



Legend

- Existing Mixed Use Zone (MUZ) precinct to potentially accommodate higher density residential, commercial, retails, services and community uses
- Proposed Medium Density Precinct
- Potential for large lots with direct frontage to Howe Street to accommodate larger format agricultural and equestrian related businesses
- Potential to establish a new pedestrian focused main street precinct (refer to artist's impression) with active frontages
- Potential pedestrian and vehicle access (subject to feasibility)
- Potential implementation of landscape planting program for boulevard tree planting along main streets
- Proposed Bypass channel embarkment / shared path / landscaped linear open space
- Potential implementation of a looped shared path network connecting public open space areas
- Potential road access and connections
- Buildings affected by Flood Overlay
- Flood Overlay

Figure 8 Indicative Town Centre Framework Plan

Reference images: potential design ideas for future commercial development



Design ideas for seating, paving and shopfront design



Design ideas for shopfront and landscape design



Design ideas for seating and paving design



Figure 9 Artist's Impression demonstrating indicative view of Miners Rest Town Centre (Creek Street) at the Howe Street Junction



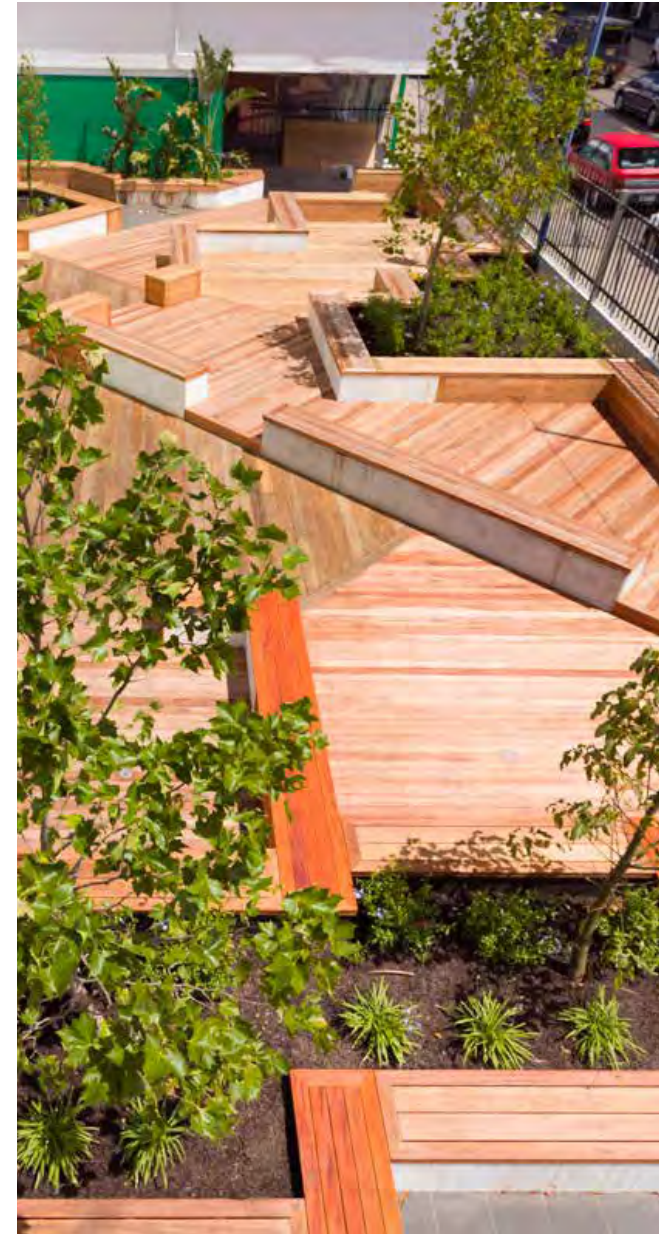
Reference Image for the concept of an equestrian monument

Reference images: potential design ideas for future commercial development



Design ideas for seating, paving and landscape design

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Design ideas for seating and landscape design

4: Township Plan Implementation

The implementation of this Township Plan will occur progressively over a 10-15 year timeframe, and will require careful on-going management and continued communication with the local community, business owners and landowners. The co-ordination across a wide range of stakeholders and funding partners is necessary to ensure a productive approach to the development of township improvements.

The Miners Rest Township Plan outlines a series of objectives, strategies and actions that will serve to enhance the character, image and role of the township. Key actions, which are directly drawn from stated strategies, outline the roles and responsibilities which will be critical to the implementation of this plan. While many actions will be the responsibility of the City of Ballarat, initiatives will also need to be pursued by other government agencies, landowners and community groups as indicated in the relevant tables.

While the City of Ballarat's lead role in review of development proposals is critical, it is also acknowledged that the township has a strong history of community engagement and involvement through local associations. The active involvement of these groups will be critical in implementation of this plan and their support for the document will add weight and urgency to the actions contained within it.

In addition, the role of private organisations in facilitating development of many of these ideas should not be underestimated through the use of public-private partnerships where appropriate. Where these are supported by the plan, the City of Ballarat has a role to play in facilitating the plans outcomes.

As with many townships, the core area has a basic zoning structure, which includes a large area of underutilised Mixed Use Zone land surrounding the IGA supermarket and general store. While there are community aspirations for the development of a commercial town centre, there is currently no guidance regarding the type and form of development sought to be facilitated.

The first and critical step in realising the objectives of the Township Plan is the establishment of appropriate planning controls to implement the overarching directions of the Township Plan, involving a range of options, including: local policies and potential design controls which require formal implementation into the Ballarat Planning Scheme.

It is anticipated that a new Local Planning Policy for Miners Rest would be prepared and introduced into the Ballarat Planning Scheme. This would function to provide appropriate statutory weight within a planning scheme context, and ensure that it informs future planning permit applications and associated decisions. The local planning policy should include the following content/address the following matters:

- Planning related objectives and strategies as outlined within this Township Plan
- Clear guidance that medium density development is directed to the current Mixed Use Zone (MUZ) and discouraged from other parts of the township
- The Miners Rest Township Plan diagram (or simplified version)
- The Indicative Town Centre Concept Plan, or otherwise inclusion of text summarising the intended design outcomes on private land

- A statutory assessment framework to be applied to the designated 'investigation area precinct' which would function to protect the future functional operation of Ballarat Airport.

Once the Township Plan and the associated recommendations for an appropriate suite of local policies and design controls has been considered and formally adopted by the City of Ballarat, it will be necessary to facilitate a Planning Scheme Amendment to formally incorporate the recommendations into the Ballarat Planning Scheme.

Continued monitoring and evaluation of the Township Plan must be undertaken by the the City of Ballarat to ensure that it remains relevant to current practice and community expectations.

The following Action Plan Implementation table outlines identifies implementation partners for each action and whether it is anticipated to be actioned in the short, medium and long term. For the purposes of understanding such timeframes, the following guide is provided:

- Short = 1-3 years
- Medium = 3-8 years
- Long = 8 years +

4.1: Action Plan Recommendations

Number	Action	Implementation partners	Priority
Theme 1: Celebrate Miners Rest historic & natural assets			
1	Action 1: Undertake additional historical analysis pre and post European contact to document and better understand the cultural significance and history of development of Miners Rest.	Wadawurrung/Wathaurung Aboriginal Corporation (WAC)	short to medium
2	Action 2: Consider expanding the Miners Rest Heritage Trail project, based on the findings and conclusions of additional historical analysis.	n/a	medium
3	Action 3: Promote the Miners Rest Heritage Trail points of interest and support the community to enhance the trail.	Local community groups	medium
4	Action 4: Undertake heritage assessments of designated 'sites of potential heritage significance' to determine if formal heritage protection is warranted.	n/a	short
5	Action 5: The City of Ballarat to collaborate with the community, landowners, Wadawurrung/Wathaurung Aboriginal Corporation, DELWP and Glenelg Hopkins Catchment Management Authority to develop a creek rehabilitation and environmental protection and management program.	Corangamite Catchment Management Authority and the Wadawurrung/Wathaurung Aboriginal Corporation	short to medium
6	Action 6: Undertake works on the City of Ballarat managed land to improve function of and environmental benefits along Burrumbeet Creek.	Corangamite Catchment Management Authority and the Wadawurrung/ Wathaurung Aboriginal Corporation	short to medium
7	Action 7: Investigate opportunities to create an open space corridor and facilitate a public access shared trail along the length of Burrumbeet Creek.	n/a	short to medium
8	Action 8: Complete development of Miners Rest Community Park.	n/a	short
9	Action 9: Maintain existing planning policies to ensure that land surrounding Miners Rest within the Farming Zone is protected and enhanced for ongoing farming, agricultural and equestrian activity.	n/a	short
10	Action 10: Undertake further rural landscape assessment work to determine whether formal protection of key existing rural/significant landscape views is warranted.	n/a	short

