur in the landscape when different landscape types or features intersect. They create complexity in the landscape and provide visual contrast and a point of interest. For any given landscape

(eg the sea, a forest) it is often the edge (eg the coastline, a clearing in the forest) that attracts the most people and creates management issues.

There are many edges within the Moyne landscape, including the following that are described in the [Precinct Landscape Elements](#) section of the [Precinct Packages](#):

- Township / natural landscape edges
- Edges where landscape character types intersect
- Edges where landscape character precincts meet
- The coastline
- Coastal park edges
- Topographical edges
- Features in the landscape creating edges ie incised valleys, stands of vegetation, rivers and other waterways, shelter belts etc
- Road corridors creating edges

Corridors

Main road corridors and key tourist routes that pass through the Study Area in Moyne include the Great Ocean Road and the Princes Highway. There are a number of other key routes throughout the Study Area, including the secondary north – south roads that access tourism destinations such as the Bay of Islands. The road corridors throughout the Shire pass through different landscape types and precincts, resulting in a variety of landscape experiences and scenery throughout the journey. Some of these journeys are described in the [Precinct Landscape Elements](#) section of the [Precinct Packages](#).

Main road corridors throughout the Region are zoned Road Zone Category 1 and buildings within 100 metres of them require a planning permit in the Rural and Environmental Rural Zones. As a result most development adjacent to main roads can be assessed and managed. This is important because the impression and landscape character of an area is often confined to what is seen from the main road corridors, particularly the key tourist routes.



The assessment and management of development that can be seen from main road corridors is therefore an important issue in the Shire. Particular types of development for which Development Principles have been prepared in relation to this issue include timber plantations adjacent to main roads, development on highly visible hill faces and ridges, ribbon development and low density development on township fringes.

Key Views

There are a number of key viewing locations within the Shire that are frequented by tourists and visitors to the Region, and feature on postcards from the Great Ocean Road. These are mostly coastal views, and include the steep sea cliffs and off shore formations at the Bay of Islands.

The view from the following key location in Moyne is described in the Precinct Landscape Elements section of the relevant [Precinct Package](#):

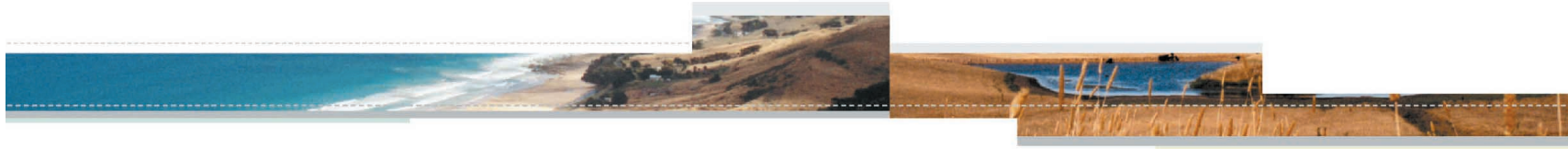
- Bay of Islands (Precinct 3.1)

This key viewing location is shown on the Moyne [Key Views Map](#) on page 8.

