

INTERIM REPORT

MASTERPLAN IN ASSOCIATION WITH IAN ROBERTSON DESIGN

# PORT NEILL

SUSTAINABLE FUTURE  
STRUCTURE PLAN



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## SUSTAINABLE FUTURE STRUCTURE PLAN INTERIM REPORT



in association with Ian Robertson Design

Prepared by  
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## Contents

1.0	INTRODUCTION .....	4
1.1	Structure Planning Process.....	4
1.2	Public Consultation Process .....	7
1.3	Study Area and Strategic Direction .....	7
2.0	BACKGROUND AND REGIONAL CONTEXT .....	14
2.1	Tumby Bay & Port Neill .....	14
2.2	Demographic Data .....	15
2.3	Growth Scenarios .....	17
2.4	Land Supply Analysis.....	19
3.0	VISION AND DESIGN PRINCIPLES .....	28
3.1	Port Neill Vision.....	28
3.2	Guiding Design Principles.....	29
4.0	STRUCTURE PLAN .....	34
4.1	Port Neill Township.....	34
4.2	Town Centre and Foreshore.....	34
4.3	Existing Township – Residential Areas .....	46
4.4	Existing Residential Zone – Greenfield Expansion .....	47
4.5	Additional Southern Residential Zone .....	47
4.6	Western Deferred Urban Area .....	47
4.7	Rural Living Zone .....	48
5.0	RECOMMENDED ACTIONS & INVESTIGATIONS....	52

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INTRODUCTION





## 1.0 INTRODUCTION

### 1.1 Structure Planning Process

MasterPlan SA Pty Ltd, in association with Ian Robertson Design, has been engaged to prepare a Structure Plan for the township of Port Neill as part of a project which has also included the preparation of a Structure Plan for Tumby Bay.

The interim Tumby Bay Sustainable Future Structure Plan has been prepared, and was adopted by Council in July 2013.

The methodology for the preparation of the Port Neill Sustainable Future Structure Plan (hereafter referred to as the 'Structure Plan'), is generally based on the draft Regional Structure Planning Guidelines prepared by the Department of Planning, Transport and Infrastructure (DPTI).

As espoused in the draft Regional Structure Planning Guidelines, the process of Structure Planning is intended to:

- assist in achieving the population, dwelling and employment objectives set out in the relevant volume of the Planning Strategy;
- improve the coordination of infrastructure and service provision;
- foster the design and development of sustainable and liveable urban forms across the regions;
- facilitate the rezoning of land for residential and employment purposes;
- protect productive agricultural land and areas of environmental significance; and

- plan for and manage the impacts of demographic change.

The Structure Plan seeks to achieve these outcomes and provide a basis for future decision making by Council.

An initial review of demographic data has been undertaken to understand the current status and historic growth patterns of Port Neill township.

This review indicated some integrity issues in the data currently exist that have limited the ability of this document to draw conclusions in respect of demographic trends, particularly in the comparison of time series data between the 2001, 2006 and 2011 Census periods.

Also in the initial stages of the project workshops were convened with Council Executive Staff and Elected Members to facilitate an understanding by the consultant team of their vision for the township and surrounding area.

This culminated in the preparation of an Issues Paper for Elected Members. The Issues Paper presented the initial information gathered specifically for the purpose of confirming the consultant team had correctly interpreted the information provided to it. Based on a second round of workshop sessions, the consultant team developed a draft Structure Plan ready for stakeholder and community consultation.

This consultation was undertaken in mid-2013 and a total of five community submissions were received in response. In addition, a community workshop was undertaken which was well attended and yielded a substantial amount of information. The submissions have been considered by Council and, where appropriate, changes have been made to the draft Structure Plan.

Where this Structure Plan and the accompanying plans present spatial options for the future of the

Port Neill township, these are not intended to represent the final, only or even preferred spatial option particularly not at a locality and allotment level. Such suggestions are presented as options for further development, based on the information gathered to date, and to provide a basis for further, more specific studies outlined in the recommendations of this Structure Plan.

The draft Regional Structure Planning Guidelines also set out the key issues for which a Structure Plan should set out strategic direction, including:

- proposed land use and growth patterns;
- location, type and density of activities that take into account the spatial context of the area;
- broad objectives and performance standards for land uses and supporting infrastructure (including open space);
- design guidelines and desired outcomes for an area (including built form, orientation and building height limits);
- new and existing transport networks, cycling and pedestrian linkages (including the identification of areas requiring upgrade and improvement);
- industry growth;
- areas to be set aside for open space, heritage and conservation (including areas of native vegetation); and
- major infrastructure that will be needed to support the proposed growth pattern.

Discussion of each of these issues is embodied in the relevant sections of this Structure Plan report.

As a result of the issues with the demographic data and the desire to proceed with further design of upgrades to

the foreshore area in the short term, it has been determined to adopt this plan on an interim basis, with the intention that a review will be undertaken following the publication of finalised demographic data by the Australian Bureau of Statistics.

At that time this data will be incorporated, the plan will be updated as required and an inter-agency workshop with State Government representatives will be held. The recommendations of the Structure Plan will be updated and finalised at that time.

This process will also include the finalisation of the Tumby Bay Structure Plan at the same time.

## 1.2 Public Consultation Process

Public consultation was undertaken by Council in accordance with the requirements of its public consultation policy, by releasing this report for review by stakeholders, members of the community and other interested parties.

A community workshop was also held to seek direct response from the community on the proposals contained in the draft Structure Plan.

This consultation was undertaken in mid-2013 and a total of five community submissions were received.

A copy of the summary of the submissions received, and the responses to those submissions adopted by Council are contained in Appendix A to this report. Also included

Changes have been incorporated in this report in line with the adopted position of Council set out in the Summary of Submissions Table in **Appendix A**.

## 1.3 Study Area and Strategic Direction

The study area includes the whole of the existing Port Neill township and the surrounding rural and semi-rural areas located on the eastern side of the Lincoln Highway.

Specifically, these include the areas to the north and north-west of the township, currently located within the Rural Living Zone, areas to the west of the township extending to the existing oval facilities, and areas to the south of the township extending to the golf course.

As a result of submissions received, the study area has been amended to incorporate additional land to the east of the existing Rural Living Zone which should be considered as part of a future review of rural living development opportunities around the Port Neill township.

The revised defined study area is shown in **Figure 1.1**.

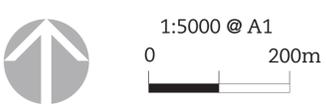
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 Study Area

# STUDY AREA PLAN

FIGURE 1.1



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BACKGROUND &  
REGIONAL CONTEXT

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## 2.0 BACKGROUND AND REGIONAL CONTEXT

### 2.1 Tumby Bay & Port Neill

The District Council of Tumby Bay is located on southern Eyre Peninsula and incorporates the districts of Ungarra, Lipson, Port Neill and Tumby Bay.

Tumby Bay is the main service centre for the district with smaller settlements including Port Neill, Ungarra and Lipson. Other community centres include Cockaleecheie, Yallunda Flat, Butler, Stokes, Moody, Koppio, Hutchison, Louth and Brooker.

Port Neill is a coastal township located 36 kilometres north east of Tumby Bay, approximately 3.0 kilometres east of the Eyre Highway.

The town has a semi-transient population with shacks located in two linear developments along the foreshore, and a significant proportion of dwellings in the township proper occupied predominantly on a seasonal basis.

The Port Neill township was first called *Carrow* and was gazetted in 1903 and laid out in January 1909 by surveyor William Greig Evans.