Number	Action	Implementation partners	Priority
Theme 2: Establish a connected and unified township & community			
11	Action 11: Develop and implement a landscape planting program, to focus on boulevard tree planting along main streets, and shared trail network.	n/a	short to medium
12	Action 12: Investigate mechanisms for the City of Ballarat to acquire land along Burrumbeet Creek, in order to create a shared trail network and improve public access to Burrumbeet Creek.	n/a	short
13	Action 13: Develop shared path loop of approximately 5-6km around the northern part of town and incorporating the wetland.	n/a	short to medium
14	Action 14: Council to undertake a review of maintenance program of recreational walking paths/tracks based on priority and funding.	n/a	short
15	Action 15: Council to review its policy on footpath materiality (i.e. all weather surface), particularly for the town centre and key walking/cycling corridors.	n/a	short
16	Action 16: Implement the proposed Ballarat Bicycle Network cycle paths, with appropriate pedestrian/cycle crossings along Howe Street associated with a network of complementary off-road shared paths.	n/a	short to medium
17	Action 17: Undertake detailed design work and consultation to consider altering the service road between Delaney Drive and Cummins Road to be a one way traffic system to allow space for an off-road 'shared path'.	n/a	short to medium
18	Action 18: Complete traffic improvement and safety works around the Miners Rest Primary School.	n/a	short to medium
19	Action 19: Advocate for a reduction of the current open road 100km/h speed limit to become 80km/h on roads surrounding Miners Rest, including: Gillies Road between Olliers Road and Kennedys Road, Cummins Road from Gillies Road to Ballarat-Maryborough Road (Howe Street), Sharpes Road from Gillies Road to Raglan Street and Kennedys Road from Gillies Road to the existing 80km/h zone.	VicRoads	short
20	Action 20: Investigate sealing and upgrading Cummins Road from Howe Street to Gillies Road in consideration of the wider road network.	n/a	short to medium
21	Action 21: Implement traffic calming/interpretive signage along Kennedys Road/throughout the Equine precinct to: 1) raise awareness of the precinct and 2) encourage safe traffic speeds.	n/a	short to medium
22	Action 22: Provide safe horse crossing points along Kennedys and Midas Roads, subject to feasibility.	VicRoads	medium term
23	Action 23: Support the local community to optimise the use of the upgraded Miners Rest Community Hall.	community groups	short to medium
24	Action 24: Provide support to community groups, community-focused events and local small business.	community groups	medium
25	Action 25: The City of Ballarat to advocate with public transport operators with a view to improving coverage and frequency of localised public transport options.	Public Transport Victoria	short to medium
26	Action 26: Negotiate to provide public access/public open space around and to the former quarry lakes as part of any potential future redevelopment.	landowner/developer	medium to long
27	Action 27: Require a direct pedestrian access/link to be provided between former quarry site and Creek Street as part of any potential future redevelopment, subject to consideration of potential engineering constraints.	landowner/developer	medium to long

Number	Action	Implementation partners	Priority
Theme 3: Facilitate township growth & prosperity			
28	Action 28: Prepare and implement a local planning policy into the Ballarat Planning Scheme to provide clear guidance on preferred type, format and location of future residential development and establish a statutory framework for the assessment of planning permit applications and any private rezoning requests.	n/a	short
29	Action 29: Investigate potential for the development of the quarry site subject to feasibility including a noise study.		medium to long
30	Action 30: Implement modifications to the Ballarat Planning Scheme to provide guidance for the development of the town centre.	n/a	short
31	Action 31: Design and develop public realm/streetscape upgrades within Creek Street to assist with the creation of the town centre and main street experience.	n/a	short to medium
32	Action 32: Design an equestrian related monument to be developed within the town centre and/or equine themed installations across the public realm.	community groups/Ballarat Turf Club/equine industry	short to medium
33	Action 33: Develop a strategic flood mitigation plan, and associated implementation plan, with consideration of an integrated solution that includes creek rehabilitation	n/a	short
34	Action 34: If consistent with the strategic flood mitigation plan, investigate the opportunities for flood mitigation in the development of any linear reserve along Nelson Street	n/a	short
35	Action 35: Where possible, ensure that any flood mitigation works provide multiple benefits such as open space and creek function and environmental health	State Government	medium to long
36	Action 36: Seek funding and implement the strategic flood mitigation plan as funding becomes available	n/a	short
37	Action 37: Support the equine industry/Dowling Forest Precinct and associated businesses by promoting industry capability and delivering business development opportunities.	Ballarat Turf Club/equine industry	medium to long
38	Action 38 - Review the Special Use Zone - Schedule 13 (SUZ13) controls surrounding Dowling Forest racecourse.		short
39	Action 39 - Investigate the potential location of a bridle track for horse riding/training.	Ballarat Turf Club/equine industry	short to medium
40	Action 40: Liaise with Department of Education and Training (DET) as part of the preparation of the Masterplan process for the Miners Rest Primary School. Advocate for the designated preferred site for relocation (Option 1), or expansion on the existing site (Option 2).	DET/Miners Rest Primary School	short
41	Action 41: Investigate funding mechanisms to develop a active sports facilities hub.	State Government	short to medium
42	Action 42: Advocate for its co-location with Miners Rest Primary School (Option 1).	State Government	short to medium
43	Action 43: Confirm and secure a preferred site (see Options 1, 2, 3 or 4 on plan) for development of an active sports facility (oval).	n/a	short to medium
44	Action 44: Should DET determine to not relocate the Miners Rest Primary School, pursue either Option 1, 2, 3 or 4 sites to accommodate an active sports facilities hub.	n/a	short to medium
45	Action 45: As known changes to current or planned activities at the airport occur, ensure that airport planning controls are adequate to protect and safeguard the long-term operation of the Ballarat Airport.	n/a	ongoing



MINERS REST TOWNSHIP PLAN BACKGROUND INFORMATION & ANALYSIS

NOVEMBER 2018

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hansen

Project Team

The City of Ballarat have engaged Hansen Partnership (Hansen), a planning and design consultancy, to work with the local community and key stakeholders in preparing the Township Plan for Miners Rest. Hansen have been assisted with supporting sub-consultant input from ASR Research, a community infrastructure consultant.

Acknowledgments

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BACKGROUND INFORMATION & ANALYSIS

1: Urban Growth Context

The City of Ballarat utilise population projections provided by .id Forecast to establish the expected current and forecast demand for future residential land within the overall municipality. In considering these population projections, it is important to highlight that these forecast projections are broadly based on extrapolating out prior population growth rates and as such are not ‘targets’ to be achieved.

The .id consulting data has sought to apportion projected growth rates across the municipality by location/ township. However, these projections do not necessarily consider broader strategic planning questions of how future residential growth across the entire Ballarat municipality is to be managed; whether such projected growth of Miners Rest should be encouraged and facilitated; or whether such growth should perhaps be curtailed or controlled for other strategic planning reasons. Such strategic questions and considerations constitute a key element of this Township Plan, and are explored in detail within sections below. However, unless there are strong and clear strategic reasons to potentially curtail or limit new development, the .id consulting data should be the key guiding determinant for likely growth and demand within Miners Rest.

Currently there is a noted lack of specific strategic direction and guidance on whether Miners Rest should accommodate residential growth, and where such growth might be located. The Miners Rest Township Plan seeks to provide strategic direction and guidance on whether Miners Rest can accommodate residential growth based on an analysis of the significant development limitations already identified by the Ballarat Planning Scheme (i.e. flood prone land and aircraft flight paths as identified by Clause 21.09-5 Miners Rest).

Firstly, in order to inform questions of potential growth of Miners Rest, this is not to be considered in isolation rather it needs to be considered in the context of residential growth at a municipal scale. In this context, The Ballarat Strategy is Council’s guiding strategic document to manage and guide growth through to and beyond 2040, and notes the total population of Ballarat is to increase by approximately 60,000 to a total of 160,000 by 2041.

As a municipal focused strategic document, the Ballarat Strategy seeks to accommodate the majority of projected growth within Ballarat, either as infill development or otherwise as new residential development within designated growth corridors within the designated new urban growth corridors of Ballarat.

While The Ballarat Strategy does contain specific details of anticipated growth in Miners Rest, the Council commissioned .id data profile for Miners Rest – Mitchell Park is relevant. While the dataset area ‘Miners Rest – Mitchell Park’ covers a greater area than the current study area for the Miners Rest Township Plan, it is highlighted

that the inclusion of the Mitchell Park data area in the combined Miners Rest/ Mitchell Park data profile set does not overly skew the growth projections for Miners Rest. This is because the Mitchell Park data area has virtually no potential to accommodate standard residential growth (i.e. due to existing rural land zoning and proximity to the Ballarat Airport).

