POOWONG STRUCTURE PLAN

PROJECT CONTROL

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Note: The Poowong Structure Plan was initially adopted by Council in August 2011. Implementation of the Structure Plan into the Planning Scheme occurred via Planning Scheme Amendment C72. The Independent Planning Panel appointed to consider submissions to Amendment C72 recommended the Poowong Structure Plan be updated to respond to the Panel’s recommendations. The ‘Poowong Structure Plan – updated June 2013’ fulfils this requirement.

Should inconsistencies exist between this Structure Plan and the implemented Poowong Planning Scheme Provisions, the Planning Scheme provisions take precedence.

Acknowledgements

The South Gippsland Shire Council acknowledges the traditional custodians of this land, Elders, past and present, their spirits and ancestors.

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INTRODUCTION

1.1 Project Overview

South Gippsland Shire Council and Regional Development Victoria have appointed Planisphere Urban Strategy Planners in conjunction with Urban Enterprise (Economic and Tourism Planning) to prepare a Structure Plan for the township of Poowong. This Structure Plan will provide direction for the growth and development of Poowong to 2025 and beyond.

Council and the Poowong community have recently prepared the Poowong Community Plan 2010, which provides a vision for the future planning and development of the township. This Community Plan has informed the development of the Structure Plan.

A draft Poowong Structure Plan Discussion Paper was exhibited over a four week period in January and February 2011. An Information Session was held on Sunday 30th January at the Poowong Football Club Social Rooms, and feedback sought via a Community Bulletin, Feedback Form and online information on Council’s website. Refinements were made to the draft Poowong Structure Plan in response to community input.

1.2 Strategic Context

The Victorian State Government recently released Ready for Tomorrow – A Blueprint for Regional and Rural Victoria. The ‘Blueprint’ is a policy to promote and manage growth in key regional centres, and support investment in rural and regional Victoria. In addition, State Government metropolitan planning policies Melbourne 2030 and Melbourne @ 5 million, promote growth in regional cities and towns on transport corridors as part of a networked cities model. These policies are important considerations for Poowong and other South Gippsland towns as the towns will be under increasing development pressure due to their close proximity to Melbourne’s urban growth boundary.

There has been no strategic planning framework prepared for Poowong, however a report titled Development Forecasts for Poowong was prepared by Tim Nott (economic consultant) in April 2010. Further direction is required to address contemporary policy priorities, and the enhanced development potential associated with roll out of the South Gippsland Water reticulated sewerage scheme in Poowong in 2015. To date, growth of the township has been restricted by the inability to provide effective domestic and commercial waste water treatment.

Development Forecasts for Poowong April 2010 identified the following issues relevant to preparation of this Structure Plan for Poowong:

- **The township is to be sewered.** South Gippsland Water is preparing a sewerage scheme for Loch, Nyora and Poowong. This will allow a more urban style of development with smaller lot sizes. New housing opportunities may arise through both the subdivision of rural land and the re-subdivision of existing large township lots. Expected population growth is likely to change the existing socio-economic patterns in the township.

- **Much of the land in and around Poowong is steeply sloping** and this presents significant constraints to future development. Nevertheless, there are some areas where development may be possible given appropriate zoning.

- **Existing industry provides a constraint.** The abattoir and milk processing factory situated to the north-east and east of town are significant businesses and both have invested in their properties in recent times. The nature of these businesses provides a constraint to housing development as Clause 52.10 of the South Gippsland Planning Scheme ‘Uses with adverse amenity potential’ buffer distance guidelines nominate a 500 metre buffer for an abattoir and a 300 metre buffer for milk processing factory.

- **There is interest in housing development.** The Shire has received expressions of interest from land-holders in developing parcels of land in or adjacent to the township.

- **Market demand is unclear.** The extent of demand for either urban-density living or rural residential development in Poowong is not clear. Only rural residential development has been undertaken most recently but this has been because there have been strong constraints on urban density housing associated with the lack of reticulated sewerage and the undulating topography.

