



BEMM RIVER

URBAN DESIGN FRAMEWORK

COASTAL TOWNS DESIGN FRAMEWORK
VOLUME 3

MARCH 2007



EAST GIPPSLAND
SHIRE COUNCIL



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COASTAL TOWNS DESIGN FRAMEWORK

THE VISION FOR BEMM RIVER

“Bemm River will retain its character as a remote fishing hamlet, bordered by public Parks and with excellent access to Sydenham Inlet.

It will have a range of recreational boating facilities and provide picnic areas and facilities for holidaymakers.

Buildings will improve in quality over time, while still reflecting the ‘fishing village’ character of the hamlet.

The heart of the settlement, the foreshore, will be easily accessed on foot and will be enhanced as a community hub.”

This final report details an Urban Design Framework for Bemm River 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.

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 Bemm River 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.

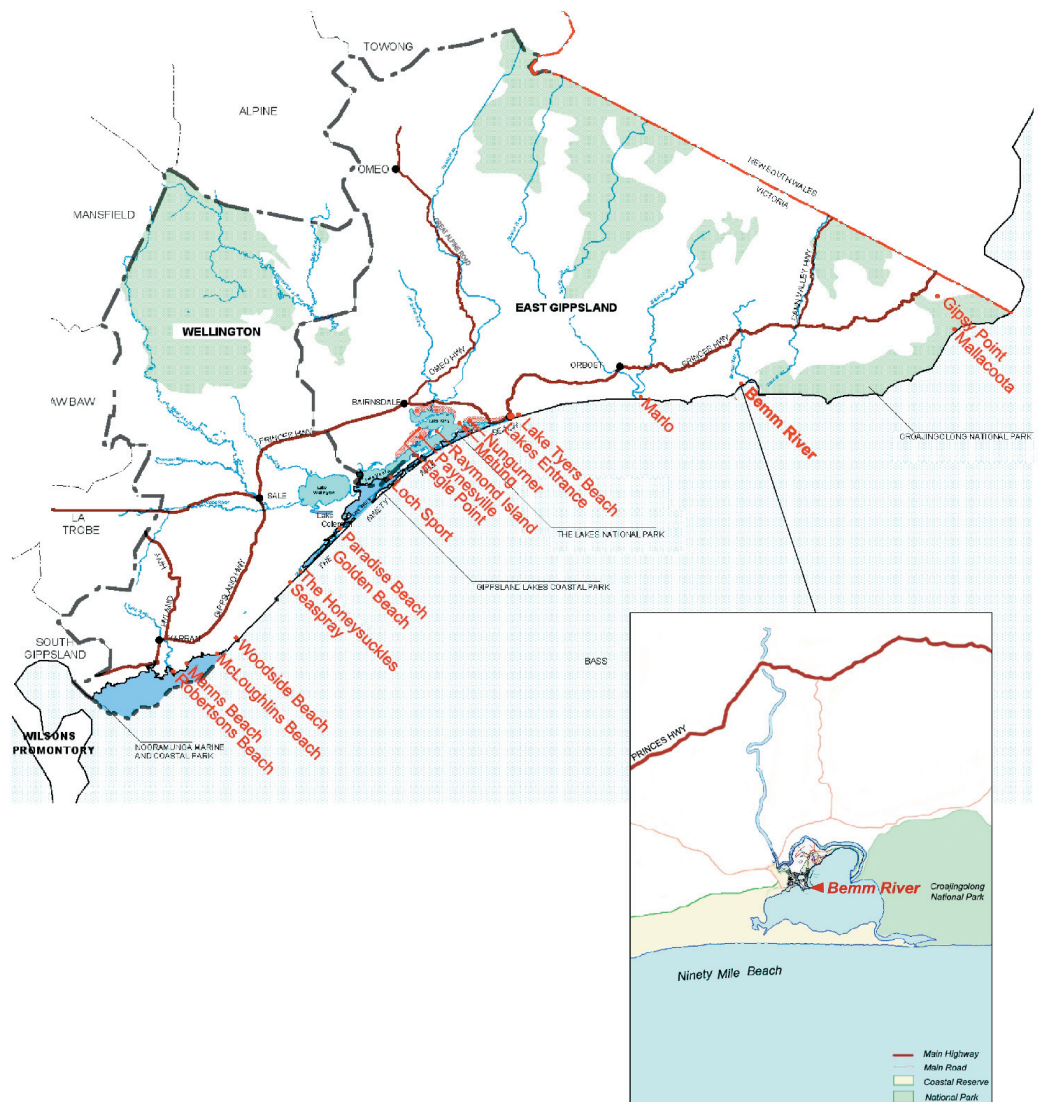
Each project will be informed by complementary work from other projects, as appropriate, including the Domestic Waste Water Management Plan in the Gippsland region, the Tourism Strategy in East Gippsland Shire and the Subdivision Strategy in Wellington Shire.

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 Bemm River 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 East Gippsland 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).



Fishing is a priority at Bemm River

3. SETTLEMENT STUDY AREA

3.1 REGIONAL INFLUENCES

Bemm River is located in East Gippsland Shire, approximately 420 km from Melbourne, between Marlo and Mallacoota. The nearest major town is Orbost, some 55 km to the west. The settlement is located at the end of Sydenham Inlet Road, 21 km south from the Princes Highway and Bemm River is situated at the edge of Sydenham Inlet.

The town sits between Croajingolong National Park and the Cape Conran Coastal Park and this natural setting is complemented by the bushland character of the village.

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 Bemm River are the following points:

- East Gippsland population as a whole is likely to grow strongly and will age significantly over the next 30 years.
- Economic growth prospects within East Gippsland are strong for primary industries but with minimal employment growth. Tourism activity will expand in this part of the region with important resources for nature-based and adventure tourism. Orbost will continue to provide most higher order services in this part of the region.
- 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.
- Bemm River has the potential for some limited growth in the tourism sector, through the provision of experiences connected to the natural assets of the area, although potential impacts will need to be adequately managed. Proximity to National Parks and good fishing provide major opportunities in terms of tourism in the region. The attraction of existing natural assets will need to be supported by other tourist infrastructure such as quality accommodation and cafés/restaurants.
- Development must not adversely impact upon the water quality of Sydenham Inlet or affect Croajingolong National Park or Cape Conran Coastal Park, which are extremely significant conservation reserves.
- Due to the relatively remote location of Bemm River and a reliance on road access, petrol price increases may impact on visitor numbers and will contribute to the rising cost of goods and services.

3.2 SETTLEMENT DESCRIPTION

3.2.1 Township Profile

Bemm River is a hamlet dominated by fishing. It sits on the edge of Sydenham Inlet and provides water access with two boat ramps. It is a popular holiday destination and there are significant caravan and camping facilities (over 100 sites) within the settlement.

The Bemm River Hotel is a key feature of the village and serves as a community hub as well as an important facility for visitors. There is also a milk bar, a community centre and a CFA outpost.

The public open space and foreshore area located across the road from the Hotel offer recreational opportunities and this general vicinity is the centre of activity within Bemm River.

There is a formal recreation area located at the entrance to town, along the main road and some 500 metres from the residential areas. The proximity of Bemm River to National Parks is an important asset that is not currently fully exploited.

All dwellings are low key and many are essentially fishing shacks. There are also a number of permanent caravans used as homes. Some young families have settled in the area, however employment opportunities are extremely limited.



Sydenham Inlet

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.

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 Bemm River in relation to the other coastal towns within the study area is as a **Small Village likely to develop within the existing urban and low density area**. Some of the attributes of a Small Village include a population less than 200, a general store or no facilities and on-site waste disposal.



Bemm River Hotel



Bemm River shacks

3.2.3 Population Profile

Bemm River is part of a wider Census Collection District (CCD) that stretches from Bemm River to Marlo along the coast and inland to Cann

River, bounded by the Princes Highway on the north. Bemm River would account for less than half the CCD's population. This profile is based on that CCD in the absence of better information.

The CCD including Bemm River had a population of only 170 persons at the time of the 2001 Census. It is a prime fishing area with good estuarine access and is attractive to active retirees. Bemm River is well known by the Victorian fishing community. As such, it may enjoy higher growth than the Shire but its remoteness and relative lack of facilities may affect its appeal. It is estimated that growth will not exceed the Shire average long term growth rate of 0.32% and the population of the area is likely to remain below 200 persons by 2031.

In 2001 149 dwellings were recorded in the CCD and 43.6% of these were unoccupied compared to only 20.1% for the Shire. This underscores the area's role as a recreation destination. The occupancy rate of the occupied dwellings was a relatively low 1.83. The area is unlikely to face much pressure for further development in the foreseeable future.

A count of existing dwellings from 2004 aerial photography indicates approximately 65 dwellings in Bemm River. Based on the Census statistics for dwelling occupancy and persons per dwelling in the CCD, this equates to a population of approximately 67 persons. It is also noted that several caravans in the camping ground appear to be permanently occupied at present and this could boost the current population total. Based on the population growth estimated above, and dependent on land supply, Bemm River could grow to a population of 80 persons by 2031. Assuming dwelling occupancy rates similar to that recorded in 2001 the total additional housing demand is approximately 10 dwellings.