The population forecasts prepared by .id consulting is based on the Miners Rest/ Mitchell Park data collection area, where this data is considered to constitute ‘baseline’ information to inform and underpin urban growth considerations. 2017 .id consulting data indicates the combined areas of Miners Rest/ Mitchell Park has a population of 4,487 in 2017, where according to .id consulting projections, the Miners Rest/ Mitchell Park population is projected to grow by 1,656 to 6,143 (i.e. 37%) by 2036.

For reasons outlined above, the majority of this growth is anticipated to be accommodated within Miners Rest.

Population and Dwelling Projection	2016	2021	2026	2031	2036
Population	4,439	4,852	5,264	5,683	6,143
Change in population (5yrs)		413	411	419	461
Average annual change		1.8%	1.64%	1.54%	1.57%
Households	1,550	1,728	1,913	2,103	2,298
Average household size	2.86	2.80	2.75	2.70	2.67
Dwellings	1,635	1,820	2,014	2,214	2,419
Yearly dwelling increase		37	39	40	41

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Table: .id Forecast projections November 2017

1.1: Land Supply & Demand

A land supply assessment of existing residential zoned land has been conducted and was broadly based on a desktop analysis of an aerial image (March, 2018), which focused on existing residentially zoned land within the township boundary. The calculated residential land supply, has been further considered in the context of the number of new dwelling allotments which could theoretically be created. Both land supply and demand are addressed below.

Summary of Potential Residential Supply

Source of Supply	Potential Supply
Currently vacant land	511 (lots)
Land with infill potential	68 (lots)
Total	511 (lots)

Table: Total potential residential supply

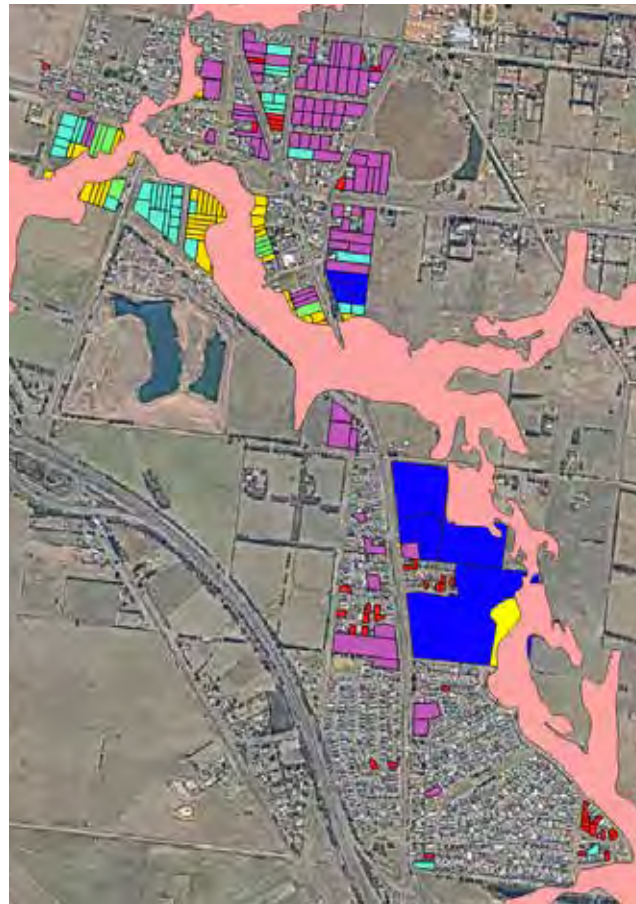


Figure1 Lots within Miners Rest with development potential

- Red – vacant under 1500sqm (no further subdivision)
- Light blue – vacant over 1500sqm (subdivision potential)
- Purple – developed over 1500sqm (subdivision potential)
- Yellow – vacant lots within FO
- Green – developed lots over 1500sqm within FO
- Blue – recent subdivision

1.2: Land Supply

The desktop analysis of the currently zoned land within the General Residential Zone (GRZ) reveals that there is currently a potential supply of residential lots in the order of **511 lots** within the township. This is based on a potential supply of **443 vacant lots** and potential for a further **68 infill lots**.

Currently Vacant Residential Land

There is currently 141 vacant (not developed with a dwelling) residentially zoned lots within the township boundary. This total does not include:

- Mix Use Zone (MUZ) land, which has been excluded from the calculations.
- The 220 lots from recently approved subdivisions, which has been added to the total at the end of the assessment.

In calculating the potential future supply, the vacant lots have been divided into larger lots with subdivision potential (over 1,500sqm) and smaller lots with no further subdivision potential (under 1,500sqm). In determining the appropriate size of lots with further subdivision potential, the prevalence of larger blocks within Miners Rest has been noted. It was also observed that the 'smaller' blocks in the original township area are in the order of 1,000sqm, while the new blocks in recent subdivisions are in the order of 500sqm. On this basis, 750sqm was chosen as a 'median' lot size between the two, and has been used as a general guide and measure to assess the subdivision potential of larger lots (1,500sqm), while at the same time providing a larger lot size to fit with the general rural township character of Miners Rest.

In determining an approximate potential supply from the vacant GRZ lots that are currently partially affected by the Flood Overlay (FO), a different methodology has been utilised. Firstly the total area of unaffected land outside the FO has been calculated (6.09ha) to determine the likely developable land. Following this, a potential total number of lots has been determined using the 750sqm lot size minimum by dividing the total by this minimum. This calculates to a total of 81 lots.

There are also a number of recently approved residential subdivisions on vacant land in the section of land bordered by Cummins Road to the north, Howe Street to the west, Burrumbeet Creek to the east, and Greenside Place to the south. As shown in the table below, these parcels of land will render a total of 220 lots once the subdivisions are completed. When adding this number to the current amount of vacant lots within the township, this produces a potential supply of 410 residential lots.

Source of Supply	Potential Supply
Vacant lots under 1,500sqm (outside FO)	42 (lots)
Vacant lots over 1,500sqm (i.e. can be further subdivided)	100 (lots)
Recently approved subdivisions	220 (lots)
Vacant lots over 1,500sqm (partly affected by FO)	81 (lots)
Total (over 750 sqm)	443 (lots)

Table: Supply from vacant GRZ land

Infill Lots

'Infill lots' were deemed to be larger currently developed allotments over 1,500sqm which have the theoretical ability to accommodate further development in the form of a dual occupancy/ 2 lot subdivision and unit development.

Again, all developed land over 1,500 square metres was included for assessment with 750 square metres being the smallest projected lot size. There are currently 88 lots over 1,500 square metres with the potential to be subdivided to accommodate infill style development. If all of this land were to be redeveloped it could accommodate 232 lots over 750 square metres.

However, it is not expected that all of this land will become available for redevelopment in the future, given its development potential will ultimately depend on the choices of current and future landholders. As such, to more accurately understand the future potential of the land, an assumption has been made that only a quarter of this land will be made available for development. This means that if the demand is available for such land, the development of infill land could accommodate approximately 58 new residential lots.

For the developed land within the FO with subdivision potential (over 1,500sqm), the same methodology has been utilised for the vacant land within the FO. Utilising the previous quarter assumption for infill development, the total potential number of residential lots from developed land partially FO affected land is 10 new lots.

Source of Supply	Potential Supply
Developed land over 1500sqm (outside FO)	58 (lots)
Developed land over 1500sqm (partly affected by FO)	10 (lots)
Total (over 750sqm)	68 (lots)

Table: Supply from Infill Lots within the GRZ

1.3: Land Demand

Population projections provided by .id Forecast have been utilised to understand the expected current and forecast demand for future residential land within Miners Rest. These forecasts were based on the results of the 2016 Census data for the Miners Rest and Mitchell Park datasets.

While the dataset area covers a greater area than the current study area for the Miners Rest Township Plan, it is highlighted that the inclusion of the Mitchell Park data area in the combined Miners Rest/ Mitchell Park data profile set does not overly skew the growth projections for Miners Rest, as the Mitchell Park data area having virtually no potential to accommodate standard residential growth.

This is due to the extent of existing land within the Rural Living Zone (RLZ), Farming Zone (FZ), Special Use Zone (SUZ) and Industrial 1 Zone (IN1Z), where the ongoing and future operation of the Ballarat Airport would specifically prevent or constitute a significant constraint to further subdivision within the Mitchell Park area. The consequence of this is that Miners Rest is elevated in importance in its role to accommodate the growth projections identified by .id Forecast.

The 2017 .id Forecasts for Miners Rest/ Mitchell Park are outlined in the table at the start of Part B. This indicated the population of the area is expected to increase 38% from 4,439 in 2016 to 6,143 in 2031. This increase is expected to create demand for 650 new dwellings over the 18 years to 2036.