The name 'Carrow' came from an Aboriginal word relating to a soakage rock hole. Some confusion was caused by the similarity of the name to the locality of *Warrow* (near Couлта on south-western Eyre Peninsula) and the town was renamed Port Neill on 19 September 1940. The name of the town honours a Warden of the Marine Board, Andrew Sinclair Neill.

Construction of the first jetty commenced in 1911 and was completed in May 1912 to ship wheat and wool from the district.

It was noted in the *Observer* in June 1910 that settlers in the Hundred of Butler and the district adjoining Mottled

Cove were 'anxiously awaiting some movement towards the long promised jetty at that port'. The settlers were suffering greater disadvantages of shipping facilities than most other parts of the west coast at this time.

Once the jetty was built, shipments continued until 1970, when shipments by road to Port Lincoln's larger harbour facilities and grain silos commenced. It was noted at the time of construction that the jetty was the largest on the Eyre Peninsula.

Located at the foreshore is the anchor of the *Lady Kinnaird*, an iron barque carrying a load of wheat from Port Pirie to the United Kingdom which struck rocks off Cape Burr on 20 January 1880, and foundered and broke up.

## 2.2 Demographic Data

First release Census data from the 2011 Census of Population and Housing has been released.

In the preparation of the draft Tumby Bay Structure Plan, it has become apparent that issues exist in the comparison of time series data from the 2006 and 2011 Census. This is due to issues relating to the methodology for the collection of data up to the 2006 Census, and for data collected between Census periods.

This data is currently being reviewed by the Australia Bureau of Statistics, with updates projected to be released in late June 2013 and the review of data projected to be complete by the end of 2013.

As known issues exist with 2006 Census data and earlier data, this report presents only data from the 2011 Census.

It is proposed that both the Tumby Bay Structure Plan and this document will be reviewed and updated when final demographic data is available.

For reference purposes the population of the District Council of Tumby Bay had a population of 2,465 persons at the 2011 Census.

The gazetted area of Port Neill had a population of 136 persons at the 2011 Census, of whom 65 were male and 71 were female.

The population is heavily skewed towards older persons with 103 persons (75percent) being aged 45 years of age or older.

Of the population on Census night 106 persons (85 percent) were born in Australia, and 131 (96 percent) only spoke English at home.

Of the population 130 (95 percent) were Australian citizens.

The gazetted area of Port Neill had a median age of 60 years.

The median total personal income was \$350.00 per week with the median total household income being \$644.00 per week.

On Census night (which is a weeknight in August) 110 residents of Port Neill were counted at home. Also present in the township were 14 visitors from South Australia. A total of 26 persons who were identified as residents of Port Neill were counted elsewhere on Census night.

The predominant family unit in Port Neill was a couple family with no children, which strongly correlates with the age profile.

Of the 60 identified households, 51 comprised either one or two persons.

Most households own either one or two motor vehicles, with only three of 59 households stating that they own no motor vehicle.

On Census night 177 private dwellings were identified in Port Neill of which 59 were occupied and 118 were unoccupied.

On Census night, data was collected on tenure for 60 dwellings, of which 38 were owned outright, 13 were owned with a mortgage and nine were rented.

### 2.3 Growth Scenarios

Port Neill, Tumby Bay and the wider Eyre Peninsula may be impacted by significant demographic change over coming decades as a sectoral shift in the economy of the Eyre Peninsula occurs.

The rapid progress of mineral exploration projects suggests that significant pressure for township growth could occur in the short to medium term. The Council Area is convenient to a number of mineral exploration locations and to the proposed Port Spencer and Cape Hardy facilities, both of which are located in proximity to Port Neill.

The potential for such a major change in the economic base of the region makes reliance on historical growth trends problematic, as such data cannot account for the rapid change in population that accompanies such change.

On this basis, the Structure Plan will be required to be sufficiently adaptable to and compatible with various growth scenarios and allow Council the flexibility to accelerate or decelerate the release of developable land dependent on growth outcomes.

Port Neill is unusual in that it has a semi-transient population, with, as revealed by the 2011 Census, the majority of dwellings unoccupied for much of the time. Additionally, the lack of a Community Wastewater Management Scheme means that large allotments are predominant throughout the developed areas of the township to allow for appropriate on-site disposal of waste water.

The unoccupied nature of two thirds of the existing dwellings within the township means that the township

could theoretically accommodate a tripling (or slightly greater with an increase in the average household size from 2.0 to 2.2) of the population without requiring the construction of any additional dwellings.

This would take the population in the current dwelling stock to something in the order of 400 persons.

Given the semi-transient nature of the population and the historic context of the township as a hybrid settlement with a small permanent population which expands dramatically in peak holiday periods, substantial growth would have to emanate from significant demographic change, such as substantial growth in the resources sector.

It is considered that in trying to predict demand for land, policy settings should be capable of responding to a very broad range of growth scenarios ranging from virtually no demand for land for an extended period, through to pressure for rapid growth of both a permanent population, and additional demand for holiday accommodation.

In order to better understand potential growth scenarios, it will be necessary to review final 2011 Census data when it is realised, and to monitor the implications of proposed export facilities in the vicinity of Port Neill over the coming 12-18 months. At this time, Council will be in a better position to appreciate the impact of growth scenarios and make a decision as to how to accommodate such growth.

Significant areas of land suitable for such expansion exist in close proximity to the existing township. Many of these areas of land are currently owned by, or are in the care and control of Council.

## 2.4 Land Supply Analysis

Whilst the demand for land is uncertain, supply options are relatively well defined, and will provide more than adequate growth opportunities in the short to medium term.

For any growth scenario there will be implications for social and community services, the provision of land for retail and commercial uses, and land for industrial and infrastructure services. At the present time the township is almost totally devoid of services, lacking even basic convenience retail.

The Structure Plan will therefore present spatial options for all of these land uses and facilities, connected to an enhanced public realm by recommending a small expansion of the Town Centre Zone to provide a focus for such uses displacing existing residential development should demand materialise.

Broad hectare land around the township has been identified for 'green-field' residential development.

This land has been selected having regard to:

- proximity to existing built up areas;
- current zoning and/or previous identification for future urban development;
- appropriate elevation;
- lack of environmental constraints;
- ability to be efficiently connected to infrastructure;
- buffering from incompatible land uses or ability to accommodate such buffers; and
- existing land tenure.

An assumption has been made that greenfield areas will be developed at a relatively low density of

10 to 12 dwellings net per hectare, and average allotment sizes of 600 to 800 square metres.

Supply for additional land has been identified and is outlined in the Table 1 below:

**Table 1 – Land Division Opportunity Areas**

Number	Name	Area (Hectares)	Assumed Allotment Yield
1	Existing Township Area (no CWMS)	N/A	50 (currently vacant)
2	Existing Township Area (with CWMS allowing smaller allotments)	N/A	50
3	Existing Residential Zone – Greenfield (with CWMS)	15.8	80-90
4	Residential Zone mooted in Coastal and General DPA (with CWMS)	18.7	110-125
5	Deferred Urban Zone (with CWMS)	50.3	350-430
6	Rural Living Zone	N/A	50-80
<b>Total</b>			<b>690-825</b>

The areas are spatially represented in **Figure 2.1**.

