Alpine Shire Land Development Strategy

FINAL

July 2024

SGS Economics & Planning

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Acknowledgement of Country

Alpine Shire Council acknowledges the Traditional Custodians of the lands on which we work, live, and play. We recognise the continuing connection to lands, waters, and communities of all Aboriginal and Torres Strait Islander cultures across Australia and pay our respects to Elders past and present.

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1. Introduction

The Alpine Shire Land Development Strategy (LDS) provides the Shire with an integrated plan for accommodating and guiding future population and employment growth and change in the municipality up to 2041.

1.1 Project context and purpose

Alpine Shire's population is growing, and its demographic profile is shifting. The global COVID-19 pandemic disrupted population and employment trends and added uncertainty in planning for the future while increasing its importance.

Change is inevitable, but as far as possible should be anticipated and managed to ensure the ongoing health and prosperity of communities, and preserve Alpine Shire's valued historic, cultural, and natural living landscape for future generations. This includes having a clear plan for where people will live, where they will access services, and how the local economy will prosper.

The Strategy anticipates where growth is expected and how best to manage it. The Strategy will guide Council's decision-making processes and inform further policy development and infrastructure investment.

The purpose of the LDS is to:

- Identify areas subject to natural hazards not appropriate for development, and protect areas of environmental significance and sensitivity.
- Document growth forecasts for population, housing, and employment.
- Facilitate orderly development of urban land uses.
- Enable change that responds to the valued character and qualities that distinguish each of the municipality's townships and settlements.

The LDS does not:

- Provide detailed guidance on rural and rural residential land use or smaller settlement areas – this will be addressed via the future Alpine Shire Rural Directions Strategy.
- Allow any areas to proceed immediately to rezoning for housing or employment uses.
- Provide guidance on community services or open space requirements.

1.2 Project process

The project commenced in March 2021, beginning with detailed background research (see Fig. 1). The Alpine LDS: Future Directions Report and associated Appendices presented the findings of this stage of research and were made available for a first round of community consultation.

Background research and feedback from the community provided inputs to the development of a Draft Strategy. The Draft LDS was subject to consultation in late 2023, which informed a final LDS in mid-2024, supported by further work completed in the Bushfire Planning Study 2024 (BPS).

Once adopted by Council, the high-level directions will need to be progressed via an amendment to the Alpine Planning Scheme.

The remaining work program including town by town structure planning processes will follow later. Recommendations from this work may lead to further planning scheme amendments in the future.

The planning scheme amendment process includes a period of public exhibition, providing an additional opportunity for comment and submissions.

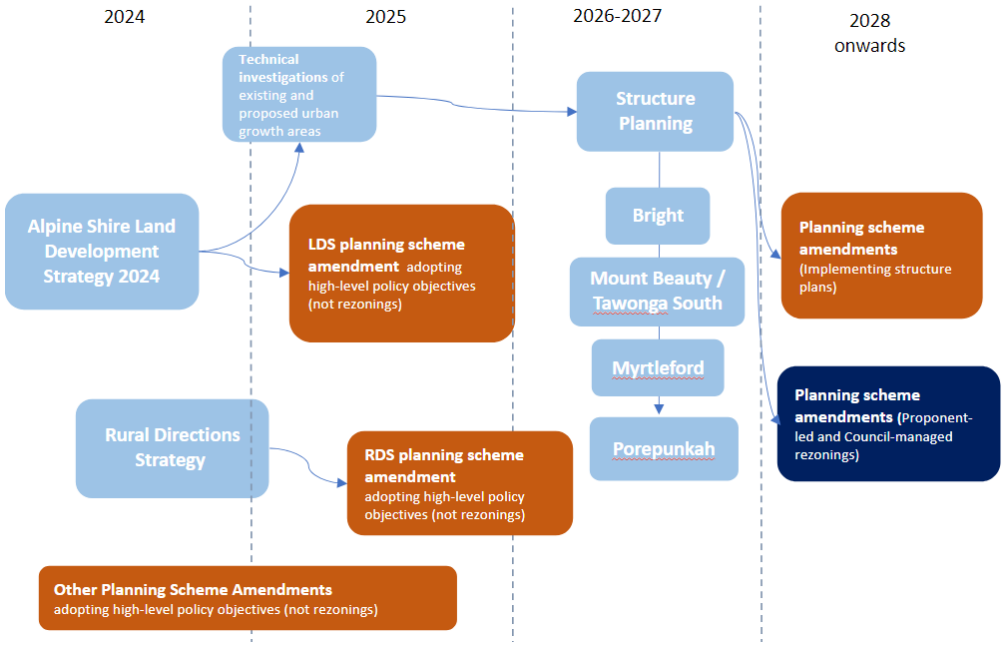


Figure 1. Project Process

1.3 Community feedback

Round 1 Engagement - "Your Town, Your Future"

The 'Your Town, Your Future' community engagement process supported the release of the *Alpine LDS: Future Directions Report.* The robust and agile community engagement process included the following online and in-person activities:

- Survey: open 18th October 2022 to 12th February 2023; received 244 responses.
- Community Reference Group workshops: 3x 2-hr in-depth workshops with 25 group members:
  - An expression of interest to be involved in the Reference Group was made publicly available, with an equal number of participants selected for each town.
- Technical Reference Group: targeted input from planners, sales agents, engineers, and specialist consultants.
- Landowner engagements: one-on-one meetings with landowners for various land parcels.
- Community pop-ups: 6x sessions, running October-November 2022 at locations across the Shire.

Respondents and participants represented a mix of age groups, genders, and townships reflecting the diverse viewpoints of Alpine residents and stakeholders. Key messages for each township are summarised below.

Feedback for **Bright** demonstrated a mix of a desire for growth, particularly to support the local economy, with concerns about the impacts of visitor activity and tourism on amenity and infrastructure at peak periods. Most survey respondents (59%) support a combination of infill and greenfield development to accommodate growth. The impact of short-term tourist accommodation on the private rental market is also a key concern.

For **Porepunkah**, feedback focussed on the settlement's rural nature and a desire to maintain larger lot sizes reflective of the existing character, balanced with a desire for improved service amenity. Nevertheless, most survey respondents (61%) expressed a preference for infill development. In fact, there was a strong sentiment that the nominated future growth area is large, and staging will be important if that amount of land is to be made available. Preservation of amenity, continued access to services, and the need for road and traffic infrastructure to support growth were also important here.

The sentiment in **Myrtleford** included greater support for greenfield development, however most (65%) survey respondents ultimately advocated for a combination of infill and greenfield development. Conflicts between the different land uses are a key concern here, including truck movements to and from industrial areas and impacts on local traffic.

Feedback for **Mount Beauty-Tawonga** indicates that a combination of greenfield and infill development is preferred (58% of survey responses). Key issues here include the need for new water and sewerage infrastructure and for redevelopment of existing homes, and the need for localised development that supports business growth and walkability.

A full summary of feedback with Council responses can be found in the Community Engagement Report 2023.

Round 2 Engagement – Draft LDS

The second round of engagement after endorsement of the Draft LDS in October 2023 saw 25 submissions received.

This feedback was considered carefully and, where supported, incorporated into the LDS. The key changes between the draft LDS and this document are:

- The North East Water submission to the draft Land Development Strategy notes an area requiring assessment for an odour buffer in Mount Beauty
- Inclusion of a Traffic and transport assessment in the Implementation Plan.
- Strengthening the focus on waterway health
- Preparation of a Street Tree Masterplan or similar strategy for urban areas to protect character of the area
- Bogong – consider revisiting wording from “no growth” to “no significant development”.
- Rural Land – make it clear that all rural townships (not just Wandiligong and Freeburgh) are considered regarding land use conflicts. This is to be investigated in the Rural Directions Strategy.
- Submissions in support of or requests for rezoning to be considered across multiple townships.

A full summary of the findings of these submissions can be found in the Consultation Discussion Report July 2024.

The Final LDS has also considered findings of the Bushfire Planning Study completed July 2024, which has resulted in

2. Profile of Alpine Shire in 2021

Alpine Shire is in Victoria's picturesque Alpine Region, in the north east of the state.

The Alpine Shire is approximately 300 kilometres north-east of Melbourne and 70 kilometres south of Albury-Wodonga, located within the North East Victoria Region and Central Hume sub-region.

The municipality is a desirable location for residents and visitors, due to its proximity to snowfields and mountains, wide range of food and wine outlets, and myriad of recreational activities including hiking, camping, fishing, paragliding, mountain biking and snow sports.

The Shire's main towns are Bright, Myrtleford, Porepunkah and Mount Beauty-Tawonga South, with further settlements at Harrietville, Dederang and Tawonga, amongst others.

The Shire covers 4,790 square kilometres, with approximately 92 percent of land declared public land, containing parts of the Alpine National Park and all of Mount Buffalo National Park. The designated alpine resorts of Falls Creek and Mount Hotham are located entirely within the Shire boundary (although not managed by or part of Alpine Shire).

The Alpine Shire is situated on Dhudhuroa, Gunaikurnai, Taungurung, Waywurru and Yaitmathang Country (Figure 2).

A more detailed housing, population, and employment profile can be found in the *Technical Background Report.*

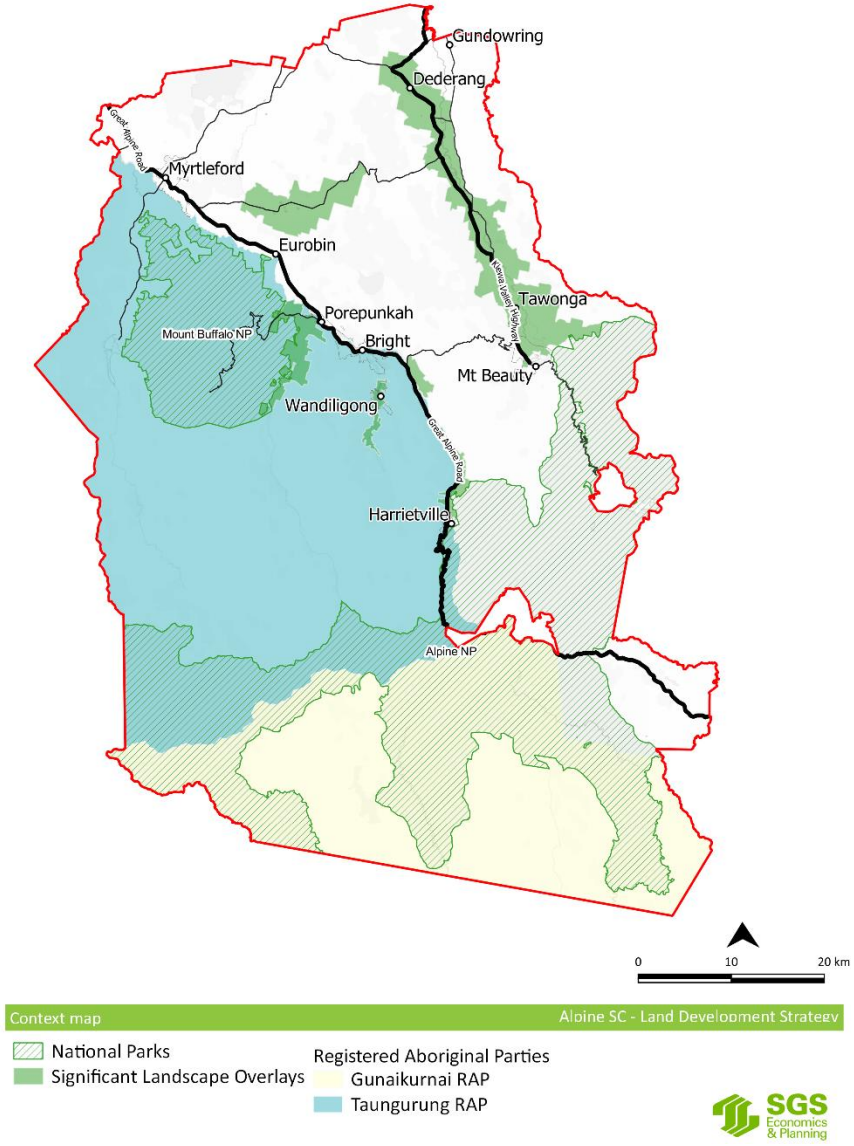


Figure 2. Alpine Shire Profile. Source: SGS Economics & Planning 2022.

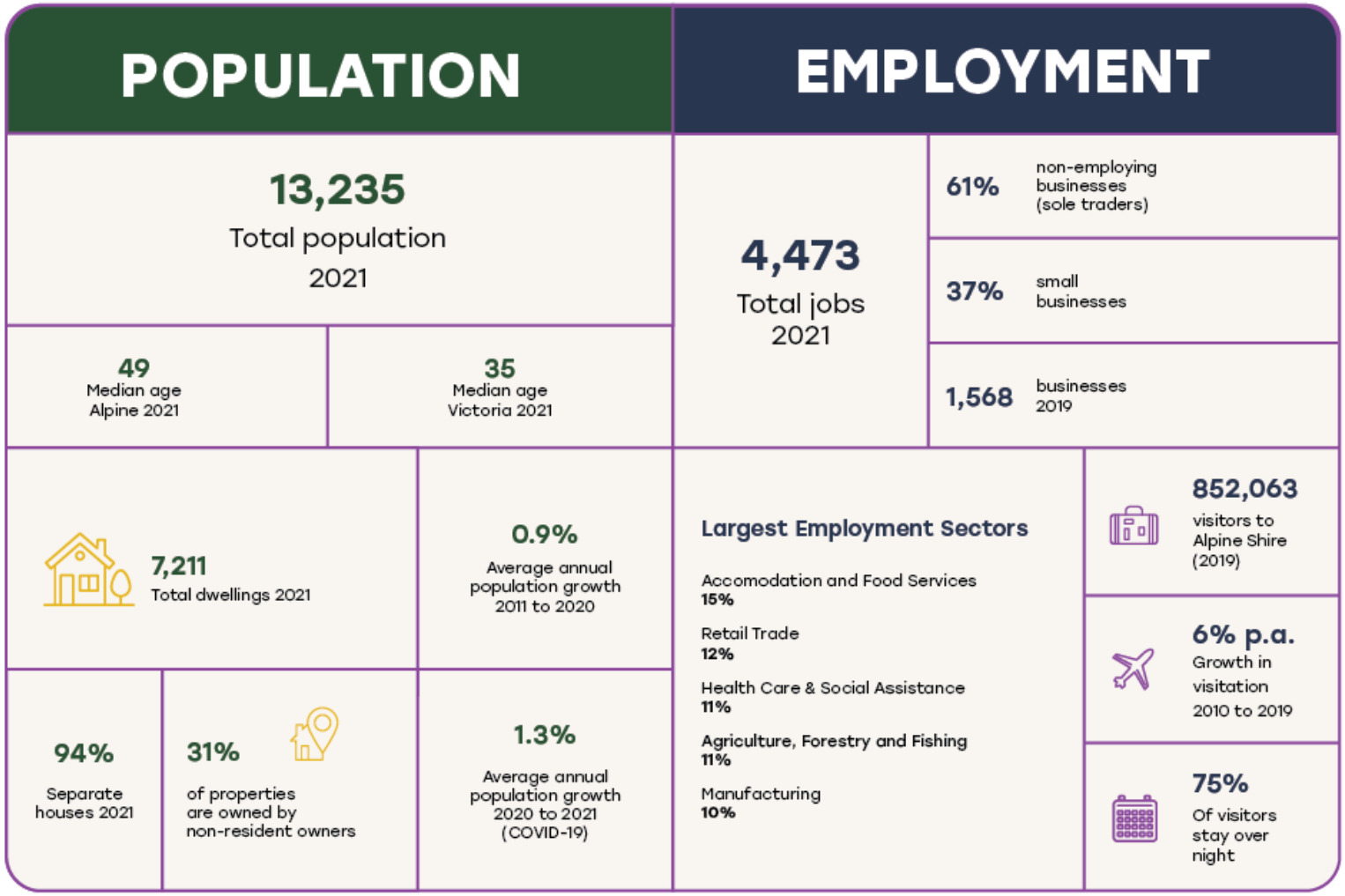


Figure 3. Population and employment data for the Alpine Shire

3. The Broader Context

Land use planning in Alpine Shire is influenced by broader population and economic trends, and state government policy.

3.1 Drivers of change

In March 2020, the **COVID-19 pandemic put the world in a state of economic uncertainty** as social distancing restrictions shut down large parts of the economy. Economic recovery in Victoria has been setback by the emergence of new COVID-19 strains but the economy has recovered rapidly. However, key employment sectors in Alpine – hospitality and tourism – were significantly impacted by social distancing and stay-at-home orders.

The **COVID-19 pandemic stalled Australia's population growth** and impacted population movement. Capital cities saw a downturn in population while regional areas continued to grow. In 2018-2019, 9,900 people moved to Regional Victoria, which increased to 15,200 in 2020-21.[1]

Australia's **population is ageing**, and the proportion of people aged over 65 is increasing. In Alpine Shire, the median age is 49, which is high compared to the Victorian average of 37, and retirees made up 16 percent of the population in 2021.

Housing affordability is recognised as a state-wide issue that requires increasing choice in housing type, tenure and cost to support diverse communities. Alpine Shire also recognises issues of housing supply, availability and affordability within the LGA.

There is increasing tension between **short-term and holiday accommodation and supply of long term private rental housing**, where an increasing number of homes are leased for short-term rental accommodation on platforms such as Airbnb or used as holiday homes. The increase in the cost and availability of residential accommodation particularly impacts key workers.

Climate change is one of humanity's greatest challenges. Globally, temperatures are rising, and extreme weather events are becoming more frequent and severe. Climate change will result in increased fire danger, increased number of extreme heat days, long term

[1] SGS Economics and Planning, (2022), *New data demonstrates how Australia's population growth is responding to the pandemic.* Accessed April 2022 at URL: https://www.sgsep.com.au/publications/insights/new-data-demonstrates-how-australias-population-growth-is-responding-to-the-pandemic

drought, increased energy access variability, and increased incidence of flooding in Alpine Shire.

Global economic trends are driving **shifts in the structure of the national and state economies**. In particular, the economy is continuing to move towards creative and population-led sectors and away from traditional industries, such as manufacturing.

The **forestry and agricultural sectors** are key industries in the Alpine Shire, the latter of which is driven by sheep, grains, beef and dairy cattle, and horticulture (fruit, nuts, hops) output.[2] Across Australia, the output for sheep and cattle remain high, driven by export demand and there is a trend towards larger farm size and concentration of agricultural output on larger livestock businesses.

Tourism is a significant and growing industry in Australia, with strong growth in international visitation. Domestic overnight trips have been increasing since 2013. Alpine Shire is the highest performing municipality within the North East Victoria Region and Central Hume sub-region, both in visitation and total visitor expenditure

In recent years, there has been a **trend towards remote working**, which has attracted new residents to Alpine Shire who are able to work remotely, either part-time or full-time. The COVID-19 pandemic accelerated remote working trends, particularly for professionals and those in some service sectors.

[2] Alpine Shire Council (2021) Economic Development Strategy.

3.2 Policy overview

State and regional planning policy sets the direction for local government to prepare plans at the local level. In Alpine Shire this includes:

- The *Planning and Environment Act 1987* directs that Council, as the planning authority for Alpine Shire, prepares the Alpine Planning Scheme in accordance with the State and regional directions set out in the *Victoria Planning Provisions*. This includes the *Planning Policy Framework* (PPF) that outlines State and regional strategy and policy directions for land use planning, as well as zones, overlays and provisions that can be applied to land. Key objectives of the PPF include:
    - Protecting human life from natural hazards, responding to climate change, and protecting natural resources.
    - Ensuring sufficient supply of residential and employment land.
    - Promoting urban consolidation and efficient use of infrastructure.
    - Protecting and conserving biodiversity.
- The *Hume Regional Growth Plan* (2014) highlights that most growth in the region will be directed into Shepparton and Wodonga, with moderate growth being directed to Wangaratta and Benalla, as larger service centres. Myrtleford and Bright are identified as locations where growth will be supported. The Plan identifies regional issues, many of which affect the Alpine Shire: climate change, the need for residential, commercial and industrial land, protection of agricultural industries, transport and community connectivity, environmental protection, natural hazard management and economic diversification.
- The *Hume Regional Adaption Snapshot* (2018) reviews the regional impacts of climate change and existing adaptation projects and strategies, to identify any gaps in climate change adaptation projects. The analysis identifies over 160 climate action projects currently or recently implemented in Hume, focusing on renewable energy, community resilience, climate modelling and risk assessments, water cycle management, biodiversity, agriculture, and improving emergency management and preparedness.
- *Climate Ready Hume* (2015) assesses the potential impacts of climate change across the Hume region, noting that the region has already started to experience the impacts of climate change through warmer and drier weather trends. The assessment reveals key sectors in Alpine Shire that are vulnerable to the impacts of climate change, including Alpine Shire's tourism industry, especially snow sports, which will face significant challenges because of the warming climate.
- *Plan for Victoria* (2024) has established a statewide housing target for each municipality with an aim to reimagine the future of the state's cities, suburbs, towns and regions. The target of 1,700 new homes to 2050 was proposed for Alpine Shire during the first round of engagement in February 2024. There is limited transparency on the methodology or approach to reach these targets, and Alpine Shire will continue to provide input and recommendations to the states Plan for Victoria to ensure it aligns with local government work and directions.

3.3 Local plans and strategies

Local plans and strategies have been reviewed to understand key elements of Alpine Shire's local economy, settlement hierarchy and other key planning directions that are relevant to planning for urban land in the Shire, including:

- The *Economic Development Strategy* (2021).
- *Hume Bushfire Management Strategy* (2021).
- *Upper Ovens Valley Regional Flood Study* (2021).
- The *Rural Land Use Strategy* (2015).
- The *Myrtleford Resilience Strategy* (2019).
- *Alpine Shire Climate Action Plan* (2021).
- The *Alpine Planning Scheme Review* (2023).

