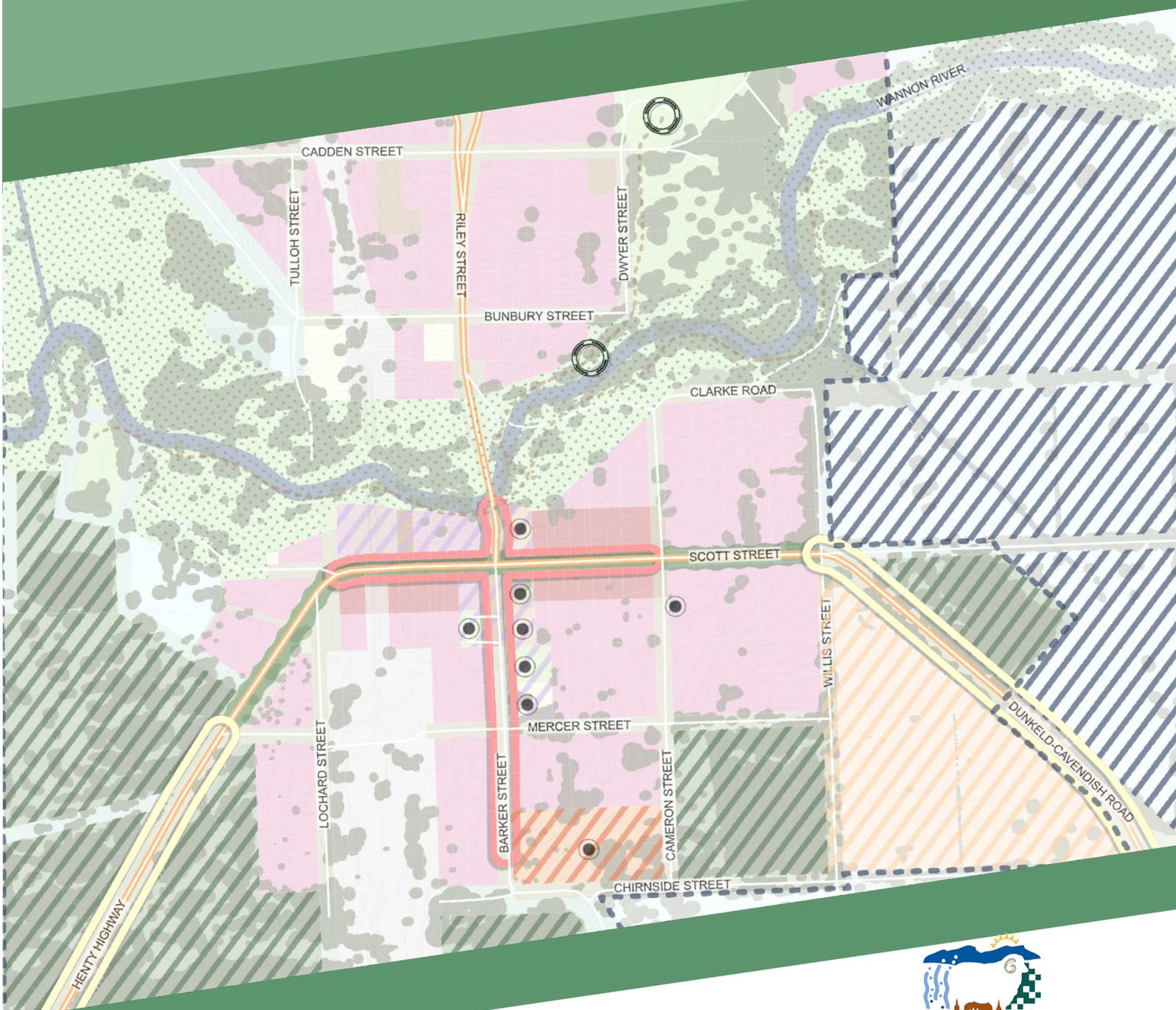


SOUTHERN GRAMPIANS SHIRE

# CAVENDISH STRUCTURE PLAN

BACKGROUND REPORT

SEPTEMBER 2019



Southern Grampians  
SHIRE COUNCIL



#### Document Control

Title	Version	Authors	Date	Reviewers
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#### Acknowledgements

The Project Team recognises that the State of Victoria has a proud Aboriginal history and complex entitlement and land stewardship systems stretching back thousands of years. The Project Team acknowledges the Traditional Owners of this land and offers their respect to Elders past, present and emerging and through them all Aboriginal and Torres Strait Islander People.

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# 1 EXECUTIVE SUMMARY

## 1. EXECUTIVE SUMMARY

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Myers Planning Group and SED Advisory have been engaged by Southern Grampians Shire Council to prepare a Background Report for the Cavendish Township. The purpose of this Report is to provide a strategic analysis of key issues affecting township growth and development and to translate key findings into strategic directions and recommendations to be examined through the next stage of the Cavendish Structure Plan process. This process is led in part by the established community vision for the township as set in the Cavendish Community Plan, which reads:

*"I am Cavendish in 2020, a small rural town that values 'pride of place' and a sense of belonging for all generations. I treasure my peaceful, natural environment nestled between Mount Dundas and the Grampians Ranges among the red gums. Set on the banks of the Wannon River, flowing with the lifeblood of my living history and the aspirations of my community. I take responsibility for fostering partnerships in support of my built assets, education and essential services for my potential and future growth."*

**Consultation:** Consultation with technical stakeholders and local community members was undertaken to inform the Background Report. Ten key implications have been derived from these activities which have helped shape the 'strategic directions' and recommendations of the Background Report.

**Issues and Analysis:** This report assesses the implications arising from the following key issues and influences which impact on township development and decision making, including:

- State and Local Planning Policy objectives and strategies which guide decision making for the location of growth and development opportunities.
- The existing zoning, overlays and land use framework which has determined the pattern of development within the township and surrounds.
- Supply and demand characteristics of residential land at a township scale.
- Development infrastructure and physical constraints which impact on growth and development at a township scale.
- Environmental values and hazards which impact on growth and development at a township scale.
- Access, movement and open space assets and services which impact on growth and development at a township scale.

**Strategic Directions:** 10 strategic directions have arisen from the technical investigations, strategic analysis and consultation undertaken as part of the development of this Report.

These directions have informed the approach to synthesising technical findings and consultation outcomes into proposed recommendations and include:

1. **Protect key views and vistas** to the Wannon River and the rural surrounds.
2. **Grow and diversify employment** opportunities to support long term economic sustainability.
3. **Ensure a long-term supply of land** for a range of residential densities where deemed feasible having regard to physical and policy opportunities and constraints in appropriate locations.
4. Develop and **improve the image of Cavendish's commercial and civic centre**.
5. **Improve pedestrian linkages** (and the pedestrian 'experience') and build upon the existing network of public spaces and community places.
6. **Preserve and enhance the Wannon River corridor** and connected waterways.
7. **Retain the informal rural and vegetated character of the township**.
8. **Support a diversification of the tourism and accommodation offering** in and around Cavendish.
9. **Acknowledge the potential bushfire and flood risks** and ensure land management responds appropriately.
10. Preserve the existing rural/urban interface to **ensure agricultural productivity on the edge of the township can intensify into the future**.

**Recommendations and Initiatives:** The Background Report recommends that a range of initiatives be examined to implement the above 'strategic directions'. These initiatives have been expressed spatially within the Strategic Directions and Initiatives Plan (see **Figure 8** on page 49) and include:

- Examination of **appropriate zoning for public utilities and education facilities** to recognise their role and function within the township and to streamline the planning processes.
- Examination of **appropriate zoning for conservation and public open space assets** to recognise their role and function within the township and to streamline the planning processes.
- Examination of **zoning of small fragmented lots on Farming Zone land** adjoining Natimuk-Hamilton Road, Cemetery Road and Dunkeld-Cavendish Road to recognise their existing role and function within the township and for potential future rural residential development.

- Examination of planning policy to **encourage the intensification of Farming Zone land** along Cavendish East Boundary Road which adjoins strategic water assets.
- **Reinforce the role of the existing rural/urban interfaces in reducing land use conflict.**
- **Recognition of Cavendish’s ‘Commercial and Civic Centre’ and ‘Historic Core’** through any future land use and built form framework.
- **Recognition and protection of the biodiversity value and flood storage capacity of the Wannon River environs** through any future land use or built form framework, whilst ensuring no impediment to routine conservation and recreation activities.
- **Recognition of bushfire risk** to key human settlement assets in close proximity to bushfire hazards as part of any future land use or built form framework.
- **Identification of key pedestrian connection improvements** to enhance the pedestrian experience and existing network of trails and paths.
- **Protection of key vegetation corridors and improvements to the street tree network** to provide for a cohesive streetscape character between the town centre, town entrances and the Wannon River environs.

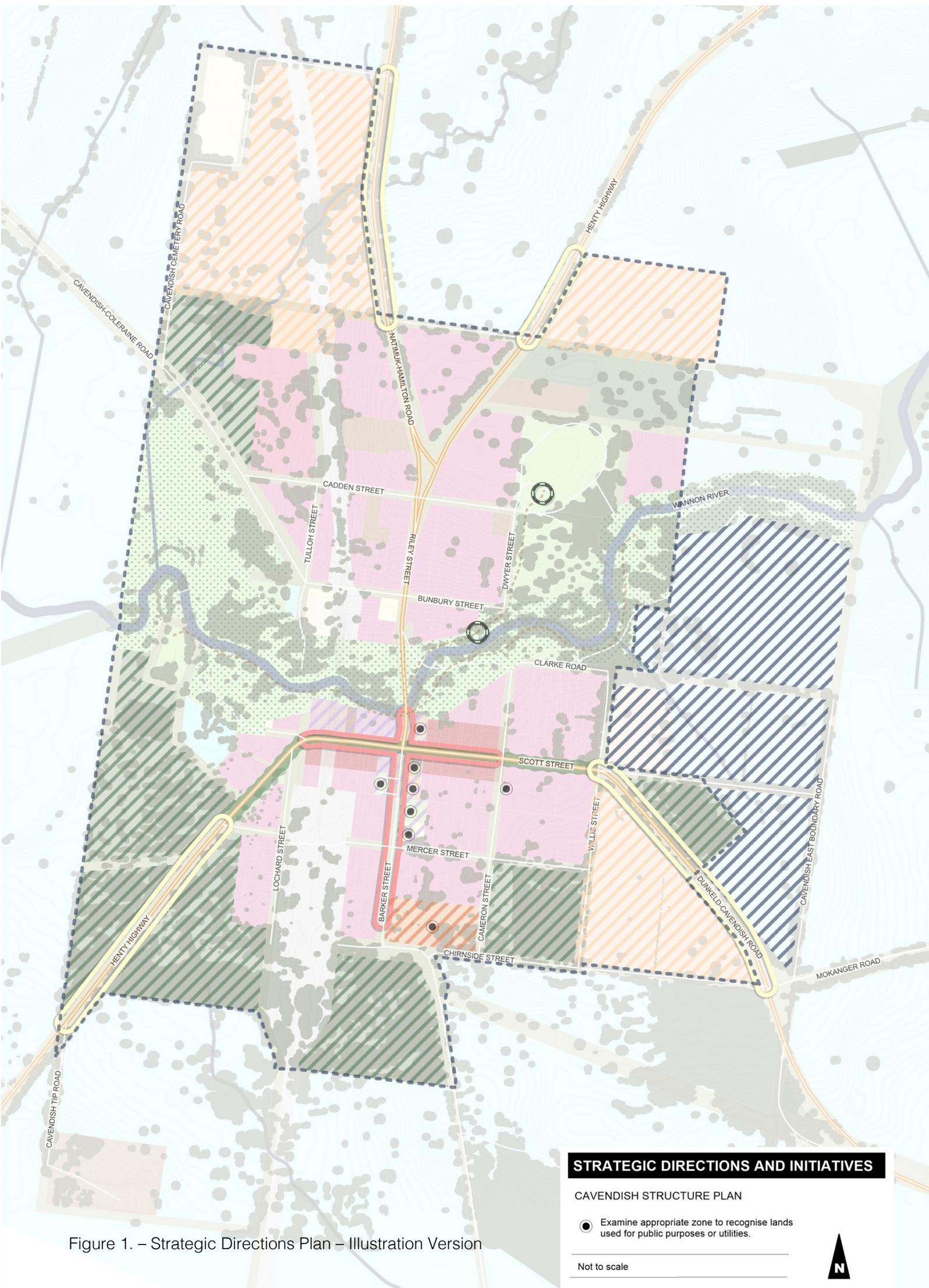
Following the endorsement of the Background Report and Strategic Directions by Council, the recommendations from this Report should be further progressed into the next stage of the Small Towns Strategy work that will be undertaken as part of the community vision framework 2041 process. The image below shows how Council will integrate this work into it’s planning program.