The CCD has a high median age of 48 years, 7 years higher than the Shire's median and 13 years higher than the regional Victorian average. Some 23.5% of residents are aged 65 and over, while only 12.4% of the residents were aged 14 and under compared to the Shire average of 20.7%. The unemployment at the time of the Census was 11.4% higher than the Shire average and the workforce participation of 54.3% was comparable to the Shire average. However, these averages were well below those of Regional Victoria.

The main employing industry in the area is the Accommodation, Cafes and Restaurants sector, which employs 24.6% of local residents. The next most significant sector is Agriculture, Forestry and Fishing employing 16.4%. Supporting the dominant industry are two other tourism related sectors of Recreation and Cultural Services and Personal Services both of which employ 4.9% of locals compared to only a total of 5.6% for both in the Shire.

The area has a relatively high number of persons with qualifications (31.0%), which are spread across the degree and trade based areas. The median weekly individual income of the area was \$200-\$299 below the Shire average, though the estimated area mean household of \$346 was only just below the Shire average of \$351.

3.2.4 Natural Resources

General Description

Bemm River in the East Gippsland Lowlands Bioregion. Cape Conran Coastal Park lies immediately to the west of Bemm River. The Bemm River Scenic Reserve, which covers an area of 635 ha is located 45 km east of Orbost, on the Princes Highway, approximately 15 km north-west of the township of Bemm River. The Reserve includes stands of Warm Temperate Rainforest, expansive eucalypt forests and significant species of flora and fauna. Croajingolong National Park extends eastward from the eastern shore of Sydenham Inlet to the New South Wales coast.

Flora Values

The township of Bemm River is located within a landscape that retains most of its indigenous vegetation. Relatively little indigenous vegetation has been cleared for agriculture, reflecting the low-nutrient status of the soils. The indigenous vegetation is highly diverse, with eight Ecological Vegetation Classes (EVCs) mapped (see Appendix B – Environmental Detail) and it is of high quality with little structural or floristic modification.

Residential and commercial development at Bemm River is highly constrained by the extent and quality of indigenous vegetation; it is also constrained by land capability on the northern side of the town where the low-lying land, currently supporting Swamp Scrub (dominated by Scented Paperbark *Melaleuca squarrosa*) has the water table permanently at or near the soil surface.

Fauna Values

The Cape Conran site of zoological significance lies to the west of Bemm River. This site is known for records of Long-nosed Potoroo, Southern Brown Bandicoot, and Smoky Mouse (east of the Snowy River the records this species are all coastal). Other fauna found in this area are typical of fauna of coastal heathland and forest in East Gippsland. Freshwater swamps and swales have resident populations of Long-necked Tortoise and Ground Parrot was recorded in surrounding heathland. The Green and Golden Bell Frog has been recorded in areas surrounding Bemm River as recently as 1992.

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 Bemm River has been classified as follows:

High Quality Vegetation Areas - (High development constraints).



Bemm River foreshore

Existing Modified Areas - urban, various densities (Moderate development constraints).

Low Quality Vegetation Areas - pasture with scattered or isolated trees (Low development constraints).

Refer Plan 1 Bemm River Vegetation Quality Plan.

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 Bemm River area, there exist:

- One known pre-contact Aboriginal heritage value site;
- One known historic site of Aboriginal heritage value;
- Four Register of the National Estate listings (Dock Inlet Geological Area, Old Coast Road, Bemm River, Little River Track Area, Little River Track, Bemm River, Mount Bemm, Mt Cann Tower Track, Bemm River Sydenham and Tamboon Inlet Geological area, Old Coast Road, Bemm River);
- No listings with Heritage Victoria; and
- One site covered by the Heritage Overlay in the East Gippsland Planning Scheme (HO359 Kanooka (Water Gum) Tree, south of swing bridge, junction of McKenzie and Bemm Rivers, Bemm River Rainforest Walk).

Under Part IIA of the Commonwealth Aboriginal and Torres Strait Islander Heritage Protection Act 1984, Bemm River is associated with the Moogji Aboriginal Council East Gippsland Incorporated / Far East Gippsland Aboriginal Corporation.

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 the potential for further (unrecorded) Aboriginal heritage sites to occur in Bemm River is extremely high.

It is also noted that a Local Heritage Study is being undertaken for East Gippsland Shire and may include additional places of heritage importance within Bemm River.

4. PLANNING AND DEVELOPMENT CONTEXT

4.1 STATE / REGIONAL PLANNING POLICY

Various policies for the State and region are applicable to Bemm River. 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 East Gippsland 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

	COASTAL PLANNING	OTHER RELEVANT POLICY (Strategic Planning and Tourism)
STATE	<p>Victorian Coastal Strategy (VCS)</p> <p>State Environment Protection Policy (Waters of Victoria)</p>	<p>State Planning Policy Framework (SPPF)</p> <p>Victoria’s Tourism Industry Strategic Plan 2002-2006</p> <p>Victorian Tourism Infrastructure Development Strategy</p>
REGIONAL	<p>Integrated Coastal Planning for Gippsland Coastal Action Plan (Integrated CAP)</p> <p>Gippsland Lakes Coastal Action Plan</p> <p>Estuaries Coastal Action Plan</p> <p>Gippsland Boating Coastal Action Plan</p> <p>Climate Change in Eastern Victoria</p>	<p>Municipal Strategic Statements (East Gippsland and Wellington Planning Schemes)</p> <p>Gippsland Regional Tourism Development Plan (GRTDP) 2004 - 2007</p> <p>Domestic Wastewater Management Plan</p>
LOCAL	<p>Foreshore Management Plans</p>	<p>Local Planning Policy Framework (LPPF)</p>

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.



Important recreation facility - Bemm River Caravan Park

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 and the promotion of Bemm River as a blue water and nature based tourism destination are the two 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.



Wetlands adjacent to foreshore

4.2 EAST GIPPSLAND PLANNING SCHEME

4.2.1 Municipal Strategic Statement

The East Gippsland Municipal Strategic Statement (MSS) identifies key influences for the municipality and includes a range of objectives and strategies (21.05) relating to: community development; economic development and employment; conservation and natural resource management; and land use and development.

Key policies contained in the MSS relevant to Bemm River include:

- Encouragement of nature based tourism on public and private land.
- Encourage agencies to upgrade management of visitor impact on river frontages used extensively for fishing and boating.
- Encourage good design in relation to new tourist facilities and other uses so that they relate well to the natural environment.
- Improve water quality in rivers, coastal estuaries and lakes through the management of storm water and sewerage efficient disposal.
- Protect and enhance the visual and environmental qualities of lakeshore and river frontage areas.
- Allow limited infill development where reticulated sewerage is not available of existing lots can be shown to be capable of retaining waste water.

Other specific strategies included in 21.06 Strategies for Sub-regions, Towns and Localities, provide that Bemm River retain its existing role as a fishermen's haven and that opportunities for nature and water-based tourism are developed. Support is provided for the upgrading of tourist infrastructure, including boating facilities.

4.2.2 Local Policies

Local policies most relevant to the coastal towns of East Gippsland include: Heritage Policy (22.10), Aboriginal Heritage Policy (22.11) and Significant Landscapes Policy (22.12).

The Heritage Policy (22.10) and the Aboriginal Heritage Policy (22.11) apply to all land in the municipality.

The Heritage Policy closely relates to the Heritage Overlay although it is noted that recent heritage studies of many of the coastal towns are yet to be implemented through a Heritage Overlay amendment. The Policy aims to conserve and enhance heritage places of natural and cultural significance, including heritage rivers, as well as those elements which contribute to the significance of heritage places.

The Aboriginal Heritage Policy aims to promote the identification, protection and management of Aboriginal cultural heritage values and to ensure that the views of local Aboriginal communities are taken into account in providing for the conservation and enhancement of places, sites and objects of Aboriginal cultural heritage value. In relation to development proposals, the policy seeks to ensure the conservation of known or potential indigenous cultural heritage sites is addressed through expert evaluation and assessment of such sites as part of the application process.

The Significant Landscapes Policy applies to the whole of Bemm River by virtue of its location within the Croajingolong Significant Regional Landscape (Refer Map 7 in the East Gippsland Municipal Strategic Statement). The Policy is designed to ensure that all significant regional landscapes are protected and enhanced and not compromised by development.

The Policy is implemented through the consideration of applications in terms of impacts on landscape values and visual amenity and it is envisaged that Significant Landscape Overlays may be introduced in the future.

Local policies contained within the planning scheme relating to the broader municipality include: Special Water Supply Catchment Areas; Industry Development; Dwellings in Rural Areas; Tourist, Commercial or Industrial Development in Non-Urban Areas; Identification of Development Constraints; and Small-lot Subdivision in Rural Zones. The Tourist, Commercial or Industrial Development in Non-Urban Areas Policy (22.06) seeks to protect the amenity and environment of non-urban areas in relation to tourist and similar development proposals. The Small Lot Subdivisions in Rural Zones Policy (22.08) is aimed at providing subdivision flexibility for appropriate activities in rural zones that require a site less than the zone minimum. The policy also assists the creation of a site for tourist purposes in non-urban areas.