A detailed summary of policy relevant to the LDS can be found in the *Technical Background Report.*

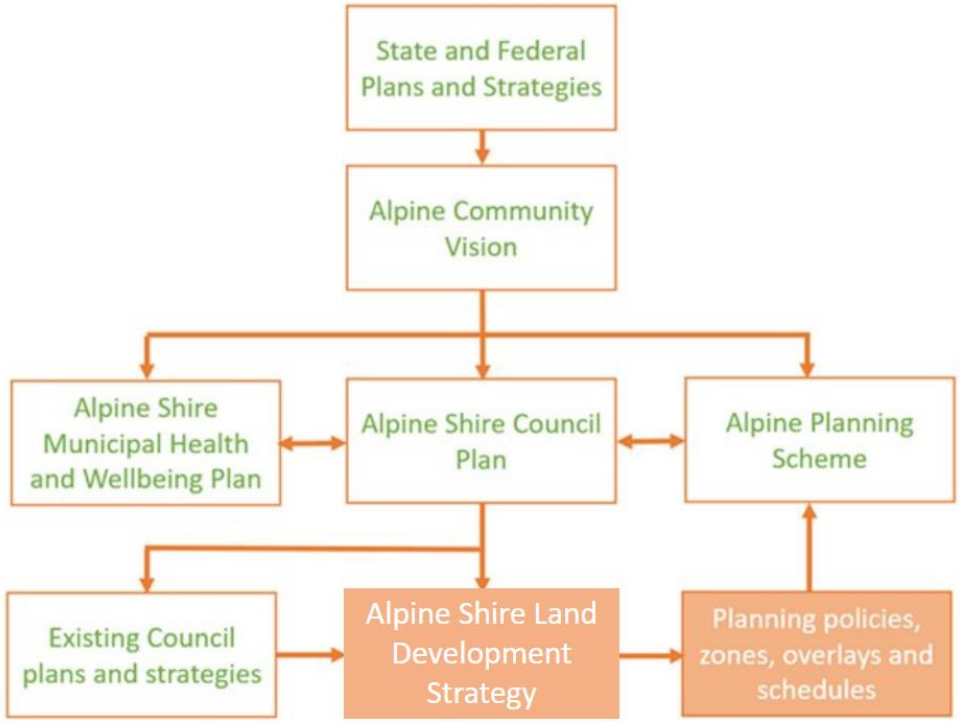


Figure 4. Overview of Alpine Shire Council. Source: ASC 2023.

4. Local Context

Alpine Shire is characterised by its unique natural and cultural features including environmental values, landscape character, heritage and neighbourhood character.

4.1 Environmental values and landscape character

Containing much of Victoria's alpine country, Alpine Shire's meandering rivers and dramatic views provide a picturesque location. Public land makes up 92 percent of Alpine Shire, in areas identified as state and national parks, state forests and nature reserves, including part of the Alpine National Park and all of Mount Buffalo National Park. The remaining 8 percent of land consists of towns, villages and farming land in the major river valleys: Ovens, Buffalo, Buckland and Kiewa valleys.

Located in Victoria's High Country, Alpine Shire contains over 100 named mountains and boasts the highest and second-highest mountains in Victoria, Mount Bogong and Mount Feathertop, located in the Alpine National Park. The region's mountains are home to some of Victoria's major snow and ski resorts including Falls Creek and Mt Hotham. These landscape features provide a picturesque and iconic scenery that is of environmental and cultural significance to residents in Alpine Shire and the broader Victorian community.

Alpine Shire contains significant rivers including the Kiewa, Ovens, Buffalo and Buckland. The Ovens and Kiewa rivers and their tributaries are important wildlife corridors. Alpine Shire is home to many flora and fauna species, some of which are classified as critically endangered, endangered, or vulnerable.

Alpine forms part of a declared water-supply catchment that supplies water to both the North and East Gippsland regions for domestic use and ultimately contribute to the Murray Darling System.

The Alpine Planning Scheme recognises the potentially damaging impact of urban expansion and aims to avoid impacts of land use and development on important areas of biodiversity landscape character.

4.2 Heritage

First Nations Cultural Heritage

Both the *Taungurung Country Plan* and *GLaWAC Whole of Country Plan* note that there exists extensive cultural heritage on Country, including art sites, rock art, natural resources, flora and fauna, birthing trees, scar trees, burial sites, waterholes, our rivers and waterways and post colonisation massacre sites and missions. However, both plans acknowledge the significant amount of cultural heritage has been damaged, destroyed, removed or lost. Detailed cultural mapping is required to identify and protect cultural heritage sites.

Areas of 'cultural heritage sensitivity' include registered Aboriginal cultural heritage places, as well as landforms and land categories that are generally regarded as more likely to contain Aboriginal cultural heritage. These include land within 200 metres of named waterways and land within 50 metres of registered Aboriginal cultural heritage places.

Historic Heritage

Many places, natural areas and buildings hold heritage significance across the Alpine Shire LGA. The heritage significance of several places and features within the Shire have been recognised through registration on the Victorian Heritage Register (VHR) or through the application of the Heritage Overlay in the Alpine Planning Scheme.

4.3 Neighbourhood Character

The character of Alpine's built environment varies across the municipality. Documenting neighbourhood character helps in forming an understanding of built form challenges and opportunities within the municipality. It is important to have a reference for the feel of a place, influenced by its buildings and street networks, to ensure that new development in Alpine feels like it belongs, reflecting local values and features.

Although, in moving towards a greater mixture of more diverse housing forms and new opportunities for employment, character will inevitably change. It's important that new development makes a positive contribution and reflects the valued features of its location.

Each township has been reviewed based on key characteristics:

- Key roles and services.
- Topography (flat, undulating, hilly, physical features live river valleys).
- Landscaping and vegetation (size, type, native and non-native or a mix).
- Built form buildings (roof form, heritage, site coverage and space around houses).
- Heritage sites.
- Built form (dwelling type, extent of rear gardens, private open space, size and spacing of lots, street widths and patterns, fences style and height.

Summary character statements for residential areas in each of the Shire's key townships are provided below, with further detail on commercial context provided in the *Technical Background Report.* This will be supported by development of Neighbourhood Character Assessments for each townships.

Service Towns

BRIGHT

The General Residential Zone consists of mostly single detached dwellings, developed on residential blocks with a rectilinear subdivision pattern. Housing development is low scale with mostly pitched roof styles and a variety of timber and brick constructions varying between one and two storeys. Housing development is characterised by generous front and rear setbacks, except where dwellings are located on steep lots in the foothills, such as to the south of the town between Lewis Close and Hargreaves Street. Front fences on residential lots are generally low in height and permeable or otherwise absent. Vehicle crossings connected to driveways and on-site car parking is commonplace. Most streets are without footpaths.

More detailed Neighbourhood Character Assessment will give greater distinction to these areas.

MOUNT BEAUTY-TAWONGA SOUTH

Areas zoned General Residential Zone are concentrated to the east of the commercial core in Mount Beauty, and along Kiewa Valley Highway in Mount Beauty and Tawonga South. Housing in

this area is generally comprised of one and two storey, detached dwellings with predominantly timber construction with gabled iron roofs. Residential lots are medium to large and include vegetated front setbacks. Residential streets feature few footpaths and road verges are planted with established trees of varying species.

MYRTLEFORD

The General Residential Zone is concentrated to the north of the Great Alpine Road. Residential areas interface Industrial 1 Zone land to the west which accommodates timber milling and freight industry activity, and Farming Zone land to the north and south. Residential development on the western edge has views to Barwidgee Creek, while development to the south-east has views to the conservation area, comprising the historic reserve and state forest. There are pockets of public open space and other non-residential uses throughout the General Residential Zone. Many dwellings throughout the township are used for holiday accommodation and listed on Airbnb.

Housing is developed within a rectilinear grid pattern and is dominated by single detached dwellings, with both timber and brick constructions, and hip and gable roofs. Front setbacks are consistent throughout the township, of around six metres. Front fences, if present, vary in style with no uniformity.

Porepunkah

The township sits in a wide valley surrounded by the Ovens River to the south-west and surrounding farmland, with scenic views of Mount Buffalo. The township is characterised by leafy green streets with established tree planting throughout.

Residential development comprises mostly single storey dwellings and comes in a variety of housing styles including a mix of brick homes with tiled roofs and timber construction with tin roofs and vegetated setbacks. The Low Density Residential Zone on the town fringe to the north-west and south-east comprises larger lots with all lots interfacing the Ovens River on one side and the Great Alpine Road on the other side.

OTHER AREAS

Wandiligong Valley is characterised by its narrow valley and Morses Creek. The surrounding steep hills contain pine plantations on the west and Crown Land to the east. The historic township of Wandiligong is situated along the valley, south of Bright.[19] The Wandiligong Valley is covered by a Significant Landscape Overlay (SLO3) due to its cultural and historic heritage and the unique character of the built environment. Under the SLO3 classification, new developments must maintain the existing character and patterns in the landscape.[20]

Buffalo River Valley is characterised by its narrow steep slopes near Lake Buffalo in the south of the valley. The valley broadens to a flat plain near Myrtleford where the Buffalo River meets the Ovens River. Following the valley north to the Shire boundary, the valley rises into steep undulating hills near Gapstead.[21]

Buckland Valley is a pastoral valley along the Buckland River and Mount Buffalo National Park lies to the west.[22] The Buckland Valley is covered by a Significant Landscape Overlay (SLO4) due to its unique landscape where the pastoral valley floor contrasts with the steep and rugged terrain of Mount Buffalo. The SLO4 aims to maintain this contrasting landscape by encouraging rural development on a human scale and form.[23]

Happy Valley contains undulating slopes with minor alluvial plains significant to the Shire for its agricultural production, primarily supporting the cattle industry.[24] The Happy Valley is covered by a

Significant Landscape Overlay (SLO2) due to its steep forested ridges and fertile valley floor. The SLO2 aims to maintain these landscape features and the view of Mount Buffalo from the eastern end of the valley.[25]

Within the **Kiewa Valley** is the town of Mount Beauty-Tawonga South, and settlements of Tawonga and Dederang.[26] The wide valley floor features the floodplain of the Kiewa River alongside tributaries of Mountain Creek and Running Creek. The valley is bordered by state forest to the east and west and the Alpine National Park to the south.[27] The Upper Kiewa Valley is covered by a Significant Landscape Overlay (SLO1) due to the distinct character of the contrasting landscape. Under the SLO1, urban development must be contained to existing townships and maintain the rural landscape.[28]

The township of **Dederang** is spread over two to three kilometres along the Kiewa Valley Highway, north of Mount Beauty. It presents a strong rural character. The area is predominantly zoned Farming Zone where farming properties are located, with two small areas of Township Zone land where residential development is concentrated on large narrow lots with wide setbacks and low-density rural dwelling styles. There is no defined town centre; the township is split into three nodes of activity: the area surrounding the hotel and primary school, the recreation reserve which is a community focal point for the town, and the area near the general store. The landscape is characterised by a wide open space and rural feel, with scenic views of surrounding mountain ranges. Trees tend to be clustered throughout the township, on private and public land. This area has been nominated as a lower risk area for bushfire risk, which could be considered for growth in the future; however, this direction needs to be considered by the future Alpine Shire Rural Directions Strategy and Alpine Shire Rural Settlements Strategy.

Dinner Plain is a freehold alpine village located approximately 10 km south-east of the Mount Hotham Alpine Resort and is completely surrounded by the Alpine National Park. The township's small commercial precinct, comprising food and drink premises, and surrounding residential area is zoned Special Use Zone – Schedule 1 (SUZ1).

The winding streets, uniform subdivision pattern and architectural style, and setting within the Alpine National Park give the town an Alpine village feel. The township is accessed from the south of Great Alpine Road, which connects to looping curvilinear streets. The residential area is populated with hotel accommodation, comprising lodges, apartments and individual houses. There is a consistent architectural style, defined by timber lodges, generally three storeys with steep tin roof pitches and consistent setbacks from the road. There are few footpaths, however the village is a walkable scale with some walking trails throughout. Development is guided by specific building controls and design standards contained within SUZ1 to achieve this uniform architectural character.

Harrietville is a small sub-alpine village located to the south-east of Bright, nestled in between mountain ranges to the east and west, in a forested setting. Most of the area is zoned Township Zone and fringe areas are zoned Rural Living Zone and Farming Zone.

There is no defined town centre, however the township provides a small range of commercial, and retail uses for tourists and alpine recreation throughout the Township Zone. Dwelling styles are varied, with single and double storey timber houses with tin

hipped roofs developed on a range of lot sizes fronting Great Alpine Road and connecting curvilinear streets. The fringe areas in the Rural Living Zone feature larger lots with rural style housing. Hotel accommodation is scattered throughout the town, mostly near the Great Alpine Road.

The town character of **Tawonga** is dominated by its semi-rural setting with an open space feel. To the east are significant views to Mount Bogong and north and south views along the Kiewa valley, while to the west forested hills skirt the town.

Residential development is oriented around the Kiewa Valley Highway which runs in a north-south direction, with hills to the east and west. Housing is characterised by large single storey detached dwellings of predominantly timber construction with hipped tin roofs and generous vegetated setbacks. There is one small area of Low Density Residential Zone land to the south-west where lots are much larger and developed with rural style housing.

5. Urban Suitability: Where can future housing go?

Areas to be investigated for possible future housing and employment growth have been identified taking into consideration the need to protect human life from natural hazard risks, access to transport and services, and existing infrastructure networks.

5.1 Natural hazards

The impacts of climate change pose a significant threat to the health, wellbeing, and liveability of the natural environment, people and communities in Alpine Shire. An important principle underpinning the preparation of the LDS is to strengthen the resilience of settlements and communities and prioritise protection of human life.

5.1.1 Bushfire

It is recognised that Alpine Shire is one of the highest risk areas in Victoria for bushfire, with a significant history of major bushfires within the municipality. Council commissioned a Bushfire Planning Study (BPS) in January 2024 to inform Council's future strategic work program and respond to CFA submission to the draft LDS. The BPS highlights landscape bushfire risk across the municipality and wider region. The study defines the bushfire risk in a broader shire context and provides more site-specific assessments for growth areas as recommended in the draft LDS.

State planning policy requires planning authorities in bushfire areas to prioritise the protection of human life over all other policy considerations. This includes the minimisation of impacts from natural hazards and to adapt to the impacts of climate change through risk-based planning, and to strengthen the resilience of settlements and communities to bushfire through risk-based planning that prioritises the protection of human life.

The BPS undertakes a risk-based landscape bushfire assessment to map the extent of bushfire hazards in the municipality and each of the townships based on existing land use, vegetation and fuel-loads, slope/topography, weather conditions including climate change, the history of bushfire in the municipality, and the availability of safer areas for evacuation. The recommendations of the BPS have informed a final LDS satisfying state planning policy and bushfire planning provisions in Clause 13.02-1S of the Alpine Planning Scheme.

The majority of Alpine Shire was assessed as being a Landscape type 4, which presents an extreme bushfire risk where bushfires can quickly develop before impacting on human life and settlement, and evacuation options are limited or not available. Some townships have been assessed as being a Landscape type 3, which can still result in neighbourhood-scale destruction due to close proximity to high fuel-load vegetation.

The BPS recognises that, owing to the high bushfire risk, the outward expansion of existing Service Towns is constrained by bushfire risk considerations in perpetuity, and that opportunities should be undertaken to consolidate growth in low-hazard areas within the existing townships, and to direct greenfield growth to low-hazard areas. The recommendations of the BPS are designed to provide a strategic approach to responding to the bushfire threat and state planning policy by ensuring that there is no net increase in bushfire risk and possibly an overall risk reduction based on the current planning scheme settings.

The CFA was involved in the site visits that informed the BPS.

Bushfire Planning Regional Findings

Based on the findings and recommendations of the BPS, the LDS has been updated as follows:

- Only considers greenfield growth to the north and northeast of Porepunkah; being assessed as a lower-risk area with generous setbacks from forested areas.
- Only considers greenfield growth to the north of Mount Beauty; being assessed as a low-risk Landscape type 2.
- Removing any areas of residential growth previously proposed in Bright, Myrtleford and Tawonga South:
  - The exception to this being the 8ha site identified north of the Great Alpine Road in Bright which can assist in providing a bushfire optimised interface on the western side of Bright, provided that the residential development to the south of the road is developed.
- Harden township boundaries in the four Service Towns upon completion of any investigations on the development potential of any new growth areas.
- Consolidate townships and infill areas and consider other detailed directions that are specific to each township in future structure planning work.
- Re-calibrate the existing bushfire planning scheme designations in Bright, Mount Beauty/Tawonga South and Porepunkah to reflect landscape scale risk by changing BAL 12.5 in the Schedule 1 to the Bushfire Management Overlay to BAL 29.
- Re-calibrate bushfire planning scheme designations to reflect landscape-scale risk by applying the Bushfire Prone Area to all of Myrtleford.

The findings of the BPS have also been considered in the growth planning and future directions of the LDS. This includes specific township profiles for each Service Town and amendments to growth areas proposed based on this new information.

Bushfire Planning Township Profiles

The findings of the BPS also provide more specific recommendations within each township to support bushfire resilience and updates to planning controls.

BRIGHT

- Only recognise capacity on existing urban zoned land for greenfield development in Bright if a planning permit has been granted.
- Recalibrate bushfire planning scheme designations to reflect landscape-scale risk by changing BAL 12.5 in the Schedule 1 to the Bushfire Management Overlay to BAL 29.
- Direct limited greenfield development to the north of the Great Alpine Road (as shown in the draft LDS) only if the larger greenfield land to its south is granted a planning permit for urban subdivision providing an improved bushfire optimised interface on the west side of Bright.
- Plan for consolidation in the existing Commercial 1 Zone land, subject to the recalibration of planning scheme bushfire designations above to BAL 29.

- Prepare for the long-term by acting now to recognise the outward expansion of Bright for residential development is constrained by bushfire risk in perpetuity.

MOUNT BEAUTY AND TAWONGA SOUTH

- Only recognise capacity on existing urban zoned land for greenfield development in Tawonga South if a planning permit has been granted.
- Recalibrate bushfire planning scheme designations to reflect landscape-scale risk by changing from BAL 12.5 in the Schedule 1 to the Bushfire Management Overlay to BAL 29 in Tawonga South (west of the Kiewa Valley Highway).
- Direct greenfield development to the north of Mount Beauty, being land assessed as Landscape type 2.
- Plan for consolidation in the low hazard parts of Mount Beauty, subject to consideration in structure planning if more intensely developed land should be changed from BAL 12.5 in the Schedule 1 to the Bushfire Management Overlay to BAL 29.
- Prepare for the long-term by acting now to recognise the outward expansion of Tawonga South for residential development is constrained by bushfire risk in perpetuity.

MYRTLEFORD

- Only recognise capacity on existing urban zoned land for greenfield development on the northern edge of the settlement if a planning permit has been granted.
- Recalibrate bushfire planning scheme designations to reflect landscape-scale risk by applying the Bushfire Prone Area to all of Myrtleford.
- Plan for consolidation in the low hazard parts of Myrtleford.
- Prepare for the long-term by acting now to recognise the outward expansion of Myrtleford for residential development is constrained by bushfire risk in perpetuity.
- Carefully consider in structure planning the role of non-permanently occupied development in the future growth of Myrtleford, including for tourism and industrial uses.
- Introduce into the planning scheme a strategic designation that identifies the grasslands around Myrtleford as important to bushfire safety and not to have new hazards introduced as a result of planning decisions.

POREPUNKAH

- Direct limited greenfield development to the north of Porepunkah through one or three rows of new lots adjoining the existing Township Zone land (option A).
- Plan for consolidation in the low hazard parts of Porepunkah, subject to consideration during structure planning if more intensely developed land should be changed from BAL 12.5 in the Schedule 1 to the Bushfire Management Overlay to BAL 29.
- Prepare for the long-term by acting now to recognise the outward expansion of Porepunkah for residential development, once limited greenfield development to the

north is completed, is constrained by bushfire risk in perpetuity.

- Introduce into the planning scheme a strategic designation that identifies the grasslands around Porepunkah as important to bushfire safety and not to have new hazards introduced as a result of planning decisions.

Further Areas Identified

The BPS identified Dederang and Mudgegonga as lower-risk areas where new greenfield growth could be directed. The LDS will not support development in these locations in the short to medium term until these areas are further investigated as par to the future Alpine Shire Rural Directions Strategy. There are significant constraints for North East Water to provide reticulated services to these areas in the short to medium term.

The BPS is appended to the LDS to provide technical input on bushfire risk, but it will remain a standalone document.

The BPS will inform all of Council's future strategic planning work. It will ultimately inform the future structure planning work for the four Service Towns, and the future Alpine Shire Rural Directions Strategy.

Key recommendations to update bushfire planning designations for the townships will form part of a planning scheme amendment that will be prepared and implemented by the Victorian Government and the CFA as the custodian of these controls.