The final stages of the 'structure plan' process will provide a further opportunity for community input on the Strategic Directions and recommendations for the Cavendish Structure Plan.

The following technical assessments are recommended to be undertaken by Council prior to the preparation of the final Structure Plan:

- A bushfire hazard assessment of all areas considered for further rural residential land supply.
- Detailed assessment of infill lot yields, following the findings of the Domestic Wastewater Management Plan.
- Economic modelling on rural residential land use and development infrastructure costs.
- A strategy to be prepared for consultation and engagement for the next stage of the project.



**STRATEGIC DIRECTIONS AND INITIATIVES**

CAVENDISH STRUCTURE PLAN

- Examine appropriate zone to recognise lands used for public purposes or utilities.

Not to scale



Figure 1. – Strategic Directions Plan – Illustration Version

## 2 INTRODUCTION

## 2. INTRODUCTION

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### 2.1 BACKGROUND

Myers Planning Group and SED Advisory have been engaged by Southern Grampians Shire Council to prepare a Background Report as part of the Cavendish Structure Plan process. The purpose of this Report is to provide a strategic analysis of key issues affecting township growth and development and to translate key findings into strategic directions and recommendations to be examined through the next stage of the Cavendish Structure Plan process. This process is led largely by the established vision for the township as set in the Cavendish Community Plan, which reads:

*"I am Cavendish in 2020, a small rural town that values 'pride of place' and a sense of belonging for all generations. I treasure my peaceful, natural environment nestled between Mount Dundas and the Grampians Ranges among the red gums. Set on the banks of the Wannon River, flowing with the lifeblood of my living history and the aspirations of my community. I take responsibility for fostering partnerships in support of my built assets, education and essential services for my potential and future growth."*

Cavendish is a rural township located 20 kilometres (as the crow flies) north of Hamilton and 15 kilometres (as the crow flies) southwest of the Grampians ("Gariwerd"). The township is uniquely located on the confluence of two historic landscapes, being the Grampians Surrounds and the Rolling Tablelands to the west. These landscapes are rich with natural resources, which make them attractive for rural lifestyle, ecotourism and agritourism, extensive agriculture (particularly sheep, cattle, timber production and broadacre farming), as well as rural industries.

The Cavendish Township is positioned on the slopes of the Wannon River environs and has a rich pastoral legacy dating back to the 1840's, where the township emerged to service the "Kenilworth" and "Mokanger" pastoral runs.

The township has built upon this legacy and has leveraged the above assets to position itself as an affordable and attractive lifestyle destination for families, farm workers and local and commuting professionals, and as a tourism 'gateway' to the Grampians Surrounds.

These assets, combined with expected increases in tourism visitation and private and public investment in tourism infrastructure, have been the catalysts for the preparation and development of this document.

The key outcome of the Background Report is to provide guidance to Council on the key issues which will impact on the desired land use vision for the township and options to deliver this vision through the structure planning process.

This report is structured as follows:

- **Introduction**, which provides background information on the project scope and method.
- **Stakeholder Engagement**, which sets out the key findings of stakeholder consultation activities undertaken as part of the project to date.
- **Physical Context**, which includes strategic analysis of issues and implications arising from desktop assessments of land within the Cavendish Township and its immediate surrounds.
- **Policy Context**, which includes strategic analysis of relevant policies and implications arising from state and local plans and strategies which may impact on the township's future growth and development.
- **Strategic Directions**, which includes the draft translation of proposed strategic directions and recommendations to be carried to the next phase of the Cavendish Structure Plan project.

## 2.2 WHAT IS A STRUCTURE PLAN?

A structure plan is a framework to guide the development of an area. Structure plans generally comprise maps or plans of the proposed layout, features, character and linkages within a settlement. The maps or plans in a structure plan do not typically go into such detail as to define individual lot boundaries or the physical form of buildings and structures. Maps or plans are usually supported by text explaining the background to the issues which initiated the structure plan and the approaches to manage those issues.

## 2.3 WHY DO WE NEED A STRUCTURE PLAN FOR CAVENDISH?

A structure plan is required for Cavendish to identify future development and land use patterns, areas of open space, the layout and nature of infrastructure and other key features and constraints which influence how the township will develop.

The preparation of the structure plan should address the following key issues:

- Review and identification of the settlement boundary to ensure future development is planned and rural and environmental values are protected.
- Review of land uses within Cavendish to identify preferred planning zones.

- Review and identification of suitable land uses and interfaces on the urban and rural edge of the township.
- Review and identification of Cavendish's residential land stocks and capacity for additional residential development.
- Review and identification of built form and design requirements to protect and enhance any identified significant landscape values.

## **2.4 PROJECT SCOPE AND STUDY AREA**

The purpose of the Cavendish Structure Plan is to establish a town planning vision and land use framework for the Cavendish Township. This report outlines the key issues, options and directions to achieve this by:

- Reviewing township land stocks, land uses, environmental constraints, policies and strategies and relevant infrastructure and economic opportunities;
- Engaging with stakeholders to test key assumptions and to decipher key issues and directions for planning and economic policy to address;
- Translating the outcomes of consultation, literature reviews, technical assessments and strategic analysis into strategic directions and recommendations to be examined through the next stage of the structure planning process.

The study area is set out overleaf and covers the originally surveyed township grid and logical inclusions such as significant land uses (i.e. nearby industrial, farming and rural residential properties) and significant environmental features (i.e. bushland and river environs).



Figure 2. Cavendish and Surrounds Aerial Imagery, January 2019 (Southern Grampians Shire Council GIS Database)

## **3 STAKEHOLDER ENGAGEMENT**

### 3. STAKEHOLDER ENGAGEMENT

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#### 3.1 STAGE 1 STAKEHOLDER ENGAGEMENT OUTCOMES

The stakeholder engagement outcomes documented in this report relate to engagement activities undertaken during October 2018 (Stage 1) and the findings are listed in **Appendix A – Stakeholder Engagement Report**.

The activities and key outcomes derived from stakeholder engagement conducted as part of the project to date are outlined below.

The purpose of engagement during this stage of the project was to gain an understanding of local issues and the priorities for residents and business owners in Cavendish. The consultation included:

- Interviews with key Southern Grampians Shire Council officers.
- A community listening post session held on 17 October 2018 in Cavendish.
- An online survey completed by 22 community members.

The details of these activities and subsequent findings are contained in Appendix A. The community feedback from these workshops is summarised below:

1. There is a great deal of community ownership over the Cavendish Township, which is reflected in the number and variety of community organisations and clubs and community-run events which are carried out through the year.
2. There is a high degree of importance placed on Cavendish's environmental features, which are a defining characteristic of the town (i.e. the Wannon River environs and scattered River Red Gums).
3. The township's recreation facilities, walking tracks, river environs and accommodation offer as their most important asset to the future of the township.
4. Local employment prospects within the township are viewed as a major limitation for township growth.
5. Population growth is desired by the community to support ongoing investment in education facilities, recreation clubs and facilities and to increase economic growth.
6. The community views that there is a shortage of developable rural residential land within Cavendish and that increasing the rural residential land stocks will help attract and retain population.

7. The community views the existing land holding structure as a limitation on rural residential development, and that a more fragmented holding structure would provide more opportunities for rural residential investment.
8. The community desires to see land in the Farming Zone within the original Cavendish survey grid developed for rural residential development.
9. A safer pedestrian environment is desired for the Scott Street commercial and civic 'spine' area as it is the main commercial strip in the township and a major pedestrian node.
10. Upgrades to the local pedestrian network (i.e. footpaths and trails) are desired to increase the accessibility of the town's major destinations for locals and tourists.

### **Key Implications**

The Cavendish community has communicated a strong desire for population and township growth and views tourism, commercial development, rural residential development, improvements to recreation assets and protection of the towns environmental assets as key to achieving this ambition.

These priorities should be tested through an assessment of the towns physical and policy context and fed into the next phase of the structure planning process.

## 4 PHYSICAL CONTEXT

## 4. PHYSICAL CONTEXT

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This section of the Background Report describes the current land use and development context within the Cavendish Township and details items which will impact on future use and development.

### 4.1 REGIONAL

Cavendish is located on the confluence of two historic landscapes, which comprise some of the Great South Coasts and Western Districts most recognised landscapes. The juxtaposition of the mountain ranges associated with the Grampians Surrounds landscape and pastoral lands associated with the Rolling Tablelands creates a vast variety of landscapes to access from Cavendish's location. As such, much of Cavendish's identity comes from its association with these landscapes and the pastoral runs which created the catalyst for its formation. Cavendish has also evolved a unique identity of its own which is heavily linked with the Wannon River environs, bushland reserves and River Red Gums which are scattered throughout the town.

Cavendish is identified as a Local Centre and the primary commercial and administrative centre for this municipality is Hamilton, which is located approximately 20 kilometres south of Cavendish.

Hamilton is a regionally significant transport gateway for air, heavy vehicle and rail transport between Melbourne and Adelaide and lower-order locations within the Great South Coast and Western District. Three major highways converge within Hamilton (Glenelg Highway, Hamilton Highway and the Henty Highway) comprising east-west links to Melbourne and Adelaide and north-south links to the coast (south) and the Grampians (north).

The Henty Highway runs through the Cavendish township, connecting with Hamilton and routes to the Grampians and key townships scattered within the Grampians Surrounds. Cavendish is also in close proximity to the Great Southern Touring Route, which is a premier tourism route and links the Grampians tourism region to the Great Ocean Road and the proposed Grampians Peaks Trail which will drive significant tourism growth within the Grampians tourism region.

### **Key Implication**

Cavendish's proximity to world-class tourism assets and to major service centres places it in prime position to capture the 'trickle-down' economic impacts from tourism investment and 'passing trade'.

The role of Cavendish as a Local Centre to service the tourism market, its local population and commuting populations to nearby major centres should be reinforced through the structure planning process.

## 4.2 LOCAL

This section of the Report documents the existing conditions within the study area which need to be considered in the preparation of the structure plan.

### 4.2.1 ZONES AND OVERLAYS

A review of zones and overlays has been undertaken at a desktop level. The findings of these reviews are illustrated in **Figure 2** (Zones and Overlays) and the implications arising from these reviews are discussed below.

The Township of Cavendish was originally surveyed with a grid of road reserves and allotments superimposed over natural features and key roads, like many small towns in Victoria. The current pattern of uses has arisen from the disposal of land from the original survey grid into fragmented holdings for residential, commercial, light industry, public conservation, recreation, education, community, utilities and farming uses. The Cavendish Township comprises a relatively simple structure of zones to manage these uses and development within the town. The zones of focus for this report include:

- **Township Zone:** This is the predominant zoning of the town and allows a broad variety of uses, which requires Council to exercise broad discretion around the types of uses it permits while ensuring the amenity of any nearby sensitive uses are not unduly affected.
- **Farming Zone:** This is the predominant zone surrounding the township and rural areas. Some lots within the original survey grid have been included in this zone to recognise their existing use (at the time) for farming purposes. This is the main zone for rural areas aimed at encouraging retention of productive agricultural land and retention of employment and population to support rural communities.
- **Public Park and Recreation Zone:** This zone has been applied to almost all publicly owned bushland and river reserves within and around the township. This zone is intended to recognise areas reserved for public recreation and open space and requires the consent of the public land manager for use and development.
- **Public Conservation and Resource Zone:** This zone has been applied discretely to parts of the Wannon River environs and a water storage area (dam). The zone is intended to recognise areas reserved for their natural environmental, historic, landscape or cultural value and requires the consent of the public land manager for use and development.