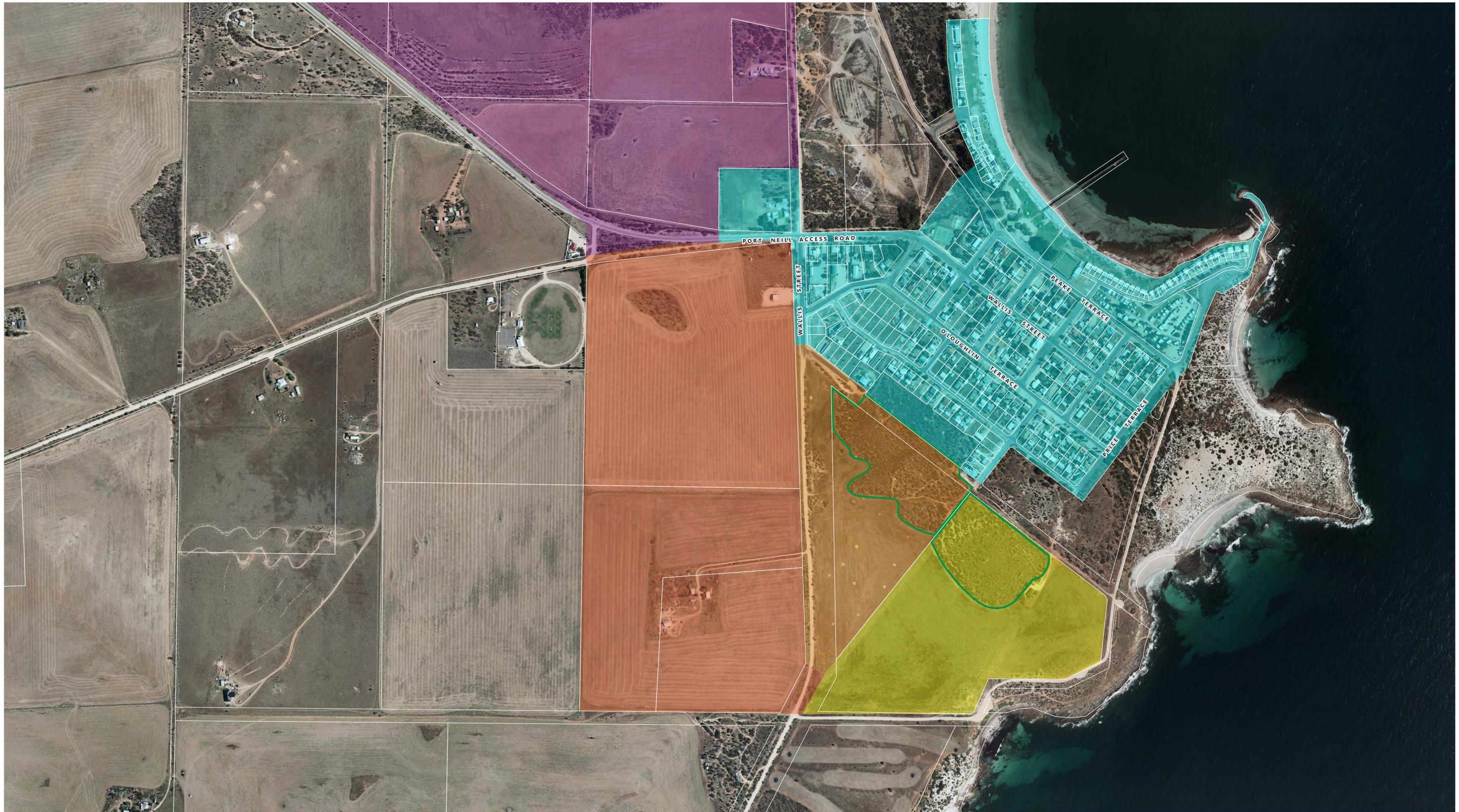
Existing zoning of the township is shown on **Figure 2.2**.

The development options for each of these areas are discussed in further detail in the Structure Plan section of this report.

The allotment yield possible from the areas identified provides the potential for a population of Port Neill in excess of 1,500, or a more than ten-fold increase on the current permanent population.

This is considered to constitute an improbable increase, even under the highest growth scenarios, and for this

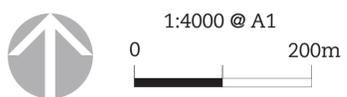
reason no identification of additional land for township development is considered appropriate.



- Existing Township
- Deferred Urban
- Existing Residential - Greenfield
- Current Undeveloped Residential (Port Neill) Zone (Less Vegetated Area 10.8Ha)
- BDP Residential Zone
- Rezone to Residential (Less Vegetated Area 14.7Ha)
- Rural Living

## LAND DIVISION OPPORTUNITY AREAS

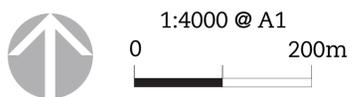
Figure 2.1



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- Zone Boundary
- C(PN) Commercial (Port Neill)
- Cst Coastal
- GF General Farming
- R(PN) Residential (Port Neill)
- Rec(PN) Recreation (Port Neill)
- TA(PN) Tourist Accommodation (Port Neill)
- TCe(PN) Town Centre (Port Neill)
- RuL(PN) Rural Living (Port Neill)



## EXISTING ZONING PLAN

Figure 2.2

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# 3VIS

VISION &  
DESIGN PRINCIPLES





## 3.0 VISION AND DESIGN PRINCIPLES

### 3.1 Port Neill Vision

A vision for the Port Neill township has been prepared based on the feedback from Council staff and elected members. A key intention of the consultation process will be to test the vision with the community and invite feedback to assist in refining the vision for the final report.

**The vision for Port Neill is for that of a unique, character filled coastal settlement providing a high quality, but affordable and secluded residential environment with a continuing mix of permanently occupied dwellings and dwellings occupied in key holiday periods.**

The township will retain and enhance its unique relationship with the coast through the provision of high quality infrastructure and the improvement of public spaces along the coastline, particularly the foreshore area. Attributes making a positive contribution to existing character will be preserved and enhanced, and strategic improvements will be made to resolve identified issues.

Port Neill will grow sustainably, in a carefully managed manner in response to identified demand through the provision of adequate, but not excessive, amounts of appropriately zoned land, capable of responding to economic development in advance of demand. The District Council of Tumby Bay will leverage its position as the custodian of a significant amount of developable land by working with the private sector to achieve urban design outcomes that meet and even define 'best practice'.

The township will support the provision of services when sufficient demand exists through the provision of a slightly expanded Town Centre Zone which retains and enhances its strong relationship to the foreshore and becomes a focus for tourist accommodation facilities.

The unique position of the township as a tourist destination will be enhanced through the provision of additional accommodation options together with improved amenity of public spaces.

The town will continue to rely on Tumbly Bay and, more remotely, Port Lincoln for the provision of most community, social, commercial, retail and government services.

### 3.2 Guiding Design Principles

From the broad vision, a series of guiding design principles have been developed to underpin the analysis and recommendations of the Structure Plan.

#### *Economy and Employment*

- Spatial development of Port Neill township to support the economy of the wider region.
- An attractive town centre positioned for growth when demand materialises.

#### *Movement and Access*

- Develop a series of continuous trails for pedestrians and cyclists throughout the township, including, to the extent possible, a linear trail along the length of the coastline.
- Provide a more supportive environment for aged persons and for persons with a disability.

#### *Land Use and Design*

- Provide sufficient developable land to cater for anticipated growth over a time period of at least 30 years.
- Ensure that incompatible uses are suitably separated.

- Provide for a wider range of residential developments suitable for persons of different ages and incomes.
- Encourage strategic investments by Council and other government agencies to enhance the quality of the urban environment.

*Liveability, Community and Sense of Place*

- Preserve and enhance key attributes of Port Neill that contribute positively to township character.
- Strengthen the connection between the township and the coast particularly at the foreshore area.
- Development that is 'legible' and builds upon the distinct sense of place that presently exists in Port Neill.
- Provide for a broader range of dwelling types on a broader range of allotment sizes, particularly close to the town centre.