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

4.2.3 Zoning

Bemm River is surrounded by extensive areas of public land, much of which is National Park.

Bemm River is covered by the Township Zone (TZ) and there is a large area of Rural Use (RUZ1) land to the north of the settlement.

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

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

The current zoning is considered sufficient for the foreseeable future of Bemm River. There is an area zoned TZ located on the northern side of Sydenham Inlet Road to the west of Kathleen Drive that is significantly constrained for development due to the presence of high quality vegetation. This area may need to be rezoned more appropriately. Land to the north of Kathleen Avenue contains areas that may have less environmental constraint.

4.2.4 Overlays

There are no overlays in the planning scheme applicable to Bemm River.

At present, overlays do not appear necessary to preserve the existing character. However, depending on future development pressure, overlays may be appropriate to guide building siting and design or prevent vegetation removal.

It is worth noting that therefore no vegetation protection exists other than the Net Gain provisions included in the SPPF.

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

4.3 DEVELOPMENT SUMMARY

4.3.1 Building Approvals

There were eight building permits issued for new dwellings in Bemm River between 2000 and 2004. This rate of development is comparable with Gipsy Point, for which four permits were issued during the same period.

4.3.2 Land Supply

There exist a small number of vacant lots dotted throughout the settlement and there is some limited potential for further subdivision of certain sites subject to satisfactory waste disposal arrangements. Many individual lots are also ripe for redevelopment.

4.3.3 Infrastructure

Bemm River has a reticulated water supply provided by East Gippsland Water. There is no reticulated sewer and due to the size and location of the town a reticulated waste disposal system will be costly. There is only limited provision of sealed roads and for storm water drainage management.



Houses overlooking Sydenham Inlet



Potential for redevelopment or consolidation

Bemm River has been included in the East Gippsland and Wellington Shires Domestic Wastewater Management Plan investigations, which seek to provide strategies and actions to improve the standard of wastewater disposal in unsewered areas. Recommendations from those investigations are anticipated in late 2006.

In the absence of a reticulated sewerage system the intensity and extent of residential development must be limited to ensure that water quality in the Inlet and adjacent water bodies is protected.

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:

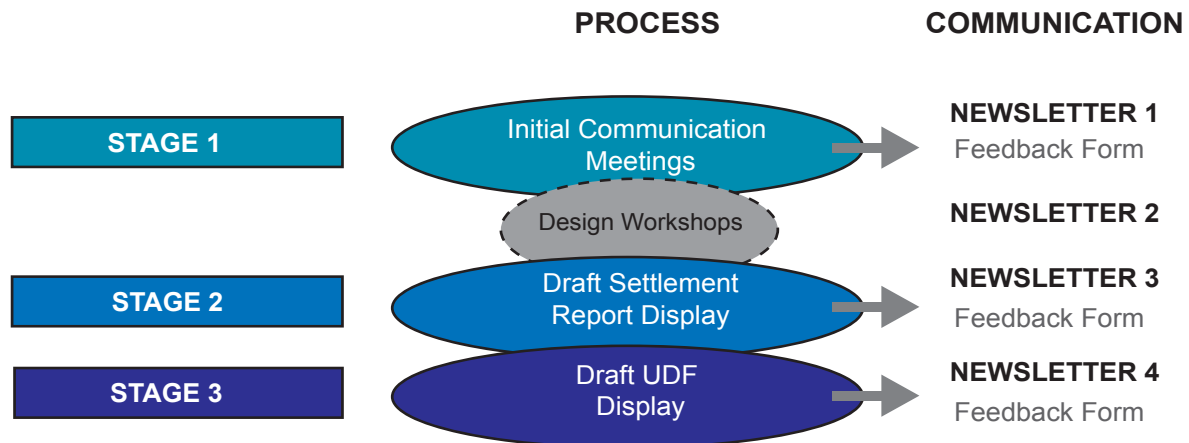
Stage 1: Initial Community Meetings and feedback

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.

A summary of the key points raised in the submissions and the response considered by Council is provided in Appendix G. 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 Bemm River 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>Bemm River</p> <p>Key Issues from Initial Public Consultation</p> <p>(Approximately 30 people attended the consultation meeting and 4 submissions were received)</p>	<p>Community Values</p> <ul style="list-style-type: none"> • Natural assets of the area. • Fishing opportunities available in the surrounding waters. • Strong community spirit. <p>Key Issues</p> <ul style="list-style-type: none"> • Inadequate boating facilities and water access, including maintenance of existing infrastructure. • Impacts on water quality and the need for improved storm water management and a reticulated waste disposal system. • Pedestrian circulation, access to natural areas and safety. <p>Priority Improvements</p> <ul style="list-style-type: none"> • Improve fishing facilities and lake access. • Improve current tourist accommodation and amenities. • Maintenance of existing assets.
<p>Stage 2</p> <p>Bemm River</p> <p>Draft Settlement Report Feedback</p> <p>(9 submissions were received)</p>	<p>Major Issues</p> <ul style="list-style-type: none"> • Emphasis required on the need for reticulated sewerage – environmental health of waterway is paramount. <p>Other Comments</p> <ul style="list-style-type: none"> • Need to clarify extent of development on land to the north of Kathleen Drive. • Overfishing a continuing concern.



Public Meeting January 2005

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

Bemm River is a fishing hamlet and includes a mix of fishing shacks and permanent caravans as well as larger, well-maintained homes. Some change might be expected over time due to the condition of a number of the buildings, although the topography does not lend itself to particularly grand homes and the character is likely to remain low-key. There may be benefit in introducing siting and design guidelines to ensure that new development does not detract from the existing character of Bemm River.

Many of the undeveloped lots within Bemm River are well-vegetated and any tree removal will significantly affect the character of the settlement. Planning control over vegetation removal is limited.

Consideration should be given to rezoning land north west of Kathleen Avenue to Rural as it contains highest quality vegetation areas. Similarly, land to the north of Kathleen Avenue should be investigated in detail as to its land capability for some limited development adjacent to the existing Township Zone. Flooding may be an issue for some of this land. Clustered development with a package waste treatment plant may be suitable on parts of this land.

Areas surrounding the settlement are well-vegetated and contribute to the wilderness feel of the locality. Proximity to Sydenham Inlet is important, although not always apparent due to the flat topography and dense water edge vegetation.

7.1.2 Environment

There are drainage issues in some areas and stormwater runoff can adversely impact on Sydenham Inlet. There is a strong community view that fish stocks in the Inlet have dropped significantly and current levels of fishing may not be sustainable in the medium to long term. A constraint on the total level of development in this settlement may be desirable on this basis.

The surrounding Parks are of environmental significance and future development must not significantly impact on this valuable natural resource.

The isolation of Bemm River and its setting, surrounded by heavily vegetated parks, provides a potential high fire safety risk. Detailed planning for fire protection should be undertaken.



Boat ramp



Bemm River Community Hall



Variety of housing styles

7.1.3 Activities

The primary activity in Bemm River is fishing and visitor numbers have increased due to fishing limits being set elsewhere in Gippsland. As a result, the depletion of fishing resources is a concern of the community.

Access to the water is vital and the existing carpark provides adequate space for boat trailers and vehicles. Some facilities need improvement (eg, boat launching ramp) as recommended in the Gippsland Boating CAP.

There may be greater commercial development opportunities due to increased visitor numbers, however sustainability of fishing activities should be evaluated.

Community recreation facilities (eg, tennis court) exist close to the entrance to the Bemm River township.



Important recreational focus

7.1.4 Movement and Access

Bemm River is situated at the end of Sydenham Inlet Road in a fairly remote location. This road provides the only access to the settlement. Due to the small size of Bemm River, the street layout is fairly simple and there are no significant traffic issues.

The informal road formation in parts of the settlement is intrinsic to Bemm River's character. Improvement to some roads and storm water management is desirable.

There are no pedestrian connections between major activity nodes and pedestrian safety is an issue. Stronger connections need to be established to link the dispersed destinations such as the recreation area, the community centre and the foreshore, as well as connecting to nearby National Parks.

Access to and from the jetty and boat ramp has been affected by storm damage and needs to be repaired.

Important destinations may not be clear for first-time visitors due to a lack of signage and a sense of arrival is really not experienced until the hotel is reached. This could be rectified through the provision of signage.



Foreshore playground



Foreshore fishing facilities

8. STRATEGIC FRAMEWORK

The strategic direction for Bemm River 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 Bemm River addresses the significant issues identified during the analysis and consultation processes and builds on the key opportunities for enhancing the special qualities of the settlement.

The proposed vision for Bemm River is stated below and key objectives and strategies designed to realise this vision are also included.

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

“Bemm River will retain its character as a remote fishing hamlet, bordered by public Parks and with excellent access to Sydenham Inlet.

It will have a range of recreational boating facilities and provide picnic areas and facilities for holidaymakers.