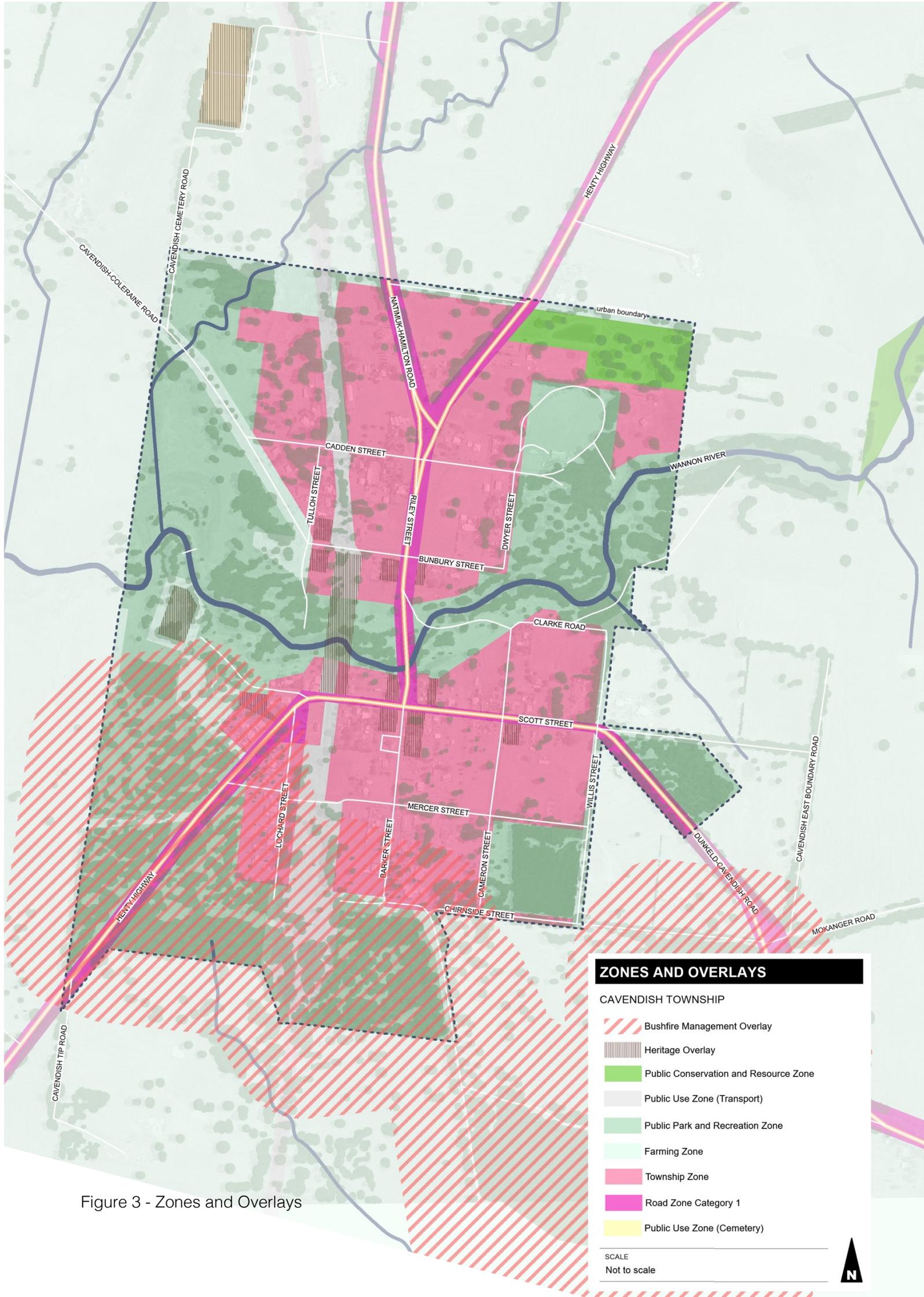


Figure 3 - Zones and Overlays

**ZONES AND OVERLAYS**

CAVENDISH TOWNSHIP

-  Bushfire Management Overlay
-  Heritage Overlay
-  Public Conservation and Resource Zone
-  Public Use Zone (Transport)
-  Public Park and Recreation Zone
-  Farming Zone
-  Township Zone
-  Road Zone Category 1
-  Public Use Zone (Cemetery)

SCALE  
Not to scale



## European Heritage

The following sites are identified within the Southern Grampians Glenelg Planning Scheme (i.e. covered by the Heritage Overlay) as being of local heritage significance:

- HO93 Presbyterian Manse (former), 36-38 Bunbury Street
- HO94 St Luke's Lutheran Church, Bunbury Street
- HO98 St Mark's Anglican Church
- HO103 Lock-Up (former), Old Tannery Road
- HO104 Uniting Church (former Methodist), 45-46 Scott Street
- HO105 Bunyip Hotel, 17-25 Scott Street
- HO106 Railway Bridge (former)
- HO107 Cavendish Cemetery (old), Scott Street extension
- HO108 Cobb and Co Depot and stables (former) 2-6 Scott Street
- HO109 Memorial Hall and Park, 32-40 Barker Street
- HO110 Cavendish General Store and Residence, 24-26 Scott Street

A 'historic core' is evident from the location of the above heritage buildings. This 'historic core' comprises a tight grid of heritage buildings and smaller occupied lots used for dwelling construction between Scott Street (south) and Bunbury Street (north).

## Bushfire

A large area to the south of the settlement is covered by the Bushfire Management Overlay. Further information in relation to bushfire hazards is contained in **Section 4.2.4**.

### 4.2.2 EXISTING BUILT FORM AND LAND USE FRAMEWORK

A review of land use and built form has been undertaken at a desktop level. The findings of these reviews are illustrated in **Figure 3** (Existing Land Use Framework). Implications arising from these reviews are discussed below.

As portrayed in **Figure 2**, the vast bulk of the township is contained within the Township Zone. A wide variety of uses are located within this zone, including a variety of lot sizes for residential and rural residential development, commercial, light industry, education, community and utilities.

A number of use and development clusters have been identified through a review of the existing land use framework and are outlined below.

## **Scott Street Commercial and Civic Centre**

There is a limited array of retail uses within the town and comprise exclusively of the Bridge Café and The Bunyip Hotel. These businesses are located on Scott Street amongst a cluster of former commercial buildings which have included general stores, milk bars and small eateries in the recent past and are located closely to civic buildings and parks on Scott Street and Baker Street. The majority of heritage properties are also located within the Scott Street and Riley-Barker Street area, which comprises the historic core of the original township.

### **Key Implication**

The Cavendish Commercial and Civic Centre is the central hub of business activity and the focal point for community gatherings and passive interactions between visitors and the community. Consideration should be given to recognising the role of this area as the 'activity centre' of the township as part of any future land use or built form framework for the town.

## **Barker Street Education Strip**

Extending down Barker Street is the Cavendish Kindergarten, and continuing onto Chirside Street is the Cavendish Primary School which service the township and the surrounding rural area. The Cavendish Kindergarten is located within Cavendish's Commercial and Civic Centre, while the Cavendish Primary School is located between the Cavendish Bushland Reserve (south) and land for residential and grazing (north, east and west). This area is the most highly connected part of the township, with an all-weather shared pedestrian and bike path extending from Scott Street down to the Cavendish Primary School.

### **Key Implication**

The Cavendish Primary School is a government run education facility. Further consultation should be undertaken to ascertain the future land use vision of the school and whether rezoning the Primary School would be of benefit (i.e. to reflect the role of the public land manager and to streamline the planning process for developing the land for educational purposes).

## **Cavendish Light Industrial Uses**

A number of light industrial uses have located within 'Cavendish North', which comprise larger lot patterns more attractive to uses which require buffering to nearby sensitive uses. These uses include the Southern Grampians Shire Council and Department of Environment, Land, Water and Planning depots on Cadden Street, two contractor's depots on the Henty Highway.

It is also worthy to note that the Cavendish Tip/Transfer Station is located southwest of the township on Cavendish Tip Road.

## **Bushland, River and Recreation Reserves**

A substantial portion of the 'Cavendish grid' comprises public land used for conservation of areas of natural, scenic and recreational value. These areas include the Wannon River riparian environs which dissects the town at it's centre, the Wannon River floodplains which cushion the township to the east and west and the Cavendish Bushland Reserves along the southern and north western interfaces of the township. These areas provide iconic gateways to the township and contain substantial habitat for local fauna and flora. The settlement is also affected by the Bushfire Management Overlay and covers a buffered area around the bushland reserves on the southern approach to the township.

The Cavendish Recreation Reserve (northwest) also contains valued recreation and civic assets (i.e. tennis courts, oval and club rooms) and the location of the town's only accommodation offering. Other open space assets and recreation infrastructures are described in Section 4.2.6.

### **Key Implication**

A number of conservation reserves have been included in the Public Park and Recreation Zone and do not accurately reflect the crown reserve grant and land use role of these reserves. Consideration should be given to rezoning these public reserves to accurately reflect their status as conservation areas, as distinct from parks and recreational uses.

## **Residential Development**

It is worth noting that the Township Zone is the main zone used to provide for residential lot construction in Cavendish. This zone does not specify a minimum lot size for subdivision and is able to facilitate a range of housing types based on the available infrastructure services. In this scenario, the typology of Cavendish's residential development is highly dependent on land capability and waste water disposal as the town is unsewered. This means that the capacity of

lots to facilitate dwelling construction is highly dependent on slope, land capability and the size of lots to incorporate waste water and building envelopes.

The 'historic core' of the town comprises a dense arrangement of dwellings and commercial buildings on smaller lots (i.e. under 4,000 square metres) with some separation between dwellings creating intermittent views to the Wannon River environs to the north and to vacant blocks to the south. These smaller lots have created narrower frontages for dwelling and commercial development, which in turn has created a distinct rhythm of development within this 'historic core'.

Over time, the practice of constructing dwellings on small lots (i.e. under 4,000 square metres) has been removed, which is evident in the number of small dwelling lots and holdings within the 'historic core' of the township and the number of larger lots and holdings for more recent dwelling construction in the township.

This means that recent housing development in Cavendish has been more akin to 'rural residential' development in its form and structure. This is also the expected future form of development within the township due to infrastructure constraints (discussed further in **Section 4.2.4**)

### Key Implication

Consider recognising the 'historic core' of the Cavendish Township and the contribution that this precinct makes to the streetscape character of the township through any future built form framework.

### Uses in the Farming Zone and Rural/Urban interface.

There are a number of small lot Farming Zone properties on the northern and southeastern approaches to the Cavendish urban boundary. These include:

- a cluster of five fragmented vacant lots (between 2.5 hectares and 4.2 hectares) located between the Cavendish Cemetery and Cavendish's urban boundary along Natimuk-Hamilton Road and Cavendish Cemetery Road.
- two fragmented lots (0.7 hectares and 6.2 hectares) which are used for rural residential purposes and adjoin the urban boundary on the northern approach to Cavendish on the Henty Hwy.

- two fragmented lots (5.3 hectares and 3.2 hectares) which were recently permitted to be used for a dwelling and adjoin the urban boundary on the southern approach to Cavendish on Dunkeld-Cavendish Road.

As is common in most small rural townships, small lot fragmentation has occurred on parts of the rural edge of the township as lots have become disassociated with farming uses either through legitimate farm planning (i.e. dwelling excision) or as a result of legacy planning decisions where this was encouraged to support population retention and employment in rural communities. There are relatively few examples of this, with only five (5) small lot Farming Zone parcels located on the urban/rural edge developed with a dwelling.