- **Melbourne’s south east continues to grow.** The growth of south east Melbourne creates demand for all types of lifestyles, including those offered by small towns such as Poowong (whether on large or small lot subdivisions).
More extensive urban development will require infrastructure services to be provided. Sewerage is not the only additional infrastructure required for urban development. Extensions to reticulated water, storm water, roads, energy and telecommunications services may also be required. Fairly apportioning the cost of these services between new and existing residents who benefit from them will be an important issue.

More residents will generate more demand for commercial and community services. The level of service provided locally will depend on the number of additional people that move into the township and surrounds. The provision of new services – more shops, doctors, community services, etc – is often dependent upon threshold populations, and will also depend on the location and quality of competing services. Services are generally best clustered in an activity centre; it is unclear to what extent the existing centre can accommodate growth.

A further issue is the current land use controls (zoning) applied to the township of Poowong, which includes the Township Zone, Industrial 1 Zone, Residential 1 Zone and Farming Zone under the South Gippsland Planning Scheme. The Township Zone is applied to the urban area of a township and provides for a wide range of residential, business and semi-industrial uses. In the absence of reticulated sewerage, the need to provide for on-site waste water treatment requires large lot sizes and limits the intensity of land uses; meaning that the Township Zone provides an adequate level of control. However, in sewered areas the zone does not enable Council to adequately manage incompatible and inappropriate land uses within a township, or implement a strategic plan. It is Council's intention to replace the current Township Zone with an appropriate suite of zone and overlay controls to reflect the land use framework contained in this Structure Plan.

1.3 Poowong Study Area

Poowong is a small rural township that is located on a narrow ridgeline at the intersection of Lang Lang - Poowong Road and Drouin - Korumburra Road. The township enjoys spectacular views over the surrounding rural hills. It is 110 km south east of Melbourne, 9.7 km east of Nyora and 17.7 km north of Korumburra. Its idyllic, picturesque location and proximity to Melbourne make Poowong attractive for potential 'lifestyle change' location. (Refer to context map on page 3).
2 TOWNSHIP GROWTH

A key role of the Structure Plan is to define a township boundary for Poowong. Identifying a boundary to growth for Poowong will support a coordinated and consistent approach to decision making for the South Gippsland Shire Council, and provide certainty to residents regarding the future role of the township to 2025. The process of defining a settlement boundary must have regard for the Poowong community’s vision for the township, and strategic growth intentions and constraints.

In order to define the extent of the Poowong settlement, the following criteria have been used:

♦ The desired future vision for a settlement.
♦ The role and function of the settlement in comparison with other settlements within the region.
♦ Constraints on development such as topography, native vegetation, rural land-use activity (including the abattoir and dairy) and areas of environmental or landscaped significance and sensitivity.
♦ Areas with susceptibility to flooding, landslip, erosion, salinity, wildfire or geotechnical risk.
♦ Supply/demand of land within a 15 year planning horizon and opportunities for future growth (if any).

These criteria are based on the Victorian Planning Practice Note ‘Implementing a Coastal Settlement Boundary’ October 2006. Whilst Poowong is not a ‘coastal settlement, this is an accepted set of planning principles used for the purpose of defining a township boundary. The following section provides a discussion of the five key determinants listed above.

2.1 Community Vision

The Poowong Community Plan, prepared by the community and Council, was adopted in August 2010. The Plan contains the following Vision for Poowong:

Poowong’s vision is to continue to take pride in being a strong and supportive community that acknowledges the benefits of local leadership and experience.

The community will strive to maintain cohesion while aiming for structured and planned development towards residential, industrial and commercial growth with advantages of enhanced services, facilities and employment opportunities for residents and visitors. Priorities include encouraging young people to remain in the area.

Continued priorities in the local culture of Poowong include improved recreation facilities, parks, trails and multi-purpose assets along with best use of open spaces. These, together with Poowong’s central location, natural beauty and rural atmosphere, present an array of tourism opportunities and enhance the lifestyle of community members.