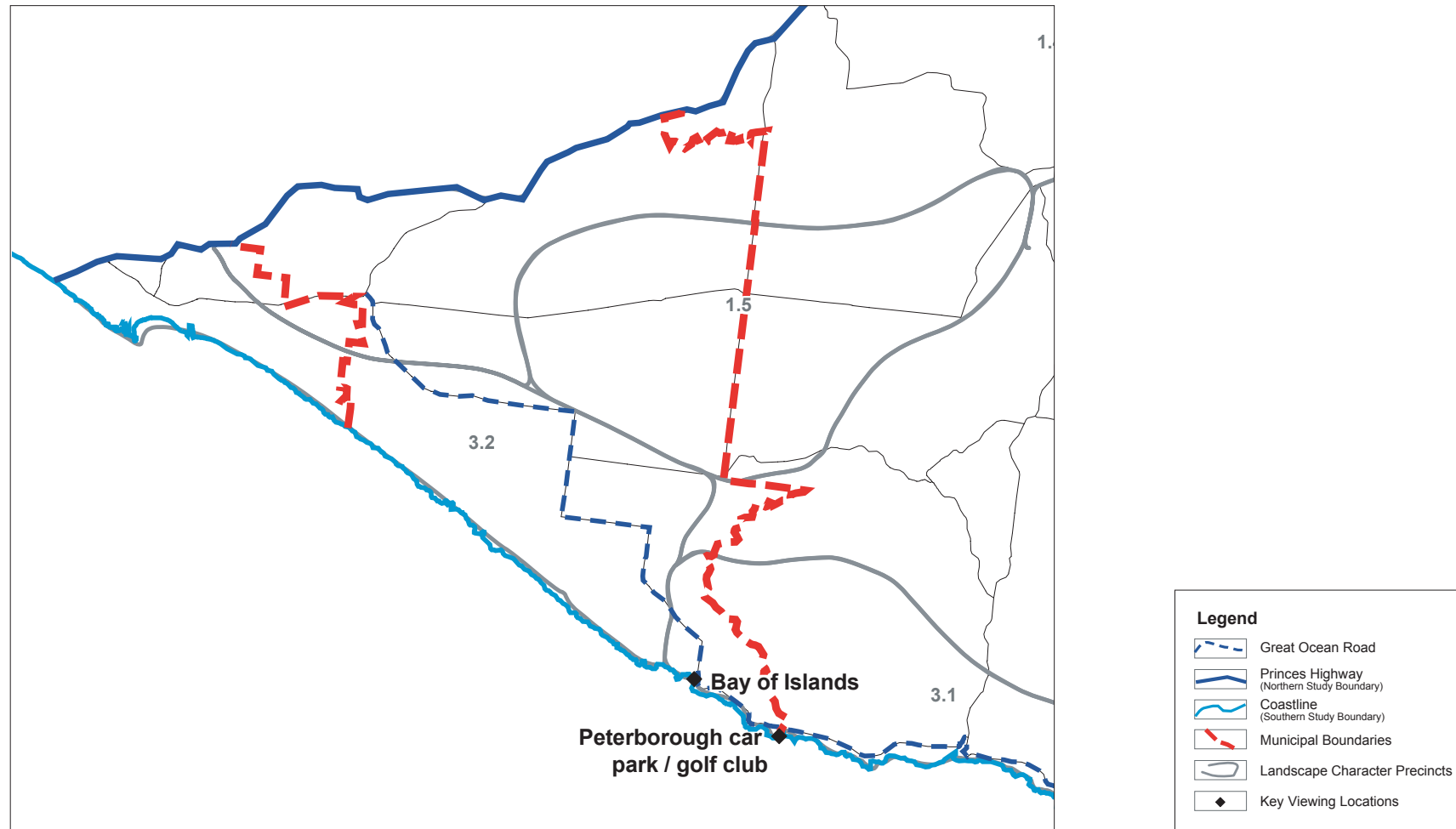
The protection and management of views from popular and established viewing locations is a key issue within the Shire. It is very important, in most instances, to retain the dominance of the natural landscape from these key viewing points, and to ensure that any new development is assessed for its impact on the character of the landscape.

Implications for Local Policy

It is recommended that brief policy statements about each of these Landscape Elements be included as Local Policy in the Moyne Planning Scheme. It is envisaged that the policy statements would be incorporated into the relevant Local Policy for that landscape character precinct.



Key Views





5. Summary of Moyne Issues

Development Pressures

Development pressure within the Shire of Moyne is focussed along the coast and in the coastal hinterland, and is centred on townships such as Peterborough. Development is also occurring between townships and includes residential and tourism ribbon development. B&B style accommodation is increasingly occurring in coastal and rural hinterland areas.

There is an increasing amount of pressure for wind farms and gas plants along the coastal hinterland from Peterborough to Warrnambool, including large wind farms containing multiple turbines.

Planning Permit Controls

Zones

The vast majority of the Shire within the Study Area is zoned Rural. The key purpose of the Rural Zone is for dairying, grazing and crop raising.

A key issue throughout the Shire that has the potential to be managed through the provisions of the Rural Zone is the clear felling of plantation trees adjacent to main road corridors and tourist routes. This practice leaves large and often highly visible areas of the landscape scarred, detracting from the landscape character of the Region. The schedule to the Rural Zone provides the opportunity to require a permit for timber production over 40 hectares. It can also be specified that this requirement only relates to timber plantations abutting a Category 1 Road Zone. Introducing a permit trigger in the Moyne Planning Scheme would provide the opportunity to require plantations to be screened from main road corridors by an indigenous and/or native vegetation buffer including understorey (minimum width 20 metres to

be stipulated in Local Policy), thus obscuring clear felled areas from key tourist routes and other main roads.