*Infrastructure and Community Facilities*

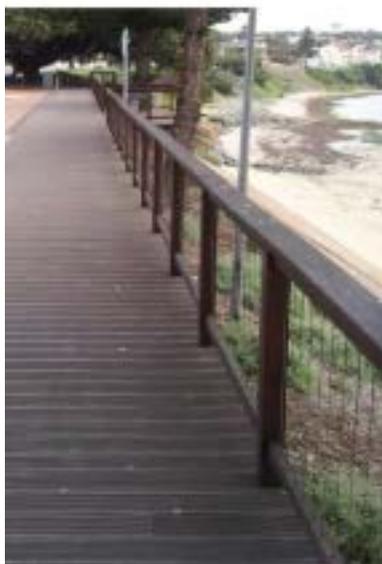
- Maximise opportunities for water reuse on open spaces throughout the township.
- Make provision for the development of a Community Wastewater Management Scheme.
- Adequately protect existing and future development from flooding during significant rainfall events.
- Consider opportunities for the consolidation and sharing of recreation facilities between community and educational facilities.
- Ensure adequate land supply for community facilities as the township grows.

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**4**STR

STRUCTURE PLAN





## 4.0 STRUCTURE PLAN

### 4.1 Port Neill Township

Having regard to the guiding principles, the Structure Plan presents a vision for the development of the township over the next 30 years.

The basic structure of the township is detailed on the Structure Plan – Key Land Uses and Connections plan in **Figure 4.1**.

This plan outlines a hierarchy of key connections and linkages, identifies key areas of open space, and details concepts for important road layouts in the identified Land Division Opportunity Areas.

Detail of the proposed public realm improvements to the township including a hierarchy of plantings and key opportunities are shown in the Township Improvement Strategies Plan in **Figure 4.2**.

A more detailed framework for the Town Centre and Foreshore Area is shown in the Foreshore Park Improvement Strategies Plan in **Figure 4.3**.

The proposed zoning changes for the township are shown in the Proposed Zoning Plan in **Figure 4.4**.

### 4.2 Town Centre and Foreshore

#### *Town Centre*

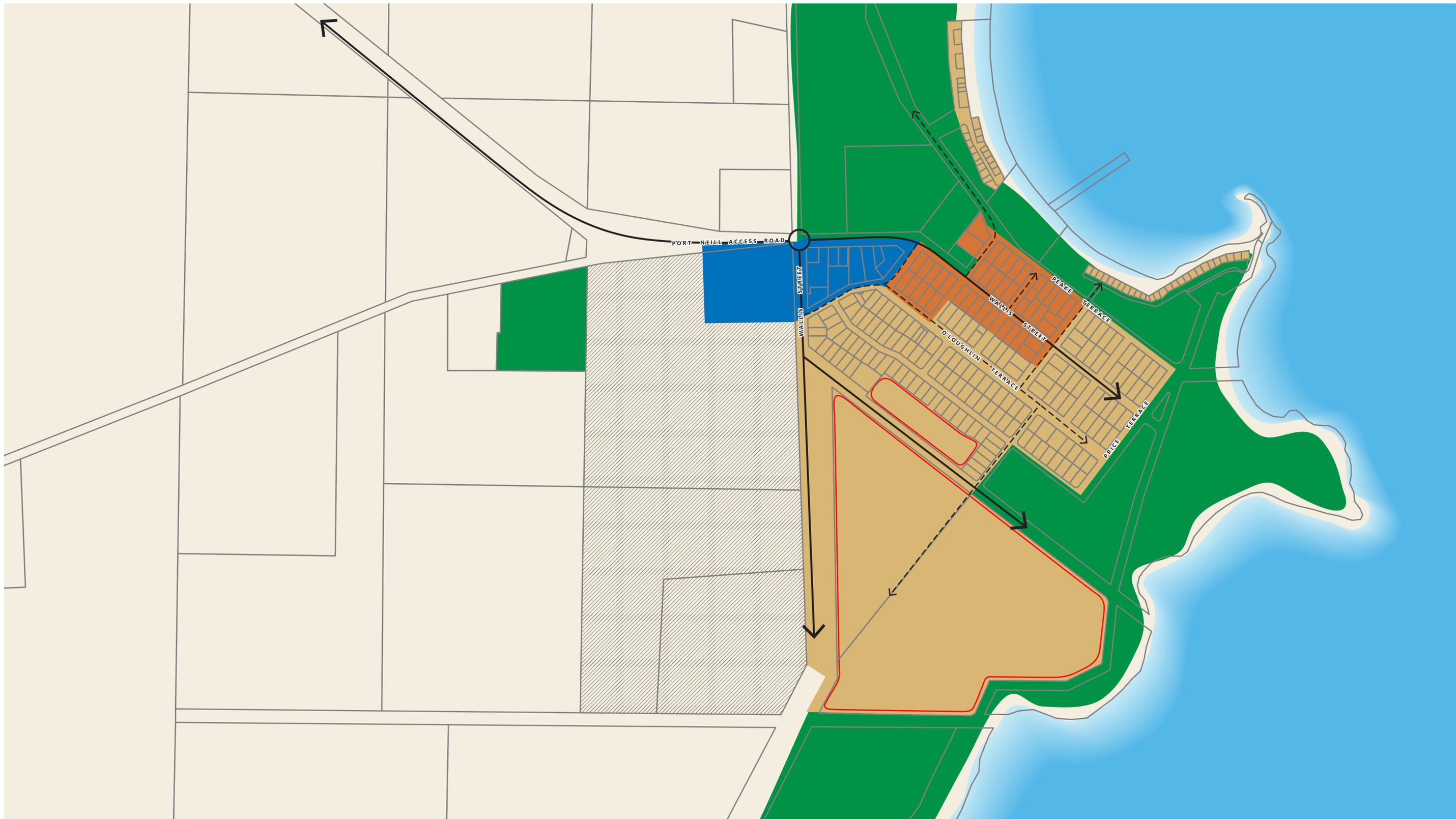
The current Town Centre Zone predominantly contains dwellings, and principally no demand for retail or other commercial services (other than the hotel and general store) is currently evident.

Notwithstanding this, careful management of the town centre area will preserve its ability to support the provision of an increased range of services into the future. It is proposed that the extent of the Town Centre Zone be enlarged to take in additional allotments on the southern

side of Wallis Street, extending from its current boundary on Sholl Street to Bice Street.

This extension will ensure that both sides of Wallis Street are located in the Town Centre Zone from Coneybeer Terrace to Bice Street.

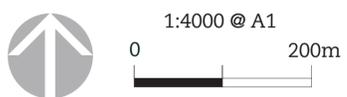
The Town Centre Zone should support a broad range of development including dwellings (subject to provision of a CWMS) on smaller allotments, tourist accommodation, retail services, offices and low intensity commercial development.