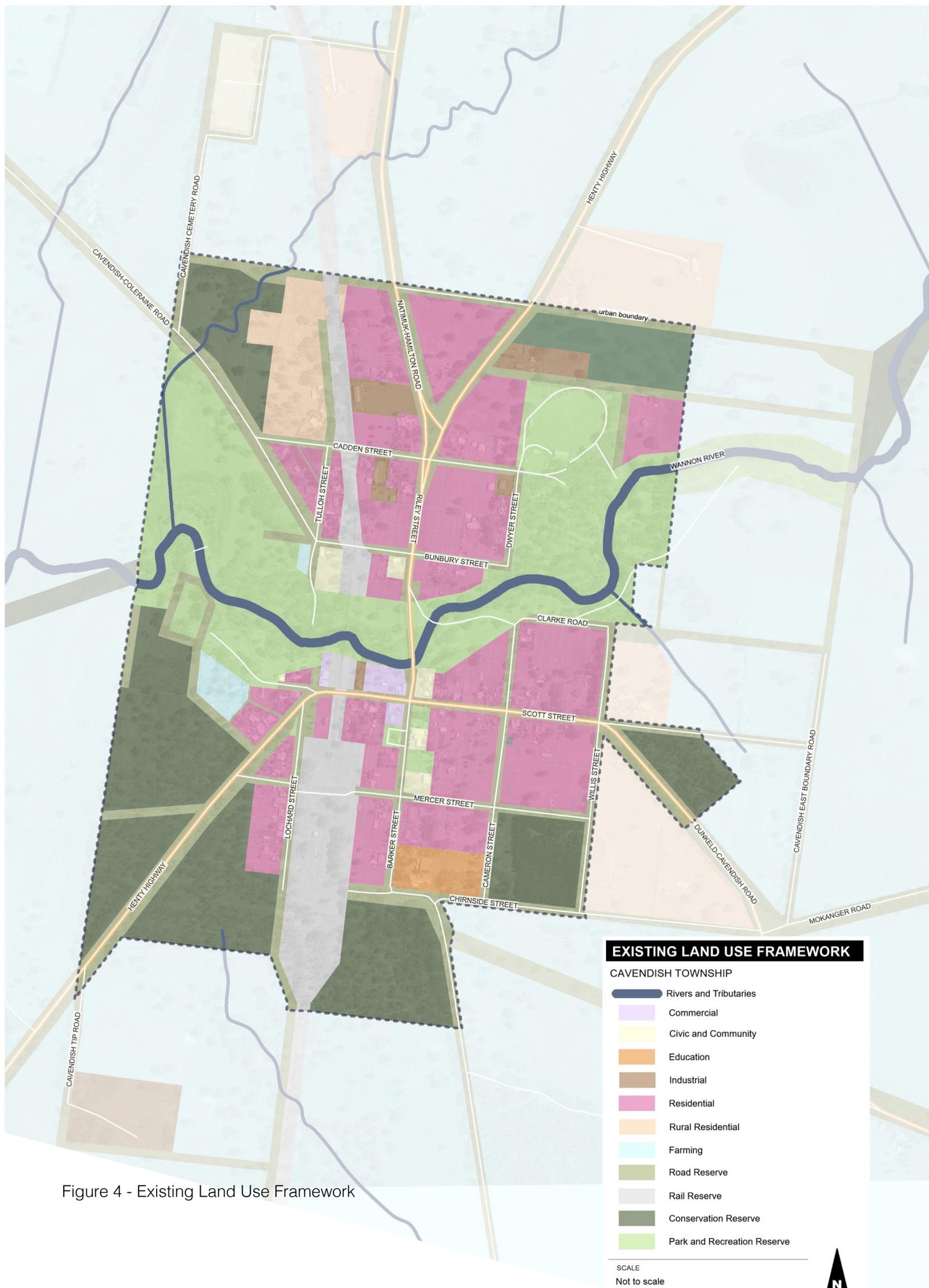
Land within the Farming Zone surrounding the township is used predominantly for sheep grazing and is mostly held in large holdings between 18 hectares and 127 hectares. The only exceptions are the three areas previously mentioned.

Land suitability between Cavendish and Hamilton is considered among some of the most versatile in the Shire, with 'high capability' areas identified within Cavendish's immediate surrounds for almost all horticultural crops (Land Capability Assessment of Glenelg Hopkins Catchment, 2017).

### **Key Implications**

Consider reinforcing the role that unfragmented rural/urban interfaces play in managing land use conflicts between the rural/urban edge through any future land use framework.

Consider restricting additional rural residential development beyond the urban boundary and ensure any proposed rural residential development does not fetter agricultural production as part of any future land use framework.



**EXISTING LAND USE FRAMEWORK**

- CAVENDISH TOWNSHIP**
- Rivers and Tributaries
  - Commercial
  - Civic and Community
  - Education
  - Industrial
  - Residential
  - Rural Residential
  - Farming
  - Road Reserve
  - Rail Reserve
  - Conservation Reserve
  - Park and Recreation Reserve

SCALE  
Not to scale



Figure 4 - Existing Land Use Framework

### 4.2.3 RESIDENTIAL LAND HOLDINGS, SUPPLY AND DEMAND

A review of holdings and dwelling construction activity has been undertaken at a desktop level. The findings of these reviews are illustrated in **Figure 4** (Land Holdings and Occupancy). Implications arising from these reviews are discussed below.

#### Residential Holdings and Lot Size

There are 84 land holdings within Cavendish which have been assessed for their residential capacity. Approximately 78% of the town's available residential holdings (i.e. Township Zone land available for residential purposes) is developed with approximately 22% of holdings able to access undeveloped or partially undeveloped residential land. These holdings comprise approximately 15.8 hectares supply of residential land within the Cavendish Township, with the balance of other residential holdings comprising approximately 32.5 hectares of land already developed for housing.

The tables below outline the above holding patterns.

Table 1. Cavendish Township Zone Residential/Rural Residential Holdings				
Zone	Occupied Holdings	Partially Occupied & Vacant Holdings	Vacant Holdings	Total Holdings
Township Zone	64	5	15	84

Table 2. Cavendish Township Zone Residential/Rural Residential Holdings (hectares)			
Zone	Occupied Holdings	Vacant and Partially Vacant Holdings	Total Holdings
Township Zone	32.5	15.8	46

\*data compiled from Southern Grampians Shire Council GIS Database

There is a small quantum of undeveloped land (15.8 hectares) in Cavendish for residential development held between twenty land holdings. These holdings are located predominantly on the northern approaches (i.e. Henty Highway and Natimuk-Hamilton Road) and eastern approaches (i.e. Scott Street and Cameron Street) to Cavendish and between Clarke Street and the south of the Wannon River environs.

There is mix of available lot sizes between 0.1 hectares and 2.8 hectares within these holdings, which vary in their suitability for housing due to lot size requirements for unsewered lots to cater for on-site waste water disposal. A specific assessment for Cavendish is currently underway to determine priorities for on-site waste water disposal. For the purposes of this review, significantly constrained lots identified within this assessment have been excluded (see **Section 4.2.4** for

further details on development constraints). Six (6) holdings fall within this category and are excluded from the table below.

Table 3. Holdings Size Distribution (Township Zone Residential Lots)		
Hectares	No. of holdings	Total Area (hectares)
0.4 - 0.9	9	5
1 - 1.9	2	2.8
2 - 3	3	6.8
<b>Total</b>	<b>14</b>	<b>14.6</b>

\*data compiled from Southern Grampians Shire Council GIS Database

Based on the above, there is approximately 14.6 hectares of land available for residential development within the current structure of holdings in the Cavendish Township.

### **Residential lot construction, land supply and demand**

A review of data from the Urban Development Program (2012) and Council's Building Approvals GIS Database has been completed in support of a desktop lot construction and land supply analysis to determine existing housing capacity and future housing demand. A comprehensive lot yield analysis has not been undertaken as part of this desktop assessment.

The following observations are drawn from the abovementioned datasets and the tables overleaf which configure lot construction and land supply figures for Cavendish:

- Approximately 18 dwellings have been constructed between 2008-09 and 2018-19, which equates to two (2) dwellings per annum.
- Using the past rate of demand for development within the Township Zone, it is projected that a total of 30 rural residential lots are required to provide fifteen years of supply for the Cavendish Township.
- It is estimated that Cavendish currently has 14.6 hectares of vacant Township Zone land to cater for this demand.
- Based on potential lot yields between 4,000 square metres and one (1) hectare, there is potential capacity for at least 14 residential lots (seven years supply) and potential capacity for up to 36 residential lot (18 years supply).

A review of physical infrastructure and constraints has also been undertaken in the following **Section 4.2.4** to further scrutinise the capacity of residential/rural residential land stocks to cater for future dwelling growth.

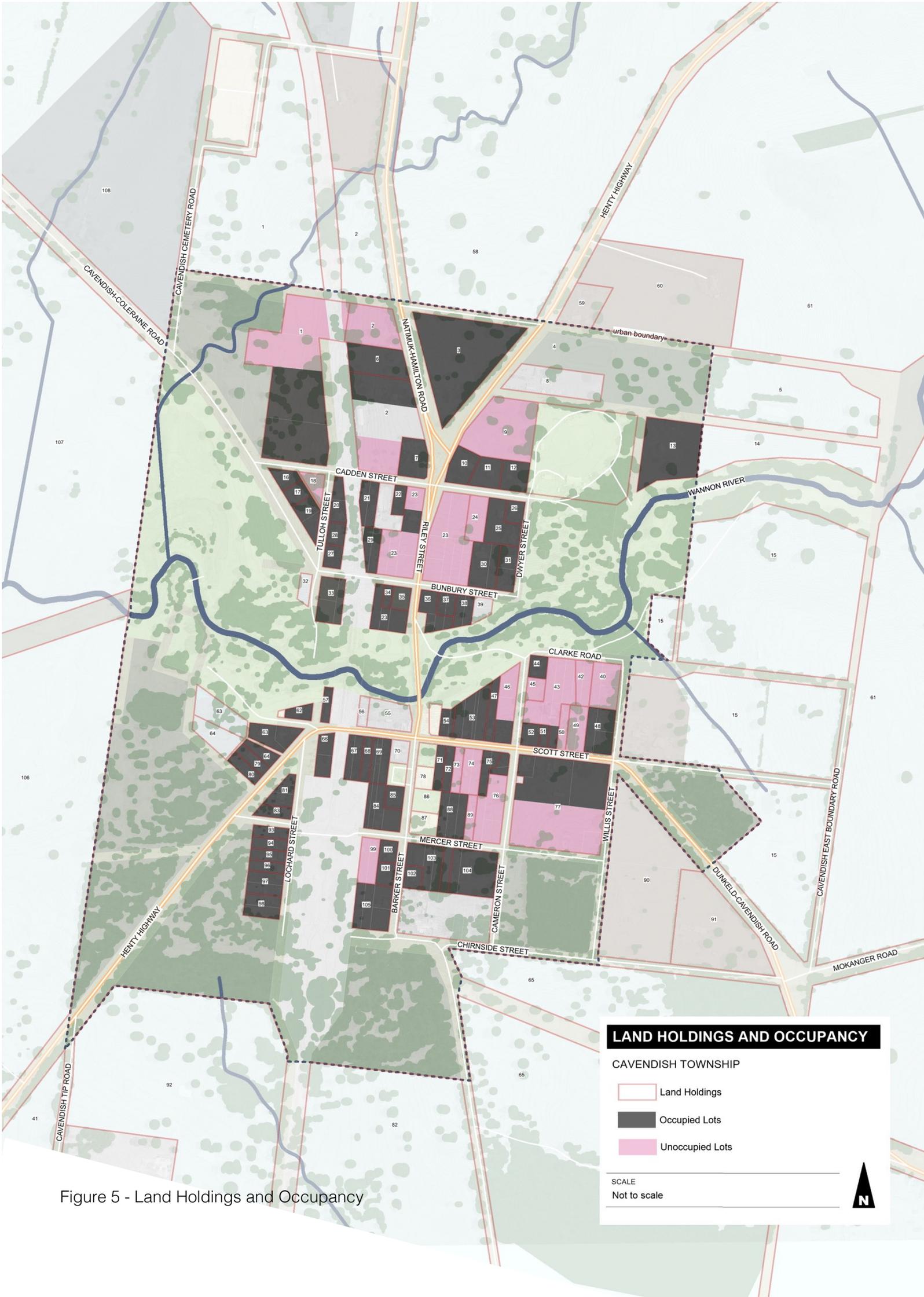
Table 3. Dwelling Approvals 2008-2019 (financial year)		
Year	Approvals	Growth + / -
2008-09	3	-
2009-10	6	+3
2010-11	1	- 5
2011-12	1	-
2012-13	2	+ 1
2013-14	1	- 1
2014-15	1	-
2017-18	1	-
2018-19	2	+ 1
Total	18	

\*data compiled from Spatial Economics Pty Ltd and (former) Department of Planning and Community Development and Southern Grampians Shire Council GIS Database

### Key Implications

The Cavendish Structure Plan should seek to ensure a sufficient supply of rural residential land is provided where there is demonstrated projected demand, and to recognise realistic development scenario's and requirements (i.e. waste water) for rural residential development as part of any proposed future land use framework.

Additional residential land should only be considered if the results of waste water investigations reveal land is unsuitable for dwelling construction and subject to a comprehensive lot yield analysis and assessment of servicing constraints for available infill residential development.



