



# Greater Mount Gambier

A volume of the  
Planning Strategy for  
South Australia



## Master Plan

February 2008



Government of South Australia  
Planning SA



# **Greater Mount Gambier Master Plan**

A volume of the Planning Strategy for South Australia (Section 22, Development Act 1993)

February 2008

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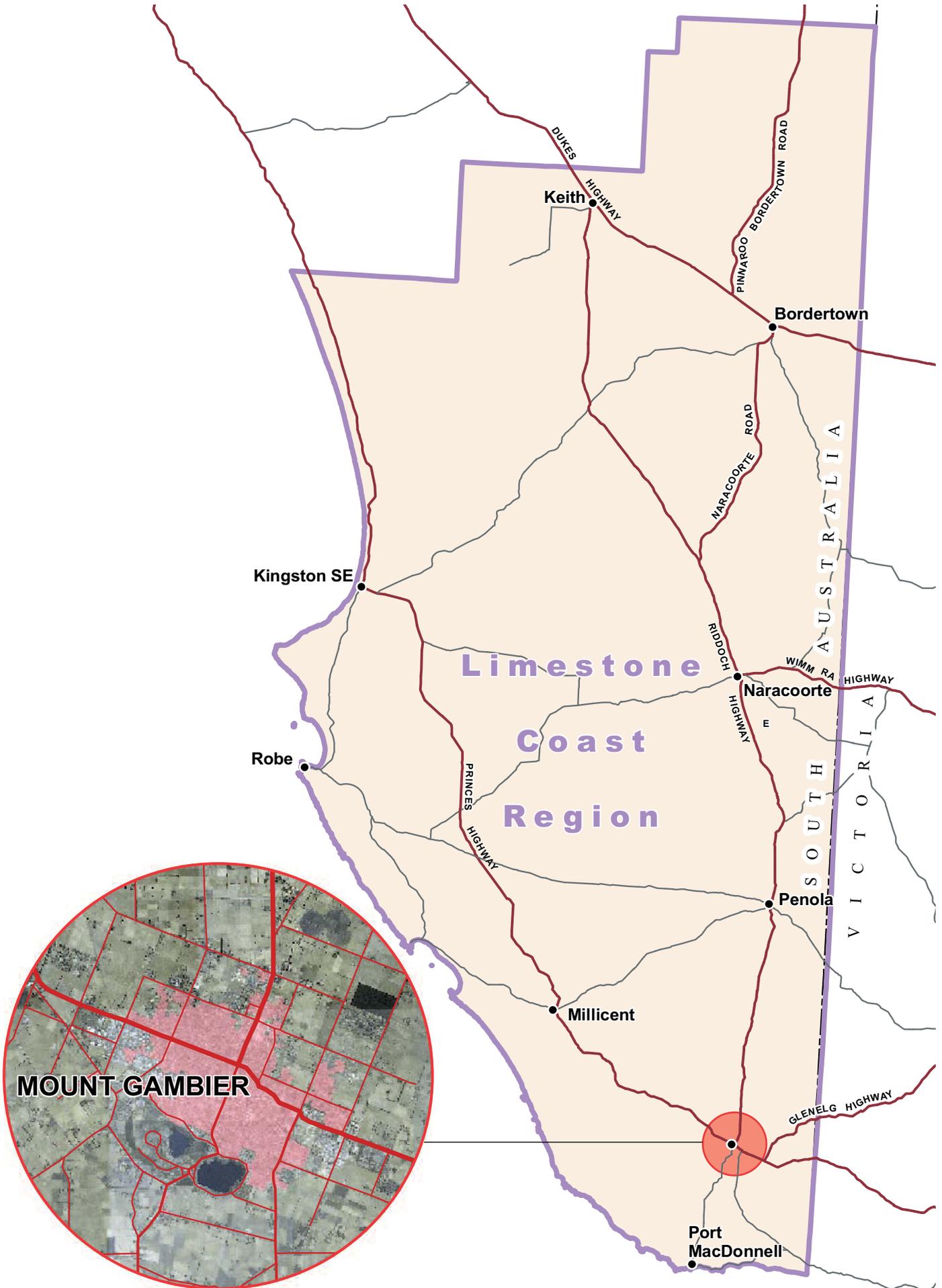
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## SECTION 1 – INTRODUCTION

### ***Why Prepare A Master Plan For Greater Mount Gambier?***

Mount Gambier is South Australia's largest regional city. Located in the Limestone Coast region of South Australia (see Map 1), the city is the key industrial, commercial, retail, service and administrative centre for south-eastern South Australia and western Victoria<sup>1</sup>.

Since the 1970s the city has experienced steady growth in population and employment, with resultant ongoing development activity. Employment growth has come from expanding retail, light industry and commercial activities, while population growth has created demand for both urban housing and near-city country and rural living.

As Greater Mount Gambier<sup>2</sup> has expanded, the city's growth has been distributed between two neighbouring local government areas – the City of Mount Gambier and the surrounding District Council of Grant. Both Councils have been keen to encourage growth and to take advantage of the positive economic outlook and population increase being experienced in the region.

Looking forward, Mount Gambier will continue to be one of South Australia's key regional centres and growth areas.

The State Government and the two councils recognise that for Mount Gambier to retain its identity as a vibrant regional city and expand in a sustainable and ordered manner, it is essential a strategic master plan is agreed to guide future development in the Greater Mount Gambier area.

Responding to this need, the two councils – facilitated by Planning SA – have jointly developed the *Greater Mount Gambier Master Plan 2007*.

The *Master Plan* sets out directions for future growth of Greater Mount Gambier by identifying where different land uses such as housing, industry and retailing activity should – and should not – be located.

In particular the Master Plan reflects the wishes of the councils to:

- protect prime agricultural land
- protect important environmental assets such as the Blue Lake
- sustain the viability of existing and future economic activities
- prevent conflict between neighbouring land uses
- provide an unambiguous plan for growth, and
- optimise the vibrancy and appeal of Mount Gambier as a regional city.

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<sup>1</sup> South of Adelaide and Murray Bridge, and West of Ballarat, Portland and Warnambool

<sup>2</sup> Greater Mount Gambier is the area within approximately 5 km radius of the Central Business District (CDB) of Mount Gambier – see Map 2.

## ***How will the Master Plan be used?***

The Master Plan provides the community, business and all levels of government with certainty and understanding about the medium-to-long term direction of the future physical development of Greater Mount Gambier.

In particular, the Master Plan:

- will position Greater Mount Gambier to take advantage of the relevant targets established within South Australia's Strategic Plan 2007, particularly in regard to regional population growth<sup>3</sup>, and
- can be used as a tool to inform investment decisions and coordinate the provision of infrastructure and services.

The *Greater Mount Gambier Master Plan* will form a stand-alone volume of the land use Planning Strategy for South Australia (subject to the requirements of Section 22 of the *Development Act 1993*), giving the document formal statutory effect to guide development.