With an expected total supply of 510 lots on vacant and underdeveloped existing residentially zoned land, Miners Rest currently has ample supply to meet the expected demand to 2030, and in the order of 12.5 years supply, based on demand for approximately 40 dwellings per year.

Furthermore, additional residential lot supply could be provided for through a greater use of infill lots than has been assumed above, however it is highly unlikely that all currently developed land over 1,500 square metres will be available for infill development.

However, as a general comment, it is highlighted that the .id Forecast projections are broadly based on extrapolating out prior population growth rates. This then means the projected population for Miners Rest in 2036 is not a 'target' to be achieved. Rather the .id Forecasts as based on a desktop analysis and have not taken into account a detailed analysis of physical constraints and strategic considerations which may place significant limitations on achieving the projected population figures. Of note, the influence of physical constraints and other strategic considerations have been considered as part of development of this Township Plan.

1.4: Conclusion on Land Supply & Demand Analysis

Clause 11.02-1 is an important consideration when concluding on the land supply and demand analysis conducted for Miners Rest, and to inform an analysis of the potential growth of Miners Rest over the timeframe of the Township Plan to 2040.

Specifically Clause 11.02-1 seeks: *“To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses”*.

However, a key strategy of Clause 11.02-1 is also of critical importance, in that it identifies to: *“Plan to accommodate projected population growth over at least a 15 year period and provide clear direction on locations where growth should occur. Residential land supply will be considered on a municipal basis, rather than a town-by-town basis”*.

To relate this policy position back to the land supply and demand analysis already completed, it has established the following:

- There is in the order of 500 potential allotments in Miners Rest, on existing unconstrained residential zoned land.
- There is a projected dwelling increase in the order of 40 per year through to 2036 (according to the current .id Forecasts).
- There is in order of 12.5 years supply of land based on the current land supply and demand analysis.
- The provision of future land supply within Miners Rest needs to be considered in a total Ballarat municipal context.

The conclusion of the above is that Miners Rest currently has an adequate supply of existing residential zoned land, and there is not an immediate strategic need or imperative to immediately rezone land within Miners Rest for residential purposes, as there is already in the order of 12.5 years supply based on current township growth projections. Likewise within the context of City of Ballarat overall, Ballarat is projected to take up the majority of overall municipal growth, which will then be supported by growth in other parts of the municipality, including Miners Rest.

Separate strategic planning work has been conducted to ensure the primacy of Ballarat in the municipal housing market. However in context of Clause 11.02-1 it is clear that 15 years of population growth needs to be planned at a municipal rather than township level. Given that Miners Rest already has a substantial supply of existing available residentially zoned land, which will support potential growth at a municipal wide scale, there is no strong strategic need for the further rezoning of land for residential use at this point in time.

However, it is prudent for the current Township Plan to consider the potential for Miners Rest to accommodate future growth, noting that the current Ballarat Planning Scheme already identifies that the township is subject to significant development constraints associated with flooding and aircraft noise (Clause 21.09-5 Miners Rest). Should it not be possible for these identified significant constraints to be overcome, it may result in Miners Rest being designated as an effective ‘no growth’ township within the City of Ballarat.

However if possible that such growth can be accommodated despite acknowledged constraints, it is important for the Township Plan to make clear recommendations regarding where such future growth of the township should be appropriately located, and/ or what further investigation or analysis is required to determine its potential to accommodate residential development.

Should the Township Plan indicate the potential for new residential land within Miners Rest, it will be the role of Council to keep track of development and residential land uptake in subsequent years, to determine if it is tracking in line with projected growth rates, or is occurring at a faster or slower rate to determine when a new residential land supply may need to be made available.

In building upon the above discussions, subsequent sections of this report has undertaken a strategic and spatial analysis of whether there are appropriate locations within Miners Rest which may be suitable to accommodate future residential development.

1.5: Growth verses Containment

The potential for future urban development can be managed in two ways: either as new Greenfields subdivision, or otherwise as potential new infill development, including the further subdivision of larger existing residential zoned allotments, or perhaps through the construction of smaller dwelling types such as dual occupancies, villa units etc. While new Greenfields subdivision is often viewed as the 'default' response to accommodating new dwellings, there may be reasons to discourage such development, such as:

- Avoiding and discouraging further township fragmentation through outward expansion.
- Physical constraints of the land (i.e. flooding, impacts of flight paths etc).
- Ability to be serviced with essential infrastructure.
- Avoiding encroachment into/ loss of valuable land (i.e. high landscape value or productive agricultural land).
- The need for separation distances from existing land uses (such as the Central Victoria Livestock Exchange, Ballarat Wastewater Treatment Plant and Dowling Forest Precinct).

Likewise there can be positive reasons to encourage containment of existing urban settlements, including:

- The more sustainable use of existing infrastructure;
- Encouraging new dwellings in preferred locations;
- Providing a greater diversity in housing types, which can assist with principles of 'aging in place'; &
- Facilitating walkability and accessibility to community and retail services.

However new development can have an impact on the existing character of a place, depending on form and scale of development. Questions relating to growth and containment has been an important consideration as part of the development of the Township Plan.

During the first round of consultation views were expressed by residents that allowing some residential development would support the economic growth and prosperity of Miners Rest through population increase. However differing points of view were voiced on the need to protect township character (i.e. no small lot subdivision, no units).

Clearly the form of new housing and its potential location is an important consideration for the community. For example, new housing development could potentially occur as new land subdivision or otherwise as 'infill' housing within the established parts of the town. Both forms of development have pros and cons in terms of cost of construction (to Council, the community and developers), township character and accessibility, which must be considered.

Likewise, a spatial analysis of Miners Rest reveals that that the current extent of its urban development is already elongated and spread out over a considerable distance. From an urban design perspective this is not a preferred outcome, and further sprawling or 'ribbon' based development would not be a positive outcome for the township.

It is also important to ensure appropriate separation distances are maintained between existing activities and future development, to ensure that potential land use conflicts and adverse amenity impacts are avoided. In the context of Miners Rest, obvious existing land uses which require separation distances includes: Ballarat Airport; Central Victoria Livestock Exchange; Ballarat Wastewater Treatment Plant; and to a lesser degree Dowling Forest Precinct.

In noting the above, the impact of residential growth on important local and regional assets – including the Ballarat Airport and surrounding agricultural land - must also be considered. The Ballarat Airport, located to the south-west of the Township, is a significant facility providing tangible benefits for the community and the regional economy, including generating \$10 million in annual production.

The ongoing operation of the Airport is dependent on its ability to function without unduly impacting on surrounding sensitive uses. While dwellings already exist within close proximity to Ballarat Airport, there is strong strategic justification to avoid creating new residential development which may be impacted by current and future anticipated aircraft related noise. As such, it is important that these sensitive uses, including housing, are prevented from encroaching on the Airport to protect its ongoing operational viability and potential for expansion over the long-term. Further detailed considerations relating to Ballarat Airport are addressed later in the report.

Like the Airport, agricultural activities surrounding the Township contribute significantly to the local and regional economy, and are dependent on maintaining appropriate distances from sensitive uses. In addition, land consumed for housing ultimately results in a net reduction of land available for farming and production. With Ballarat having some of the highest value agricultural land in the State, this is a significant consideration to grapple with as part of the development of the Township Plan.

1.6: Respecting Existing Township Character

Miners Rest is a small rural township/ settlement located within a picturesque open rural landscape. Miners Rest benefits from landscape views of open rural farming and agricultural land, with these views being framed by a backdrop of iconic volcanic cones, including Mount Rowan and the Blowhard Hills.

The existing urban character of Miners Rest is highly varied which reflects the various eras over which the town has progressively developed. Consequently this has resulted in extremely mixed styles of buildings found within the Township, which means there is no predominant or defining character which applies to Miners Rest. However during the development of the Township Plan community consultation revealed a preference for larger residential blocks over small lot subdivision, and with this being highlighted as a character feature of the town and a reason to why residents chose to live in Miners Rest. It was also noted that a number of larger block in the 'old' part of Miners Rest were being turned over for multi-dwelling development, and the form and style of development was negatively impacting on the character of the town.

In considering potential planning tools which can be utilised to control development outcomes to address neighbourhood character, there are a number of options, including:

- Implementation of the Neighbourhood Residential Zone (NRZ), which can also be used to set a minimum subdivision allotment size.
- Implementation a Neighbourhood Character Overlay (NCO).
- Amending the schedule to existing General Residential Zone (GRZ) to modify ResCode standards for siting requirements.
- Amending the schedule to existing General Residential Zone (GRZ) to modify the requirement for a single dwelling on a lot.
- Implementation of a local policy which provides clear guidance on the type, format and location of development/ guidance.

In contemplating the appropriate planning tools to potentially use in the context of Miners Rest, observations regarding the existing character Miner Rest is of critical importance.