Buildings will improve in quality over time, while still reflecting the ‘fishing village’ character of the hamlet.

The heart of the settlement, the foreshore, will be easily accessed on foot and will be enhanced as a community hub.”

8.2 KEY OBJECTIVES AND STRATEGIES

OBJECTIVE 1:

To protect the well-vegetated coastal hamlet character of Bemm River.

STRATEGIES:

- 1.1 Review zoning of land with high quality vegetation located to the northwest of the town centre.
- 1.2 Assess the suitability of land to the north of Kathleen Drive for limited residential development incorporating appropriate on-site waste disposal arrangements.
- 1.3 Provide a set of design guidelines, particularly in relation to building scale and site clearance applicable to the unique character of Bemm River.
- 1.4 Ensure a mechanism in the planning scheme will allow for the use of these guidelines to assess planning permit applications.
- 1.5 Ensure local streets incorporate satisfactory storm water management arrangements to minimise adverse impacts on water quality of Sydenham Inlet.
- 1.6 Undertake detailed fire protection planning for the settlement.

OBJECTIVE 2:

To improve pedestrian circulation and safety.

STRATEGIES:

- 2.1 Introduce walking trails that loop around the settlement and which also run along the main road and along parts of the foreshore.

OBJECTIVE 3:

To improve the foreshore area and water access.

STRATEGIES:

- 3.1 Landscape the foreshore and public open space area and reinforce its function as a community focal point.
- 3.2 Support upgrade of jetty and boat ramp(s).

Further documentation is provided in Plan 4 Bemm River Strategy Plan.



Improve walking track to Dollys Garden area

9. IMPLEMENTATION

9.1 INTRODUCTION

The Urban Design Framework for Bemm River 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 Bemm River 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 Bemm River. 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.

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 importance of good design and professional project management in 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

1. Inlet edge boardwalk

Construction of a boardwalk as a first stage along the inlet in front of the Hotel is suggested. This will enable visitors to experience and learn about the inlet. A durable deck possibly in precast concrete is proposed subject to detailed survey and engineering investigation.

2. Roadside pathways

This network will address pedestrian safety and traffic conflict issues. Substantial sections of this shared path system could be constructed by paving and separating sections of the road with bollards and light poles to minimise vegetation removal.

3. Shared pathway

This would generally be a sealed pavement 2.5 metres wide sited through woodland or open farmland. Interpretive signage would provide information about the history of the settlement and the area's natural systems.

Refer Plan 5 Bemm River 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 program for implementation is suggested in the following table. This has been determined considering 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. Project priorities are indicated on the basis of High (within 3 years), Medium (within 6 years) and Low (beyond 6 years). Many projects are likely to be staged over a number of years. This outline is a starting point for planning these projects. This programming is likely to change to fit availability of funds and even private sector and other community initiatives. Funding sources are discussed in Section 9.5.

Table 1 Master Plan Projects Indicative Cost 2006

Project	Anticipated cost government sector (2006)	Project priority
1. Lake Edge boardwalk	\$477,250	High
2. Roadside pathways	\$590,982	High
3. Shared pathways	\$185,829	Medium
TOTAL	\$1,254,061	

9.3 PLANNING SCHEME PROVISIONS

To assist the implementation of the Vision, objectives and strategies for Bemm River 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 21.04 - 3). Clause 21.06 - 2 'Lakes and Coastal' should be amended to reflect the Coastal Settlement Framework in the introductory section of that Clause.

In addition, Clause 21.06 - 2 should be amended to include the following specific township provisions:

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

Manage the future development of Bemm River in accordance with the following vision.

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

Manage development of Marlo 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

Delete the Township Zone 1 to the north west of Kathleen Drive and amend this land to an appropriate rural zone. Assess the environmental qualities of the Crown land to the south east of Kathleen Drive to determine its development suitability. Consider the rezoning of a limited area of land adjacent to the lots on the north side of Kathleen Drive from Rural Zone to Township Zone on the basis of an evaluation of its environmental values and suitable arrangements for waste disposal.

9.3.3 Overlays

Provide for a Design and Development Overlay Schedule - Development in Coastal Settlements (East Gippsland) as detailed in Appendix E to apply to the areas zoned Township.

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.

Based on these proposed changes to the East Gippsland Planning Scheme and the policy analysis contained in the Strategic Regional Background Report, a review of the structure of the MSS and local policy in the planning scheme is recommended to provide greater clarity on policy direction and priorities.

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 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

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 Bemm River in relation to the other coastal towns within the study area is as a **Small Village likely to develop within the existing urban and low density area.**

Overview of Settlement Futures

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.

	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

APPENDIX B - ENVIRONMENTAL DETAILS

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

BEMM RIVER

Municipality – Shire of East Gippsland

Bemm River in the East Gippsland Lowlands Bioregion, is the township located at the outlet of the Bemm River on the north-western shores of Sydenham Inlet. Cape Conran Coastal Park lies immediately to the west of Bemm River. The Bemm River Scenic Reserve covers an area of 635 ha is located 45 km east of Orbost, on the Princes Highway, approximately 15 km north-west of the township of Bemm River. The Reserve includes stands of Warm Temperate Rainforest, expansive eucalypt forests and significant species of flora and fauna. Croajingalong National Park extends eastward from the eastern shore of Sydenham Inlet to the New South Wales coast.

Flora values

The small township of Bemm River, on Sydenham Inlet, is located within a landscape which retains most of its indigenous vegetation. Relatively little indigenous vegetation has been cleared for agriculture, reflecting the low-nutrient status of the soils. The indigenous vegetation is highly diverse, with eight Ecological Vegetation Classes mapped (see below) and it is of high quality with little structural or floristic modification.

Residential and commercial development at Bemm River is highly constrained by the extent and quality of indigenous vegetation; it is also constrained by land capability on the northern side of the town where the low-lying land, currently supporting Swamp Scrub (dominated by Scented Paperbark, *Melaleuca squarrosa*) has the water table permanently at or near the soil surface.

Listed in the tables below are the extant Ecological Vegetation Classes (EVCs) mapped around Bemm River, 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
Heathy Dry Forest	LC
Coastal Dune Scrub Mosaic	LC
Coastal Saltmarsh	D
Banksia Woodland	LC
Riparian Scrub Complex	LC
Swamp Scrub	E
Lowland Forest	LC
Damp Forest	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
Fringed helmet-orchid	<i>Corybas fimbriatus</i>		r	
Long Rope-rush	<i>Calorophus elongatus</i>		v	
Trailing Guinea-flowe	<i>Hibbertia dentata</i>		r	
Variable Bossiaea	<i>Bossiaea heterophylla</i>		r	
Paperbark Tea-tree	<i>Leptospermum trinervium</i>		r	
Granite Grevillea	<i>Grevillea neurophylla</i> ssp. <i>fluviatilis</i>			
Erect Violet	<i>Hybanthus vernonii</i> ssp. <i>vernonii</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

At the Nooramunga Marine and Wildlife Reserve, 32 species of migratory waders have been recorded, including the largest concentrations of Bar-tailed Godwit, and Great Knot (endangered - DSE 2003a) in south-eastern Australia. In summer, the ocean beaches and sand spits are used as nesting sites by shore birds which include Pied Oystercatcher, Crested Tern, Caspian Tern, and the rare Hooded Plover (vulnerable - DSE 2003a), Fairy Tern (endangered - DSE 2003a) and Little Tern (vulnerable - DSE 2003a). The White-bellied Sea Eagle (vulnerable - DSE 2003a), Orange-bellied Parrot (endangered – EPBC Act 1999, critically endangered - DSE 2003a) and the Ground Parrot (endangered – DSE 2003a) have also been recorded from this area.

The Swamp Antechinus (near threatened – DSE 2003a) has been recorded on nearby Snake, Sunday and Drum Islands. The New Holland Mouse (endangered – DSE 2003a) has been recorded from islands to the east of Robertsons Beach.

Introduced species such as Hog Deer inhabit many of the offshore islands, including Snake and St Margaret Islands.