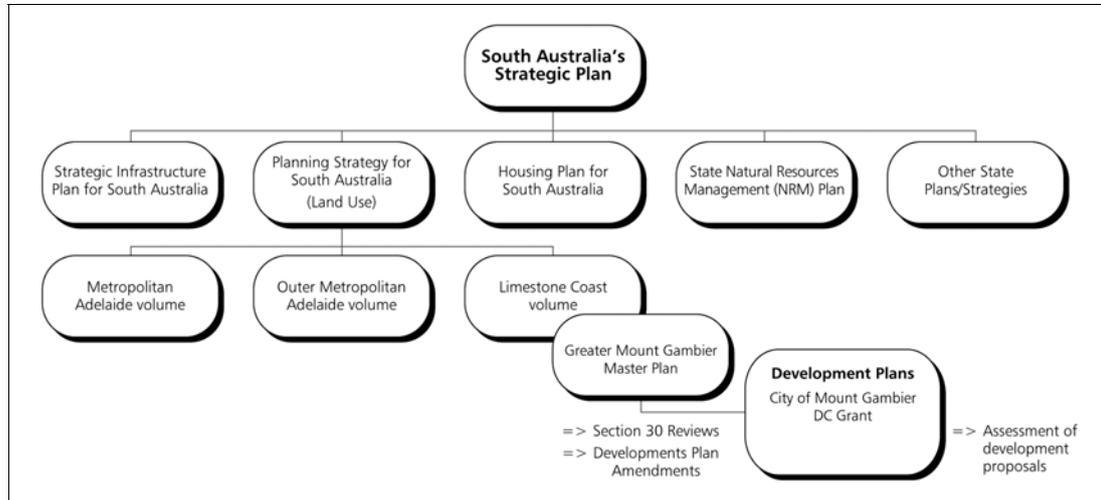
As a volume of the Planning Strategy for South Australia, the *Greater Mount Gambier Master Plan* has formal statutory effect (Section 22, *Development Act 1993*) to guide development.

In order to remain relevant to contemporary issues, the Master Plan will need to be reviewed and revised on a regular basis. Each volume of the Planning Strategy must be reviewed at least every five years; the Master Plan would therefore be reviewed at least that often.

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<sup>3</sup> *South Australia's Strategic Plan population targets: T1.22 "Increase South Australia's population to 2 million by 2050, with an interim target of 1.64 million by 2014"; and T5.9 "Maintain regional South Australia's share of the State's population (18%)".*

**Context: Where does the Greater Mount Gambier Master Plan fit in South Australia’s planning system?**



A range of policy and strategy documents inform development across the State.

The primary directional document is **South Australia’s Strategic Plan (SASP)**, which guides all government actions and priorities. The SASP has six broad objectives:

- **Growing Prosperity**
- **Improving Wellbeing**
- **Attaining Sustainability**
- **Fostering Creativity and Innovation**
- **Building Communities**
- **Expanding Opportunity**

Within the plan are 98 specific targets under those six objectives. The SASP objectives and targets are taken into account in all state government decision-making, driving greater discipline and focus across government.

Progress against the plan’s targets is reported every two years; the plan is to be updated every four years. The SASP can be found online at: [www.saplan.org.au](http://www.saplan.org.au)

‘Beneath’ the SASP sit specific ‘action’ plans which facilitate reaching the SASP targets.

These include:

- Strategic Infrastructure Plan for South Australia (2005/06 – 2014/15)
- State Natural Resource Management Plan
- Tackling Climate Change - South Australia’s Greenhouse Strategy (2007-2020)
- Housing Plan for South Australia

The specific State Government document guiding land use and development is the **Planning Strategy for South Australia**.

The Planning Strategy presents the South Australian Government's strategic policy directions for the physical development of the state over a period of 10-15 years. There are various volumes of the Planning Strategy based around different geographical areas – for example for Metropolitan Adelaide (released August 2006) and one the arc surrounding metropolitan Adelaide (the Outer Metropolitan Region – August 2006). There is also a volume for Regional South Australia (covering the country planning regions – January 2003).

The volume for Regional South Australia is currently being updated through the production of Regional Land Use Frameworks for each of the seven country regions, including the Far North Region (currently being drafted and having regard to the work undertaken as part of this Master Planning process).

These Regional Land Use Frameworks will each be a stand-alone volume of the Planning Strategy, with appropriate statutory effect, replacing the Planning Strategy for Regional SA (2003).

The first of these, the Yorke Peninsula Regional Land Use Framework, was released in December 2007.

In addition, Master Plans are being developed for a number of country regional centres and towns where it has become apparent that more detailed planning is necessary to guide future development of these locations.

These Master Plans will also be stand-alone volumes of the Planning Strategy, with appropriate statutory effect, complementing the Planning Strategy for Regional SA (2003) and the forthcoming Regional Land Use Frameworks.

The Greater Mount Gambier Master Plan has now been formally adopted as a new volume of the Planning Strategy, to be read in conjunction with the Planning Strategy for Regional SA (2003) and then, once finalised, with the Limestone Coast Regional Land Use Framework.

The content of the Master Plan will provide formal statutory direction for the City of Mount Gambier and the District Council of Grant in preparing amendments to their Development Plans, and in preparing their 'Section 30' Strategic Directions Reports, as required under the Development Act.

It is a requirement of the *Development Act 1993* that local councils seek to align their local area **Development Plan** with the Planning Strategy relevant to their region.

Development Plans contain the zones, maps and explicit rules ('policies') which guide what can and cannot be done with any piece of land within the Development Plan area. Each council area has its own Development Plan. It is against the Development Plan's maps, zones and policies that individual development applications are assessed.

Development plans are amended by local councils through the Development Plan Amendment process, which involves mandatory community consultation and State Government approval.

The Master Plan provides a 'bridge' between broad state-wide planning and local council land use planning – reconciling broad aims with local needs to facilitate a consistent and integrated planning approach to land use and development in Greater Mount Gambier.

## **South Australia's Strategic Plan and Mount Gambier**

The State Government is committed to 'regionalising' the SASP and is currently developing complementary regional strategic plans which will be aligned with the SASP.

Local councils and regional development boards will be central players for regionalising SASP. This process could involve defining a region's portion of a SASP target – for example, population growth – and developing their regional plan and actions for achieving that.

There are a number of targets in South Australia's Strategic Plan relevant to the development of the Greater Mount Gambier Master Plan, including (but not limited to):

- T1.1 **Economic Growth:** Exceed the national growth rate by 2014
- T1.5 **Business Investment:** Exceed Australia's ratio of business investment as a percentage of the economy by 2014
- T1.10 **Jobs:** better the Australian average employment growth rate by 2014
- T1.12 **Employment participation:** Increase the employment to population ratio, standardised for age differences, to the Australian average.
- T1.14 **Total Exports:** Treble the value of South Australia's export income to \$25 billion by 2014
- T1.15 **Tourism industry:** Increase visitor expenditure in South Australia's tourism industry from \$3.7 billion to 2002 to \$6.3 billion by 2014
- T1.21 **Strategic infrastructure:** match the national average in terms of investment in key economic and social infrastructure
- T1.22 **Total Population:** Increase South Australia's population to 2 million by 2050, with an interim target of 1.64 million by 2014.
- T3.7 **Ecological Footprint:** Reduce South Australia's ecological footprint by 30% by 2050.
- T3.14 **Energy efficiency – dwellings:** Increase the energy efficiency of dwellings by 10% by 2014.
- T5.9 **Regional population levels:** Maintain regional South Australia's share of the state's population (18%)
- T6.7 **Affordable Housing:** Increase affordable home purchase and rental opportunities by 5 percentage points by 2014.