In then noting the highly mixed and varied character of Miners Rest, the use of either the Neighbourhood Residential Zone (NRZ) or the Neighbourhood Character Overlay (NCO) would be difficult to justify. Equally, amending the schedule of the existing General Residential Zone (GRZ) to adjust siting controls would not function to address concerns raised regarding the location/s of multi-unit development.

However, it is considered that the best planning tool to utilise in this instance is a local planning policy which provides clear guidance on the type, format and location of development, and an assessment framework which can be utilised through the statutory assessment process.

For example, the policy could set up a local planning policy framework which encourages and directs multi-dwelling development to land within the Mixed Use Zone (MUZ) which would have benefit of close proximity to the town centre. Multi-dwelling development and small lot subdivision would then be discouraged from being located in other parts of Miners Rest.

Options for residential planning controls in Miners Rest

Summary of the reformed residential zones

	Neighbourhood Residential Zone (NRZ)	General Residential Zone (GRZ)	Residential Growth Zone (RGZ)
Maximum building height/number of storeys	Mandatory 9 metres / 2 storeys.	Mandatory 11 metres / 3 storeys.	Discretionary 13.5 metres.
Can these heights / number of storeys be varied in a schedule to the zone?	Yes. Councils can set a mandatory height limit greater than 9 metres / 2 storeys.	Yes. Councils can set a mandatory height limit greater than 11 metres / 3 storeys.	Yes. Councils can set a mandatory height limit that is at least 13.5 metres.
Is there a requirement for a minimum garden area?	Yes – mandatory.	Yes – mandatory.	No.
Is a permit required to subdivide land?	Yes.	Yes.	Yes.
Can a minimum subdivision area be set?	Yes.	No.	No.

Existing Zone for most residential parts of the township of Miners Rest.

Lot size	Minimum percentage of a lot set aside as garden area
400 – 500 sqm	25%
Above 500 – 650 sqm	30%
Above 650 sqm	35%

The garden area requirement provides the opportunity for greater housing choice in Victoria's neighbourhoods while protecting the open space character.

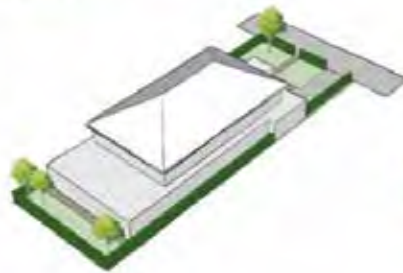
But, importantly the garden area requirement now applies in the existing General Residential Zone (GRZ).

Q. What does the garden area requirement look like when applied to different residential development?

A. Greater garden area on a lot and less site coverage by the house or building. See two examples below.

Single dwelling

Before

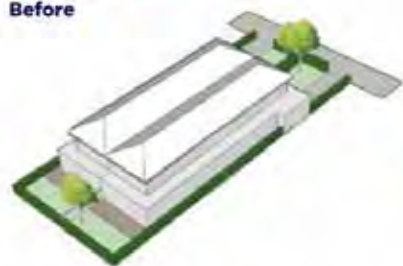


After



Dual occupancy

Before



After



Respecting existing township character

- The existing township character of Miners Rest is highly varied which reflects the various eras over which the town has progressively developed.
- As a result, the varied housing types, subdivision pattern and lot sizes are highly mixed.
- From the township planning process, we have heard the community want to retain larger blocks in the township. We have also heard that residents have varying views on what they consider a large block is. It depends on the context, who, stage of life and it is a qualitative judgement.
- In contemplating appropriate planning tools to potentially use in the context of Miners Rest, observations and strategic work to identify the preferred neighbourhood character, or an identified future neighbourhood character is critical as to whether introducing each tool can be justified, or not.
- It is identified that there is no single existing or preferred character in Miners Rest.
- It is an important consideration if planning tools can or would address the issue of subdivision of land, which is each landowners right to apply for a permit to do so.

Options considered	Pros	Cons
1. Implementation of the Neighbourhood Residential Zone (NRZ)	<ul style="list-style-type: none"> - Can set a minimum subdivision lot size. - But, what size does the existing and future community need and or want is unclear? 600sqm, 800sqm, 1000sqm? 	<ul style="list-style-type: none"> - High bar for justifying back zoning and a min. lot size given the zone purpose and the highly varied and mixed existing subdivision pattern and lot sizes in Miners Rest.
2. Implementation of a Neighbourhood Character Overlay (NCO)	<ul style="list-style-type: none"> - N/A 	<ul style="list-style-type: none"> - Limited effect/control over lot sizes. - Creates additional permit requirements for local community, and higher workloads for Council. - “Strong community support will not in itself be a sufficient basis for supporting a neighbourhood character amendment. Evidence and justification for additional provisions is essential. Without this, it will not be possible to support introduction of NCO policies into the planning scheme” (DELWP PPN43).
3. Amending the schedule to existing General Residential Zone (GRZ) to modify ResCode standards for siting requirements.	<ul style="list-style-type: none"> - Some tailoring of building siting but difficult to justify given the zone purpose and the highly varied and mixed existing subdivision pattern and lot sizes in Miners Rest. 	<ul style="list-style-type: none"> - Creates additional permit requirements for local community, and higher workload for Council. - Very limited effect/control of subdivision of lot sizes.
4. Amending the schedule to existing GRZ to modify the requirement for a single dwelling on a lot between 300 – 500 sqm.	<ul style="list-style-type: none"> - Increase the lot size threshold for a planning permit for a single dwelling on a lot from below 300sqm, to 300 – 500sqm so that the development impacts of the dwelling can be considered under the planning system. 	<ul style="list-style-type: none"> - Creates additional permit requirements for local community, and higher workload for Council. - Limited effect/control of lot sizes above 500sqm. As many lots in Miners Rest are not between 300 – 500 sqm so will have limited effect.
5. Implementation of a planning policy with local content which provides guidance on the location of development, format and type.	<ul style="list-style-type: none"> - Considered the better planning tool to utilise in this instance which provides clear guidance to encourage and direct multi-dwelling development to land within the Mixed Use Zone in proximity and support of creating a town centre. - Multi-lot development and smaller lot development would then be discouraged from being located in other parts of Miners Rest. 	<ul style="list-style-type: none"> - N/A
Non planning option:	<ul style="list-style-type: none"> - Improve character through the public realm, not just private realm. - The streets form an important part of neighbourhood character. Miners Rest features wider street reserves, with space for greater targeted street tree planting to grow over time and improve paths. - Control over streets mostly sits with City of Ballarat except Howe Street, which is VicRoads controlled. 	<ul style="list-style-type: none"> - N/A

1.7: Safeguarding Ballarat Airport

The protection of the functional operation of Ballarat Airport is an extremely important consideration for the Miners Rest Township Plan, particularly as it relates to potential development.

To provide planning policy context, the Ballarat Planning Scheme already identifies via Clause 21.09 Local Areas that Miners Rest has significant constraints on development, such as flood prone land and airport flight paths. With reference to the Ballarat Airport, this clause includes the following relevant strategy:

- *Strategy 7 Ensure that there is no development under the Obstacle Limitation Surface (OLS) of the Ballarat airport 18/36 runway.*

Clause 21.08-2 Ballarat Airfield is a relevant consideration in that it states:

Ballarat Airfield is an important asset for a growing City and region. The recreational and charter use of the airfield will be maintained with special emphasis placed on promoting the complex's strategic function for police, ambulance and other emergency agencies. The encroachment of land uses and forms of development which could restrict the future use of the Airfield will be prevented. Upgrading the Airfield's main runway has the potential to enhance Ballarat as a tourism destination. A runway with the capacity to take 12,000kg aircraft would enable the airfield to receive small, regular public transport aircraft seating 30 passengers.

Clause 21.08-2 Ballarat Airfield also includes an objective: *To provide for the continued operation and future upgrade of the Ballarat Airfield*, in addition to the following strategies:

Strategies

- *Encourage the use of airfield land for airfield compatible purposes.*
- *Discourage the use and development of airfield and surrounding land for purposes that would have a negative impact on the airfield's operation.*
- *Discourage the establishment of residential and other sensitive uses on land under airfield flight paths.*

At the Planning Policy Framework Level, the protection of airports as economic and transport infrastructure is addressed at Clause 18.04 Airports, and highlights that planning decisions must consider as relevant the National Airports Safeguarding Framework (Nov. 2016) (NASF), with the scope and influence of this framework being addressed later in the report.

At Clause 3 of NASF it identifies that: *"Over the long term inappropriate development around airports can result in unnecessary constraints on airport operations and negative impacts on community amenity. These impacts need to be managed in a balanced and transparent way"*.

NASF also provides specific assessment criteria for the assessment of the rezoning of rural or non-urban land for sensitive uses, which includes residential land use.

