

OFFICIAL

Planning Delegated Committee Meeting

Agenda

8 March 2023 at 6:30pm

**Council Chamber, Town Hall, Sturt Street,
Ballarat**



PUBLIC SUBMISSIONS

- Public representations may be made on any items listed on the agenda in a Planning Meeting apart from those listed in the confidential section.
- If you do wish to attend the meeting in person to make a submission, please fill out the [form on our website](#).
- Members of the public who wish to make a submission on an agenda item but who are unable to attend the meeting in person may make a submission in writing:
 - Submissions must be submitted in writing via the [form on our website](#) by no later than 2:00pm on the day of Planning meeting; and
 - limited to no more than 200 words that will be read out by the Chief Executive Officer or nominated delegate at the meeting prior to the matter being considered.



ORDER OF BUSINESS:

1. Acknowledgement Of Country	4
2. Apologies For Absence.....	4
3. Declaration Of Conflict Of Interests.....	4
4. Confirmation Of Minutes.....	4
5. Officer Briefing.....	4
6. Planning Delegated Committee Reports	4
6.1. Planning Scheme Amendment - Consideration of Submissions - Miners Rest Township Plan - C235ball.....	5
6.2. Sustainable Subdivisions Framework.....	308
7. General Business - Matters Arising From The Agenda	328
8. Close	328

1. ACKNOWLEDGEMENT OF COUNTRY



The City of Ballarat acknowledges the Traditional Custodians of the land we live and work on, the Wadawurrung and Dja Dja Wurrung People, and recognises their continuing connection to the land and waterways. We pay our respects to their Elders past, present and emerging and extend this to all Aboriginal and Torres Strait Islander People.

2. APOLOGIES FOR ABSENCE

3. DECLARATION OF CONFLICT OF INTERESTS

4. CONFIRMATION OF MINUTES

5. OFFICER BRIEFING

6. PLANNING DELEGATED COMMITTEE REPORTS

6.1. PLANNING SCHEME AMENDMENT - CONSIDERATION OF SUBMISSIONS - MINERS REST TOWNSHIP PLAN - C235BALL

Division: Development and Growth
Director: Natalie Robertson
Author/Position: Terry Natt – Manager Strategic Planning / Susie Perera-Strategic Planner

PURPOSE

1. To consider written submissions received to Planning Scheme Amendment C235ball (Miners Rest Township Plan) to the Ballarat Planning Scheme (the Amendment), received during the public exhibition stage.
2. To determine whether to request that the Minister for Planning appoint an independent Planning Panel to consider submissions and the Amendment.
3. To consider endorsing a response to the issues raised in submissions, including recommended changes to the Amendment, to form the basis of Council’s position at the Panel hearing.

BACKGROUND

4. The Miners Rest Township Plan (MRTP) is a strategic document that was developed as part of a program of local area planning for the City of Ballarat to implement the Ballarat Strategy 2040.
5. The MRTP provides a long-term planning and design vision for the Miners Rest township and surrounds as per the Miners Rest Study Area in Figure 1.

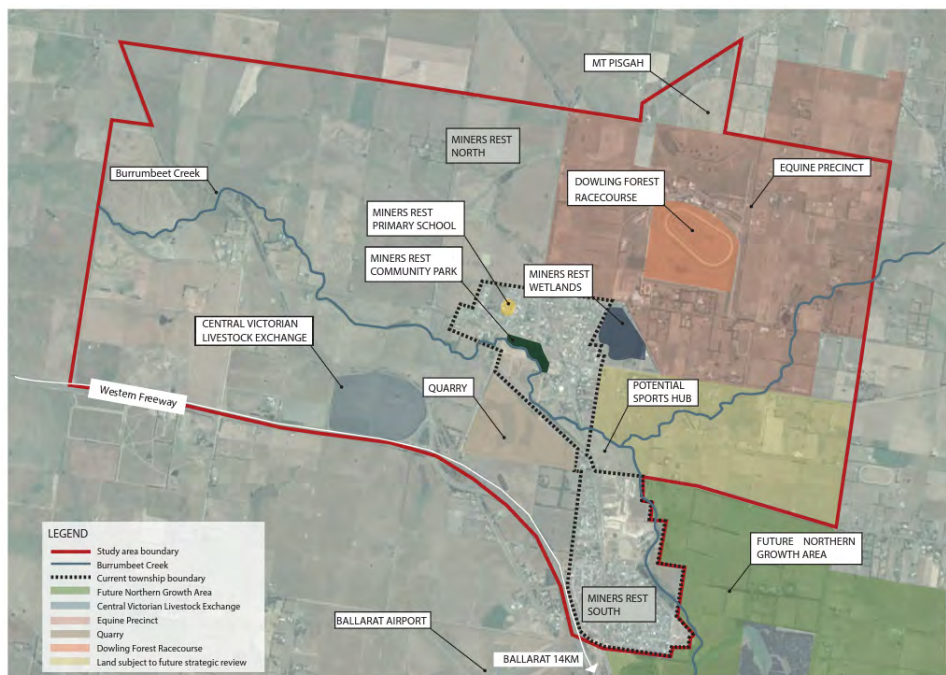


Figure 1 – Miners Rest Study Area, Source: Excerpt from the Miners Rest Township Plan page 9

6. Between 2017 and 2019 the City of Ballarat conducted several community engagement sessions and surveys to identify the key challenges and opportunities for the community and the MRTP was developed, outlining objectives, strategies, and actions to respond to these key challenges and opportunities.
7. The Township Plan also addresses matters relating to land-use, activity, and design guidance within both the public and private realms. It includes initiatives that the City of Ballarat can have a direct role in influencing, facilitating, or implementing, as well as actions and initiatives the Miners Rest community/community groups can take a lead with.
8. Action 28 of the MRTP is:

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
9. The amendment proposes to incorporate the land use planning recommendations of the Miners Rest Township Plan into the Ballarat Planning Scheme.
10. A key element of the land use and planning recommendation in the Miners Rest Township Plan is the protection of the rural township character of the older northern part of Miners Rest. This has been proposed through the rezoning of most of the northern township from General Residential Zone - Schedule 1 (GR1Z1) to Neighbourhood Residential Zone Schedule 3 (NRZ3). (See Attachment 2 for map).

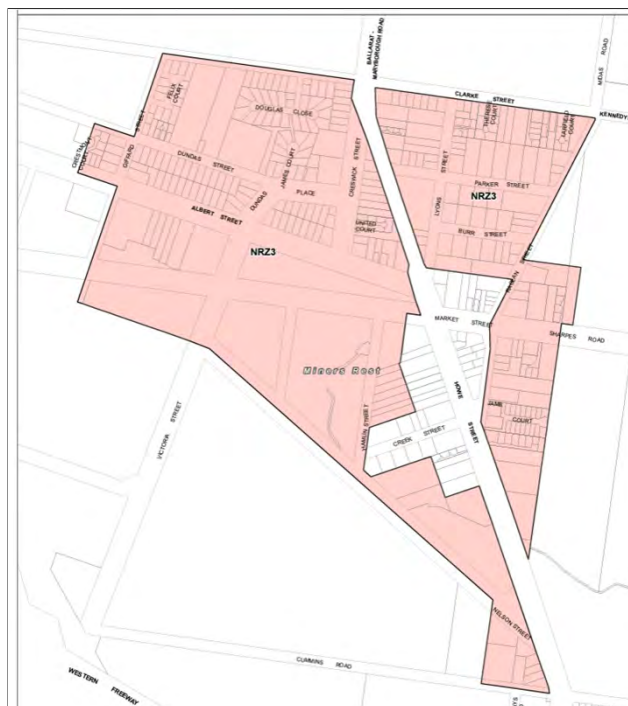


Figure 2 - Excerpt of the proposed NRZ3 Zone Map, Source: C235ball exhibition material City of Ballarat 2022

11. At its 11 December 2019 meeting, Council resolved to adopt the Miners Rest Township Plan. It also resolved to request the Minister for Planning authorise the preparation and exhibition of the amendment, pursuant to Section 8A of the *Planning and Environment Act 1987*.

12. The City of Ballarat, with support from the Department of Transport and Planning (DPT) (previously DELWP) Regional Hub, prepared the amendment documentation.
13. On 24 October 2022, the Minister for Planning authorised the preparation and exhibition of the Amendment.
14. Public notice of the exhibition was given between 17 November 2022 and 19 December 2022. Public notice was given through letters to the owners and occupiers in Miners Rest township and surrounds, public notice in the Ballarat Times, the Government Gazette, social media and posters located around Miners Rest.
15. A total of five (5) submissions were received from the community and two from Government Authorities; Glenelg Hopkins Catchment Management Authority (GHCMA) and the Environmental Protection Authority (EPA). These are attachments to this report.
16. A summary of the key issues raised in the submissions and a recommended officer response is presented in paragraph 19 of this report.
17. The next step in the amendment process is for all submissions received through the exhibition period to be considered by Council and determine whether to refer the amendment to Panels Victoria to consider the submissions, make any changes to the Amendment in response to submissions or to abandon the Amendment.
18. All submitters have been directly notified of this meeting.

KEY MATTERS

Summary of Submissions

19. The key issues raised in the seven submissions are detailed in the below table, along with the Officer's response:

Number of submissions relating to this issue	Key Issue / Concern and (submission number)	Officer Response
1	<p>Rezoning NRZ3 supported by residents and wanted all planning permit applications to consider the amendment or be stopped until the amendment is completed.</p> <p>(Submission 4)</p>	<p>Support for the rezoning is noted – Planning Permit applications cannot be delayed, nor the amendment considered in their assessment, as the amendment cannot be seriously entertained until a Panel has reported on the amendment.</p>
1	<p>Rezoning NRZ3 partially not supported for 1-11 Victoria Street – Landowner wants exclusion from the NRZ3 given the lots are already approved for subdivision by PLP2017/585, and they are mostly less than 750 square metres.</p> <p>(Submission 5)</p>	<p>Noted – This would need review and consideration by panel.</p> <p>The site at 1-11 Victoria Street Miners Rest was approved 6 July 2022 for subdivision via by VCAT Compulsory Conference (P11603/2021) for a 54-lot subdivision. The plans were endorsed 22 July 2022. The lot sizes range from 448 to 875 square metres, with the majority of lots being under 750</p>

		<p>square metres, refer to Figure 3 for an excerpt of the endorsed plans.</p> <p>The exclusion of this undeveloped, 98,799 square metre lot from the rezoning to NRZ3, requires expert review in the context of the character of the old township and the impact the finer grain subdivision will have on the overall character of the old township, especially in relation to views and landscaping.</p>
1	<p>Rezoning NRZ3 Unduly constraining land supply and housing affordability – through the introduction of a 750 square metres lot minimum in the old northern township.</p> <p>(Submission 5)</p>	<p>Noted – With the recent approval of growth areas by Council, including one adjacent to Miners Rest, it is considered that Ballarat and Miners Rest have sufficient land supply. A Panel would likely consider City of Ballarat’s current Housing Strategy project which identifies demand and supply across the municipality.</p>
1	<p>Rezoning the Quarry Site - the landowner indicates this site should be flagged for short term residential development rather than medium to long term as is detailed in the MRTP <i>Action: 30 Investigate potential for the development of the quarry site subject to feasibility including a noise study.</i></p> <p>The proponent wants 13-91 Victoria Street to be included for rezoning as a part of C235ball. (Submission 5)</p>	<p>It is not considered that this site is required to meet land supply requirements for the short or long term.</p> <p>The Quarry site has a number of constraints and outstanding technical issues that need investigation and resolution prior to any conclusion being drawn about the suitability of the Quarry for redevelopment.</p> <p>The future use of this site is also intrinsically tied to the outcomes of the City of Ballarat’s Housing Strategy project which is currently identifying long term housing demand and supply options within the Municipality.</p> <p>Any future application to rezone the land would require a detailed assessment of the current site constraints including bushfire assessment, Environmental Audits or introduction of Environmental Audit Overlays, noise modelling from the airport, finalisation of road deviations and discontinuations and consideration of updated flooding modelling (given recent and future mitigation and infrastructure upgrades).</p>
1	<p>Rezoning associated with the Dowling Forrest / Equine Precinct should be included in the C235ball amendment. (Submission 3)</p>	<p>This is the subject of a subsequent project that is identified as an action in the MRTP and does not demand nor require inclusion in the strategic document.</p> <p>The Equine Precinct review is a separate project being carried out by the City of Ballarat Strategic Planning Team.</p>
1	<p>Outdated Strategic work – the landowner notes that the work that underpins the MRTP is done prior to the CoVID-19 pandemic and there</p>	<p>Noted - With the recent approval of growth areas by Council, including one adjacent to Miners Rest, it is considered that Ballarat and Miners Rest have ample land supply. A Panel</p>

	<p>has been a marked increase in demand for residential land in regional Victoria which undermines the rezoning to NRZ3.</p> <p>(Submission 5)</p>	<p>would likely consider City of Ballarat's current Housing Strategy project which identifies demand and supply across the municipality</p>
1	<p>Farm Zone – Future Sensitive Use and Ballarat Airport - Landowner wants land removed from area labelled '<i>Existing rural land subject to noise impacts from the airport and not currently considered suitable for rezoning to a sensitive land use</i>', in proposed Local Areas policy, clause 21.09-5 <i>Miners Rest Framework Plan</i>, due to reduced potential for airport related noise.</p> <p>(Submission 1)</p>	<p>The subject land is under the flightpath of the main Ballarat Airport runway 18/36. This runway is currently being extended to 1800m.</p> <p>Rezoning of this land has been requested by the landowner throughout the development of the Miners Rest Township Plan and prior. The current argument to exclude the land from the residential area in the framework plan is based on an assessment that was made by experts in 2018 to consider various noise scenarios of potential runway development options. The runway is being extended but not as per the assessed options in the study.</p> <p>The MRTP Background Information and Analysis document indicates that <i>Clause 18.04 Airports</i> of the Planning Policy Framework and <i>Clause 17 of National Airports Safeguarding Framework</i> are the critical considerations of any future rezoning of this land to a sensitive use.</p> <p>It is not considered that this land is required to meet housing demand.</p> <p>Any future application to rezone the land would require a detailed assessment of the current constraints including noise assessment, bushfire assessment consideration of updated flooding modelling (given recent and future mitigation and infrastructure upgrades). All this within the context of any pending Housing Strategy data.</p>
1	<p>Heritage – reconstruction of the Cobb and Co stables.</p> <p>(Submission 2)</p>	<p>This proposal would require analysis to determine if it could be the subject of a community or Council heritage project that would be a subsequent project to the MRTP and does not demand or require inclusion in the strategic document.</p>
1	<p>Glenelg Hopkins CMA - Flooding Overlay – The CMA wants to see the Flooding Overlays (LSIO and FO) updated as a part of C235ball given there have been private developments that have altered drainage and proposed or completed flood mitigation works.</p> <p>(Submission 6)</p>	<p>The update of the Flooding Overlays, although an important and necessary piece of work, does not demand nor require inclusion in C235ball Miners Rest Township Plan which is a strategic document proposed for inclusion in the Ballarat Planning Scheme.</p> <p>The plan includes: <i>Objective 13: To manage and appropriately respond to the impact of flooding throughout Miners Rest.</i> There are actions to work at flood mitigation, however there is no specific action to update the overlays. This is State</p>

		<p>driven work that depends on the DTP, GHCMA and City of Ballarat to work together to implement.</p> <p>Substantial funding and work are required to update the flood modelling which was last completed in 2013 and input into the Planning Scheme in 2017.</p> <p>Updated modelling is required also to inform any future Planning Scheme Amendment.</p>
1	<p>EPA – Commented that the Miners Rest Quarry requires further environmental assessment, and that Council must satisfy itself that land proposed to be used for a sensitive use is suitable for that use, in accordance with MD1.</p> <p>(Submission 7)</p>	<p>The environmental Assessment required for the Quarry site is noted.</p> <p>The amendment does not propose rezoning of land to a sensitive use that is not already in a residential zone. Land proposed to be rezoned to NRZ was previously GRZ and Council officers are satisfied NRZ land can be used for sensitive uses.</p>
1	<p>Spray Drift – A horse training facility located in the Farming Zone adjacent to the Racecourse is experiencing interface issues with adjoining Farming Zone lot that sprays chemicals.</p> <p>(Submission 3)</p>	<p>This is a Department of Agriculture issue and can be reported and investigated directly with this department.</p>

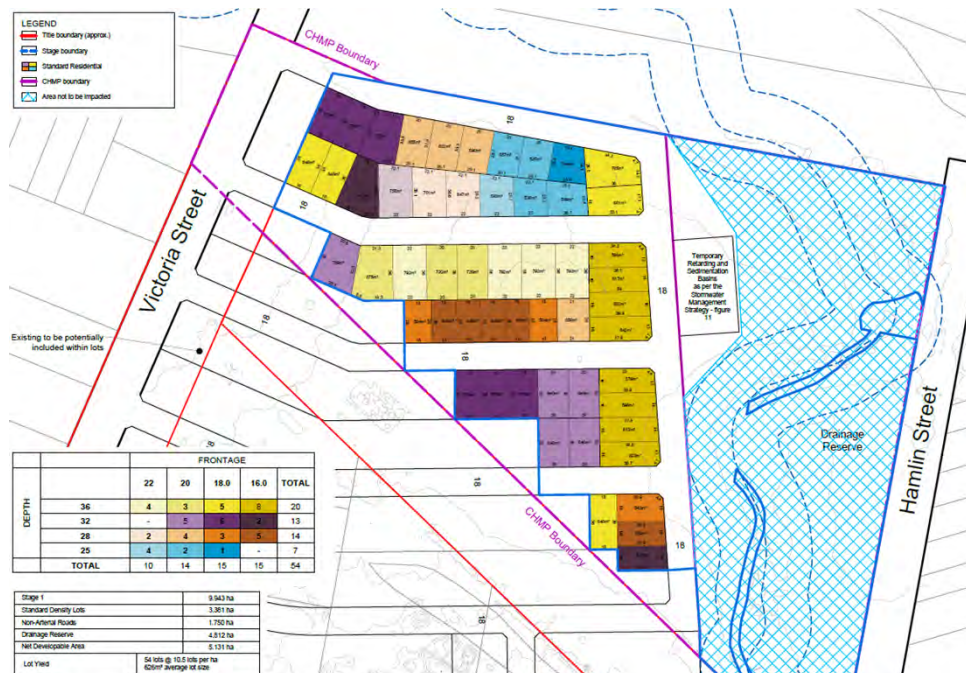


Figure 3 - Excerpt endorse plans 1-11 Victoria Street, Source: Council Records, City Of Ballarat 2022

20. It is noted that there are several issues that appear to be outside the scope of the current planning scheme amendment. These submitters have been contacted to discuss their concerns and have been notified of the current Planning Delegated Committee Meeting to review the submissions.

21. There may be withdrawal of submissions following further discussions on the scope of the current Planning Scheme Amendment prior to the Planning Panel.
22. Several of the issues raised and listed below are not able to be readily resolved and require further technical review by Panels Victoria, specifically the following:
 - a) NRZ3 mapping inclusions and exclusions due to major approved subdivisions.
 - b) Whether the strategic work that underpins the housing demand analysis is outdated due to the CoViD-19 pandemic.
 - c) Whether the Rezoning of the township to NRZ3 unduly constrains land supply and housing affordability.
 - d) The inclusion / exclusion of specific land noted in the Miners Rest Framework Plan map, as not suitable for a sensitive use due to airport noise.
 - e) The impact of the pending Housing Strategy.
23. Given that some submissions remain unresolved, it is recommended that the submissions be referred to an independent Planning Panel for consideration.

Independent Planning Panel

24. The Planning Panel process provides for an independent review of submissions and offers a further opportunity for submitters to have their submissions considered and to directly address the Panel, including calling any expert evidence. This provides a fair, robust and transparent process enabling stakeholder interests to be fully considered and reconciled where possible.
25. In preparing its report and recommendations, the Panel will consider all written submissions referred to it.
26. The Panel will provide a report with recommendations to Council on whether the amendment should proceed. This will enable Council to make a final decision on whether to adopt the amendment as exhibited, adopt it with changes as recommended by the Panel, or to abandon the amendment.

Options for Council

27. After considering submissions, Council has the option to either change the amendment in the manner requested through the submissions, to refer the submissions to a Planning Panel for an independent assessment and recommendation, or to abandon the amendment or part of the amendment.
28. Under the requirements of the *Planning and Environment Act 1987*, Council is required to refer unresolved submissions to an independent Planning Panel if it wishes to continue to progress the Amendment.
29. Council officers' responses provided in Paragraph 19 will provide the basis of Council's position at an independent Planning Panel hearing.

OFFICER RECOMMENDATION

- 30. That the Planning Delegated Committee resolves to:**
- 30.1. Consider all submissions received to Planning Scheme Amendment C235ball pursuant to section (22)1 of the Planning and Environment Act 1987.**
- 30.2. Acknowledge Council officer responses to issues raised in submissions received to Planning Scheme Amendment C235ball.**
- 30.3. Request the Minister for Planning to appoint an independent Planning Panel pursuant to Section 23 and the provisions of Part 8 of the Planning and Environment Act 1987 to consider submissions received to Amendment C235ball.**
- 30.4. Authorise the Director Development and Growth to undertake administrative and minor changes to the amendment that do not change the intent of Amendment C235ball and present these changes to the independent Planning Panel for consideration.**
- 30.5. Request presentation of Council's support for the proposed alterations to the Ballarat Planning Scheme detailed in Amendment C235ball, to the independent Planning Panel for their consideration.**
- 30.6. Note that all submissions beyond those considered in this Council Report will be referred directly to Planning Panels Victoria for consideration.**
- 30.7. Notify submitters of Council's resolution to request the appointment of an independent Planning Panel for Amendment C235ball by the Minister for Planning.**

ATTACHMENTS

1. Governance Review [6.1.1 - 2 pages]
2. C 235 ball Zone Map 06 Exhibition [6.1.2 - 1 page]
3. Submissions Summary and recommendations [6.1.3 - 3 pages]
4. Ballarat C235ball Explanatory Report Final Lodged 26102022 [6.1.4 - 7 pages]
5. Ballarat C235ball Instruction Sheet final lodged 26102022 [6.1.5 - 1 page]
6. 21.02 Settlement and Housing [6.1.6 - 6 pages]
7. 21.09 Local Areas [6.1.7 - 13 pages]
8. 21.10 Reference Documents [6.1.8 - 2 pages]
9. SCHEDULE 3 TO CLAUSE 32.09 NEIGHBOURHOOD RESIDENTIAL ZONE (1) [6.1.9 - 2 pages]
10. Bushfire Assessment Miners Rest Township Plan Final Report 30 August 2022 [6.1.10 - 40 pages]
11. Community Infrastructure Assessment FINAL (June 2018) [6.1.11 - 58 pages]
12. Miners Rest north Character Assessment - Supplementary Report - November 2019 [6.1.12 - 20 pages]
13. Miners Rest Township Plan - Background Information and Analysis Report (November 2019) [6.1.13 - 73 pages]
14. The Miners Rest Township Plan Report (November 2019) [6.1.14 - 65 pages]
15. C 235 ball - Authorisation letter to PA with conditions 20221024 [6.1.15 - 2 pages]

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ALIGNMENT WITH COUNCIL VISION, COUNCIL PLAN, STRATEGIES AND POLICIES

1. This report aligns with Council's Vision, Council Plan, Strategies and Policies.

COMMUNITY IMPACT

2. The progression of the Miner Rest Township Plan to a Panel will have positive social and community impacts by seeking to enable the land use and planning elements of the community's vision for the Miners Rest Township to be reviewed and assessed at by planning and legal professionals who will seek to resolve any ongoing issues that the proposed amendment has raised within the community.

CLIMATE EMERGENCY AND ENVIRONMENTAL SUSTAINABILITY IMPLICATIONS

3. This amendment does not raise any direct climate emergency issues or environmental sustainability implications.

ECONOMIC SUSTAINABILITY IMPLICATIONS

4. There are no economic sustainability implications identified for the subject of this report.

FINANCIAL IMPLICATIONS

5. The continuation of the amendment process will not have any significant financial implications to Council with the exception of the usual cost associated with the planning scheme amendment process.
6. As the proponent is the Planning Authority, the City of Ballarat will be responsible for all amendment related costs including notification of land owners, planning panel hearing fees and engagement of legal representation and expert witnesses at a panel hearing.