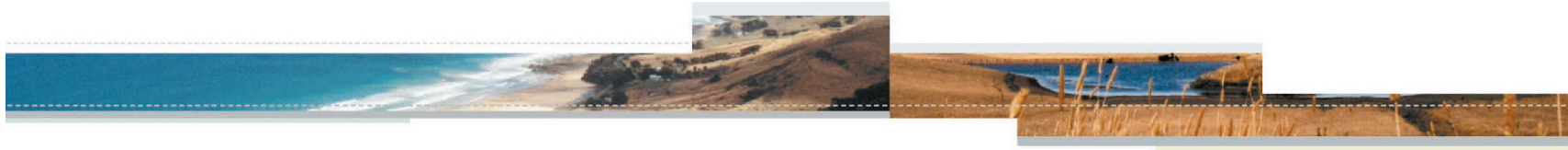
The Rural Zone provides a permit trigger for buildings within 100 metres of a Category 1 Road Zone. However, the standard Victoria Planning Provisions (VPPs) Decision Guidelines under the zone contains minimal reference to the protection and enhancement of landscape character. This gap in the VPPs will be improved through the provision of Local Policy containing the Precinct Principles (including Development Principles) prepared as part of this Study.

A review of existing VPPs rural zones has recently been completed, which may have implications for the detailed implementation of the above recommendations. However, it is recommended that the proposed changes be adapted as necessary and accommodated within any changes to the structure of the rural zones.

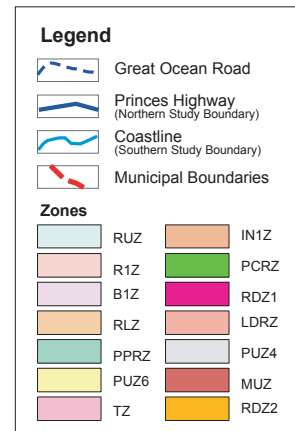
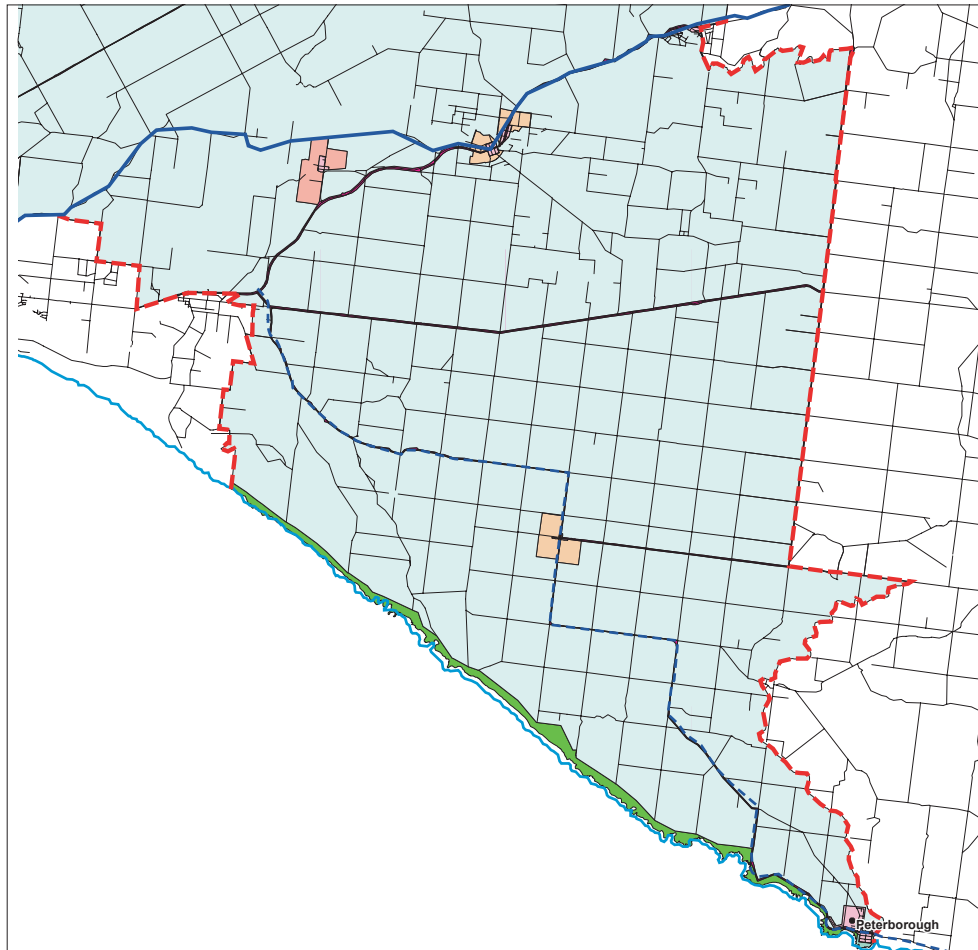
Towns within the Shire are primarily zoned Township or Residential 1, with some Low Density Residential or Rural Living zoned areas on the outskirts or in isolated pockets in the rural hinterland. As discussed, it is often the low density fringes of townships that 'spill' into the natural landscape as opposed to being contained, and result in an erosion of the landscape character.