The key Strategic Plan targets relating to population growth are for South Australia to reach two million people by 2050, and for the regional population to maintain its current share of at least 18% of the total population.

This will require preparations for rural and regional South Australian towns to grow by around 90,000 people by 2050.

Greater Mount Gambier is in a good position to capture its share of the required increase of people living in rural and regional South Australia, based on existing population trends, economic activity and infrastructure capacity.

## **Greater Mount Gambier – the scope for population growth**

In 2006, 27,256 people lived within the Greater Mount Gambier area.<sup>4</sup> Census data for 2001 and 2006 produced by the Australian Bureau of Statistics (ABS) indicate that the average population growth for Greater Mount Gambier over that period was around 0.8% per annum.

On state comparisons, Greater Mount Gambier has a relatively young population. The proportion of people in Greater Mount Gambier of working age 25-40 years is much higher than other parts of regional South Australia. This age group provides a strong workforce to support future economic activity across the region, and is likely to increase through future migration as people seek to take advantage of new employment opportunities, lower land prices and the near rural setting.

Despite the comparatively younger population, there is still a substantial group over or approaching age 60 within the existing population. This group is also expected to be supplemented by people retiring from surrounding rural areas and small towns to take advantage of the city's facilities (including regional health and community services).

As with the rest of the state, Greater Mount Gambier will need to prepare as 'baby boomers' reach retirement age in the next decade, including planning for the future development of a range of suitable accommodation and age-related services. With most of the major health and community services within the region located in Greater Mount Gambier, the city is well placed to do this.

## **Population growth and dwelling/land demand**

The Master Plan does not attempt to forecast future population or the growth rate for the Greater Mount Gambier region.

What the Master Plan does is deliberately create a structure which is able to accommodate a range of future choices and population levels, identifying suitable areas where substantial population growth can be accommodated, if/when it eventuates.

The following table (Table 1) identifies the potential demand for new dwellings based on different population growth rates. As can be seen from the table, the rate of growth has a significant impact on the possible future size of the city.

A growth rate of 0.8% results in a gradual population increase over the next 20 years, whereas a growth rate of 3% will more than double the city's population in the same period.

The growth rate and the nature of the population must be continually monitored for their implications for additional housing and services; the amount of land required to accommodate new dwellings depends on factors such as the density of development and the quantum of redevelopment on existing land – these questions are addressed later in this document.

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<sup>4</sup> Based on Australian Bureau of Statistics 2006 Census data for the City of Mount Gambier and the adjacent Census Collectors Districts (4051305, 4051310, 4051311 and 405132)

**Table 1 Greater Mount Gambier Population Growth Rates and New Dwelling Scenarios**

Year	0.8% pa growth rate		1% pa growth rate		1.5% pa growth rate		3% pa growth rate	
	Popn	Addit Dwell*	Popn	Addit Dwell*	Popn	Addit Dwell*	Popn	Addit Dwell*
2006	27,256	-	27,256	-	27,256	-	27,256	-
2014	29,050	748	29,514	941	30,701	1,437	34,527	3,030
2030	33,000	1,646	34,608	2,122	38,963	3,441	55,406	8,699
Total Increase	5,744	2,393	7,352	3,063	11,707	4,878	28,150	11,729

\*Note: Based on 2006 ABS census data for Greater Mount Gambier which indicates an average occupancy ratio of 2.4 persons per dwelling

## **Infrastructure and Services**

### **Transport**

The South East is generally well supported with road infrastructure. The Riddoch, Jubilee and Princes Highways serve an important role for freight and private vehicle transport. Nelson Road and Princes Highway are particularly important freight routes to Portland, Victoria.

An overtaking lane has been recently constructed on the Riddoch Highway near the Mount Gambier and District airport. Another two overtaking lanes are proposed further to the north also along the Riddoch Highway to improve safety.

A railway line extending from Wolesley through to the greater city of Mount Gambier and into Western Victoria has not been used to transport freight for more than 10 years. The state government is keeping future freight transport options open and is retaining this rail corridor. The line is being considered as one of the options in private sector investigations into the possible transportation of timber products from the proposed pulp mill site in Penola.

Road reserves along the Penola Road to the airport and Jubilee Highway West to the 'Five Corners' intersection should be sufficient to enable the duplication of these roads when increased traffic conditions warrant it.

### **Investigations into airport expansion**

The Mount Gambier and District airport provides an important service to the region.

The District Council of Grant commissioned a 15 Year Strategic Plan for the airport, to position it strategically given increasing passenger numbers. The major issues relate to the main runway upgrade and terminal facilities. Council continues to work with the stakeholders in developing a proposal to seek federal and state funding for the runway and terminal facilities upgrades.

### **Public transport**

Public transport is a critical issue for many residents. The State Government provides an annual subsidy for a bus service. This is a school bus service, with the bus used for local transport within the town during school hours.

### **Health services**

Mount Gambier Hospital is a regional hospital serving the South East Region. The hospital provides important services including high level accident and emergency services, and general, orthopaedic and other surgical services.

### **Police**

The South East Local Service Area (LSA) encompasses 21,000 square kilometres of the South East of South Australia with the LSA Headquarters situated at the Mount Gambier Police Complex. The Complex supports over 100 staff who are located at various police stations throughout the Limestone Coast.

### **Courts**

Mount Gambier is a key regional centre for the dispensing of justice with the Magistrates Court, Youth Court, District Court, Supreme Court, Family Court, Residential Tenancies Tribunal, Industrial Commission all operating from the Mount Gambier Court.

### **Education**

Education facilities include a Mount Gambier TAFE SA Campus on Wireless Road West, to the north of the city. The University of South Australia and Southern Cross University conduct courses from buildings established on the TAFE SA campus.

The State Government is working to develop partnerships with the federal government, Flinders University and the University of South Australia to deliver a wider range of university courses in the city. In addition, medical and allied health services education is being made available through links with Flinders University from a separate building located on the hospital campus.

A broad range of educational opportunities are available for students in the region with two high schools and six state junior primary/primary schools located within Greater Mount Gambier. In addition, there is also an independent primary school, a R-12 catholic school and the Gordon Education Centre catering for students with special needs.

The rate of growth and the age structure of the population will influence the number of school places required for students.

### **Waste and Wastewater**

The South East Local Government Association (SELGA) has developed a waste management plan for the region focusing on minimisation, recycling and re-use of waste, with landfill disposal being the least preferred option. The plan identifies the need for centralised facilities (i.e. opening one or two new regional sites and the closing of a number of existing smaller landfill sites).