LEGAL AND RISK CONSIDERATIONS

7. The amendment does not raise any legal risks or concerns of note.
8. Section 9(1) of the Local Government Act 2020 states that a Council must - in the performance of its role - give effect to the overarching governance principles of the Act. This includes Section 2 which states that;
 - c) the economic, social, and environmental sustainability of the municipal district, including mitigation and planning for climate change risks, is to be promoted,
 - d) the municipal community is to be engaged in strategic planning and strategic decision making,
 - f) collaboration with other Councils and Governments and statutory bodies is to be sought' and,

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- g) the ongoing financial viability of the Council is to be ensured.
9. The Amendment gives effect to the overarching governance principles by providing for local area planning to implement the Ballarat Strategy 2040 subject to a robust assessment.
 10. The Planning and Environment Act 1987 (the Act) sets out the framework for the use, development, and protection of land in Victoria in the present and long-term interests of all Victorians. The Amendment seeks provides a long-term planning and design vision for the Miners Rest township and surrounds introducing planning scheme controls to protect the character of the old Miners Rest township.
 11. Divisions 1 and 2 of Part 3 of the Act set out the procedure for planning scheme amendments and the relevant provisions in relation to the notification of planning scheme amendments including the process for public submissions and the consideration of those submissions by the planning authority or an appointed panel. The recommendations set out in this report are consistent with the Act

HUMAN RIGHTS CONSIDERATIONS

12. It is considered that the report does not impact on any human rights identified in the *Charter of Human Rights and Responsibilities Act 2006*.

COMMUNITY CONSULTATION AND ENGAGEMENT

13. Between 2017 and 2019 the City of Ballarat conducted multiple community engagement sessions and surveys to identify the key challenges and opportunities for the community and the MRTP was developed, outlining objectives, strategies and actions to respond to these key challenges and opportunities.
14. Public notice of the exhibition was given through letters to the owners and occupiers in Miners Rest township and surrounds, public notice in the Ballarat Times, the Government Gazette, social media and through posters located around Miners Rest.

GENDER EQUALITY ACT 2020

15. There are no gender equality implications identified for the subject of this report.

CONFLICTS OF INTEREST THAT HAVE ARISEN IN PREPARATION OF THE REPORT

16. Council officers affirm that no general or material conflicts need to be declared in relation to the matter of this report.

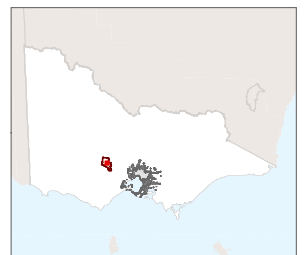
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BALLARAT PLANNING SCHEME - LOCAL PROVISION AMENDMENT C235ball



LEGEND

- NRZ - Neighbourhood Residential Zone
- Local Government Area

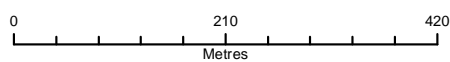


Part of Planning Scheme Map 6

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Planning Group
Print Date: 8/8/2022
Amendment Version: 1



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Attachment 3: Submissions Summary Report and Officers Responses

Following is summary of the submissions and the Officer's response:

Submission Number	Summary of Submission	Officer response
1	<p>Farm Zone – Future Sensitive Use and Ballarat Airport</p> <p>Landowner wants land removed from area labelled <i>'Existing rural land subject to noise impacts from the airport and not currently considered suitable for rezoning to a sensitive land use'</i>, in proposed Local Areas policy, clause 21.09-5 <i>Miners Rest Framework Plan</i>, due to reduced potential for airport related noise.</p>	<p>The subject land is under the flightpath of the main Ballarat Airport runway 18/36. This runway is currently being extended to 1800m. Rezoning of this land has been requested by the landowner throughout the development of the Miners Rest Township Plan and prior. The current argument to exclude the land from the residential area in the framework plan is based on an assessment that was made by experts in 2018 to consider various noise scenarios of potential runway development options. The runway is being extended but not as per the assessed options in the study. The MRTP Background Information and Analysis document indicates that <i>Clause 18.04 Airports</i> of the Planning Policy Framework and <i>Clause 17 of National Airports Safeguarding Framework</i> are the critical considerations of any future rezoning of this land to a sensitive use.</p> <p>It is not considered that this land is required to meet housing demand.</p> <p>Any future application to rezone the land would require a detailed assessment of the current constraints including noise assessment, bushfire assessment consideration of updated flooding modelling (given recent and future mitigation and infrastructure upgrades). All this within the context of any pending Housing Strategy data.</p>
2	<p>Heritage – reconstruction of the Cobb and Co stables.</p>	<p>This proposal would require analysis to determine if it could be the subject of a community or Council heritage project that would be a subsequent project to the MRTP and does not demand or require inclusion in the strategic document.</p>
3	<p>Rezoning associated with the Dowling Forrest / Equine Precinct should be included in the C235ball amendment.</p>	<p>This is the subject of a subsequent project that is identified as an action in the MRTP and does not demand nor require inclusion in the strategic document.</p> <p>The Equine Precinct review is a separate project being carried out by the City of Ballarat Strategic Planning Team.</p>

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3	Spray Drift – A horse training facility located in the Farming Zone adjacent to the Racecourse is experiencing interface issues with adjoining Farming Zone lot that sprays chemicals.	This is a Department of Agriculture Issue and can be reported and investigated directly with this department.
4	Rezoning NRZ3 supported by residents and wanted all planning permit applications to consider the amendment or be stopped until the amendment is completed.	Support for the rezoning is noted – Planning Permit applications cannot be delayed, nor the amendment considered in their assessment, as the amendment cannot be seriously entertained until a Panel has reported on the amendment.
5	Rezoning NRZ3 partially not supported for 1-11 Victoria Street – Landowner wants exclusion from the NRZ3 given the lots are already approved for subdivision by PLP2017/585, and they are mostly less than 750 square metres.	Noted – This would need review and consideration by panel. The site at 1-11 Victoria Street Miners Rest was approved 6 July 2022 for subdivision via by VCAT Compulsory Conference (P11603/2021) for a 54-lot subdivision. The plans were endorsed 22 July 2022. The lot sizes range from 448 to 875 square metres, with the majority of lots being under 750 square metres, refer to Figure 3 for an excerpt of the endorsed plans. The exclusion of this undeveloped, 98,799 square metre lot from the rezoning to NRZ3, requires expert review in the context of the character of the old township and the impact the finer grain subdivision will have on the overall character of the old township, especially in relation to views and landscaping.
5	Rezoning the Quarry Site - the landowner indicates this site should be flagged for short term residential development rather than medium to long term as is detailed in the MRTTP <i>Action: 30 Investigate potential for the development of the quarry site subject to feasibility including a noise study.</i> The proponent wants 13-91 Victoria Street to be included for rezoning as a part of C235ball.	It is not considered that this site is required to meet land supply requirements for the short or long term. The Quarry site has a number of constraints and outstanding technical issues that need investigation and resolution prior to any conclusion being drawn about the suitability of the Quarry for redevelopment. The future use of this site is also intrinsically tied to the outcomes of the City of Ballarat's Housing Strategy project which is currently identifying long term housing demand and supply options within the Municipality. Any future application to rezone the land would require a detailed assessment of the current site constraints including bushfire assessment, Environmental Audits or introduction of Environmental Audit Overlays, noise modelling from the airport, finalisation of road deviations and discontinuations and

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		consideration of updated flooding modelling (given recent and future mitigation and infrastructure upgrades).
5	Outdated Strategic work – the landowner notes that the work that underpins the MRTP is done prior to the CoViD-19 pandemic and there has been a marked increase in demand for residential land in regional Victoria which undermines the rezoning to NRZ3.	Noted - With the recent approval of growth areas by Council, including one adjacent to Miners Rest, it is considered that Ballarat and Miners Rest have ample land supply. A Panel would likely consider City of Ballarat's current Housing Strategy project which identifies demand and supply across the municipality.
6	Gleng Hopkins CMA - Flooding Overlay – The CMA wants to see the Flooding Overlays (LSIO and FO) updated as a part of C235ball given there have been private developments that have altered drainage and proposed or completed flood mitigation works.	The update of the Flooding Overlays, although an important and necessary piece of work, does not demand nor require inclusion in C235ball Miners Rest Township Plan which is a strategic document proposed for inclusion in the Ballarat Planning Scheme. The plan includes: <i>Objective 13: To manage and appropriately respond to the impact of flooding throughout Miners Rest.</i> There are actions to work at flood mitigation, however there is no specific action to update the overlays. This is state driven work that depends on the DTP, GHCMA and City of Ballarat to work together to implement. Substantial funding and work are required to update the flood modelling which was last completed in 2013 and input into the Planning Scheme in 2017. Updated modelling is required also to inform any future Planning Scheme Amendment.
7	EPA – Commented that the Miners Rest Quarry requires further environmental assessment, and that Council must satisfy itself that land proposed to be used for a sensitive use is suitable for that use, in accordance with MD1.	The environmental Assessment required for the Quarry site is noted. The amendment does not propose rezoning of land to a sensitive use that is not already in a residential zone. Land proposed to be rezoned to NRZ was previously GRZ and Council officers are satisfied NRZ land can be used for sensitive uses.

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Planning and Environment Act 1987

BALLARAT PLANNING SCHEME

AMENDMENT C235ball

EXPLANATORY REPORT

Who is the planning authority?

This amendment has been prepared by the City of Ballarat, which is the planning authority for this amendment.

The amendment has been made at the request of the City of Ballarat.

Land affected by the amendment

The policy component of the amendment broadly applies to land located in the township of Miners Rest within the 'study area boundary' of Figure 1.

The Miners Rest township is located immediately north of the Western Freeway, approximately 17 kilometres north of the Ballarat Central Business District. The township is physically separated from the outer northern edge of Ballarat by the Western Freeway. Miners Rest is characterised by the original township area located to the north of Cummins Road and the new residential estates of Macarthur Park and Sunraysia Heights Estate located south of Cummins Road towards the Western Freeway.

Miners Rest is a mix of land in the General Residential Zone - Schedule 1 (GRZ1), Mixed Use Zone (MUZ), Farming Zone (FZ) with a combination of Special Use Zone - Schedule 7 and 13 (SUZ7 and SUZ13) applying to the Dowling Forest Racecourse and Equine Precinct, and Special Use Zone - Schedule 15 (SUZ15) applying to the Central Victorian Livestock Exchange.

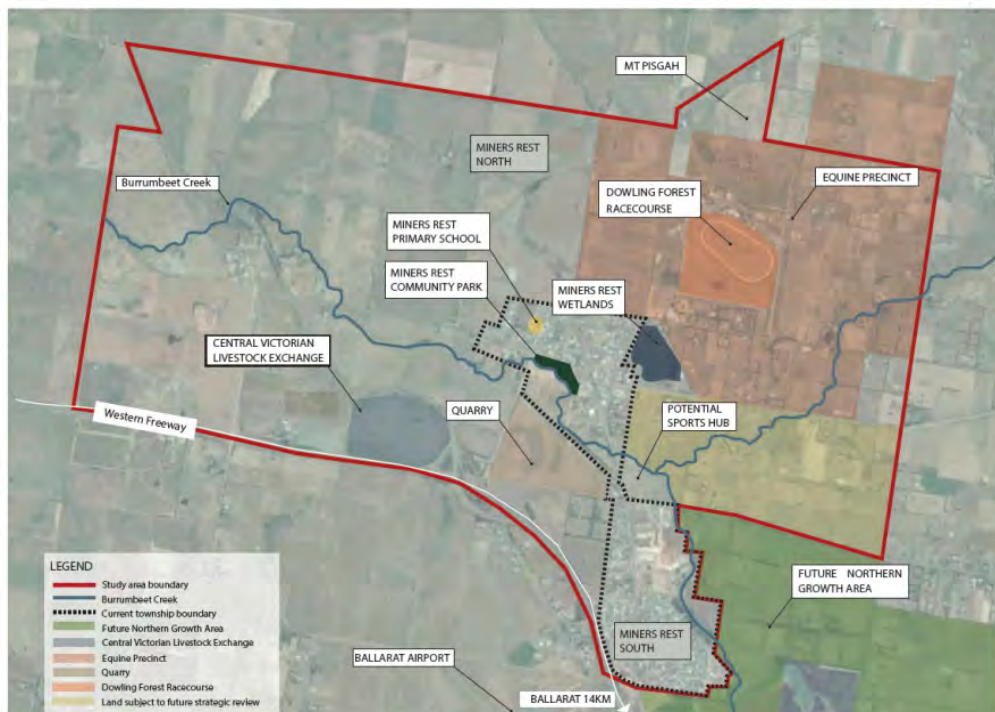


Figure 1 Land affected by the amendment

The land in the northern areas of Miners Rest affected by the rezoning from GRZ1 to Neighbourhood Residential Zone (NRZ3) is indicated in Figure 2.

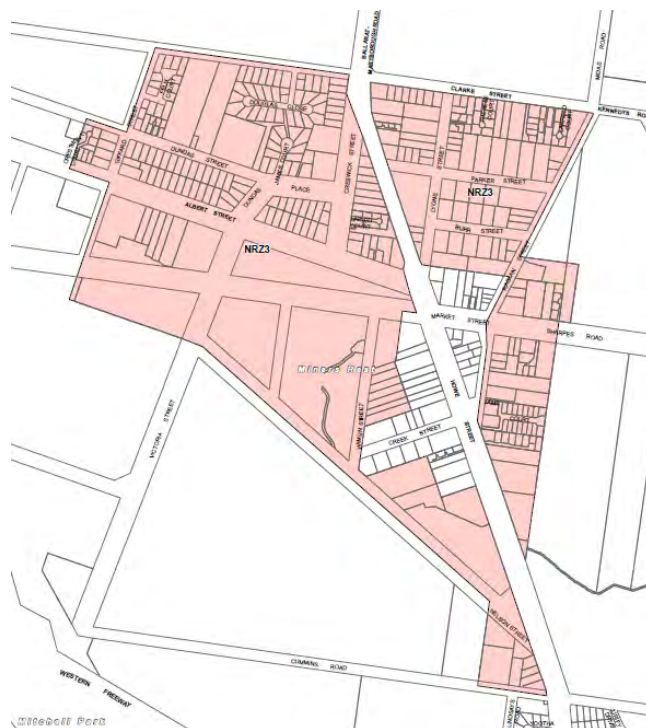


Figure 2 Northern areas of Miners Rest rezoned from GRZ1 to NRZ3

What the amendment does

The amendment implements the key land use planning directions of the *Miners Rest Township Plan* (November 2019) (MRTP) into the Ballarat Planning Scheme.

Specifically, the amendment:

- Amends Clause 21.02-9 (Implementation) to delete reference to the need to prepare a local area plan or community plan for Miners Rest.
- Amends Clause 21.09-5 (Miners Rest) to:
 - Update local policy strategies for Miners Rest to implement the land use planning related strategies of the MRTP.
 - Insert the MRTP as a policy document.
 - Insert the *Miners Rest Township Plan* (Figure 13 in the MRTP) as the *Miners Rest Framework Plan*.
- Amends Clause 21.10 (Reference Documents) to include reference to the MRTP.
- Inserts a new Schedule 3 to Clause 32.09 Neighbourhood Residential Zone (NRZ3) to include variations to Clauses 54 and 55 including minimum subdivision area (750 square metres), maximum building site coverage (45 per cent), minimum permeability (45 per cent) and landscaping requirements.
- Rezones the northern areas of Miners Rest from GRZ1 to NRZ3, except the area of GRZ1 which forms part of the town centre (immediately south of Creek Street) and is designated for medium density housing (refer Figure 2).
- Amends Planning Scheme Map No. 6.

Strategic assessment of the amendment

Why is the amendment required?

The amendment is required to implement the key land use planning directions of the MRTP into the Ballarat Planning Scheme.

In recognition of the unique nature of Ballarat's township areas, *Today, Tomorrow, Together: The Ballarat Strategy* (2015) proposed preparation of a series of six Township Plans. These plans were intended to provide each township or smaller settlement with a long-term vision and action plan to support Council and the community to manage change, future growth and development. These six townships are Learmonth, Cardigan Village, Burrumbeet, Warrenheip, Buninyong and Miners Rest.

The MRTP was completed following community and stakeholder consultation which began in 2017 and was adopted by Council on 11 December 2019. It sets out a strategic framework to manage and guide future land use and development in Miners Rest through to 2040.

The amendment relates generally to the implementation of the MRTP with updates to Clause 21.09-5 (Miners Rest) including land use planning related strategies, the *Miners Rest Framework Plan* and further strategic work.

The amendment also includes associated zoning changes arising specifically from Action 28 of the MRTP. Action 28 seeks to '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'.

The amendment is required as there is currently a lack of specific strategic direction and guidance about whether Miners Rest should accommodate residential growth, and where such growth might be located.

The land supply and demand analysis that forms part of the MRTP concludes that growth in Miners Rest can be accommodated through infill development within existing zoned residential land to 2030. The MRTP does not propose the rezoning of additional residential land and identifies the potential for the development of the former quarry, subject to further strategic analysis of the various constraints that affect the land. Implementation of the MRTP is therefore critical in ensuring the appropriate development of Miners Rest with sufficient land, in the right locations, to accommodate growth.

In addition, in October 2019 Council resolved to proceed planning the Northern Growth Area to the immediate east of Miners Rest, and the provision of this land for future residential development will have a significant impact on the need for provision of additional residential land in Miners Rest. The northern growth area will be planned and designed to complement the township of Miners Rest and will relieve the need for both intense infill development in the original township area, and the allocation of further greenfield land around Miners Rest.

To guide future residential infill, the MRTP recognises the need to respect the existing township character. In particular, the existing character of Miners Rest is highly varied and reflects the various eras over which the town has developed with the original township to the north and new areas south of Cummins Road. The amendment proposes to rezone the majority of the original area of the town in the north to NRZ with local variations for minimum subdivision area, maximum building site coverage, minimum permeability, and landscaping requirements to reflect the predominant township character. These variations were developed in the background report 'Miners Rest north Character Assessment - Supplementary Report - November 2019'.

The amendment is underpinned by strategic work and community engagement undertaken in the development of the MRTP. It will implement the key land use planning directions of the MRTP to guide future residential development as infill while recognising township character and the connection to the surrounding rural landscape.

How does the amendment implement the objectives of planning in Victoria?

The amendment gives effect to and is consistent with the following objectives of planning in Victoria identified in section 4(1) of the *Planning and Environment Act 1987*:

- (a) to provide for the fair, orderly, economic and sustainable use, and development of land.

- (b) to secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria.
- (g) to balance the present and future interests of all Victorians.

How does the amendment address any environmental, social and economic effects?

By implementing the key land use planning directions MRTP, the amendment adequately addresses environmental, social and economic effects as follows:

- The MRTP takes the environmental constraints and opportunities of the area into consideration and is embedded in a range of principles and actions. The environmentally significant areas such as the Burrumbeet Creek and Miners Rest wetland have been identified in the *Miners Rest Framework Plan* at Clause 21.09-5 (Miners Rest).
- The sustainability of rural areas surrounding Miners Rest is also identified as important with proposed protection of landscape and views towards surrounding volcanic hills. The environment will not have significant effects on the proposed amendment.
- The MTRP considers social and cultural impacts through the considered and extensive consultation approach to community values within the townships. The engagement program involved wide consultation through various methods to ensure that values of the community were understood and responded to where possible in the MRTP.
- The MRTP provides a clear future for the township by providing the community and council with a long-term vision and an action plan for meeting this vision. In particular, in relation to Action 28, the amendment will guide future residential development as infill while recognising township character and the connection to the surrounding rural landscape.

Does the amendment address relevant bushfire risk?

The majority of Miners Rest is in a Bushfire Prone Area (BPA) and as such all development needs to demonstrate that it meets the objective of Clause 13.02-1S (Bushfire planning). The subject land is not affected by a Bushfire Management Overlay (BMO).

The amendment does not seek to rezone additional land for residential development. Rather, it will reduce the potential intensity of future residential development in the northern areas of Miners Rest by rezoning land from GRZ1 to NRZ3 with variations to Clauses 54 and 55 including minimum subdivision area (750 square metres), maximum building site coverage (45 per cent), minimum permeability (45 per cent) and landscaping requirements.

However, the amendment does include the insertion of the *Miners Rest Framework Plan*, which identifies the former quarry as a potential residential growth area and identifies an area between the Northern Growth Area and the equine industry/Dowling Forest Precinct for strategic review of planning controls during the planning process for the Northern Growth Area.

According to the *Bushfire assessment – Miners Rest Township Plan* (30 August 2022), the bushfire landscape area for the study area is identified as Landscape Type 1: Grasslands and the assessment against Clause 13.02-1S (Bushfire planning) at Section 6 of the report concludes that:

‘The Township Plan is orientated to better managing existing development. This is reflected in the township boundary not changing. Changes within the existing township boundary where enabled by the Township Plan do not require any specific bushfire mitigation to be included as part of a planning scheme amendment. These areas are low fuel and are optimised for (re)development consistent with bushfire policies, in any event.

More specifically, the proposal to rezone land from the General Residential Zone to the Neighbourhood Residential Zone within the existing settlement boundary has no bushfire implications, including the proposed c54 & c55 variations.

Some elements of the Township Plan look ahead to further planning activities, including:

- *Quarry, which is identified as a future potential growth area subject to further analysis.*

- Northern growth area boundary, which is subject to a separate planning process but the Township Plan does not preclude urban growth within this part of the Study Area.
- Land in the Farming Zone east of the existing settlement areas, which are shown as subject to review of planning controls.

The Planning Authority can consider what the effect of the above policies are, in terms of whether bushfire mitigation needs to be included into the planning scheme at this time. The recommendations in this report and summarised in Section 7 only practically apply to any new growth outside of existing settlement areas.

Based on the information provided, the Township Plan does not in our opinion enable the above to occur, it simply looks ahead to places which may be subject to further analysis. On this basis, the recommendations in this report could be considered concurrently with those further investigations.'

The amendment includes further strategic work highlighting that a bushfire risk assessment is required for the identified potential residential growth area and the strategic review of planning controls area between the Northern Growth Area and the equine industry/Dowling Forest Precinct.

The Country Fire Authority (CFA) will be formally notified as part of the exhibition of the amendment.

Does the amendment comply with the requirements of any Minister's Direction applicable to the amendment?

The amendment complies with the requirements of the *Ministerial Direction – The Form and Content of Planning Schemes* (section 7(5) of the Act) and *Ministerial Direction No. 11 – Strategic Assessment of Amendments*.

Ministerial Direction No. 1 does not apply as the amendment does not propose rezoning of land to a sensitive use that is not already in a residential zone.

With regard to Ministerial Direction 19, the amendment includes recommendations for further strategic work for the potential residential development of the former quarry site including a land contamination assessment is required. The Environment Protection Authority (EPA) will be formally notified as part of the exhibition of the amendment.

How does the amendment support or implement the Planning Policy Framework and any adopted State policy?

The amendment supports and implements the following provisions of the Planning Policy Framework (PPF):

- Clause 11.01-1S (Settlement) by promoting the sustainable growth and development of Victoria and delivering choice and opportunity for all Victorians through a network of settlements.
- Clause 11.02-1S (Supply of urban land) by ensuring a sufficient supply of land is available for residential uses.
- Clause 11.02-2S (Structure planning) by facilitating the orderly development of urban areas.
- Clause 11.03-1S (Activity centres) by encouraging the concentration of residential development into activity centres that are highly accessible to the community.
- Clause 11.03-6S (Regional and local places) by facilitating integrated place-based planning.
- Clause 12.03-1S (River corridors, waterways, lakes and wetlands) by identifying the Burrumbeet Creek and Miners Rest wetland have been identified in the *Miners Rest Framework Plan* at Clause 21.09-5 (Miners Rest).
- Clause 12.05-2R (Landscapes – Central Highlands) by maintaining a boundary for residentially zoned land in Miners Rest.
- Clause 13.02-1S (Bushfire planning) by considering bushfire risks on the community.

- Clause 15.01-5S (Neighbourhood character) by recognising, supporting and protecting neighbourhood character, cultural identity and sense of place.
- Clause 16.01-1S (Housing supply) by facilitating well-located, integrated and diverse housing that meets community needs.

How does the amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?

The amendment supports and implements the following provisions of the Local Policy Framework (LPPF), and specifically the Municipal Strategic Statement (MSS):

- Clause 21.02-6 (Townships) by facilitating development in township areas in accordance with local area planning and the long-term aspirations of the community.
- Clause 21.02-7 (Housing diversity) by providing a range of choices in housing design, location and density.
- Clause 21.06-3 (Neighbourhood character) by recognising places of distinct neighbourhood character.