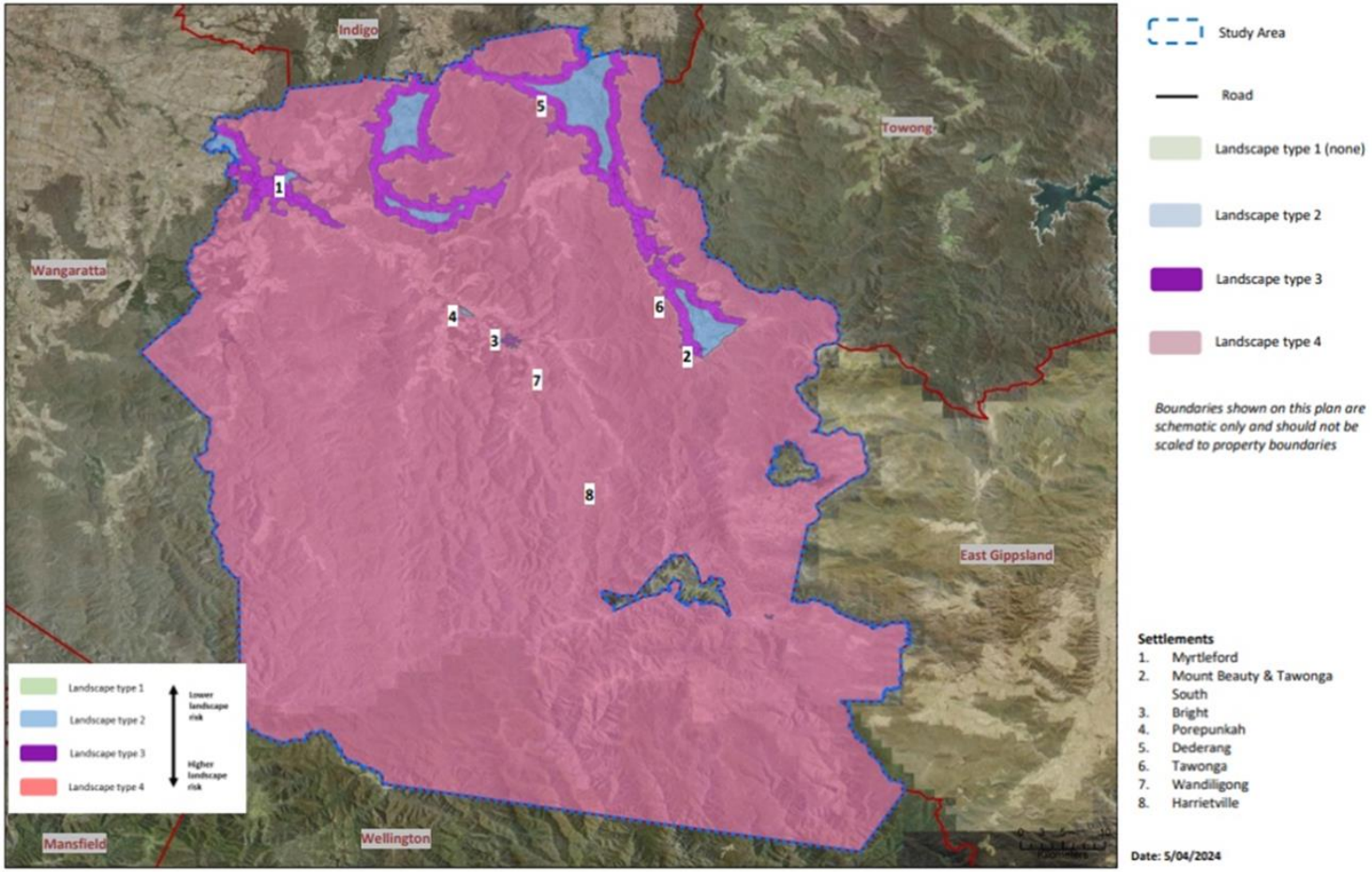


Figure 5. Landscape Bushfire Risk Alpine Shire

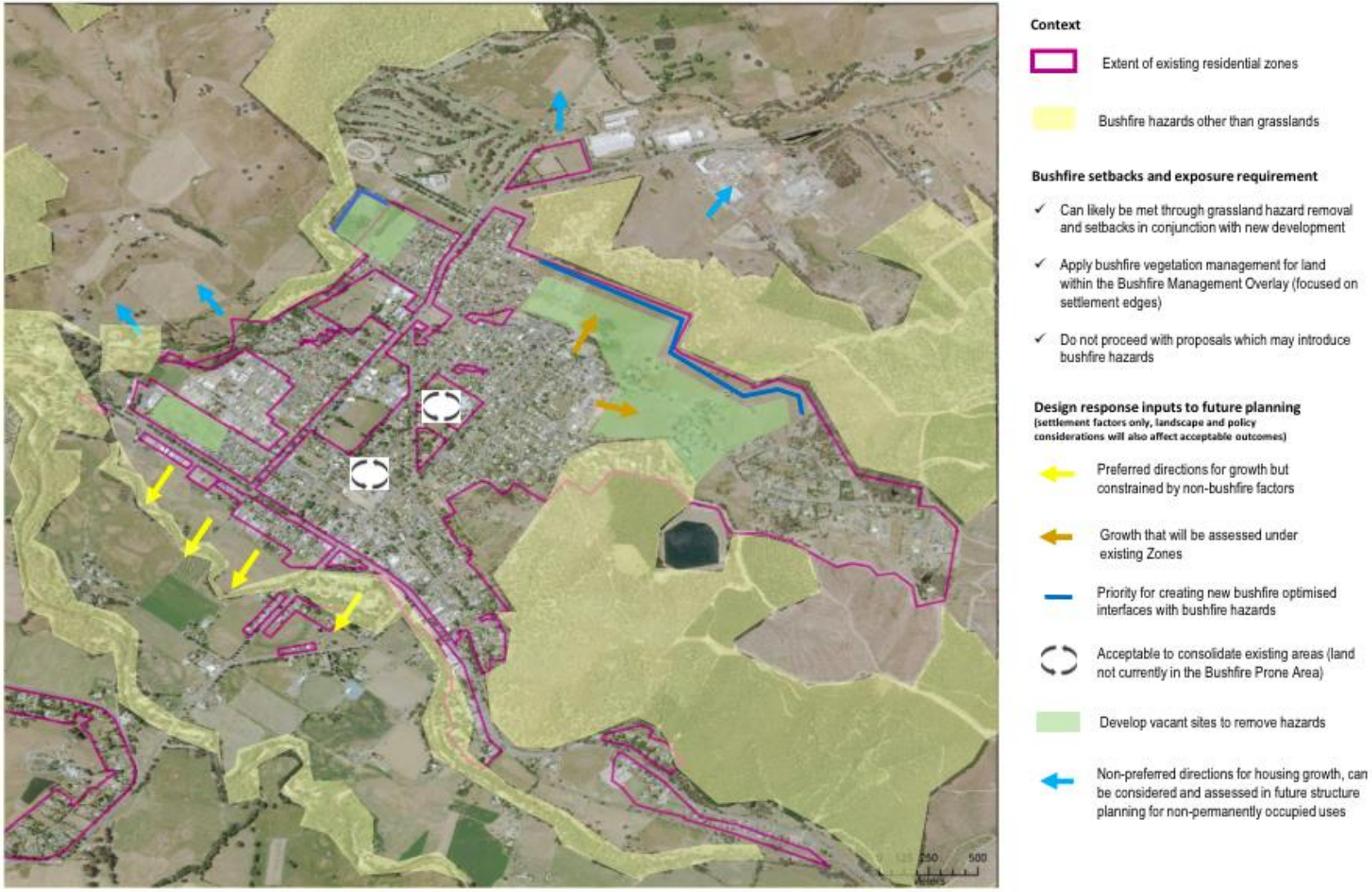


Figure 6: Myrtleford Landscape Bushfire Risk

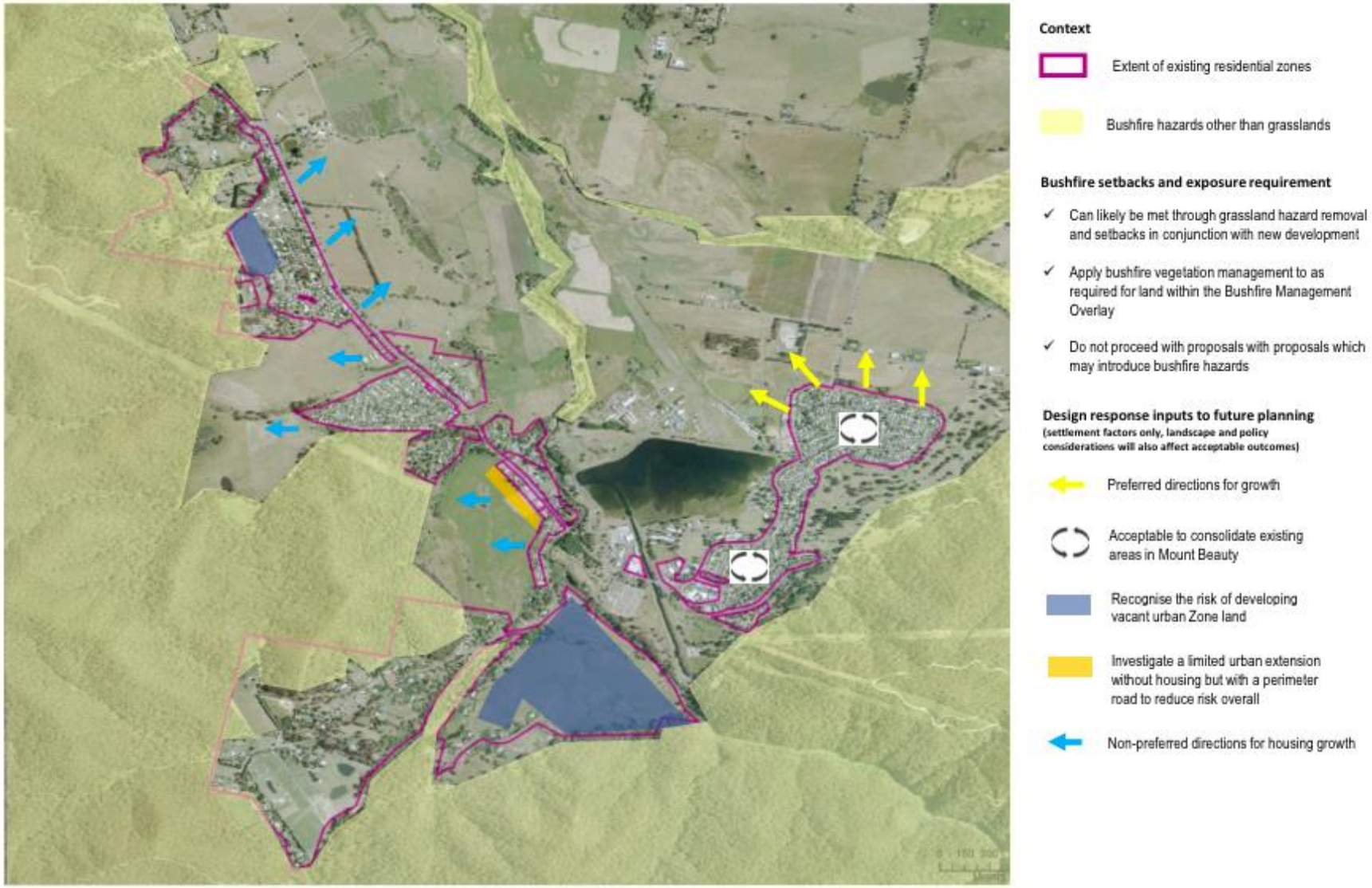
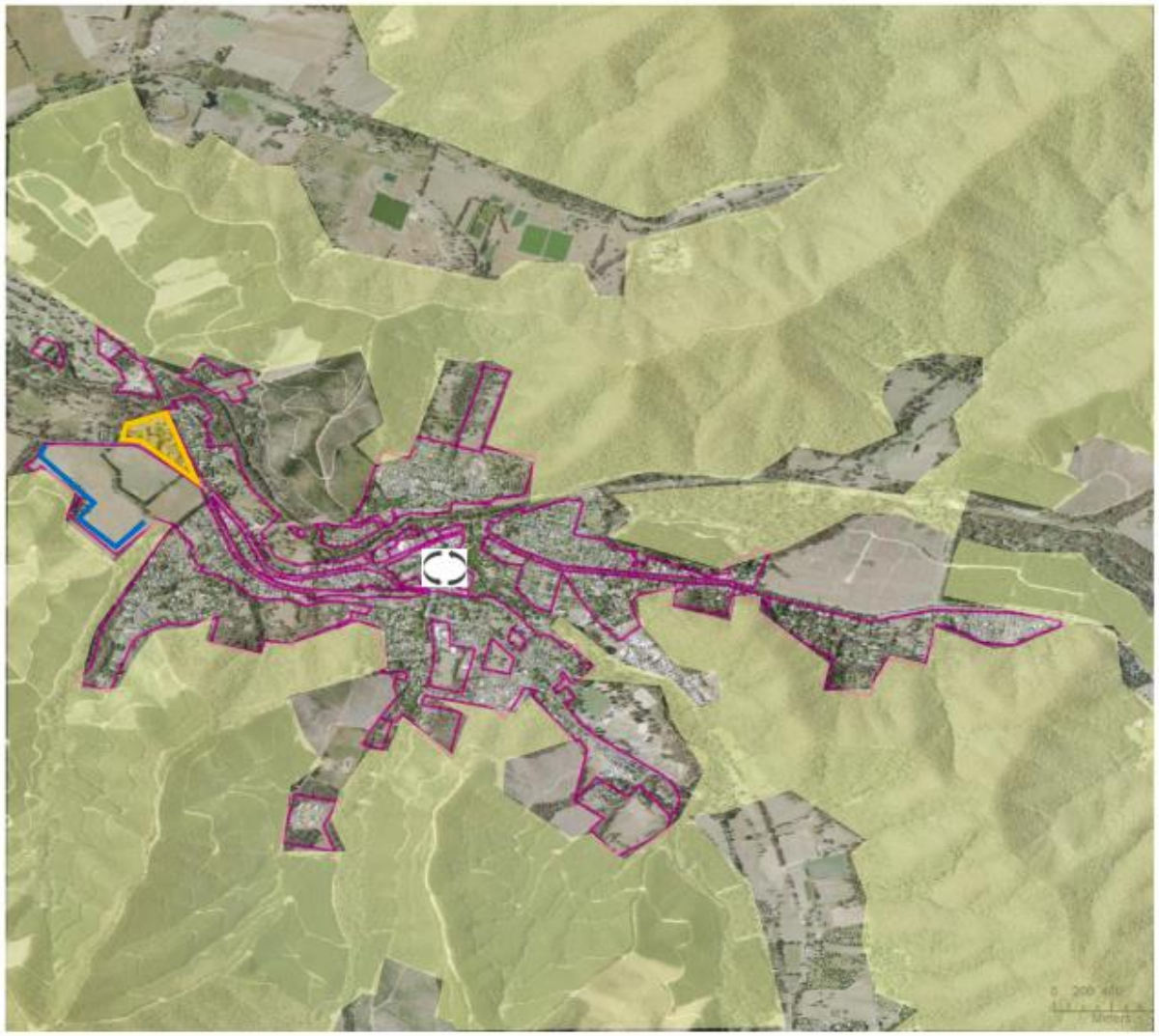


Figure 7: Mount Beauty/Tawonga South Landscape Bushfire Risk



Context

Extent of existing residential zones

Bushfire hazards other than grasslands

Bushfire setbacks and exposure requirement

Will be variably met, more likely away from hazard edges and less likely on the settlement edge

✓ Apply bushfire vegetation management to all land within the Bushfire Management Overlay

✓ Do not proceed with proposals which may introduce bushfire hazards

Design response inputs to future planning
(settlement factors only, landscape and policy considerations will also affect acceptable outcomes)

Preferred directions for growth but constrained by non-bushfire factors

Growth that will be completed under existing Zones

Priority for creating new bushfire optimised interfaces with bushfire hazards

Acceptable to consolidate the Commercial 1 Zone subject to future structure planning

Direct greenfield development only if the greenfield land to the south is granted a planning permit for urban subdivision

Non-preferred directions for housing growth – All sides of Bright

Figure 8: Bright Landscape Bushfire Risk

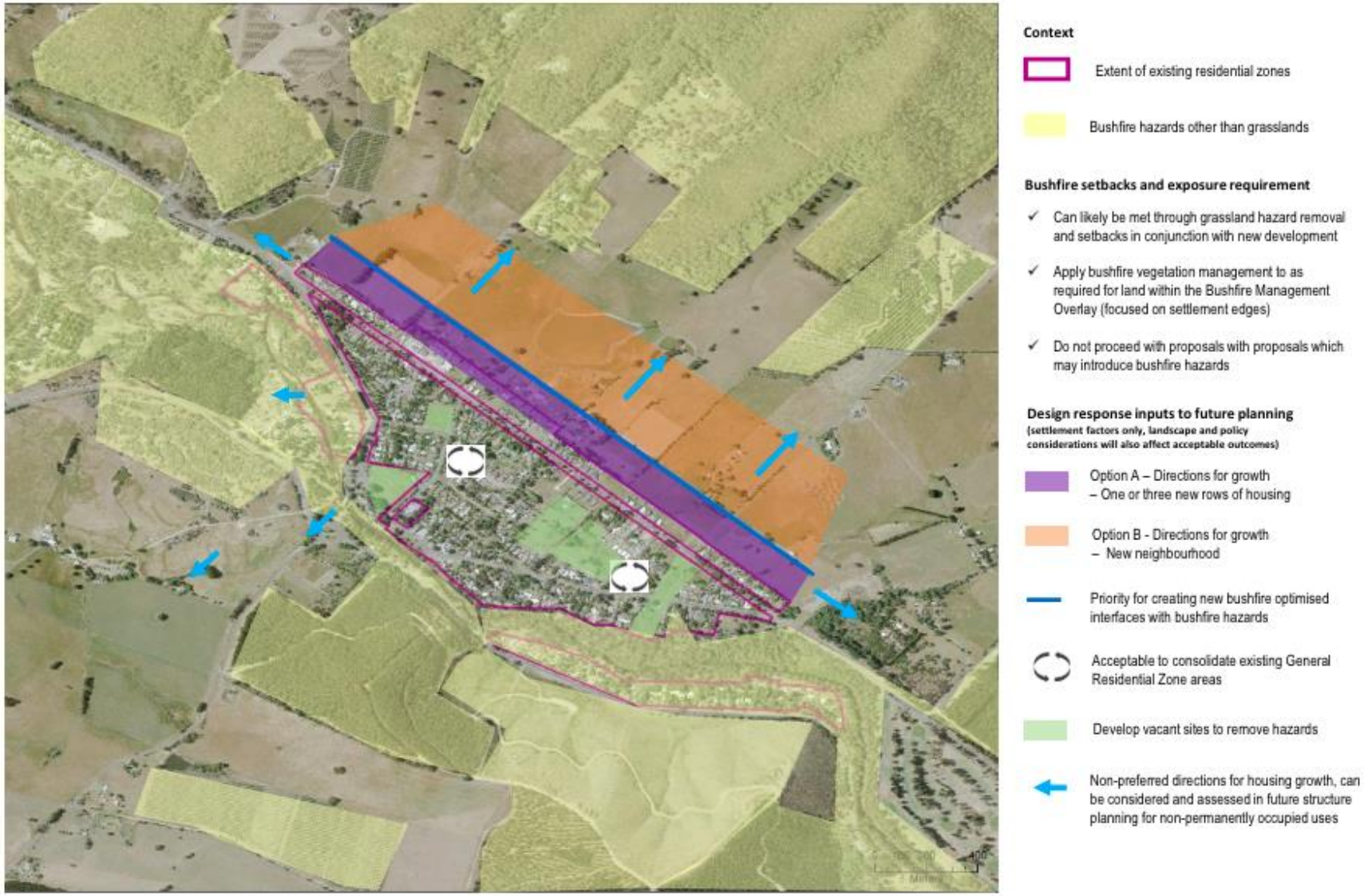


Figure 9: Porepunkah Landscape Bushfire Risk

5.1.2 Flooding

Flooding in Alpine Shire is often caused by heavy rainfall resulting in breaches of the Ovens and Kiewa Rivers. Flooding is felt most severely in the town of Myrtleford and surrounding areas due to its location on and adjacent to the Ovens River floodplain.

North East Catchment Management Authority (NECMA), the floodplain management authority, has undertaken flood modelling and mapping of the Upper Ovens River Valley with regard to Climate Change scenarios to 2090. The mapping of the upper Ovens River, whilst not yet implemented in the Alpine Planning Scheme, is now available to Council and identifies areas that are subject to dangerous flooding (absolute constraint) and nuisance flooding (discretionary constraint). There is no such flood modelling available for the Kiewa Valley at present, and NECMA is currently preparing a flood study in this area. Flooding is a less significant issue in the Kiewa Valley due to most existing and potential urban development being established away from areas of significant flood risk.

Whilst it is preferred that areas subject to all types of flooding be excluded from development, in some cases engineering works can mitigate risks posed by nuisance flooding.

5.1.3 Slope

Excessive slopes make the provision of infrastructure and construction of buildings prohibitively expensive or unfeasible. Where the slopes coincide with unstable soils, development can be unsafe due to landslip and erosion. Development on steep slopes can also impact upon landscape values.

The *Alpine Planning Scheme* recommends that residential development should not be located on land with a slope greater than 20 percent. Areas nominated for growth have been selected on the basis of this constraint. Further assessment of these areas and suitability for development will need to be explored through detailed structure planning.