**LAND HOLDINGS AND OCCUPANCY**

CAVENDISH TOWNSHIP

- Land Holdings
- Occupied Lots
- Unoccupied Lots

SCALE  
Not to scale



Figure 5 - Land Holdings and Occupancy

#### 4.2.4 DEVELOPMENT INFRASTRUCTURE AND CONSTRAINTS

A review of development infrastructure services and physical development constraints has been undertaken at a desktop level based on available information. The findings of this review are illustrated in **Figure 5** (Development Infrastructure Constraints) and the implications arising from these reviews are discussed below.

##### **Wastewater**

A specific assessment for Cavendish is currently underway to determine priorities for wastewater treatment in Cavendish, including priorities for properties discharging grey water off-site. For the purposes of this assessment, highly constrained lots (i.e. lots under 0.4 hectares) identified within the draft Domestic Wastewater Management Plan (DWMP) have been included as a development constraint.

##### **Key Implication**

Waste water is a key constraint which will determine lot yields for infill and broadacre residential development. It is recommended that the findings of the Final Domestic Wastewater Management Plan be further considered as part of any future land use framework for the Cavendish Township. The results of the DWMP should inform recommendations pertaining to any potential increase in supply of residential land.

##### **Roads**

Cavendish is well connected to key tourism routes to the Grampians Surrounds and the Great South Coast including the Great Southern Touring Route. There are three main northern approaches to the Township via the Henty Highway, Natimuk-Hamilton Road and Cavendish-Coleraine Road and two southern approaches to the Township via the Henty Highway and Dunkeld-Cavendish Road. The local road network also includes sealed sections (i.e. Cadden Street, Tulloh Street, Bunbury Street, Dwyer Street, Scott Street, Riley Street, Barker Street and Lochard Street), unsealed sections (i.e. Mercer Street, Chirnside Street, Clarke Road) and unmade road reserves. A number of streets comprise either partially or completed unmade roads, including:

- Mercer Street;
- Cameron Street;
- Willis Street;

- Clarke Street; and
- Unnamed road reserve north of the Cavendish Sports and Camping Reserve.

These partially or fully unmade roads are located alongside predominantly vacant/unoccupied parcels and land holdings, which indicates that there could be additional infrastructure costs to facilitate subdivision or additional dwelling development on these lands. Due to the requirements for wastewater, it is unlikely that significant lot yields could be achieved on these lands which may limit the ability for developers to offset costs of infrastructure and ultimately the delivery of lots to the market.

### Key Implication

Ensure that any yield analysis of potential infill residential land takes into account the likely costs of infrastructure and the ability for developers to deliver these lots to the market. Consideration of any future additional residential land supply should be contained to areas where there are existing infrastructure for residential development.

### Water

The vast majority of the town has access to reticulated water. However, reticulated sewer services have not yet been extended to key development parcels along the Henty Highway to the northern edge of the township or along Cameron Street.

The absence of reticulated water services in these areas indicates there could be additional infrastructure costs to facilitate subdivision or additional dwelling development. Due to the requirements for wastewater, it is unlikely that significant lot yields could be achieved on these lands which may limit the ability for developers to offset costs of infrastructure and ultimately the delivery of lots to the market.

An untreated unpressurised water supply is also available for non-residential uses along Cavendish East Boundary Road. This is a strategic commercial asset which could be leveraged for niche farming activities (by arrangement with Wannon Water) which require intensive or unseasonal water-consumption. This asset is a rare commodity for farming enterprises (or industrial uses requiring large water supplies) and should be considered as a key asset for potential intensive or horticultural farming uses to the east of the township. Consultation with Wannon Water has been undertaken by the Southern Grampians Shire Council, which has identified there is sufficient water storage to allocate up to 700 mega litres per annum for agricultural allocations across the Shire.

### **Key Implication**

Land on the eastern side of the township in close proximity to Wannon Waters untreated /unpressurised water assets should be considered for future agricultural intensification due to its proximity to key water assets and high capability agricultural land. The potential economic role of these lands should be recognised through any future land use framework.

### **Power**

The vast majority of the town has access to low-voltage power cable. Power cable infrastructure has not yet been extended to key development parcels along Cameron Street.

The absence of reticulated water services in these areas indicates there could be additional infrastructure costs to facilitate subdivision or additional dwelling development on these lands. Due to the requirements for wastewater, it is unlikely that significant lot yields could be achieved on these lands which may limit the ability for developers to offset costs of infrastructure and ultimately the delivery of lots to the market.

### **Key Implication**

Ensure that any yield analysis of potential infill residential land takes into account the likely costs of infrastructure and the ability for developers to deliver these lots to the market. Consideration of any future additional residential land supply should be contained to areas where there are existing services for residential development (i.e. available power supply).

### **Telecommunications**

The vast majority of the town has access to telecommunications cable and there is a telecommunications tower located along Cameron Street. Power cable infrastructure has not yet been extended to key development parcels along Cameron Street.

The absence of telecommunications services in these areas indicates there could be additional infrastructure costs to facilitate subdivision or additional dwelling development on these lands. Due to the requirements for wastewater, it is unlikely that significant lot yields could be achieved on these lands which may limit the ability for developers to offset costs of infrastructure and ultimately the delivery of lots to the market.

### **Key Implications**

Ensure that any yield analysis of potential infill residential land takes into account the likely costs of infrastructure and the ability for developers to deliver these lots to the market. Consideration of any future additional residential land supply should be contained to areas where there are existing services for residential development (i.e. available telecommunication cable).

Land containing a telecommunications tower should be rezoned to Public Use Zone (utility) to recognise it's function as a utility and to streamline the planning process for normal improvements to the tower and base infrastructure.



**DEVELOPMENT INFRASTRUCTURE & CONSTRAINTS**

CAVENDISH TOWNSHIP

- Landfill Buffer (500 metres)
- Limited Road Infrastructure
- Occupied Residential Lots
- Constrained by Wastewater
- Reticulated Water
- Unpressurised Water (non-residential use)

SCALE

Not to scale



Figure 6 - Development Infrastructure and Constraints

#### 4.2.5 ENVIRONMENTAL VALUES AND CONSTRAINTS

A review of environmental and landscape values has been undertaken at a desktop level. The findings of this review are illustrated in **Figure 6** (Environmental Values and Constraints) and the implications arising from these reviews are discussed below.

##### **Native flora and fauna**

The Cavendish Township contains a mix of scattered and densely vegetated areas within bushland reserves, river reserves, road reserves and private property.

The following Ecological Vegetation Classes are present within Cavendish:

- Damp Sands Herb-Rich Woodland
- Plains Grassy Woodland
- Damp Sands Herb-rich Woodland/Plains Grassy Woodland Mosaic
- Creekline Grassy Woodland
- Aquatic Herbland

A number of protected fauna and flora species have been recorded within Cavendish and its surrounds. Data derived from the Victorian Biodiversity Atlas shows the following native species records:

- *Juncus spp.* Rush (2011, 2009) – Wannon River environs
- *Limnodynastes peronii* Striped Marsh Frog (2008) – Wannon River environs
- *Nannoperca australis* Southern Pygmy Perch (1979) – Northwest of Cavendish
- *Trichosurus vulpecula* Common Brushtail Possum (2008) – Cavendish East Boundary Road and creekline north of Cavendish
- *Chamaescilla corymbose* var. *corymbose* Blue Stars (1998) – South of Cavendish
- *Poe sieberiana* Grey Tussock-grass (2001) – Cavendish Bushland Reserve
- *Bromus diandrus* Great Brome (2011) – Cavendish Bushland Reserve
- *Rytidosperma geniculatum* Kneed Wallaby-grass – Wannon River environs
- *Galaxias oliros* Obscure Galaxias (2009) – creekline north of Cavendish
- *Acaena echinate* Sheep's Burr (1992) – Cavendish Cemetery Reserve

Stands of *Banksia marginata* (Silver Banskia) have also been identified by Council Officers along the Henty Highway. Cavendish is also well known for its remnant River Red Gums which are scattered throughout the town. There is stark contrast between the 'main street' environs, which contains little street tree vegetation, and the remainder of the township.

Previous plans (i.e. Cavendish Urban Design Framework) have recommended that the ‘village’ centre of town (i.e. Scott Street) be subject to a beautification project to incorporate a mix of deciduous exotic and River Red Gums to provide for a better transition between the ‘village’ centre and other parts of the township.

### **Key Implications**

Consider recognition and protection of the biodiversity value of the Wannon River environs through any future land use or built form framework whilst ensuring no impediment to routine conservation and recreation activities.

Carry forward recommendations from the Cavendish Urban Design Framework which relate to plantings along Scott Street to improve the pedestrian experience and transition between the ‘historic core’ and Wannon River environs as part of any future open space, access and movement framework.

### **Topography**

Cavendish is located on the upper slopes of the Wannon River which descend from the north toward the river environs and from the south toward the river environs.

### **Bushfire**

Grassland and scattered tree vegetation is present throughout the settlement representing a potential risk of fire for all lots. The more significant risks of bushfire are the potential for fast moving fire to enter the settlement and for fire in the bushland reserves to the south of the Township to effect adjacent areas. The reserves comprise patches of dense woodland vegetation, scattered trees and grassy woodland under relatively flat land ranging between approximately two and five degree slopes. These reserves can support high heat and ember production during fires and are in close proximity to sensitive uses (i.e. residential lots in the Township Zone and Cavendish Primary School). Small residential lots in the township also interface with grassland bushfire hazards supporting fast moving wind driven fires on the east, west and northern interfaces and throughout the township. As a result, the fire risk for the settlement is considered ‘high’ with a ‘moderate’ rating for consequences according to the risk schema for human settlements contained within the Southern Grampians Municipal Emergency Management Plan and the Victorian Fire Risk Register (VFRR).

### **Key Implication**

A township bushfire assessment should be undertaken to inform any future rezoning to facilitate additional supply of residential land. Any future land use or built form framework should recognise the risk of bushfire to the settlement, especially from the south of the township.

### **Flooding and Drainage**

There are a number of recent flood events recorded along the Wannon River, for which no flood mapping data is available to assess. These events occurred in August 2004, December 2010, January 2011 and September 2016.

Consultation with the Glenelg Hopkins Catchment Management Authority has revealed there is no available information on 'order of magnitude' estimates for these events. It is evident from aerial photography taken during these events that there is significant flood storage capacity within the floodplains to the east and west of the township along the Wannon River. Low-lying land to a depth of one metre has been mapped for illustration purposes and should not be used to inform flood-planning recommendations.

More frequent flooding events as a result of climate change may accelerate the rate of these events with impacts limited to the natural environment and recreational infrastructure contained within the Wannon River environs.