2.2 Township Role & Function

Regional Role

The Gippsland Regional Plan (2009) explains that Gippsland is characterised by a settlement pattern with a very high proportion of small towns. These are to remain as a distinct attribute of the region. The plan aims to promote future development that:

♦ Develops economic resilience.
♦ Addresses growth.
♦ Protects natural assets.
♦ Supports community wellbeing.
♦ Improves accessibility.

Shire Role

The South Gippsland Shire Council aims to promote future development that:

♦ Encourages a high quality and diverse lifestyle.
♦ Promotes an environmentally friendly and sustainable use of land.
♦ Encourages development that facilitates population and employment growth.
♦ Promotes a mixed range of residential, retail, commercial, industrial and tourism activities.
♦ Enhances infrastructures, facilities and services in the Shire.
The *South Gippsland Overall Settlement Plan (2006)* is an evolving document, and Council is soon to commence preparation of a Housing and Settlement Strategy to supersede it.

**Local Township Role**

Poowong will continue to be a small service township to the surrounding agricultural communities and will support only low levels of population growth. The industrial service sector and retail should grow to meet the needs of the local and surrounding agricultural communities.

**2.3 Physical, Landscape and Environmental Constraints**

Much of the land in and around Poowong is steeply sloping and this poses a significant constraint to future development. An Environmental Significance Overlay (ESO5) at Clause 42.01, Schedule 5 of the *South Gippsland Planning Scheme* applies to all land adjacent to the existing Township Zone (refer to framework plan on page 13). The overlay applies to areas susceptible to erosion and its environmental objectives include:

- To protect areas prone to erosion by minimising land disturbance and vegetation loss.
- To prevent increased surface runoff or concentration of surface water runoff leading to erosion or siltation of watercourses.

The areas susceptible to erosion require careful consideration regarding their suitability for residential intensification given their sensitive design requirements. Often the ESO5 is applied where the topography of the land is of a steep gradient that restricts any future development. In these locations, the ESO5 and topography should be used to define the township boundary.

A number of pockets of land to the south of Poowong Ranceby Road east of Brisbane Street are included in the ESO5 and the Farm Zone. These sites have limited topographical constraints and are considered to have potential for more urban style residential development akin to the existing development on Brisbane Street. Before any alteration to the zoning of this land is considered the strategic foundation for application of the ESO5 should be reviewed. Similar consideration should be given to the ‘Long term residential opportunity’ area identified on the eastern township boundary.

As this Structure Plan has not been informed by detailed environmental or geotechnical investigations regarding the suitability of land for development, prior to rezoning of this land consideration should be given to whether the ESO5 is still of relevance in these areas. Should development be supported, these areas should be considered for urban style residential development (500 to 1000sqm) to consolidate development within close proximity to existing services along the main street. Should the overlay control be justified in its application, these sites may offer potential for development at a lower residential density.

Existing industry provides a constraint to the north eastern expansion of Poowong. The abattoir and milk processing factory situated to the east of town are significant businesses for the town and both have made substantial capital investments in recent times. However, the nature of these businesses creates a constraint to housing and other sensitive land use development. The Planning Scheme buffer distance guidelines nominate a 500 metre buffer for an abattoir and a 300 metre buffer for a milk processing factory. Although the UDP Dairy operations are currently limited to the separation of milk cream from milk, this is considered to constitute a ‘Manufacture of milk products’ operation pursuant to Clause 52.10 of the Planning Scheme, and requires the 300 metre buffer. It is not solely a ‘milk depot’, which only requires a 100m buffer.

Development of sensitive land uses, such as dwellings, is strongly discouraged in these buffer areas. For this reason, establishing new residential development within the buffer of the abattoir and dairy is problematic. In relation to the existing vacant land within the Township Zone to the north west of the primary school, further investigation is required to determine the long term suitability of retaining this land in a zone that will facilitate the establishment of additional sensitive uses in the abattoir buffer. This area has been suggested as a potential candidate area for application of the Industrial 3 Zone. This would accommodate, in part, for the loss of the Industrial 1 Zone proposed by this Structure Plan, however further and more detailed consideration of this matter, including public consultation, is required before this Structure Plan is changed.

