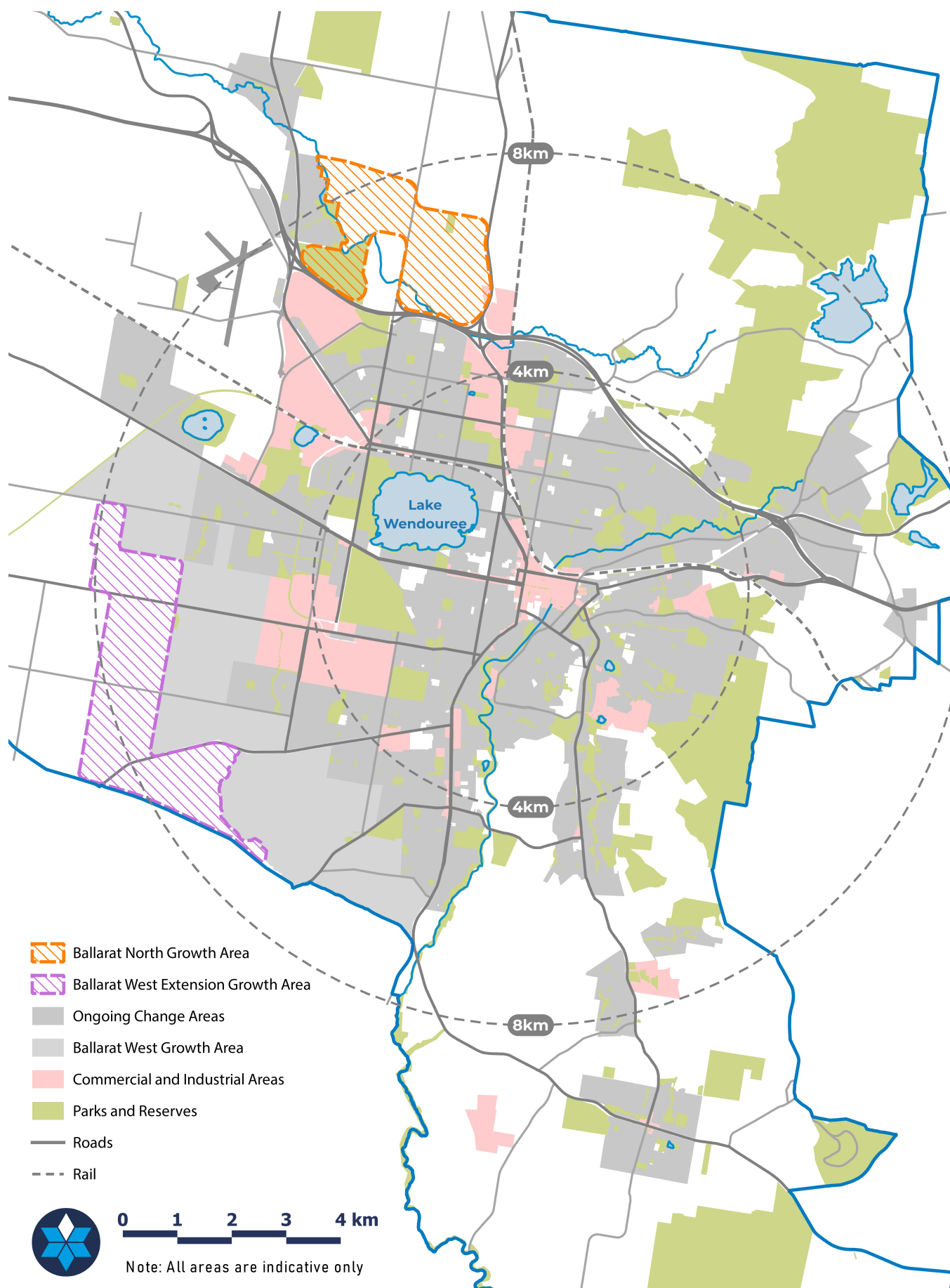


## Indicative Map of Future Growth Areas





## SUBMISSIONS SUMMARY

Ballarat Growth Areas Review



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Prepared for City of Ballarat.

Document review and quality control:

Version	Status	Date	Author	Issued
1.0	Draft	12 April 2021	S Davies	T Natt
2.0	Draft	28 April 2021	S Davies	T Natt
3.0	Final Draft	30 April 2021	S Davies	T Natt





Ballarat is growing at a rapid rate, and it is anticipated that by 2040 Ballarat will have a population of 160,000 which creates a need to build over 1000 houses a year to meet this demand.