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

	Introduced	No. of threatened Fauna species#			Total
		EPBC	DSE	FFG	
Birds	5	1	15	27	167
Mammals	3	3	2	4	24
Reptiles	0	0	1	2	17
Frogs	0	1	0	1	13
Fish	0	0	0	0	41

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 Bemm River

Common Name	Scientific Name	EPBC	NAP	FFG	DSE	Feral
Emu	<i>Dromaius novaehollandiae</i>					
Little Penguin	<i>Eudyptula minor</i>	M				
Emerald Dove	<i>Chalcophaps indica</i>					
Common Bronzewing	<i>Phaps chalcoptera</i>					
Brush Bronzewing	<i>Phaps elegans</i>					
Wonga Pigeon	<i>Leucosarcia melanoleuca</i>					
Buff-banded Rail	<i>Gallirallus philippensis</i>	M				
Purple Swamphen	<i>Porphyrio porphyrio</i>	M				
Eurasian Coot	<i>Fulica atra</i>					
Australasian Grebe	<i>Tachybaptus novaehollandiae</i>					
Hoary-headed Grebe	<i>Poliiocephalus poliocephalus</i>					
Great Cormorant	<i>Phalacrocorax carbo</i>					
Little Black Cormorant	<i>Phalacrocorax sulcirostris</i>					
Pied Cormorant	<i>Phalacrocorax varius</i>				NT	
Little Pied Cormorant	<i>Phalacrocorax melanoleucos</i>					
Darter	<i>Anhinga melanogaster</i>					
Australasian Gannet	<i>Morus serrator</i>	M				
Australian Pelican	<i>Pelecanus conspicillatus</i>	M				
White-winged Black Tern	<i>Chlidonias leucopterus</i>	Mi,M			NT	
Gull-billed Tern	<i>Sterna nilotica</i>	Mi,M		L	EN	

Common Name	Scientific Name	EPBC	NAP	FFG	DSE	Feral
Caspian Tern	<i>Sterna caspia</i>	Mi,M		L	NT	
Crested Tern	<i>Sterna bergii</i>	Mi,M				
Little Tern	<i>Sterna albifrons sinensis</i>	Mi,M		L	VU	
Fairy Tern	<i>Sterna nereis</i>	Mi,M		L	EN	
Silver Gull	<i>Larus novaehollandiae</i>	Mi,M				
Pacific Gull	<i>Larus pacificus pacificus</i>	Mi,M			NT	
Ruddy Turnstone	<i>Arenaria interpres</i>	Mi,M				
Pied Oystercatcher	<i>Haematopus longirostris</i>	Mi				
Sooty Oystercatcher	<i>Haematopus fuliginosus</i>	Mi			NT	
Red-kneed Dotterel	<i>Erythrogonys cinctus</i>	Mi				
Masked Lapwing	<i>Vanellus miles</i>	Mi				
Hooded Plover	<i>Thinornis rubricollis</i>	Mi,M	VU	L	VU	
Red-capped Plover	<i>Charadrius ruficapillus</i>	Mi,M				
Black-fronted Dotterel	<i>Eseyornis melanops</i>	Mi				
Bar-tailed Godwit	<i>Limosa lapponica</i>	Mi,M				
Common Sandpiper	<i>Actitis hypoleucos</i>	Mi,M			VU	
Curlew Sandpiper	<i>Calidris ferruginea</i>	Mi,M				
Red-necked Stint	<i>Calidris ruficollis</i>	Mi,M				
Sharp-tailed Sandpiper	<i>Calidris acuminata</i>	Mi,M				
Latham's Snipe	<i>Gallinago hardwickii</i>	Mi,M			NT	
Australian White Ibis	<i>Threskiornis molucca</i>	M				
Straw-necked Ibis	<i>Threskiornis spinicollis</i>	M				
Royal Spoonbill	<i>Platalea regia</i>				VU	
Yellow-billed Spoonbill	<i>Platalea flavipes</i>					
Little Egret	<i>Egretta garzetta</i>	M		L	EN	
Intermediate Egret	<i>Ardea intermedia</i>	M		L	CE	
Great Egret	<i>Ardea alba</i>	Mi,M		L	VU	
White-faced Heron	<i>Egretta novaehollandiae</i>					
White-necked Heron	<i>Ardea pacifica</i>					
Australian Wood Duck	<i>Chenonetta jubata</i>	Mi				
Black Swan	<i>Cygnus atratus</i>	Mi				
Australian Shelduck	<i>Tadorna tadornoides</i>	Mi				
Pacific Black Duck	<i>Anas superciliosa</i>	Mi				
Chestnut Teal	<i>Anas castanea</i>	Mi				
Grey Teal	<i>Anas gracilis</i>	Mi				
Australasian Shoveler	<i>Anas rhynchotis</i>	Mi			VU	
Hardhead	<i>Aythya australis</i>	Mi			VU	
Musk Duck	<i>Biziura lobata</i>	Mi,M			VU	
Swamp Harrier	<i>Circus approximans</i>	Mi,M				
Brown Goshawk	<i>Accipiter fasciatus</i>	Mi,M				
Collared Sparrowhawk	<i>Accipiter cirrhocephalus</i>	Mi				
Wedge-tailed Eagle	<i>Aquila audax</i>	Mi				
White-bellied Sea-Eagle	<i>Haliaeetus leucogaster</i>	Mi,M		L	VU	
Whistling Kite	<i>Haliastur sphenurus</i>	Mi,M				
Square-tailed Kite	<i>Lophoictinia isura</i>	Mi		L	VU	
Black-shouldered Kite	<i>Elanus axillaris</i>	Mi				
Southern Boobook	<i>Ninox boobook</i>	M				
Powerful Owl	<i>Ninox strenua</i>			L	VU	
Masked Owl	<i>Tyto novaehollandiae novaehollandiae</i>		NT	L	EN	

Common Name	Scientific Name	EPBC	NAP	FFG	DSE	Feral
Musk Lorikeet	<i>Glossopsitta concinna</i>					
Little Lorikeet	<i>Glossopsitta pusilla</i>					
Yellow-tailed Black-Cockatoo	<i>Calyptorhynchus funereus</i>					
Gang-gang Cockatoo	<i>Callocephalon fimbriatum</i>					
Galah	<i>Eolophus roseicapilla</i>					
Australian King-Parrot	<i>Alisterus scapularis</i>					
Crimson Rosella	<i>Platycercus elegans elegans</i>					
Eastern Rosella	<i>Platycercus eximius</i>					
Ground Parrot	<i>Pezoporus wallicus</i>		VU	L	EN	
Azure Kingfisher	<i>Ceyx azurea</i>				NT	
Laughing Kookaburra	<i>Dacelo novaeguineae</i>					
Sacred Kingfisher	<i>Todiramphus sanctus</i>	M				
White-throated Needletail	<i>Hirundapus caudacutus</i>	Mi,M				
Pallid Cuckoo	<i>Cuculus pallidus</i>	M				
Fan-tailed Cuckoo	<i>Cacomantis flabelliformis</i>	M				
Brush Cuckoo	<i>Cacomantis variolosus</i>	M				
Horsfield's Bronze-Cuckoo	<i>Chrysococcyx basalis</i>	M				
Shining Bronze-Cuckoo	<i>Chrysococcyx lucidus</i>	M				
Superb Lyrebird	<i>Menura novaehollandiae</i>					
Welcome Swallow	<i>Hirundo neoxena</i>	M				
Tree Martin	<i>Hirundo nigricans</i>	M				
Grey Fantail	<i>Rhipidura albiscapa</i>					
Rufous Fantail	<i>Rhipidura rufifrons</i>	M				
Willie Wagtail	<i>Rhipidura leucophrys</i>					
Leaden Flycatcher	<i>Myiagra rubecula</i>					
Satin Flycatcher	<i>Myiagra cyanoleuca</i>	M				
Restless Flycatcher	<i>Myiagra inquieta</i>					
Black-faced Monarch	<i>Monarcha melanopsis</i>	M				
Jacky Winter	<i>Microeca fascinans</i>					
Pink Robin	<i>Petroica rodinogaster</i>	M				
Rose Robin	<i>Petroica rosea</i>					
Eastern Yellow Robin	<i>Eopsaltria australis</i>					
Golden Whistler	<i>Pachycephala pectoralis</i>					
Rufous Whistler	<i>Pachycephala rufiventris</i>					
Olive Whistler (Eastern Victoria)	<i>Pachycephala olivacea olivacea</i>					
Grey Shrike-thrush	<i>Colluricincla harmonica</i>					
Magpie-lark	<i>Grallina cyanoleuca</i>	M				
Crested Shrike-tit	<i>Falcunculus frontatus</i>					
Eastern Whipbird	<i>Psophodes olivaceus</i>					
Black-faced Cuckoo-shrike	<i>Coracina novaehollandiae</i>	M				
White-bellied Cuckoo-shrike	<i>Coracina papuensis</i>	M				
Cicadabird	<i>Coracina tenuirostris</i>	M				
Spotted Quail-thrush	<i>Cinlosoma punctatum</i>				NT	
White-fronted Chat	<i>Epthianura albifrons</i>					
Brown Gerygone	<i>Gerygone mouki</i>					
Striated Thornbill	<i>Acanthiza lineata</i>					
Brown Thornbill	<i>Acanthiza pusilla</i>					
Buff-rumped Thornbill	<i>Acanthiza reguloides</i>					
White-browed Scrubwren	<i>Sericornis frontalis</i>					
Large-billed Scrubwren	<i>Sericornis magnirostris</i>					