In addition, of particular relevance, Clause 21.09-5 (Miners Rest) identifies Miners Rest as follows:

Miners Rest is an important township to the north of the Ballarat, separated from the main urban area by the Western Freeway. The area has significant constraints on development such as flood prone land and airport flight paths.

The amendment also addresses the identified implementation action at Clause 21.02-9 (Implementation) by developing a Local Area Plan for Miners Rest.

Does the amendment make proper use of the Victoria Planning Provisions?

The amendment makes proper use of the Victoria Planning Provisions (VPP) by rezoning northern areas of Miners Rest from GRZ to NRZ to facilitate development of the land in alignment with the outcomes for Miners Rest envisaged by the MRTP.

The NRZ is the most appropriate zone for the northern areas of Miners Rest. The amendment seeks to apply the NRZ to the northern areas of Miners Rest where there is no anticipated change to the predominantly single and double storey character and to ensure that development respects the identified neighbourhood character. As outlined above in terms of strategic justification, the purpose of the NRZ is more appropriate to the low scale, spacious and rural character of the northern areas of Miners Rest identified for minimal and incremental change in the MRTP.

The rezoning is consistent with the reforms to the residential zones approved as part of Amendment VC110 (approved 27 March 2017) and Amendment VC143 (approved 15 May 2018) and the accompanying *Planning Practice Note 90: Planning for housing* (December 2019) and *Planning Practice Note 91: Using the residential zones* (December 2019). In addition, the inclusion of local variations for minimum subdivision area, maximum building site coverage, minimum permeability and landscaping requirement in the schedule to NRZ3 makes appropriate use of a VPP tool.

How does the amendment address the views of any relevant agency?

All referral agencies, including CFA, Department of Transport and EPA, will be formally notified as part of the exhibition of the amendment.

Does the amendment address relevant requirements of the Transport Integration Act 2010?

The amendment is not likely to have an impact on the transport system, as defined by section 3 of the *Transport Integration Act 2010*.

The Department of Transport will be formally notified as part of the exhibition of the amendment.

Resource and administrative costs

- **What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?**

The amendment will not have a significant impact on the resource and administrative costs of the responsible authority. It is estimated that the number of planning permit applications under the NRZ would remain the same as the GRZ1 given these two controls have the same permit required clauses. It is likely there could be a substantial reduction in the number of subdivision applications, given the proposed minimum lot size. It is envisioned this amendment would be a resource neutral alteration of the Ballarat Planning Scheme.

Where you may inspect this amendment

The amendment can be inspected free of charge at the Ballarat City Council website at www.ballarat.vic.gov.au; or

The amendment is available for public inspection, free of charge, during office hours at the following places:

Ballarat City Council
The Phoenix Building
25 Armstrong Street South
BALLARAT CENTRAL VIC

The amendment can also be inspected free of charge at the Department of Environment, Land, Water and Planning website at www.planning.vic.gov.au/public-inspection.

Submissions

Any person who may be affected by the amendment may make a submission to the planning authority. Submissions about the amendment must be received by 19 December 2022.

A submission must be sent to: City of Ballarat, PO Box 655, Ballarat VIC 3350, or via email to strategicplanningsubmissions@ballarat.vic.gov.au.

Panel hearing dates

In accordance with clause 4(2) of Ministerial Direction No.15 the following panel hearing dates have been set for this amendment:

- directions hearing: 17 April 2023
- panel hearing: 22 May 2023

Planning and Environment Act 1987

BALLARAT PLANNING SCHEME

AMENDMENT C235ball

INSTRUCTION SHEET

The planning authority for this amendment is the Ballarat City Council.

The Ballarat Planning Scheme is amended as follows:

Planning Scheme Maps

The Planning Scheme Maps are amended by a total of 1 attached map sheet.

Zoning Maps

1. Amend Planning Scheme Map No. 6 in the manner shown on the 1 attached map marked "Ballarat Planning Scheme, Amendment C235ball".

Planning Scheme Ordinance

The Planning Scheme Ordinance is amended as follows:

2. In **Local Planning Policy Framework** – replace Clause 21.02-9 with a new Clause 21.02-9 in the form of the attached document.
3. In **Local Planning Policy Framework** – replace Clause 21.09-5 with a new Clause 21.09-5 in the form of the attached document.
4. In **Local Planning Policy Framework** – replace Clause 21.10 with a new Clause 21.10 in the form of the attached document.
5. In **Zones** –Clause 32.09, insert a new Schedule 3 in the form of the attached document.

BALLARAT PLANNING SCHEME**21.02**22/12/2016
C194**SETTLEMENT AND HOUSING**

This clause provides local content to support Clause 11 (Settlement) and Clause 16 (Housing) of the State Planning Policy Framework.

Clause 21.09 (Local Areas) provides local content for individual suburbs and towns.

21.02-122/12/2016
C194**Urban growth**

Ballarat is forecast to grow significantly towards 160,000 people by 2040. Most of this increased population is planned to be accommodated through infill in established areas, convenience living close to public transport, urban renewal precincts, and in properly planned greenfield growth areas such as Ballarat West. In areas dislocated from good public transport access, and outside these designated precincts, change should be incremental and to an appropriate scale.

Maintaining a compact, efficient and productive settlement form is crucial to Ballarat's long-term future as a 10 Minute City. Specific guidance is provided on change in the following areas (as identified in Figure 2 -Housing Framework Plan):

- Areas of convenience living.
- Urban renewal precincts.
- Strategic investigation areas.
- Prioritised completion of the Ballarat West Growth Area.
- Longer-term greenfield investigation areas.
- Townships.
- Ongoing change areas.

Objective 1

To support a pattern of growth which reinforces the '10 Minute City'.

Strategies

- 1.1 Encourage significant new mixed use development in the CBD which supports knowledge sector and retail employment opportunities, more inner city living and street level and out of hours activation.
- 1.2 Facilitate higher density infill housing in areas of convenience living, urban renewal precincts and the Ballarat CBD.
- 1.3 Facilitate laneway housing where laneways already exist in the urban fabric of residential areas.
- 1.4 Discourage increased development density in fringe areas, particularly those that are more than walking distance from activity centres.

21.02-222/12/2016
C194**Areas of convenience living**

Areas of Convenience Living (as identified in Figure 2 - Housing Framework Plan) are areas of housing close to public transport and services where growth in density and diversity of housing supports the long-term potential for a rapid-transit style public transport network in Ballarat. More residential development along defined corridors is a pre-requisite to viable high frequency public transport services.

Objective 2

To establish a sufficient number of residents in convenience living corridors to support a high frequency public transport network.

Strategies

- 2.1 Support residential development within 400 metres of public transport services with larger scale and higher density infill located within convenience living corridors.
- 2.2 Facilitate higher intensity and priority residential infill development within convenience living areas which are within 200m from an identified network of high frequency public transport corridors.

BALLARAT PLANNING SCHEME

- 2.3 Ensure appropriate design responses within areas of convenience living that are affected by heritage and design controls.

21.02-322/12/2016
C194**Urban renewal precincts**

Urban renewal precincts are sites or areas with significant potential for large-scale renewal and redevelopment. Further investigation and feasibility work is required to determine the extent of potential for change within each precinct. Structure, framework or master plans will be prepared for these precincts and incorporated into the planning scheme where appropriate to help facilitate development. The following are urban renewal precincts (as identified in Figure 2 - Housing Framework Plan):

- Scott Parade Precinct (inner city mixed use).
- Creswick Road Precinct (CBD fringe mixed use).
- Selkirk Precinct (large-scale land use change opportunities whether integrated with or independently of the Eureka Stadium Sporting Precinct).
- Wendouree Village.
- Ballarat Saleyards Site and Light Industrial Precinct (commercial / light Industrial redevelopment).
- Delacombe Precinct (built form renewal in response to development of Glenelg Highway Major Activity Centre in Ballarat West growth Area).

In addition, there are some strategically important areas where the future use of the land is expected to change over the coming decades, but the final form is unclear. These areas require significant feasibility assessments to understand their potential future use.

Objective 3

To facilitate redevelopment of urban renewal precincts.

Strategies

- 3.1 Facilitate land consolidation, master planning and other mechanisms to support redevelopment potential of urban renewal precincts.
- 3.2 Discourage new development with adverse amenity potential in urban renewal precincts which would compromise the long term potential for mixed use development.

21.02-422/12/2016
C194**Greenfield investigation areas**

The Ballarat West Growth Area is the primary greenfield development area for Ballarat. Medium to long-term greenfield investigation areas (as identified in Figure 2 - Housing Framework Plan) require a more detailed feasibility assessment. Identification as an investigation area does not necessarily indicate strategic support for land use change potential.

Objective 4

To ensure that greenfield development is connected to the existing urban area.

Strategies

- 4.1 Discourage rezoning of additional greenfield land, which would compete with Ballarat West, until the market requires additional supply.
- 4.2 Ensure that future greenfield development is focused within roughly an 8km arc from the centre of Ballarat.
- 4.3 Avoid ad-hoc and unplanned greenfield development.
- 4.4 Discourage disconnected or 'leap frog' development.
- 4.5 Minimise the impacts of development on Ballarat's historic urban landscape, the environment and Ballarat's natural resource base.
- 4.6 Ensure the need for buffers to protect major water and sewerage assets and treatment plants from encroachment by sensitive land uses is taken into account as part of any greenfield investigation.

BALLARAT PLANNING SCHEME**21.02-5**22/12/2016
C194**Ongoing change areas**

Ongoing change areas (as identified in Figure 2 - Housing Framework Plan) are residential areas that are valued for their existing suburban character and housing supply. Infill development is encouraged at a scale appropriate to their relative distance to high frequency public transport corridors, activity centres, employment and taking into account the neighbourhood character. In fringe areas, overall density should provide an important transition between urban areas and rural, lifestyle or other low density non-urban uses.

Objective 5

To facilitate limited incremental growth in ongoing change areas at a scale and density appropriate to the area.

Strategies

- 5.1 Encourage development that is in keeping with local scale and development intensity within ongoing changes areas.
- 5.2 Ensure consideration of the interface of areas abutting the urban fringe with adjoining land.

21.02-622/12/2016
C194**Townships**

The townships of Buninyong, Burrumbeet, Cardigan Village, Learmonth, Miners Rest and Warrenheip and their surrounding communities provide an attractive lifestyle choice in a rural setting. These townships are valued by residents for their character, community and lifestyle. They represent a different style of living to urban Ballarat and contribute to the diversity of lifestyle and choice in the municipality. Services and infrastructure are unique to each township, as are local values and expectations. Significant land use changes should respond to local township character, and long-term community aspirations.

In some small towns and surrounding rural living communities there is a need for a clear long-term vision. Natural, engineering and cultural considerations place limitations on new growth and development opportunities. Structure and community plans are needed to provide a framework for informing land use planning decisions, directing future growth and development opportunities that respond to community needs.

Objective 6

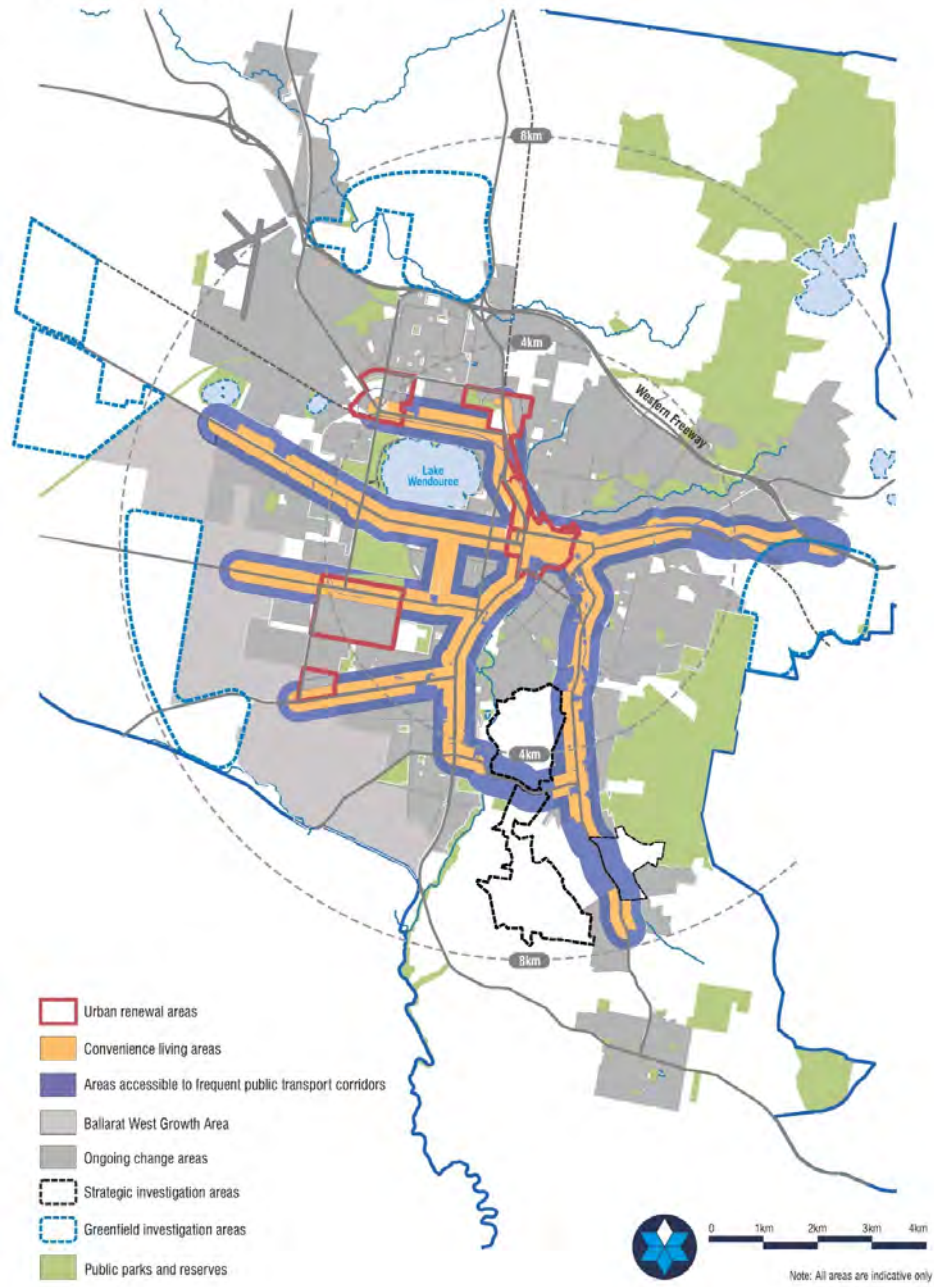
To facilitate development in township areas in accordance with local area planning and the long-term aspirations of the community.

Strategies

- 6.1 Reinforce the township atmosphere and valued local character when managing long-term change in township areas.
- 6.2 Maintain residential development to within existing township boundary.

BALLARAT PLANNING SCHEME

Figure 2 – Housing Framework Plan



BALLARAT PLANNING SCHEME**21.02-7**22/12/2016
C194**Housing diversity**

Social diversity is an important factor in the social health of the city. A diverse population needs a mixture of housing sizes and types. There is also a need to increase the proportion of lower cost accommodation, social housing and housing for people of all abilities.

Objective 7

To provide a range of choices in housing design, location and density.

Strategies

- 7.1 Support a range of housing types and options to meet diverse housing needs.
- 7.2 Encourage a range of lot sizes and densities within new residential subdivisions.
- 7.3 Support the provision of well-designed and managed social housing, crisis accommodation, rooming houses and aged care facilities.
- 7.4 Support the development of the Lake Federation Resort.

21.02-822/12/2016
C194**Open space**

Publicly accessible open space in Ballarat includes Lake Wendouree, Victoria Park, Lake Learmonth and Mount Buninyong as well as smaller community open spaces. Each area contributes environmentally, as well as being important for the health and wellbeing of the community. Many significant natural environments, heritage and cultural features are preserved within the open space network.

Objective 8

To improve the provision and quality of open space.

Strategies

- 8.1 Ensure a variety of public open spaces meet the needs of the growing and ageing population for formal and informal outdoor recreation.
- 8.2 Encourage the development of linear reserves, habitat corridors and linkages between key open spaces and community destinations and along waterways, disused railway corridors or other crown land.
- 8.3 Reinforce the '10 Minute City' principle when planning for open space across the municipality.
- 8.4 Provide an integrated network of public open spaces in urban renewal areas.
- 8.5 Protect and enhance the biodiversity and habitat value of parks, gardens, open spaces and waterways.
- 8.6 Ensure development and signage in and surrounding open space is appropriate to its context.

Objective 9

To improve the accessibility of open space.

Strategies

- 9.1 Encourage residential subdivision proposals to be linked with existing and proposed open space, pedestrian paths and bicycle trails.
- 9.2 Encourage residential development which abuts open space to provide appropriate frontage and passive surveillance to open space areas.
- 9.3 Encourage the co-location of open space with community infrastructure or facilities.
- 9.4 Encourage the design of open space areas to be inclusive for residents of all abilities, ages and interests.

21.02-9

Proposed C235ball

Implementation

The strategies in relation to Settlement and Housing will be implemented through the planning scheme by:

Policy guidelines

- Apply the Non Residential Uses in Residential Areas Policy (Clause 22.01) to all applications for non-residential uses in the Neighbourhood Residential Zone, General Residential Zone and Residential Growth Zone.

BALLARAT PLANNING SCHEME

- Apply the Park Signage Policy (Clause 22.08) when deciding on applications for signage in the Public Park and Recreation Zone.
- Ensure that rezoning proposals include feasibility assessments, development master plans and development contributions arrangements to fund infrastructure.

Further strategic work

- Prepare structure plans for urban renewal areas, greenfield areas, infill corridors and convenience living corridors to facilitate greater population densities.
- Investigate the potential future uses of strategic investigation areas.
- Clarify the preferred long-term direction for greenfield investigation areas, following Ballarat West.
- Prepare local area plans or community plans for Buninyong, Burrumbeet, Cardigan Village, Learmonth and Warrenheip.
- Review the Mount Rowan area for the application of the Rural Activity Zone.
- Review the land between the urban areas of Mount Clear and Mount Helen, on the east side of the Geelong Road, to determine the most appropriate planning control.
- Develop an appropriate planning control that encourages the consolidation of sites within the Sebastopol North neighbourhood centre and prevents commercial development fronting Yarrowee Street.
- Investigate a policy to facilitate laneway housing where laneways already exist in the urban fabric of residential areas.
- Develop master plans for key areas of open space, including Lake Wendouree, Victoria Park, Yarrowee River and tributaries, high conservation roadsides, Sturt Street, Victoria Street, Eureka Stockade Reserve and Ballarat Botanical Gardens.
- Investigate appropriate means by which significant native vegetation and habitat on undeveloped land zoned Residential 1 can be protected.
- Prepare a Significant Landscape Overlay for the Canadian Valley corridor.
- Investigate application of the Rural Conservation Zone (RCZ) to areas of significant native grasslands and heavily vegetated privately owned land.
- Investigate the further application of the Environmental Significance Overlays Schedule 3, Water Catchment Areas (ESO3) to include all water catchment areas.

BALLARAT PLANNING SCHEME**21.09**22/12/2016
C194**LOCAL AREAS**

This clause provides local content to support Clauses 21.02 to 21.08 of the Local Planning Policy Framework. This clause provides detailed local area strategies.

21.09-122/12/2016
C194**CBD**

Significant new mixed use development will be encouraged in the CBD. The area will be managed as a key entertainment destination, a hub of knowledge sector, retail employment activities and inner city living precinct with street level and out of hours activation. Strong emphasis will be placed on a high quality public realm, pedestrian amenity and a people first approach to managing space.

Implementation strategies**Land use**

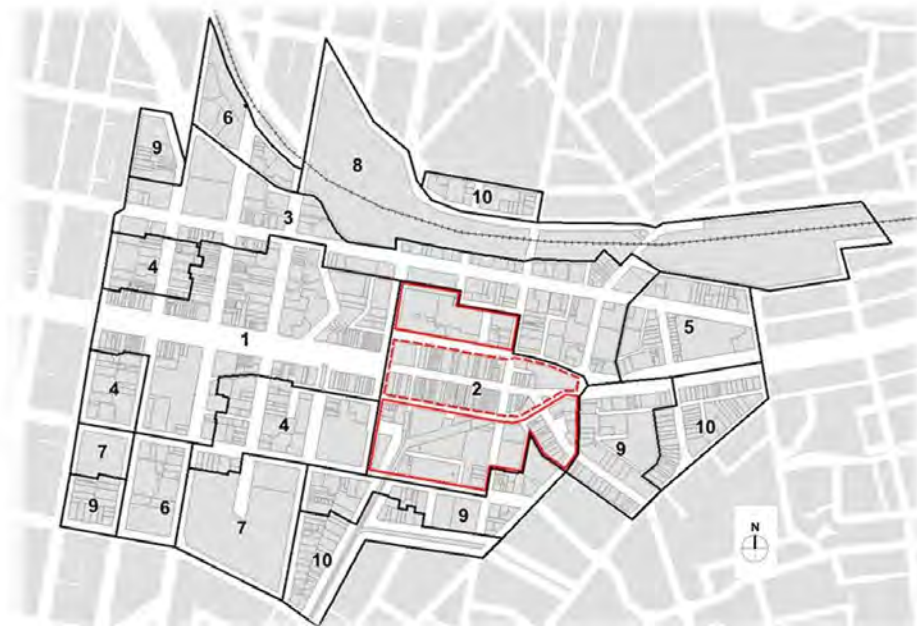
- Strategy 1 Facilitate significant new mixed use development and redevelopment in the CBD.
- Strategy 2 Facilitate the redevelopment of vacant upper floorspace within the Ballarat CBD for residential purposes.
- Strategy 3 Consider the objectives, strategies and actions of the CBD Strategy: Making Ballarat Central (2010).

Environmental risk

- Strategy 1 Facilitate appropriate CBD development within floodprone areas.
- Strategy 2 Support development within and adjoining the CBD on land which is flood prone, taking into account appropriate design responses to minimise the risk to life and property.
- Strategy 3 Work with local catchment management authorities to encourage appropriate development of vacant land within the CBD which may be impacted by flooding.

BALLARAT PLANNING SCHEME

Ballarat CBD



Legend

	Precinct Boundaries		Peripheral Retail & Office
	Roads		Local Retail
	Sturt Street Core Retail		Commercial & Service Business
	Bridge Mall Precinct		Education
	Bridge Mall Core Precinct		Railway Station Mixed Use (Residential & Commercial)
	Bridge Mall Non-Core Precinct		Mixed Use (Residential & Commercial)
	Mair Street Corridor		High Density Residential

21.09-2
22/12/2016
C194

Mair Street Medical Precinct

Ballarat is a significant regional provider of health and medical facilities. The majority of medical and health services are located in the Mair Street Medical Precinct to the north west of the Ballarat CBD, including the Ballarat Base Hospital and the St. John of God Hospital. Over many years a significant number of smaller medical centres and allied health professionals have established in these areas which have historically been zoned residential. Dwellings in this area are highly desirable due to their close proximity to the Ballarat CBD, schools and Lake Wendouree, as well as the relatively intact stock of heritage dwellings and streetscapes. The increasing number of non residential uses in the area has lead to a number of conflicts associated with, among other things, car parking difficulties for residents and patients. To balance these competing issues Council completed the *Ballarat Health Precinct Study 2006*.

Implementation strategies

Land use

- Strategy 1 Encourage the location of medical centres within the Precinct.
- Strategy 2 Encourage medical centre uses that provide regionally significant specialist services as identified by the *Ballarat Health Precinct Study 2006*.

BALLARAT PLANNING SCHEME

- Strategy 3 Discourage office, retail or industrial uses that do not require co-location with the hospital uses.
- Strategy 4 Discourage medical centre uses from locating in the residential areas surrounding the Mair Street Medical Precinct.
- Strategy 5 Promote the Mair Street Medical Precinct as the preferred location for specialist medical centre uses and other allied health professionals.
- Strategy 5 Encourage the provision of further car parking and other medical suites for Ballarat Base Hospital and St John of God Hospital.