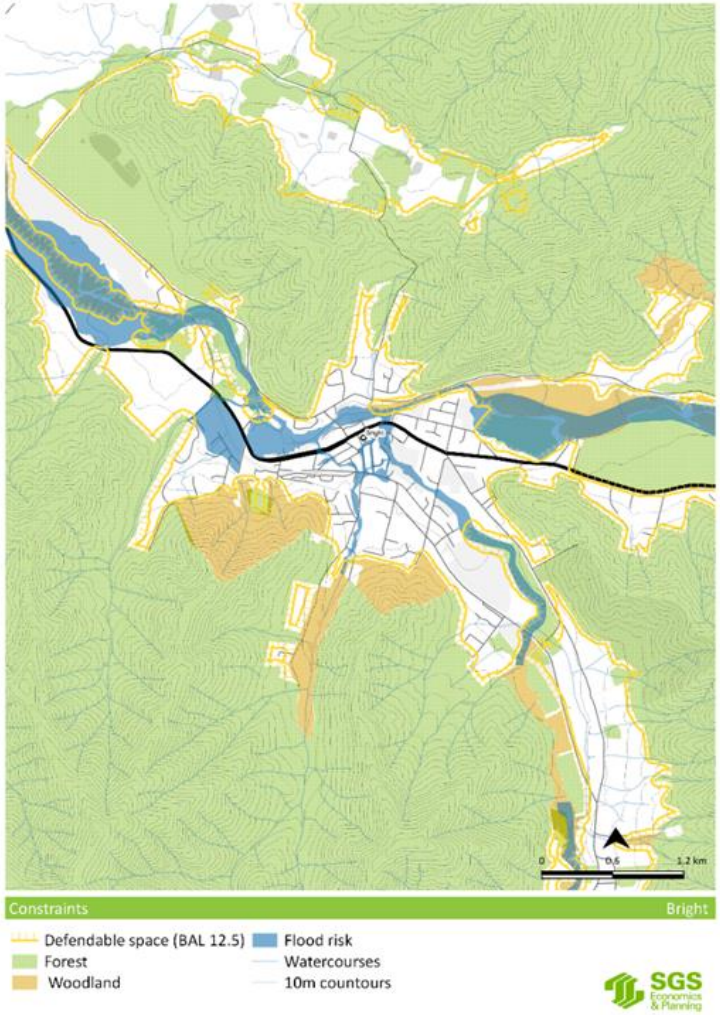


Figure 10. Constraint Map for Bright

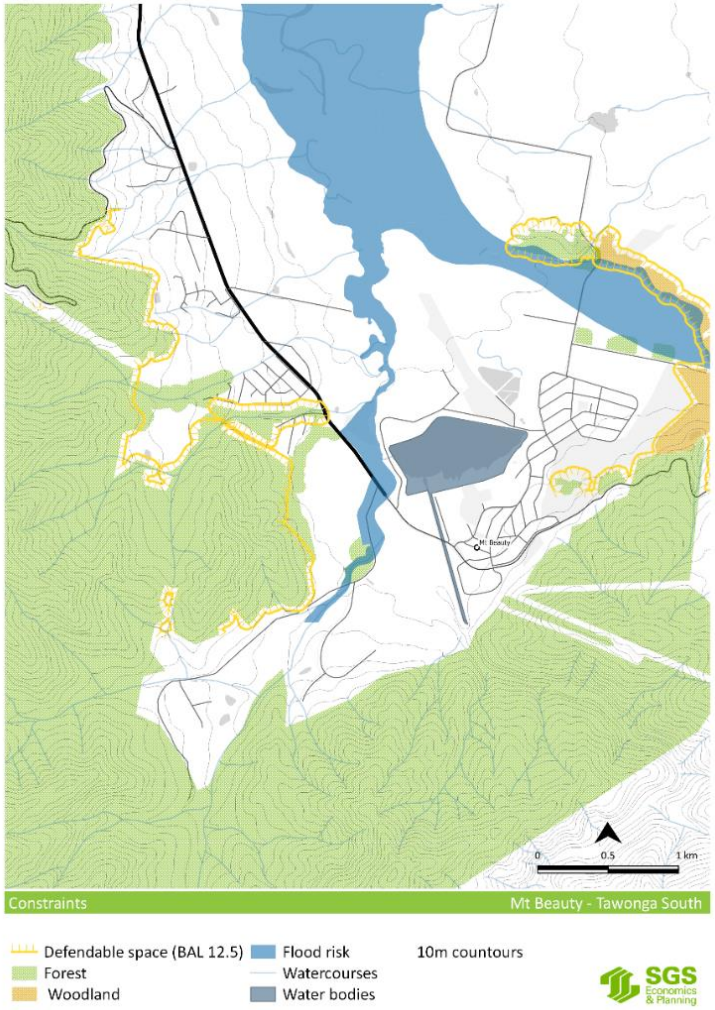


Figure 11. Constraint Map for Mount Beauty – Tawonga South

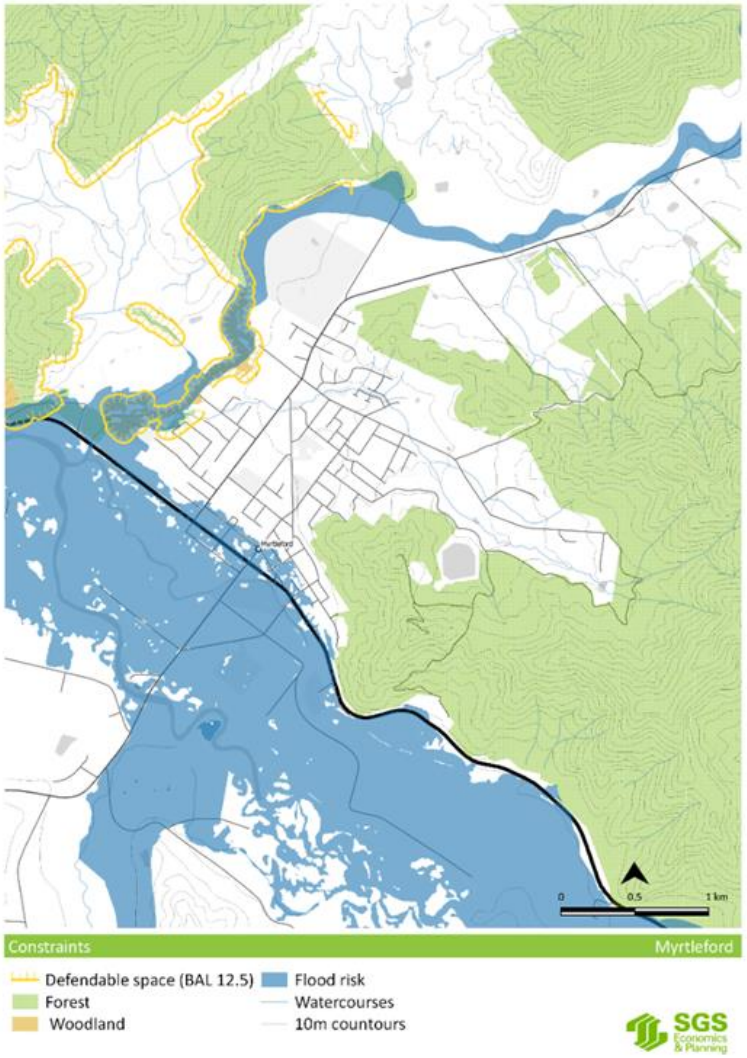


Figure 12. Constraint Map for Myrtleford

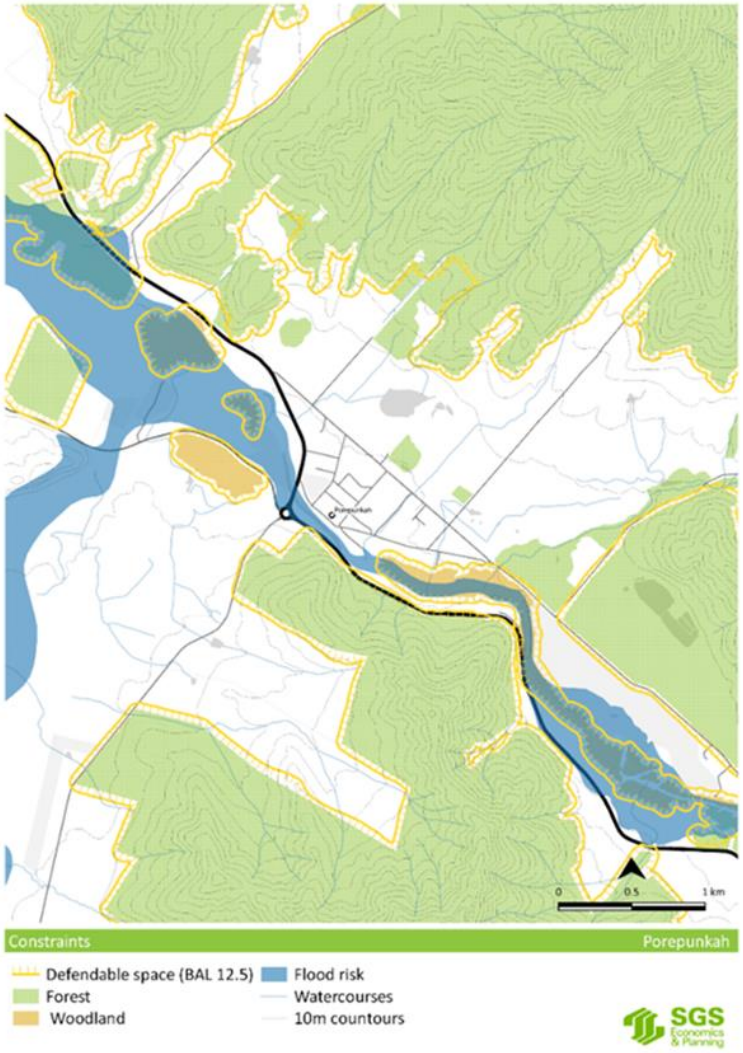


Figure 13. Constraint Map for Porepunkah

5.2 Sewer and water infrastructure

The four major townships in Alpine Shire are connected to reticulated water and sewer services, with limited or no reticulated services in smaller settlements and rural townships such as Wandiligong and Harrietville.

North East Water (NEW), the water and sewer authority in the region, has flagged capacity constraints and issues in sewerage and water infrastructure networks.

The LDS highlights where additional housing and urban land uses are anticipated, and this is important to provide clearer direction to NEW on where infrastructure upgrades will be required to support growth. Similarly, the strategy aims to make better use of existing infrastructure by consolidating townships and minimising outward growth where possible.

Council will advocate to the Victorian Government on this issue to ensure opportunities for diverse housing and liveable places are supported. This will also drive the need to continue to work with NEW on longer term infrastructure planning, upgrades and costs associated with these works.

5.3 Environment and Contamination

A number of areas that can pose environmental or contamination risk to the broader area have been identified independently and via consultation. Areas of contamination or environmental hazard can include old landfill sites, septic systems, pondage or transfer sites that may present issues to the environment and liveability within an area.

North East Water has raised concerns regarding the need for an odour buffer assessment and environmental considerations for any residential growth to the north of Mount Beauty in close proximity to the Mount Beauty Waste Water Treatment Facility. In addition, any residential development to the north of Mount Beauty will also need to be cognisant of the decommissioned landfill site, the pondage and the existing transfer station. This same approach will be required for any future plans to decommission or establish new transfer or landfill sites across the municipality.

Further technical assessment will be required to define and confirm suitability of these areas for development at structure planning.

5.4 Transport accessibility

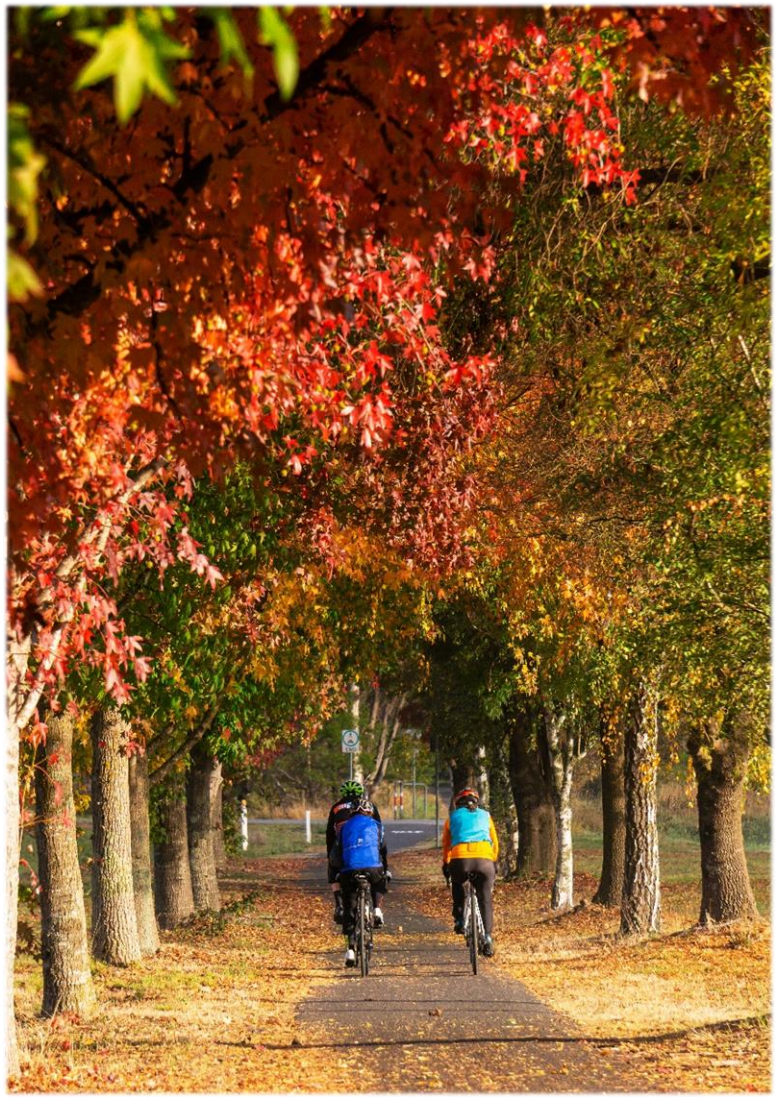
Alpine Shire is reliant on access to larger regional centres (primarily Wangaratta and Albury-Wodonga) for a range of higher order services, education and employment. Private vehicles are predominately used for travel to these key destinations. Limited public transport services and reliance on key routes, including the Great Alpine Road and Kiewa Valley Highway, result in limited accessibility for many members of the community who don’t or can’t drive.

Bus services provide access two to three times per day between Wangaratta and Bright, and Mount Beauty and Wodonga. Private coach services provide access to the alpine resorts during the winter season. There are some limited community transport options available through Alpine Health for transport disadvantaged people needing to access health services in the Shire or nearby regional centres.

Planning for new development must also consider providing for and promoting sustainable and active transport modes in accordance with the Victorian Government's *Movement And Place Framework* and have regard for key state policy directions such as the '20 minute neighbourhood' concept, to ensure people can access a wide range of everyday needs by a range of transport modes, not just cars.

Promoting sustainable transport (walking, cycling) is important for a wide range of reasons:

- Socially connected, liveable communities – places where people walk and cycle are likely to perform better on a range of social indicators.
- Healthy, active communities – there is a strong link between active transport and health.
- Transport efficiency – increased use of sustainable transport has environmental and economic benefits through reduced greenhouse emissions and reduced space required for vehicle movement and storage.
- Access for all members of the community – a large number of people in the community don't or can't drive, and the provision of attractive and viable alternative means of transport is a key factor in whether a community is affected by transport disadvantage.
- Safety – increased sustainable and active transport improves safety and perceptions of safety.



6. Future housing

While there remains some uncertainty about long-terms trends because of COVID-19, the population of Alpine Shire will continue to grow to 2041. More housing will be needed to accommodate this growth.

6.1 Existing and future role of settlements for housing

The towns and settlements of Alpine Shire are diverse, each providing unique lifestyle opportunities and playing a distinctive role within the overall network of towns and settlements.

Opportunities for development within the Shire are limited by the environmental capacity of the surrounding land and influenced by existing infrastructure and access to services.

The existing and potential future role of each settlement as identified in existing policy (particularly Clause 11.01 of the Alpine Planning Scheme), and commentary on existing constraints to growth, is summarised in Table 1.

Table 1. Current population and housing by town - 2021

Town and role	
Bright Large town	Bright contains 23 per cent of all dwellings in the Shire and services the surrounding Upper Ovens Valley area. Bright is well serviced however is heavily constrained for further growth.
Myrtleford Large town	Myrtleford is well serviced and contains 22 per cent of the Shire's dwellings. Slope and flooding constrain some areas of Myrtleford.
Mount Beauty-Tawonga South Large town	Although distinct townships, Mount Beauty and Tawonga South are physically and economically linked. Together they contain 16 per cent of total dwellings in the Shire and are partially serviced with reticulated water and sewerage.
Porepunkah Small town (identified for growth)	Porepunkah is a residential town and contains 6 per cent of the Shire's total dwellings. It has a small activity centre, service type industrial uses along Station Street and has reticulated services. Porepunkah is identified in existing policy as having potential for urban expansion.
Small towns	Small towns including Harrietville, Tawonga, Dederang and Wandiligong accommodate small populations, have limited commercial and community facilities and generally do not have reticulated services.
Alpine Settlements	Dinner Plain is a freehold alpine village resort with a very low permanent population. There is limited commercial and community facilities, with many only operating over the snow season. Dinner Plain does not have reticulated services. Bogong is a leasehold settlement surrounded by the Alpine National Park. There are no reticulated services in Bogong.
Settlements and rural localities	There are two other small settlements (Ovens and Freeburgh) in the municipality, and numerous rural localities that are small groupings of dwellings in rural areas.

Source: ABS 2021 Census, Count of dwellings

6.2 Forecast population

Alpine Shire is forecast to grow to 15,890 people by 2041. This suggests an increase of around 2,734 people in the 20 years from 2021. This forecast represents a situation in which the high rates of growth experienced during the COVID-19 pandemic years continue in the short to medium term (five years), before returning to pre-COVID-19 levels.

This scenario aligns broadly with trends predicted by the Australian Government's Centre for Population *Population Statement* (2022) for regional areas in Victoria, albeit is slightly more optimistic reflecting local commentary on population growth and expected latent demand for housing supply. This assumption on population growth has been reduced since the initial phase of community engagement given new information including:

- Release of 2021 Census data and subsequent updated housing demand modelling methods incorporating observed population change between the 2016 and 2021 Censuses.
- Updated forecasts from the Australian Government's Centre for Population regarding post-COVID-19 population trends.

As the population grows, the proportion of older adults is expected to increase at higher rates than other age groups, a national trend also occurring in the Shire.

The share of family-age and middle age adults is also expected to grow over the next 20 years. The growth in the proportion of older adults and elders has implications for infrastructure and service planning, as well as highlighting the need for increased housing diversity to offer downsizing and assisted living opportunities.

6.3 Forecast housing need

Demand for housing in Alpine is predominantly driven by population growth, as well as:

- Shifts in average family and household sizes associated with population ageing and broader demographic trends.
- Temporary and seasonal worker activity, resulting in increased demand for rental housing in peak tourism and farming seasons.
- The purchasing of homes in Alpine for investment purposes (for example, for short stay accommodation), and leisure reasons (for example, for holiday homes).

It is expected there will be a need for an additional 2,167 houses across the Shire to 2041, with much of the demand for housing expected to be concentrated in Bright, Porepunkah, Myrtleford and the Upper Kiewa Valley (Mount Beauty, Tawonga and Tawonga South).

The relatively high housing demand forecast (2,167) compared with overall population growth (2,734) is driven by low average household sizes and low dwelling occupancy rates, which is related to the use of dwellings for short-term rental accommodation and holiday homes.[3]

[3] Dwelling demand estimates have been prepared using 2016 Census occupancy rates (75 per cent occupancy) due to 2021 Census rates likely being an anomaly due to the COVID-19 pandemic in which the occupancy rates (82 per cent occupancy) increased in many regional locations as residents of metropolitan areas sought housing outside of areas heavily impacted by lockdowns, and a greater transition to remote working.

Based on past development activity, approximately 75 per cent of this demand is expected to flow to the township or urban areas (1,625 dwellings), and 25 per cent to rural areas (542 dwellings). Further analysis of demand for housing in rural areas will be conducted through the second stage of the Rural Land Strategy.

Using past development trends as a broad guide, the following housing demand by urban areas is anticipated to 2041:

- 34% of demand (553 dwellings) will be accommodated in Bright.
- 16% of demand (260 dwellings) will be accommodated in Porepunkah.
- 19% of demand (309 dwellings) will be accommodated in Myrtleford.
- 11% of demand (179 dwellings) will be accommodated in Mount Beauty-Tawonga South.
- 20% of demand (325 dwellings) will be directed to other townships and settlements.

The forecast dwelling total for urban areas of 1,625 over 20 years is consistent with observed past dwelling construction activity of about 79 dwellings a year between 2016 and 2021.

The anticipated share of dwellings to be accommodated in different townships reflects distinct housing sub-markets across the Shire, plus capacity for housing in existing and possible future areas, with both to be considered further in the future structure planning process.

Where possible and based on evidence, policy interventions should seek to redistribute this demand to support the realisation of more sustainable settlement patterns, more efficient use of land and infrastructure, and the protection of human life and natural resources.

6.4 Existing capacity for housing

An assessment of the potential of all land currently zoned for residential uses to accommodate expected future housing growth was undertaken.

This took into consideration land zoned for housing in urban areas: General Residential Zone, Low Density Residential Zone, Township Zone[4], etc., excluding:

- Small lots.
- Areas subject to natural hazards (subject to Bushfire Management Overlay, Land Subject to Inundation Overlay, slope >20 per cent, proposed Floodway Overlay, BAL rating >12.5, etc.).
- Social infrastructure and other public uses.
- Buffer areas to separate sensitive uses from other uses.

[4] Housing in the rural zones, the Farming Zone and Rural Living Zone, will be considered separately through the preparation of a Rural Directions Strategy, taking into consideration that full suite of challenges and opportunities of development in rural areas.

The assessment breaks down housing capacity by:

- **Vacant lots:** Lots that can accommodate one additional dwelling.
- **Subdivision of large lots:** Lots that have potential for further subdivision in existing residential zoned areas.
- **Established area infill:** Potential to accommodate additional higher density dwellings (small-scale apartments, villa units, townhouses) in established areas close to essential services and commercial premises based on past development trends.

To ensure a 'conservative' approach to planning for future land requirements (that is, being careful not to overestimate future development potential), it has been assumed:

- Designation of **areas subject to natural hazards** (subject to Bushfire Management Overlay, Land Subject to Inundation Overlay, slope >20 per cent, proposed Floodway Overlay) as unavailable for development.
- Areas covered by the **Heritage Overlay** as unavailable for development.
- Lots identified for **established area infill** development have a 30 per cent likelihood of development to 2041.
- **Subdivision of large lots** in existing zoned areas have an 80 per cent likelihood of further development.
- 25 per cent of land in areas designated for large-scale subdivision will be used for the provision of community infrastructure (i.e., open space) and development infrastructure.

This approach represents best-practice in housing capacity assessment for rural and regional areas, and a prudent approach to planning for future land supply with realistic assumptions given an uncertain future.

Further detailed assumptions for the housing capacity method can be found in the *Technical Background Report.*

The results show that there is existing capacity for approximately 1,266 dwellings across the Shire, including:

- 448 dwellings in Bright.
- 100 dwellings in Porepunkah.
- 330 dwellings in Myrtleford.
- 270 dwellings in the Upper Kiewa Valley (Mount Beauty, Tawonga and Tawonga South).
- 117 across the remainder of the Shire.

The largest share of total capacity is available through large lot subdivision of existing zoned areas in Bright, Myrtleford and Porepunkah. This potential already exists in the Alpine Planning Scheme.

Table 2. Housing capacity assessment results by town

Capacity Area	Large lot subdivision	Established area infill	Vacant	Total
Bright	348	53	47	448
Porepunkah	85	3	12	100
Myrtleford	271	16	43	330
Mount Beauty-Tawonga South	222	5	43	270
Other	61	0	56	117
Total	988	77	201	1266

Source: SGS Economics and Planning (2022)

6.5 Capacity versus demand

Capacity for new housing by town

The assessment of expected future demand and the current capacity in each town is shown in Table 3. It shows that:

- There is an undersupply of existing zoned land for residential development across Alpine Shire totalling 359 dwellings.
- The greatest share of future housing demand (34 per cent or 553 dwellings) is expected in Bright, where there is a shortfall in capacity of 104.
- There is capacity in Myrtleford and Mount Beauty-Tawonga South to meet expected demand.
- There is a shortfall in 'other' townships and settlements of 208, such as Wandiligong, Tawonga and Harrietville. These townships are highly constrained for future development due to landscape, environmental risks, and servicing. Larger settlements with potential for growth will need to accommodate this overflow of demand to support safe and sustainable patterns of growth.