The City of Ballarat has reviewed where to develop its future growth areas. The establishment of future Growth areas and more defined growth area boundaries will guide planning, infrastructure provision and Council investment and meet the needs of Council to provide planning direction for accommodating population growth for at least the next 15 years.

Figure 1 outlines the BLTGOI's overall recommendations.



2

Northern and Western Growth Investigation Areas have been identified as Council's preferred greenfield growth areas, capable of accommodating Ballarat's expected growth and housing demand to 2040.

These areas formed the basis for consultation with landowners and the community more broadly. In November and December 2020, City of Ballarat undertook community consultation to seek input regarding the extent and location of boundaries for Ballarat's new growth areas.

The submissions from the consultation are summarised in this report. Council will consider the findings of the consultation to guide the boundaries of the future growth areas and the application of an Urban Growth Zone.

In the future Council will further refine the developable area for each growth area based on Precinct Structure Planning (PSP) and inputs that further consider:

- natural constraints (eg: topography, watercourses, forest, environmental assets)
- built environment (eg. roads, rail, townships, cityscape, amenity, infrastructure, buffers)
- ownership patterns (eg. consolidation)
- planning constraints (eg. conflicting uses, low density/rural residential areas, heritage, vegetation, environmental, and land management overlays)

It is anticipated that the project will be delivered in five stages, as illustrated below:



## 1. BREAK DOWN OF SUBMISSIONS

As part of Council's commitment to working with the community, consultation has been undertaken to seek the views of landowners and the broader community. This process was to ascertain general support, or opposition, for future expansion of the growth areas and seek 'logical inclusions'. The findings of this consultation are summarised in this report.

The consultation was undertaken through:

- a mail out to landowners and occupiers within and adjacent to the Ballarat Greenfield Investigation Areas;
- an online survey available via the MySay Ballarat consultation webpage and survey link,
- Public and focussed Information sessions held online in December 2020

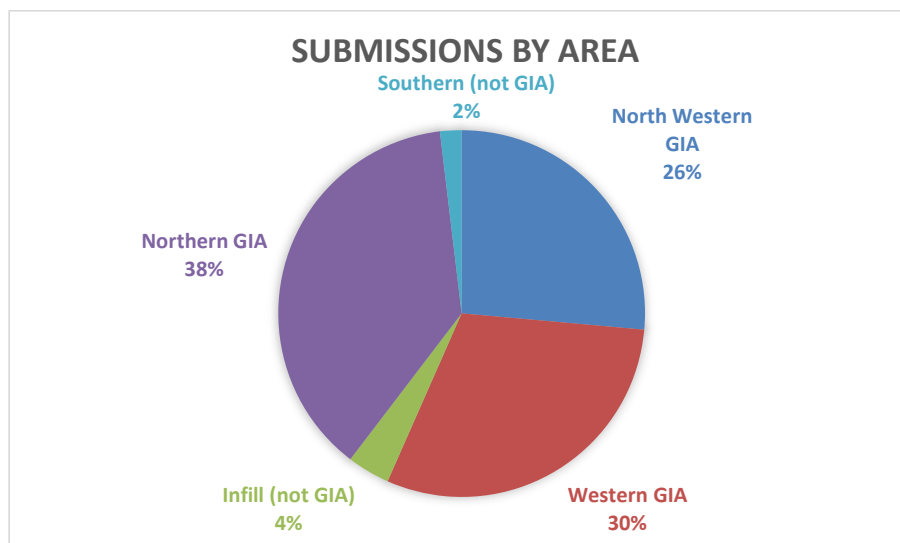
A total of 58 responses were received from the beginning of November to December 2020.

Respondents made submissions in relation to the

- Northern GIA (20 submissions)
- North Western GIA (14 submissions)\*
- Western GIA (16 submissions)\*

It is important to note that some submissions made comments in relation to multiple growth investigation areas; this was particularly common where support was offered for the Western GIA and North Western GIA.

**Table 1: Submission breakdown**



Other submissions:

- Nine submissions were in general support of further growth to Ballarat through greenfield development.
- One submission requested an individual site be considered in the south of the municipality.
- Two submissions opposed the consideration of further growth areas and suggested that housing growth should be accommodated within existing urban areas of the municipality.