Built form and amenity

- Strategy 1 Ensure the scale of buildings is consistent with building form and character of surrounding residential areas.
- Strategy 2 Ensure the surrounding residential areas' amenity is not reduced.
- Strategy 3 Restrict hours of operation where the use is located adjacent to residential dwellings.
- Strategy 4 Retain the existing building stock, especially where it is listed as an individual building in a heritage overlay or is recognised as a contributory building under the heritage overlay.
- Strategy 5 Require the provision of on site car parking to the rear of buildings.
- Strategy 6 Require areas between buildings and front boundaries to be landscaped.
- Strategy 7 Discourage removal of street trees when providing for a new access point to the land.
- Strategy 8 Restrict signage where a re-use of an existing building is proposed or the use is adjacent to a residential dwelling.

Infrastructure

- Strategy 1 Ensure car parking and access requirements are consistent with the requirements of the planning scheme or an approved parking precinct plan.
- Strategy 2 Support reductions in parking requirements only where on-street parking is underutilised or where justified by a parking precinct plan.

Mair Street Medical Precinct



21.09-3

22/12/2016
C194

Canadian Valley

The *Canadian Valley Outline Development Plan 2005* sets out the preferred form and principles of future development in the Canadian Valley. The plan recommends limiting residential development to areas that are already zoned for residential use and recognises the constraints imposed by native vegetation, landscape character and existing non-urban areas. Canadian Valley includes the existing towns of Mount Clear, Mount Helen and Buninyong and is the location of the University of Ballarat and the University of Ballarat Technology Park. Although most of Ballarat's population growth is to be directed towards the Ballarat West growth corridor, some

BALLARAT PLANNING SCHEME

will occur in the Canadian Valley in areas already designated for residential development. By 2021 the population of the Canadian Valley will grow by nearly 2,500 to over 11,000 people or an additional 1400 dwellings. Excluding land with vegetated areas and based on an average lot size of 800m² there is around 12 years supply of vacant residential land to accommodate this growth.

Implementation strategies

Land use

- Strategy 1 Consider the Canadian Valley Outline Development Plan –4 Overall Framework Plan for all applications.
- Strategy 2 Encourage the expansion of the tourism, retailing and economic role of Buninyong township based on preserving and enhancing its heritage and village character.
- Strategy 3 Encourage further commercial development at Buninyong in Warrenheip Street, north of the existing commercial area and in Learmonth Street, east of the council car park towards Inglis Street.
- Strategy 4 Ensure commercial uses within Buninyong which require large outdoor display and storage areas, locate within the Mixed Use Zone and are discouraged from locating within the commercial zoned areas unless storage areas are well screened and located away from the street.
- Strategy 5 Encourage in-fill development within the Buninyong crown township through the development of existing lots which can economically be provided with services and proper access.
- Strategy 6 Support the expansion of the University of Ballarat Technology Park, in a staged manner from its existing site to the east towards the University of Ballarat Mount Helen Campus, in a manner that is sympathetic to the landscape and environmental qualities of the Canadian Valley.
- Strategy 7 Encourage expansion of the University of Ballarat within the existing site and where it is free from environmental constraints.
- Strategy 8 Provide medium density housing at Mount Clear in close proximity to shopping and community facilities.
- Strategy 9 Promote infill residential development at Mount Clear that retains environmental features.
- Strategy 10 Provide a variety of residential lot sizes at Mount Clear ranging from 450m² to 2,000m², with larger lots in the native bush areas and alongside the Canadian Creek and Canadian Forest.

Built form and amenity

- Strategy 1 Ensure any future development outside the designated urban areas maintains a sense of rural landscape, especially as viewed from Geelong Road.
- Strategy 2 Ensure the direction of commercial development at Buninyong in Warrenheip Street, north of the existing commercial area and in Learmonth Street, east of the council car park towards Inglis Street reflects the existing commercial areas and the traditional linear form of commercial development in the township.
- Strategy 3 Promote infill development within Buninyong that respects existing development patterns.
- Strategy 4 Encourage new subdivision within the Buninyong crown township to follow a similar form to existing development being "straight/grid pattern"; rectangular lots and generally no cul-de-sacs.
- Strategy 5 Encourage further development of a linear open space/park system in Buninyong in a similar manner to that which has been developed in the vicinity of Forest Street.
- Strategy 6 Recognise and protect areas of crown land in Buninyong such as the Union Jack Reserve, from inappropriate development.
- Strategy 7 Ensure that any development which is located adjacent to crown land areas should be at a low density and should aim to protect any existing vegetation.
- Strategy 8 Utilise open space subdivision requirements in conjunction with the existing and planned park system in Buninyong.
- Strategy 9 Require extensions to the existing linear park system in Buninyong where this can be achieved through subdivision approvals.
- Strategy 10 Provide opportunities for increased residential development along the ridge alignment of the Ballarat-Buninyong Road and its adjoining tree canopy that can be screened, provided environmental values are not diminished.
- Strategy 11 Require development adjoining the Canadian Creek at Mount Helen to contribute to improvements to the condition of the waterway.
- Strategy 12 Provide an open space system at Mount Clear linked by pedestrian cycle access and which links the State Forest with the Creek and with the existing Mount Clear activity centre.
- Strategy 13 Require areas previously affected by mine workings at Mount Clear to be the subject of an environmental audit prior to use for sensitive purposes.
- Strategy 14 Encourage lots abutting Hocking Avenue and Recreation Road at Mount Clear to have wider frontages to minimise access points onto these roads, or to front side streets where possible.

BALLARAT PLANNING SCHEME

- Strategy 15 Contain residential development in Buninyong to within the existing residential area, unless guided by specific local planning.

Environment

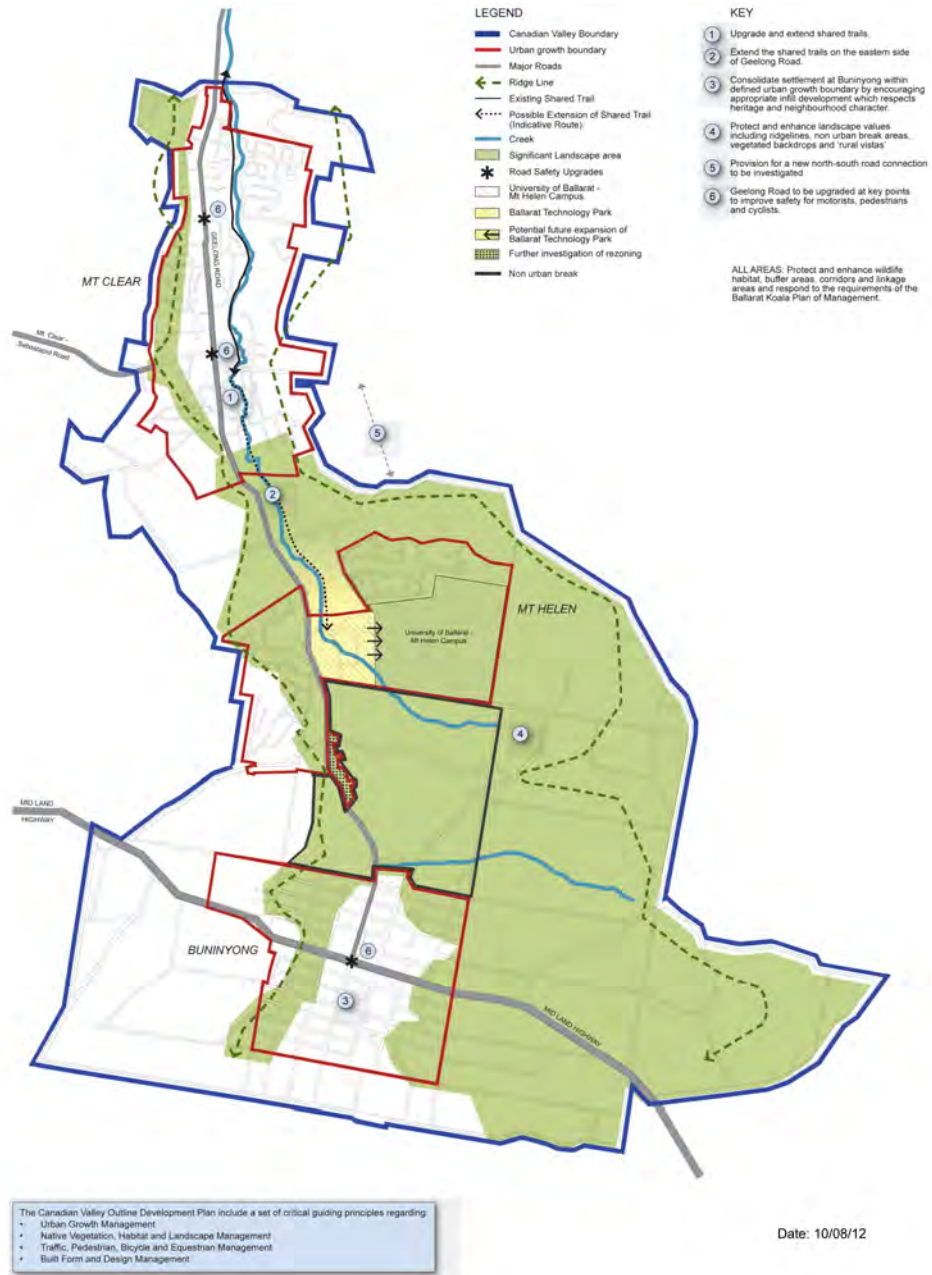
- Strategy 1 Provide an open space network in Buninyong that forms a corridor for the movement of flora and fauna.
- Strategy 2 Ensure new development along watercourses and the former railway reserve in Buninyong respects the need to preserve any existing native and exotic vegetation and amenity.
- Strategy 3 Protect and enhance natural and landscape values in the Canadian Valley including ridgelines, vegetated backdrops, non-urban breaks and open rural landscape vistas.
- Strategy 4 Ensure that non urban breaks are maintained, particularly as viewed from Geelong Road.
- Strategy 5 Maximise the retention of the 'green space' between the communities along the corridor.
- Strategy 6 Ensure development of the University of Ballarat and University of Ballarat Technology Park enhances and improves habitat links and recreational areas for the community.

Infrastructure

- Strategy 1 Improve infrastructure and links for sustainable transport modes, including the extension and enhancement of the shared trail network, particularly the proposed link along Canadian Creek.
- Strategy 2 Maximise opportunities to increase the provision of public transport and increased walking and cycling as alternatives to the motor vehicle.
- Strategy 3 Utilise unused roads in Buninyong as part of the open space system and as linkages for pedestrians and cyclists.

BALLARAT PLANNING SCHEME

Canadian Valley



BALLARAT PLANNING SCHEME

Other Implementation Actions

Develop a Town Structure or Local Area Plan for Buninyong.

Applications covered by the Canadian Valley Outline Development Plan must provide a Site Specific Design Plan which includes an evaluation of:

- Native vegetation significance;
- Landscape contribution; and
- Habitat qualities including linkage areas for koalas.

Site Specific Design Plans must demonstrate (where appropriate) how development will:

- Retain, protect, manage and enhance native vegetation and habitat values;
- Respond to the requirements of the Ballarat Koala Plan of Management;
- Reflect contemporary needs including diversity of lot sizes and dwelling styles and sizes and ecologically sustainable development principles;
- Contribute to the extension, enhancement and rehabilitation of the existing shared trail network, particularly along creeks and watercourses;
- Integrate with adjoining developed and undeveloped areas in terms of traffic and road management, wildlife corridors and habitat linkages, drainage works and the shared trail network;
- Provide for useable open space areas;
- Utilise cluster planning on partially vegetated residentially zoned land, to protect native vegetation and provide for high quality increased density development in unconstrained areas of the site;
- Retain the rural appearance;
- Maintain clear open views of vegetated areas, ridgelines and skylines from Geelong Rd providing for large open areas in the foreground with a backdrop of native vegetation;
- Remove environmental weeds and rehabilitate environmentally degraded sites;
- Include water sensitive urban design principles into any development;
- Retain land subject to flooding and inundation in public ownership and rehabilitate the land so as to minimise the risk of downstream flooding and inundation; and
- Where residential development of pine plantations is proposed:
 - provide for a vegetated and visual buffer between the existing residential area and the new residential area, and
 - provide for revegetation of native species in open space areas.

21.09-4

22/12/2016
C194

Woodmans Hill

Woodmans Hill is located at the eastern entrance to the City of Ballarat. The area extends approximately 3 kilometres along both sides of the Western Highway, between the eastern municipal boundary of the City of Ballarat and the first major highway turnoff into Ballarat.

VicRoads plan to undertake significant road works to realign the Western Highway within the Woodmans Hill Gateway Precinct. The extent of the realignment will impact on the majority of land holdings within the Precinct and as such, future land use planning must allow for a smooth and sustainable transition.

Of particular importance is the need to develop a gateway precinct, that announces entry into Ballarat and that minimises ad-hoc development that may otherwise compromise the appearance and appeal of the area. It is also of importance to ensure that any new retail and industrial development does not conflict with the intent of Council's retail and industrial strategies.

BALLARAT PLANNING SCHEME

The *Woodmans Hill Gateway Precinct Master Plan (January 2015)* recognises the Woodmans Hill Gateway as one of the major entry points to the City, and highlights the opportunity to improve the entry experience, both visually and from a land use perspective. The Woodmans Hill Precinct is recognised for its high quality agricultural soils, particularly on the north side of the Western Highway. The precinct also contains sites of koala habitat and native vegetation protection.

Council must therefore provide guidance towards establishing a desired land use framework for the Precinct that will ensure the ongoing protection of these attributes. In this regard it is important to facilitate an appropriate mix of land uses and high quality development to improve the entry experience, as reflected in the *Woodmans Hill Gateway Precinct Master Plan (January 2015)*.

The objectives for the Precinct include:

- | | |
|-------------|---|
| Objective 1 | To provide a distinctive entrance to Ballarat that will enhance the image and reflect the nature, history and culture of the Municipality, including through the provision of a major entrance feature/public art element. |
| Objective 2 | To achieve use and development that is respectful to the valued landscape and natural environmental elements of the area, including view lines, vegetation retention, landscaping and defined koala habitat. |
| Objective 3 | To encourage high quality sustainable built form. |
| Objective 4 | To achieve land use outcomes that add to the overall economic diversity of Ballarat without compromising the economic viability of Ballarat's Activity Centres, in particular the Ballarat CBD and the Ballarat West Employment Zone. |
| Objective 5 | To achieve a land use mix that has a focus on highway related functions, with ancillary retail and support for existing tourism uses that capture passing economic activity that contributes to the Ballarat economy. |

Implementation strategies

Land use and development

- | | |
|------------|---|
| Strategy 1 | Consider land use and development proposals generally in accordance with the <i>Woodmans Hill Gateway Precinct Master Plan (January 2015)</i> . |
| Strategy 2 | Restrict commercial use and development within the Precinct to land within the Mixed Use Zone. |
| Strategy 3 | Ensure an appropriate interface/buffer between the commercial and rural, rural living and residential areas of the precinct as appropriate. |

Design

- | | |
|------------|---|
| Strategy 1 | Consider the design objectives contained in the <i>Woodmans Hill Gateway Precinct Master Plan (January 2015)</i> . Ensure redevelopment of the freeway and land abutting the freeway through Woodmans Hill incorporates design of landscape elements consistent with the vision for the entrance. |
| Strategy 2 | Minimise the impact of new development on view lines, natural landscapes and landforms within the precinct. |
| Strategy 3 | Discourage the proliferation of advertising signage. |
| Strategy 4 | Ensure that development addresses the design principles set out in the <i>Woodmans Hill Gateway Precinct Master Plan (January 2015)</i> . |
| Strategy 5 | Ensure that the design of new development incorporates environmentally sustainable design principles. |

Application requirements

Applications for land uses adjacent to the Western Highway are required to:

- Specifically address how the proposal capitalises on the access and visual exposure to the highway.
- Demonstrate why the use requires access and visual exposure to the highway for the economic viability of its operations.
- Demonstrate how the built form, layout, use, access arrangements and buffering are planned to ensure an appropriate interface with surrounding sensitive land uses on rural living and low density residential land and protect the existing rural character of the area. a

BALLARAT PLANNING SCHEME

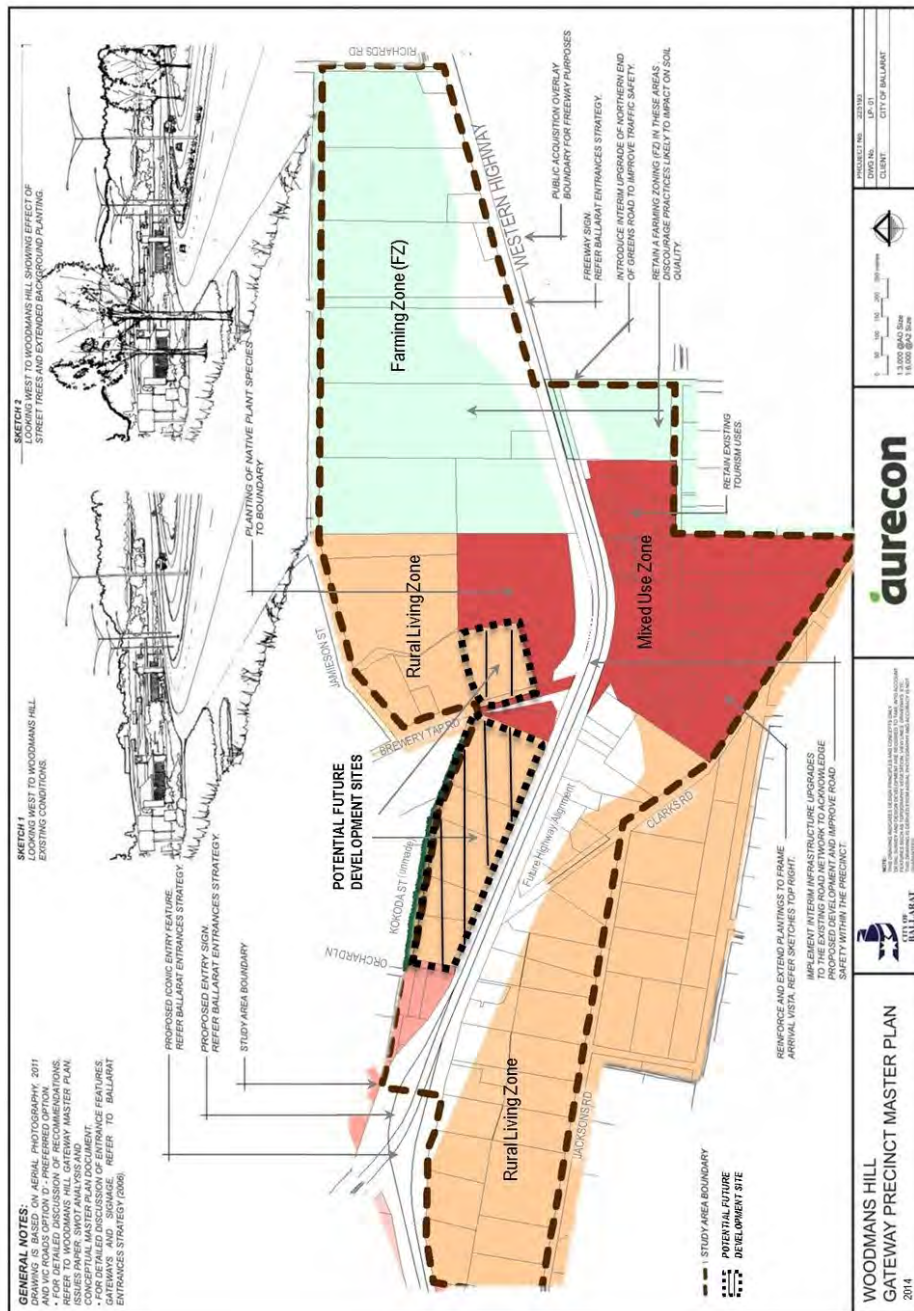
- Demonstrate that safe and appropriate access is provided, consistent with the Woodmans Hill Gateway Precinct Master Plan (January 2015).

Reference document

Woodmans Hill Gateway Precinct Master Plan (January 2015).

BALLARAT PLANNING SCHEME

Woodmans Hill Gateway Precinct Master Plan



BALLARAT PLANNING SCHEME**21.09-5 Miners Rest**

Proposed C235ball

The Miners Rest township is located to the north of Ballarat, separated from the main urban area by the Western Freeway. Miners Rest is characterised by the original township area located to the north of Cummins Road and the new residential estates located south of Cummins Road towards the Western Freeway. The area has significant constraints on development such as flood prone land and airport flight paths.

Implementation strategies**Land use and development strategies**

Support future infill residential development that respects the existing township character of Miners Rest North and Miners Rest South to suit lifestyle choice and assist ageing in place.

Support higher density residential, commercial, retail, service and community uses in the existing mixed use town centre precinct.

Protect Aboriginal Cultural Heritage and post-European contact heritage significance.

Protect rural land for agricultural, farming and equine related activity.

Protect the long-term operation of the Ballarat Airport.

Discourage the expansion of the Miners Rest Quarry to the east.

Support the continued operation of the equine industry / Dowling Forest Equine Precinct and development of associated businesses.

Support the growth of the Miners Rest Primary School through relocation and / or redevelopment.

Support the development of a sports facilities hub.

Support a direct pedestrian access / link between the quarry site and Creek Street / Miners Rest centre, as part of any potential future development, subject to consideration of potential engineering constraints.

Open space strategies

Support the provision of public open space, particularly on land adjacent to the Burrumbeet Creek that would otherwise not be developed due to environmental constraints.

Encourage landscape planting, including boulevard tree planting along main streets.

Provide pedestrian, cycling and horse-riding links through or around the town, including in new subdivisions.

Environmental Strategies

Protect the environmental and biodiversity values of Burrumbeet Creek.

Policy document

- *Miners Rest Township Plan* (City of Ballarat, November 2019)

BALLARAT PLANNING SCHEME

Miners Rest Framework Plan



Further strategic work

Undertake additional historical analysis of pre and post European contact sites to better understand the cultural significance and history of development of Miners Rest and determine if any formal heritage protection is warranted.

Develop a creek rehabilitation and environmental protection and management program in collaboration with the community, landowners, Wadawurrung Traditional Owners Aboriginal Corporation, DELWP and Glenelg Hopkins Catchment Management Authority.

Prioritise opportunities to create an open space corridor and facilitate a public access shared trail along the length of Burrumbeet Creek.

Undertake a rural landscape assessment to determine if any key rural / landscape views within and surrounding Miners Rest require formal protection.

Support the upgrade of the Miners Rest Primary School facility to maximise the provision of off-street parking to meet the school's needs.

Investigate the potential for the development of the quarry site for alternative uses, subject to further analysis including an aircraft noise study, bushfire risk assessment and land contamination assessment.

Undertake a strategic review of planning controls in the area between the Northern Growth Area and the equine industry / Dowling Forest Equine Precinct, identified in Figure 1 'Land subject to further strategic review' of the Miners Rest Township Plan, including further analysis of aircraft noise, bushfire risk and land contamination.

Develop a framework plan and design guidelines for the town centre, including the land zoned Mixed Use and General Residential.

Develop a strategic flood mitigation plan, and associated implementation plan, with consideration of an integrated solution that includes creek rehabilitation, open space and beautification.

BALLARAT PLANNING SCHEME

Undertake a review of the planning controls surrounding Dowling Forest racecourse, including Special Use Zone - Schedule 13 (SUZ13) and Farming Zone A & B.

Ensure that airport planning controls are considered to protect and safeguard the long-term operation of the airport.