The abattoir buffer area provides the opportunity to establish non sensitive land uses in the longer term, such as commercial or industrial uses, in the areas around Gardiners Lane and specifically between Gardiners Lane and Drouin Road. The scope of this Structure Plan does not extend to the site specific identification of potential uses within this buffer, however the continuing application of the Farming Zone across most of this land means that a decision on the long term use of this land can be made at a later time, if and when land demand requires, or
a seriously entertained proposal is placed before Council and the community. At this present time there is insufficient strategic justification for rezoning any of the land currently included in the Farming Zone within either the abattoir or dairy buffers.

At the eastern entry to Poowong on the Poowong Ranceby Road, and within the dairy buffer, is a small strip of properties that are currently included in the Residential 1 zone. The township boundary should be extended to include these properties. The land between these sites and the township is currently included within the Farm Zone and ESO5, with part affected by the dairy buffer. It is considered that low density residential uses and appropriately designed commercial developments may be appropriate for these sites.

2.4 Projected Population Growth

In 2006, Poowong had approximately 287 residents. Between 2001 and 2006, the resident population decreased by 15 people, at a rate of 1% per year. Based on the State’s population forecast growth rate of 2.1% per annum, the resident population in Poowong is projected to reverse this trend and grow to 366 people in 2030. The additional approximately 79 residents will require approximately 55 new lots.

Poowong had 134 dwellings in 2006, of which 84% were occupied. The average household size in Poowong was 2.1 people per household. The most significant age group in Poowong was those aged between 25 and 54 years.

2.5 Land Supply & Demand

**RESIDENTIAL**

**Supply**

There are approximately 30 existing vacant lots in Poowong, the majority of which are located in the Birches Estate to the north of the township (refer to framework plan on page 13). In addition, 126 new lots can be created in the township based on rezoning of the Township Zone to the Residential 1 Zone R1Z). Areas that were identified in Development Forecasts for Poowong and considered to have development potential could provide an additional 55 lots.

**Demand**

Urban Enterprise has undertaken a review of the Development Forecasts for Poowong (2010) and concluded that Poowong is likely to continue to attract family households. Therefore, the most likely scenario for the township is the State’s population forecast scenario, an additional 79 more residents by 2030, requiring an additional 55 dwellings. Stronger growth is likely to be limited by the geography of the township, which constrains potential growth areas and the town’s proximity to larger centres, which will continue to absorb a large proportion of growth in South Gippsland.

**RETAIL / COMMERCIAL / INDUSTRIAL**

**Retail / Commercial Supply**

Poowong has an extensive range of commercial and community activities for a town of its size. It is estimated that the township has approximately 750sqm of retail floorspace, which constitutes 24% of all non-residential space in Poowong. An IGA supermarket (350 sqm) takes up the largest proportion of retail space. Community and sporting facilities take up a significant proportion of activity space in Poowong, approximately 1,500 sqm – excluding the recreation oval. The town centre contains several vacant shops and there are a number of houses interspersed between the non-residential activities.

Poowong has several significant industrial activities that provide employment opportunities and income sources to local residents. These activities include the abattoir and UDP Dairy. Smaller businesses include an engineering business and an auto-electrician.

According to the Development Forecasts for Poowong (2010), building approval data from 2005 to 2009 showed that no new industrial lots were created in that time period. The only industrial development in the township and surrounds that occurred was the expansion of the existing larger enterprises.

**Demand**

According to the Development Forecasts for Poowong (2010), residents in the township’s retail catchment spend approximately $11 million on retail products annually. This amount of spending would support around 1,900 sqm of retail space, based on a rate of 2 sqm per person. At present, Poowong has 750 sqm of it.
retail space. This reflects a lack of other retailing activities in the wider district, and the role of Poowong as a strong community focal point.

It is estimated that by 2030, the retail floorspace supported by each person will increase to 2.2 sqm because of growth in spending and retail turnover. With the township’s resident population in 2030 projected to be 366, an additional 174 sqm of retail space will be required to accommodate an increased 79 local residents over the period to 2030. The demand for additional retail floor space will be influenced by the potential growth in retail floor space in surrounding townships, especially Nyora, if high levels of residential and commercial growth is promoted in that township.