- One submission did not support/oppose growth but requested that there be upgrades to telecommunication services in the west of the municipality.

## 2. NORTHERN GREENFIELD INVESTIGATION AREA

The Northern Greenfield Investigation Area (NGIA) is:

- Located in parts of Mt Rowan and Miners Rest
- Adjacent to the Ballarat North Wastewater Treatment Plant and Water Reclamation Plant (Central Highlands Water) on the northern side of the Western Freeway.
- Bounded by the Midland Highway to the east. The Ballarat-Maryborough Railway line is located to the east of the NGIA.

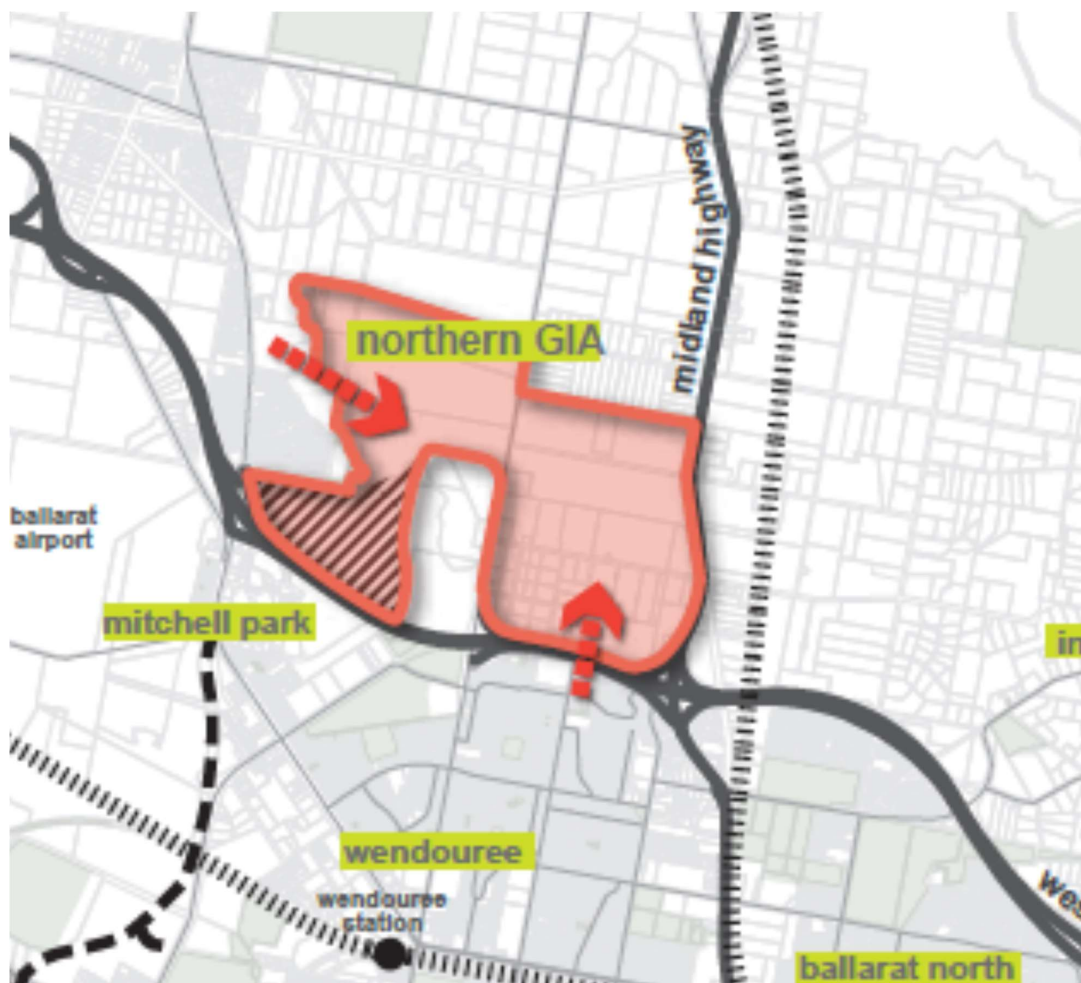


Figure 2: Northern Growth Area indicative boundaries (Source: BLTGOI)

The responses were as follows:

- 17 of the submissions supported growth to the north,
- 3 of the submissions opposed growth to the north,

Themes that emerged in relation to the Northern Greenfield Investigation Area (NGIA) were.