BALLARAT PLANNING SCHEME**21.10**

Proposed C235ball

REFERENCE DOCUMENTS**Settlement and Housing**

- Today, Tomorrow, Together: The Ballarat Strategy (2015)

Built Form, Heritage and Design

- Ballarat Heritage Precincts Study Part A, July 2006; Dr David Rowe: Authentic Heritage Services Pty Ltd and Wendy Jacobs: Architect and Heritage Consultant
- Ballarat Heritage Study (Stage 2), July 2003; Hansen Partnership
- Ballarat Urban Character Study, August 1999; John Patrick Pty Ltd and Allom Lovell and Associates Pty Ltd
- City of Ballarat Advertising Sign Guidelines, July 2013
- City of Ballarat Heritage Assessments: Sebastopol 2013 (Updated 2016); Dr David Rowe and Wendy Jacobs
- City of Ballarat Heritage Citation: Former Ballarat Orphanage August 2014
- Gates and Gate Posts, Driveway and Ponds 80 Howe Street Miners Rest Heritage Investigation, May 2015, Wendy Jacobs
- Heritage Citation – Former St James Presbyterian Church (2012)
- Sebastopol Heritage Study Stage 2, Final report, Volume 1: Key Findings & Recommendations, Thematic History; Volume 2: Citations; Volume 3: Mapping, Revised 2015; Context
- St. Patrick's Presbytery, O'Collins Hall and Diocesan Centre, Lyons and Dawson Street, Ballarat, Heritage Assessment, March 2015; Dr David Rowe: Authentic Heritage Services, March 2015

Environmental

- Ballarat City Council Comprehensive Koala Plan of Management Part 1 and Part 2, August 2006; Rolf Shlagloth and Hedley Thomson
- Ballarat Open Space Strategy Volume 1 and 2 2008
- City of Ballarat Native Vegetation Mapping and Review of the Vegetation Protection Overlay (VPO1), August 2005; Centre for Environmental Management, University of Ballarat

Economic Development

- Ballarat Activity Centres Strategy, 2012; Hill PDA and Hansen
- Ballarat Economic Program 2015-2019
- Ballarat Gaming Policy Framework, 2011
- Ballarat Review of Future Industrial Areas, Final Report, June 2009; CPG Australia
- Ballarat Rural Land Use Strategy, November 2010; Parsons Brinckerhoff
- Ballarat West Employment Zone Master Plan Document 2012; AECOM; May 2012
- Ballarat West Growth Area Plan, March 2009, Tract Consultants Pty Ltd
- Making Ballarat Central – The CBD Strategy, 2011

Transport and Infrastructure

- City of Ballarat Car Parking Strategy

Local Area Plans

- Ballarat Health Precinct Study, March 2006; Regional Innovation & Urbanomics

BALLARAT PLANNING SCHEME

- Canadian Valley Outline Development Plan, June 2005; RPD Group with Land Design Partnership and Andrew O'Brien & Associates
- Dowling Forest Precinct Master Plan, February 2011, Coffey Commercial Advisory
- Implementation of Dowling Forest Precinct Master Plan, April 2011, Keaney Planning
- Outline Development Plan for the Buninyong Township, December 1993; John Bennett & Associates
- Woodmans Hill Gateway Precinct Master Plan, January 2015; Aurecon
- Miners Rest Township Plan (City of Ballarat, November 2019)

BALLARAT PLANNING SCHEME

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Proposed C235ball

SCHEDULE 3 TO CLAUSE 32.09 NEIGHBOURHOOD RESIDENTIAL ZONE

Shown on the planning scheme map as **NRZ3**.

MINERS REST NORTH**1.0 Neighbourhood character objectives**

--/---
Proposed C235ball

To protect the rural township character of Miners Rest North.

To encourage low scale and site responsive residential development that sits unobtrusively within the rural landscape setting.

To ensure that out-views to the surrounding landscape, and particularly to the volcanic hills, are protected.

To maintain and increase native vegetation cover by requiring permeable land for planting and sustaining vegetation, particularly large canopy trees.

2.0 Minimum subdivision area

--/---
Proposed C235ball

The minimum lot size for subdivision is 750 square metres.

3.0 Permit requirement for the construction or extension of one dwelling or a fence associated with a dwelling on a lot

--/---
Proposed C235ball

	Requirement
Permit requirement for the construction or extension of one dwelling on a lot	None specified
Permit requirement to construct or extend a front fence within 3 metres of a street associated with a dwelling on a lot	None specified

4.0 Requirements of Clause 54 and Clause 55

--/---
Proposed C235ball

	Standard	Requirement
Minimum street setback	A3 and B6	None specified
Site coverage	A5 and B8	45%
Permeability	A6 and B9	45%
Landscaping	B13	<p>Provision of a minimum of one canopy tree per 175 square metres of the site area, that will reach a minimum mature height that equals the height of the proposed development, including:</p> <ul style="list-style-type: none"> ▪ a minimum of one canopy tree within each area of secluded private open space; and ▪ a minimum of one canopy tree within the front setback per 5 metres of width of the site (excluding the width of one driveway). <p>Each tree should be surrounded by 20 square metres permeable surface with a minimum radius of 3 metres. Up to 50% of the permeable surface may be shared with another tree.</p> <p>The species of canopy trees should be native, and preferably indigenous to the local area.</p>
Side and rear setbacks	A10 and B17	None specified
Walls on boundaries	A11 and B18	None specified

BALLARAT PLANNING SCHEME

	Standard	Requirement
Private open space	A17	None specified
	B28	None specified
Front fence height	A20 and B32	None specified

5.0 Maximum building height requirement for a dwelling or residential building

Proposed C235ball

None specified.

6.0 Application requirements

Proposed C235ball

The following application requirements apply to an application for a permit under Clause 32.09, in addition to those specified in Clause 32.09 and elsewhere in the scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority:

- A landscape plan drawn to scale that clearly demonstrates the requirements of Clause 55.03-8 Standard B13, as outlined in this Schedule, including:
 - Site boundaries, road frontage(s) and proposed and retained buildings.
 - The location of existing trees and vegetation to be retained, and those to be removed.
 - Details of any tree protection methods required.
 - The location of proposed additional canopy trees and other vegetation.
 - Notes regarding proposed mulch and soil types and quantities, subsoil preparation and any specific maintenance required.
 - A schedule to the landscape plan listing plants by their botanical names, common names, quantities proposed, and height and width at maturity.

7.0 Decision guidelines

Proposed C235ball

The following decision guidelines apply to an application for a permit under Clause 32.09, in addition to those specified in Clause 32.09 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:

- The extent to which the management and/or integration of vegetation and canopy trees on the development site contributes to the preferred landscape and neighbourhood character of Miners Rest North.
- The scale of the buildings or works and the visual impact on the surrounding landscape and out views.
- The extent to which the buildings and works are designed and sited to contribute to the rural character of the township.



Bushfire assessment
Miners Rest Township Plan

Final report

30 August 2022
Version 1.1

Prepared for:
City of Ballarat
PO Box 655
Ballarat VIC 3353

Contents

1.	Introduction	Page 3
2.	Planning scheme bushfire context	Page 11
3.	Bushfire context	Page 15
4.	Landscape and strategic bushfire considerations	Page 17
5.	Exposure to bushfire at the neighbourhood and local scale	Page 22
6.	Assessment against <i>c13.02-15 Bushfire Planning</i> and other bushfire provisions	Page 28
7.	Recommendations	Page 31
	References	Page 33
	Attachment 1: Bushfire contextual information	Page 34

About

Kevin Hazell Bushfire Planning is a town planning service that works with public and private sector clients to understand and apply planning scheme bushfire policies and requirements. It is led by Kevin Hazell who is a qualified town planner with extensive experience working on bushfire planning at State and local levels in Victoria.

Kevin Hazell Bushfire Planning

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Disclaimer

The views expressed in this report are those of the author. Information in this document is current at the time of writing. While all professional care has been undertaken in preparing the document, the author accepts no liability for loss or damages incurred because of reliance placed upon its content.

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Version Control

Version	Date	Comment	Name
v1.0	12 August 2022	Final Report	Kevin Hazell Town Planner
v1.1	30 August 2022	Updated Final Report	Kevin Hazell Town Planner

1. Introduction

Kevin Hazell Bushfire Planning has been engaged by the City of Ballarat (the 'Council') to prepare a bushfire assessment to inform a planning scheme amendment to introduce content from the Miners Rest Township Plan (November 2019) (the 'Township Plan') into the Ballarat Planning Scheme (the 'planning scheme').

1.1 The Township Plan

The Township Plan includes the following description of its purposes:

The Miners Rest Township Plan is a strategic document that provides a long-term planning and design vision for Miners Rest. It sets a strategic framework to manage and guide future development through to 2040.

The plan is being developed as part of a program of local area planning for the City of Ballarat to implement the Ballarat Strategy. The scope of the project includes the full extent of the Miners Rest postcode.

The Township Plan includes a township plan diagram which is reproduced in Figure 1A. This sets out the key directions of the Township Plan.

The Council provided a draft copy of a proposed planning scheme amendment to introduce a new local policy for Miners Rest. This would include high level directions derived from the Township Plan, with the Township Plan included as a policy document.

See Figure 1A: Township plan extract

1.2 About Miners Rest

The Township Plan describes Miners Rest as follows:

Miners Rest is a small rural township/settlement located within a picturesque open rural landscape. The township is located immediately north of the Western Freeway, some 17 kilometres north of the Ballarat Central Business District. The township is physically separated from the outer northern edge of Ballarat by the Western Freeway, while the north/south aligned Howe Street runs through the centre of Miners Rest in a north-south direction.

Miners Rest is characterised by the original township area located to the north of Cummins Road and the new residential estates of Macarthur Park and Sunraysia Heights Estates located south of Cummins Road towards the Western Freeway. The North and South areas of Miners rest have very different settlement history, character and needs.

The township area of Miners Rest is set within a broader open rural/agricultural landscape, which includes open views and scenic vistas of a number of surrounding volcanic hills/landforms, including Mt Rowan, Mt Blowhard and the Bald Hills.

Other major land uses/developments within Miners Rest study area include:

- The Dowling Forest Racecourse and surrounding equine precinct (located immediately to the north east) which is a significant economic and activity hub.
- The Miners Rest Community Park, and the Miners Rest and Macarthur Park Wetlands
- The former quarry site which has been decommissioned and recently rehabilitated for potential redevelopment
- The Central Victorian Livestock Exchange development, which was approved by separate planning processes, is currently under construction to the west.

1.3 The study area

The Study Area for this report uses the study area included in the Township Plan., which is reproduced in Figure 1B. Other contextual elements relevant to this report are included in maps within this chapter.

See Figure 1B: Township plan extract – Study area

See Figure 1C: Locality map with study area

See Figure 1D: Locality aerial photo with study area

See Figure 1E: Zones

See Figure 1F: Bushfire Management Overlay and Bushfire Prone Areas

1.4 Methodology

c13.02-1S Bushfire Planning includes strategies that inform how bushfire hazards are to be assessed and for considering where and how growth and new development should occur. Having regard to these strategies, this report responds to the scope of work as follows:

- Section 2 provides an overview of bushfire content in the planning scheme, including the strategies in c13.02-1S Bushfire Planning.
- Section 3 describes the bushfire context using a range of information sources, mostly arising from the work of public authorities such as fire authorities and the Council.

- Section 4 describes landscape bushfire hazards that may influence the locality, similar to a bushfire hazard landscape assessment described in *Planning Permit Applications Bushfire Management Overlay Technical Guide* (DELWP 2017). This includes the identification of landscape types that help understand the relative risk between different places.
- Section 5 describes the bushfire hazard at the neighbourhood and local scale. This is informed by the methodology for a bushfire hazard site assessment as described in *Planning Permit Applications Bushfire Management Overlay Technical Guide* (DELWP 2017) and *AS3959-2018 Construction of buildings in bushfire-prone areas* (Standards Australia).
- Section 6 includes a discussion and recommendations. The objectives and strategies in *c13.02-1S Bushfire Planning* are used to inform the recommendations.

1.5 A note about the bushfire assessments

The bushfire assessments have been prepared to inform decision making associated with strategic planning and the strategic application of *c13.02-1S Bushfire Planning*. The bushfire assessments do not consider bushfire for the purpose of individual planning applications.

FIGURE 1A: MINERS REST TOWNSHIP PLAN (EXTRACT)

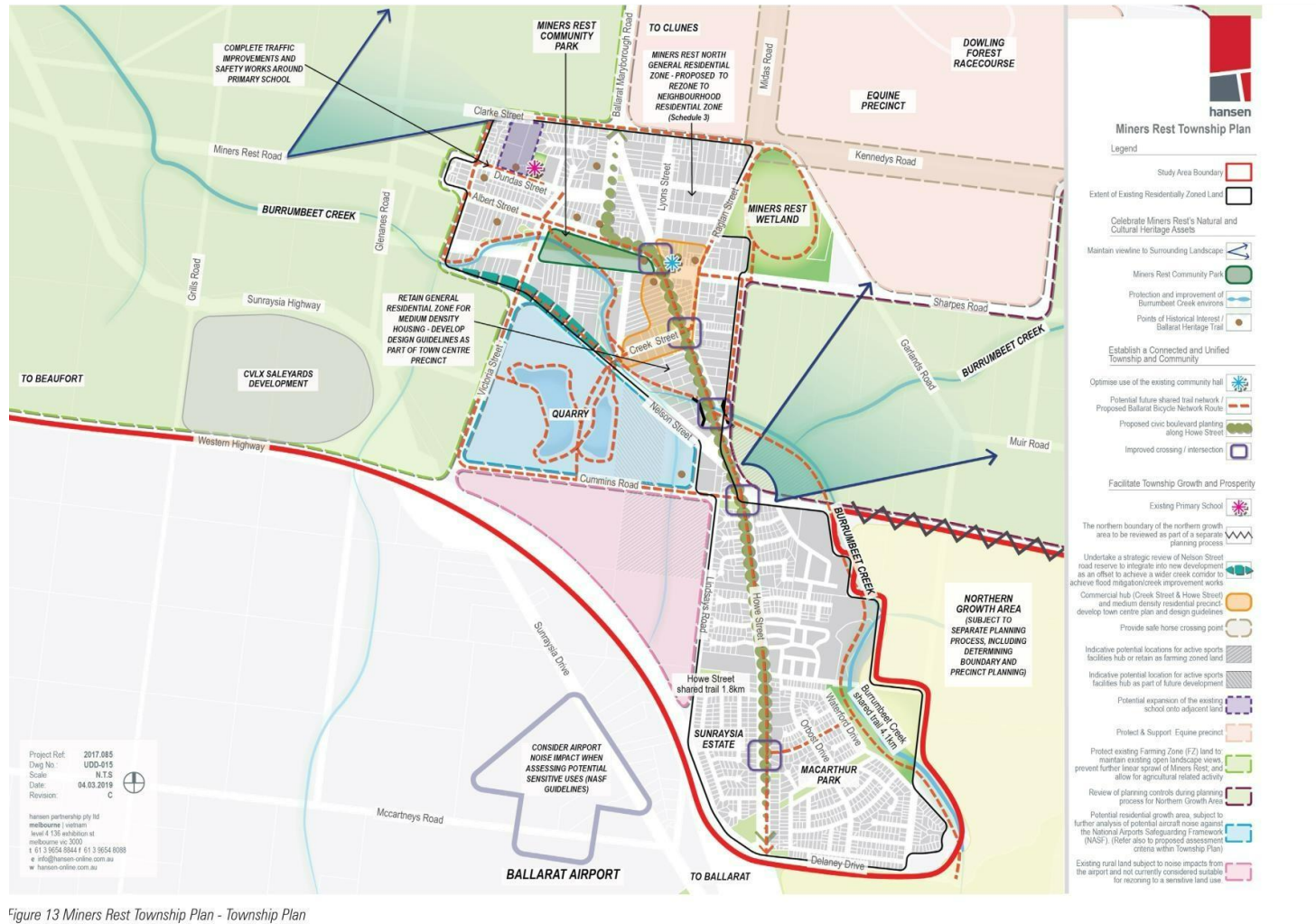


Figure 13 Miners Rest Township Plan - Township Plan

FIGURE 1B: MINERS REST TOWNSHIP PLAN (EXTRACT SHOWING STUDY AREA)

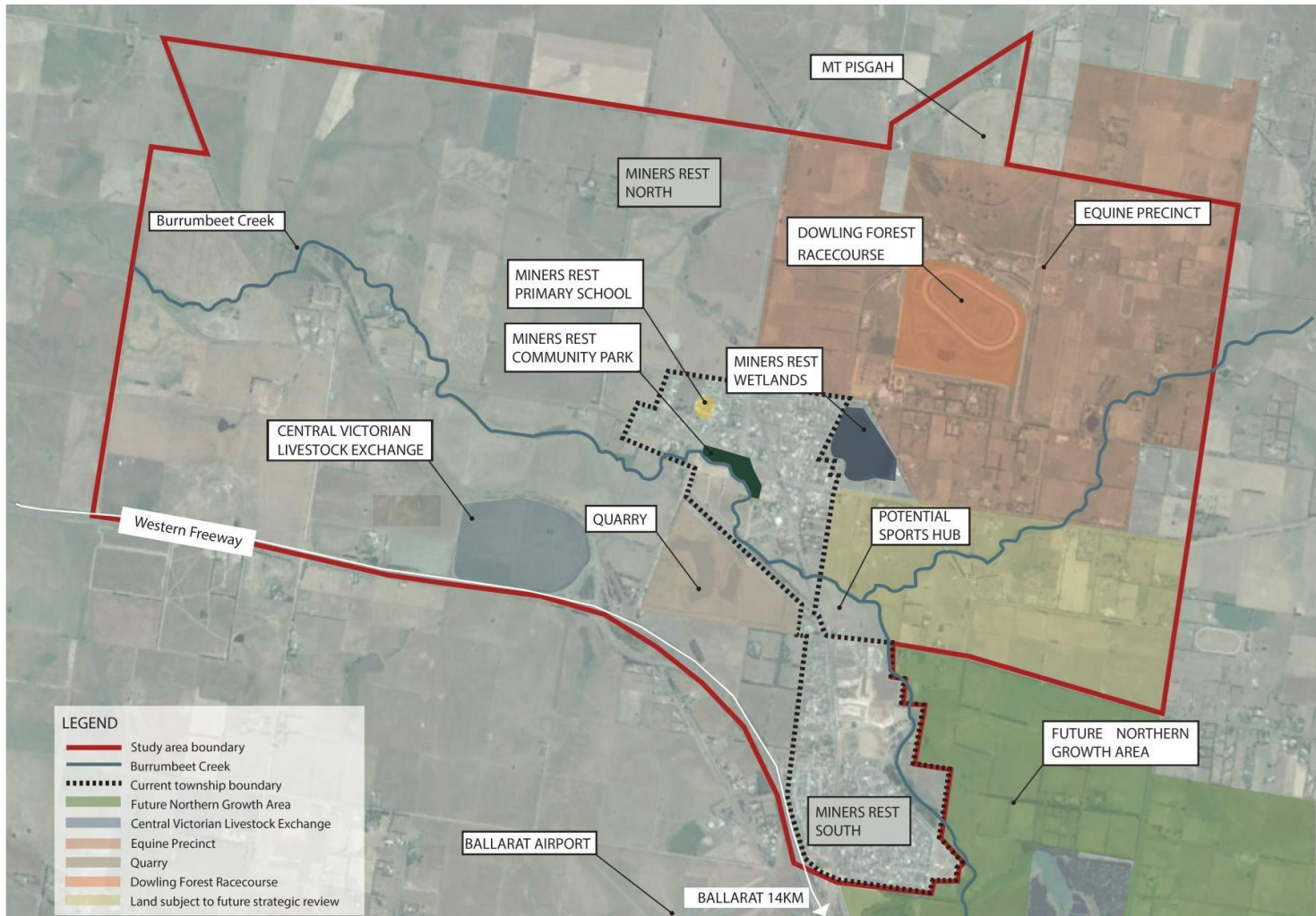
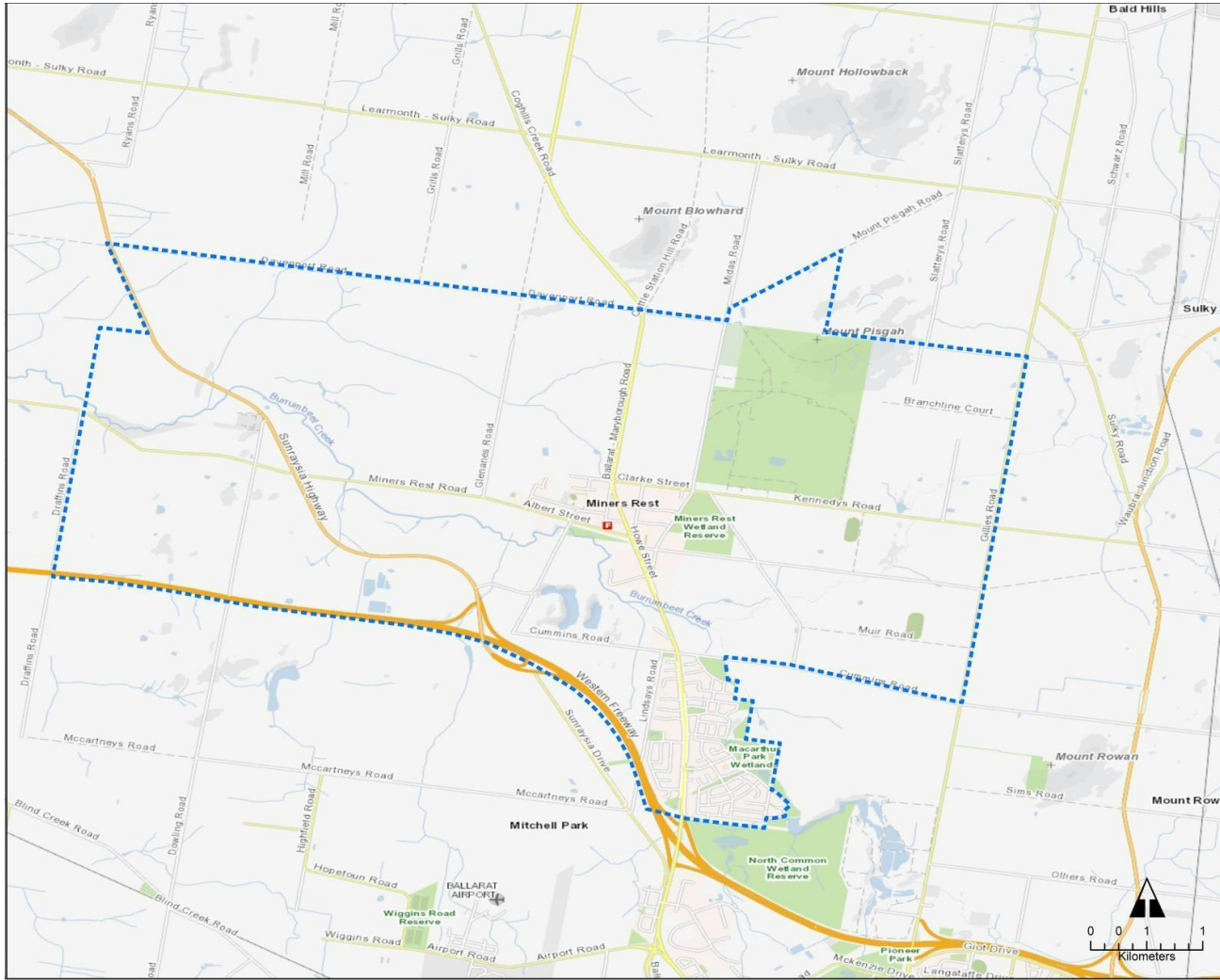