The narrow strip immediately adjacent to the coast is zoned Public Conservation and Resource. Under the requirements of the zone, a permit is required to construct a building or carry out works unless it is shown on an Incorporated Plan which applies to the land, or is carried out by or on behalf of the public land manager.

The zones in place within the Study Area of the Shire are shown on the Moyne [Zoning Map](#) on page 10.



Zoning





Overlays

Existing Significant Landscape Overlays

There are no Significant Landscape Overlay areas in the Shire of Moyne within the Study Area.

Other Relevant Overlays

The Environmental Significance Overlay is in place over the Public Conservation and Resource zoned coastal strip west of Peterborough. The schedule to the overlay (ESO1) contains Objectives that are consistent with the intent of the overlay, but a number of Decision Guidelines relate to landscape and amenity. It is recommended that the purpose of this overlay (over public land) and the content of the schedule be reviewed.

Existing overlays within the Study Area of the Shire are shown on the [Relevant Overlays Map](#) on page 12.

Proposed Significant Landscape Overlays

There are areas of significant landscape character within the Shire that are not covered by sufficient Planning Scheme controls and are experiencing development pressure. In many of these areas, zone controls are relied upon to trigger a permit and comprehensive assessment guidelines are not available. The following 'formula' has been applied to all parts of the Shire within the Study Area to determine where these 'Priority Areas' are located:

Significance + Pressure + Lack of Control = Priority Area (for additional control)

The level of significance (Regional, State or National) was attributed to the landscapes through the application of a set of assessment criteria. The methodology and findings in relation to landscape character significance are outlined in the [Regional Toolkit](#).

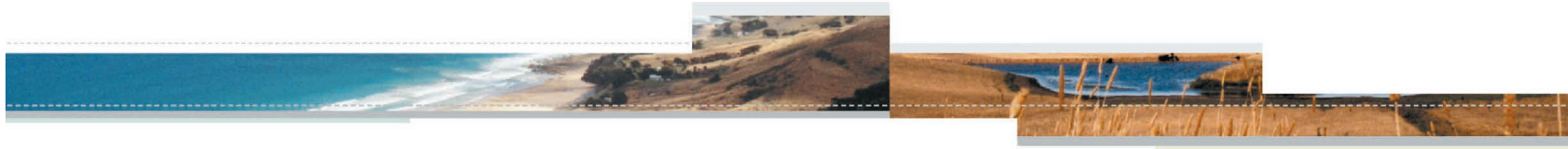
The Priority Areas are recommended for protection and management through the application of the Significant Landscape Overlay.