- Primary Connections
- - - Secondary Connections
- Gateway / Township Entrance
- Commercial
- ▭ Land Division Opportunity Area
- ▭ Existing Developed Areas
- ▭ Town Centre
- ▭ Existing and Proposed Parks & Recreation Areas
- ▨ Protect from Inappropriate Development

## KEY LAND USES & CONNECTIONS

Figure 4.1



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# TOWNSHIP IMPROVEMENT STRATEGIES PLAN

Figure 4.2



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Maintain low traffic environment for safe pedestrian access between tennis courts and foreshore

Footpath links to possible future town expansion area

New enlarged car park with shade planting to replace informal parking areas

Retain existing shelter and improved landscaped surrounds with paving and a symbolic sculpture

Axial footpath linking shelter to jetty

TENNIS COURTS

GILL ST

Improve Rotunda park landscaping and fencing

Highlight Town "arrival" at the Gill Street junction with special corner treatments and directional signage to foreshore

HOTEL

PLAYGROUND

Enlarged foreshore park area with irrigated grass, seating, shelters and barbeque facilities

Existing trees retained for shade and amenity subject to a review of condition and quality - new tree planting and landscaping as part of a detailed foreshore master plan process

Rationalised angle parking opposite hotel with reduced paved area and more parking space

Screen planting to bowling green embankment and improvements to fencing and structures

PEAKE

Visitor parking for caravans along Peake Terrace

## FORESHORE PARK IMPROVEMENT STRATEGIES PLAN

Figure 4.3

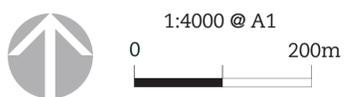
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—	Zone Boundary	Rec	Recreation
C	Commercial	RuL	Rural Living
CstCon	Coastal Conservation	Res	Residential
CstOs	Coastal Open Space	TC	Town Centre
CT	Caravan and Tourist Park		
DU	Deferred Urban		
GF	General Farming		

# PROPOSED ZONING PLAN

Figure 4.4



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Whilst in the short-term, residential development will remain predominant, over time and as demand crystallises, higher land values will see a greater variety of land uses.

Built form in the Town Centre Zone should permit buildings located on, or close to, the street frontage and seek to present high quality and active facades to those streets.

Streetscape quality will be improved over time by plantings, formalisation of on-street car parking, and the provision of more consistent kerbing, crossovers and footpaths.

#### *Foreshore*

The foreshore area, opposite the hotel, focussed on the jetty and forming an aperture between the two linear shack settlements will be enhanced and will remain the focus of public open space in the township and a key drawcard for visitors to the township.

A number of relatively simple, economically prudent upgrades can transform an area that has all the foundations of a superb open space into a high quality, legible and accessible transition between the township and the water.

Key upgrades are outlined on the Foreshore Park Improvement Strategies Plan and include the following:

- Clearly defining the ‘edges’ of the open space from which motor vehicles are excluded, preventing the ‘creep’ of informal parking that has occurred over time.
- An enlarged park area with irrigated grass, seating, shelters and BBQ facilities.
- Creating a logical, defined off-street car parking area which provides a greater number of car

parking spaces in a smaller area than the current informal car parking areas.

- Existing trees to be retained for shade and amenity subject to a review of condition and quality.
- New tree planting and landscaping to be determined as part of a foreshore master plan process.
- Upgrade of the 'Green Shed' to be surrounded with high quality paving and adjacent a symbolic sculpture.
- An axial footpath linking the 'Green Shed' to the jetty.
- Rationalised angle parking opposite the hotel to provide more car parking spaces within a significantly reduced paving area.
- Screen planting to the bowling green embankment and improvements to fencing and structures in this area.

#### *Linear Shack Settlement*

The existing linear shack settlement exhibits a fantastic and unique character that defines the Port Neill township and its relationship with the coast. This character should be preserved and enhanced through the upgrade of infrastructure servicing the shacks and the sensitive upgrade and replacement of the shacks themselves.

#### *Street Tree Planting*

Street tree planting should occur to all streets for shade and amenity enhancements. In wider streets, trees can be planted in the roadway with parking between to reduce the apparent width of the roadway and to help shade footpaths.

Avenue planting using a larger, grander species should occur along the access road and onto Wallis Street to define the key entrance to the township.

### 4.3 Existing Township – Residential Areas

The existing residential areas provide significant scope for infill.

This will occur firstly through the development of the substantial number of currently vacant allotments. These vacant allotments currently number in the order of 50, all of which will ultimately be available for development.

Subject to the development of a CWMS, the potential exists for the subdivision of existing allotments. Such subdivision should be focussed on wider, less deep and corner allotments, which given the short nature of blocks in the township grid, will yield approximately 50 further allotments within the existing township area.

Dwellings in these areas should be predominantly single storey detached dwellings with two storey dwellings adjacent the Town Centre Zone or where the views enjoyed by existing adjacent dwellings can be preserved.

Street tree planting within the road reserves and additional formalisation of kerbing, crossovers and footpaths over time will improve the level of amenity.

An area exists at the rear of the northernmost part of the linear shack settlement that is currently zoned for residential development. This area has significant topographic and vegetation constraints. Its development would require a significant amount of vegetation to be removed and would significantly alter the existing character of the shack settlement in this area.

This land is in the ownership of Council and, on this basis, should be rezoned to prevent it being developed for residential development in future. Having regard to the amount of land available for residential expansion, the

loss of this small area of land from the growth areas is considered unlikely to have any material impact on the overall expansion of the township.

#### 4.4 Existing Residential Zone – Greenfield Expansion

This area has a previous land division plan providing approximately 65 allotments approved over it. The owner is entitled to proceed with this plan if they so choose whilst it remains a valid approval.

Should this plan not proceed, a future plan for development of this area should extend the existing township grid to the extent possible, focus reserves around existing vegetation, orientate allotments and dwellings to take advantage of views, and should provide clear linkages and relationship to the existing residential area. Development of this area should also permit seamless integration with the area to the east also proposed to be rezoned for residential development.

#### 4.5 Additional Southern Residential Zone

The anticipated rezoning of this area will provide a larger contiguous residential area for expansion to the south of the existing township. It is noted that the BDP DPA proposed that a portion of this area be located in the Coastal Conservation Zone. However, this area has significant elevation and is well protected from potential coastal hazards. This presents an opportunity for this zoning to be revised in a future DPA.

This area provides significant opportunities for allotments and dwellings to be orientated to take advantage of views, whilst preserving to the extent possible a modified grid layout of streets.

#### 4.6 Western Deferred Urban Area

Considering the allotment yield from the areas outlined above, this area may not be required for development

within the time horizon of this Structure Plan. Notwithstanding this, it is considered prudent that this area be rezoned to Deferred Urban, to prevent it being developed for inappropriate uses.

The allotment is currently used for cropping and grazing purposes, so such a rezoning should have no material impact on the existing use of the site.

#### 4.7 Rural Living Zone

In the near future development of the Rural Living Zone should proceed in accordance with Development Plan policy. The lack of pressure for subdivision of the areas currently located in the Rural Living Zone at Port Neill indicates that demand for the type of land in this location remains subdued. Rural living land by virtue of its size, typically requires full-time or at the very least, semi-permanent occupation to maintain the property.

An area of additional land to the north of the township has been identified as a result of submissions received during the consultation process as having potential for future rural living development. The study area has been amended to include this land, and it is recommended that it be included in a future study of rural living land.

Council should consider undertaking a district wide Rural Living Study which should redefine minimum allotment sizes in existing rural living areas, consider if new rural living areas should be established, and prepare concept plans for the coordinated development of existing undeveloped areas such as Port Neill.



# 5 RECO

RECOMMENDED  
ACTIONS &  
INVESTIGATIONS

COMMIN



## 5.0 RECOMMENDED ACTIONS AND INVESTIGATIONS

Having regard to the Structure Plan looking forward over a time period in the order of 30 years, it is intended that Council will work to implement the recommendations in a staged manner as resources permit.

Works ‘on-ground’ will generally be the result of more detailed investigation and design processes, however the Structure Plan will be used as an overarching guiding document.

The issues with the demographic data suggest that a minor update of this plan will be required in 2014. It was determined by Council that rather than hold off on releasing the plan until mid-2014, it would be better to release it in an interim form, and review the document in light of the missing data being available.

Notwithstanding the 30 year horizon for implementation of the Structure Plan, it is intended that the document be reviewed after approximately five to seven years. Logically, such a review would occur after data from the 2016 Census was available.