FIGURE 1C: LOCALITY MAP



 Study area

FIGURE 1D: LOCALITY AERIAL PHOTO



 Study area

FIGURE 1E: ZONES

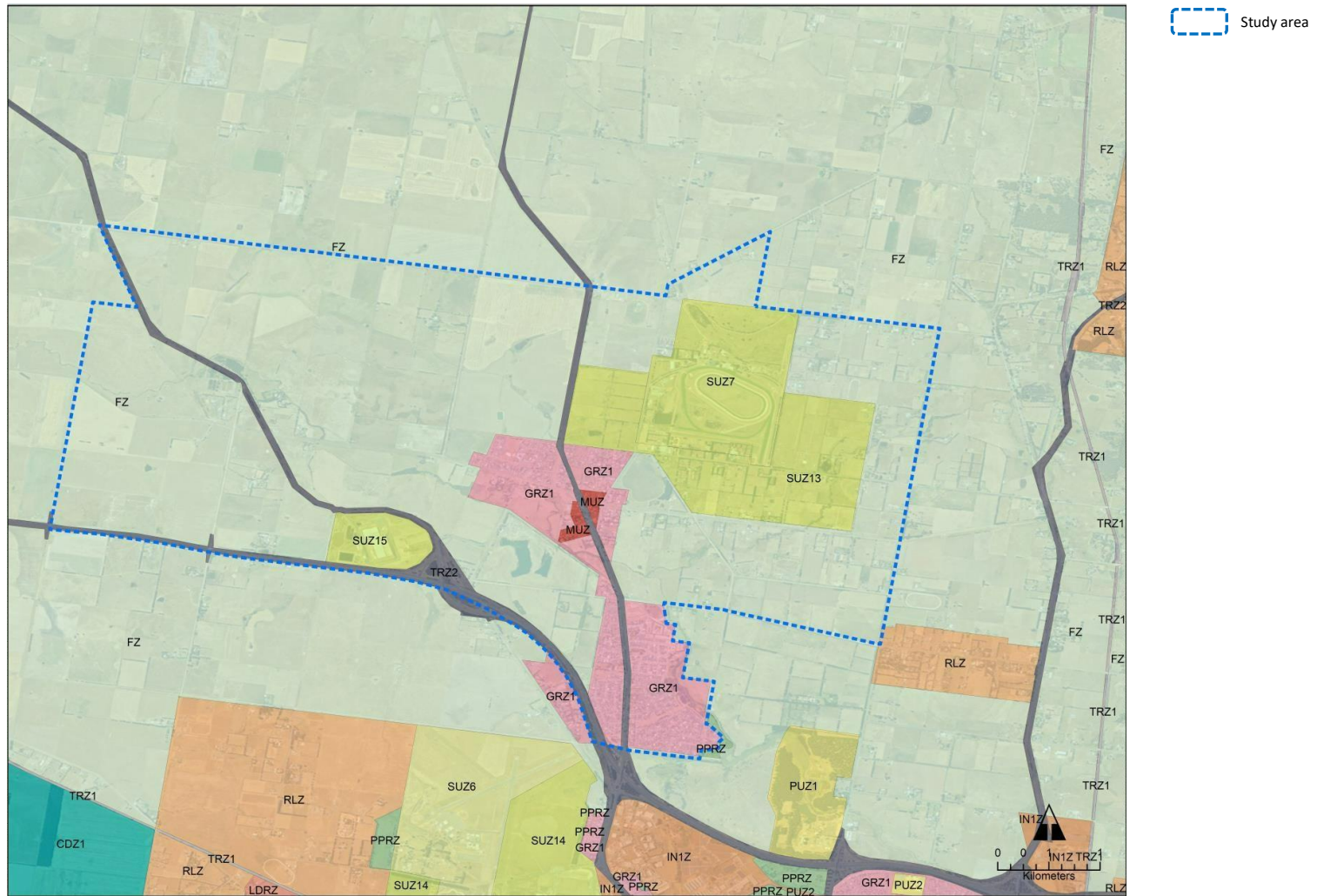
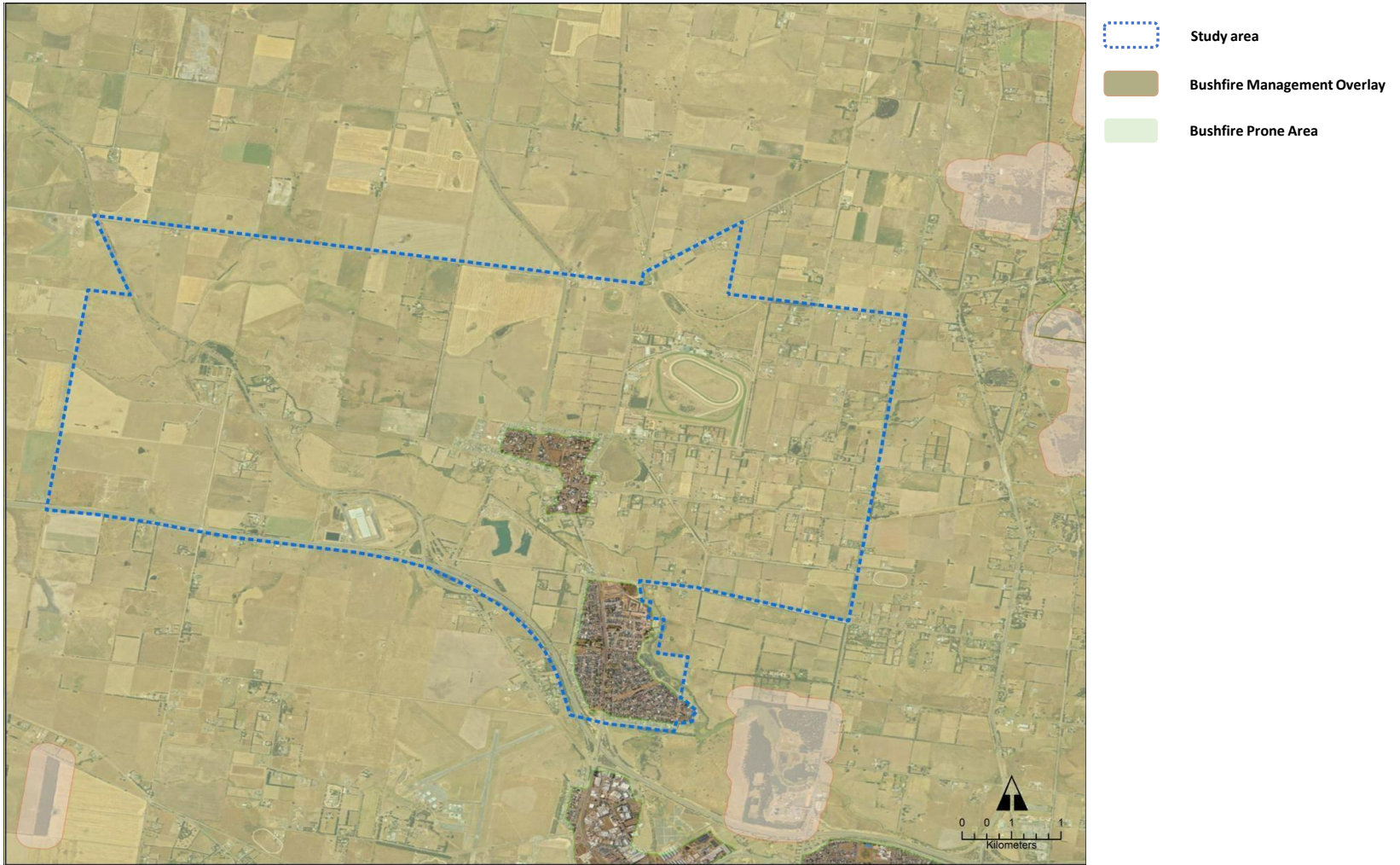


FIGURE 1F: BUSHFIRE MANAGEMENT OVERLAY AND BUSHFIRE PRONE AREA



2. Planning scheme bushfire context

The planning scheme contains provisions that inform permit requirements, application requirements and policies & decision guidelines where the bushfire hazard could be an influence on future land use and development. This section provides an overview of these provisions. Figure 2 summarises the considerations.

2.1 Integrated decision making (c71.02-3)

c71.02-3 requires planning authorities, in bushfire areas:

[T]o prioritise the protection of human life over all other policy considerations.

Bushfire considerations are not to be balanced in favour of net-community benefit, as occurs for all other planning scheme matters. The bushfire emphasis in c71.02-3 was introduced through Amendment VC140 in December 2017. Such policy settings were recommended in 2011 by the 2009 Victorian Bushfires Royal Commission.

2.2 Natural hazards and climate change (c13.01-1S)

The objective of the State natural hazards and climate change policy is:

To minimise the impacts of natural hazards and adapt to the impacts of climate change through risk-based planning.

c13.01-1S *Natural hazards and climate change* contains a series of strategies to meet the above objective:

- *Respond to the risks associated with climate change in planning and management decision making processes.*
- *Identify at risk areas using the best available data and climate change science.*
- *Integrate strategic land use planning with emergency management decision making.*
- *Direct population growth and development to low risk locations.*
- *Develop adaptation response strategies for existing settlements in risk areas to accommodate change over time.*
- *Ensure planning controls allow for risk mitigation and climate adaptation strategies to be implemented.*
- *Site and design development to minimise risk to life, property, the natural environment and community infrastructure from natural hazards.*

2.3 State planning policy for bushfire (c13.02-1S)

The objective of the State planning policy for bushfire is:

To strengthen the resilience of settlements and communities to bushfire through risk-based planning that prioritises the protection of human life.

The key strategy that directs bushfire decision making is:

Give priority to the protection of human life by:

- *Prioritising the protection of human life over all other policy considerations.*
- *Directing population growth and development to low risk locations and ensuring the availability of, and safe access to, areas where human life can be better protected from the effects of bushfire.*
- *Reducing the vulnerability of communities to bushfire through the consideration of bushfire risk in decision making at all stages of the planning process.*

c13.02-1S *Bushfire Planning* applies to all planning and decision making relating to land:

- *Within a designated bushfire prone area;*
- *Subject to a Bushfire Management Overlay; or*
- *Proposed to be used or developed in a way that may create a bushfire hazard.*

c13.02-1S *Bushfire Planning* contains a series of strategies and these are summarised below.

Landscape bushfire considerations

c13.02-1S *Bushfire Planning* requires a tiered approach to assessing the hazard:

- *Considering and assessing the bushfire hazard on the basis of [...] landscape conditions - meaning the conditions in the landscape within 20 kilometres and potentially up to 75 kilometres from a site;*
- *Assessing and addressing the bushfire hazard posed to the settlement and the likely bushfire behaviour it will produce at a landscape, settlement, local, neighbourhood and site scale, including the potential for neighbourhood-scale destruction.*

Alternative locations for development

c13.02-1S Bushfire Planning includes two strategies that seek to direct new development:

- Give priority to the protection of human life by [...] directing population growth and development to low risk locations [.]
- Assessing alternative low risk locations for settlement growth on a regional, municipal, settlement, local and neighbourhood basis.

Availability and safe access to areas of enhanced protection

c13.02-1S Bushfire Planning requires a location in easy reach that provides better protection for life from the harmful effects of bushfire:

- Ensuring the availability of, and safe access to, areas assessed as a BAL-LOW rating under AS3959-2018 Construction of buildings in bushfire-prone areas (Standards Australia) where human life can be better protected from the effects of bushfire.
- Directing population growth and development to low risk locations and ensuring the availability of, and safe access to, areas where human life can be better protected from the effects of bushfire.

The views of the relevant fire authority

c13.02-1S Bushfire Planning identifies that a key element of a risk assessment is to:

- Consult [...] with [...] the relevant fire authority early in the process to receive their recommendations and implement appropriate bushfire protection measures.

Site based exposure

c13.02-1S Bushfire Planning provides policy directions for planning authorities about the level of acceptable exposure for new development enabled by a planning scheme amendment:

- Directing population growth and development to low risk locations, being those locations assessed as having a radiant heat flux of less than 12.5 kilowatts/square metre under AS3959-2018 Construction of buildings in bushfire-prone areas (Standards Australia).
- Not approving any strategic planning document, local planning policy, or planning scheme amendment that will result in the introduction or intensification of development in an area that has, or will on completion have, more than a BAL-12.5 rating under AS3959-2018.

Areas of high biodiversity conservation value

c13.02-1S Bushfire Planning provides directions on situations where a bushfire risk and biodiversity values are both present:

- Ensure settlement growth and development approvals can implement bushfire protection measures without unacceptable biodiversity impacts by discouraging settlement growth and development in bushfire affected areas that are of high biodiversity conservation value.

No increase in risk

c13.02-1S Bushfire Planning provides an overall view of acceptable risk:

- Ensuring the bushfire risk to existing and future residents, property and community infrastructure will not increase as a result of future land use and development.
- Achieving no net increase in risk to existing and future residents, property and community infrastructure, through the implementation of bushfire protection measures and where possible reduce bushfire risk overall.

2.4 Bushfire Management Overlay (c44.06)

The purpose of the Bushfire Management Overlay is:

- To ensure that the development of land prioritises the protection of human life and strengthens community resilience to bushfire.
- To identify areas where the bushfire hazard warrants bushfire protection measures to be implemented.
- To ensure development is only permitted where the risk to life and property from bushfire can be reduced to an acceptable level.

The Bushfire Management Overlay is generally applied to patches of vegetation (except grasslands) that are larger than 4 hectares in size. Where such a patch of vegetation exists, a 150 metre ember protection buffer is added and this land is also included in the Bushfire Management Overlay. Areas of extreme hazard are also included in the Bushfire Management Overlay.

Planning Advisory Note 46: Bushfire Management Overlay Methodology and Criteria (2013, DPTLI) provides more information on where the Bushfire Management Overlay is applied.

2.5 Bushfire Planning (c53.02)

c52.03 *Bushfire Planning* specifies the requirements that apply to a planning application under c44.06 Bushfire Management Overlay. The purpose of this provision is:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To ensure that the development of land prioritises the protection of human life and strengthens community resilience to bushfire.
- To ensure that the location, design and construction of development appropriately responds to the bushfire hazard.
- To ensure development is only permitted where the risk to life, property and community infrastructure from bushfire can be reduced to an acceptable level.
- To specify location, design and construction measures for a single dwelling that reduces the bushfire risk to life and property to an acceptable level.

2.6 Bushfire prone area (c13.02-15, Building Act 1993 & Building Regulations 2018)

Bushfire Prone Areas are areas that are subject to or likely to be subject to bushfire. The Minister for Planning makes a determination to designate Bushfire Prone Areas under section 192A of the Building Act 1993.

Designated Bushfire Prone Areas include all areas subject to the Bushfire Management Overlay. Bushfire Prone Areas also include grassland areas and, occasionally, smaller patches of non-grassland vegetation.

The Building Regulations 2018 require bushfire construction standards in these areas and these are implemented by the relevant building surveyor as part of the building permit. These construction standards are referred to as bushfire attack levels (BAL).

Where land is included in the Bushfire Prone Area is also included in the Bushfire Management Overlay, the requirements of the Bushfire Management Overlay take precedence. Where this is the case, the building regulations ensure bushfire construction requirements in a planning permit are given effect to by the relevant building surveyor at the time a building permit is issued.

2.7 Use and development control in Bushfire Prone Areas (c13.02-15)

c13.02-15 *Bushfire Planning* includes planning requirements for Bushfire Prone Areas. These are in the form a 'use and development control' that applies to certain uses that are in a Bushfire Prone Area.

The use and development control applies to Subdivisions of more than 10 lots, Accommodation, Child care centre, Education centre, Emergency services facility, Hospital, Indoor recreation facility, Major sports and recreation facility, Place of assembly, and any application for development that will result in people congregating in large numbers.

The use and development control requires that when assessing a planning permit application:

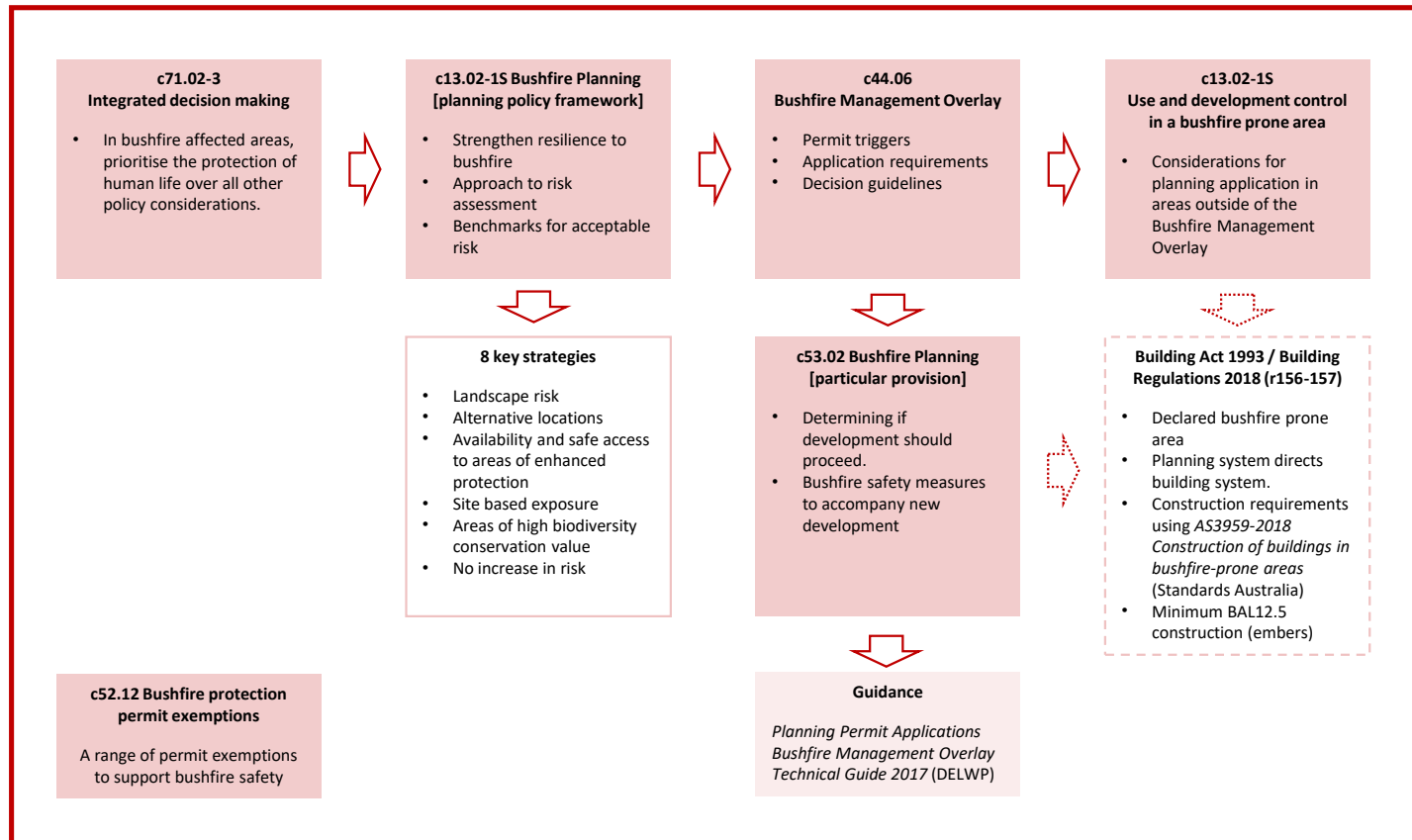
- Consider the risk of bushfire to people, property and community infrastructure.
- Require the implementation of appropriate bushfire protection measures to address the identified bushfire risk.
- Ensure new development can implement bushfire protection measures without unacceptable biodiversity impacts.

2.8 Bushfire protection permit exemptions (c52.12)

Bushfire related permit exemptions are included in c52.12 *Bushfire protection exemptions*. Exemptions are included for the following matters:

- Permit exemptions to create defensible space around existing buildings used for accommodation. They apply to bushfire prone areas, which includes land subject to the Bushfire Management Overlay. These are commonly known as the 10/30 rule and the 10/50 rule. This exemption applies to accommodation constructed or approved on or before 2009.
- Permit exemptions to create defensible space for a dwelling under the Bushfire Management Overlay, where the defensible space is specified in a planning permit issued after 31 July 2014. The permit exemption only applies to specified zones, which include residential zones. The permit exemption does not apply to defensible space specified in a planning permit for uses other than a dwelling and for any uses outside of the Bushfire Management Overlay.
- Permit exemptions for buildings and works associated with a community fire refuge and a private bushfire shelter (where a Class 10c building).

FIGURE 2: PLANNING SCHEME BUSHFIRE PROVISIONS AND SUPPORTING MATERIAL



3. Bushfire context

This section describes the bushfire context of the study area using a range of information sources that help understand bushfire. The matters identified include information typically provided as part of a bushfire hazard landscape assessment as described in *Planning Permit Applications Bushfire Management Overlay Technical Guide* (DELWP 2017).

Spatial information on the bushfire context is included in Attachment 1.

3.1 Bushfire conditions in Victoria

The Department of Environment, Land, Water and Planning (2015) identifies key features relevant to bushfires in Victoria. These include:

- A forest fire danger index of well over 100
- Severe drought conditions
- Temperatures above 40° C
- Relative humidity below 10%
- Strong to gale-force north-westerly winds
- A strong to gale-force west-south-westerly wind change that turns the eastern flank of a running bushfire into a wide new fire front.

These conditions can create bushfires with powerful convection columns. Ember storms, wind-blown debris, downbursts, fire tornadoes and explosive flares of igniting eucalyptus vapour are likely to arise. DELWP notes that these weather conditions are representative of where a bushfire does most of its damage in a single day.

DELWP notes that these weather conditions are representative of where a bushfire does most of its damage in a single day. The greatest loss of life and property in Victoria have historically been caused by such single day bushfires.

DELWP (2020) further notes that climate change is forecast to:

- Extend the bushfire season
- Make bushfires larger, more severe, and more frequent
- Make days with an elevated fire danger rating more frequent
- Start the bushfire season earlier, with more bushfires starting in spring (which may also change fire weather conditions that are experienced, such as wind speed and direction).

3.2 Bushfire management strategy guiding public agencies

The *Grampians Bushfire Management Strategy* (DELWP 2020) considers the long-term implications of bushfire to direct the activities of bushfire-related public agencies and to reduce bushfire risk to people, property, infrastructure and economic activity.

The bushfire management strategy includes simulations of house loss to identify areas across a landscape where bushfires could have the greatest impact. The outputs from these simulations show that the study area, comparative to other locations in the Grampians Region, does not have areas significantly affected by projected house loss from bushfire.

See **Attachment 1 Figure A: Modelled house loss bushfire risk**

3.3 Planning scheme bushfire designations

Planning schemes identify potentially bushfire affected land through the inclusion of land into the Bushfire Management Overlay or within a designated bushfire prone area (referenced in *c13.02-15 Bushfire Planning* and approved under the Building Act 1993).

3.3.1 Bushfire Management Overlay

The Bushfire Management Overlay is applied across Victoria based on areas of non-grassland vegetation larger than 4ha, with a 150m buffer applied to account for ember attack. It is also applied to land likely to be subject to extreme bushfire behaviour.

The Bushfire Management Overlay is not applied to any part of the Study Area. This reflects the lack of non-grassland bushfire hazards that meet the 4ha size threshold.

3.3.2 Bushfire prone area

A bushfire prone area is applied to all land within the Bushfire Management Overlay along with grassland areas, smaller patches of non-grassland vegetation and land usually within 150m or 50m of these areas.

For the Study Area, grasslands are included in the Bushfire Prone Area whilst low and lower fuel parts of the settlement are excluded except for a 50m buffer on the grassland edges of the settlement.

See **Figure 1F: Bushfire Management Overlay and bushfire prone area**

3.4 Victorian Fire Risk Register

The Victorian Fire Risk Register (VFRR) is a data set prepared by fire authorities and local councils that identifies assets at risk of bushfire. The human settlement data is most relevant to planning scheme decision making.

The VFRR is useful to the extent that it shows current assets (for example, settlements) at risk, according to fire authorities and the local council. The VFRR should not however be over-emphasised in planning decision making as it has not been prepared for this purpose and does not contemplate new risk that might arise because of a planning decisions.

The VFRR identifies the existing settlement parts of Study Area as being at medium risk. This is a typical risk to identify where settlements are located within a grassland setting.

See **Attachment 1 Figure B: Victorian Fire Risk Register human settlement polygons**

3.5 Regional bushfire planning assessment

The *Regional Bushfire Planning Assessment Grampians 2012* (DPCD) provides information about 'identified areas' where a range of land use planning matters intersect with a bushfire hazard.

Identified areas are not shown for the Study Area.

See **Attachment 1 Figure 1E: Regional Bushfire Planning Assessment**

3.5 Joint Fuel Management Program

The Joint Fuel Management Program outlines where Forest Fire Management Victoria, the CFA and (sometimes) other public agencies intend to carry out fire management operations on Victoria's public and private land over the next three years. The Joint Fuel Management Program is published by Forest Fire Management Victoria (2021).

The Joint Fuel Management Program can include the following treatments:

- Asset protection zones designed to provide localised protection to human life, property and key assets.
- Bushfire moderation zones designed to reduce the speed and intensity of bushfires.
- Landscape management zones designed to reduce overall bushfire hazard at the landscape scale, in addition to land management and ecological objectives.

Interventions are identified in the Miners Rest Recreation Reserve and small area in the Miners Rest Public Park. These are best described as local treatments rather than landscape-wide treatments.

See **Attachment 1 Figure 1C: Joint fuel management plan**

3.6 Bushfire history

Bushfire history can be informative to understanding possible bushfire behaviour, but where bushfire has or has not occurred in the past should not be overemphasised in planning decision making. All bushfire hazards are assumed capable of being part of a bushfire and planning decision making is required to respond to bushfire hazards on this basis.

However, bushfire history can assist in understanding how communities have previously experienced bushfire and can reiterate important features likely to arise in any future bushfire (for example, the effect of the late afternoon wind change typical in Victoria's worst bushfire weather).