Clause 17 of NASF sets out the assessment criteria which is quoted in full below:

Clause 17. It is important that consideration be given to the application of the following approach to land use planning:

i. no new designations or zoning changes that would provide for noise sensitive developments within a 20 ANEF where that land was previously rural or for non urban purposes (in keeping with AS2021).

ii. Zoning for noise-sensitive development be avoided where ultimate capacity or long range noise modelling for the airport indicates either:

- *20 or more daily events greater than 70 dB(A);*
- *50 or more daily events of greater than 65 dB(A); or*
- *100 events or more daily events of greater than 60 dB(A).*

iii. Zoning for noise-sensitive development should take into account likely night time movements and their impact on residents' sleeping patterns. For example, where there are more than 6 events predicted between the hours of 11pm to 6am which create a 60 dB(A) or greater noise impact, measures for aircraft noise amelioration and restriction on noise sensitive development may be appropriate.

At this point it is important to make the distinction between N contours (or Number Above Contours) and ANEF contours, noting that it is ANEF contours which are translated into Airport Environs Overlays (AEO). For example, AEO1 and AEO2 apply to land on and surrounding the Ballarat Airport, which according to the purpose of this overlay seeks:

To identify areas which are or will be subject to high levels of aircraft noise, including areas where the use of land for uses sensitive to aircraft noise will need to be restricted.

To ensure that land use and development are compatible with the operation of airports in accordance with the appropriate airport strategy or master plan and with safe air navigation for aircraft approaching and departing the airfield.

To assist in shielding people from the impact of aircraft noise by requiring appropriate.

noise attenuation measures in new dwellings and other noise sensitive buildings.

To limit the number of people residing in the area or likely to be subject to significant levels of aircraft noise.

Yet, in practical terms, only a small area of land within Miners Rest is affected by AEO2, which on face value gives the impression that potential aircraft noise is not a major consideration, and ignores the need for an assessment of noise based on N contours. Furthermore, the current AEO1 & AEO2 are based on an ANEF contour prepared in 2004 which considered a 400 metre extension to the southern end of the north/south runway, to make it 1,645 metres long, which in reality has never been built.

In being specifically differentiated from ANEF contours, N contours implements an alternative noise measure which can be used in strategic planning decisions, where there is potential for future communities to be unnecessarily exposed to aircraft noise, which most readily applies to proposals to rezone land to facilitate more intensive residential development within airport environs.

The DELWP website on the N contours further clarifies their role and use within strategic planning decisions:

N Contours indicate potential noise exposure where the noise level from a single aircraft exceeds 60dB(A), 65dB(A) or 70dB(A) per day, as opposed to the annual average approach that informs the application of ANEF Contours. Where N contours exist, they should be examined when considering strategic planning proposals near airports. This is additional to the ANEF contours, which remain the metric applied in Victoria for statutory planning purposes through the Airport Environs Overlay.

To assist in understanding the impacts of aircraft noise, 60 dB(A) is the sound pressure level at which noise events may become intrusive to speech and hence may interfere with activities like telephone conversations and watching the TV (assuming no noise attenuation).

To further understand the potential noise impacts associated with the future or potential functional operations of Ballarat Airport, N contour projections were been prepared on behalf of Council in 2010 and 2018.

In order to relate this work to the potential aircraft noise impacts over land within Miners Rest, N contours referenced within assessment criteria of Clause 17 of the Framework Plan have been spatially mapped on the plan illustrated over the page. Mapped analysis elements of this plan includes:

- 2010 N60 (100 events per day)
- 2010 N70 (20 events per day)
- 2018 N60 (100 events per day)
- 2018 N65 (50 events per day)
- 2018 N70 (20 events per day)
- Existing Airport Environs Overlays AEO1 & AEO2.
- Existing Design & Development Overlays DDO17 & DDO18.

Based on the mapped N contours, it clearly illustrates that land within Miners Rest would be affected by aircraft noise from the 2010 N70 contour and the 2018 N65 and 2018 N70 contours. In accordance with Clause 17 of NASF, the affected land is not considered suitable to accommodate sensitive land uses and should therefore not be considered to be rezoned for such purposes.



Miners Rest Township Plan

Potential Aircraft Noise

Legend

- Study area
- Township boundary
- Proposed subdivision
- Freeway noise
- Existing AEO1 (ANEF25)
- Existing AEO2 (ANEF20)
- Existing DDO17
- Existing DDO18
- 2010 N60 Contour - 100 events per day
- 2010 N70 Contour - 20 events per day
- 2018 N60 Contour (merged) - 50 events per day
- 2018 N65 Contour (merged) - 50 events per day
- 2018 N70 Contour (merged) - 20 events per day



Clauses 16, 17 & 18: National Airports Safeguarding Framework
 Guideline A: Measures for Managing Impacts of Aircraft Noise

16. Rezoning of greenfield areas to permit noise sensitive uses
 This section applies where the introduction of new noise-sensitive uses is under consideration in areas that are predominantly rural or non-urban, including specifically identified urban boundary areas. This section does not apply to existing urban areas which have been developed.

17. It is important that consideration be given to the application of the following approach to land use planning:
 i. no new designations, or zoning changes, that would provide for noise sensitive developments within a 20 ANEF where that land was previously rural or for non-urban purposes (in keeping with AS2021).

ii. Zoning for noise-sensitive development be avoided where ultimate capacity or long range noise modelling for the airport indicates either:
 • 20 or more daily events greater than 70 dB(A); or
 • 50 or more daily events of greater than 65 dB(A); or
 • 100 events or more daily events of greater than 60 dB(A).

iii. Zoning for noise-sensitive development should take into account likely night time movements and their impact on residents' sleeping patterns.

For example, where there are more than 6 events predicted between the hours of 11pm to 6am which create a 60 dB(A) or greater noise impact, measures for aircraft noise: amelioration and restriction on noise sensitive development may be appropriate.

18. The above approach could be used as additional guidance by strategic planners and weighed along with other relevant strategic considerations. Noise-sensitive uses are residential, education establishments, offices, hospitals, aged care, churches, religious activities, theatres, cinemas, recording studios, court houses, libraries and galleries as specified as a noise sensitive developments in AS2021 (see table 2.1 and 3.3)

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Figure 2 Potential Aircraft Noise Boundary Analysis (aerial)