The majority of the Greater Mount Gambier and surrounding townships is sewered, either with deep drainage or common effluent schemes. These systems are in sound order, but the extent to which the city's sewerage can be extended will require significant upgrading, particularly to the south and to the north-east. Major future development in these areas is likely to require significant capital expenditure over a period of time to upgrade existing capacity or to develop new stand alone systems. It will be important that future growth in Greater Mount Gambier is carefully managed and monitored to enable SA Water enough lead time to plan and undertake any necessary capital works.

## **Water Supply**

The Blue Lake is one of the most recognisable features of the South East of South Australia.

It is also the feature on which the greater city of Mount Gambier relies for the supply of water for households and industry. The high quality water and appearance of the Blue Lake is also important for tourism in the area.

The Blue Lake and regional ground water is one of the main reasons for the strength and prosperity of the region. However, the continued falling water level in the Lake is an area of concern for future growth of the city. With extraction from the Lake already near its water licence limit, alternative water sources need to be found, most likely from the confined aquifer system. The extent to which the current network can be expanded beyond the current boundaries is also limited, without major upgrading of pipe work and pumping infrastructure.

The Blue Lake Management Committee is a sub committee of the South East Natural Resources Management (NRM) Board and is made up of members from SA Water, the City of Mount Gambier, District Council of Grant and a range of state government agencies. Recognising the value of the lake, the committee has prepared a five year plan ('Blue Lake Management Plan') outlining the roles, responsibilities and actions to be undertaken to assist with the management of the Blue Lake environment and ensure this important resource is maintained. The plan was first released in 2001, and a revision launched in February 2007.

The South East Water Initiative is a project aimed at working with representatives of the Cooperative Research Centre for Irrigation Futures to carry out research in relation to a coordinated approach to production and sustainability of water-based industries within the region. The local NRM Board is working with industry regarding the water allocation planning process, and in particular on concerns held for the impacts this may have on the regional plantation industry.

The *South East Natural Resources Management Plan* has been developed to improve the integration of water, soil and pest plant management across the region. Water allocation planning is one of the cornerstones of the new plan, with current allocations under review due to declining water tables and changing land use.

## **Energy**

Two wind farms are operational in the South East. Several major developers are investigating the feasibility of other wind farm development sites along the coast.

The Katnook area gas field supplies natural gas to industrial, residential and other customers in the wider Mount Gambier region. In addition, a high pressure natural gas pipeline from Port Campbell and Iona in Victoria should ensure the region has sufficient natural gas supplies for future growth.

The electrical interface with Adelaide is a meshed network of 275kv and 132kv transmissions lines and substations. Two 275kv lines provide interconnection to Victoria.

The Development Assessment Commission recently approved a \$30 million application by Electra Net to upgrade the (132kv) transmission line between the Snuggery substation (in Wattle Range Council) to the north east substation (east of Mount Gambier in DC Grant).

### **Information and Communications Technology**

Construction of a major broadband infrastructure “backbone” link between Bordertown and the greater city of Mount Gambier is due for completion in mid 2008. In addition, a high capacity optical fibre cable ‘loop’ within the Mount Gambier CBD will also be installed this year.

## SECTION 2 – THE MASTER PLAN

### Vision and guiding principles

*Greater Mount Gambier will retain and strengthen its role as the dominant regional centre servicing the major business, retail, social, sporting and cultural needs of the Limestone Coast Region of South Australia, and towns and settlements in western Victoria close to the border.*

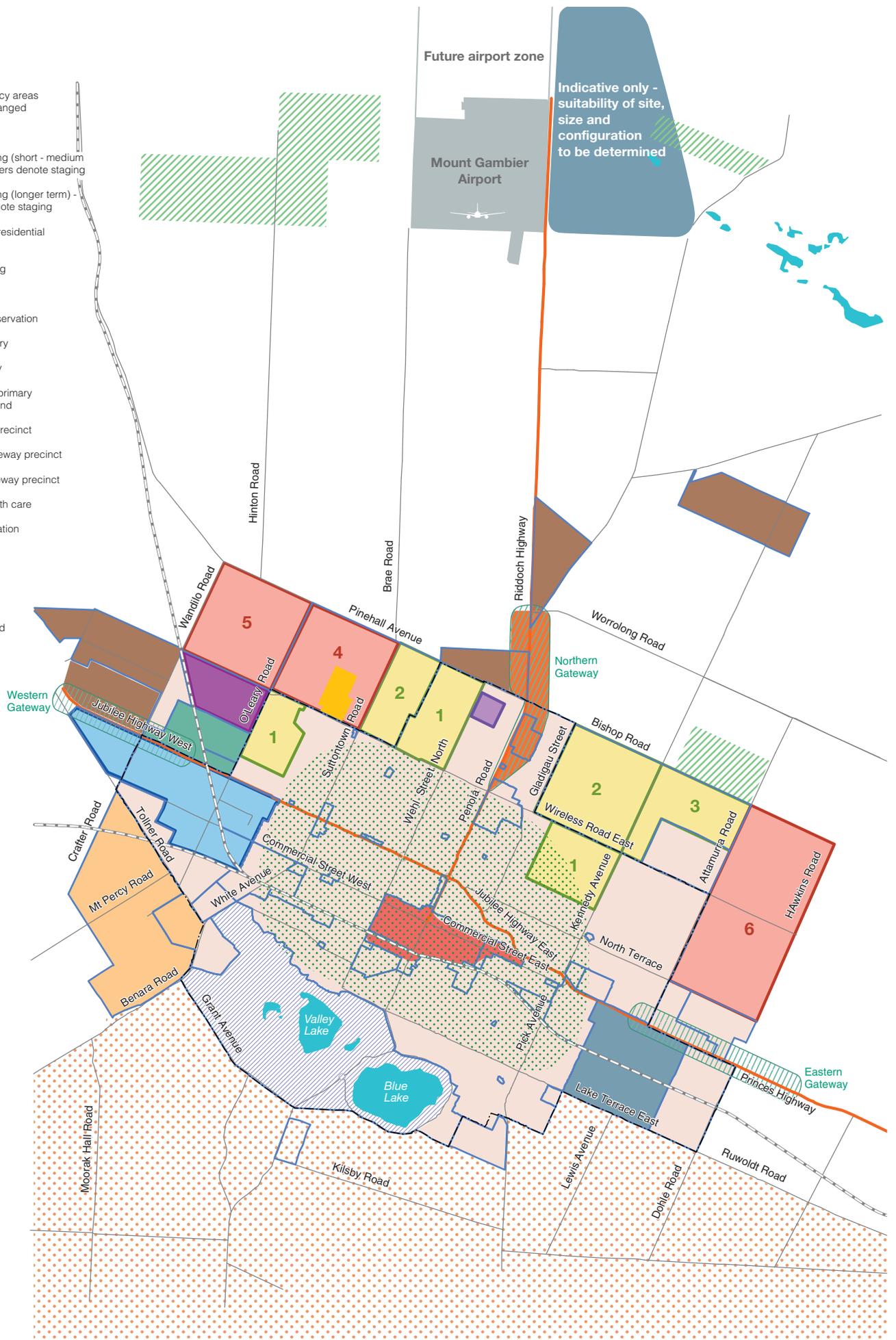
The following principles will guide the achievement of this:

- **Reinforce Greater Mount Gambier's place as a vibrant regional city** that provides a diverse range of services and opportunities for local residents and people in the surrounding region.
- **Strengthen the primacy of the city centre** as the business, shopping, cultural and social hub of Greater Mount Gambier, providing a precinct for visitors and residents to focus activities and enjoy the unique character the city centre has to offer.
- **Encourage the diversification of industry, business and retail activities** to enable the expansion of employment opportunities in the wider region, particularly for younger people, and support growth of local businesses.
- **Further develop Greater Mount Gambier as the regional focal point** for the provision of services such as health, vocational and tertiary education sectors.
- **Protect the economic potential** of high quality agricultural land.
- **Protect and maximise the use of strategic infrastructure** (e.g. roads, electricity and water) **and industrial land** to provide for efficient expansion as Greater Mount Gambier continues to grow.
- **Identify and support a desired character and cultural identity** for Greater Mount Gambier and various precincts within the city.
- **Ensure entrances into the city along major highways are attractive and appealing.**
- **Develop a greater variety of housing types** in existing and new residential areas that will meet the changing needs of the community in future years, including provision for population growth and ageing.
- **Decision making processes should effectively integrate** both short and long-term economic, environmental, social and equity considerations.
- **Protect and maintain the groundwater sources that recharge the Blue Lake** to ensure a reliable and sustainable water supply for Greater Mount Gambier<sup>5</sup>.
- **Ensure development is ecologically sustainable** by encouraging development which is energy efficient and is efficient in use of land and water.
- **Retain flexibility to adapt to changing circumstances, including climate change.**

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<sup>5</sup> Development Plans should have regard to the objectives of the *Blue Lake Management Plan*

-  \*Existing Policy areas remain unchanged
-  Potential Infill
-  Future housing (short - medium term) - numbers denote staging
-  Future housing (longer term) - numbers denote staging
-  Low density residential development
-  Country Living
-  Rural Living
-  Tourism conservation
-  Heavy industry
-  Light industry
-  High quality primary production land
-  City Centre precinct
-  Northern gateway precinct
-  Western gateway precinct
-  Hospital/health care
-  Higher education
-  Forests
-  Railway
-  Highways
-  Well designed Gateways



\* Future changes to existing policy areas would require the relevant Development Plan be amended in accordance with the provisions of the Development Act 1993



## The Master Plan

### **Greater Mount Gambier ... A Place to Live**

SA Strategic Plan targets include: Tourism (T1.15); Strategic Infrastructure (T 1.21); Total Population (T1.22); Ecological Footprint (T3.7); Energy efficiency – dwellings (T3.14); Regional Population levels (T5.9); Affordable Housing (T6.7)

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**OBJECTIVE: Provide a variety of opportunities to accommodate population growth and demographic change**

#### **Core Principles:**

- There should be housing diversity to provide choice and meet the differing lifestyle needs of various households and age groups.
  - Additional housing can be provided through broadacre development and through sensitive infill and redevelopment in some existing areas.
  - All new housing should embrace ecologically sustainable principles<sup>6</sup> and be designed to contribute to the desirability of residential areas.
- 

The Master Plan addresses four types of residential development:

- Infill/redevelopment within existing areas
- Broadacre (greenfields) development
- Country Living development
- Rural Living development

The first two are grouped under the heading 'City/Urban Living'; the second two under the heading 'Country and Rural Living'.

#### **City/Urban Living**

Decisions regarding how much land should be set aside for future dwellings is dependent on various factors, including the growth of the population, the preferred forms of housing, the potential re-use of existing residential land, and the density at which the housing is provided.

New residential development within Greater Mount Gambier generally occurs at very low densities of around 10 dwellings per hectare (with even lower densities in nearby country and rural living areas). There are also some medium density dwellings which includes aged housing.

There is potential in some of the older areas of Mount Gambier to increase housing density and housing variety through appropriate infill and redevelopment. This could make better use of existing services and facilities and reduce dependency on motor vehicles.

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<sup>6</sup> Ecologically Sustainable Development (ESD) and its core objectives and guiding principles are defined in the *National Strategy for Ecologically Sustainable Development (1992)*.



## **Infill and Redevelopment**

Infill relates to the potential for increasing housing within existing residential areas. Infill can be achieved in a variety of ways. The most common ways are to utilise vacant allotments that have potential for further division, or to divide large allotments containing an existing dwelling to create a site for an additional dwelling or dwellings.

Redevelopment involves providing new housing either by re-use of land previously used for some form of urban development, or adaptation of an existing building. Redevelopment can occur through demolition of old or dilapidated dwellings to provide new housing (generally at higher densities). It can also involve conversion of buildings previously used for a different purpose into housing (e.g. the former hospital in Mount Gambier).

The extent of infill and redevelopment within existing residential areas is influenced by a number of variables including: market preference, community acceptance, urban design, and the capacity of existing infrastructure. Infill can simply be a duplication of the form of housing already in an area (e.g. detached dwellings) or it can result in more diverse housing at different densities. Redevelopment usually results in more diverse forms of medium density housing.

Some older areas within Mount Gambier are better suited to infill and redevelopment than others. Areas which have high quality streetscapes, are of heritage significance, or contain buildings which enhance the desired character of an area (and are an important element of Mount Gambier's character) may not be suited to new development associated with infill or redevelopment.

Other areas are well suited, and there is potential in several areas for infill and some limited scale redevelopment to occur. Well designed infill and developments close to the city centre provide easy access to shops, facilities and services of the city centre. This form of higher density housing can provide accommodation options suitable for retirees, couples, singles, aged accommodation, tourists and students, with smaller houses and land packages than existing dwellings.

More detailed investigation will be required to identify areas appropriate for infill development and redevelopment, whilst also ensuring residential areas with heritage or local character are maintained. This second group may include well established homes situated on large allotments with architectural merit, which when viewed as a group create distinctive local character.

It is appropriate that further work on identifying possible areas for infill be completed as part of the proposed City of Mount Gambier Residential Development Plan Amendment (see Map 2 for the general area which may be suitable for infill development).

## **Broadacre ('greenfields') land**

Future broadacre residential expansion of the Greater Mount Gambier area should be to the north of the city.

The Master Plan has identified 942 hectares of broadacre land suitable for future residential development, in addition to the land already zoned for residential purposes. This land has been divided into:

- Land for residential development in the short to medium term – 434 hectares (this land is further divided into three stages for release i.e. stages 1, 2 & 3)
- Land for residential development in the longer term – 508 hectares (this land is further divided into three stages for release i.e. stages 4, 5 & 6)

More information on the staging and release of this land is contained later in this document.

The yield of allotments from this broadacre land largely depends on the density of development undertaken. Currently, densities on residential broadacres are ranging between 8.5 and 10 dwellings per hectare.

Table 2 shows how long the land set aside for future residential development may last, taking into account possible different population growth rates and different densities of development.