Bushfire history includes fires in forested areas well away from Miners Rest, as well as grassfires in the grassland areas to the west of Miners Rest.

See **Attachment 1 Figure 1D: Bushfire history**

4. Landscape and strategic bushfire considerations

This section describes landscape bushfire hazards. Having regard to the contextual information in Section 3, it considers how the bushfire hazard in the surrounding landscape may affect the study area.

Landscape bushfire hazards are important because they help to understand how bushfire may impact on a location, including the likelihood of a bushfire threatening a location, its likely intensity and destructive power, and the potential impact on life and property.

The extent of the surrounding landscape that is relevant is determined by factors such as the extent and continuity of vegetation, potential fire runs and where a bushfire can start, develop and grow large. The extent of bushfire hazard relevant may be 1-2km or up to 50km, depending on the locality.

The landscape analysis in this section takes a similar approach to a bushfire hazard landscape assessment described in *Planning Permit Applications Bushfire Management Overlay Technical Guide* (DELWP 2017). This includes the identification of landscape types that help understand the relative risk between different places.

See **Figure 4A: Overview of landscape types**

The section enables key strategies in *c13.02 Bushfire Planning* to be considered. These strategies include the following:

Landscape bushfire considerations

c13.02-1S Bushfire Planning requires a tiered approach to assessing the hazard:

- *Considering and assessing the bushfire hazard on the basis of [...] landscape conditions - meaning the conditions in the landscape within 20 kilometres and potentially up to 75 kilometres from a site.*
- *Assessing and addressing the bushfire hazard posed to the settlement and the likely bushfire behaviour it will produce at a landscape, settlement, local, neighbourhood and site scale, including the potential for neighbourhood-scale destruction.*

Availability of safe areas

c13.02-1S Bushfire Planning requires a location in easy reach that provides absolute protection for life from the harmful effects of bushfire:

- *Ensuring the availability of, and safe access to, areas assessed as a BAL-LOW rating under AS3959-2018 Construction of Buildings in bushfire-prone areas (Standards Australia) where human life can be better protected from the effects of bushfire.*
- *Directing population growth and development to low risk locations and ensuring the availability of, and safe access to, areas where human life can be better protected from the effects of bushfire.*

Landscape areas schematically illustrated in this section are derived from two key variables :

- Landscape bushfire hazards and their potential to generate extreme fire behaviour and neighbourhood scale destruction; and
- Availability and access to low fuel areas that may provide shelter from the harmful effects of bushfire.

See **Figure 4B: Landscape bushfire analysis**

4.1 Landscape bushfire hazards

Landscape bushfire hazards are from grasslands.

Due to the highly modified environment grassland areas are often in a managed setting either because of agricultural activities or managed as part of the gardens associated with rural living and low-density residential development. For considering the landscape risk associated with grassland areas, it is assumed that the grasslands are unmanaged.

The Country Fire Authority (2022) identify the following grassfire characteristics:

- Grassfires can start and spread quickly and are extremely dangerous.
- Grassfires can travel up to 25 km per hour and pulse even faster over short distances.
- Grass is a fine fuel and burns faster than bush or forests.
- Grassfires tend to be less intense and produce fewer embers than bushfires, but still generate enormous amounts of radiant heat.
- The taller and drier the grass, the more intensely it will burn.

- The shorter the grass, the lower the flame height and the easier the fire will be to control.
- Grassfires can start earlier in the day than bushfires, because grass dries out more quickly when temperatures are high.

Interspersed with grassland areas are areas of fragmented vegetation. These will include clumps of non-grassland vegetation, roadside vegetation, strips of trees (for example, along vehicle accesses and water courses) and the occasional smaller patch of non-grassland vegetation. The extent of fragmentation will be a factor when considering bushfire at the local scale but the impact on landscape-scale bushfire is minimal. The grassland vegetation will be the dominant driver of bushfire behaviour in the grasslands around the Study Area.

4.2 Likely landscape bushfire scenarios

The extent of grasslands means a larger grassfire can approach the Study Area, most likely under the influence of a north-westerly wind and/or a south-westerly wind on the wind change typical in Victoria's bushfire weather. Grassfires may start in any location.

Figure 4C provides a generalised understanding of how bushfire threatens settlements.

See **Figure 4C: Generalised understanding of how bushfire threatens settlements**

4.3 Low fuel areas

An assessment has been made of the location and access to places that are lower fuel where human life can be better protected from the harmful effects of bushfire. Low fuel areas can provide protection by enabling people to move away from bushfire hazards if they need to.

c13.02-15 Bushfire Planning defines low fuel places as BAL:Low. BAL:Low places are where hazardous vegetation is more than 100m away (50m for grasslands). Hazardous vegetation for the purpose of BAL:Low is defined as vegetation that cannot be excluded under 2.2.3.2 of *Australian Standard AS3959:2018 Construction of buildings in bushfire-prone areas* (Standards Australia).

In BAL:Low places, people sheltering in the open air will not be exposed to flame contact and the highest levels of radiant heat from a moving bushfire, although radiant heat from some hazards may still be life threatening. BAL:Low places may also be subject to localised fires, which could include gardens and structures on fire. BAL:Low places do not consider ember attack, which may arise in these areas.

BAL:Low places are present in most parts of the existing settlement where more than 50m away from grasslands. For the Study Area, the land not included in a Bushfire Prone Area is a credible estimate of land that is capable of being assessed as BAL:Low. It provides a reliable assessment of low-fuel land in Miners Rest.

See **Figure 4B for indicative locations of low fuel areas and BAL:Low capable areas**

4.4 Landscape types

Based on the likely bushfire scenarios, the potential for neighbourhood scale destruction and the availability and access to low fuel areas, landscape types can be applied. The identified landscape types are necessarily strategic and are not intended to be scaled to apply to individual properties.

Landscape type 1 is assessed for the Study Area. Landscape type 1 is described by DELWP (2017) as follows:

- *There is little vegetation beyond 150 metres of the site (except grasslands and low-threat vegetation)*
- *Extreme bushfire behaviour is not possible*
- *The type and extent of vegetation is unlikely to result in neighbourhood scale destruction of property*
- *Immediate access is available to a place that provides shelter from bushfire (usually capable of being provided within a site or development proposal).*

Landscape type 1 positions the Study Area at the lowest end of landscape risk on the spectrum of risk in Victoria using the landscape type typology.

FIGURE 4A: OVERVIEW OF LANDSCAPE TYPES

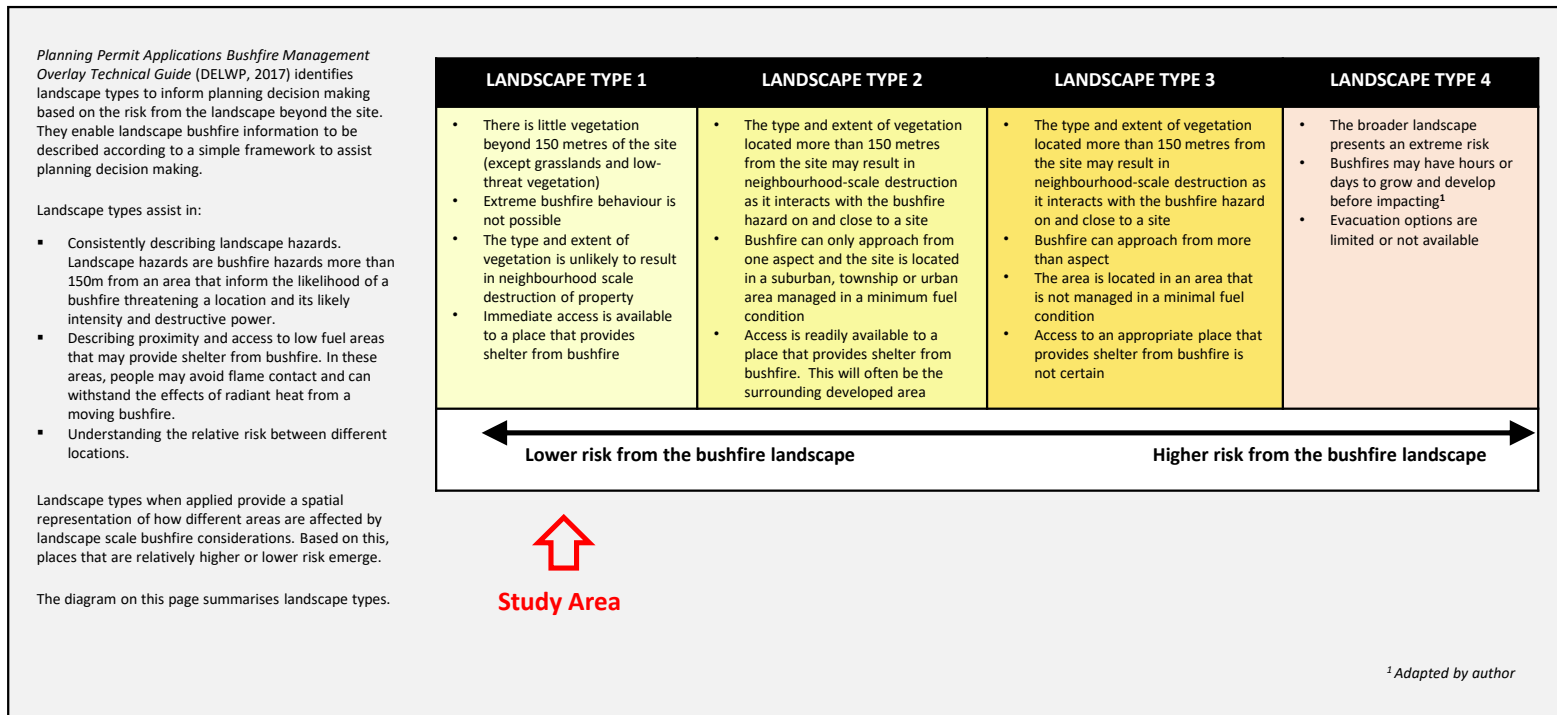


FIGURE 4B: LANDSCAPE BUSHFIRE ANALYSIS

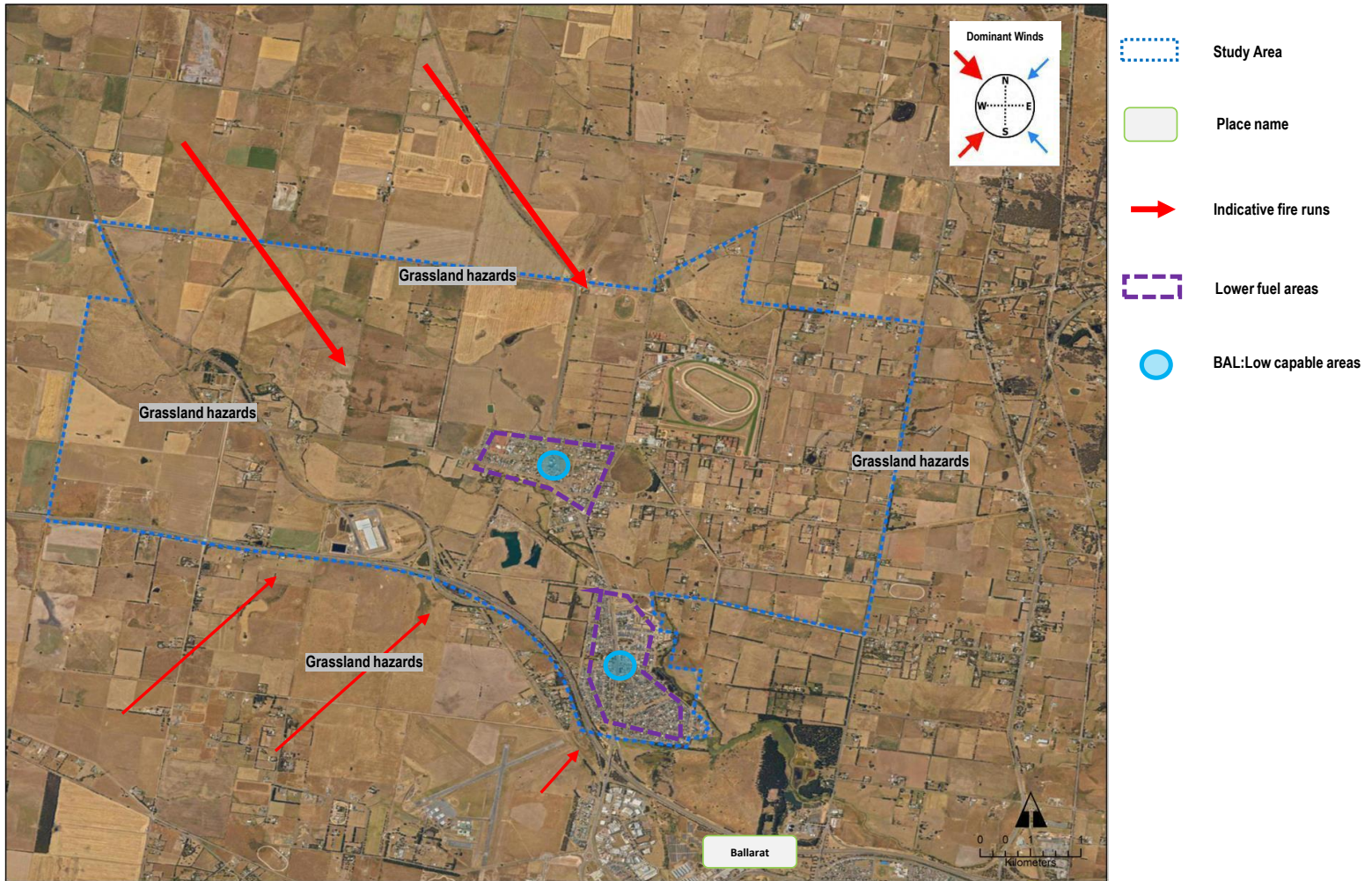
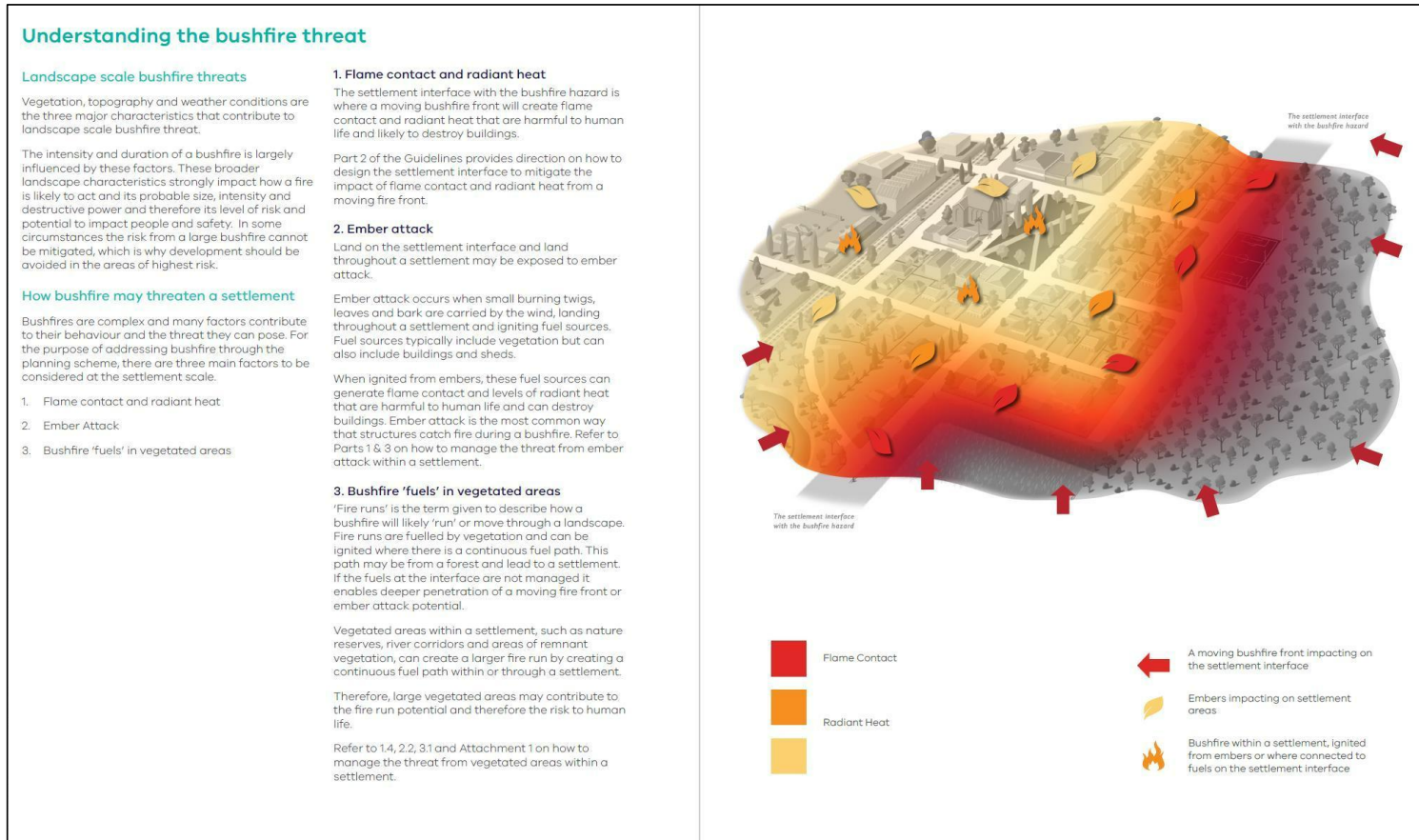


FIGURE 4C: GENERALISED UNDERSTANDING OF HOW BUSHFIRE THREATENS SETTLEMENTS (DELWP 2020)



5. Exposure to bushfire at the neighbourhood and local scale (12.5kw/sq.m of radiant heat)

Exposure to bushfire at the neighbourhood and local scale assesses the level of radiant heat likely to arise from hazardous vegetation within and in close proximity (150m) to a proposal. Considering exposure to bushfire enables new development to be separated from hazardous vegetation so that radiant heat of less than 12.5kw/sq.m arises, as required by *c13.02-1S Bushfire Planning* for new development enabled by a planning scheme amendment.

This section enables key strategies in *c13.02 Bushfire Planning* to be considered. These strategies include the following:

Site based exposure

- *Not approving any strategic planning document, local planning policy, or planning scheme amendment that will result in the introduction or intensification of development in an area that has, or will on completion have, more than a BAL-12.5 rating under AS3959-2018.*
- *Directing population growth and development to low risk locations, being those locations assessed as having a radiant heat flux of less than 12.5 kilowatts/square metre under AS3959-2018 Construction of buildings in bushfire-prone areas (Standards Australia).*

5.1 Methodology to determine exposure to bushfire

The methodology for a bushfire hazard site assessment as described in *Planning Permit Applications Bushfire Management Overlay Technical Guide* (DELWP 2017) and *AS3959-2018 Construction of buildings in bushfire-prone areas* (Standards Australia) informs the assessment. Key assumptions include a Fire Danger Rating of 100 and a flame temperature of 1080°C.

The hazard assessment is described on the following worksheet and diagram.

See **Figure 5A: Indicative site assessment diagram prepared at the settlement scale**

Hazard identification

Hazardous vegetation was identified within and around (150m) the study area using expert judgment based on field work and aerial photography. EVC's and tree cover data sets were also reviewed.

Ecological vegetation classes (EVCs) include:

- Healthy Dry Forest
- Plains Grassy Wetland
- Plains Grassy Woodland
- Plains Sedgy Wetland
- Riparian Woodland

See **Figure 5C: Ecological vegetation classes**

Low-threat vegetation as described in *AS3959-2018 Construction of buildings in bushfire-prone areas* (Standards Australia) was excluded as it is not considered hazardous.

Slope under hazardous vegetation was assessed using the 10m contour, having regard to topographical information. Slope under hazardous vegetation informs how fast a bushfire may travel.

See **Figure 5C: Slope based on a 10m contour**

See **Figure 5D: Elevation based on 10m contour**

5.2 Planning scheme required bushfire setbacks

Setbacks from hazardous vegetation for developed enabled by a planning scheme amendment must meet Column A in Table 2, *c53.02-3 Bushfire Planning*. These setbacks provide for exposure a radiant heat flux of less than 12.5 kilowatts/square metre, as required by *c13.02-1S Bushfire Planning*.

5.3 Land exposed to a radiant heat flux of less than 12.5kw/sq.m

Satisfying the planning scheme exposure requirement in the Study Area means development enabled by the Township Plan must be setback from bushfire hazards (grasslands) as follows:

- **19m**, based on a slope of flat / upslope.
- **22m**, based on downslope of 0-5 degrees.
- **25m**, based on a downslope of 5-10 degrees.

The difference between assessed slopes used in determining exposure is limited (for example, setbacks may vary by up to 6m). The potential for variation necessitates a bushfire hazard site assessment being prepared for individual development proposals.

These setbacks are highly achievable in the grassland setting that dominates the Study Area.

Where forest / woodland is assessed, this is for completeness. They are more than 1km from the Study Area and they are immaterial to the exposure at the neighbourhood and local scale.