- Support for future development but conjecture regarding final boundaries
- Objection to future growth area development of the NGIA
- Need to protect high-quality agriculture and the Dowling Forest Equine Precinct
- Need to protect landscape values of Mount Rowan

The extent and location of urban growth formed the basis of most submissions;

- A number of submissions advocated for the inclusion of the northern extent, beyond Cummins Road, to either Sharpes Road, Muir Road or Kennedys Road.
- Other Submitters sought to extend the investigation area to the east of the Midland Highway, preferring the Ballarat-Maryborough rail line as the outer extent or Slatey Creek Road.

Submissions advocated that NGIA not be pursued due to the significant landscape values of Mount Rowan and the aesthetics of the precinct. One submission did not support the future development of their land on the basis that the Ballarat Planning Scheme did not support urban expansion into the precinct.

Submitters highlighted the need for additional connector roads to link to Ballarat CBD and the NGIA to support future growth. Additionally, several submitters argued for the need to upgrade roads due to the conflict of rural uses and potential future traffic congestion associated with urban development.

One submitter advocated that the development of the NGIA would be less cost than other growth areas due to existing trunk infrastructure. They did, however, also comment that future planning would need to consider protection and buffers for the existing wastewater treatment plant adjacent to the NGIA.

### 3. WESTERN GREENFIELD INVESTIGATION AREA

The Western Greenfield Investigation Area (WGIA) is:

- Located in parts of Bunkers Hill, Lucas and Smythes Creek;
- Broadly bounded by Dyson Drive, the Kensington Creek corridor and the Ballarat West Growth area to the east, Cuthberts Road to the north, Bunkers Hill to the west and the municipal boundary/Bells Road to the south;
- Partially bounded by and intersected by the Glenelg Highway; and
- Partially bounded by the proposed Ballarat Western Link Road along its eastern boundary.



Figure 3: Western Indicative GIA (Source: BLTGOI)

The responses can be broken down as follows;

- 14 submissions supported growth of the WGIA,
- 0 submissions were opposed to growth.

Themes that emerged in relation to the WGIA were there was overall support for future development with a majority of submissions regarding the extents of the growth area and making references to specific parcel of land for inclusion. Unlike the NGIA there was not the same amount of conjecture surrounding the proposed boundary. Only one submission requested that the growth boundaries extend to Finches Road.

Submitters also highlighted the need for additional connector roads to link to Ballarat CBD and the WGIA due to future growth. One submitter advocated that development of the WGIA would cost less than other growth areas due to existing trunk infrastructure.



#### 4. NORTH WESTERN GREENFIELD INVESTIGATION AREA

The North Western Greenfield Investigation Area (NWGIA) is

- Irregular in shape and located to the west of Ballarat in parts of Lucas and Cardigan.
- Roughly bounded by the railway alignment to the north, Dowling Road/ Ballarat-Skipton Rail Trail to the east, Cuthbert's Road to the south and partially bounded by Draffins Road to the west.
- Broadly divided into two halves, intersected by Remembrance Drive.
- Land to the south of Remembrance Drive is located adjacent to Lucas - Alfredton West Precinct (i.e. east of the Ballarat-Skipton Rail Trail).
- Land to the north of Remembrance Drive is located adjacent to existing Rural Living Zone (RLZ) land.

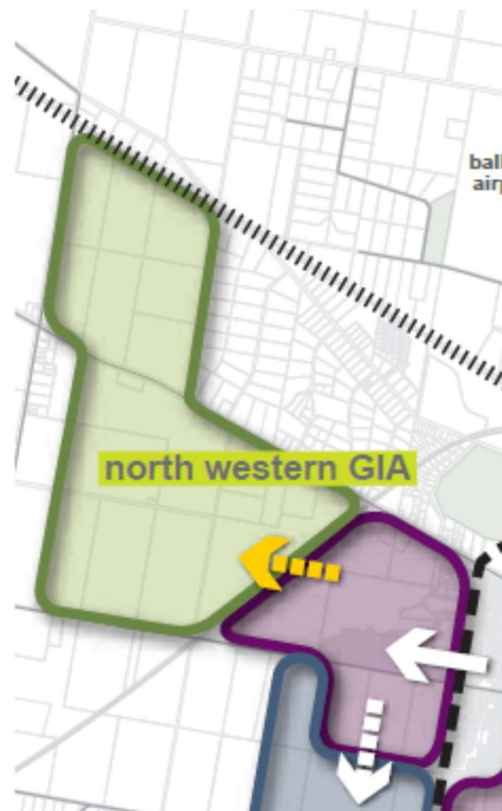


Figure 4: North Western Indicative GIA (Source: BLTGOI)

Submissions:

- 11 of the submissions supported growth in the North West, and
- 0 opposed the North Western expansion.