Common Name	Scientific Name	EPBC	NAP	FFG	DSE	Feral
Golden-headed Cisticola	<i>Cisticola exilis</i>					
Southern Emu-wren	<i>Stipiturus malachurus</i>					
Superb Fairy-wren	<i>Malurus cyaneus</i>					
Dusky Woodswallow	<i>Artamus cyanopterus</i>					
Varied Sittella	<i>Daphoenositta chrysoptera</i>					
White-throated Treecreeper	<i>Cormobates leucophaeus</i>					
Red-browed Treecreeper	<i>Climacteris erythroptis</i>					
Mistletoebird	<i>Dicaeum hirundinaceum</i>					
Spotted Pardalote	<i>Pardalotus punctatus punctatus</i>					
Silveryeye	<i>Zosterops lateralis</i>	M				
White-naped Honeyeater	<i>Melithreptus lunatus</i>					
Brown-headed Honeyeater	<i>Melithreptus brevirostris</i>					
Scarlet Honeyeater	<i>Myzomela sanguinolenta</i>					
Eastern Spinebill	<i>Acanthorhynchus tenuirostris</i>					
Regent Honeyeater	<i>Xanthomyza phrygia</i>	EN,Mi	EN	L	CE	
Lewin's Honeyeater	<i>Meliphaga lewinii</i>					
Yellow-faced Honeyeater	<i>Lichenostomus chrysops</i>					
White-eared Honeyeater	<i>Lichenostomus leucotis</i>					
Yellow-tufted Honeyeater	<i>Lichenostomus melanops</i>					
Crescent Honeyeater	<i>Phylidonyris pyrrhoptera</i>					
New Holland Honeyeater	<i>Phylidonyris novaehollandiae</i>					
Bell Miner	<i>Manorina melanophrys</i>					
Little Wattlebird	<i>Anthochaera chrysoptera</i>					
Red Wattlebird	<i>Anthochaera carunculata</i>					
Australian Pipit	<i>Anthus australis</i>	M				
Beautiful Firetail	<i>Stagonopleura bella</i>					
Red-browed Finch	<i>Neochmia temporalis</i>					
Olive-backed Oriole	<i>Oriolus sagittatus</i>					
Satin Bowerbird	<i>Ptilonorhynchus violaceus</i>					
Pied Currawong	<i>Strepera graculina</i>					
Grey Currawong	<i>Strepera versicolor</i>					
Grey Butcherbird	<i>Cracticus torquatus</i>					
Australian Magpie	<i>Gymnorhina tibicen</i>					
Bassian Thrush	<i>Zoothera lunulata</i>	Mi				
Australian Raven	<i>Corvus coronoides</i>					
Arctic Tern	<i>Sterna paradisaea</i>	Mi,M				
Common Tern	<i>Sterna hirundo</i>	Mi,M				
Rock Dove	<i>Columba livia</i>					*
Striated Pardalote	<i>Pardalotus striatus</i>					
Cattle Egret	<i>Ardea ibis</i>	Mi,M				
Spotted Turtle-Dove	<i>Streptopelia chinensis</i>					*
Common Blackbird	<i>Turdus merula</i>					*
House Sparrow	<i>Passer domesticus</i>					*
Common Starling	<i>Sturnus vulgaris</i>					*
Agile Antechinus	<i>Antechinus agilis</i>					
Dusky Antechinus (mainland)	<i>Antechinus swainsonii mimetes</i>					
Southern Brown Bandicoot	<i>Isodon obesulus obesulus</i>	EN	NT	I	NT	
Long-nosed Bandicoot	<i>Perameles nasuta</i>					
Common Brushtail Possum	<i>Trichosurus vulpecula</i>					
Mountain Brushtail Possum	<i>Trichosurus caninus</i>					

Common Name	Scientific Name	EPBC	NAP	FFG	DSE	Feral
Yellow-bellied Glider	<i>Petaurus australis</i>		NT			
Sugar Glider	<i>Petaurus breviceps</i>					
Eastern Pygmy-possum	<i>Cercartetus nanus</i>					
Common Wombat	<i>Vombatus ursinus</i>					
Long-nosed Potoroo	<i>Potorous tridactylus tridactylus</i>	VU	VU	L	EN	
Swamp Wallaby	<i>Wallabia bicolor</i>					
Red-necked Wallaby	<i>Macropus rufogriseus</i>					
Eastern Grey Kangaroo	<i>Macropus giganteus</i>					
White-striped Freetail-bat	<i>Tadarida australis</i>					
Bush Rat	<i>Rattus fuscipes</i>					
Swamp Rat	<i>Rattus lutreolus</i>					
Black Rat	<i>Rattus rattus</i>					*
Smoky Mouse	<i>Pseudomys fumeus</i>	EN	IK	L	EN	
Fox	<i>Vulpes vulpes</i>					*
Cat	<i>Felis catus</i>					*
New Zealand Fur-seal	<i>Arctocephalus forsteri</i>	M	CD		NT	
Jacky Lizard	<i>Amphibolurus muricatus</i>					
Lace Monitor	<i>Varanus varius</i>				VU	
Swamp Skink	<i>Egernia coventryi</i>		RIK	L	VU	
White's Skink	<i>Egernia whitii</i>					
Dark-flecked Garden Sunskink	<i>Lampropholis delicata</i>					
Pale-flecked Garden Sunskink	<i>Lampropholis guichenoti</i>					
Weasel Skink	<i>Saproscincus mustelinus</i>					
South-eastern Slider	<i>Lerista bougainvillii</i>					
Eastern Blue-tongued Lizard	<i>Tiliqua scincoides</i>					
White-lipped Snake	<i>Drysdalia coronoides</i>					
Red-bellied Black Snake	<i>Pseudechis porphyriacus</i>					
Eastern Brown Snake	<i>Pseudonaja textilis</i>					
Gippsland Water Dragon	<i>Physignathus lesueurii howittii</i>					
Black Rock Skink	<i>Egernia saxatilis intermedia</i>					
Southern Water-skink	<i>Eulamprus tympanum tympanum</i>					
Yellow-bellied Water Skink	<i>Eulamprus heatwolei</i>					
Southern Grass Skink	<i>Pseudemoia entrecasteauxii</i>					
Eastern Smooth Frog	<i>Geocrinia victoriana</i>					
Eastern Banjo Frog	<i>Limnodynastes dumerilii</i>					
Brown-striped Frog	<i>Limnodynastes peronii</i>					
Haswell's Frog	<i>Paracrinia haswelli</i>					
Common Eastern Froglet	<i>Crinia signifera</i>					
Green and Golden Bell Frog	<i>Litoria aurea</i>	VU	EN	I	NT	
Blue Mountains Tree Frog	<i>Litoria citropa</i>					
Brown Tree Frog	<i>Litoria ewingii</i>					
Leseur's Frog	<i>Litoria lesueurii</i>					
Peron's Tree Frog	<i>Litoria peronii</i>					
Leaf-green Tree Frog	<i>Litoria phyllochroa</i>					
Verreaux's Tree Frog	<i>Litoria verreauxii verreauxii</i>					
Southern Bullfrog (south-eastern)	<i>Limnodynastes dumerilii insularis</i>					
Short-finned Eel	<i>Anguilla australis</i>					
Marbled Eel	<i>Anguilla reinhardti</i>					
Sandy Sprat	<i>Hyperlophus vittatus</i>					

Common Name	Scientific Name	EPBC	NAP	FFG	DSE	Feral
Small-mouthed Hardyhead	<i>Atherinosoma microstoma</i>					
Silver Fish	<i>Leptatherina presbyteroides</i>					
Spotted Pipefish	<i>Stigmatopora argus</i>					
Soldierfish	<i>Gymnapistes marmoratus</i>					
Red Gurnard	<i>Chelidonichthys kumu</i>					
Dusky Flathead	<i>Platycephalus fuscus</i>					
Southern Blue-spotted Flathead	<i>Platycephalus speculator</i>					
Port Jackson Chanda Perch	<i>Ambassis jacksoniensis</i>					
Estuary Perch	<i>Macquaria colonorum</i>					
Australian Bass	<i>Macquaria novemaculeata</i>					
King George Whiting	<i>Sillaginodes punctata</i>					
Tailor	<i>Pomatomus saltatrix</i>					
Silver Trevally	<i>Pseudocaranx dentex</i>					
Eastern Australian Salmon	<i>Arripis trutta</i>					
Yellowfin Bream	<i>Acanthopagrus australis</i>					
Black Bream	<i>Acanthopagrus butcheri</i>					
Luderick	<i>Girella tricuspidata</i>					
Yelloweye Mullet	<i>Aldrichetta forsteri</i>					
Flat-tail Mullet	<i>Liza argentea</i>					
Sea Mullet	<i>Mugil cephalus</i>					*
Sand Mullet	<i>Myxus elongatus</i>					
Tupong	<i>Pseudaphritis urvillii</i>					
Bridled Goby	<i>Arenigobius bifrenatus</i>					
Long-finned Goby	<i>Favonigobius lateralis</i>					
Tamar River Goby	<i>Afurcagobius tamarensis</i>					
Glass Goby	<i>Gobiopterus semivestitus</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>					
Six-spined Leatherjacket	<i>Meuschenia freycineti</i>					
Smooth Toadfish	<i>Tetractenos glaber</i>					
Small-spined Porcupinefish	<i>Allomycterus pilatus</i>					
Eastern Fortescue	<i>Centropogon australis</i>					
Hardyhead	<i>Atherinosoma elongata</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

BEMM RIVER

STAGE 1 CONSULTATION OUTCOMES

Public Meeting 19 January 2005 (30 people)

WHAT IS BEMM TO YOU?