The review would consider the steps towards implementation taken in the intervening period, demographic changes and policy changes, and would result in the plan being updated accordingly.

It should also be recognised that a Structure Plan is by its nature a broad, overarching plan.

The recommendations are not intended to be taken as detailed spatial representations of what will occur, but rather as guiding principles relating to the vision and intended outcomes to spatial processes to give effect to those outcomes.

The recommendations in the following table reflect the interim nature of this plan, are have been developed to allow Council to move forward with its strategic processing in the next 12 months and them to integrate the recommendations of the final Structure Plan into the recommended studies once complete. There is no barrier to commencing the studies recommended below in the next 12 months, however some of them, particularly the Port Neill Development Plan Amendment, will have hold points to wait for the final Structure Plan to be released.

**Table 2 – Recommended Short Term Actions**

Project	Description	Project Type	Indicative Timing	Indicative Costs
Town Centre and Foreshore Master Plan	Develop a more detailed master plan and detailed design for the development of the town centre and foreshore area.	Master Plan	Immediate	\$15,000
Port Neill Development Plan Amendment	Undertake a Development Plan Amendment to rezone Port Neill township according to the recommendations of this report.	Statutory Processes	2013-2014	\$20,000
Out of Township Strategic Review (congruent with recommendation in Tumby Bay Structure Plan)	Prepare a detailed plan for development outside of Townships including Rural Living and Primary Production areas.	Strategic Planning	2014-2015	\$30,000

These studies will build upon the Structure Plan and will provide more detailed information to support its implementation.

The Town Centre and Foreshore Area Master Plan will convert the concepts detailed in this report to detailed design plans for key areas, allowing Council to accurately cost upgrades and then seek funding to undertake capital works projects to implement them. The master plan can also incorporate the development of design guidelines for development, a signage strategy, and a vegetation plan to guide planting both on public open space and private allotments.

The Port Neill Development Plan Amendment will build upon the Better Development Plan Conversion currently being finalised and will rezone land within the township as recommended by this report. Given a similar recommendation has been made for a Development Plan Amendment for Tumby Bay, Council has the potential to achieve a more economic outcome by undertaking both Development Plan Amendments at the same time.



**A** A P

APPENDICES



Consultation Summary

# Port Neill

## Sustainable Future Structure Plan



**MASTERPLAN**  
TOWN + COUNTRY PLANNERS

in association with Ian Robertson Design



## PLANNING REPORT

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# Port Neill Sustainable Future Structure Plan – Consultation Summary

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## 1.0 CONSULTATION PROCESS

Public consultation was undertaken on the Draft Port Neill Structure Plan from July 2013 to August 2013.

A Community Workshop was held in Port Neill during the consultation timeframe on Friday 19 July 2013.

This workshop had included a presentation on the structure plan by the consultant and an interactive session where community members were invited to express their views about the township and the draft structure plan. The community workshop was attended by approximately 25 members of the community.

In addition to the community workshop, members of the community and other interested persons were invited to obtain copies of the draft structure plan document either in printed or electric form from Council, or in electronic form via download from Council's website. Submissions were invited in writing or by email. Council staff received a number of enquiries, some of which were referred to the consultant team for further discussions.

## 2.0 COMMUNITY WORKSHOP

A significant amount of information was received during the community workshop, which was recorded by the consultant team.

During the community workshop, participants were asked to review plans of the township and plans from the draft structure plan document. Participants were asked in three exercises to indicate:

- what public space within the township they make use of most often;
- what areas of public space they think function well and which function not so well; and
- which elements of the draft structure plan they like, which they think needs more consideration, and what locations were their priorities for the expenditure of money.

Additionally, participants were asked to provide written commentary on the plans in the form of notes relating to the plans presented.



In respect of the three exercises, the plans clearly reveal the views of the participants in the workshop. Looking at the two plans where participants spend time in the township, the importance of the relationship between the township and the coast is emphasised.

These two plans follow as Figure 1 and Figure 2.

Members of the community clearly articulated that the foreshore area is of key importance to them and that it is this public space that defines the township. Other areas of importance included the area around the tennis courts, which also forms a visual entrance to the township and the 'geographic' heart of the current township on Wallis Street. Other areas nominated included coastal areas to the north of the township, the boat ramp area and the golf course.

Participants were then asked, on a larger scale plan more focussed on the centre of the township, to place dots of different colours on key elements of the public realm. In this exercise, participants were each given two green dots, two yellow dots and two red dots. They were asked to place green dots on those areas of the public realm which they felt worked well, yellow dots on those areas which were acceptable but could be improved, and red dots on those areas they felt needed more urgent improvement.

The two plans follow as Figure 3 and Figure 4.

These plans indicate a strong desire of the community for improvements to be focussed on the foreshore. Second, and significantly further back was the township entrance and tennis court areas. It is clear that participants generally held a view that the boat ramp area was in acceptable condition and was not a high priority for further improvement. The same could generally be said of foreshore areas in front of the northern shacks and further to the north of the township. The existing oval did not generate significant interest, and commentary of participants generally was that it was a good piece of infrastructure, particularly given its levels of usage.

As a third exercise, participants were requested to comment on the proposal plans in the draft structure plan. Again participants were given green, yellow and red dots and asked to comment on what they liked, liked less and did not like.

The two plans follow as Figure 5 and Figure 6.

In this case it was clear that participants did not agree with the proposal to, as a long-term vision, relocate the oval. Commentary suggested that participants felt the nominated site, whilst closer to the township, was not appropriate due to its low-lying nature and existing vegetation. The cost of the project versus the level of use of the oval was also indicated.