Overall, submissions supported the growth of the NWGIA. Submissions also stated that the majority of the NWGIA is owned or controlled by a single entity and previous investigations noted that the land has limited constraints to being developed.

Submissions also stated that the site could meet the 10 minute city concept (Ballarat Planning Scheme), when the location of other major activity centres is considered and that the NWGIA is a logical growth front, given that it is currently zoned as being suitable for urban land use -, Comprehensive Development Zone Schedule 1 (CDZ1).

It was noted that a particular advantage of the NWGIA is the long-term planning and infrastructure realised through the adjacent suburb of Lucas and the wider Ballarat West Growth Area.

One submitted (a Ballarat school) that they have long term plans to locate in the area and there would be a distinct advantage for the school to have linkages further west.

Other submissions outlined the potential for a train station in the precinct which would be of benefit to future development of the NWGIA and will ensure that transport infrastructure supports future residential expansion.

## 5. OVERALL SUMMARY AND CONCLUSION

Respondents' strongly outlined and supported the City of Ballarat's need for new and emerging future greenfield growth areas. Submissions broadly agreed that there was a need to undertake proper planning to preserve and protect the rural character of Ballarat's hinterland, heritage and environment. Additionally, there was a desire to support the community to maintain liveability and sustain the local economy.

There was conjecture about which growth area should occur first i.e., NWGIA ahead of WGIA, and in terms of the NGIA where the development extents should occur. One of the key findings from the second round of community consultation revealed a strong desire on behalf of the community for Council to proactively manage the issues that are confronting the growth areas.

Many respondents seek improved infrastructure, services and facilities that keep pace with the rate of development occurring. There was also a desire to preserve the current amenity values and the rural lifestyle, particularly in the context of Mount Rowan. There were mixed views on the negatives and the positives of growth and the impacts that more urban encroachment and more housing could bring. There was a smaller group of respondents who feared the stagnation of rural areas through a lack of development.

Finally, the consultation reiterated the strong sentiment for improving and enhancing the growth areas, which need to be supported by other strategic planning work to inform the future growth through detailed PSP planning.

The key issues that emerged were consistent with the initial investigation work that was conducted in late 2018:

- Constraints of sites;
- Need for additional growth;
- Support for well planned and sequenced development

Other work that will need to be undertaken during the PSP formation to further refine boundaries of the new growth areas will be confirmed through investigations of issues such as.

- Wastewater Treatment Plant Buffers and other amenity buffers as relevant
- Bushfire extents
- Cultural heritage extents
- Open space and connectivity
- Roads and upgrades to future linkages
- Landscape values.

**Appendix 1 – Summary of submissions and proposed responses**

Sub. Number	Submission summary	Specific site	GIA or substantive submission
1	General support for new urban growth		General support
2	General support for new urban growth. Advocates for Council to apply for funding and upgrading of social infrastructure.		General support
3	General support for new urban growth		General support
4	Supports infill development and does not support greenfield development		Infill
5	Supports Northern growth area. Suggests land south of Sharpes Road, and integrating Burrumbeet Creek to recreational usage would be beneficial.  Discusses 40 acres that has been acquired by Council	Between Howe and Garlands Road (south of Sharpes Road)	Northern
6	Raises issues regarding phone service in Lucas		Infrastructure upgrades
7	Supports northern growth area. Makes submissions for extents to include Western Highway (southern boundary), Creswick Road/Cummins Road/Muir's Road (northern boundary) though to Macarthur Park in west.	Area South of Sharpes Road between Garlands and Midland Highway).	Northern
8	Proposes South and Southwest growth area including specific inclusion of land.		New area (south)
9	Supports Western Growth area seeks inclusion of specific land. Also supports further expansion of urban land west of the Skipton Rail Trail		Western