- Natural resource assets
- Fishing
- Community spirit and participation

ISSUES DISCUSSED

Environmental

- Town needs sewerage in order to protect the lake
- Water Quality is being compromised, locals are willing to undertake monitoring of the lake.
- Fishing and boating have been the dominant activity in Bemm since the 1930's. This practice is not sustainable; catch limits/ minimum fish sizes need to be reviewed.
- Fish study needs to be undertaken to see how much fishing is sustainable. No information is available on fish numbers, where and when fish spawn etc. Generally there is a limited understanding of fish as a resource and fishing cannot continue to occur while there is this limited understanding/ knowledge.
- Eroded foreshore, which is dangerous with exposed rock and glass
- No access to the resource, National Park Areas or Marine Park, through boat jetty or walking tracks. Parks Vic seen as an obstacle to opportunities related to the natural environment habitat.
- Locals built a whale watching platform but it is not accessible because Parks Vic have not maintained the road
- No maps of Bemm and the National Parks
- Walking paths could be developed between
- Pearl Point and Bemm
- Cabbage Palms and Bemm
- Bellbird walk need to be maintained, trees are blocking access.

Development and Economic Factors

- Increasing number of day trippers from Orbost/ Bairnsdale because Bemm still has fish stocks and has higher fishing limits (which are currently not really enforced)
- Some families are coming back into the area, which the locals are happy about. The town has seen a change of ownership in homes, more families are buying and they are using the house midweek as well as weekends.
- Eco tourism and better access to the National Park was mentioned as a way of drawing people to the area. Some felt that 'eco' tourism was not economically viable. Others thought that this was a way to support the younger generations.
- Residential Growth is determined by land availability and a lack of work.
- Permanent resident numbers are depleting. The aged are leaving in search of better services and families have nothing to come for. Future growth of town uncertain.

Services and Facilities

- Services for an aging population are lacking
- Locals suggested a van should go between Orbost and Bemm to take the locals to the doctor/dentist, or a doctor or dentist should come to Bemm on a regular occasion.

- Power outages are a common occurrence, which are causing businesses to suffer, improved mobile phone coverage required.
- Fire brigade does not have enough support because of the limited number of young people in the town
- Toilets need to be placed on Pearl Point for campers
- Jetties and Boat Ramp facilities need to be maintained (not enlarged)
- Sand bars need to be identified so that boating is safe.
- Gravel in front of Community Centre and Fire brigade needs better maintenance.
- Limited Connections between facilities.
- Facilities are located across town, the locals like facilities where they are.
- Bemm has missed out on public \$ spent elsewhere.

Road and Path Connections

- Road to Marlo?
- no because *it will...*
 - without access to the hinterland it's a waste of time
 - bring in more people and further degrade the lake
- yes, because *it will...*
 - bring in tourists
 - be a more scenic route
- Open drains outside the caravan parks, shop and jetty need to be replaced.
- It is dangerous walking on the roads, a walking track needs to be developed from caravan park 1 down to the shop, past the pub/jetty and then around to the other caravan park
- Access to National Park need to occur through walking tracks and improved maps.
- General maintenance issues about trees over paths and upkeep of gravel roads needs to be improved
- Retaining wall along foreshore needs repair/maintenance

SUMMARY OF ISSUES FROM JANUARY 2005 MEETING

Attendees at the Bemm River public meeting in January 2005 highly valued the **natural assets** of the area and particularly, the **fishing opportunities** provided by the surrounding waters. A strong **community spirit** was also commented upon.

Specific views were expressed in relation to the following issues:

Infrastructure: the provision of reticulated sewerage was strongly supported; maintenance required for jetties, boat ramps and retaining wall; and drainage improvements.

The natural environment: the sustainability of present fishing practices needs to be examined; general impacts on water quality; and erosion of foreshore.

Services and facilities: no services for aged residents; and slight increase in number of families in area but generally population has depleted.

Accessibility: mixed views on potential for direct road link to Marlo; and walking trails needed around the town as well as connections to National Parks.

Overall, the community was concerned about the health of Sydenham Inlet and surrounding waters due to the impacts of visitors and particularly, overfishing. Pedestrian circulation, access to natural assets and services were the key issues to be resolved. It is worth noting that these were the major issues within a range of diverse views and are not necessarily representative of the entire community.

FEEDBACK FORMS AND SUBMISSIONS

There were seven people from Bemm River who completed the feedback form or made a submission on the project. Of these, 71% were working and 14% were retired. 29% of the respondents were permanent residents. Temporary residents (ie, holiday home owners) represented 71%, of which a significant 43% have been visiting Bemm River for up to five years.

The favourite aspects of Bemm River identified by respondents included: the small population, the location, the river and the natural environment.

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

- 1) Inadequate boating facilities and water access (57%)
- 2) Road / stormwater drainage (43%)
- 3) Road safety, insufficient street lighting (both 29%)

The top three suggested improvements are to:

- 1) Improve fishing facilities and lake / beach access (57%)
- 2) Improve upon current tourist accommodation and amenities (43%)
- 3) Enforce building restrictions / guidelines, improve road traffic circulation, give priority to pedestrian / bike circulation, initiate regular maintenance of town (all 29%)

BEMM RIVER

STAGE 2 CONSULTATION OUTCOMES

Feedback On Draft Settlement Report

Number of Responses: 9

Groups/Organisations responding: Bemm River Progress and Improvement Association Inc.

MAJOR ISSUES RAISED & COMMENTS

- Reticulated sewerage was the main priority, due to the pollution from the current systems.
- Environmental health of the waterways seems paramount to the community, with the belief that increasing tourist numbers will further degrade the lake system. View expressed that current level of fishing is not sustainable and tourist-fishing activities should not be promoted.
- Generally concerns were raised about the use of the word “enhancements”, because “enhancements” ultimately mean more tourists – environmental degradation. Community needs further clarification on what ‘enhancements’ would involve.
- Fish size limits and bag size policies need review.
- Some objections to the possible development of land to the north, as it is believed that the land is not suitable for development due to swamp and flooding, also believed that there is not sufficient infrastructure within the town and that a large amount of development would significantly alter the character of the town.

PROPOSED ACTIONS FROM CONSULTATION:

VISION:

Modify, as inlet is not suitable for “all forms of boating”. Reasons include the shallow waters and overfishing which is occurring as a result of larger vessels having a greater fishing capability.

OBJECTIVES:

No town entry identification required

REPORT

Need to discuss innovative forms of sewerage reticulation suitable for small isolated settlements.

APPENDIX E - PROPOSED PLANNING CONTROLS

SCHEDULE ? TO THE DESIGN AND DEVELOPMENT OVERLAY

Shown on the planning scheme map as DDO ?

DEVELOPMENT IN COASTAL SETTLEMENTS (EAST GIPPSLAND)

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
Mallacoota	Greater than 5 metres	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
Gipsy Point	Greater than 7.5 metres			Greater than 300 square metres	
Bemm River	Greater than 5 metres				
Marlo	Greater than 5 metres			Greater than 300 square metres	
Lake Tyers Beach	Greater than 5 metres		Greater than 15 per cent	Greater than 300 square metres	
Lakes Entrance	Greater than 7.5 metres	Greater than 150 square metres	Greater than 15 per cent	Greater than 300 square metres	
Nungurner	Greater than 7.5 metres				

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
Metung	Greater than 5 metres	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
Eagle Point	Greater than 7.5 metres (greater than 5 metres in prominent areas)			Greater than 300 square metres	
Paynesville	Greater than 7.5 metres (greater than 5 metres in prominent areas)				

In the Shaving Point Residential Area, Metung (insert land description details), buildings and works except landscaping must be more than 6 metres from the mean high water mark of Bancroft Bay.

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

Bemm River Design Guidelines



- 1 Foreshore Precinct**
 Characterised by water edge parkland, mature tree canopies and abundant birdlife.
- 2 Northern Residential Precinct**
 Characterised by modest holiday homes and sheds, set on larger lots with inland views.
- 3 Caravan Park Precinct**
 Characterised by closely spaced, permanent caravans and annexes with established gardens, set under shady trees. Overflow van parking adjacent.
- 4 Western and Central Residential Precincts**
 Characterised by a mix of permanent homes and holiday shacks, with occasional lodges/holiday accommodation. Water glimpses from a small number of lots.
- 5 Eastern Residential Precinct**
 Characterised by permanent homes on a ridge overlooking bushland with water glimpses.



Bemm River Design Guidelines

INTRODUCTION

The purpose of these guidelines is to encourage better site planning, building and design outcomes in the township of Bemm River. 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 East Gippsland Planning Scheme.

EXISTING URBAN CHARACTER ASSESSMENT

Refer to Cover Sheet for map, assessment and photographs.