Table 3. Housing demand versus capacity by town

Capacity Area	Expected % of housing growth to 2041	Demand to 2041	Capacity estimate	Difference at 2041
Bright	34%	553	448	-104
Porepunkah	16%	260	100	-160
Myrtleford	19%	309	330	21
Mount Beauty-Tawonga South	11%	179	270	92
Other	20%	325	117	-208
Total	100%	1625	1266	-359

Source: SGS Economics and Planning (2022)

Capacity for new housing by zone

Housing capacity results by zone are shown in Table 4. The largest amount of available capacity is within the General Residential Zone (capacity for approximately 760 dwellings). There is capacity for approximately 245 dwellings in the Low Density Residential Zone and another 248 dwellings in the Township Zone, and 12 dwellings in 'other' zones such as the Commercial 1 Zone, which allows for some residential development.

Based on past development activity, it is expected that 58 per cent of total future demand for housing in the Shire will be within the General Residential Zone (representing 947 dwellings), while roughly 19 per cent of demand will be directed towards the Low Density Residential and Township zoned areas (315 dwellings each). On this basis, there are low to moderate shortfalls in supply across each of the zoning categories.

Table 4. Housing capacity assessment results by zone

Zone	Large Lot subdivision	Infill	Vacant	Total
General Residential Zone	589	66	106	760
Low Density Residential Zone[5]	199	0	46	245
Township Zone	198	3	46	248
Other zones[6]	2	8	3	12
Total	988	77	201	1,266

Source: SGS Economics and Planning (2022)

6.6 Future land for new housing

Based on the earlier discussion on the role and future of settlements, and the future housing and capacity analysis, estimates of how much additional greenfield land might be required to accommodate forecast growth have been made.

Structure planning processes will assess and refine these high-level estimates and identify appropriate zoning, lot configurations and sizes, transport accessibility and infrastructure provision.

The following assumptions have informed estimates of future land requirements:

- Demand exceeding capacity in 'Other' townships will be 'redirected' to the four main township areas due to environmental and other constraints (i.e., bushfire, flooding risk, lack of supporting infrastructure) and state and local policy prioritising urban consolidation.
- Each zone provides unique housing opportunities in the Shire's main townships meaning demand is less likely to move between zones.
- Additional land will be needed in proposed growth areas for provision of community and development infrastructure.
- The assumed average lot size for new housing is generally based on existing averages in each town by relevant zone, except in Porepunkah where an average lot size in the

[5] Some lots zoned LDRZ are subject to the BMO with further subdivision requiring agreement from the CFA. Despite this, any lots excluded on this basis will not have a significant impact on overall capacity assessment.

[6] Commercial 1 Zone and Mixed Use Zone

General Residential Zone (elsewhere in the Shire) has been used assuming this may be the potential future zoning (refer Table 5).

The assumed distribution of future housing across the townships will be tested through the structure planning process, where there will be additional community engagement and opportunities for input and review.

Table 5. Lot size assumptions for land requirements

Town	Zone	Assumed average lot size (sqm)
Bright	GRZ	700
	TZ	700
	LDRZ	4000
Porepunkah	TZ	800
	LDRZ	4000
Myrtleford	GRZ	800
	LDRZ	4000
Mount Beauty-Tawonga South	GRZ	600
	LDRZ	4000
Other	TZ	1200
	LDRZ	4000

Source: SGS Economics and Planning (2022)

Note: Lot sizes represent averages for an area. Detailed structure planning will include consideration of a range of lot sizes to support diverse housing outcomes.

Table 6 provides broad estimates of additional land required to accommodate future housing by township. As mentioned above, these estimates will be refined through detailed structure planning processes undertaken in consultation with the community. To reduce the need for growth areas in Bright and Porepunkah, opportunities for additional new housing in already developed areas will be investigated in future structure planning, particularly in Bright.

Table 6. Potential land requirements for new housing by township areas

Town	Land requirement (hectares)
Bright	37
Porepunkah	31
Myrtleford	20
Mount Beauty-Tawonga South	11
Total	100

Source: SGS Economics and Planning (2022)

Note: Surplus capacity was identified for areas of LDRZ and TZ in Mount Beauty-Tawonga South, however additional land zoned for general residential purposes is required.

A sensitivity analysis has been conducted investigating reduced lot sizes and the impact this has on land requirements for future growth areas. This information can be found in the *Technical Background Report* and will be reviewed through structure planning.

7. Future jobs and employment

The number of jobs in Alpine Shire will also grow to 2041 and early planning should ensure there is enough employment land to accommodate future jobs, particularly in town centres and key industrial areas.

7.1 Employment and land forecast

A key driver of employment land demand in Alpine Shire is municipal-wide jobs growth. Key sectors for employment growth in the next 20 years in Alpine Shire (see Figure 14) are forecast to be:

- Healthcare and Social Assistance (+334 jobs).
- Education and Training (+174 jobs).
- Construction (+154 jobs).
- Professional, Scientific and Technical Services (+126 jobs).
- Financial and Insurance Services (+18 jobs).
- Rental, Hiring and Real Estate Services (+42 jobs).
- Arts and Recreation Services (+30 jobs).
- Administrative and Support Services (+82 jobs).

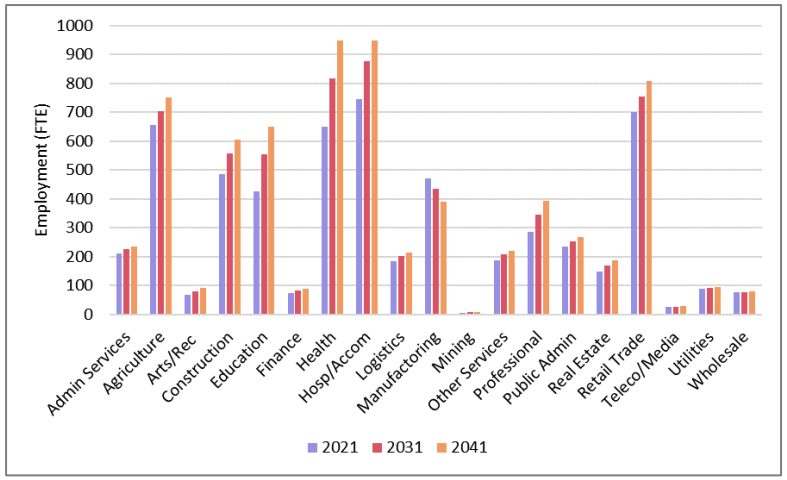


Figure 14. Employment by Industry. Alpine Shire 2021-2041. Source: SGS Economics and Planning, 2022.

Different types of employment have different requirements for building floorspace and land based on, for example, where they need to locate, business size and transport needs.

Five policy relevant Broad Land Use Categories (BLUC) were defined to help translate future job forecasts to an estimate of requirements for employment land Table 7).

Council has a focus on ensuring that there is an adequate supply of land for industrial activity and commercial activity within town centres as these areas are typically more constrained in supporting growth.

Employment-generating activities that occur in other locations across the Shire (particularly those in rural areas) are likely to be less constrained in terms of land supply.

Table 7. Broad land use category and relevant zoning in Alpine Shire

Land use category	Definition
Local centre	The commercial core of larger towns, designated by the Commercial 1 Zone.
Industrial/services	Areas containing industrial activity, designated by the Industrial 1 Zone, Industrial 2 Zone, and the Mixed Use Zone. While the Mixed Use Zone allows a broad range of land uses (including residential), it generally supports light industrial and urban services uses in Alpine Shire.
Dispersed accommodation	Accommodation and hospitality uses in non-employment zones.
Large Town	All other urban areas outside of defined commercial and industrial zones. This category includes employment uses (other than hospitality and accommodation) such as schools, medical uses, health and recreation facilities, public administration uses, etc.
Rural/other	All non-urban zoned areas.

Source: SGS Economics and Planning, 2022

Table 8 outlines the additional floorspace needed across Alpine per BLUC in the future. These estimates were made by applying a locally-relevant 'employment floorspace ratio' to the total number of forecast for each industry sector and related BLUC.

Table 8 shows that the greatest demand for employment floorspace is expected for 'Industrial/Services', while 'Local Centres' are expected to require 14,502 sqm of additional floorspace to 2041.

'Large town' is also forecast to require a large amount of additional floorspace, but much of this floorspace will be provided in dispersed facilities like schools and hospitals (often through the redevelopment of existing sites or precincts) meaning that this demand does not represent widespread and large-scale change within towns.

Additional demand for floorspace in the 'Rural/Other' BLUC is likely to be spread between existing smaller towns and agricultural uses, and would represent minimal change in most rural areas, and therefore, not requiring any change to planning controls.[7]

Table 9 shows employment floorspace demand to 2041 by BLUC for each town.

Bright and Porepunkah are expected to absorb a large share of the future floorspace for locally oriented trades, light industry and retail activities. Myrtleford will remain the key location for future larger scale industrial employment growth. There is a need to ensure enough industrial land is provided in Myrtleford to ensure Alpine Shire can continued to attract major industry in the future.

[7] Employment in rural aeras will be addressed in detail through preparation of an updated Rural Land Use Strategy (refer Section 8)

Table 8. Floorspace demand by broad land use category in Alpine Shire, from 2021 to 2041 (sqm)

	2031	2041
Local centre	+8,259	+14,502
Industrial/services	+12,118	+19,756
Dispersed accommodation	+5,918	+9,125
Large town	+10,469	+18,288
Rural/other	+7,036	+12,851
Total	**+43,801**	**+74,522**

Source: SGS Economics and Planning, 2022

Table 9.floorspace demand by broad land use category and town from 2021 to 2041 (sqm)

	Local centre	Large town	Industrial/services	Dispersed accommodation	Rural/other	Total
Myrtleford	+6,271	+8,827	+6,871	-	+1,553	+23,521
Bright-Porepunkah	+5,234	+5,775	+6,730	+8,270	+153	+26,162
Mount Beauty-Tawonga South	+879	+3,686	+8,278	+855	+1,006	+14,706
Other	+2,118	-12,033	-2,123	-	+10,138	+10,134
Total	+14,502	+6,255	+19,756	+9,125	+12,851	+74,522

7.2 Existing capacity for employment

Industrial/Service and Local Centre BLUC are the focus for the assessment of land supply as they align with areas zoned for industrial and commercial activity, which are most constrained for employment growth.

Table 10 shows that the combined future floorspace demand for Industrial/Service and Local Centre is 34,528 square metres, or almost 50 per cent of total employment floorspace demand for all BLUCs.

Table 10. Floorspace demand by industry category, town, Local Centre and Industrial service BLUCs, from 2021 to 2041 (sqm)

	Local centre	Industrial/ services	Total
Myrtleford	+6,271	+6,871	+13,142
Bright-Porepunkah	+5,234	+6,730	+11,964
Mount Beauty-Tawonga South	+879	+8,278	+9,157
Other	+2,118	-2,123	-5
Total	+14,502	+19,756	+34,258

Source: SGS Economics and Planning, 2022

Table 11 compares the total demand employment floorspace and employment floorspace capacity (i.e., the potential to accommodate projected employment floorspace needs within existing commercial and industrial zoned areas).

Note that this assessment excludes land in the Myrtleford North Industrial Area (zoned INZ2), as this site accommodates the Mill and is not available for development for other industrial uses.

The Mill also has a setback due to its use which detracts from the development potential of land already zoned for Industrial in the Myrtleford North Industrial Area.

The results show an expected shortfall in capacity for employment floorspace of approximately 22,000sqm across the Shire to 2041 for Local Centre and Industrial/Services land use types. This includes:

- An undersupply of 8,400sqm for Local Centres, and
- An undersupply of 13,600sqm for Industrial/ Services areas.

Table 11. Net Employment Floorspace demand vs capacity, Alpine Shire - 2041

Employment land type	Employment demand (sqm of floorspace)	Net capacity (sqm of floorspace)	Demand/ capacity gap (sqm of floorspace)
Industrial/service	19,756	6,194	-13,562
Local centres	14,502	6,096	-8,406
Total	**34,258**	**12,290**	**-21,968**

Source: SGS Economics and Planning, 2022

Table 12 shows these results by town and BLUC. It shows that there is expected to be a shortfall in supply of industrial land across Bright-Porepunkah (26,900 sqm), Myrtleford town (10,400 sqm) and Mount Beauty-Tawonga South (25,400 sqm).

Table 12. Net Employment Floorspace demand vs capacity, by town, 2041

		Employment demand (sqm of floorspace)	Net capacity (sqm of floorspace)	Demand/ capacity gap (sqm of floorspace)
Bright-Porepunkah	Industrial	6,700	0	-6,700
	Local centre	5,200	2,100	-3,100
	Subtotal	**12,000**	**2,100**	**-9,800**
Myrtleford	Industrial	6,900	4,300	-2,600
	Local centre	6,300	3,800	-2,500
	Subtotal	**13,100**	**8,000**	**-5,100**
Myrtleford North Industrial	Industrial	-	229,900	229,900
Mount Beauty-Tawonga South	Industrial	8,300	1,900	-6,300
	Local centre	900	200	-700
	Subtotal	**9,200**	**2,100**	**-7,000**
Other	**All**	**10,100**	**157,100**	**147,000**

7.3 Future land for employment

To determine how much additional land is needed to accommodate forecast employment growth to 2041, the following steps were taken:

1. Analysis of building footprints and lot sizes for each of the Shire's industrial and commercial zoned areas was completed to identify locally relevant Floor Area Ratios (FARs) (for example, identifying the lot size requirements of a warehouse in an industrial area requires).
2. Estimate future employment land requirements by applying identified FARs to the estimated undersupply of employment floorspace for Industrial/Service and Local Centre.

Table 13 provides estimates of land required to accommodate future employment growth. It shows that a modest future rezoning of land for trades and light industrial uses in each of the three main towns is needed. Town by town provision for industrial and commercial activities would be consistent with suggestions made through the community engagement (refer to Section 8).

There is greater potential for redevelopment and intensification of uses in commercial centres due to the higher value of land uses and the adaptability of floorspace in these locations. Therefore, the capacity gaps identified for 'local centre' uses are less pressing. Future employment is likely to be absorbed within the extent of existing Commercial 1 Zone areas without the need to rezone further land.

This is consistent across most townships. However, as part of future structure planning processes in Porepunkah it would be expected that the extent and role of the Township Zone would be reviewed, particularly its suitability for future commercial and retail uses in a potentially growing town context.

This may include consideration of the Commercial 1 Zone.

Table 13. Employment Land requirements, by town, 2041

		Additional land required (sqm)
Bright-Porepunkah	Industrial	26,900
	Local centre	6,200
	Subtotal	**33,100**
Myrtleford	Industrial	10,400
	Local centre	5,000
	Subtotal	**15,500**
Mount Beauty-Tawonga South	Industrial	25,400
	Local centre	1,400
	Subtotal	**26,700**

8. Strategic Directions

This section sets out the overarching strategic direction for future land use and development in Alpine Shire through to 2041.

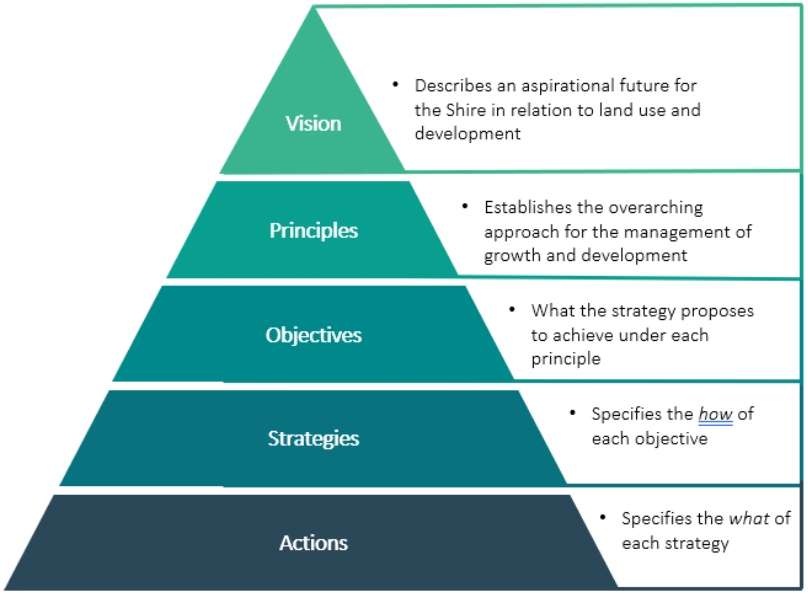


Figure 15. LDS Structure

Figure 15 depicts the structure of the LDS. The vision for the Shire and the principles and objectives that set out the overarching direction are detailed below. Section 9 provides greater detail about the strategies and actions that form a pathway to implementation.

In addition, structure plans will be prepared for Bright, Porepunkah, Myrtleford and Mount Beauty-Tawonga South to show the strategies relevant to each place. These will sit alongside the LDS.

8.1 Vision

The vision for the Shire set out in the current Council Plan and under Clause 02.02 of the Alpine Planning Scheme is that:

Our people, places and environment enrich our area's resilience, prosperity and sustainability.

- *For those who live and visit: To be connected, supported and welcomed throughout all stages of life.*
- *For a thriving economy: Ideas and industry thrive through a climate sensitive and diverse economy.*
- *For bold protection of our future: Our natural environment is protected and preserved.*
- *For the enjoyment and opportunities of our lifestyle: The connection between people and place is strengthened.*
- *For strong and informed leadership: Collaborative, bold and evidence-based decision making.*

Building on this, the vision for future land uses in the Shire is:

In 2041, the diverse housing needs of our community will be met, while preserving the unique local character of our many towns and settlements. The Shire will be a thriving visitor destination, with diverse local industry, and a strong jobs, goods, and services offering. Growth and development will be managed in a way that recognises the significant natural values of the Shire, and the impacts of climate change and natural disasters.

8.2 Strategic directions

Underpinning the vision is a set of directions for land use and development which reflect Victorian Government policy and preferred local outcomes for the community. The directions provide the framing for objectives, strategies and actions of the LDS and will also be used to inform future decision-making regarding housing and employment outcomes.

1. To avoid development in areas at risk of **natural hazard** to protect human life, and areas of **environmental and landscape significance** to preserve our natural resources.
2. To direct future population and housing development in accordance with the defined **future roles of service towns, rural towns, small settlements and rural localities**.
3. To prioritise the creation of **compact towns and settlements** to enable more efficient use of land and infrastructure.
4. To improve the **diversity of housing** to provide greater choice for residents throughout all stages of life.
5. To support diversification, prosperity, sustainability, and innovation on **employment land**.
6. To support new development that contributes to the unique local **character of towns and settlements**.
7. To deliver appropriate **utility, transport** and community **infrastructure** when and where it is needed to support growth.

Strategic Direction 1: Environment and natural hazards

To avoid development in areas at risk of **natural hazard** to protect human life, and areas of **environmental and landscape significance** to preserve our natural resources.

As outlined in Section 4, Alpine Shire covers a big geographic area characterised by large tracts of unspoilt native vegetation, significant landscapes, alpine areas, and extensive waterway networks. The natural features of the Shire contribute to the character of settlements and towns, are highly valued by existing residents and are a significant drawcard for new residents. However, many of these areas are subject to significant risk from natural hazards including bushfire, flooding, and landslip and erosion.

The BPS has provided clear guidance on the need to ensure settlement boundaries reflect the need to protect settlements in perpetuity and areas that may offer potential residential or employment growth. These findings have informed the final LDS.

The Alpine Planning Scheme addresses 'Environmental Risks and Amenity' and includes strong policy statements regarding the role of planning in adopting a risk mitigation approach to strengthen the resilience and safety of communities. Existing policy guidance gives clear priority to the protection of human life over all other policy considerations.

Council works in partnership with the Country Fire Authority, North East Catchment Management Authority, and other technical experts to understand the changing level of risks posed by natural hazards.

Future settlement development must respond appropriately to natural hazards risk to preserve human life utilising the best available data and input from relevant agencies. This is particularly considering the ever-increasing impacts of climate change. The progression of climate change as well as ongoing development means that the risks posed by bushfire, flooding, and landslip and erosion are not static.

Regular update of analysis and data in response to changes in the natural environment will be needed to ensure that future land use planning activities continue to respond appropriately. This includes understanding impacts in existing and proposed urban zoned areas.

This will provide a sound framework for:

- Protecting residents in existing settlements through localised planning for natural hazards.
- Future decision-making regarding rezoning of land for residential purposes.
- Identifying shelter locations in the event of natural disasters.

Co-ordinated effort is required between Council, the Victorian Government, the Country Fire Authority and North East Catchment Management Authority to ensure best-practice and consistent methodologies are applied in identifying aeras of risk to inform strategic planning processes.

The following objectives articulate desired future outcomes for protecting human life from natural hazards. Supporting strategies and actions are contained in Section 9.