**Table 2 Land Area Required Based on Density of Development (Dwellings per Hectare [dph]) and Growth**

Pop'n Growth pa	By the Year	Additional Dwellings Required*	Hectares Required		
			8.5 dph	10 dph	13 dph
0.8%	2014	748	88	75	58
	2030	2,393	282	239	184
1%	2014	941	111	94	72
	2030	3,063	360	306	236
1.5%	2014	1,437	169	144	111
	2030	4,878	574	488	375
3%	2014	3,030	356	303	233
	2030	11,729	1,380	1,173	902

\*Note: Based on 2006 ABS census data for Greater Mount Gambier which indicates an average occupancy ratio of 2.4 persons per dwelling

### Staging of broadacre land release

A preferred staging for development of the future residential land is identified in Map 2, and further explored below.

The aim of staging is to guide development according to a logical and efficient extension of physical infrastructure, and assist in concentrating demand for services and facilities. If this staging is followed, there is a high prospect there will be benefits to service providers, developers and builders, councils and ultimately the new residents. It will also assist in ensuring the city's ecological footprint is not extended beyond that which is necessary.

Ongoing monitoring will be required to ensure the preferred staging continues to remain relevant for the orderly future growth of Greater Mount Gambier. It is envisaged that the staging be reviewed every five years in conjunction with the statutory review of the Regional Land Use Framework for the Limestone Coast which forms part of the Planning Strategy for South Australia.



### Land for Residential Development in the Short to Medium Term

The land identified on Map 2 for short to medium term future urban expansion has been divided into three stages in order of priority for development. The dwelling capacity of stages 1 to 3 is illustrated in Table 3 below:

**Table 3 Dwelling Capacity of Stages 1, 2 and 3 (at 10 dwellings per hectare)**

Stage	Hectares	Additional Dwellings	Expected Residents*
1	161	1,610	3,864
2	192	1,920	4,608
3	81	810	1,944
<b>Total</b>	<b>434</b>	<b>4,340</b>	<b>10,416</b>

\*Note: Based on 2006 ABS census data for Greater Mount Gambier which indicates an average occupancy ratio of 2.4 persons per dwelling

Table estimates are based on a dwelling occupancy rate (average household size) and a density of 10 dwellings per hectare. These figures are consistent with average broadacre developments in suburban developments. Recent broadacre land releases in Greater Mount Gambier such as the 'Conroe Heights' housing development within Mount Gambier have achieved gross densities of 10 dwellings per hectare.

Whilst provision has been made in the plan for additional rural and country living development and for infill potential within some existing residential areas, most of Greater Mount Gambier's future population growth will occur in the broadacre lands that have been identified for future urban growth.

There is sufficient land in stages 1 to 3 to accommodate an additional 4,340 new dwellings or an additional 10,416 residents. At the current population growth rate for the Greater Mount Gambier area (0.8% per annum) there is almost sufficient land in stage 1 to accommodate an increase in the area's population until the year 2030.

If the growth rate is consistently at 1.5% per annum there still would be sufficient land in stages 1, 2 and 3 to accommodate growth to 2030; however any higher growth rate would require development of the land designated in stages 4, 5 and 6 for longer term development (see below).

Note: These assumptions about the capacity of stages 1, 2 and 3 to absorb residential growth do not take into account infill or redevelopment in existing areas or low density residential or rural living developments. Any significant development in any of these alternatives will effectively extend the life of these first three stages.

The suggested staging of this land for residential development in the short to medium term into three stages is a guide. A combination of market forces, commercial considerations, budget allocations (for local government or state government expenditure) and infrastructure lead times will all have a bearing on when the next stage should be commenced. Notionally, the next stage should not be commenced until there is a significant proportion (e.g. 60%) of the existing allotments committed to dwelling construction.

### Land for Residential Development in the Longer Term

Land identified for longer term growth is also north of existing development but to the east and west of the three stages identified for short to medium term growth areas (stages 1 to 3). The land parcels identified for longer term growth are designated as stages 4 to 6 in Map 2 (and as Deferred Urban).

A total of 508 hectares of land is identified and the possible yields and staging is shown in Table 4.

**Table 4 Dwelling Capacities of Stages 4, 5 and 6 (at 10 dwellings per hectare)**

Stage	Hectares	Additional Dwellings	Additional Residents
4	114	1,140	2,736
5	132	1,320	3,168
6	262	2,620	6,288
<b>Total</b>	<b>508</b>	<b>5,080</b>	<b>12,192</b>

The yields are based on the same assumptions as for Stages 1, 2 and 3. There is sufficient land in stages 4 to 6 to accommodate an additional 5,080 new dwellings or an additional 11,684 residents.

Stages 1 to 6 at the current growth rate of 0.8% will be sufficient land, if developed at 10 dwellings per hectare, to provide residential land for over 100 years.

Together, stages 1 to 6 could accommodate an additional 21,666 people or 9,420 dwellings. This is probably sufficient to accommodate growth of 3% per annum (very high growth) for each year to 2030, given expected complementary infill and redevelopment activity.

If the Greater Mount Gambier area consistently grows at a rate of 1.5% pa (high growth) from 2007 to 2050, the population is projected to increase by 25,000 (to a population of approximately 52,000). By making allowance for some contribution to the housing stock from infill and redevelopment, it can be seen that stages 1 to 6 are likely to provide sufficient capacity (on current occupancy and density assumptions) to substantially cater for a high growth scenario.

### Country and Rural Living

#### Land for Country Living

In Greater Mount Gambier, 'Country Living' allotment sizes can be defined by allotment sizes with a minimum 5,000m<sup>2</sup> (unless connected to a common sewerage system). If connected, the minimum allotment allowed is reduced to 3,000m<sup>2</sup>.

For some people country and rural living allotments are a transition from farm to town life, or they represent a choice in lifestyle. The location of these allotments in relation to established and future residential development must be carefully chosen as conflicts can arise over land use and keeping of animals. Country living areas are also hard to convert to conventional residential development if overtaken by urban expansion, generally due to the physical location of houses on each allotment.

Opportunities for country living exists to the south-west of the city centre.<sup>7</sup> This siting is distant from the area for expansion through more conventional broadacre residential development.



### **Land for Low Density Residential Development**

The Master Plan also provides for allotments which are smaller in size than the traditional 'Country Living' style allotments. A area of land which is currently zoned Country Living has been identified as being appropriate for residential development at a lower density than previous development plans allowed for.

These low density residential developments will range in size between 1,300m<sup>2</sup> and 2,500m<sup>2</sup> and will offer additional choices for residents seeking allotments sizes in between traditional residential and country living size allotments.



### **Land for Rural Living**

Provision has also been made for the establishment of 'rural living' on larger allotments in the future growth of Greater Mount Gambier.

Currently within the relevant Development Plans, rural living can be defined by having a minimum allotment size ranging between 5,000m<sup>2</sup> and 40,000m<sup>2</sup> (subject to location within Greater Mount Gambier as most allotments exceed 20,000m<sup>2</sup>). The allotments identified on the Map 2 total around 260 hectares and provide scope for dwellings established in association with hobby farms or intensive agriculture, or for other lifestyle reasons.