Development Forecast for Poowong (2010) suggests that future industrial development may depend on the following factors:

♦ The success of the existing manufacturers involved in meat and dairy processing in meeting the needs of regional and export markets.

♦ The requirements of an expanding local population for industrial services (automotive, machinery repair etc).

♦ The availability of land to meet any future demand.

♦ A strategic decision to accommodate new industrial development in Poowong rather than in larger centres.

It is suggested that future population growth is unlikely to generate demand for significant industrial development to service local needs, however existing industry should be encouraged to continue operations in Poowong with appropriate expansion supported.
3  DIRECTIONS FOR STRUCTURE PLAN

3.1 Residential

Poowong is quite constrained in terms of potential for residential development, and, based on the projected population to 2030, the existing urban area - once sewerage has been provided and it is rezoned from the Township Zone to the Residential 1 Zone - should be able to accommodate the potential growth. (Refer to Framework Plan (page 13) and Zoning Map (page 14).

All existing and proposed residential land currently included in the Township Zone should be rezoned to a Residential 1 Zone. The Low Density Residential Zone (LDRZ) to the north of the Township Zone should be included within the township boundary and retain its current zone.

Another small pocket of land at the eastern entry to Poowong on the Poowong Ranceby Road should be rezoned from the Farm Zone to Low Density Residential Zone to recognise its current low density residential land use. This land is affected by both the abattoir and dairy buffers and is not suitable for application of the Residential 1 Zone which may allow further subdivision. In addition, the area south of Poowong Ranceby Road should be considered for rezoning from Farm Zone (FZ) to Residential 1 Zone (R1Z) dependent on further environmental investigation. The land east of Brisbane Street has characteristics suitable for residential development however sensitive planning will be required around waterways to support development. Development should not be allowed in the steep areas to the south.

Three large allotments north of the cemetery on the Loch Poowong Road should be rezoned from the Farming Zone (FZ) to a Rural Living Zone (RLZ) to recognise existing uses and planning approvals for the sites. The steep topography of the land precludes further residential development at a higher density on the land.

The existing vacant Industrial 1 zoned land opposite the primary school should be rezoned Residential 1 along with the flatter areas of the adjoining land to the south. The precise location of the southern boundary of the candidate rezoning area will require further assessment, as will the potential existence of any land contamination associated with past land uses.

Development should occur through a carefully staged process and radiate outwards from existing development, as an expansion of the current residential subdivision and road network. It is not considered appropriate for new development to occur in an isolated, separated or “gated” estate fashion.

The area north of the Primary School (see Land Use Framework Map, page 13) should not be rezoned for any sensitive land use while the abattoir is in operation and the area is required as an amenity buffer. However, it is noted that the best landform characteristics to support residential development is in the land subject to the abattoir buffer. If the abattoir relocates or closes, this significantly changes the residential development options for the township and should trigger a complete review of the residential growth options for Poowong.

Two longer term residential opportunity areas situated to the east and west of the proposed township boundary have characteristics suitable for residential development subject to a site layout that accommodates the waterways and topography. Development of these areas should not proceed until demand can be demonstrated. The subdivision should be integrated with any adjoining residential areas.

3.2 Retail/ Commercial / Industrial

It is considered there is sufficient retail floor space in the town centre to support medium term development. All existing commercial sites within the town centre should be rezoned from the Township Zone to a Business 1 Zone.

In addition, the Industrial 1 Zoned (IN1Z) land on Poowong Ranceby Road is considered an inappropriate zoning within the township boundary at the interface with the school and residential land. It is considered that the former dairy site (lots 1 and 2 on PS331051) should be removed from the Industrial 1 Zone and either rezoned Business 1 Zone or placed in the Farming Zone as a holding measure until greater certainty is known about how this lot may be developed in the future.

To encourage more tourism in Poowong, promotion of local produce retail such as meat and dairy, as well as arts and crafts should be encouraged to raise the profile of the rural lifestyle for weekenders and holiday visitors. The Business 1 Zone will facilitate such business in the commercial centre of Poowong. The existing use rights provisions of the South Gippsland Planning Scheme will protect the
interests of the owners of the dwellings currently interspersed through the business area.