Figure 1 – Time Spent in Port Neill 1



Figure 2 – Time Spent in Port Neill 2

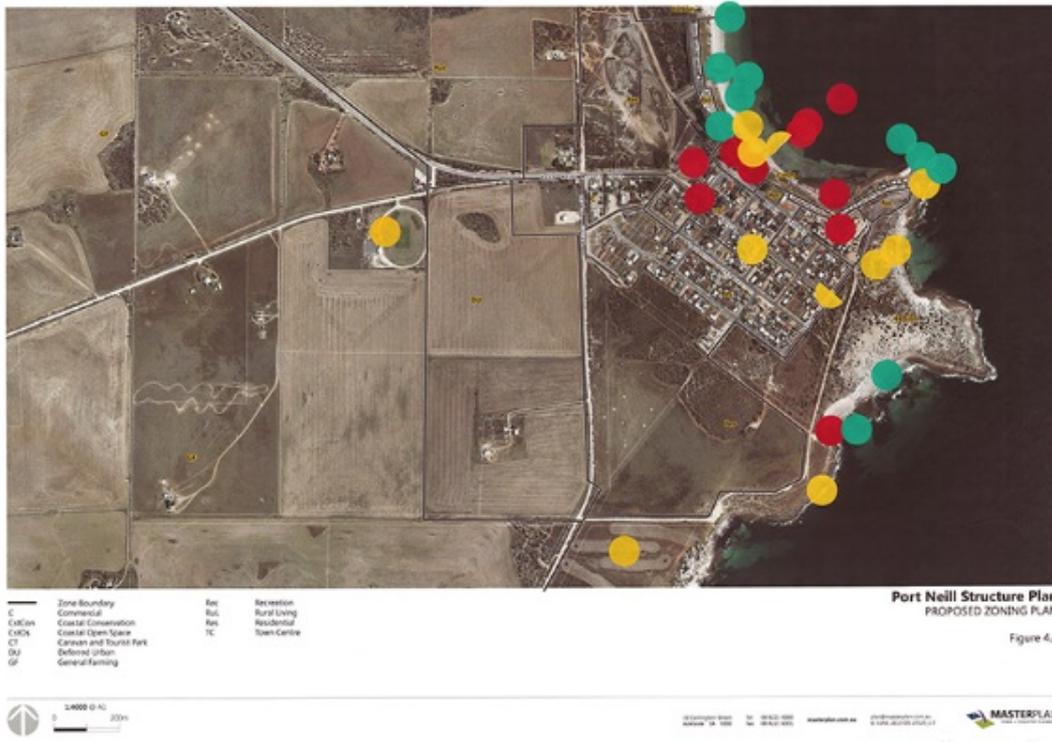


Figure 3 – Quality of Public Spaces 1

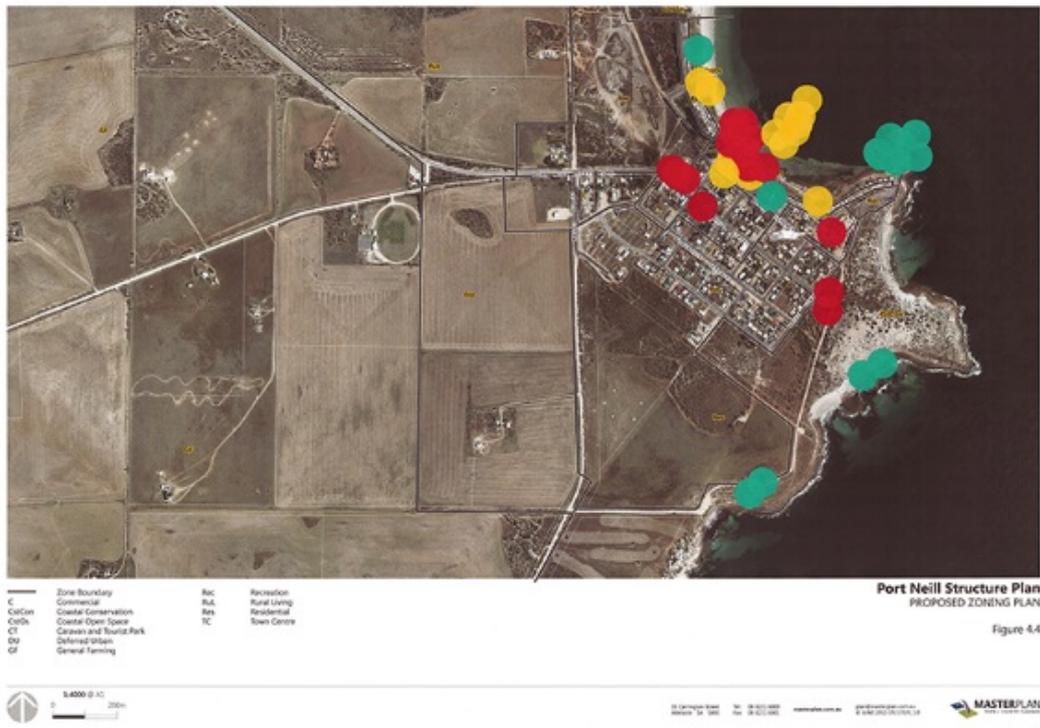


Figure 4 – Quality of Public Spaces 2



Figure 5 – Draft Structure Plan – Comment and Priorities 1

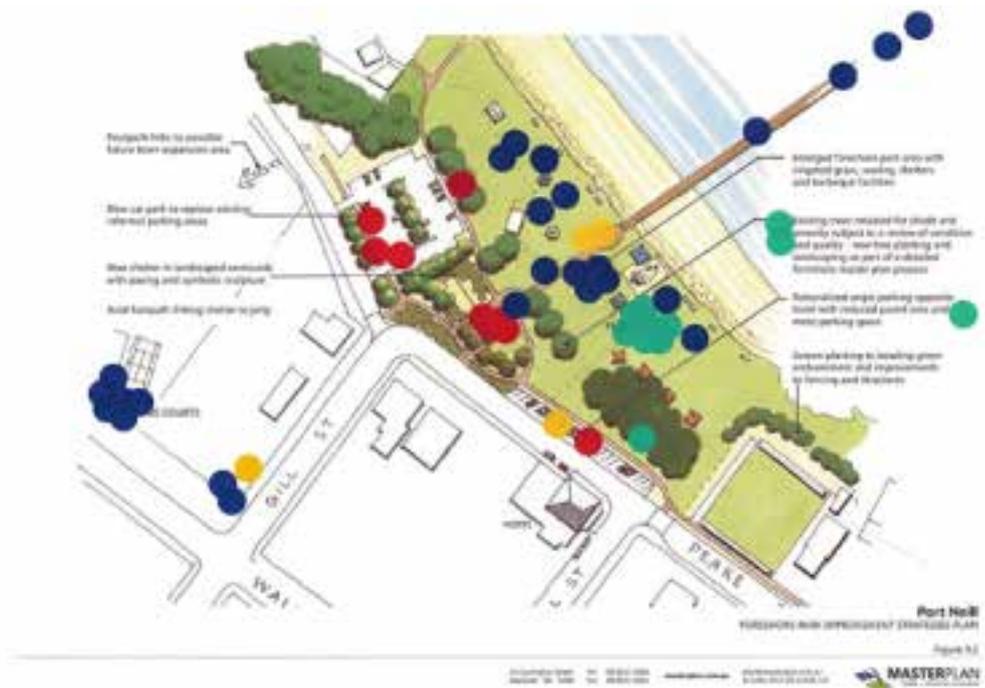


Figure 6 – Draft Structure Plan – Comment and Priorities 2



Participants also generally did not agree with the proposal to replace the 'green shed'. Comments suggested that this was an important community structure and needed to be integrated into any proposal plan. Participants generally supported other foreshore upgrades, but wanted to ensure that any changes to the car parking areas did not result in the loss of spaces.

As a final exercise, and on the same plan, participants were provided with blue dots, and asked to place a maximum of two blue dots each in the locations where they wanted to see initial capital expenditure focussed. The exercise showed a clear focus on the foreshore and the township entrance/tennis court areas.

It is noted that the community workshop focussed on the public realm issues. Whilst there was discussion on the township structure issues, limited feedback was gained during the workshop component of the session.

### **3.0 SUBMISSIONS RECEIVED**

Following the end of the consultation period, each submission was reviewed and summarised. Some submissions addressed a single issue, whilst others dealt with multiple issues. Where multiple issues were raised, each issue has been dealt with separately.

The summary is provided in tabular form following this report. After summarising each issue, a proposed response has been prepared by the consultant team. These responses either note the issue, agree or disagree with the comment, or identified that it is not relevant or outside the scope of the structure plan. Comments are included as appropriate. Where necessary, a recommendation is made for changes required to the draft structure plan.

As a result of the community workshop and the submissions received, changes have been made to the public realm plans. It is appreciated that the participants in the workshop put forward many specific ideas in respect of works they would like to see in particular locations.

The updated plans are attached as **Appendix A**.

The level of detail of many of these suggestions is beyond the level to which a structure plan can go. Further, more detailed design work should be undertaken in the short-term of the foreshore area and the town entrance/tennis court areas to prepare more detailed designs for works.

With regard to the proposed changes of zoning, the submission made in respect of land to the north of the township and its suitability for future rural residential development is considered to have merit. It is recommended that the structure plan be updated to include this land within which the policies supporting rural residential development are recommended to be reviewed.