The siting of the area for future rural living development avoids designated high quality primary production land and visually prominent, scenic locations south of the city. This location is also likely to avoid any land use conflicts which could compromise the ongoing operations of adjoining rural activities and is also well north of the Greater Mount Gambier area designated as the future staged residential areas.

For both the 'country living' and the 'rural living' areas, detailed structure planning for provision of infrastructure and services should be undertaken prior to developing the land for residential use. The relevant council will need to determine whether it is prepared to provide or service facilities to urban quality in such locations.

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<sup>7</sup> A golf course tourism resort has been proposed to the west of this area.

## The Master Plan

### ***Greater Mount Gambier ... A Place for Industrial Activity***

SA Strategic Plan targets include: Economic Growth (T1.1); Business Investment (T1.5); Jobs (T1.10); Employment participation (T1.12); Exports (T1.14); Strategic Infrastructure (T1.21)

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**OBJECTIVE:** *Ensure that new industry can be established and existing industry can continue to operate.*

#### **Core Principles**

- Protect the investment in existing industry to maintain an employment base for Greater Mount Gambier.
  - Provide locations where new industry can locate to provide for growth in employment.
  - Ensure that there is adequate separation between existing and new residential development and industrial activities.
- 



#### **Land for Primary Production**

Retaining primary production land is important to the Greater Mount Gambier economy.

Primary production land includes horticulture, cattle and sheep grazing, broadacre agriculture and forestry.

Very high quality primary production land of value to the region and state exists to the south and south-west of the city. This land is to be protected from encroachment and subdivision to avoid compromising the ongoing primary production viability of the land.



#### **Land for Heavy Industry**

Greater Mount Gambier largely relies on two major industrial establishments (the timber mills) to provide considerable employment in the city and surrounding areas. There are also a number of ancillary activities such as the heavy transport industry which are an integral part of this industrial activity. These industries typically generate appreciable traffic and noise with the potential to operate up to 24 hours a day.

Since their establishment, the city has grown to almost envelop these two major sites. While this is not ideal, these industries incorporate significant capital investment which inhibits their relocation to less intrusive sites.

Future heavy industries must be located well away from existing and future urban areas. Land opposite the Mount Gambier Airport (east of Riddoch Highway) has been identified as a potential location, with further investigations required to determine suitability of the site particularly in relation to the airport. Whilst development should be encouraged to the east, development to the north and south of the airport should be discouraged to plan for possible future upgrading and lengthening of the existing runway.

Landscape buffers established around any heavy industry site would shield the area from the Riddoch Highway and protect attractive entry into Greater Mount Gambier from the north.

The objectives of the Blue Lake Management Plan will be fundamental in determining the suitability for future heavy industry wishing to locate within the boundaries identified in this plan.

Land around the Mount Gambier Sale Yards to the east of the city on Princes Highway has also been identified as a site for potential heavy industry development. This land is located beyond the Greater Mount Gambier geographic study area.



### **Land for Light Industry**

Light industries in Greater Mount Gambier are important employers for the region. Light industries can be important ancillaries to established heavy industries, as well as being specialised businesses in their own right, including providing a variety of specialised services and functions for rural industries.

Compared to heavy industries, light industries typically do not generate appreciable traffic, noise, odours or smells. Nevertheless, the physical appearance of these enterprises and from time to time some of their activities, make it important that light industry areas are separated and preferably buffered from existing and future residential areas.

Light industry locating within the boundaries of the Blue Lake Management Plan must be compliant with the objectives of this plan. Further industrial development in the land to the west of the city currently zoned for heavy industry should be limited to light industry to ensure the impact on the surrounding community and the environment is minimal.

The two light industry areas to the west of the city centre and on the northern side of Princes Highway (adjacent the existing Light Industry land) can be expanded, as shown on Map 2. The demand for light industrial land for the future is difficult to predict, however, both these expanded sites should provide adequate opportunity to cater for future demand for a 20 year time horizon.

## The Master Plan

### ***Greater Mount Gambier ... A Place for Commercial and Retail Activity***

SA Strategic Plan targets include: Economic Growth (T1.1); Business Investment (T1.5); Jobs (T1.10); Employment participation (T1.12); Tourism (T1.15); Strategic Infrastructure (1.21); Ecological footprint (T3.7)

***OBJECTIVE: Provide opportunities for commercial and retail activities to grow and meet demand.***

#### ***Core Principles***

- Encourage new investment to strengthen Greater Mount Gambier's city centre as the prominent regional commercial and retail focus.
- Ensure that new commercial and retail development outside of the city centre is based strictly on role and function and is staged to meet both the needs of a growing population and to ensure the viability of existing development
- Encourage new investment to provide diversity of services and new employment opportunities in appropriate locations.

A well-established town planning principle is that a city's heart is its retail/commercial centre.

The goods and services available within this centre generally should therefore not be duplicated elsewhere within a city, unless it can be reasonably expected that the viability of the centre will not be adversely affected and is necessary to serve the needs of the population.

As such, well planned regional cities consist of a hierarchy of retail centres containing a main city centre (primary centre) then, depending on the size of the population in each case, decreasingly smaller district activity centres and local activity centres located in nodes throughout the city. This system works effectively when each centre has a limit on the size and scale at which it can develop to protect the viability of the next biggest centre, with each centre located in the most convenient (or centralised) location possible to serve its intended 'population catchment'.

For regional cities such as Mount Gambier, these centres can be described according to the following table:

Name of Centre	Brief Description
Regional (or City) Centre	<p>Role: To function as a main centre outside the capital city, serving its surrounding region.</p> <p>Mix of uses: Major employment, retail, commercial, administrative, entertainment, education, health, civic, recreational facilities, open space and housing.</p>

Name of Centre	Brief Description
District Centre (Northern Gateway)	<p>Role: To serve the surrounding district and provide a range of convenience and comparison goods and services as well as a range of other community services and facilities.</p> <p>Mix of uses: Multi – purpose and major employment centres with a wide but not complete range of retail, commercial, administrative, entertainment, recreational facilities and housing.</p>
Local Centre (Western Gateway)	<p>Role: To provide shopping and community facilities to serve the daily needs of the local community generally located within walking distance of homes and local businesses.</p> <p>Mix of Uses: Daily convenience shopping, small offices, and businesses, local services and community facilities.</p>

It should be acknowledged that the three levels of centres have been derived largely in an urban environment. Although the Greater Mount Gambier area has some urban characteristics the centres also service a larger rural area. Consequently there may be a higher dependency on motor vehicles for access and a different mix of retail goods.

There are three distinct commercial and retail locations for existing and future retail activities:

- City Centre Precinct
- Northern Gateway Precinct
- Western Gateway Precinct

Each precinct has the potential to provide a specific style of shopping and business development and to be complementary to provide a comprehensive range and balance of activities across the city. If this balance is maintained and managed in the future, all three precincts have the potential to be viable and provide for the varying needs of people living, working and visiting in the city and wider region.