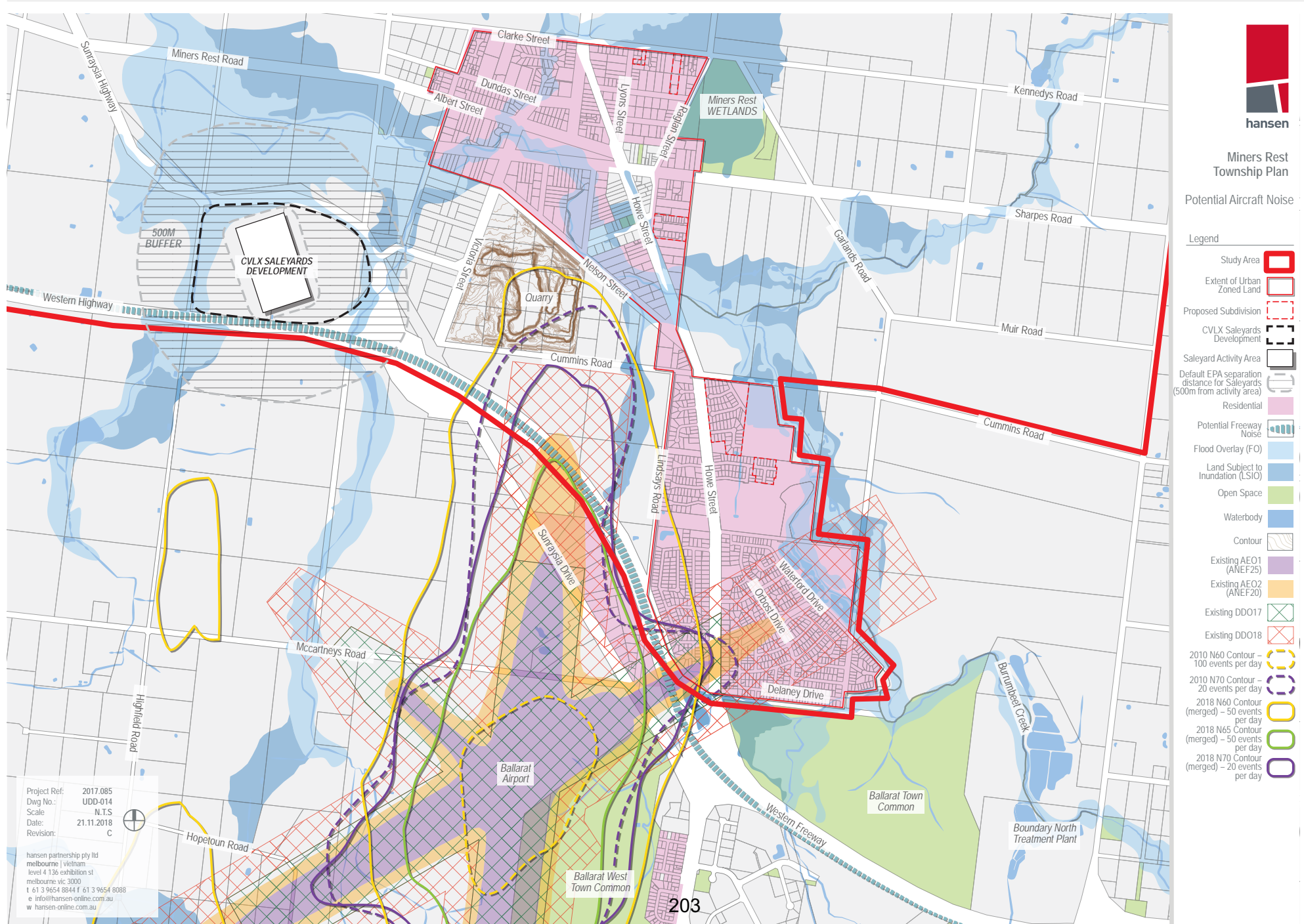


Figure 3 Potential Aircraft Noise Boundary Analysis (zone & overlay)

However it is acknowledged that there are unknowns and uncertainties surrounding the extent of land within Miners Rest that may be affected by aircraft noise impacts, which stems from the assumptions which have underpinned the preparation of the 2010 and 2018 N contours. Such assumptions and implications are briefly outlined:

- The 2010 N contours were based on considering a 400 metre extension to the southern end of the north/south runway to make it 1,645 metres long, however to date, this has not been built.
- The 2018 N contours were based on considering two options to extend the north/ south runway to 2,000 metres, although it is not certain that this runway extension will proceed.

The critical observation to make regarding the N contours conducted in 2010 & 2018 was in both instances the underlying assumption that the existing north/ south runway would have some form of extension at its southern end - i.e. at the furthest point away from Miners Rest. In both scenarios, it would allow planes to commence take off further away to the south, and be airborne quicker and therefore be higher over Miners Rest once in flight, which in practical terms functions to reduce noise impacts/ N contours.

However it is highlighted that N contours for the existing shorter runway of 1,245 metres have not been completed, and therefore the extent of noise impacts based on the current and future activities of the airport without a runway extension is not known. Without this technical analysis it assumed that noise impacts over Miners Rest are likely to be greater than illustrated via the 2010 & 2018 N contours. This is based on a shorter runway length, where planes would commence closer to Miners Rest, and be airborne, later and therefore lower over Miners Rest once in flight, which in practical terms would be highly likely to increase noise impacts/ N contours.

Furthermore, while the 2010 & 2018 N contours are useful in providing an indication of land potentially impacted by aircraft noise, they however do not address all potential future scenarios for Ballarat Airport which would allow a 'potential maximum' N contour scenario to be devised. In the absence of 'potential maximum' N contours being prepared, there remains uncertainty regarding the extent of land within Miners Rest affected by potential aircraft noise.

It is anticipated that a 'potential maximum' N contour scenario would address the following matters:

- Existing runway length/s.
- 400 metre extension of north/south runway to 1,645 metres.
- north/south runway at 1,800 metres (current maximum runway length contemplated by the Masterplan).
- Two options to extend the north/ south runway to 2,000 metres.

Once such a 'potential maximum' N contour analysis is undertaken, Council would have clarity around the full extent of future noise impacts over Miner Rest, which would be critical in informing whether land is potentially suitable for sensitive land use. In this context, Clause 18.04 Airports of the PPF and Clause 17 of NASF remains a critical consideration in determining the suitability (or otherwise) of land under airport flightpaths within Miners Rest for sensitive land uses (including residential).

Further discussions of how the above has informed the consideration of new residential development is addressed under the specific heading of: Assessment of Potential Locations for Residential Subdivision.

1.8: Protection of Farming/ Agricultural Activity

The protection and support of rural land use and activity on Farming Zone (FZ) land surrounding Miners Rest to the east, north-east and west is an important consideration, particularly in context of speculative interest and pressure to rezone land for residential purposes, either as standard urban development or for smaller lot rural lifestyle development.

The application of the Farming Zone (FZ) to land surrounding the urban areas of Miners Rest provides a degree of protection to farming and agricultural activity, noting the listed purposes to the Farming Zone (FZ) are:

- *To provide for the use of land for agriculture.*
- *To encourage the retention of productive agricultural land.*
- *To ensure that non-agricultural uses, including dwellings, do not adversely affect the use of land for agriculture.*
- *To encourage the retention of employment and population to support rural communities.*
- *To encourage use and development of land based on comprehensive and sustainable land management practices and infrastructure provision.*

Additionally, the Farming Zone (FZ) dictates that the minimum subdivision size of 40 hectares; and for a dwelling to be 'as of right' that land must be at least 40 hectares.

The existing Farming Zone (FZ) controls function in combination with existing state level planning polices and local level polices (such as Clause 21.05: Natural Resource Management and Clause 22.06: Rural Dwellings and Subdivision), which provide support for ongoing protection and support of rural land use and activity.

Specifically Clause 21.05 recognises the importance of the rural areas of Ballarat and the rich agricultural areas and farming activities which are important features of the rural character and identity of the municipality. The clause highlights the need to protect productive agricultural land from inappropriate development and includes relevant objectives and strategies of:

- *To ensure that productive agricultural land remains available for agricultural resource use.*
- *Prevent the encroachment of urban land use and development into areas of productive agricultural land.*

Clause 22.06 provides guidance for the protection of rural areas of the City of Ballarat from inappropriate subdivision and residential development. The application of the Farming Zone to the majority of rural areas in the municipality is a key way to protect and support farming activities in the municipality for the contribution it makes to the economy, liveability and amenity of the area.

Relevant objectives of Clause 22.06 for Miners Rest include:

- *To provide for the retention of productive agricultural land for farming.*
- *To ensure development of dwellings are for the purpose of supporting ongoing or planned farming activity.*

It is considered that the Local policies of Clause 21.05 and 22.06 in combination with the existing Farming Zone (FZ) controls provides ample support against speculative applications which seek to rezone and further subdivide land for 'rural lifestyle' type land use. On this basis no recommendations are being made regarding additional farming related controls being implemented to protect farming and agricultural activity.

However, while it not recommended for any new farming and agricultural controls to be implemented, there is a clear role of the Township Plan to spatially identify areas surrounding Miners Rest to be protected and encouraged for farming, agricultural and potentially equestrian related activity, and thereby to address and counter speculative rezoning applications.

Beyond the commentary above, one area of land which has come under particular pressure for rezoning to 'rural lifestyle' purposes is the area of Farming Zone (FZ) land broadly bounded by Sharpes Road, Gillies Road, Cummins Road and Howe Street. Allotments within this area generally range in size from approximately 2 to 10 hectares, which is noted to be well below the current minimum allowable subdivision size of 40 hectares. Accordingly, the current subdivision pattern indicates the majority of these properties are already being used for de-facto 'rural lifestyle' use.

However, this current pattern of land usage does not in of itself automatically justify rezoning to either the Rural Living Zone (RLZ) or Low Density Residential Zone (LDRZ) in order to legitimize the existing 'rural lifestyle' use. Furthermore, any such potential rezoning would create opportunity for further subdivision of this land, which would have the potential to create increased land use conflicts with the equestrian activities within the adjacent Dowling Forest Precinct.

Contextually, this area of Farming Zone (FZ) land is located immediately to the south of Special Use Zone (SUZ13) which relates to the Dowling Forest Precinct which functions to support thoroughbred horse training facilities. Accordingly, the existing Farming Zone (FZ) bounded by Sharpes Road, Gillies Road, Cummins Road and Howe Street, by virtue of its close proximity to the Dowling Forest Precinct, has the potential to accommodate equestrian relates activities to support the growth and development of the equestrian industry in Miners Rest.

1.9: Protection and Support of the Equine Industry

The continued growth of the equine industry in Miners Rest and the associated economic and business opportunities is extremely important to the prosperity of the Township and wider region into the future. As the economic benefit of thoroughbred racing to the Central Highlands Region is in the order of \$60 million, the Miners Rest Township Plan acknowledges this significant industry and seeks appropriate ways to continue to support and foster its growth.

The facilitation of such protection and support extends to a range of matters such as implementing specific zoning controls and strategic planning policies within the Ballarat Planning Scheme. This is noted to have already been implemented by Council through the application of the Special Use Zone (SUZ13) within the Dowling Forest Precinct which functions to support thoroughbred horse training facilities.