In respect of a submission which expresses opposition to land south of the township being included within the Residential Zone, it is noted that this was proposed within the existing Coastal and General Development Plan Amendment (DPA). As an existing policy decision of Council, the draft structure plan picks this up as an existing condition and carries it forward. No change in this regard is therefore proposed at this time. Further consideration of this issue may occur prior to the finalisation of the Coastal and General DPA, and this is the appropriate process for this issue to be further considered.

It is noted that submissions were also made by DPTI on the draft structure plan. The comments of DPTI are generally accepted.

DPTI sought further demographic analysis of the growth scenarios. The reasons constraining this are known at the present time, however an update of the structure plan in future will be able to achieve this. The current uncertainty regarding the impact of the resources industry and future port developments compounds this issue.

It is noted that DPTI supports the foreshore improvements and the review of rural living areas. Additionally DPTI made comments in regard of the impact of coastal hazards on the shack areas. It is recommended that this issue be specifically referred to in the section of the structure plan relating to the shacks.

#### **4.0 NEXT STEPS**

The recommended approach, given the small number of submissions, is to write to each person who made a submission and provide them with a copy of the section of the table forming the response that addresses their submissions. Wide communication to the community via the Progress Association and Community Newsletter is also recommended.

In summary, the consultation has provided a significant amount of information which has enabled the enhancement of plans relating to public realm improvements within the Port Neill township. It is clear that such enhancements are a key focus of the community, more so than the general township growth and structure issues set out in the structure plan.

It is recommended that the draft structure plan be amended as proposed in this report and the following table for adoption as an Interim Port Neill Structure Plan. This will allow for further work on public realm improvements in the short term, which are clearly identified as a key priority of the community.

The consultation summary will form a chapter of the final structure plan and the following table will form an appendix.

**TABLE 1**  
**Summary of Submissions**

## Tumby Bay Structure Plan Submission Summary

No.	Name	Summary	Recommended Response
1	Ros Scrase	<ol style="list-style-type: none"> <li>1. Are to south of township should remain as a Coastal Zone and not be rezoned for residential purposes.</li> <li>2. Foreshore – dune vegetation as protection from erosion. Recommend a number of treatments including boardwalk, bituminised car park, open spaces and stormwater harvesting.</li> <li>3. More attractive town entrance statement.</li> <li>4. Traffic problems on Peak Terrace.</li> <li>5. Harvesting stormwater and street tree planting details should be considered.</li> </ol>	<ol style="list-style-type: none"> <li>1. Noted, however this is a proposal as part of the Coastal and General DPA and must be addressed as part of that DPA process, rather than Structure Plan.</li> <li>2. Noted, will be further investigated during future detailed design phase.</li> <li>3. Agree, has been identified in the Structure Plan and will be further investigated during future detailed design phase.</li> <li>4. Noted, will be further investigated in future detailed design phase.</li> <li>5. Noted, the plan considers street tree planting and species selection and specific planting locations can be considered further in future detailed design phase. Stormwater harvesting details will be investigated during the detailed design phase.</li> </ol>

No.	Name	Summary	Recommended Response
2	Glenice Hall	<ol style="list-style-type: none"> <li>1. Maintain jetty in good repair.</li>   <li>2. Keep 'green shed' and upgrade it. Need seating tables, barbecues, toilets for elderly and disabled and shaded areas.</li>   <li>3. Car parking availability.</li>   <li>4. More trees needed for shade and beautification.</li>   <li>5. Improvement of basic services such as electricity, water and sewerage.               <ol style="list-style-type: none"> <li>a. Keep anchor?</li> <li>b. Childres playground?</li> <li>c. Area around tennis courts and toilets?</li> <li>d. Recycled water?</li> <li>e. Solar?</li> </ol> </li> </ol>	<ol style="list-style-type: none"> <li>1. Agree, the foreshore area will be a focus for short term public realm works identified in Structure Plan including the jetty.</li>   <li>2. Agree, although suggestions are more specific than can generally be considered in a Structure Plan document. Recommended changes to plans provides for retention of existing 'green shed' for shade and amenity and the inclusion of a barbeque area. New tree planning and landscaping will be investigated as part of detailed foreshore master plan process.</li>   <li>3. Agree, car parking can be reconfigured with increase parking capacity as outlined in the Structure Plan. Recommended changes to plans better reflect such a configuration.</li>   <li>4. Agree, new tree planting and landscaping is proposed as part of a detailed foreshore master plan process.</li>   <li>5. The provision of infrastructure is outside the scope of the Structure Plan. It is noted that CWMS system upgrade is currently being considered by Council. Provision of electricity and waster is by State Government agencies.               <ol style="list-style-type: none"> <li>a. Noted</li> <li>b. Identified in Structure Plan</li> <li>c. Identified in structure plan for recreation or future township expansion.</li> <li>d. To be investigated in detailed design phase</li> <li>e. To be investigated in detailed design phase</li> </ol> </li> </ol>

No.	Name	Summary	Recommended Response
3	Deb W	<ol style="list-style-type: none"> <li>1. Jet Ski restrictions.</li> <li>2. Spear fishing restrictions.</li> <li>3. Require shelter in other forms than trees.</li> <li>4. Divert tourist traffic to foreshore.</li> </ol>	<ol style="list-style-type: none"> <li>1. Noted, however not within the scope of the Structure Plan.</li> <li>2. Noted, however not within the scope of the Structure Plan.</li> <li>3. Agree, identified in Structure Plan and recommended changes to plans showing retention of 'green shed'.</li> <li>4. Agree, will be investigated during detailed design phase.</li> </ol>
4	MC Smith & R Wallis	<ol style="list-style-type: none"> <li>1. Infrastructure provision</li> <li>2. Consult the community.</li> <li>3. Keep 'green shed' in current location.</li> <li>4. Better utilise existing car parks</li> <li>5. Question township expansion where there is ample vacant land available.</li> </ol>	<ol style="list-style-type: none"> <li>1. Noted, however not within the scope of the Structure Plan. Future township growth, including infrastructure provision, would be investigated and assessed as part of a Development Plan Amendment.</li> <li>2. Agree, community consultation and input will significantly contribute to the final plan.</li> <li>3. Agree, see comments above.</li> <li>4. Agree, see comments above.</li> <li>5. Noted, township expansion areas have been identified for orderly future planning of the township. Rezoning of additional areas to accommodate growth will occur at appropriate times in advance of demand.</li> </ol>
5	Sea Change Unit Trust (URPS)	<ol style="list-style-type: none"> <li>1. Include land (lot 83 Pioneer Drive) in Rural Living Zone.</li> </ol>	<ol style="list-style-type: none"> <li>1. Agree that further consideration is warranted, subject land will be included in revised Study Area boundary for Structure Plan and in Council's future Rural Living Review recommended by structure plan.</li> </ol>

## **APPENDIX A**

### **Recommended Updated Plans**





maintain low traffic environment for safe pedestrian access between tennis courts and foreshore

footpath links to possible future town expansion area

new enlarged car park with shade planting to replace informal parking areas

retain existing shelter and improved landscaped surrounds with paving and a symbolic sculpture

axial footpath linking shelter to jetty



TENNIS COURTS

GILL ST

improve rotunda park landscaping and fencing

highlight town "arrival" at the Gill Street junction with special corner treatments and directional signage to foreshore

WALLIS ST

HOTEL

SHOLL ST

PLAYGROUND

enlarged foreshore park area with irrigated grass, seating, shelters and barbecue facilities

existing trees retained for shade and amenity subject to a review of condition and quality - new tree planting and landscaping as part of a detailed foreshore master plan process

rationalised angle parking opposite hotel with reduced paved area; more park space

screen planting to bowling green embankment and improvements to fencing and structures

PEAKE

visitor parking for caravans along Peake Terrace

TCE