Each precinct also has the potential to be distinctive in appearance and enhance the attractiveness of Greater Mount Gambier. This should be achieved by developing urban design plans to provide guidance on achieving the desired character for the locality, the design and location of buildings, landscaping, and traffic management.

### City Centre Precinct

The City Centre should be retained and strengthened as the key civic, commercial, shopping, social and cultural focus of Greater Mount Gambier and the region, providing a vibrant focus to the city. The development of a civic square is aimed at providing an identifiable central focus, activity area and meeting place.

Specialty shops, cafes and restaurants, offices and consulting rooms will be encouraged to locate in the city centre. These activities should be supported by medium and high density residential development within this precinct. All development – buildings, streetscapes, open space – should be based on a clear urban design framework.

The development of the adjacent railway corridor should also complement and strengthen the primacy of the city centre through development of a mix of retail and community based activities.

### **Northern Gateway Precinct**

Over the next 20 years, the majority of residential development in Mount Gambier will occur in the designated growth areas along the northern edge of the city (refer Map 2). This Northern Gateway Precinct represents the most central location to these proposed growth areas and is therefore considered the most logical position for additional retail/commercial development. It is considered that a district centre would be appropriate to serve the population catchment of these growth areas.

Future zoning of this area should include the exclusion of bulky goods developments to maximise the Northern Gateway's capacity to focus primarily on retail/commercial development. To achieve this, bulky goods developments should not exceed a maximum floor area of 500m<sup>2</sup>.

For a major regional centre and a significant tourist destination, the entrance from the north into Greater Mount Gambier along the Penola Road/Riddoch Highway lacks any clear sense of 'arrival'. This should be addressed through establishing a 'Northern Gateway Precinct'.

The Northern Gateway Precinct will incorporate a variety of land uses including a large supermarket and supporting specialty shops south of Bishop Avenue, and a range of shopfront businesses which may include workshop facilities etc to the rear of the premises supporting transport and primary industries located north of Pinehall Avenue and Bishop Road.

To achieve this, the development of the precinct should be based on a detailed design framework which incorporates the staging of development and considers issues such as determining the appropriate eastern and western boundaries of the zone, landscaping, visual impacts and setbacks. It should include the potential to introduce service roads to ensure a functional and attractive northern entrance into the city. The framework should also support the future creation of a dual highway between the city and the airport to further enhance this key entry point to the city.

In order to accommodate these spatial requirements the Northern Gateway may need to extend at least 200 metres either side of the existing Penola Road alignment. The final dimensions should be confirmed once the detailed framework is completed.

### **Western Gateway Precinct**

The Western Gateway Precinct will be established to service the city as it grows.

The area in the vicinity of the Western Gateway currently has a small residential catchment, however it is acknowledged that a 'Local Centre' with a limited amount of retail/commercial development may be necessary in this area over the next 20 years to serve the day to day needs of local residents and workers within this vicinity, in addition to its primary focus as the city's major bulky goods retail precinct.

The Master Plan therefore accommodates future provision of a local centre consisting of a small-scale supermarket with a floor area no greater than 1500m<sup>2</sup> and supporting specialty retail shops each with a floor area no greater than 100m<sup>2</sup> (total combined floor area of the supermarket and specialty shops not exceeding 2,500m<sup>2</sup>), so as to ensure the long-term viability of the centre.

As with the Northern Gateway Precinct, a detailed design framework should be undertaken for this area to enhance it as an attractive entrance to Mount Gambier. This design should include provision for Jubilee Highway West to be a dual carriageway with appropriate setbacks for buildings.

It is important that the Western Gateway achieve a commercial balance with the primary retail focus of the City Centre and the proposed Northern Gateway. It is considered that the focus on bulky goods, as well as the restrictions placed on floor areas of retail/commercial development, will ensure that this gateway remains distinct from the City Centre and Northern Gateway and ensure the long-term viability of all three centres.



### **Designing appealing entrances to Mount Gambier**

There are three main entrances, or gateways, to the City by road:

- Jubilee Highway East is the primary entrance for tourists and consumers visiting from western areas of Victoria
- Riddoch Highway/Penola Road is the primary entrance from the north, including visitors flying into Mount Gambier airport
- Jubilee Highway West is the primary entrance for visitors travelling from upper coastal areas of the South East

Creating a clear sense of 'arrival' strengthens the character of cities. Detailed design frameworks should be developed to enhance the visual amenity for visitors entering Mount Gambier along these main corridors.

The design frameworks should address the issues discussed above for the 'Western Gateway Precinct' and 'Northern Gateway Precinct'. The frameworks should also seek to ensure attractive public areas, such as streetscapes.

To enhance the appeal of the eastern entrance to Mount Gambier, any retail and commercial activity of any significance should be located in the commercial and retail locations referred to previously in this document and should not be encouraged to occur in this area.

## Appendix 1 – Glossary of Terms

### Low Density Residential

Low density residential allotments are different to 'Country Living'. Allotments for low density residential should range in size from 2,000m<sup>2</sup> to 3,000m<sup>2</sup> and comprise detached dwellings on large allotments, with large setbacks to side boundaries and the street, large areas of open space and require all services to be provided.

### Medium Density Residential

For the purposes of this Master Plan, medium density residential development can refer to either:

- dwelling replacements on existing land that achieve a higher number of dwellings, or
- on green-fields land, developments with net dwelling yields of 10 dwellings per hectare or greater.

This equates to minimum allotment sizes of about 500 - 600m<sup>2</sup>.

### High Density

High density development refers to allotments being created under 500m<sup>2</sup>, multi storey apartment and unit developments. The old hospital site is an example of a large-scale high density development.

### Gross (Residential) Density

Refers to the density of a given area, including infrastructure such as public roads, public open space and in some instances, non residential development such as schools and shops.

### Infill (Consolidation)

The term urban infill or consolidation refers to the construction of additional dwellings in existing residential communities either:

- replacing existing dwellings
- located on a lot with an existing dwelling, or
- constructed on vacant land.

### Country Living

Country living allotments comprise detached dwellings on allotments with a minimum of 5,000m<sup>2</sup> unless connected to a common sewerage system. If connected, the minimum allotment size is reduced to 3,000m<sup>2</sup>.

### Rural Living

Rural living allotments comprise detached dwellings on allotments generally between 5,000m<sup>2</sup> (0.5ha) to 40,000m<sup>2</sup> (4ha) located on the fringes of regional towns and cities and often amongst primary production land.

### **Light Industry**

Light Industries involve the operation of machinery, and/or the transport of materials, goods or commodities that does not detrimentally affect the amenity of the locality or the amenity within the vicinity of the locality by reason of the establishment or the bulk of any building or structure, the emission of noise, vibration, smell, fumes, smoke, vapour, steam, soot, ash, dust, waste water, waste products, grit, oil, spill light or have the potential for causing dangerous or congested traffic conditions on any nearby road.

### **Heavy (General) Industry**

General Industries incorporate a combination of the activities listed in Light Industry businesses (above) but typically involve operations likely to generate appreciable traffic, noise, odours or smells, operate up to 24 hours on most days, and can require large buildings and structures.