URBAN DESIGN FRAMEWORK VISION FOR BEMM RIVER

"Bemm River will retain its character as a remote fishing hamlet, bordered by public Parks and with excellent access to Sydenham Inlet. It will have a range of recreational boating facilities and provide picnic areas and facilities for holidaymakers. Buildings will improve in quality over time, while still reflecting the 'fishing village' character of the hamlet. The heart of the settlement, the foreshore, will be easily accessed on foot and will be enhanced as a community hub."

COASTAL SPACES LANDSCAPE ASSESSMENT STUDY

Statement of Significance – Cape Conran Coast

The Cape Conran coast between Marlo and Bemm River is a wild natural coastline of ocean beaches and rocky headlands. It has outstanding scenic qualities of state significance.

The landscape features a combination of ocean beaches backed by dry eucalypt forests with occasional rocky headlands. Pearl Point and Cape Conran are prominent, the former with spectacular sedimentary rock formations that contrast with the colourful granites of the latter. This is a wild and natural coastline with scenic ocean views, and a hinterland of dry sclerophyll forests, with coastal heaths and swamps near the coastal edge.

The natural values of this landscape are recognised by the National Estate and through designation of Cape Conran as a Coastal Park. Visitors from across the state are attracted to the area for its beaches, but also for its inland features such as the Bemm and Yeerung Rivers, and Dock Inlet – a beautiful and remote freshwater lagoon locked behind a coastal dune barrier.

Assessment: State Significance



Bemm River Design Guidelines

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, both rural and views from the water.
- 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 open nature of development with an absence of fencing enabling safe wildlife corridors through residential properties.
- The modest scale and holiday shack character of buildings.



Bemm River 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 so that in time they create a canopy and masking effect that returns the development site to the natural or semi natural character that is valued by the local community.
- Wildlife corridors should be maintained through residential areas equivalent to the development conditions. This involves limiting fencing and maintaining natural vegetation on all development sites.

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.



Bemm River Design Guidelines

- 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.
- Preferred maximum building height 7.5 metres (2 storey).

PARTICULAR CHARACTER ELEMENTS OF BEMM RIVER TOWNSHIP THAT SHOULD BE RESPECTED AND REINFORCED.

Residential Precinct (Areas 2, 4, 5)

The modest scale, simple form and lightweight construction that characterise most existing buildings should be maintained with new and renovated houses even if they are improved in standard of design and accommodation. Use of suburban project homes especially those with period references and brick cladding should be avoided.

Caravan Park Precinct (Area 3)

This area should accommodate any future commercial uses. The appearance of the caravan park could be enhanced in the future with improved landscaping and better design of renovated and new buildings.



APPENDIX G - COUNCIL CONSIDERATION OF PUBLIC SUBMISSIONS

CONSIDERATION OF SUBMISSIONS TO DRAFT URBAN DESIGN FRAMEWORKS

On 12 December 2006, the East Gippsland Shire Council considered a report on the submissions made to the draft Urban Design Frameworks for ten communities and resolved to adopt them, subject to a number of modifications.

The officer's report to Council outlined a number of Shire-wide issues that were considered to be of importance to many of the communities. An edited summary of these issues is included below, together with a table outlining the Shire's response to the principal issues raised by stakeholders regarding the Bemm River UDF and any subsequent changes recommended to the report.

Shire-Wide Strategic Issues

Analysis of submissions on the Coastal Towns Design Frameworks for East Gippsland indicated widespread support for the Visions and Objectives established for each town and raised many specific matters relating to particular localities. It also identified a number of key strategic issues that are relevant to many communities, including:

- The potential impact of climate change
- Maximum building heights
- Traffic and parking issues
- The role of the Master Plans and Council's intentions regarding them.

Climate Change

Climate change is a major issue facing coastal communities, which represent substantial investments in potentially vulnerable areas. Planning authorities throughout Australia are grappling with the best way to respond to predicted sea level rises and the consequences of increased frequency and severity of extreme weather events.

Many East Gippsland coastal townships are low lying and parts are already subject to occasional inundation. Other towns may be at risk due to more complex events involving combinations of floods, unusually high tides and adverse weather conditions.

A substantial body of work is presently being undertaken by the Gippsland Coastal Board examining the possible impact of climate change along the Gippsland Coast. The results of this work are not yet available in a form that enables them to be used to determine effective land use planning strategies to avoid or mitigate risks.

The UDF reports do not recommend variations in the Shire's approach to climate change and coastal development at this time. However, they acknowledge that research on climate change needs to be monitored and its recommendations factored into future planning.

Developing appropriate planning responses to climate change in coastal areas requires national or state leadership and direction, in order to ensure a co-ordinated and equitable approach.

Building Heights

Residents in many towns expressed fears that the urban form suggested in the UDF reports may cause unwelcome changes in the nature and character of the respective settlements. Concerns related to the height and density of buildings, loss of vegetation, design quality and increased intensity of use, leading to more people and more traffic.

Communities – particularly in Lakes Entrance and Paynesville, but to a lesser extent in Mallacoota and Metung – were sensitive about allowable building heights, which they perceived as the catalyst for other undesirable changes.

There are sound planning principles that promote more intensive development in towns and activity centres. This approach is supported by State Planning Policy and is a strategy that is being actively pursued in many urban areas.

The general aim of the UDF documents in respect to building height is to encourage a mix of medium density development with a mix of retail. For all but the smallest settlements, the aim is to encourage a mix of medium density housing and business uses in town and activity centres, with shops and other commercial premises providing an active street frontage at ground level and residential uses on the upper floors. This type of development provides increased housing style and choice, which can support tourist accommodation options where appropriate.

Vibrant urban centres encourage increased economic activity and support local shops, facilities and services. Providing opportunities for mixed use in higher buildings can act as an incentive for redevelopment and upgrading of run-down or less attractive areas. Allowing for some increased density of development in specified areas of towns can also assist in relieving pressure for ongoing expansion of towns.

It is important to note that the proposed planning controls do not impose a maximum height limit in residential areas, but seek to manage development through the Planning Scheme. In the commercial centres of Lakes Entrance, Paynesville, Mallacoota and Metung, a preferred maximum building height has been nominated. This is generally 10.5 metres, except in the central areas of Lakes Entrance, where higher buildings are contemplated.

Traffic and Parking

Many submitters were concerned about the implications of the UDF proposals for the availability of parking, particularly in town centres.

There is a perception in the community that Council does not always require sufficient parking to be provided on-site when properties in business areas are being redeveloped. This is incorrect, as Council has consistently applied the parking standards set out in the relevant section of the Planning Scheme.

More intense development may generate additional traffic and lead to increased parking demand, but it can also encourage walking and cycling as a result of a range of attractions being located in close proximity.

Council acknowledges the need for detailed consideration of the traffic and parking implications of intensified development in the identified precincts within larger town centres. The results of this analysis will be integrated with the overall development proposals for the identified areas.

Role of the Master Plans

The Master Plans have been developed to provide some preliminary ideas about how design issues and opportunities might be addressed for each town. While the plans contain enough detail for the community to be able to understand what is envisaged, they are not finished designs or 'blue-prints' for future development.

The Master Plans play an important role in the UDF process as they provide documented concepts that can be developed into projects for implementation and funding.

The feedback received in the last round of consultation has resulted in some of the Master Plans being amended in the final version of the UDF. Each Master Plan will require additional expertise and consultation with the community to enable them to be further developed into detailed designs.

Response to Specific Issues Raised at Bemm River

Number of Submissions Received: 10

Issue	Response
<p>Strategy Plan</p> <ul style="list-style-type: none"> • Mixed response • Require action on fire protection • Opposition to land to north being rezoned • Back zone Crown Land south of Kathleen Drive 	<ul style="list-style-type: none"> • Investigate flora and fauna values of Crown Land to south of Kathleen Ave and consider rezoning to Rural (as for Strategy 1.2). • Consider introduction of fire safety strategy in Objective 1
<p>Master Plan</p> <ul style="list-style-type: none"> • Mixed response • Support for upgrade of walkways on or adjacent to roads, pathways elsewhere less important. 	<ul style="list-style-type: none"> • Show pathways along roads as high priority and external loop track as a longer term option. • Delete pathway around wetland.
<p>Objectives</p> <ul style="list-style-type: none"> • Mixed Response • More emphasis required on water quality protection • Consider fire safety issue 	<p>In respect to fire safety, refer to comment above. There are other mechanisms in the Planning Scheme to address fire safety in a development sense.</p> <p>Water quality in the Inlet is linked to a number of factors, many of which are not controlled or impacted by the UDF. Where possible water quality issues associated with development activity in the town will be addressed through usual planning approval processes.</p> <p>Core issues relating to the protection and sustainable management of fish stocks will need to be addressed through other mechanisms, though the importance to the operation of the town is understood.</p>
<p>Planning Controls</p> <ul style="list-style-type: none"> • General support • Opposition to more residential land being zoned. 	<p>Further land will only be rezoned where it can be demonstrated that there is an inadequate supply and where the land can be demonstrated as being suitable for development having regard for flooding, environmental impact, waste water disposal and other possible issues. This is consistent with the Strategy Plan nomination for Bemm River.</p>