### **Key Implications**

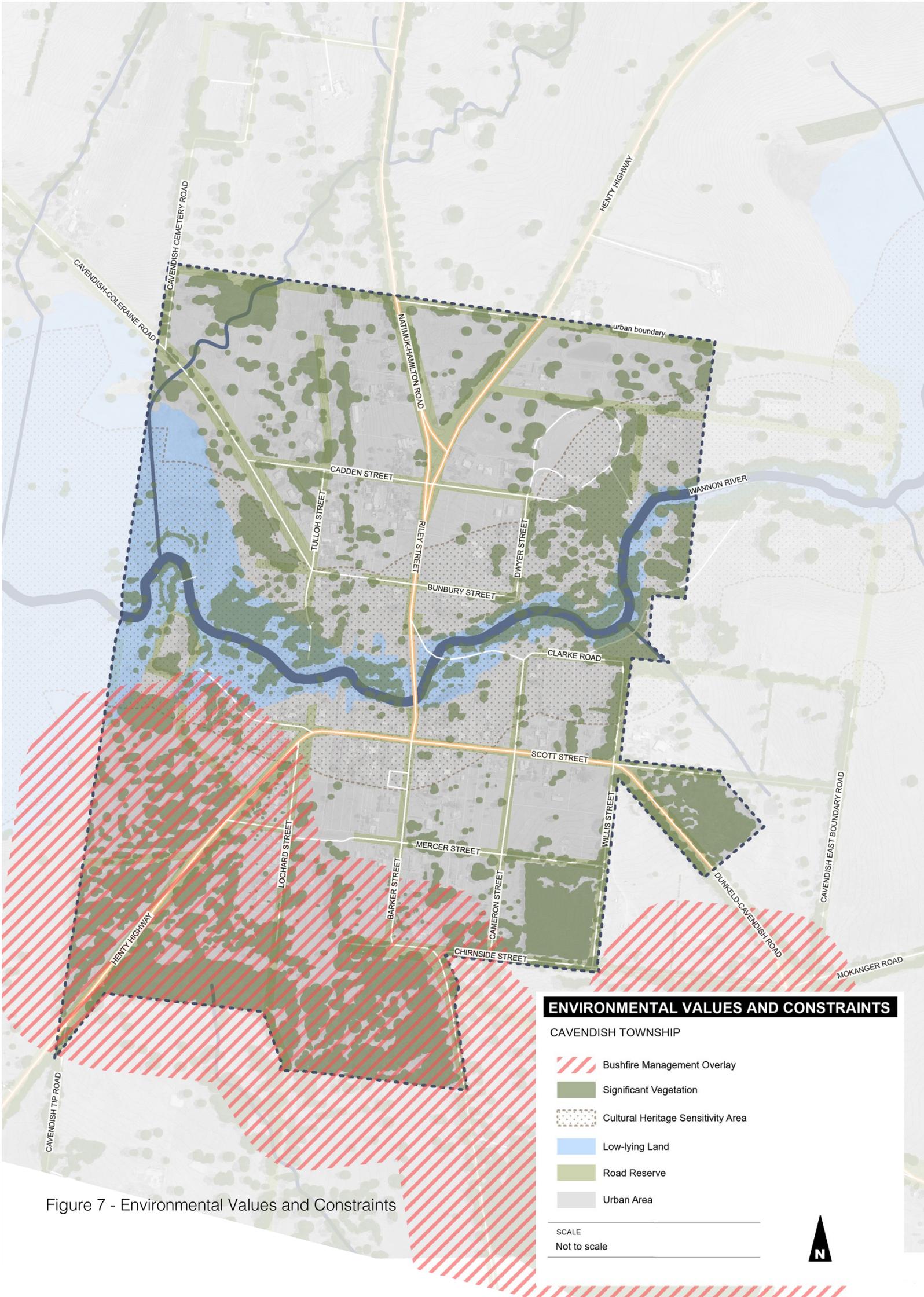
Advocate for flooding assessments to be completed for the Wannon River environs and for order of magnitude assessments to be completed for recent flood events for the Wannon River.

Consider recognition and protection of the biodiversity value of the Wannon River environs through any future land use or built form framework whilst ensuring no impediment to routine conservation and recreation activities.

The Township relies on the Wannon River to contain overland flows and stormwater from the townships stormwater system. Suitable data is not available to undertake a desktop assessment of stormwater infrastructure to determine the impact of this arrangement and performance of the existing system. It is noted that there may be impacts on river health arising from poorly performing waste water disposal systems which may be disposing of grey water into open swales without adequate treatment prior to entering the river system. A Domestic Wastewater Management Plan is currently being prepared to determine priorities for waste water disposal within the township.

## **Cultural Heritage**

The Wannon River is a registered waterway and is covered by cultural heritage sensitivity mapping which also affects the surrounding river environs. A number of individual sites have also been mapped along or in close proximity to the Wannon River environs. Aboriginal Heritage Regulations (2018) require that the use and development of land within these areas for any high impact activities which cause significant ground disturbance require the preparation of cultural heritage management plans to demonstrate how these activities may impact on aboriginal heritage.



**ENVIRONMENTAL VALUES AND CONSTRAINTS**

CAVENDISH TOWNSHIP

-  Bushfire Management Overlay
-  Significant Vegetation
-  Cultural Heritage Sensitivity Area
-  Low-lying Land
-  Road Reserve
-  Urban Area

SCALE

Not to scale



Figure 7 - Environmental Values and Constraints

#### 4.2.6 OPEN SPACE, ACCESS AND MOVEMENT

A review of open spaces, transport and community infrastructure has been undertaken at a desktop level. The findings of this review are illustrated in **Figure 7** (Access and Movement) and the implications arising from these reviews are discussed below.

##### **Community Infrastructure and Assets**

Cavendish is a key rural community hub within the Shire and contains a number of community infrastructure assets including:

- Cavendish Pre-School/Play Centre
- Cavendish Primary School
- Football, netball and tennis facilities
- Cavendish and District Tennis Association
- Anglican Church
- Uniting Church
- Lutheran Church
- Cavendish CFA Brigade

Cavendish is also home to a number of clubs and community groups and community programs, comprising:

- Cavendish Football and Netball Club
- Cavendish and District Tennis Association
- Cavendish Cemetery Trust
- Cavendish Kindergarten Committee
- Cavendish Playgroup
- Craft Group
- Exercise Group
- Victorian Farmers Federation Chapter
- Lions Club
- Cavendish Townscape Association
- Mobile Library

##### **Open Space Assets**

Cavendish has a number of 'passive' open space assets (i.e. bushland and river reserves) as well as well-utilised recreation assets and trails. In total, these assets comprise approximately 30 hectares of land.

The Cavendish Township is the beneficiary of a great deal of community investment in these assets and include:

- Cavendish Town Square Memorial Park
- Wilton Park
- Ron Lewis Park
- Cavendish Recreation and Camping Reserve
- Settlers Walk Trail

The Cavendish Town Square and nearby public amenities are contained in the Township Zone and are not recognised in the Southern Grampians Planning Scheme for their role within the network of open spaces in Cavendish.

### **Key Implications**

The existing network of open spaces and recreation facilities should be recognised as part of any future land use framework for the township.

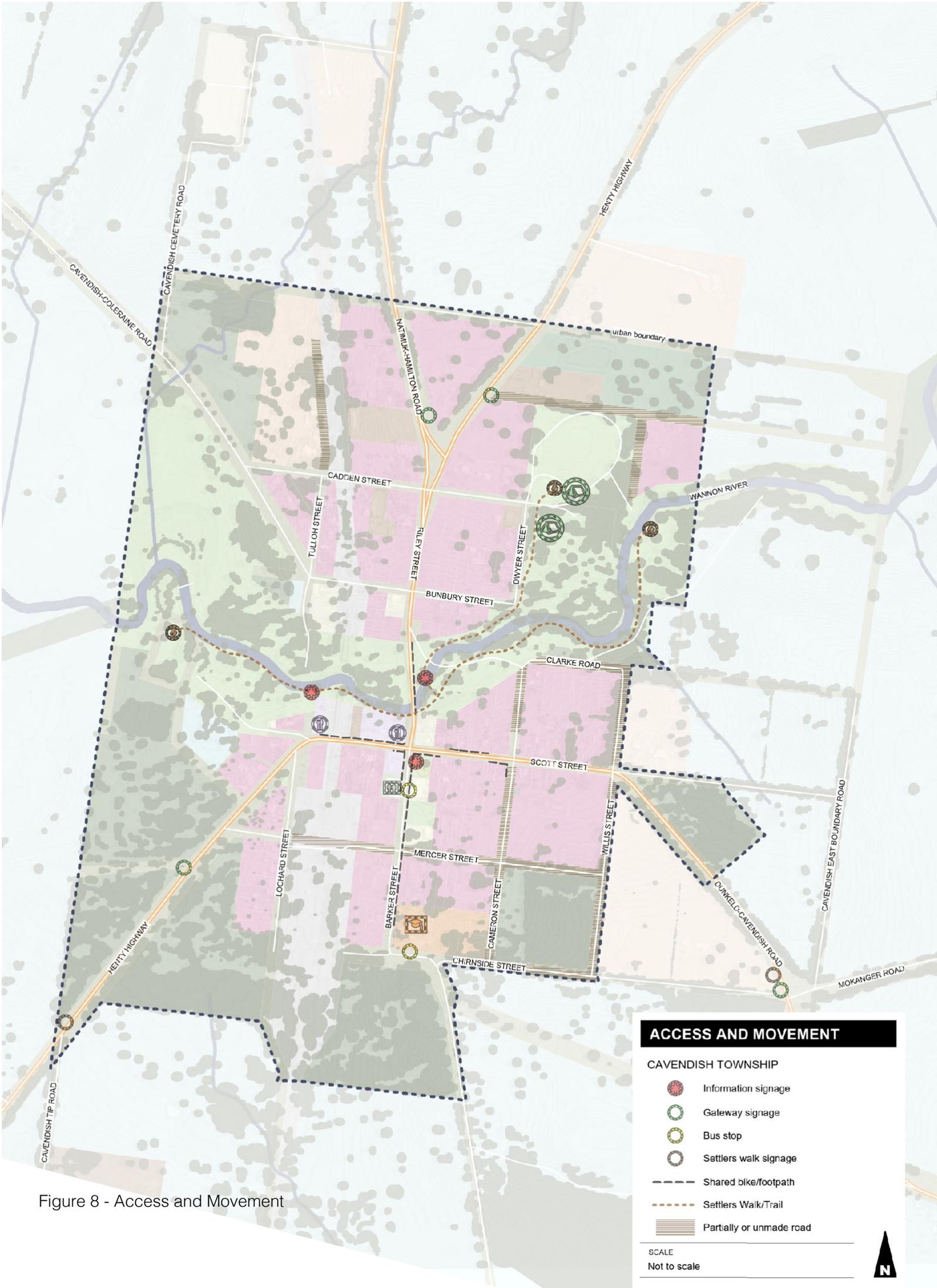
Consideration should also be given to rezoning the Cavendish Town Square, public amenities facilities to recognise their role within the network of open spaces in Cavendish and to streamline the planning process for improvements to these lands.

### **Pedestrian Access and Movement**

Cavendish's premier recreation asset is the Settlers Walk trail, which meanders along the length of the Wannon River contained within the township. Significant community effort has been invested into upgrading parts of the Settlers Walk and to wayfinding and interpretative signage. However, parts of the walk do not connect with other key recreation assets. Previous plans (i.e. Cavendish Urban Design Framework) have recommended that these parts of Settlers Walk be upgraded to connect key recreation assets with the historic core of the township (i.e. Scott Street). Cavendish's proximity to highways and arterial roads provides good access to cycling routes.

### **Key Implication**

Carry forward recommendations from the Cavendish Urban Design Framework which relate to improvements to pedestrian connectivity between the Wannon River, Settlers Walk, Cavendish' historic core and the Cavendish Recreation Reserve as part of any future open space, access and movement framework and ensure all future upgrades are compatible with flood risks.



**ACCESS AND MOVEMENT**

**CAVENDISH TOWNSHIP**

-  Information signage
-  Gateway signage
-  Bus stop
-  Settlers walk signage
-  Shared bike/footpath
-  Settlers Walk/Trail
-  Partially or unmade road

SCALE  
Not to scale



Figure 8 - Access and Movement

## **5 POLICY CONTEXT**

## 5. POLICY CONTEXT

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This section of the Background Report describes the policy context set out in State, Regional and Local plans, which are relevant to current and future land use and development. Policies and strategies already referenced within the Physical Conditions section of the report have been excluded from this section.

### 5.1 STATE CONTEXT

#### **Planning Policy Framework**

The Planning Policy Framework (PPF) seeks to ensure the objectives of planning in Victoria (as set out in Section 4 of the Planning and Environment Act 1987) are fostered through appropriate land use and development policies and practices. The PPF informs the preparation and implementation of local planning policy objectives and the introduction of zone and overlay controls, and seeks to integrate relevant environmental, social and economic factors in the interest of net community benefit and sustainable development. Those clauses most relevant to the preparation of the Cavendish Structure Plan include:

- Clause 11 Settlement
- Clause 12 Environmental and Landscape Values
- Clause 13 Environmental Risks and Amenity
- Clause 14 Natural Resource Management
- Clause 15 Built Environment and Heritage
- Clause 16 Housing
- Clause 17 Economic Development
- Clause 19 Infrastructure

#### **Practice Note 37 Rural Residential Development**

Practice Note 37 provides a framework for determining whether rural residential development should be supported in a locality. The Practice note identifies a number of factors which should be considered in the development of a strategic justification for rural residential development. These include appropriate analysis of an area's environmental features, landscape values, infrastructure availability, housing demand, agricultural productivity, environmental risks, compatibility with other uses and the integration of existing urban and rural areas. Practice Note 37 also provides a framework for agencies to be consulted as part of the process for determining need and the location of potential rural residential development.