3.3 Public Use & Open Space

Public Use and Public Park and Recreation zones should be applied to reflect the existing ownership and use of public land within the township.

An important pedestrian link between the low density residential area to the north of the township and the Recreation Reserve should be rezoned from Low Density Residential Zone (LDRZ) to Public Park and Recreation Zone (PPRZ). In addition, but not subject to a rezoning, Council should investigate the potential to provide a sealed footpath along Drouin Road between the LDRZ area and Poowong Ranceby Road. Currently pedestrians are walking along Drouin Road which is unsafe, particularly for school children.
IMPLEMENTATION

Refer to Land Use Framework Map [page 13] and Proposed Zoning Map [page 14] for Poowong.

The Overview, Objectives, Strategies and Actions for implementation are proposed as a basis for inclusion in the Municipal Strategic Statement (Clause 21.04-3) in the South Gippsland Planning Scheme.

Note: The following provisions were considered by the Amendment C72 Independent Planning Panel (Panel Report 15 February 2013) and recommended for approval. These provisions are predominantly the same as the version initially adopted by Council in August 2011.

Overview

Poowong is a small rural township located on a narrow ridgeline with panoramic views over the surrounding rural hills. It is 110 kilometres south east of the centre of Melbourne, 9.7 kilometres east of Nyora and 17.7 kilometres north of Korumburra.

Poowong will continue to be a small service township for the surrounding agricultural communities and can support a limited level of population growth. The industrial service sector and retail offer are expected to grow to meet the needs of the local and surrounding agricultural communities. This will enhance services, facilities and employment opportunities for residents and visitors.

Poowong's convenient location, natural beauty and rural atmosphere provide tourism and rural living opportunities that will help the town's future growth.

Objectives

- To retain and strengthen Poowong as a small service township supporting residents and the surrounding agricultural communities.
- To improve community, industrial and retail services, facilities and employment opportunities to support Poowong residents and visitors.
- To promote residential development that respects Poowong's rural character and landscape values.
- To improve opportunities for walking and cycling in Poowong.

Strategies

- Promote the use and development of land in accordance with the strategic direction in the Poowong Framework Plan.
- Ensure that residential land release occurs in a staged, contiguous and integrated manner with subdivision designs that respond to the topographic, landscape and environmental constraints of the land.
- Ensure that any residential expansion into greenfield development sites does not occur until reticulated sewerage is available.
- Consider the requirement for new or improved public infrastructure and how infrastructure is to be provided / funded when land is rezoned for residential development.
- Consolidate the Town Centre on the Poowong Ranceby Road.
- Encourage and support community and commercial/retail opportunities in the Town Centre.
- Continue to support the operation of the abattoir and milk processing factory and other industrial business as important employment providers in Poowong.
- Provide shared pathways between residential areas, the Town Centre and services to promote walking and cycling around the township.
- Provide shared pathways between residential areas, the town centre and services to promote walking and cycling around the township.

Actions for Implementation

- Investigate introducing a development overlay control (DDO or DPO) to greenfield residential land to promote subdivision and development in keeping with the small township rural character of Poowong. The control should consider such things as height, setbacks, site coverage,
external colours and slope sensitive design that minimises the requirement for earthworks.

- Rezone land in accordance with the Poowong Framework Plan at the initiation of landowners, when demand can be justified, and the Objectives and Strategies for Poowong can be satisfied.
POOWONG PROPOSED ZONING
March 2011 (updated June 2013)

This map shows the rezonings to occur when Council seeks to implement the Poowong Structure Plan (2011) into the Planning Scheme. The rezoning of land identified in the Poowong Structure Plan Land Use Framework as proposed residential and commercial, should occur at the initiative of the landowner in accordance with normal land rezoning requirements and considerations.

Note: The zones identified in this map may be changed as part of the Minister for Planning’s ‘Reformed Zones for Victoria’ program 2013.