Table 14. Strategic Direction 1: Objectives, Strategies and Actions

Objective 1:	**To prioritise the protection of human life as the foremost priority in planning for settlements in Alpine.**
Strategy 1.1	Avoid rezoning of land that permits residential, commercial, community or industrial uses in areas that are subject to natural hazards including bushfire, flooding and erosion.
Action 1.1	*Identify shelter locations in all service towns, rural towns, small settlements, and rural localities in Alpine Shire for use in the event of natural disaster.*
Action 1.2	*Ensure that flood mapping is up to date in the Alpine Planning Scheme by:* • *Requesting the Victorian Government to ensure adequate funding is available for Catchment Management Authorities to prepare flood mapping for Alpine Shire.* • *Seeking support from the Victorian Government to fund and implement flood mapping prepared by Catchment Management Authorities.* • *Seeking support for improvements in waterway health in collaboration with North East Catchment Management Authority including seeking funding for projects that support waterway health.*
Action 1.3	*Advocate to the Victorian Government to update erosion hazard mapping in Alpine Shire and apply appropriate planning controls to ensure development does not occur in high risk areas.*
Action 1.4	*Advocate to the Victorian Government for an agreed methodology for municipal wide, landscape scale bushfire assessments to inform strategic land use planning*
Action 1.5	*Seek to resolve bushfire planning measures across the municipality including:* • *Collaborate with the CFA to prepare a Municipal Bushfire Risk Assessment or Detailed Bushfire Risk Assessment to identify bushfire risk levels across Alpine at range of scales and considering all bushfire hazards that can be potentially harmful, including grasslands and vegetation outside of land subject to the Bushfire Management Overlay.* • *Advocate to the Victorian Government and the CFA to implement the Bushfire Planning Study 2024 through a planning amendment as custodians of these controls.*
Action 1.6	*Collaborate with surrounding municipalities and risk management agencies (CFA, Catchment Management Authorities, DECCA, HVP and Parks Victoria) to prepare a program to review and update data and mapping of natural hazards risks.*
Objective 2:	**To protect the many features of environmental and landscape significance from unintended impacts of development recognising the intrinsic value these features have and their important role in mitigating climate change impacts, defining the character of Alpine Shire and supporting the tourism economy.**
Action 2.1	*Commence a comprehensive assessment of the significant landscapes and vegetation in the municipality, including those at a regional scale (e.g., views to Mount Buffalo and Mount Bogong) and local scale (e.g., boulevards in Bright) and put in place planning controls to protect such as the Significant Landscape Overlay, Environmental Significance Overlay, Vegetation Protection Overlay and Heritage Overlay.*
Action 2.2:	*Commence an Odour Impact Assessment for the growth area nominated to the north of Mount Beauty owing to its proximity to the Mount Beauty Aerodrome, former landfill, existing AGL pondage and transfer station prior to supporting this area for residential purposes.*
Action 2.3	*Prepare and implement stormwater drainage studies / integrated water management plans for urban areas to identify all infrastructure required to ensure water quality in receiving environments is appropriate.*

Action 2.4	*Advocate to North East Water to implement an Environmental Significance Overlay for the Mount Beauty Waste Water Treatment Facility.*

Strategic Direction 2: Future roles of towns and settlements

To direct future population and housing development in accordance with the defined future roles of service towns, rural towns, small settlements and rural localities.

Establishing a settlement hierarchy

The classification of settlements based on their existing and expected future roles is important to:

- Provide clarity regarding preferred locations for future population growth to the community, investors and developers.
- Identify areas where change is most suitable while maintaining and enhancing the unique local character of different places across Alpine Shire.
- Prioritise locations to guide future infrastructure investment by Council and other government agencies.
- Ensure the sustainable use of land and respond to the increasing impacts of climate change.

Each of Alpine's settlements is distinctive, offering a unique character, lifestyle, service offering and choice of housing. The proposed future roles of the Shire's settlements take into consideration:

- Local environmental features and exposure to natural hazards.
- Existing population size and number of dwellings.
- Extent of commercial activity and presence of defined commercial areas.
- Infrastructure servicing including reticulated services.
- Land use zoning patterns.
- Use for special-purpose activities.

Bright, Myrtleford and Mount Beauty-Tawonga South are classified as 'Service Towns' and Porepunkah has been classified as an emerging 'Service Town'. Service towns will accommodate the largest amount of future housing and employment growth.

Porepunkah has previously been identified in the Alpine Planning Scheme as a township that has significant capacity for residential and commercial growth.

The findings of the LDS have reiterated this given the inherent flood and bushfire risk impacting on the growth potential of other parts of the Shire, and the high demand for services currently experienced in Bright, Porepunkah continues to represent a suitable location for urban development, community infrastructure and housing. Table 14 highlights the impact of the BPS for each township in terms of potential growth areas. These considerations have informed the final settlement hierarchy established in Table 15.

Separate to any opportunities for greenfield development in Porepunkah, a review of the Township Zone is required to ensure a more structured approach to commercial, industrial and residential use, to avoid conflicts in planning, and to apply zoning that reflects the patterns of land use.

There are four quite non-typical settlements in Alpine Shire that require unique planning approaches.

Dederang is a small settlement with a pub, place of last resort and community facilities including hall, recreational reserve and a small primary school. The BPS identified Dederang as a lower-risk area where new greenfield growth can be directed to, in areas to the south and west of the existing Township Zone. The LDS will not support development in Dederang in the short –to medium term until the area is further investigated as part of the future Alpine Shire Rural Directions Strategy.

Mudgegonga has largely been an area utilised for farming and a key connection between Myrtleford and Dederang. Mudgegonga is also noted as a lower-risk area in the BPS. The LDS will not support development in this township due to servicing constraints and rural nature of this land. Further work through the Rural Directions Strategy will clarify future use.

Dinner Plain is a unique, seasonal alpine township located above the snowline, 20 km from the Mount Hotham Resort, that is currently classified as an Alpine Town in the Alpine Planning Scheme. The permanent population of Dinner Plain is very low with population increasing tenfold over the winter months. There is limited commercial and industrial activity and community facilities, with many only operating over the snow season. It is zoned Special Use Zone and many residential lots remain undeveloped.

Further growth in Dinner Plain will only occur in the existing zoned area of the Special Use Zone, given heightened bushfire risk, and the lack of services available and likely to become available in this unique high alpine context. It is recognised in the new settlement hierarchy as a Rural Town.

The Small Settlements of Freeburgh, Ovens and Germantown are areas of dispersed dwellings primarily on small lots within the Farming Zone. They function as quasi-rural residential areas with the pattern of residential development not reflecting the zoning and subdivision restrictions on the land. There is a lot of pressure, particularly in Freeburgh, to allow further residential development and subdivision of land based on the planning precedents that have been set in the past.

The LDS has established that neither of these Small Settlements are suitable for expansion of residential use due to their distance from commercial and community services, their location in agriculturally productive areas, and the exposure they have to natural risks (bushfire in Freeburgh and flooding in Ovens).

The zoning of these settlements requires review to ensure the subdivision lot size reflects the pattern of rural residential development that has been supported in these locations up until now, and remove confusion about the future supported use of land in these Small Settlements.

Bogong Village has been functioning as a small settlement until recently, accommodating holiday houses and school camps and a general store. There are no reticulated services.

With the recent buy back of holiday houses by the underlease of the land (AGL) and the impact of the Bogong Landslide from October 2022 to May 2023, Bogong is no longer considered to be a settlement within the settlement hierarchy. It may continue to function for specialised accommodation such as school camps,

seasonal key worker housing or other short-term accommodation uses.

Supporting rural towns, small settlements and rural localities

Rural Towns, Small Settlements and Rural Localities[8] are fundamental to the Shire and highly valued by their communities, Alpine residents, and all Victorians. They provide essential housing, support highly productive commercial businesses and provide access to natural beauty that support health and wellbeing.

As described in Table 16, many of these places, particularly the Small Settlements and Rural Localities, are characterised by dispersed housing within primarily agricultural zoned areas. Preparation of an updated Rural Land Use Strategy is required to identify opportunities to support these settlements, recognising the need to balance consideration for protection of human life from natural hazards, safeguarding productive agricultural and other commercial uses, and broader economic and demographic trends and servicing constraints.

The following objectives articulate desired future outcomes for the future role of settlements. Supporting strategies and actions are contained in Section 9.

Mount Hotham Airport does not form part of the settlement hierarchy but may provide an opportunity to develop key worker accommodation as infrastructure to support the operation of the Mount Hotham Alpine Resort. The opportunity to retain the airfield function should be maintained as an important transport gateway servicing the High Plains and Alpine resorts.

Table 15. Strategic Direction 2: Objectives, Strategies and Actions

Objective 3:	To support sustainable patterns of residential development across the Shire.
Strategy 3.1:	Direct population growth to existing and emerging Service Towns identified in the Settlement Hierarchy and the Service Town Framework Plans to support efficient and safe use of land and infrastructure and convenient access to jobs and services.
Strategy 3.2:	Consolidate growth of Rural Towns within existing township boundaries, recognising that reticulated services are unlikely to be provided in these locations over the long term.
Strategy 3.3	Support development within Dinner Plain that builds the permanent population within the existing zoned land.
Strategy 3.4	Manage development in Small Settlements to ensure that the agricultural function of surrounding lands is not compromised.
Strategy 3.5	Limit development in Rural Localities that is not associated with agricultural uses.
Action 3.1	*Incorporate the settlement hierarchy outlined in Table 17*
Action 3.2	*Prepare Structure Plans for Bright, Mount Beauty – Tawonga South, Myrtleford and Porepunkah to accommodate the anticipated residential, commercial and industrial growth of Alpine Shire.*

[8] Note that in the current Alpine Planning Scheme, these are referred to as Rural Towns, Small Settlements and Rural Districts. The LDS proposes new names for these settlement classifications.

Action 3.3	*Prepare the next stage of the Rural Land Strategy to resolve the appropriate application of zones in all settlements that are not Service Towns.*

Table 16. Bushfire and growth potential in townships

Service Town	Bushfire Planning Directions	Future Growth Potential
Bright	Protect settlement boundary.	Limited growth (development of existing lots) at township fringes Substantial growth in town centre (C1Z land). Level and form of growth in middle ring to be resolved through Structure Plan. Small area nominated on North of Great Alpine Road as an area for investigation
Tawonga South	Protect settlement boundary.	Limited growth (development on existing lots).
Myrtleford	Protect settlement boundary.	Moderate growth within existing urban zoning. Level of growth in town centre to be determined through Structure Planning.
Porepunkah (emerging)	Settlement boundary indicating potential for growth to north (2 – 3 rows of housing, perimeter road to build township resilience to fire).	Substantial growth within existing urban zoning once drainage issues are resolved, with nuancing to occur through the Structure Planning process (rezone from TZ to more appropriate zones, and determine growth area).
Mount Beauty	Settlement boundary indicating further investigation area to the north of town.	Moderate growth within existing urban zoning. Level of growth in town centre to be determined through Structure Planning. Potential growth area to north of Mount Beauty to be explored through Structure Planning noting the below two assessments may shift extent of development in this areas. - Kiewa Valley Flood Study underway with NECMA - Odour Buffer assessment for Mount Beauty

Table 17. Future role of towns and settlements

Towns and settlements	Current role	Future role
Service Towns Bright Myrtleford Mount Beauty-Tawonga South Porepunkah (emerging)	Moderate to large towns containing commercial centres providing a variety of housing and a moderate employment base. Service Towns provide important community services. Service Towns are fully or partially serviced with reticulated services. Service Towns are popular visitor and retirement destinations. Porepunkah is identified as a small town in the current Planning Scheme which also notes it has significant capacity for residential, commercial and industrial growth, and has been identified as an emerging service town through the development of the LDS.	**Future growth:** Service Towns are supported as the primary locations for future residential and employment growth, subject to assessment of environmental risk (bushfire, flood, landslip) constraints. Bright and Tawonga South are highly constrained by bushfire, and there is no opportunity for large outward expansion of these settlements. Infill development will be directed to the lower risk areas of these settlements (the centre of town in Bright, and to the north of Kiewa Valley Highway in Tawonga South). Myrtleford is less constrained by bushfire risk, and while outward expansion of this settlement is not supported, consolidation of the existing urban zoned land will provide an opportunity to build the resilience of this settlement. If the existing Industrial 2 Zone land to the north of the settlement transitions over time, opportunities for northward expansion of more sensitive uses could be explored. In Porepunkah, there is some opportunity for growth to the north of Station Street, and expansion in this area would provide an opportunity to increase the urban land available to accommodate growth and establish a more resilient township through the introduction of a perimeter road. As drainage and flooding issues are resolved in Porepunkah, more intensive development of the existing zoned land will be possible and supported. Mount Beauty has some opportunity for growth and expansion for residential development beyond Valley Avenue This area however requires detailed investigation of odour buffer assessment and will be subject to findings of the Kiewa Valley Flood Study conducted by NECMA. **Zoning for residential and employment development**: Further rezoning for residential and employment purposes is supported in Service Towns to provide for population growth in alignment with the Framework Plans. However, infill development in existing zoned areas will be prioritised to make best and most efficient use of land and infrastructure. This includes infill development in established areas via development of medium and higher density housing types (villa units, townhouses, apartments and shop top housing), as well as further subdivision and development of existing zoned greenfield land on the fringe areas of Service Towns. Detailed guidance on growth will be provided through the preparation of Structure Plans and Urban Design Frameworks. The Township Zoning of Porepunkah will be reviewed through the Structure Planning process with an expectation that appropriate residential, industrial and commercial zones will be applied to recognise its transition to a Service Town. Additional commercial activity will be consolidated in the existing commercial centre of the township along Station Street.

		Development and community infrastructure: Growth in Service Towns will be supported by the provision of required development and community infrastructure which will be prioritised for delivery in Service Towns above other settlements.
Rural Towns Dederang Harrietville Tawonga Wandiligong Dinner Plain (seasonal tourist town)	Most of the Rural Towns have limited urban zoned land with a variety of zones being applied including Township Zone, Low Density Residential Zone and Farming Zone. They accommodate small populations. Rural Towns have limited commercial and community facilities which is generally dispersed throughout the towns. Rural Towns generally do not have reticulated services. Dinner Plain is zoned Special Use Zone and does not have reticulated services.	**Future growth**: Only incremental population growth and housing and employment development is supported in Rural Towns within existing urban zoned areas. Further growth will be accommodated via infill development in established Rural Town areas, subject to assessment of environmental risk (bushfire, flood, landslip) constraints. There are opportunities for growth within the existing zoned but undeveloped land in Dinner Plain and residential, commercial, and industrial growth is supported to support the ongoing sustainability of the Dinner Plain community. Dinner Plain is very vulnerable to bushfire risk so any future development is subject to assessment of this risk. **Zoning for residential development**: Some Farming Zone land in Wandiligong is functioning as residential land and requires further review. This review has been identified as further strategic work. Dederang is one of the only parts of the Shire (along with Mudgegonga) that has a moderate level of landscape bushfire risk, and if the Victorian Government requires further growth to be accommodated in the Shire, Dederang could be investigated for expansion to the north of Kiewa Valley Highway. As there are no reticulated services in Dederang, expansion of this area would be a significant departure from the Victorian Government's current approach to greenfield development in areas remote from existing significant settlements. This has been identified as further strategic work; however, it is not a priority at this time. Apart from this, no further rezoning for residential purposes is supported within Rural Towns. In Dinner Plain, Council may consider converting the existing Special Use Zones to the underlying residential, industrial and commercial zones once the development of the zoned land is complete.
Small Settlements Freeburgh Ovens Germantown	Small Settlements represent areas of dispersed dwellings primarily on small lots within the Farming Zone. They function as quasi rural residential areas with the pattern of residential development not reflecting the zoning and subdivision restrictions on the land. Small Settlements include very limited urban zoning, commercial activity, community facilities or reticulated services.	**Future growth:** Further expansion or subdivision is not supported in these locations, however the zoning of these settlements requires review to ensure the subdivision lot size reflects the pattern of rural living / dwellings that has been supported in these locations up until now. It is recognised the strategic significance of the Farming Zone land in these settlements is limited, with Freeburgh in particular being highly constrained. An updated Rural Directions Strategy will guide development in these small settlements and rural districts.

Rural Localities Barwidgee Creek Buffalo River Buckland Valley Eurobin Gapsted Rosewhite Smoko Mudgegonga Kancoona Gundowring	Rural localities are areas with dispersed dwellings on medium to large Farming Zone lots (and in Buffalo River, Rural Living Zone). They have no retail activity, community facilities or reticulated services.	**Future growth:** Dwelling development that is not associated with the productive agricultural use of Farming Zone land is not supported in these locations due to risk to human life from natural hazards and impact on significant environmental landscapes and natural resources. Further expansion is not supported in these locations. An updated Rural Land Use Strategy will guide development in these small settlements and rural districts. The Rural Directions Strategy may also determine if Mudgegonga (which has been defined as an area of lower bushfire risk), should be considered for future growth in any capacity.
Bogong Village	Bogong Village has been functioning as a small settlement until recently, accommodating holiday houses and school camps, and a general store. There are no reticulated services.	Given the risks associated with bushfire and erosion, no significant development is supported in Bogong Village. Support for refurbishment of existing buildings for the purpose of seasonal key worker housing or other short-term accommodation (such as short-term rental, school camps, art exhibition etc.) where evacuation is more easily managed than permanent settlements, will be considered subject to assessment.

Strategic Direction 3: Compact towns and settlements

To prioritise the creation of **compact towns and settlements** to enable more efficient use of land and infrastructure.

Section 5 identified the need to accommodate 1,625 additional homes in urban areas by 2041. Future housing growth will be accommodated in the following ways:

- Development of **existing residential, commercial and industrial zoned land.**
- Rezoning **greenfield land** for residential, commercial and industrial use.
- Managing the impact of **short term rental accommodation and holiday homes** on the pool of permanent housing available to the community.

This Strategy contains objectives and strategies relating to each.

Development of existing zoned land

There is potential for intensification of development on land already zoned for residential use across Alpine Shire. This includes infill development in established areas (discussed in further detail in Section 7.5), and further subdivision of land located on the urban fringe.

Intensification offers potential to provide for population growth within the current footprint of townships, maximising use of existing infrastructure and providing housing in more accessible locations, close to jobs and services.

Council will aim to better understand and address barriers to development in these locations, working collaboratively with the community and the Victorian Government to unlock urban land potential. This will reduce the need to rezone further greenfield land and reduce costs-associated with extension of infrastructure networks to support growth in these areas.

The impact of short term rental accommodation and holiday homes

Short term rental (STR) accommodation and holiday homes deliver many benefits for owners, visitors and the local economy, however, their proliferation can also have a significant impact on the housing market, including inflating property prices and diverting supply of housing from use by permanent residents.

The negative impact of STR and holidays homes has been exacerbated by population shifts during the COVID-19 pandemic, enabled by the move to work from home and hybrid work.

The Victorian Government has been hesitant to limit STR accommodation as it is seen as an intrinsic part of the tourism economy across the State, however very recently, in Victoria's Housing Statement has introduced a 7.5% levy on short term accommodation which is yet to be seen to have an effect on this market.

In Alpine Shire, the predominance of STR accommodation is increasing and having the effect of reducing the amount of housing that is available for permanent residents who are priced out of the market and in many cases unable to access accommodation at any price as there is none available. Much of the housing growth in Alpine Shire is driven by STR

accommodation which reduces the ability to deliver compact Service Towns.

The levy on STR accommodation is unlikely to shift the economics of use of dwellings for STR accommodation in Alpine Shire.

Without more significant policy intervention at the Victorian Government level, there are limited mechanisms for Council to manage the impact of STR accommodation or the ability to deliver affordable and available permanent housing for Alpine residents.

The following objectives articulate desired future outcomes for the realisation of compact towns and settlements. Supporting strategies and actions are contained in Section 9.

Table 18. Strategic Direction 3: Objectives, Strategies and Actions

Objective 4:	To direct residential, commercial, industrial and community infrastructure growth to safe, suitable and well serviced locations, in an orderly manner.
Strategy 4.1	Direct residential, employment and community infrastructure growth to locate within the settlement boundaries of Service Towns as shown on the Service Town Framework Plans.
Strategy 4.2	Promote intensification of residential development in existing urban zoned areas.
Strategy 4.3	Consolidate commercial and industrial activity in existing zoned land in Service Towns.
Strategy 4.4	Include commentary in the Municipal Planning Strategy about the impact short stay accommodation has on delivering affordable and available long term housing and the impacts this has on the community.
Action 4.1	*Prepare structure plans for the Service Towns to investigate and resolve whether the investigation areas identified on the Settlement Framework Plans for residential, commercial and industrial use can be rezoned, and the sequencing of rezoning that should be undertaken.*
Action 4.2	*Advocate to the Victorian Government to introduce a tool that will enable the proportion of short-term accommodation available in townships to be managed. (For example, creating a definition in Clause 73.03 of the Victoria Planning Provisions for short term accommodation, and making it a section 2 use in the residential zones).*
Action 4.3	*Monitor housing, employment and community service land demand and capacity and adjust land release in growth areas in response in a regular (five yearly) cycle.*

Strategic Direction 4: Residential growth and housing diversity

To improve the **diversity of housing** to provide greater choice for residents throughout all stages of life.

Greenfield housing

Rezoning of new greenfield areas will provide for housing growth that cannot be accommodated in existing urban zoned areas.

Opportunities for greenfield development are in areas that are not subject to environmental and other constraints, that satisfy government policy regarding urban growth and are able to be provided with urban services and facilities in an efficient and affordable manner.[9] Greenfield investigation areas have been identified in Myrtleford, Porepunkah and Mount Beauty-Tawonga South as shown in Framework Plans shown in Section 9.

Further detailed assessment through the preparation of structure plans will be required to:

- Identify and resolve site level constraints (such as localised flooding issues).
- Determine appropriate allocation of residential and other community and employment land uses.
- Identify appropriate lot patterns and size and identify an appropriate program of development staging aligning with demand.
- Determine access networks (including road, walking, and cycling networks, and emergency access and egress).
- Identify and protect areas of natural and cultural heritage significance and ensure protection of human life from natural hazards.
- Facilitate the use of existing infrastructure and services and support the logical and efficient provision of new infrastructure.

[9] Refer to the *Technical Background Report 2024* for detailed description of technical process for identifying areas suitable for future greenfield development.

Housing diversity

Encouraging the provision of diverse housing products is important for ensuring choice in the housing market to meet the needs of households as they move through the many stages of life and to provide affordable housing options in the private housing market (including rental housing). Benefits of increasing housing diversity include:

- Supporting local business and workers.
- Allowing people to live in their communities for longer.
- Enhancing the reputation of Alpine Shire as a diverse and inclusive place.
- Helping to reduce the experience of disadvantage in the private housing market.
- Greater capacity for the aging population to move to appropriate living arrangements and freeing up housing potential for other residents.

92% of housing in Alpine Shire is current provided in the form of three bedroom plus single dwellings and this limits the diversity of housing available. Infill development in established areas is strongly supported by Council for its potential to deliver additional and diverse housing options and make efficient use of urban land and local infrastructure networks.

Apartments, shop top housing, villa units and townhouses provide greater housing choices for the community and will be increasingly sought after as household sizes get smaller and the population ages. These medium and higher density forms of housing are preferred in areas zoned General Residential Zone that provide easy access to services and retail premises.