Any future recommendations which add additional rural residential supply to the Cavendish locality should address the items and directions referenced within the Practice Note.

## 5.2 REGIONAL CONTEXT

### Great South Coast Regional Growth Plan (2014)

The Regional Growth Plan (RGP) sets out a settlement hierarchy and roles for the towns in Southern Grampians Shire Council, of which Cavendish is not listed. The following directions in the RGP are relevant to the Southern Grampians Shire Council and Cavendish Township:

- **Agriculture:**
  - o Facilitate agricultural production and associated development.
  - o Provide support and direction on appropriate location for the establishment of new agricultural industries.
- **Environmental Values and Hazards:**
  - o Identify and sustainably manage natural resources, environmental assets and features of environmental value in the planning schemes.
  - o Recognise and avoid natural hazards, such as bushfire or flood, in planning for population growth.
- **Business:**
  - o Utilise the region's significant natural and cultural heritage assets to enhance the desirability of the region as a place to live and do business.
  - o Support development and investment in small towns that are facing economic and population challenges.
- **Industry:**
  - o Separate industrial activity from sensitive land uses.
- **Settlement:**
  - o Establish or reinforce settlement boundaries.
  - o Direct urban development to existing townships including growth areas, undeveloped land and infill opportunities within existing town boundaries.
  - o Plan for rural residential development where it supports sustainable communities while avoiding areas of high environmental value, at high risk from natural hazards or that have future urban development potential.
  - o Direct urban growth, commercial, industrial and rural residential development away from areas where it would limit the ability to utilise environmental assets and natural resources.
  - o Prioritise growth to established settlements where water and wastewater can be managed.

## **Grampians Tourism 2016-20 Strategic Plan**

There are no specific strategies which pertain to the Cavendish Township in this plan. However, it is relevant to note that the Strategy advocates for significant investment in promoting the Grampians peaks Trail and Great Southern Tourism Route for domestic and international visitors. Visitation data from 2015 listed in the Strategy provides important context for Cavendish's prospects for further economic growth within the tourism sector. Items of importance include:

- There were 880,000 overnight visitors 2015 who stayed an average of 2.7 'visitor nights'.
- Approximately 75% of visitors were domestic (i.e. within Victoria or interstate).
- Domestic overnight visitors spent \$119 per night in the Grampians region.
- The Grampians region attracted 39,800 international visitors.

### **5.3 LOCAL CONTEXT**

#### **Southern Grampians Council Plan 2017-2021**

The Southern Grampians Shire Council Plan is the central planning instrument of Council and the primary strategic driver for whole-of-council priorities and the activity of all business units. The Council Plan sets out the following vision for the Shire:

*Southern Grampians will be recognised as a well-connected, dynamic Regional Centre, supporting a vibrant, healthy and inclusive community.*

Actions that Council will undertake to implement this vision which are relevant to this study include:

- Promote the Regions' natural advantages of soil, water, topography and climate.
- Support opportunities for intensification, diversification and value adding within the agricultural and primary industries sector.
- Attract support and encourages social and economic development in all our settlements.
- Leverage the Shire's strategic advantages in health, education, leisure and cultural activities as a means to stimulate economic and population growth.
- Continue to develop and implement land use planning strategies to support new investments.
- Promote and support natural resource management and community-based initiatives.
- Ensure land use planning balances growth with appropriate levels of environmental stewardship.

## **Southern Grampians Health and Wellbeing Plan 2017-2021**

This Plan aims to develop and promote healthier communities and is the driver for Council's health and wellbeing related activity. Of relevance to Cavendish (and all populations) are the 2021 and 2037 desired outcomes for identified key fluencies. Those most relevant to the Cavendish Structure Plan include:

- An increase in participation in physical activity and utilisation of existing community spaces.
- Compliant, accessible and inclusive facilities that are well utilised.
- Protection and maintenance of our natural assets.
- Increase adaptation to the impacts of climate change.
- Collate and evaluate data on availability of housing.

### **Municipal Planning Strategy**

The Municipal Planning Strategy (MPS) sets out the local strategic planning context for a municipality. It comprises the Municipal Strategic Statement (MSS) and specific local planning policies. Those clauses most relevant to the preparation of the Cavendish Structure Plan include:

#### Clause 21.01 Southern Grampians Key Issues and Strategic Vision

##### Clause 21.01-3 **Key Planning Issues:**

- Maintaining and enhancing the viability and liveability of the Shire's smaller towns.
- Protecting the Shire's environmental and cultural assets.
- Protecting the Shire's agricultural capacity.
- Facilitating new and expanding economic development opportunities
- Addressing environmental risks, including flooding, bushfire and landslip.

The Key Issues listed for Cavendish within the Southern Grampians 'Strategic Issues and Directions Plan' at this Clause include 'Retain local service centre role' and 'Support heritage'.

#### Clause 21.02 Settlement

Clause 21.02-1 **Activity centres** supports Cavendish's role as a 'Local Centre'.

Clause 21.02-2 **Urban growth** seeks to ensure planning takes into account a variety of opportunities, constraints and development outcomes and provides criteria for proposals considering the conversion of non-urban land outside of existing urban growth boundaries. The following strategies are of particular relevance to Cavendish:

- Use structure plans and zoning to provide clear urban growth boundaries.
- Ensure that residential development not serviced by reticulated sewerage is able to dispose of all effluent within the boundaries of the site.
- Provide for small scale light and service industries in the smaller towns in appropriate locations.
- Provide high quality living environment in the townships of the Shire.
- Ensure development is not detrimental to the environmental values of the area.
- Ensure urban development takes account of the risks associated with flooding.
- Ensure urban development takes account of the risk associated with bushfire.

Clause 21.02-3 **Open space, recreation and leisure** seeks to ensure open space, recreation and sporting facilities provide well used, relevant, safe and supportive environments for participants and enhance the use of landscape and natural features as passive open space and lifestyle attractions. It notes that the continued ageing of the population will increase demand for unstructured passive leisure and recreation pursuits.

#### Clause 21.03 Environmental and Landscape Values

Clause 21.03-1 **Environment** identifies the Wannon River, scattered red gums and fertile farming land as key environmental assets within the Shire. Strategies relevant to the preparation of the Cavendish Structure Plan include:

- Ensure that land use and development take into account land capability.
- Support diversification of rural land uses that are consistent with sustainable land and water resource management.
- Protect the environmental features and values associated with the Wannon River.

Clause 21.03-1 **Landscape** identifies the Wannon River and red gum plains as one of the Shire's outstanding landscape features and major tourist attractions and recognises farming and small townships as contributors to the cultural landscape of the region. Strategies relevant to the preparation of the Cavendish Structure Plan include:

- Ensure that the design, siting, scale and appearance of development do not have an adverse impact upon the landscape, environment or setting or presentation of the area.
- Preserve and enhance the environmental, landscape, recreational, heritage and tourism values of the Wannon area.
- Minimise the impact of development on existing vegetation, habitat and physical features such as the general setting of the Wannon River.

Clause 21.03-3 **Floodplains** seeks to protect floodplains from inappropriate development, to prioritise the protection of human life and property over other policy matters and supports the

identification of land affected by flooding, as verified by the relevant floodplain management authority, in planning scheme maps.

Clause 21.03-4 **Bushfire** seeks to protect areas prone to bushfire risk from inappropriate development, to prioritise the protection of life and property over other policy matters and supports the identification of land affected by bushfire and areas at risk to bushfire attack through more detailed mapping and provisions, in conjunction with the CFA.

#### Clause 21.04 Natural Resource Management

Clause 21.04-1 **Agriculture and rural land use** seeks to support agricultural production, its further diversification and progressive shift towards sustainable land management by:

- Discouraging residential development in rural areas which does not relate or directly support the use of land for agriculture, horticulture or timber production.
- Encouraging sustainable land and water resource management.
- Protecting areas of high agricultural quality land for farming purposes.
- Protecting agricultural land in sustainable and viable parcels.
- Providing for a variety of sustainable farming activities, farm management techniques and farming technologies.
- Facilitating more intensive and productive use of rural land for higher value products, including timber plantations, horticulture, intensive animal industries and agro-forestry.
- Supporting diversification of rural land uses that are consistent with sustainable land and water resource management.

#### Clause 21.05 Built Environment and Heritage

Clause 21.05-1 **Built environment** recognises that the presentation of towns is important for civic pride, heritage value, tourism and attracting development through providing a sense of place and seeks to enhance the presentation of streetscapes, main streets and entrances.

Clause 21.05-2 **Heritage** recognises the social, economic, community and cultural significance that European and Aboriginal heritage contribute to the Shire's towns and rural areas and seeks to protect and enhance places of Aboriginal, natural and cultural heritage significance.

#### Clause 21.07 Economic Development

Clause 21.07-2 **Tourism** seeks to support the development of a quality tourist and recreation product based on regional linkages, cultural heritage, natural features and quality of experience by supporting the strategic position of Dunkeld, Cavendish, Glenthompson and Balmoral in respect to the Grampians National Park.

### Clause 21.09 Infrastructure

Clause 21.09-1 **Infrastructure provision** identifies the need to work closely with Wannon Water and the community to determine appropriate waste water management solutions for the Shire's small townships, including Cavendish. The strategies relevant to the preparation of the Cavendish Structure Plan include:

- Coordinate the development of urban areas with the extension of infrastructure to minimise community costs and provide sustainable development.
- Ensure residential areas have access to a range of infrastructure and services including reticulated water, sewerage, drainage, power and sealed roads where available.

### Clause 21.10 Local Areas

Clause 21.10-8 **Cavendish** provides very little additional direction for the development of the Cavendish Structure Plan beyond those clauses already referenced.

### Clause 21.11 Implementation

Clause 21.11 does not contain items specific to the Cavendish Township, but provides direction on the local implementation of various zones and overlays which may be of relevance to the preparation of the Cavendish Structure Plan. These include:

- Applying the Rural Living Zone on the fringes of Hamilton to better manage land supply, growth and infrastructure provision, to provide for rural living lifestyle opportunities and to preserve long term urban expansion options.
- Applying the Low Density Residential Zone and Rural Living Zone towards the threshold of the Grampians in order to create a transition in land use densities.
- Applying the Rural Conservation Zone to heavily vegetated land and land affected by the Bushfire Management Overlay.
- Applying the Farming Zone to the rural areas of the Shire.
- Applying the Commercial 1 Zone to the existing business and commercial areas.
- Applying the Environmental Significance Overlay Schedule 2 to the Wannon River and Salt Creek corridors to maintain the natural drainage function, stream habitat and wildlife corridors and landscape values, to minimise erosion of stream banks and verges and to reduce polluted surface run-off from adjacent land uses.
- Applying the Vegetation Protection Overlay to remnant River Red Gums within Dunkeld to ensure that these trees are maintained and acknowledged as a key contributor to the character of the town.

- Applying the Design and Development Overlay Schedules 5, 6, 7 and 8 to precincts in Dunkeld to ensure development reflects the unique character, landscape setting and environmental context of the precinct.

### **Cavendish and District Community Plan (2014-2020)**

This Plan was developed by the local community with the assistance of Southern Grampians Shire Council and provides the community context for the preparation of the Cavendish Structure Plan. The Plan itself is a detailed receptacle of local knowledge, community assets, services, 'big ideas' and community goals for the township informed by extensive consultation with the Community and relevant stakeholders. It also details the community planning vision for the township, which states:

*"I am Cavendish in 2020, a small rural town that values 'pride of place' and a sense of belonging for all generations. I treasure my peaceful, natural environment nestled between Mount Dundas and the Grampians Ranges among the red gums. Set on the banks of the Wannon River, flowing with the lifeblood of my living history and the aspirations of my community. I take responsibility for fostering partnerships in support of my built assets, education and essential services for my potential and future growth.*

The Goals listed in the plan which impact on land use planning include:

*"To increase the economic and social development of Cavendish to enhance its capacity to remain a vibrant and sustainable community".*

The item "Land re-zoning to encourage growth" is listed within this Goal.