Sub. Number	Submission summary	Specific site	GIA or substantive submission
10	Advocates for a specific land adjacent to the existing UGZ for further expansion of growth.		Western
11	Supports Northern Growth Area	General NGIA	Northern
12	Supports Northern Growth Area including a proposal for the northern growth zone boundaries	General areas with Sims Road northern extent	Northern
13	Supports Western and Northern Growth Areas		General support
14	Supports Western Growth Area and specific inclusion of land.		Western
15	Does not support inappropriate urban sprawl and proposes higher density housing on existing urban land.		Infill
16	Supports North Western and Western Growth area and proposes inclusion of land further west of the Skipton Rail Trail	Land to west of Skipton Rail Trail.	North Western and Western
17	Supports Western and Northern Growth Areas		General support
18	Supports North Western Growth Area		North Western and western
19	Supports Western and North Western Growth Areas		North Western and western
20	Supports northern growth area and suggests growth to Kennedy's Road in the North	General area in North	Northern

Sub. Number	Submission summary	Specific site	GIA or substantive submission
21	Supports Northern Growth Area and proposes extending it further to include specific land		Northern
22	Supports Western, Northern and North Western Growth Areas		General support
23	Supports Northern and Western Growth Areas including specific land	General area. Identifies Sharpes Road as northern extent, Garlands Road as the far western boundary and Midland Highway as the eastern extent.	Northern
24	General support for growth to support future of Ballarat		North Western
25	Supports North Western Growth Areas.		North Western
26	Supports North Western Growth Areas		North Western
27	Advocates for northern growth area to incorporate specific land to the south of Sims Road.	Area up to Sims Road (Northern extent).	Northern
28	Supports western growth areas and inclusion of specific land south of Cuthbert's Road.	Land south of Cuthberts Road	Western
29	Supports North Western and Western Growth Areas		North Western and Western
30	Supports northern growth area. Seeks to have specific land north Muir Road to Sharpes Road included into the future growth area	Precinct of Muirs Road to Sharpes Road.	Northern
31	Supports Western Growth Area. Seeks to have specific land included in UGZ	South east corner of Finches and Cuthberts Roads	Western

Sub. Number	Submission summary	Specific site	GIA or substantive submission
32	General support of Western growth including land further to the west of the rail trail.	Land to west of Skipton Rail Trail.	North West
33	Supports northern growth area including the area south of Cummins Road. seeks inclusion of specific property into north (location not identified) Seeks to protect the Dowling Forest Equine Precinct. Suggests upgrades to infrastructure.	Support general area south of Cummings Road to Slatey Creek Road (eastern extent).	Northern
34	Supports northern growth area.  Seeks to include two properties in the north east (east of Midland Highway).	North east of Midland Highway	Northern
35	Supports Northern Growth Area as preferred with possible amended boundary to Sharpes Road.		Northern
36	Supports Western Growth Area and extension of boundaries to Bells Road.	Extension to Bells Road	Western
37	Supports Western Growth Area		Western
38	Supports Western Growth area.  Seeks inclusion of specific land in the vicinity of Glenelg Highway and Bells Road.	Land in vicinity of Glenelg Highway and Bells Road	Western
39	Supports the northern growth area.  Seeks to include specific land on the northern side of Cummins Road up to Muirs Road.	Area up to Muirs Road (Northern extent).	Northern
40	Supports Western Growth Area and proposes adding additional land into the UGZ.		Western
41	Supports Western Growth Area .	Area up to Finches Road	Western

Sub. Number	Submission summary	Specific site	GIA or substantive submission
	Seeks the inclusion of specific parcels into the UGZ extending to Finches Road and specific land outside of the existing investigation area		
42	Supports Western Growth Area and proposes a specific parcel be included.		Western
43	Supports Northern Growth Area and proposes including specific land.		Northern
44	Supports Northern Growth Area and seeks to have northern extents expanded to to Muir Road to the north, the Burrumbeet Creek corridor to the west, the Midland Highway to the east and the Western Freeway and Central Highlands Waste Water Treatment Plant to the south. Also requests rural living zone to the north of the precinct.	Area up to Muir Road to the north, the Burrumbeet Creek corridor to the west, the Midland Highway to the east and the Western Freeway and Central Highlands Waste Water Treatment Plant to the south	Northern
45	Supports Northern Growth Area and seeks expansion north to Cummins Road west to the existing Miners Rest Township	Area up to Cummins Road and Miners Rest Township to the west	Northern
46	Supports North Western Growth Area and seeks further expansion of the North West part of Ballarat along Remembrance Drive to the west of the Skipton Rail Trail.	West of Skipton Rail Trail/north Remembrance Drive	North western
47	Supports proposed Growth Areas.		General support
48	Opposes the Northern Growth Area including specific exclusion of Mount Rowan (suburb). Notes that 60-80 acres on west side of Mt Rowan to was gifted to Council on the basis of no future residential development? Also raises a number of constraints within this area including: - Significant Landscape of Mount Rowan		Objection to Northern GIA