An important consideration for future infill housing will be to ensure this type of development provides quality design and a high level of amenity for existing and future residents, with buildings designed in a way that reflects climate resilience and the unique character and setting of each place.

Within each Service Town, there are significant Council and Victorian Government owned land holdings (such as Mummery Road in Myrtleford and the Bright Caravan Park in Bright) that should be considered for residential use as infrastructure constraints are addressed (Myrtleford) and leases expire (Bright Caravan Park).

Lot size diversity in new growth areas is also supported to provide for a range of dwelling types including provision for uses such as retirement villages and residential aged care.

The following objectives articulate desired future outcomes for housing diversity. Supporting strategies and actions are contained in Section 9.

Table 19. Strategic Direction 4: Objectives, Strategies and Actions

Objective 5:	**To supply sufficient suitable and available residentially zoned land to meet future dwelling demand.**
Strategy 5.1	Plan the rezoning and release of additional residential land to ensure that risk and servicing constraints have been resolved and the diversity of housing the community needs will be delivered.
Strategy 5.2	Avoid rezoning of land for residential development within Service Towns until structure planning for the town is complete.
Action 5.1	*Prepare a program for co-ordinated action to identify and overcome barriers to residential development in existing urban zoned areas in collaboration with relevant stakeholders including the Victorian Government.*
Action 5.2	*Resolve the flooding and stormwater drainage issues that limit zoned land being used for housing in Porepunkah and Myrtleford.*
Objective 6:	**To encourage increased diversity in housing supply to meet the needs of people of all ages and lifestyles.**
Strategy 6.1	Facilitate the inclusion of one- and two-bedroom dwellings in all apartment, townhouse and multi-unit developments to provide a more diverse housing supply.
Strategy 6.2	Encourage residential subdivision of more than four lots within Service Town settlement boundaries to include smaller lot sizes (200 – 400 square metres) to support a more diverse housing supply.
Strategy 6.3	Encourage medium density housing, retirement villages and aged care in residentially zoned areas of Service Towns with easy access to essential services and commercial premises.
Strategy 6.4	Support innovative approaches to broadening housing diversity including shared equity housing, build to rent, dedicated key worker housing and other products that provide access to affordable and appropriate housing for all household types, income levels and ages.
Action 6.1	*Partner with community housing providers, Alpine Health and other providers of affordable housing in the region to deliver a greater diversity of affordable and key worker housing.*
Action 6.2	*Develop built form and design guidelines for infill housing projects in Alpine (for example, preferred form, car parking, waste management, and character).*
Action 6.3	*Advocate to the Victorian Government to develop better standards for low-rise apartments (4 or fewer storeys) in the Victoria Planning Provisions.*
Action 6.4	*Promote recent policy changes regarding secondary dwellings to encourage greater housing diversity in areas* with easy access to essential services and commercial premises.
Action 6.5	*Review the existing use of Council owned land assets which are underutilised such as Mummery Road, Myrtleford, or leased to private and community organisations and determine the preferred future use of the land for the greatest benefit to the community, once leases expire.*

Strategic Direction 5: Employment and community infrastructure lands

To support diversification, prosperity, sustainability, and innovation on **employment land,** and provide adequate land for **community infrastructure** to demand for services.

Providing sufficient land to accommodate employment growth in Alpine Shire over the long term is necessary for ensuring ongoing productivity, diversification, and innovation in the local economy.

Victorian Government policy seeks to encourage the ongoing consolidation of retail, commercial and community uses within existing activity centres, and ensure planning for commercial uses promotes accessibility and the efficient use of infrastructure.

Likewise, industrial land must be planned in locations that provide good access to employees, freight, and road transport. New sites must incorporate sufficient stocks of large sites for strategic investment and be planned to avoid conflicts between industrial activity and other sensitive uses.

As with new housing, growth in employment will be accommodated through:

- Promotion of redevelopment and intensification of existing employment zoned areas.
- Rezoning of further employment land.

Redevelopment and intensification

Forecast growth in retail, finance, professional and administrative services, hospitality, and education and health will primarily be accommodated through intensification of development of land currently zoned Public Use Zone and Commercial 1 Zone in Service Towns and in the commercial area of Porepunkah, within the existing Township Zone, along Station Avenue between the school and the Porepunkah Pub. This will contribute to:

- Consolidation of employment activity.
- Vibrant local activity centres.
- Better use of existing infrastructure.
- Accessibility for employees, residents and visitors.

Intensification may take the form of development of vacant sites, use of vacant upper floors of existing buildings, or knock down-rebuild of commercial building to provide increased employment floorspace.

Ensuring structure planning for each Service Town will assist in recognising appropriate sites for redevelopment, ensuring new development contributes positively to township character and identifying required infrastructure upgrades. Preparation of a supporting traffic management plan will assist in managing impacts on congestion and parking, and prioritising investment in new and enhanced active transport link along key connections.

Further growth of commercial activity in Porepunkah is supported close to existing commercial uses to enhance the consolidation of employment and services. Structure planning for Porepunkah will provide detailed guidance on the preferred location and layout of development.

Greenfield employment lands

An additional 62,700sqm of land is required to support growth in light industrial and larger format commercial uses (such as wholesale trade).

Greenfield land for employment has been identified in each of the Shire's Service Towns and is shown in the framework plans contained in Section 9. These locations have been identified as being suitable based on accessibility to key transport routes, proximity to existing townships and employment uses, and absence of development constraints (impacts of bushfire, flooding, land slip and erosion).

The following objectives articulate desired future outcomes for employment lands. Supporting strategies and actions are contained in Section 9.

Table 20. Strategic Direction 5: Objectives and Strategies

Objective 7	To supply sufficient suitable and available commercial and industrial zoned land to meet future employment demand.
Strategy 7.1	Plan the rezoning and release of additional industrial land to ensure that risk and servicing constraints have been resolved.
Strategy 7.2	Avoid rezoning of land for industrial development within Service Towns until structure planning for the town is complete.
Strategy 7.3	Encourage redevelopment of existing commercial and industrial zoned areas in Service Towns to accommodate employment growth.
Strategy 7.4	Support the consolidation of commercial activity in Porepunkah along Station Street.
Strategy 7.5	Support the growth and diversification of trades and industries (including service-based) in Service Towns.
Strategy 7.6	Facilitate value adding industries in Service Towns and appropriate rural locations to support and leverage off the agricultural and horticultural sectors.

Strategic Direction 6: Character of towns and settlements

To support new development that contributes to the unique local character of towns and settlements.

The character of Alpine's built and natural environment varies across the municipality.

Across Victoria, the term 'neighbourhood character' (also relevant to town and settlement character) means the cumulative impact of property, public space, infrastructure, and environmental characteristics and values, whether great or small, on the look and feel of a place.

Documenting neighbourhood character helps to understand built form challenges and opportunities within the municipality. It is important to have a reference for the feel of a place, influenced by its buildings and street networks to make sure that new development in the Shire feels like it belongs, reflecting local values and features.

Draft character statements have been prepared for Bright, Myrtleford, Mount Beauty-Tawonga South, Porepunkah, Dederang, Dinner Plain, Harrietville, Tawonga, and Wandiligong that are suitable for inclusion in the MPS of Alpine Planning Scheme.

Structure planning processes for identified growth areas will include detailed consideration for the physical context of the location to identify a preferred future design character. Neighbourhood character objectives will be implemented via updates schedules to residential zones.

The following objectives articulate desired future outcomes for the enhancement of town and settlement character. Supporting strategies and actions are contained in Section 9.

Table 21. Strategic Direction 6: Objectives, Strategies and Actions

Objective 8	To enhance the character and protect the environmental values of Alpine's towns and settlements.
Strategy 8.1	Include the character statements for Myrtleford, Bright, Porepunkah, Mount Beauty-Tawonga South, Dederang, Dinner Plain, Harrietville, Tawonga, Wandiligong in the Alpine Planning Scheme.
Action 8.1	*Undertake further detailed assessment of existing character and desired future character when preparing structure plans.*

Strategic Direction 7: Infrastructure to support growth

To deliver appropriate utility, transport, and community **infrastructure** when and where it is needed **to support growth.**

Community and development infrastructure is needed to support the ongoing liveability and growth of the Shire to 2041. These assets include infrastructure that support residential development and economic productivity in the Shire (such as roads, shared paths, bridges, drains) and infrastructure to support community health and wellbeing (such as schools, public childcare, maternal child health facilities, community halls and parks and gardens).

Council works collaboratively with developers, other Victorian Government departments and agencies and private sector organisations responsible for managing other major infrastructure assets to plan, deliver and maintain the Shire's diverse infrastructure base.

There are a range of factors that require consideration in planning for future infrastructure and services:

- **Unlocking development potential:** The timely provision of some development infrastructure, such as roads, drainage infrastructure, bicycle and foot paths, and open space is needed to catalyse housing and employment growth.
- **Managing development across the Shire's towns and settlements:** The dispersed settlement pattern and multiple locations of residential growth presents challenges for Council in coordinating the efficient and cost-effective delivery of infrastructure.
- **A growing and changing population:** Continuing population growth and change will place pressure on existing public amenities, with further consideration of ongoing service capacity and maintenance required.
- **Responding to the impacts of climate change:** The lifespan of existing infrastructure assets is likely to be shorter than planned and maintenance costs will increase significantly due to the impacts of climate change.
- **Seasonal population fluctuations:** The Shire's popularity as a holiday and recreation destination results in large, seasonal fluctuations in the population. There are challenges in Alpine Shire as the local rate base is small, while the infrastructure and service demand of part-time and peak populations is high.

A significant challenge for Alpine Shire along with many regional areas, is the poorly coordinated planning by service authorities and Council to effectively plan for growth.

North East Water is unable to deliver reticulated water and sewerage in some Service Towns due to a lack of capacity. This is a significant barrier to growth and adds costs to development. The expectation is that on site reticulation will be installed by the developer which is not the State or Council's expectation for development in identified urban areas.

Much of the North East Catchment Management Authority flood mapping is out of date, and the more recent studies prepared in the last decade have not been incorporated into the Alpine Planning Scheme. This adds risk and expense to people wishing to develop land and interrupts the orderly flow of planning in the Shire.

There is a need to undertake a comprehensive investigation of community and development infrastructure needs to enable future development and support local economic development. Assessment of community infrastructure needs and development of a plan will be undertaken in consultation with key service delivery partners, including the Victorian Government, North East Catchment Management Authority and Alpine Health, amongst others.

This will identify appropriate mechanisms for collecting contributions from development to fund critical infrastructure. This may include a Development Contributions Plan (DCP) or other form of infrastructure funding and provision agreement.

The following objectives articulate desired future outcomes for infrastructure. Supporting strategies and actions are contained in Section 9.

Table 22. Strategic Direction 7: Objectives, Strategies and Actions

Objective 9:	To provide development and community infrastructure that support preferred patterns of development and planned growth.
Strategy 9.1	Reinforce the hierarchy of settlements through prioritisation of infrastructure provision.
Strategy 9.2	Prioritise the delivery of infrastructure to Service Towns.
Strategy 9.3	Establish a requirement for development contributions to fund infrastructure serving future development
Action 9.1	*Identify development and community infrastructure to be funded by the anticipated growth in Service Towns and implement a sustainable infrastructure funding system.*
Action 9.2	*Prior to establishment of a comprehensive and sustainable development contributions / infrastructure charges system ensure that when land is rezoned or large subdivisions are progressed (more than ten lots), contributions for development and community infrastructure are captured through a Section 173 agreement to be paid before issue of planning permits for subdivision or development.*
Action 9.3	*Advocate to the Victorian Government to develop a clear, efficient, and transparent infrastructure contribution system that suits the incremental pace of growth in rural and regional municipalities and supports better use of existing infrastructure.*
Action 9.4	*Prepare a Traffic Infrastructure Assessment or Traffic Impact Assessment for each of the service towns and highlight key infrastructure upgrades for future need for safe use at future capacities.*

Objective 10	To provide community and economic infrastructure to support the local community and build the capacity of the local workforce.
Strategy 10.1	Support development of community infrastructure including education, health services, emergency management and recreational facilities to meet demand locally and minimise the need to travel to access services.
Strategy 10.2	Provide infrastructure to support the visitor economy during all times of the year.
Strategy 10.3	Facilitate delivery of childcare services and key worker housing to support local workers and businesses in attracting and retaining staff.
Action 10.1	*Develop a tourism infrastructure needs assessment that identifies infrastructure needs at peak visitation periods and preferred mix of short term rental to maintain tourism economy whilst balancing housing need.*
Action 10.2	*Prepare a community infrastructure needs assessment based on the existing and projected population growth that identifies what community infrastructure will be required, and when it is likely to be required.*

9. Implementation of the LDS

The LDS will present a suite of detailed objectives, strategies to guide land use and development outcomes over the next 20 years.

9.1 LDS Implementation

Each of the proposed objectives and strategies in the LDS will be supported by implementation actions, many of which will relate to updates to the Alpine Planning Scheme.

While the Alpine Planning Scheme is an important tool in guiding growth and change in the Shire, Council also has several other roles and levers in influencing land use and development outcomes. These are overviewed in Figure 16.

The Implementation Plan will make clear Council's role and influence in implementing actions, identify partner organisations, nominate priorities, and indicate timing.

A program for review of the LDS and Implementation Plan will ensure ongoing alignment between Council budgets, resources and funding opportunities.

Researcher and advocate – provide research and data around key issues and representing community needs and interests to Govt and the private sector

Educator – provide best-practice advice and information to local and prospective investors, residents, stakeholders, and interest groups

Policy director – provide clear, evidence-based policy direction

Planning regulator –ensure that infrastructure provision, land use and development occur in line with town planning, building, environmental management, health and other relevant regulations and expectations

Planner – in relation to its urban, social, economic and environmental planning responsibilities, facilitate pathways that enable land use and development outcomes to be achieved in a manner that best suits the community demand and need across Alpine Shire

Promoter – provide or assist organisations to access grants, incentives or bonuses schemes to encourage positive outcomes in terms of infrastructure, quality-built form and land use activity, etc.

Enabler – provide supportive infrastructure and services, including maintain and/or enhance Alpine Shire Council's role in service/infrastructure provision

Partner – continue to work closely with related organisations, government agencies and decision-makers

Provider/developer – Council's active involvement as an investor, developer, landlord and service provider

Figure 16. Council's role in implementing the LDS

9.2 Partner organisations

Some actions identified in this strategy may involve participation and collaboration with state, regional and local organisations to enable their realisation. These include but are not limited to the agencies listed below.

- Dhudhuroa, Gunaikurnai, Taungurung, Waywurru and Yaitmathang Traditional Owner groups
- Department of Energy, Environment and Climate Action (DEECA)
- Department of Jobs, Skills, Industry and Regions (DJSIR)
- Regional Development Victoria (RDV)
- Environment Protection Authority Victoria (EPA)
- Department of Transport and Planning (DTP)
- Department of Energy, Environment and Climate Action (DEECA)
- North East Water (NEW)
- North East Catchment Management Authority (NECMA)
- Various Alpine Shire Council departments
- Councils for adjoining local government areas (LGAs)
- Country Fire Authority (CFA)
- Agriculture Victoria
- Heritage Victoria
- Regional tertiary and other education providers.

9.3 Further Strategic Work

Further strategic work in the form of structure planning or place planning to resolve land use, development, character, and infrastructure challenges in each Service Town will be prioritised based on the pressure currently being experienced, forecast growth, the level of community support for change and infrastructure availability. The Implementation Plan will be coordinated and reviewed against a broader strategic work program.

9.4 Future Investigation Areas

It is noted with further information from the BPS that previously supported investigation areas for growth and housing have now been discounted due to bushfire risk.

Whilst infill development in already zoned land will still occur across each township, directions of the BPS has resulted in fewer locations for possible greenfield growth opportunities by rezoning land. Whilst higher supply may drive higher density outcomes in certain townships, new residential growth areas are now isolated to Mount Beauty and Porepunkah.

It is noted extensive work for each of these locations is required prior to affirming these proposed areas being appropriate for development and their final scale.

BRIGHT

The small area currently nominated for investigation opposite the development known as Bright Valley Development, could provide ~8 hectares of new residential housing, however this will be subject to the below work that may affect suitability and capacity:

- Update the Upper Ovens Flood Study
- Further municipal wide investigations for structure planning

MOUNT BEAUTY

The area currently nominated for investigation could provide ~77 hectares of new residential housing. This will be subject to the below work that may substantially affect scale of this potential growth area.

- Finalisation of NECMA's Kiewa Valley Flood Study
- Completion of a detailed Odour Buffer assessment
- Review of Significant Landscapes
- Further municipal wide investigations for structure planning

POREPUNKAH

The area currently nominated for investigation could provide ~22 hectares of new residential and employment land. However this will be subject to the below technical investigations in determining appropriateness and scale.

- Porepunkah Drainage Study
- Updates to the Upper Ovens Flood Study with consideration for climate change
- Further municipal wide investigations for structure planning

MYRTLEFORD

No future growth areas for residential purposes have been proposed in Myrtleford, following findings of the BPS. A small area of Industrial Zoned land and Council owned land will be investigated for suitability through Structure Planning.

The Implementation Plan reflects detail on shire wide planning required before Structure Planning.

The Rural Directions strategy will also affirm directions associated with Dederang and Mudgegonga that have been proposed as lower risk areas in the BPS.

9.5 Rezoning

The LDS acknowledges that there is sufficient zoned land in existing areas to accommodate housing growth over the next 5 years. The LDS also highlights barriers to housing supply including infrastructure, land withholding, cost of development, awareness or skillset in development, topography and drainage. Due to these barriers, Council will focus on further strategic planning work required prior to support for rezonings.

9.6 Timing

The actions set out are prioritised in terms of short, medium, or long-term priority to be completed over the lifetime of this strategy. Actions will be periodically reviewed and reassessed in line with available budgets, resources, and funding opportunities. The timeframe for completing prioritised actions is:

- Short term: Action to occur over the next 0-4 years
- Medium term: Action to occur over the next 5-10 years
- Long term: Action to occur over the next 10+ years

- Ongoing: Action to be undertaken on an ongoing basis.

9.7 Implementation Plan

Refer to Table 23.

Table 23. Strategic Direction Implementation Plan

Strategic Direction 1: Environment and natural hazards			
To avoid development in areas at risk of **natural hazard** to protect human life, and areas of **environmental and landscape significance** to preserve our natural resources.			
Objective	**Strategies (for planning scheme) and actions (further work).**	**Implementation**	**Timing**
O1: To prioritise the protection of human life as the foremost priority in planning for settlements in Alpine.	**S1.1:** Avoid rezoning of land that permits residential, commercial, community or industrial use in areas that are subject to natural hazards including bushfire, flooding, and erosion.	Planning Scheme Amendment - add strategic direction to the MPS.	Short
	A1.1: Identify shelter locations in all towns, settlements, and localities in Alpine Shire for use in the event of natural disaster	Further strategic work	Short
	A1.2: Ensure that flood mapping is up to date in the Alpine Planning Scheme by: ▪ Requesting the Victorian Government to ensure adequate funding is available for Catchment Management Authorities to prepare flood mapping for Alpine Shire. ▪ Seeking support from the Victorian Government to fund and implement flood mapping prepared by Catchment Management Authorities. ▪ Seeking support for improvements in waterway health in collaboration with North East Catchment Management Authority including seeking funding for projects that support waterway health.	Advocacy plan Advocacy plan Integrated infrastructure plan	Short Short Short
	A1.3: Advocate to the Victorian Government to update erosion hazard mapping in Alpine Shire and apply appropriate planning controls to ensure development does not occur in high risk areas.	Advocacy plan	Short
	A1.4: Advocate to the Victorian Government for an agreed methodology for municipal wide, landscape scale bushfire assessments to inform strategic land use planning. Progress the	Advocacy plan	Short
	A1.5: Seek to resolve bushfire planning measures across the municipality including: ▪ Collaborate with the CFA to prepare a Municipal Bushfire Risk Assessment or Detailed Bushfire Risk Assessment to identify bushfire risk levels across Alpine at range of scales and considering all bushfire hazards that can be potentially harmful, including grasslands and vegetation outside of land subject to the Bushfire Management Overlay. ▪ Advocate to the Victorian Government and the CFA to implement the Bushfire Planning Study 2024 through a planning amendment as custodians of these controls.	Further strategic work	Complete

		Advocacy plan	Short
	A1.6: Collaborate with surrounding municipalities and risk management agencies (CFA, Catchment Management Authorities, DECCA, HVP and Parks Victoria) to prepare a program to review and update data and mapping of natural hazards risks	Further strategic work	Short
O2: To protect the many features of environmental and landscape significance from unintended impacts of development recognising the intrinsic value these features have and their important role in mitigating climate change impacts, defining the character of Alpine Shire and supporting the tourism economy.	**A2.1:** Commence a comprehensive assessment of the significant landscapes and vegetation in the municipality, including those at a regional scale (e.g., views to Mount Buffalo and Mount Bogong) and local scale (e.g., boulevards in Bright) and put in place planning controls to protect such as the Significant Landscape Overlay, Environmental Significance Overlay, Vegetation Protection Overlay and Heritage Overlay.	Further strategic work (may be multiple projects)	Medium
	A2.2: Commence an Odour Impact Assessment for the growth area nominated to the north of Mount Beauty owing to its proximity to the Mount Beauty Aerodrome, former landfill, existing AGL pondage and transfer station prior to supporting this area for residential purposes.	Further Strategic work	Short
	A2.3: Prepare and implement stormwater drainage studies / integrated water management plans for urban areas to identify all infrastructure required to ensure water quality in receiving environments is appropriate. This should also consider natural springs that contribute to higher levels of run off in certain locations.	Further strategic work	Short
	A2.4: Advocate to North East Water to implement an Environmental Significance Overlay for the Mount Beauty Waste Water Treatment Facility.	Advocacy Plan	Short
Strategic Direction 2: Future roles of towns and settlements			
To direct future population and housing development in accordance with the defined **future roles of towns, settlements and rural localities.**			
Objective	**Strategies (for planning scheme) and actions (further work).**	**Implementation**	**Timing**
O3: To support sustainable patterns of residential development across the Shire.	**S3.1:** Direct population growth to existing and emerging Service Towns identified in the Settlement Hierarchy and the Service Town Framework Plans to support efficient and safe use of land and infrastructure and convenient access to jobs and services.	Planning Scheme Amendment – Update the MPS at Clause 2.03-1 to reflect the settlement hierarchy set out in this report.	Short
	S3.2: Consolidate growth of Rural Towns within existing township boundaries, recognising that reticulated services are unlikely to be provided in these locations over the long term.		
	S3.3: Support development within Dinner Plain that builds the permanent population within the existing zoned land.		