The following area within the Shire of Moyne is recommended for the Significant Landscape Overlay:

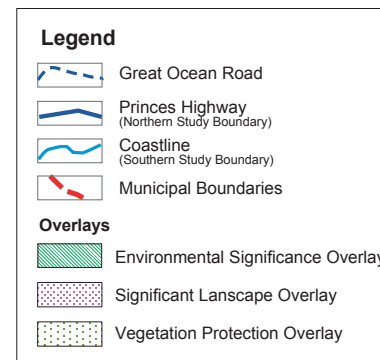
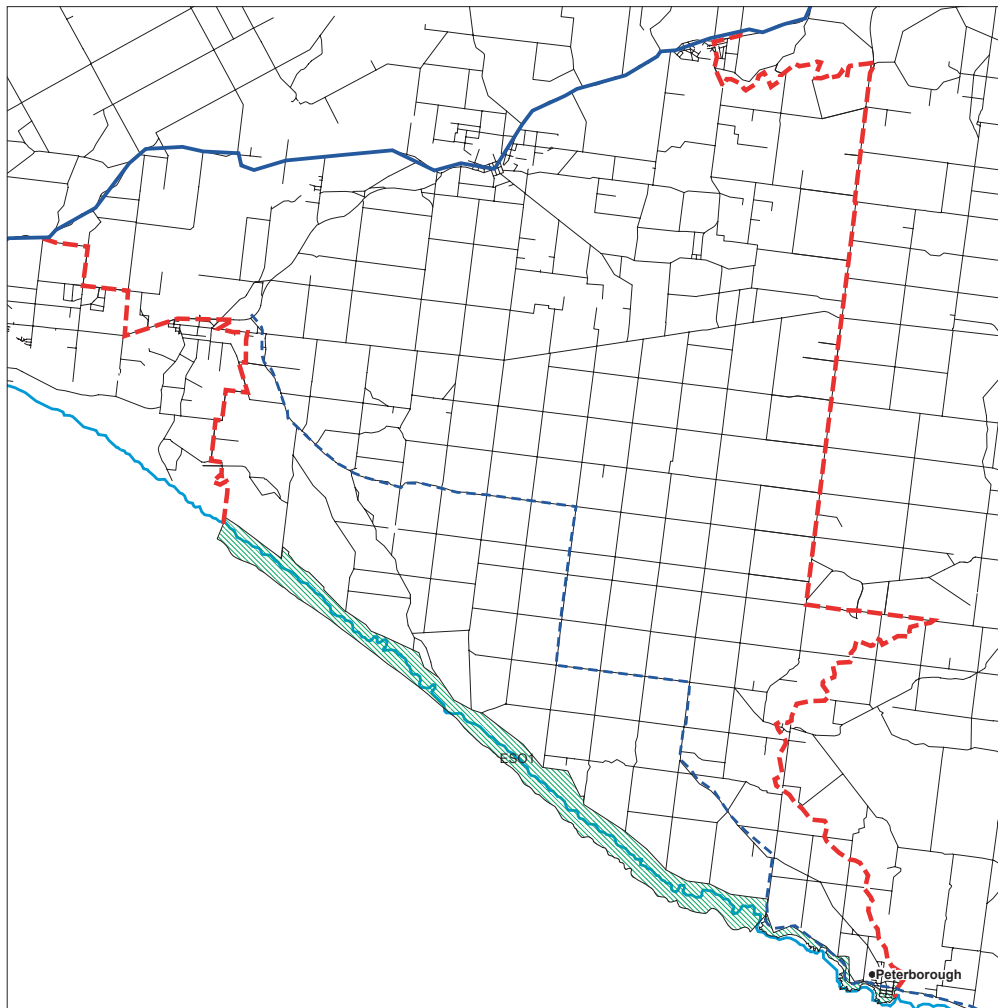
Western Coastal Cliffs Landscape

It is recommended that the privately owned coastal landscape between Peterborough and the Shire's western Municipal boundary within the Study Area be protected and managed with a Significant Landscape Overlay (part Precincts 3.1 and 3.2). The rugged cliffs, off-shore rock formations and coastal hinterland are of National and State significance, with areas such as the Bay of Islands being a landmark Great Ocean Road destination. The area is also experiencing development pressure, both on the coast and in the hinterland, and it is also of note that the Significant Landscape Overlay is already in place in adjacent Municipalities immediately to the east and west of this area.

The proposed Significant Landscape Overlay area is depicted on the [Proposed Significant Landscape Overlay Areas Map](#) on page 13.