### **Cavendish Urban Design Framework**

This Framework contains a high level review of pedestrian infrastructure, wayfinding, built form and tourism assets and recommendations for upgrades to key infrastructure to help enhance the image of Cavendish. These recommendations are 'promotional' in nature and seek to enhance the attractiveness of Cavendish's civic and recreational assets. A number of recommendations have been advanced by the community and Council, including upgrades to information signage, interpretative features, tourism signage and parts of the iconic 'Settlers walk' trail. Items which have implications on the Cavendish Structure Plan include:

- Incorporate deciduous trees (at closer intervals) to the centre of the village, reflecting the areas European cultural heritage, moving to River Red gums (*E. camaldulensis*) at the edges to reflect the transition to the bush habitat.

- Create a well-defined shared path link from the recreational reserve, loop past the swimming holes along Settlers Walk to the café and gaol.

### **Southern Grampians Economic Development Strategy (2011-2021)**

The Strategy sets out objectives, principles and actions to grow the local economy focusing on initiatives that stem the out-flow of residents, attract and retain population and strengthen local labour markets. The Strategy clearly establishes the importance of planning policy to support and promote agriculture and less advanced sectors such as rural tourism. The Strategy identifies Cavendish as a 'dormitory suburb' for Hamilton and its potential to sustain this role into the future. The Strategy provides a key direction for structure planning under Initiative 6.4, which states:

- *As part of structure planning for the town, give consideration to rural living subdivision adjacent to Cavendish.*

### **Southern Grampians Retail Development Strategy (2011-2021)**

The Strategy sets out objectives, principles and actions to grow the retail economy in the Southern Grampians Shire. The Strategy identifies Cavendish's role within the retail hierarchy as a 'Local Centre' for the provision of convenience goods, eateries and small local services. It identifies a potential catchment of up to 1,500 persons to access these goods and services within the Cavendish Township. It identifies that 'Local Centres' within the Shire (i.e. Cavendish, Branxholme, Tarrington and Glenthompson) comprise less than 2% of total retail floor space and between 2%-5% of retail expenditure. Strategies relevant to the Cavendish Township include "*Work with investors to fill identified gaps in the retail mix and to improve the draw of existing centres*".

Gaps noted in the Strategy for Cavendish include a 'general store and café'. It is noted that the Bridge Café has filled part of this gap since the writing of the Strategy.

### **Southern Grampians Sustainability Strategy (2010-2020)**

The Sustainability Strategy is the key strategic document for environmental sustainability in the Southern Grampians Shire. Actions relevant to Cavendish include:

- Council to review the Southern Grampians Planning Scheme to ensure it guides the appropriate location of urban development (including land use and land capability analysis).
- Review the Southern Grampians Planning Scheme to incorporate relevant environmental layers (i.e. salinity, vegetation, riparian environs etc.).
- Council to advocate and support the value of agricultural activities in the Shire and increased production capacity.

## **Southern Grampians Open Space, Recreation and Leisure Strategic Plan (2019-2029)**

This Plan provides the overarching service delivery framework for the Shire's open space, recreation and leisure needs. It identifies the following items of relevance to the Cavendish Structure Plan:

- The 'Cavendish Recreation Reserve' is identified as a 'Local' Sport Facility within the Southern Grampians Shire Sport and Recreation Facilities Hierarchy. These facilities are planned to cater for people within one town and the surrounding localities.

## **Cavendish Onsite Wastewater Management – Township Inspection Program Report**

This Report provides the results of an audit program carried out for the Cavendish Township. The Report identifies that a large number of small lot parcels may be constrained from being able to accommodate on-site wastewater disposal systems. Other relevant items from this Report for the preparation of the Cavendish Structure Plan include:

- Due to the small allotments in the residential areas of Cavendish and the soil types in the area, this township is potentially a candidate for an affordable alternative to traditional gravity sewer.
- In conjunction with further research, detailed analysis of ground water and geological parameters in the area are required to determine the most suitable options.

It is worthy to note that a Draft Domestic Wastewater Management Plan is being prepared for the Shire and priorities for on-site waste water management are being investigated as part of this work.

## **6 STRATEGIC DIRECTIONS**

## 6. STRATEGIC DIRECTIONS

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This section of the Background Report describes the 'strategic directions' for the Cavendish Structure Plan, which are derived from the review of Cavendish's physical and policy context and consultation outcomes with key stakeholders. These directions have been translated with the view that the structure plan itself should set out the manner in which future residential, commercial and recreational land in Cavendish should evolve to achieve the vision for the township. The 'strategic directions' developed in this section are a foreshadowing of potential changes and recommendations to be considered through this structure planning process, which should seek to determine the future form and function of the town. Items for further examination are illustrated in the 'Strategic Directions and Initiatives Plan' contained in **Figure 8**. These items have been informed by the Strategic Directions in this section of the report and the 'key implications' previously referenced within the report.

### 6.1 STRATEGIC DIRECTIONS

The future Cavendish Structure Plan should be based upon the following 'strategic directions', in no particular order, as follows:

1. Protect key views and vistas to the Wannon River and the rural surrounds.
2. Grow and diversify employment opportunities to support long term economic sustainability.
3. Ensure a long-term supply of land for rural residential development in appropriate locations.
4. Develop and improve the image of Cavendish's 'commercial and civic spine'.
5. Improve pedestrian linkages (and the pedestrian 'experience') and build upon the existing network of public spaces and community places.
6. Preserve and enhance the Wannon Water corridor and connected waterways.
7. Retain the inform rural and vegetated character of the township.
8. Support a diversification of the tourism and accommodation offering in and around Cavendish.
9. Acknowledge the potential bushfire and flood risks and ensure land management responds appropriately.
10. Preserve the existing rural/urban interface to ensure agricultural productivity on the edge of the township can intensify into the future.

The initiatives below represent broad recommendations to implement the Strategic Directions as highlighted above. These initiatives have been expressed spatially within the 'Strategic Directions and initiatives Plan' and are as follows:

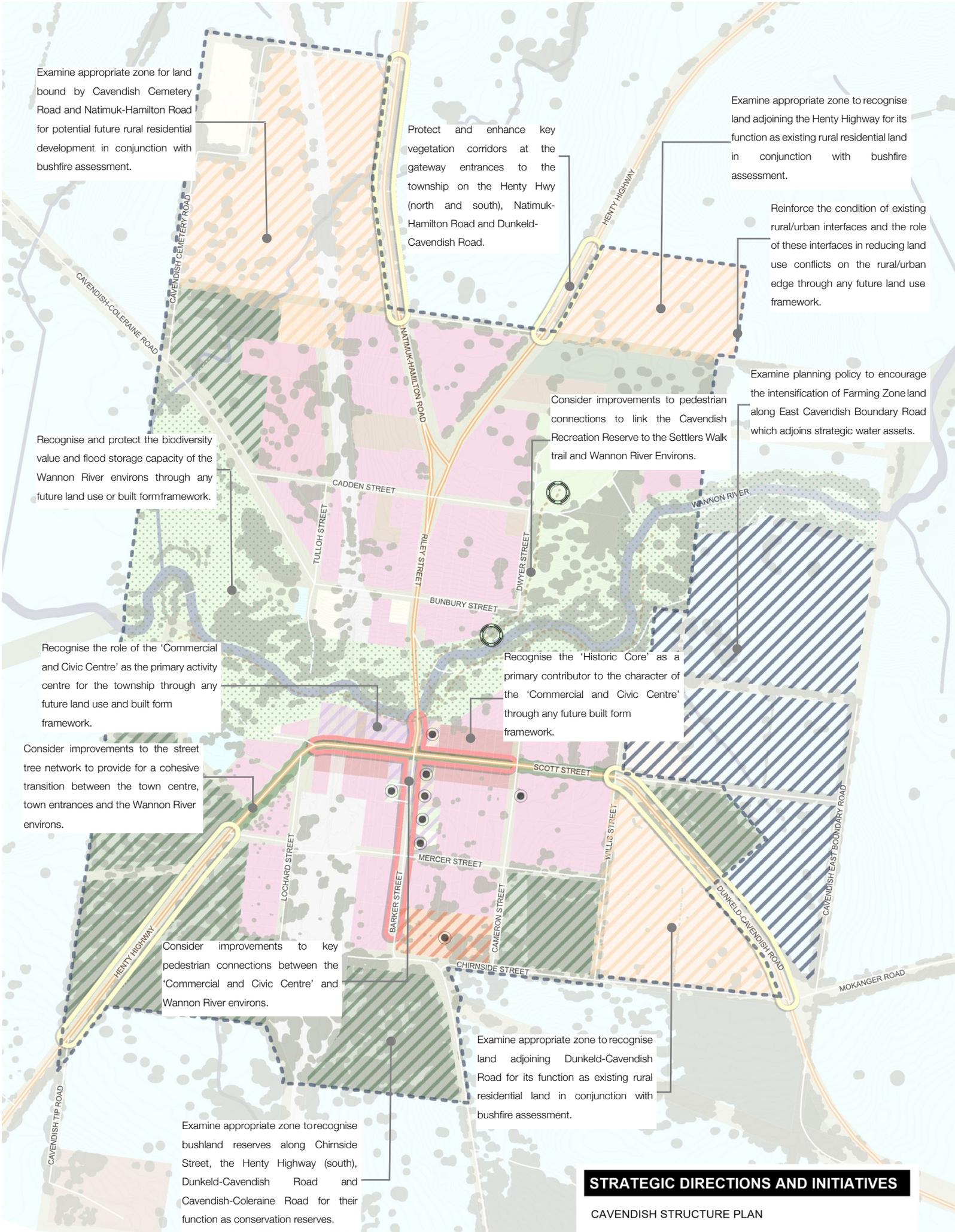
- Examination of **appropriate zoning for public utilities and education facilities** to recognise their role and function within the township and to streamline the planning process for improvements to land.
- Examination of **appropriate zoning for conservation and public open space assets** to recognise their role and function within the township and to streamline the planning process for improvements to land.
- Examination of **appropriate zoning of small fragmented lots on Farming Zone land** adjoining Natimuk-Hamilton Road, Cemetery Road and Dunkeld-Cavendish Road to recognise their existing role and function within the township and for potential future rural residential development.
- Examination of planning policy to **encourage the intensification of Farming Zone land** along East Cavendish Boundary Road which adjoins strategic water assets.
- **Reinforce the condition of existing rural/urban interfaces** and the role of these interfaces in reducing land use conflicts on the rural/urban edge through any future land use framework.
- **Recognition of Cavendish's 'Commercial and Civic Centre' and 'Historic Core'** through any future land use and built form framework.
- **Recognition and protection of the biodiversity value and flood storage capacity of the Wannon River environs** through any future land use or built form framework, whilst ensuring no impediment to routine conservation and recreation activities.
- **Recognition of bushfire risk** to key human settlement assets in close proximity to bushfire hazards as part of any future land use or built form framework.
- **Identification of key pedestrian connection improvements** to enhance the pedestrian experience and existing network of trails and paths.
- **Protection of key vegetation corridors and improvements to the street tree network** to provide for a cohesive streetscape character between the town centre, town entrances and the Wannon River environs.

Following the endorsement of this Background Report and Strategic Directions by council, the recommendations from this Report should be further progressed into the next stage of the Small Towns Strategy work that will be undertaken as part of the community vision framework 2041 process. Should a Cavendish Structure Plan eventuate, the Structure Plan should examine the strategic directions that will shape the evolution of the township over the next 20 years, with particular emphasis on the town's land use, movement and environmental networks. The structure plan should seek to strengthen the valued features of Cavendish and create the opportunity for a more legible, attractive and connected urban network. The focus of the structure plan process should be to ensure that the town celebrates its natural setting while allowing for minor growth to support the long-term sustainability of the town. The structure plan process should be used to guide future development in a co-ordinated manner and should provide certainty for land owners and developers regarding development expectations for the township.

The next stages of the 'structure plan' process should also provide a further opportunity for community input on the 'strategic directions' and the draft translation of recommendations into the Cavendish Structure Plan.

The following assessments are recommended to be undertaken by Council prior to the preparation of the final Structure Plan:

- A bushfire hazard assessment of all areas where further residential land supply is recommended.
- Detailed assessment of infill lot yields, following the findings of the Domestic Wastewater Management Plan.
- Economic modelling on rural residential land use and development infrastructure costs.
- A strategy to be prepared for consultation and engagement for the next stage of the project.



**STRATEGIC DIRECTIONS AND INITIATIVES**

CAVENDISH STRUCTURE PLAN

- Examine appropriate zone to recognise lands used for public purposes or utilities.

Not to scale



Figure 9 - Strategic Directions and Initiatives