	S3.4: Manage development in Small Settlements to ensure that the agricultural function of surrounding lands is not compromised.	Insert local policy at clause 11.01-1L. of the Alpine Planning Scheme.	
	S3.5: Limit development in Rural Localities that is not associated with agricultural uses.		
	A3.1: Incorporate the settlement hierarchy outlined in Table 17 in the Planning Scheme	Planning Scheme Amendment	Short
	A3.2: Prepare Structure Plans for Bright, Mount Beauty – Tawonga South, Myrtleford and Porepunkah to accommodate the anticipated residential, commercial and industrial growth of Alpine Shire	Structure planning/place planning for towns.	Short-Medium
	A3.3: Prepare the next stage of the Rural Land Strategy to resolve the appropriate application of zones in Wandiligong, Small Settlements.	Further strategic work.	Short
Strategic Direction 3: Compact Towns and Settlements			
To prioritise the creation of **compact towns and settlements** to enable more efficient use of land and infrastructure.			
Objective	**Strategies (for planning scheme) and actions (further work).**	**Implementation**	**Timing**
O4: To direct residential, commercial, industrial and community infrastructure growth to safe, suitable and well serviced locations, in an orderly manner.	**S4.1:** Direct residential, employment and community infrastructure growth to locate within Service Towns as shown on the Service Town Framework Plans.	Planning Scheme Amendment – Insert local policy at clause 11.01-1L. of the Alpine Planning Scheme. Replace existing service town maps at clause 11.01-1L with revised maps at in this report.	Short
	S4.2: Promote intensification of residential development in existing urban zoned areas.		
	S4.3: Consolidate commercial and industrial activity in existing zoned land in Service Towns.		
	S4.4: Include commentary in the Municipal Planning Strategy about the impact short stay accommodation has on delivering affordable and available long-term housing and the impacts this has on the community.		
	A4.1: Prepare structure plans for the Service Towns to investigate and resolve whether the investigation areas identified on the Settlement Framework Plans for residential, commercial and industrial use can be rezoned, and the sequencing of rezoning that should be undertaken.	Structure planning/place planning for towns.	Short - Medium: Bright, Porepunkah Myrtleford, Mount

			Beauty – Tawonga South
	A4.2: Advocate to the Victorian Government to introduce a tool that will enable the proportion of short-term accommodation available in townships to be managed. (For example, creating a definition on Clause 73.03 for short term accommodation, and making it a section 2 use in the residential zones).	Advocacy plan	Short
	A4.3: Monitor housing, employment and community service land demand and capacity and adjust land release in growth areas in response in a regular (five yearly) cycle.	Further strategic work	Medium
Strategic Direction 4: Residential growth and housing diversity			
To improve the **diversity of housing** to provide greater choice for residents throughout all stages of life.			
Objective	**Strategies (for planning scheme) and actions (further work).**	**Implementation**	**Timing**
O5: To supply sufficient suitable and available residentially zoned land to meet future dwelling demand.	**S5.1:** Plan the rezoning and release of additional residential land to ensure that risk and servicing constraints have been resolved and the diversity of housing the community needs will be delivered.	Planning Scheme Amendment – Insert local policy at clause 11.01-1L. of the Alpine Planning Scheme.	Short
	S5.2: Avoid rezoning of land for residential development within Service Towns until structure planning for the town is complete.		Short
	A5.1: Prepare a program for co-ordinated action to identify and overcome barriers to residential development in existing urban zoned areas in collaboration with relevant stakeholders including the Victorian Government.	Further strategic work	Medium
	A5.2: Resolve the flooding and drainage issues that are limiting zoned land being used for housing in Porepunkah and Myrtleford.	Further strategic work	Short
O6: To encourage increased diversity in housing supply to meet the needs of people of all ages and lifestyles.	**S6.1:** Facilitate the inclusion of one- and two-bedroom dwellings in all apartment, townhouse and multi-unit developments to provide a more diverse housing supply.	Planning Scheme Amendment – Insert local policy at clause 16.01-2L. of the Alpine Planning Scheme.	Short
	S6.2: Encourage residential subdivision of more than four lots within Service Town settlement boundaries to include smaller lot sizes (200 – 400 square metres) to support a more diverse housing supply.		
	S6.3: Encourage medium density housing, retirement villages and aged care in General Residential zoned areas of Service Towns with easy access to essential services and commercial premises.		

	S6.4: Support innovative approaches to broadening housing diversity including shared equity housing, build to rent, dedicated key worker housing and other products that provide access to affordable and appropriate housing for all household types, income levels and ages.		
	A6.1: Partner with community housing providers, Alpine Health and other providers of affordable housing in the region to deliver a greater diversity of affordable housing.	Further strategic work	Short and ongoing
	A6.2: Develop built form and design guidelines for infill housing projects in Alpine (for example, preferred form, car parking, waste management, and character).	Further strategic work	Short
	A6.3: Advocate to the Victorian Government to develop better standards for low-rise apartments (4 or fewer storeys) in the Victoria Planning Provisions.	Advocacy plan	Medium
	A6.4: Promote recent policy changes regarding secondary dwellings to encourage greater housing diversity in areas with easy access to essential services and commercial premises	Advocacy plan	Medium
	A6.5: Review the existing use of Council owned land assets which are underutilised such as Mummery Road Myrtleford, or leased to private and community organisations, such as the Bright Caravan Park, and determine the preferred future use of the land for the greatest benefit to the community, once leases expire.	Structure planning/place planning for towns.	Short - Medium: Bright, Porepunkah Myrtleford, Mount Beauty – Tawonga South

Strategic Direction 5: Employment and community infrastructure lands

To support diversification, prosperity, sustainability, and innovation on **employment land**, and provide adequate land for **community infrastructure** to demand for services.

Objective	Strategies (for planning scheme) and actions (further work).	Implementation	Timing
O7: To supply sufficient suitable and available commercial and industrial zoned land to meet future employment demand.	**S7.1:** Plan the rezoning and release of additional industrial land to ensure that risk and servicing constraints have been resolved.	Planning Scheme Amendment – Insert local policy at clause 17.01-1L. of the Alpine Planning Scheme.	Short
	S7.2: Avoid rezoning of land for industrial development within Service Towns until structure planning for the town is complete		
	S7.3: Encourage redevelopment of existing commercial and industrial zoned areas in Service Towns to accommodate employment growth.		

	S7.4: Support the consolidation of commercial activity in Porepunkah along Station Street.		
	S7.5: Support the growth and diversification of trades and industries (including service-based) in Service Towns.		
	S7.6: Facilitate value adding industries in service towns and appropriate rural locations to support and leverage off the agricultural sector.		
Strategic Direction 6: Character of towns and settlements			
To support new development that contributes to the unique local **character of towns and settlements**.			
Objective	Strategies (for planning scheme) and actions (further work).	Implementation	Timing
O8: To enhance the character and protect the environmental values of Alpine's towns and settlements.	**S8.1:** Include character statements for Myrtleford, Bright, Porepunkah, Mount Beauty-Tawonga South, Dederang, Dinner Plain, Harrietville, Tawonga, Wandiligong in the Alpine Planning Scheme.	Planning Scheme Amendment – Update the MPS at Clause 2.03-5 or introduce a policy at clause 15.01-5L.	Short
	A8.1: Undertake further detailed assessment of existing character and desired future character when preparing structure plans.	Structure planning/place planning for towns.	Short: Bright, Porepunkah Medium: Myrtleford, Mount Beauty – Tawonga South
Strategic Direction 7: Infrastructure to support growth			
To provide development and community infrastructure that support preferred patterns of development and planned growth.			
Objective	Strategies (for planning scheme) and actions (further work).	Implementation	Timing
O9: To provide development that	**S9.1:** Reinforce the hierarchy of towns and settlements through prioritisation of infrastructure provision.	Planning Scheme Amendment –	Short

supports preferred patterns of development and planned growth.	**S9.2:** Prioritise the delivery of infrastructure to Service Towns.	Introduce policy at clause 11.01-1L and clause 19.03-1L.	
	S9.3: Establish a requirement for development contributions to fund infrastructure serving future development.		
	A9.1: Identify development and community infrastructure to be funded by the anticipated growth in Service Towns and implement a sustainable infrastructure funding system.	Integrated infrastructure plan	Short
	A9.2: Prior to establishment of a comprehensive and sustainable development contributions / infrastructure charges system ensure that when land is rezoned or large subdivisions are progressed (more than ten lots), contributions for development and community infrastructure are captured through a Section 173 agreement to be paid before issue of planning permits for subdivision or development.		
	A9.3: Advocate to the Victorian Government to develop a clear, efficient, and transparent infrastructure contribution system that suits the incremental pace of growth in rural and regional municipalities and supports better use of existing infrastructure.	Advocacy	Medium
	A9.4 Prepare a Traffic Infrastructure Assessment or Traffic Impact Assessment for each of the service towns and highlight key infrastructure upgrades for future need for safe use at future capacities.	Further Strategic work	Short
O10: To provide community and economic infrastructure to support the local community and build the capacity of the local workforce.	**S10.1:** Support development of community infrastructure including education, health services, emergency management and recreational facilities to meet demand locally and minimise the need to travel to access services.	Planning Scheme Amendment – Introduce policy at clause 17.04-1L and clause 19.02-1L.	Short
	S10.2: Provide infrastructure to support the visitor economy during all times of the year.		
	S10.3: Facilitate delivery of childcare services and key worker housing to support local workers and businesses in attracting and retaining staff.		
	A10.1: Develop a tourism infrastructure needs assessment that identifies infrastructure needs at peak visitation periods and preferred mix of short term rental to maintain tourism economy whilst balancing housing need.	Integrated infrastructure plan	Short
	A10.2: Prepare a community infrastructure needs assessment based on the existing and projected population growth that identifies what community infrastructure will be required, and when it is likely to be required.	Integrated infrastructure plan	Short

9.8 Framework Plans

BRIGHT AND POREPUNKAH

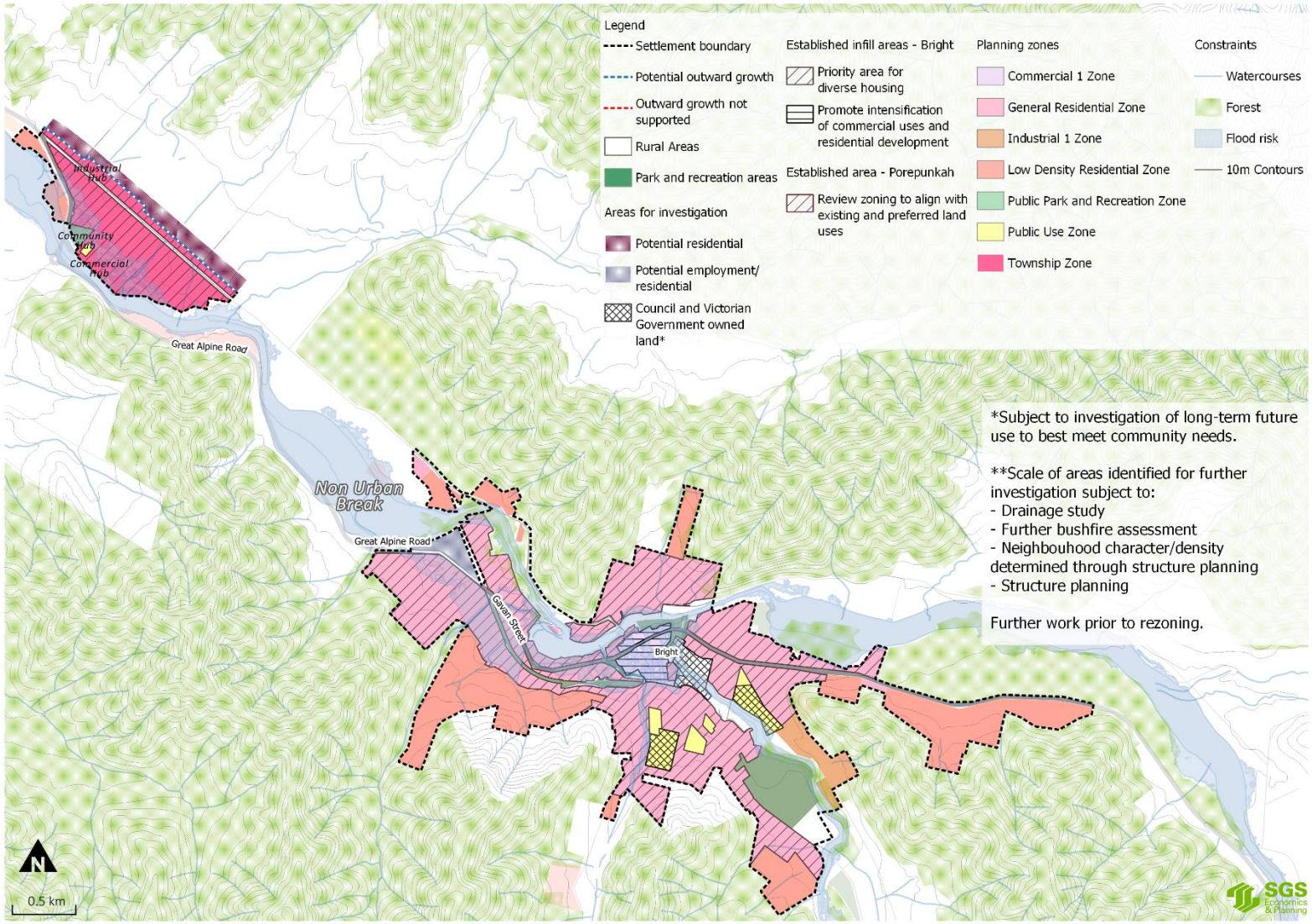


Figure 6. Framework Plan for Bright and Porepunkah. Note: While bushfire and flooding hazards have been considered in the development of the Framework Plans, they are only partially shown in the maps for legibility.

MOUNT BEAUTY AND TAWONGA SOUTH

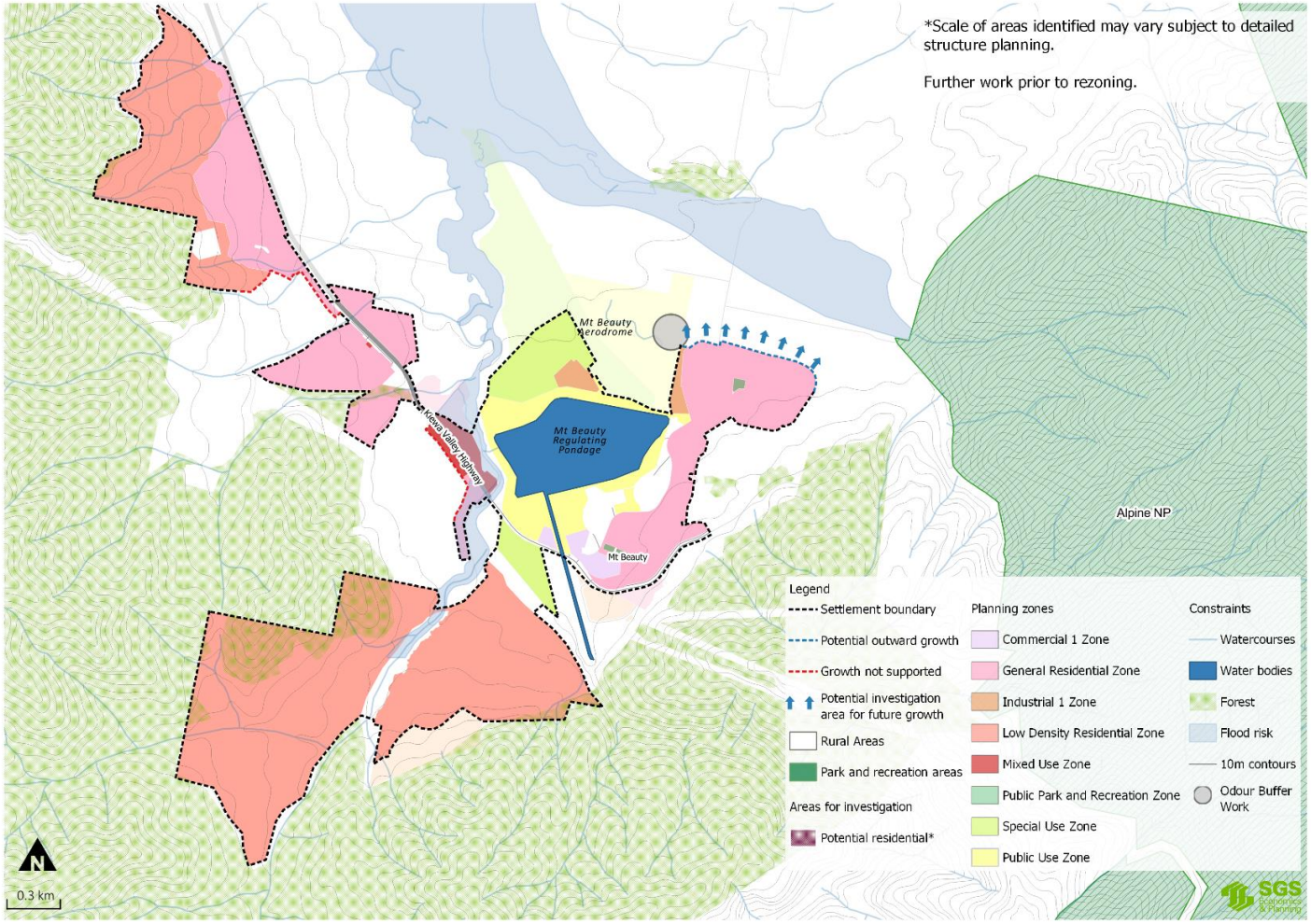


Figure 7. Framework plan for mount beauty and tawonga south. Note: while bushfire and flooding hazards have been considered in the development of the framework plans, they are only partially shown in the maps for legibility.

MYRTLEFORD

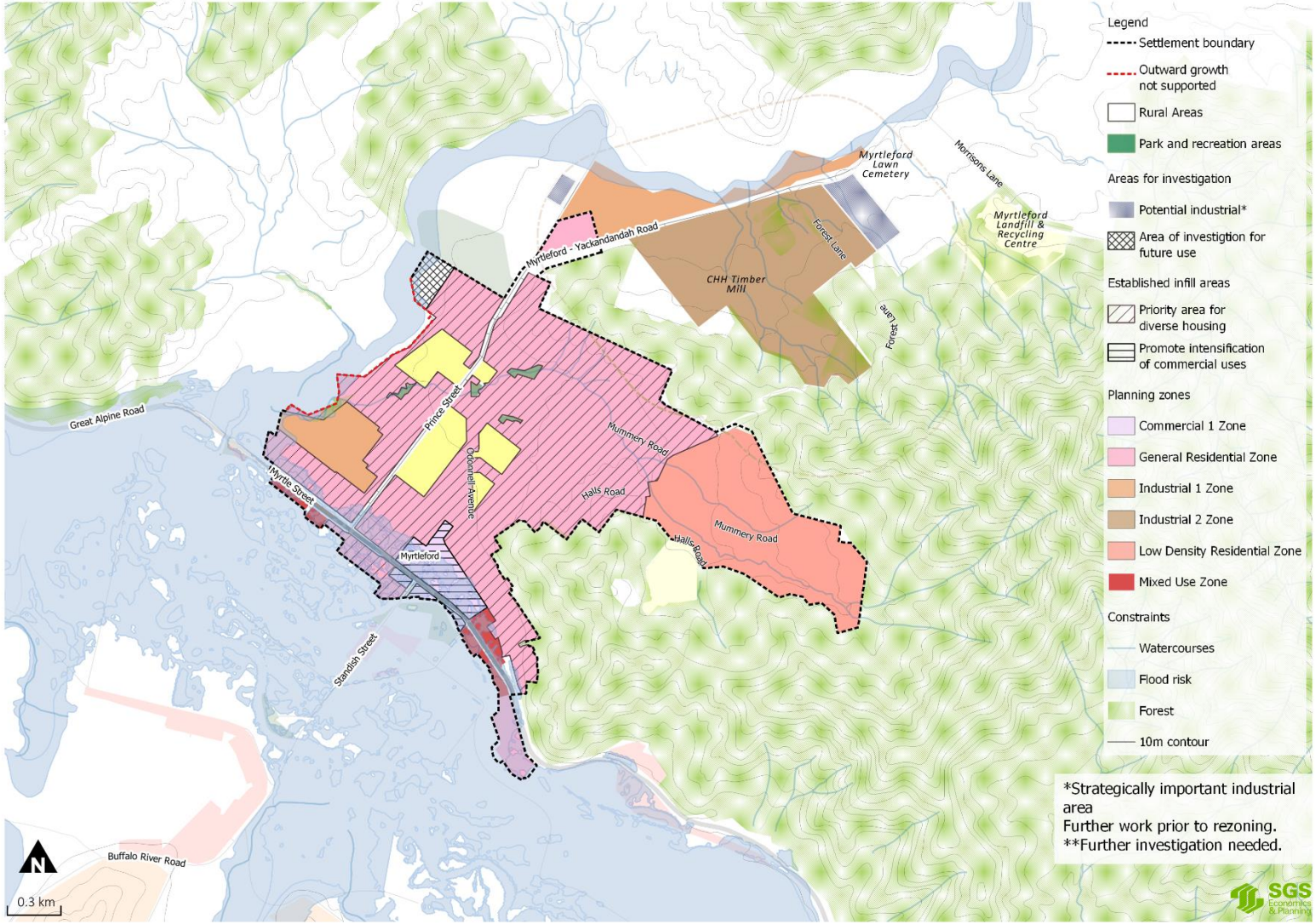


Figure 8. Framework Plan for Myrtleford. Note: While bushfire and flooding hazards have been considered in the development of the Framework Plans, they are only partially shown in the maps for legibility.

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