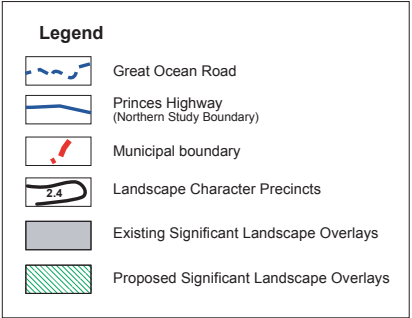
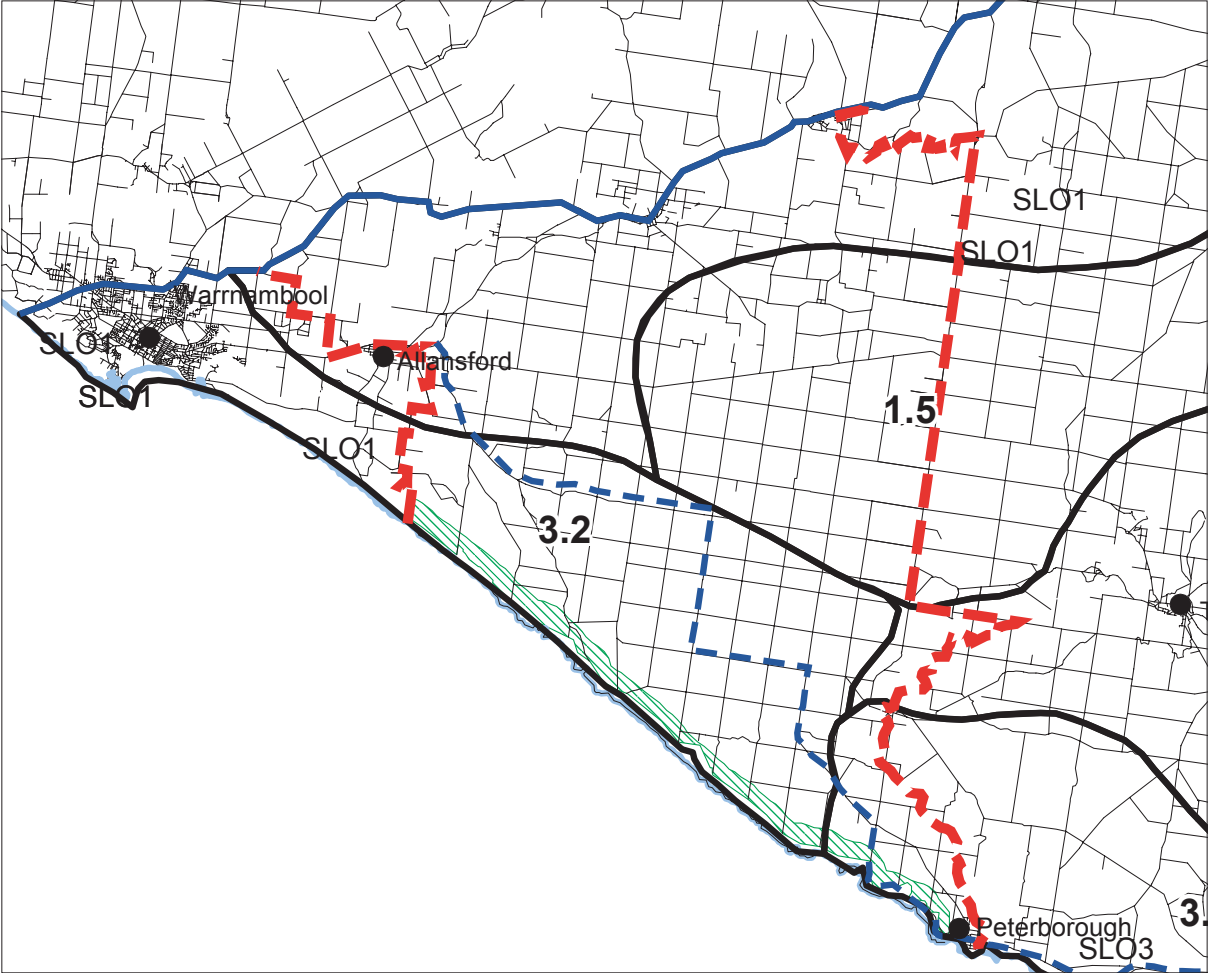


Relevant Overlays





Existing and Proposed Significant Landscape Overlay Areas





Local Planning Policy Framework

The Moyne Planning Scheme includes Strategic Directions to:

- Protect significant natural environments.
- Protect and enhance landscaping on all major approach roads.
- Protect landscapes of high scenic value from inappropriate development in coastal areas, hill tops and ridgelines.