Sub. Number	Submission summary	Specific site	GIA or substantive submission
	<ul style="list-style-type: none"> <li>-Burrumbeet Creek has CHMP issues</li> <li>- Northern and Southern areas of the Mt Rowan area are prone to flooding</li> <li>- ESO &amp; EMO for the subject area.</li> </ul>		
49	Supports growth to the North. Seeks inclusion of specific land.		Northern
50	<p>Opposes the Northern Growth Area. Growth area to north of Ballarat should protect the rural areas of Mt Rowan and Dowling Forest. Suggests that the Mt Rowan to be boundary line - south to be developed. North to be retained in existing zones.</p> <p>Also raises concerns regarding traffic and amenity.</p>		Objection to Northern GIA
51	Supports the Northern Growth Area including land on the south side of Sharpes Road, west of Gillies Road. The eastern boundary to be the Midland Highway.	South Sharpes Road, West Gillies Road, Midland Highway vicinity.	Northern
52	Opposes the Northern Growth Area Further growth in the North not supported. Concerns include Traffic and Amenity.	General objection to residential areas north of Cummins Road.	Objection to Northern GIA
53	Supports for all growth fronts and all greenfield development.		General support
54	Supports further growth in Ballarat West		Western
55	Supports all greenfield growth		General support
56	<p>Supports the Western Growth Area</p> <p>Supports growth to the West between Western Highway to Ballarat-Carngham Road.</p> <p>Raises concerns relating to limitations of</p>	General area Western Highway to Carngham Road	Western

Sub. Number	Submission summary	Specific site	GIA or substantive submission
	the North, including McCains Factory, CHW Reclamation Plant and the Sale Yards.		
<b>57</b>	Supports the Northern Growth Area Advocating for Northern Ballarat Growth Area including specific properties in the vicinity of Gillies, Cummins and Sims Roads.	General north area to Sims Road	Northern
<b>58</b>	Support for both the Northern and Western Growth Areas on the basis of current funding and infrastructure levels. Eastern and North Eastern areas will have higher investment costs for financing of trunk works (higher cost to Developer).  Other concerns included potential impact on Ballarat North Waste Water Treatment Plant and the need to maintain odour buffers.		General support
<b>59</b>	Supports the North Western Growth Area including specific land in the Western Growth Zone adjacent to the CDZ1		North Western

**Attachment C****State Agency Consultation**

Authority/Stakeholder	Outcomes
<b>Victorian Planning Authority</b>	No objections. Discussion of future shared funding arrangements and approaches for the city to adopt as part of the PSP process.
<b>Department of Environment, Land Water and Planning</b>	City of Ballarat officers have been engaging in ongoing consultation with DELWP officers to keep key state govt agencies up to date. In particular, DELWP have been keen to understand and have certainty regarding the relationship between the Housing Strategy and Growth areas project and have provided tacit support for the progression of these projects concurrently. The Urban Development Program group of DELWP have publicly released numbers regarding Ballarat's current supply of greenfield development land.
<b>Central Highlands Water</b>	Keen to engage with Council with future planning for the Northern and Western growth Areas. Supports two growth areas in North and West
<b>EPA</b>	Support provided, subject to preparation of future PSPs.
<b>CFA</b>	No response received. Council will continue to engage with the CFA through the following planning stages.