Other potential additional ways to protect and support the equine industry includes:

- Seeking to address existing vehicle/ equine conflicts along Kennedys Road through physicals treatments and separations (it is understood that some specific designs for this is currently being investigated by Council).
- Lobbying VicRoads to have road speed limits along Kennedys Road reduced so as to appropriately to address equine safety.
- Working with the racing industry to develop a series of assistance programs or systems with a view to supporting the equine industry/ Dowling Forest Precinct and the establishment of associated supporting businesses.

- Identifying and acknowledging that farming zone land surrounding Miners Rest should be maintained and protected for farming, agricultural activity, including potentially equestrian related activity.
- Celebrate the equine industry through an equestrian related monument within the town centre and / or equine themed installations across the public realm.

In addition to the above, Council have commissioned HillPDA Consulting to prepare a Dowling Forest Precinct Property Market Review and Options Analysis. The project will review the property market in the Dowling Forest Precinct, in the context of thoroughbred industry sector activity in the vicinity of the Ballarat Turf Club, focusing on trends in the land zoned for Special Use and Farming.

Depending on the findings and conclusions of this work, further modifications may be recommended to be made to the suite of existing planning scheme polices and controls.



Dowling Forest Precinct

1.10: Ballarat's Northern Growth Area

The Ballarat Strategy and Clause 21.02-4 Greenfield Investigation Areas is a relevant consideration to the consideration of potential growth and development within Miners Rest.

This Clause nominates that the Ballarat West Growth Area is the primary greenfield development area for Ballarat, but also designates four medium to long-term Greenfield Investigation Areas (GIA's) which requires a more detailed feasibility assessment to determine the preferred future growth area for Ballarat. In this context, it is highlighted that the Northern GIA is located immediately adjacent to the east of newer parts of Miners Rest, namely the Macarthur Park Estate subdivision.

A separate feasibility and ranking assessment of the four GIA's identified in Clause 21.02-4 Greenfield Investigation Areas is currently being undertaken. Should those investigations determine that the Northern GIA is the preferred future growth corridor for Ballarat, it will be important for future development of that land to acknowledge the context of Miners Rest as a separate, standalone township, and for the design and interface treatment within the Northern GIA to respect and reinforce the setting and role of Miners Rest.

Should future residential development be recommended to be facilitated within the Northern GIA, the intention would be for the Northern GIA to be designed to be separate and standalone from the Miners Rest. However, of relevance, is that approximately half of Northern GIA is located within the postcode area of Miners Rest.

Although the 'Miners Rest' section of the Northern GIA has been formally excluded from the Miners Rest Township Plan Study Area, technically speaking if this land is deemed appropriate accommodate residential development in future, by virtue of its close proximity to Miners Rest, in practical terms it would function to meet future localised residential land demands.

In this context any potential land development within the Northern GIA would function to broadly support Miners Rest, and would incidentally support the Miners Rest land supply and demand analysis outlined within this report.

1.11: Assessment of Potential Locations for Residential Subdivision

In building upon the various land use and development considerations outlined previously within this report, the Township Plan has undertaken a high level spatial assessment of whether there are logical and appropriate locations within or surrounding the town which could accommodate future residential subdivision.

It should be clearly understood that this assessment has not been undertaken from a perspective of strategically needing to nominate future growth within the town, as the land supply and demand analysis has identified that there is in order of 12.5 years of land supply available within Miners Rest. Rather this assessment has been undertaken to further consider whether Miners Rest has opportunity to further grow in future, when land demand necessitate it, and if so, where might such residential growth be located.

In undertaking such a spatial assessment, the following considerations are highly influential factors and have formed the basis of the assessment:

- Whether it would assist in consolidating and connecting the northern and southern sections of the established township area.
- Whether it would result in further linear 'ribbon' development or further 'sprawl' at the outer edges of the township.
- Whether it would impact on landscapes of noted and valued character.
- Whether it would impact on existing or potential rural farming, agricultural, equine land use and activity.
- Whether it would potentially create land use conflicts with the Dowling Forest Equine Precinct.

- Whether it would place sensitive land uses within proximity of existing land uses with the potential to cause amenity impacts, such as the northern wastewater treatment plant, Ballarat Airport, Western Freeway and Central Victoria Livestock Exchange.
- Whether there are significant flora & fauna considerations.
- Whether there are any land contamination/ environmental issues.
- Whether there are topographic or geotechnical considerations/ issues.
- Whether there are natural disaster risks (including flood & fire).
- Whether there is good access to existing community infrastructure.
- Whether the land can be readily serviced with required infrastructure (power, gas, water, reticulated sewerage etc.).

In considering this range of influential factors, they have been spatially mapped on the following diagram. The conclusion of this exercise has revealed a series of significant development constraints which apply to Miners Rest, and which effectively diminish many avenues for new greenfield development within the township. However this should not be a significant surprise, as this conclusion is noted to effectively reflect Clause 21.09-5 which already identifies that Miners Rest is subject to significant development constraints, including flooding and aircraft flight paths.

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To further explore the spatial analysis and why the assessment has excluded certain areas from being considered appropriate for residential development, the following is highlighted:

- Potential residential development to west of Miners Rest (i.e. west of Victoria Street) was discounted on the basis of identified flooding impacts, as well as proximity to the Central Victoria Livestock Exchange. For assessment purposes, the 'default' 500m EPA separation distance has been spatially applied from the saleyards 'activity area' boundary to ensure that sensitive land uses do not encroach on this existing facility.
- Potential residential development to the east of Howe Street was discounted on the basis of
 - Impacting on open rural landscape views;
 - Impacting on the potential use of the land for rural, agricultural or equine related activity;
 - Potentially creating future land use conflict with activities associated with the Dowling Forest Precinct;
 - Existing identified flooding impacts; &
 - Area of potential Aboriginal cultural sensitivity associated with Burrumbeet Creek.

- Potential residential development in the west to north west arc at the northern edge of the town was discounted on the basis of:
 - Existing identified flooding impacts;
 - Causing further fragmentation and ribbon based sprawl of the existing township;
 - Impacting on open rural landscape views;
 - Impacts on potential for rural and agricultural based activity; &
 - Potential to create future land use conflict with activities associated with the Dowling Forest Precinct.
- Potential residential development to the east of Macarthur Park Estate is outside of the Miners Rest Township Plan study area, and is being considered as part of a separate strategic planning exercise. However of relevance, initial considerations of that project have identified the need to maintain the character of Miners Rest as a standalone township.

Investigation Area Precinct

Beyond the areas outlined above, there is an area of land which has been identified as an 'Investigation Area Precinct', which is broadly bounded by Nelson Street, Lindsay Road, Western Freeway and Victoria Street. This land has been highlighted as an area for specific analysis and comment as an 'investigation area', due to there being known landowner interest to rezone the land for residential purposes, and has been considered separately in two section, constituting land to the north of Cummins Road and land to the south.

The area to the north of Cummins Road includes the recently rehabilitated quarry site, while the land to the south of Cummins Road constitutes a large rural land holding which extend through to the Western Freeway to the south and Lindsays Road to the east.

Generally speaking, there are both positive and negative issues to consider as part of the assessment of whether this land may be appropriate for residential development. A range of these positive and negative considerations are outlined for discussion.

Land to the north of Cummins Road (former quarry)

Positives

- The land is located between the 'old' and 'new' parts of Miners Rest and would assist in connecting and consolidating the two halves of the town.
- The land is broadly 'hidden' from open viewed vistas along major roads, and any potential development of this land would be less obvious and visible.
- Although located within the Farming Zone (FZ) it has limited potential for rural or agricultural activity due to landform and former quarry pits/ lakes.
- Would create a different housing product within Miners Rest due to elevated position and could include pedestrian links to the town centre via Creek Street.
- The development could ensure the quarry lakes are part of an informal open space network within Miners Rest.
- The development could create a defined edge to the town along the east side of Victoria Street.

- Land north of Cummins Road, east of the quarry lake could potentially be designated as a secondary option/ location for a local level active sports facilities hub.

Negatives

- Parts of the site may be impacted by aircraft noise, which would not comply with the assessment criteria for assessment of sensitive residential development (i.e. Clause 17 of the National Airports Safeguarding Framework).
- Further work is required to be undertaken to determine a 'potential maximum' N contour analysis to provide clarity around the full extent of future noise impacts, which would be critical in informing whether land is potentially suitable for sensitive land use.

Based on this analysis, subject to the extent of potential aircraft noise being fully understood, this land is considered to have potential to accommodate future residential development.

Land to the south of Cummins Road (rural land)

Positives

- The land is located between the 'old' and 'new' parts of Miners Rest and would assist in connecting and consolidating the two halves of the town.
- The land is broadly 'hidden' from open viewed vistas along major roads, and any potential development of this land would be less obvious and visible.