And includes the following Local Policies relevant to landscape character:

22.01 Settlement and Housing:

- 22.01-1 Aboriginal Heritage
- 22.01-11 Smaller Townships and Settlements
- 22.01-13 Building Construction in Low Density Residential and Rural Living Zones

22.02 Environment:

- 22.02-1 Coastal Areas
- 22.02-2 Rare and Threatened Species
- 22.02-7 Hilltop and Ridgeline Protection
- 22.02-8 Flora and Fauna
- 22.02-9 Public Land

22.03 Economic Development:

- 22.03-3 Timber and Timber Processing Industries
- 22.03-5 Housing on Lots of Less than the Minimum Area
- 22.03-6 Excisions of Dwellings in the Rural Zone

The Three Year MSS Review Report (Keaney Planning and Research Pty Ltd and Michael Kirsch, August 2002) recommends changes to the structure, format and content of the Municipal Strategic Statement, including the above Local Policies which are of some relevance to landscape character. The majority of these changes can be implemented without affecting the recommendations of this Study.

The Moyne Planning Scheme does not contain Local Policy relating specifically to landscape character. Following the delineation of landscape character types and precincts, and the assessment of landscape character significance as part of this Study, it is recommended that this information be included as Local Policy in the Planning Scheme. It is important that Local Policy assists in exercising discretion within the Planning Scheme and it is therefore recommended that the Development Principles prepared as part of this Study also be included. (The Development Principles are contained in the relevant Precinct Packages).

The Local Policy, including Development Principles, will provide guidance in decision making in relation to landscape character that is currently lacking. Particular issues within the Moyne Shire that will be covered include development visible from key tourist roads, buildings on hill faces and ridges, and plantations adjacent to main road corridors.



6. Moyne Recommendations

Moyne Planning Scheme

Municipal Strategic Statement

Review and strengthen the Municipal Strategic Statement in relation to landscape character generally, including the following Clauses:

- 21.06 Environment

Local Policy

Introduce new Local Policy specific to the landscape character of Moyne, including Precinct Descriptions, Distinctive Qualities and Development Principles (including Landscape Objectives) relating to the precincts in the Shire.

Include brief policy statements about each of the Landscape Elements in the new Local Policy. It is envisaged that the policy statements would be incorporated into the relevant Local Policy for that landscape character precinct.

Amend Local Policy 22.03-3 Timber and Timber Processing Industries to include a requirement for an indigenous or native vegetation buffer (minimum depth 20 metres) for timber plantations abutting a Road Zone Category 1.

Review and strengthen all relevant Local Policies.

Rural Zone

Amend the Schedule to the Rural Zone to require a permit for timber production over 40 hectares abutting a Road Zone Category 1.

Significant Landscape Overlay

Apply the Significant Landscape Overlay to the Western Coastal Cliffs Landscape (part Precincts 3.1 and 3.2).

Detailed investigation is required to determine the exact cadastral boundaries of the above proposed overlay areas, as this was outside the scope of the brief.

Other Relevant Overlays

Review the existing schedule to the ESO1 to ensure that the Decision Guidelines are consistent with the purpose of the Environmental Significance Overlay.

Moyne Otway Community Education

Consider the need for community education programs to disseminate information about landscape sensitive development and the findings of this Study.

Council Staff Skilling

It will take time to become familiar with the findings of this Study and its implementation through the planning system, and the Shire's planners will need support and skilling to get the most out of the Study's recommendations. Correct approaches to site analysis, knowledge about acceptable design solutions for particular landscape character types and consistency are all important. Training sessions, workshops and a review of permit applications by appropriately qualified consultants may be useful techniques. Above all, the Council must send out the right message to the development community through consistent decision making as well as communication about the value of the landscape character to the Shire's image and economy.



Council Statutory Support

The main products for statutory support, which will aid decision making are the proposed changes to the Moyne Planning Scheme, including the Development Principles and Local Policy. However, there are other allied or associated measures that can be taken, including:

- Introduction of additional permit conditions
- Better enforcement of permit conditions
- Active monitoring of illegal works, and increased publicity regarding penalties
- Improved communication and coordination with public land managers to ensure that the desired landscape character outcomes are achieved