**Attachment D****Assessment against State and Local Planning Policy**

<b>Relevant Planning Strategy/Policy/Consideration</b>		<b>Response</b>
<b>Planning Practice Note 90</b>	Requires Council to plan for a accommodate projected population growth over at least a 15-year period and provide clear direction on locations where growth should occur. Residential land supply is considered on a municipal basis, rather than a town-by-town basis.	Rezoning the identified growth areas will assist in accommodating Ballarat's projected population growth.  A long-term view of growth is adopted acknowledging that greenfield areas are only part of the required 15-year land supply requirement. Council is also undertaking a Housing Strategy that will guide future housing outcomes across the municipality that will ensure housing diversity, choice and affordability is considered across all development settings and will contribute to the 15-year land supply requirement.
<b>Ministerial Direction 11</b>	Strategic Assessment of Amendments	Planning Scheme Amendment (PSA) documentation has been prepared in accordance with this Ministerial Direction.
<b>Ministerial Direction 12</b>	Guidance on how to apply the Urban Growth Zone to growth areas to ensure sustainable and coordinated urban development.	The application of the Urban Growth Zone through a Planning Scheme Amendment will apply provisions that require preparation of a Precinct Structure Plan prior to consideration of future development. This will ensure coordinated development outcomes.
<b>Ministerial Direction 19</b>	As part of Planning Scheme Amendments, seek EPA's views that results in significant changes the land uses.	The EPA has provided support for the growth areas. Like other authorities, they will be involved through the next planning phases.
<b>Clause 11.01-1S</b>	Central Highlands Regional Growth Plan 2014	The Plan supports Ballarat's role as a regional city that will attract and support growth.
<b>Clause 11.01-2R</b>	Directs growth to Ballarat, being the major services and employment for Victoria's west. With this growth, ensure urban consolidation, focus of services and infrastructure in appropriate locations.	Ballarat requires both infill and growth areas to ensure its future growth can be accommodated.
<b>Clause 11.02-3S</b>	Manages sequencing of development of growth so that services are available from early in the life of communities.	The growth areas will require preparation of PSPs and shared infrastructure plans. Through preparation of the PSP, regard to release

		of land, staging and infrastructure requirements will be undertaken to ensure new communities are supported.
<b>Clause 11.03-2S</b>	Seeks to locate urban growth close to transport services and infrastructure whilst protecting resources.	The growth investigation areas have been identified. This amendment defines the growth areas having regard to access, services, and the efficient use of land acknowledging land is a finite resource and the importance of the Ballarat's surrounds from an employment, environmental and landscape perspective.
<b>Clause 12.05-2R</b>	Requires clear urban boundaries and maintain breaks and open rural landscapes between settlements	Defining the growth areas ensures the growth of Ballarat is managed and contained and landscape boundaries between settlements is protected. The proposed boundaries as regard to the interface and gateway considerations that will be further controlled through structure planning processes.
<b>Clause 13.02-1S</b>	Gives priority of protection of human life through risk-based planning that prioritises protection of human life.	A preliminary bushfire assessment has been undertaken for Ballarat. Further review of bushfire risk will be undertaken through the subsequent phases in accordance with the relevant standards.
<b>Clause 14.01-1S</b>	Protects the state's agricultural land.	The growth investigation areas are located as logical expansions of the City and ensure productive agricultural land around Ballarat is protected.
<b>Clause 15.03-2S</b>	Protection and conservation of places of Aboriginal cultural heritage significance.	Council will continue to engage with the Wadawurrung and Dja Djawurung communities and ensure culture and areas of significance are incorporated in future planning outcomes.
<b>Clause 16</b>	Ensures housing is well-located, integrated and meets the needs of the community	The growth investigation areas have been identified and their definition has specifically had regard to their locations being accessible to Ballarat. Future planning for these areas will ensure that housing meets a wide variety of needs.
<b>Clause 18.02-1S</b>	Promotes sustainable personal transport	The new growth areas have regard to accessibility and the ability to provide for all modes of transport. Future planning will ensure these areas can accommodate all modes of transport, with a focus on active transport, within the approximate 8km radius of the Ballarat centre.
<b>Clause 21.03-3</b>	Sets out key concepts that make Ballarat special and which influence all forms of development and outcomes as defined within the <i>Ballarat Strategy 2015</i> .	The growth areas will not be developed until such time as Precinct Structure Plans are prepared. These plans will have regard to Council's strategic directions around the 8km travel radius, protection of Ballarat's landscape and key issues facing Ballarat. Importantly, the defined growth areas will support the growth of the city whilst considering

		sustainable land use outcomes and place-based considerations to create viable and livable communities.
<b>Clause 21.02-4</b>	Identifies medium-long term Greenfield Investigation Areas including the northern investigation area and western investigation area, subject to this report.	The proposed growth areas are intended to unlock immediate greenfield housing supply and will ensure future planning outcomes are holistic and considered. The proposed updated Housing Framework Plan is provided in Appendix D.