FIGURE 5A: INDICATIVE SITE ASSESSMENT DIAGRAM PREPARED AT THE SETTLEMENT SCALE



Not to scale, written dimensions apply

FIGURE 5B: ECOLOGICAL VEGETATION CLASSES



FIGURE 5C: ELEVATION BASED ON 10m CONTOUR

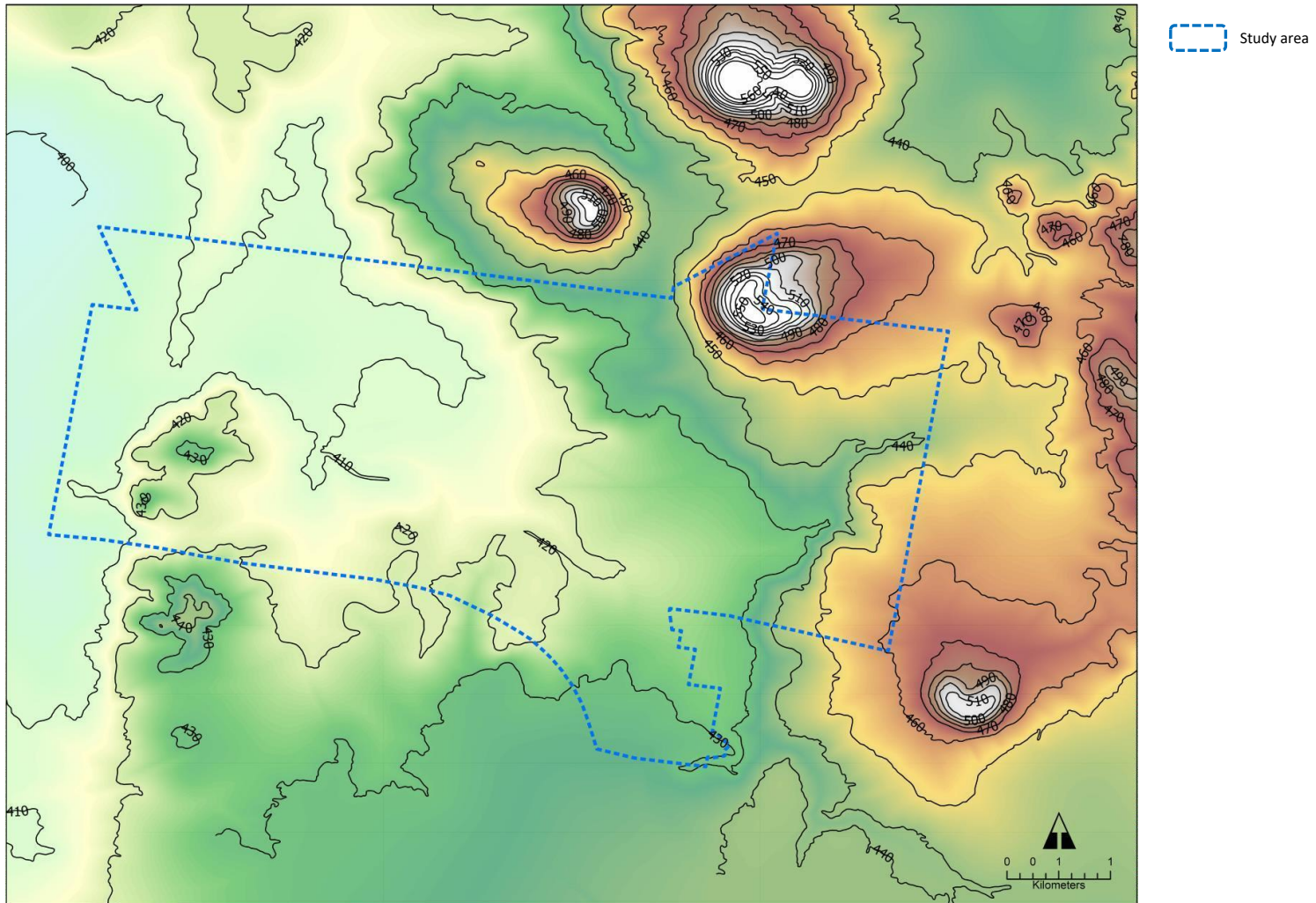
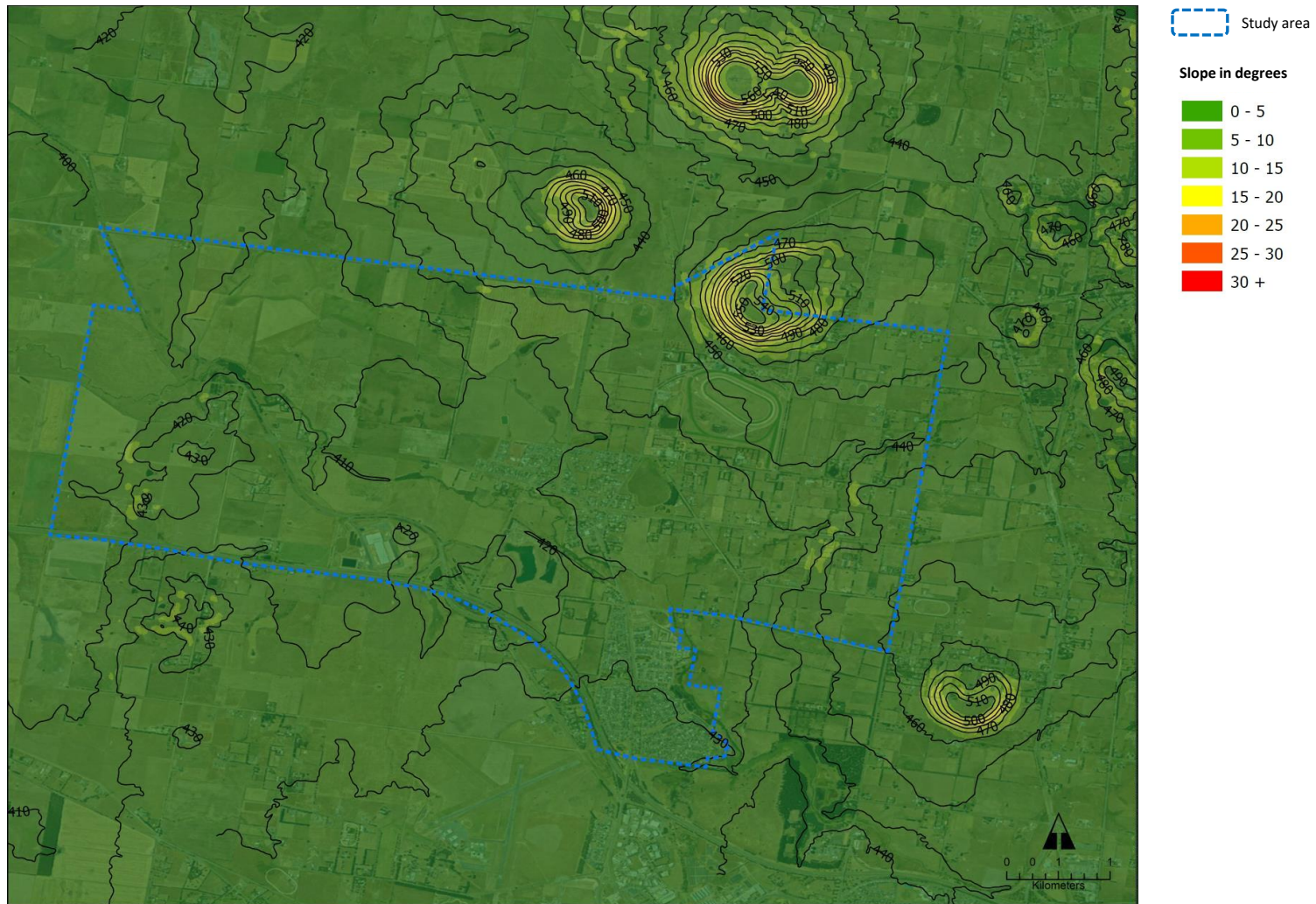


FIGURE 5D : SLOPE BASED IN A 10M CONTOUR



6. Assessment against *c13.02-1S Bushfire Planning* and other bushfire provisions

This report has considered the bushfire context of the study area, the landscape hazard, the availability of low fuel areas and whether there are locations that could satisfy the *c13.02 Bushfire Planning* exposure requirement.

6.1 *c13.02-1S Bushfire Planning*

6.1.1 Landscape bushfire considerations

c13.02-1S Bushfire Planning requires a tiered approach to assessing the hazard:

- *Considering and assessing the bushfire hazard on the basis of [...] landscape conditions - meaning the conditions in the landscape within 20 kilometres and potentially up to 75 kilometres from a site.*
- *Assessing and addressing the bushfire hazard posed to the settlement and the likely bushfire behaviour it will produce at a landscape, settlement, local, neighbourhood and site scale, including the potential for neighbourhood-scale destruction.*

The bushfire hazard landscape assessment has considered the bushfire hazard at the strategic and landscape scales as required by these policies.

The residual risk at the landscape scale is from grassfire. Grassfire is likely to arise from the north-west, west and south-west of the subject site under dominant bushfire weather in Victoria.

Mitigating the landscape impact of grassfire is highly achievable through the separation of development from unmanaged grasslands and the planning of development to be low-fuel, preventing grassfire from penetrating urban areas and providing the ability for people to move away from the hazard interface.

The identified landscape type is Landscape type 1. Landscape type 1 positions the Study Area at the lowest end of landscape risk on the spectrum of risk in Victoria using the landscape type typology. Due to the lack of non-grassland landscape scale hazards, the potential for extreme bushfire behaviour is limited.

Based on the landscape assessment undertaken, it is concluded that development within the Study Area is consistent with landscape-scale bushfire considerations.

6.1.2 Alternative locations for development

c13.02-1S Bushfire Planning includes two strategies that seek to direct new development:

- *Give priority to the protection of human life by [...] directing population growth and development to low risk locations[.]*
- *Assessing alternative low risk locations for settlement growth on a regional, municipal, settlement, local and neighbourhood basis.*

The residual risk is from grassfires. This is a routine risk area in Victoria and is where most new growth is directed to, including for example Ballarat and Melbourne's growth areas. There is no relative risk benefit in directing development away from the Study Area based on the grassland risk.

The relative risk is better understood through landscape types, with the Study Area assessed as Landscape type 1, the lowest landscape type using the DELWP methodology.

The Study Area is a preferred location for development, consistent with other settlements in grassland areas and where significant new development is being directed under various planning schemes.

6.1.3 Availability of safe areas

c13.02-1S Bushfire Planning requires a location in easy reach that provides absolute protection for life from the harmful effects of bushfire:

- *Ensuring the availability of, and safe access to, areas assessed as a BAL-LOW rating under AS3959-2018 Construction of buildings in bushfire-prone areas (Standards Australia) where human life can be better protected from the effects of bushfire.*
- *Directing population growth and development to low risk locations and ensuring the availability of, and safe access to, areas where human life can be better protected from the effects of bushfire.*

BAL:Low areas in proximity to the subject site exist in the existing settlement of Miners Rest. It will be important as development moves outside of existing low fuel areas that new low fuel areas are created as part of new development. This is highly achievable in the grassland setting. It is essential that this outcome be given effect to in the planning scheme.

Recommendations later in this report outline how this can be achieved.

6.1.4 Site based exposure

c13.02-1S Bushfire Planning provides directions for planning authorities about the level of acceptable exposure for new development enabled by a planning scheme amendment:

- *Not approving any strategic planning document, local planning policy, or planning scheme amendment that will result in the introduction or intensification of development in an area that has, or will on completion have, more than a BAL-12.5 rating under AS3959-2018.*
- *Directing population growth and development to low risk locations, being those locations assessed as having a radiant heat flux of less than 12.5 kilowatts/square metre under AS3959-2018 Construction of buildings in bushfire-prone areas (Standards Australia).*

The assessment of site based exposure prepared as part of this report confirms that development can be set back from bushfire hazards to achieve a radiant heat flux of less than 12.5kw/sq.m in completed development. Based on this, exposure of future development would be consistent with *c13.02-1S Bushfire Planning*.

6.1.5 Areas of high biodiversity conservation value

c13.02-1S Bushfire Planning provides directions on situations where bushfire and high biodiversity conservation values correlate:

- *Ensure settlement growth and development approvals can implement bushfire protection measures without unacceptable biodiversity impacts by discouraging settlement growth and development in bushfire affected areas that are of high biodiversity conservation value.*

It is beyond the scope of this report to assess the biodiversity conservation value of vegetation that may need to be removed or managed as a result of bushfire requirements. However, given the lack of vegetation on the subject site, it is reasonable to assume that development can accommodate bushfire protection measures.

6.1.6 No increase in risk

c13.02-1S Bushfire Planning provides an overall view of acceptable risk:

- *Ensuring the bushfire risk to existing and future residents, property and community infrastructure will not increase as a result of future land use and development.*
- *Achieving no net increase in risk to existing and future residents, property and community infrastructure, through the implementation of bushfire protection measures and where possible reduce bushfire risk overall.*

The proposal is consistent with the bushfire policies and directions contained in the planning scheme. There is no planning scheme bushfire factor that would warrant new development being directed away from the Study Area. The risk from grassfire can be managed in accordance with standard planning scheme responses to bushfire hazards.

6.2 c13.02 Use and development control in a bushfire prone area

Planning consideration is required under the *c13.02-1S Use and development control in a bushfire prone area* for the proposal. The use and development control requires that when assessing a planning permit application:

- *Consider the risk of bushfire to people, property and community infrastructure.*
- *Require the implementation of appropriate bushfire protection measures to address the identified bushfire risk.*
- *Ensure new development can implement bushfire protection measures without unacceptable biodiversity impacts.*

The Use and development control in a bushfire area will apply to future planning applications to subdivide the land into more than 10 lots and a range of development types. This provides a planning scheme mechanism to ensure future development fully considers bushfire at the planning application stage.

The following mitigation is recommended for new growth and development if they are enabled by the Township Plan or the planning scheme amendment:

- Requiring future development to achieve the *c13.02-1S Bushfire Planning* exposure requirement.
- Where development would create lot sizes for Accommodation that are larger than 1,200sq.m, *c53.02 Bushfire, Table 6 Vegetation management requirements* should be applied. This will provide for a low fuel outcome and not enable hazards to increase over time. Other bespoke approaches to hazard management in areas with larger lots can be investigated and determined at subsequent stages and to the satisfaction of the relevant fire authority.

New lots for Accommodation smaller than 1,200sq.m mostly avoid hazards being introduced due to the lot size itself. Larger lots for industrial development tend to have high site coverages and managed gardens, mostly avoiding the need for vegetation management requirements. These tend to not need on-going management requirements to achieve low or lower fuel outcomes.

- Perimeter roads be provided on grassland interfaces / permanent hazard edges. This includes in development with larger lot sizes and industrial development.

This outcome is now typical in grassland areas, including in Ballarat's and Melbourne's growth areas and arising from precinct structure plans and CFA requirements. It will support preventing a moving grassfire from entering developed areas.

6.3 Conclusion

The Township Plan is consistent with the bushfire policies and directions contained in the planning scheme. There is no planning scheme bushfire factor that would warrant the Township Plan directions not proceeding. More specifically, the proposal has considered and complies with:

- *c13.02-1S Bushfire Planning*.
- *c13..02-1S Use and development control in a bushfire prone are*.

6.4 Taking forward the recommendations in this report

The Township Plan is orientated to better managing existing development. This is reflected in the township boundary not changing. Changes within the existing township boundary where enabled by the Township Plan do not require any specific bushfire mitigation to be included as part of a planning scheme amendment. These areas are low fuel and are optimised for (re)development consistent with bushfire policies, in any event.

More specifically, the proposal to rezone land from the General Residential Zone to the Neighbourhood Residential Zone within the existing settlement boundary has no bushfire implications, including the proposed c54 & c55 variations.

Some elements of the Township Plan look ahead to further planning activities, including:

- Quarry, which is identified as a future potential growth area subject to further analysis.
- Northern growth area boundary, which is subject to a separate planning process but the Township Plan does not preclude urban growth within this part of the Study Area.
- Land in the Farming Zone east of the existing settlement areas, which are shown as subject to review of planning controls.

The Planning Authority can consider what the effect of the above policies are, in terms of whether bushfire mitigation needs to be included into the planning scheme at this time. The recommendations in this report and summarised in Section 7 only practically apply to any new growth outside of existing settlement areas.

Based on the information provided, the Township Plan does not in our opinion enable the above to occur, it simply looks ahead to places which may be subject to further analysis. On this basis, the recommendations in this report could be considered concurrently with those further investigations.

7. Recommendations

Based on the assessments contained in this report, there are no specific recommendations to be accommodated in a planning scheme amendment where the Planning Authority considers the Township Plan and planning scheme amendment does not enable new development. However, the proposal local policy could include a general strategy in support of bushfire pending further work being progressed.

Alternatively, if the Planning Authority considers that the Township Plan enables development not otherwise permitted by the planning scheme, especially outside of the 'extent of existing zoned land' shown on Figure 13 of the Township Plan, then the following recommendations can be included into the planning scheme amendment:

Recommendation 1: Interfaces with a bushfire hazard

Development enabled by the Township Plan, including land rezoned because of it, will be required to be set back from assessed hazards for a distance no less than that required to ensure exposure is less than 12.5kw of radiant heat. This equates to Column A in Table 2 to c53.02 *Bushfire* in the planning scheme. Constructed (perimeter) roads can be used as part of the above setbacks.

Recommendation 2: Vegetation in completed development

c53.02 *Bushfire Planning*, Table 6 *Vegetation management requirements* should be applied to all lots for Accommodation which are more than 1,200sq.m. Alternative hazard management approaches can be developed to the satisfaction of the relevant fire authority in conjunction with future planning.

Notes:

As a result of Recommendations 1 and 2, the Township Plan can demonstrate that development is exposed to less than 12.5kw/sq.m of radiant heat and a construction standard of no more than BAL:12.5 will arise.

Bushfire vegetation management requirements are shown on Figure 7B.

Recommendation 3: Perimeter roads

Development for urban growth should be separated from permanent hazards by perimeter roads on permanent grassland interfaces.

Note:

Hazard interface treatments are indicatively shown on Figure 7A.

Recommendation 4: Planning scheme controls

The recommendations in this report should form part of the planning scheme through local planning scheme content.

FIGURE 7A: EXPECTED INDICATIVE TREATMENT ON HAZARD INTERFACES: GRASSLAND HAZARDS

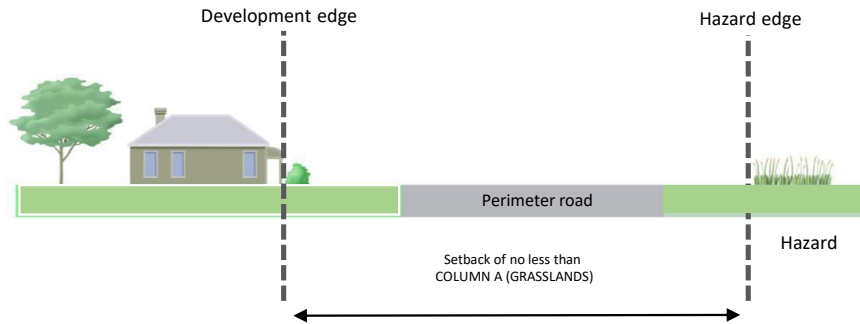


FIGURE 7B: TABLE 6, c53.02 BUSHFIRE PLANNING BUSHFIRE VEGETATION MANAGEMENT STANDARDS (DEFENDABLE SPACE)

- Grass must be short cropped and maintained during the declared fire danger period.
- All leaves and vegetation debris must be removed at regular intervals during the declared fire danger period.
- Within 10 metres of a building, flammable objects must not be located close to the vulnerable parts of the building.
- Plants greater than 10 centimetres in height must not be placed within 3 metres of a window or glass feature of the building.
- Shrubs must not be located under the canopy of trees.
- Individual and clumps of shrubs must not exceed 5 sq. metres in area and must be separated by at least 5 metres.
- Trees must not overhang or touch any elements of the building.
- The canopy of trees must be separated by at least 5 metres.
- There must be a clearance of at least 2 metres between the lowest tree branches and ground level.

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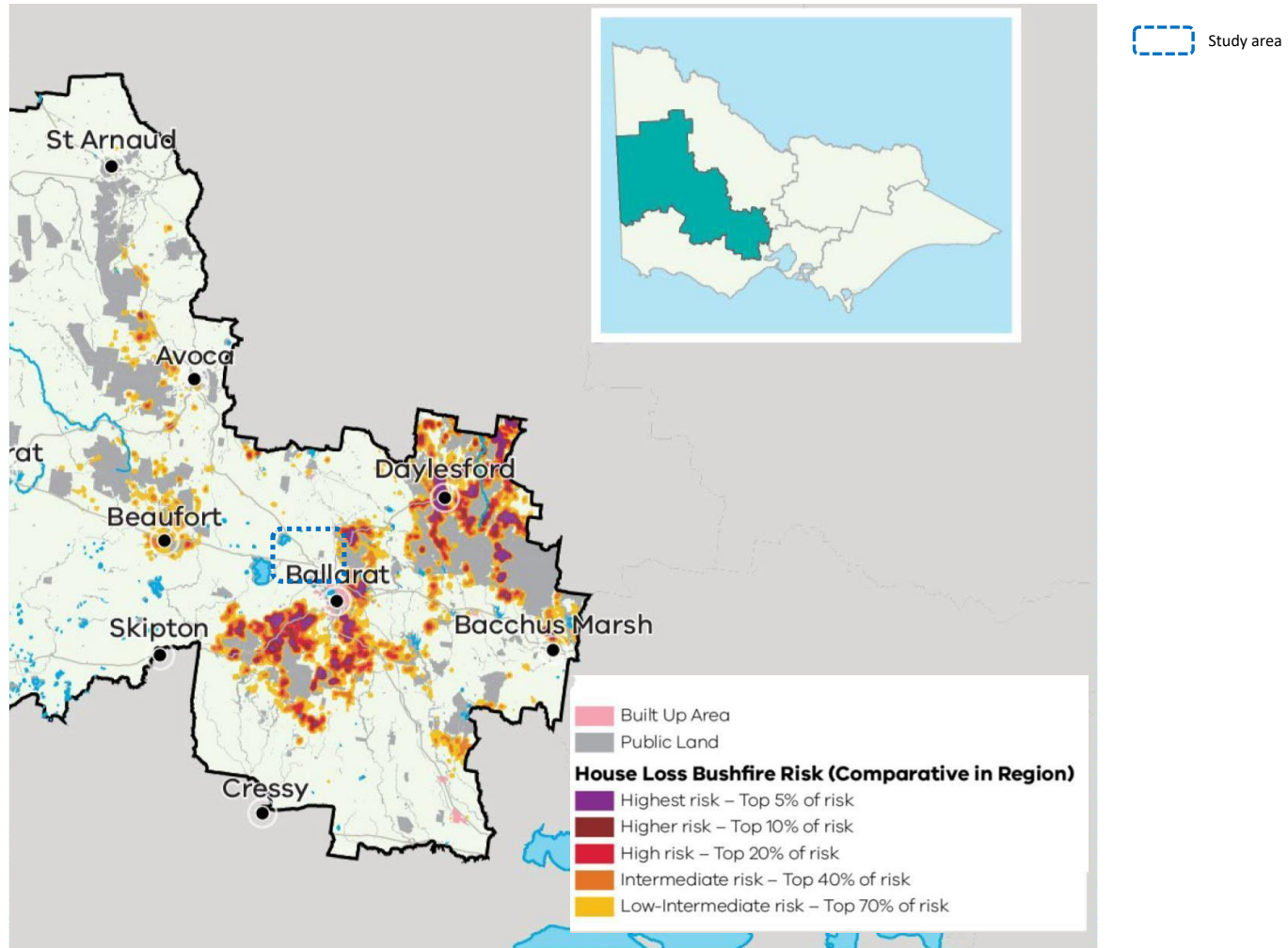
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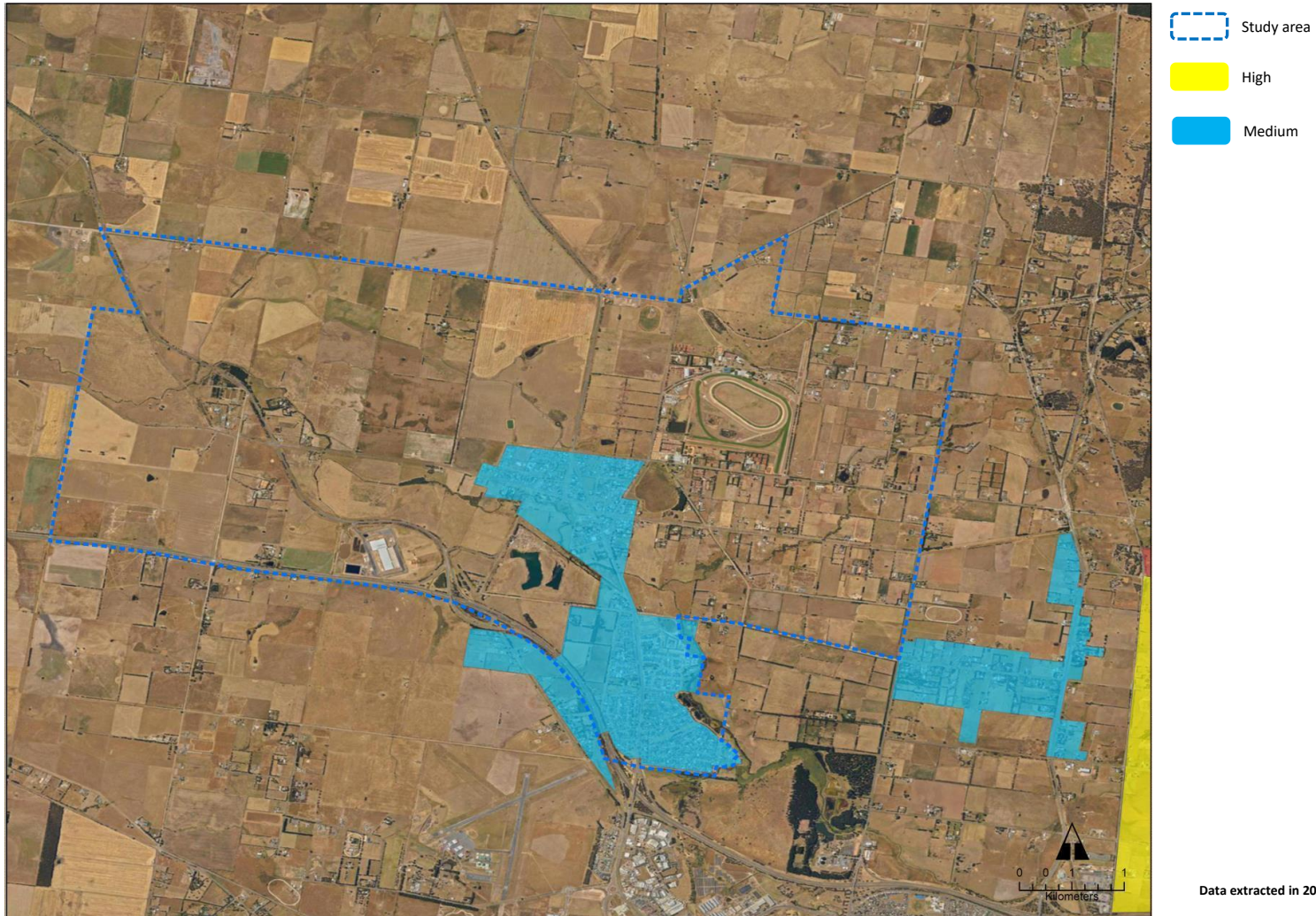
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Attachment 1: Bushfire Contextual Information

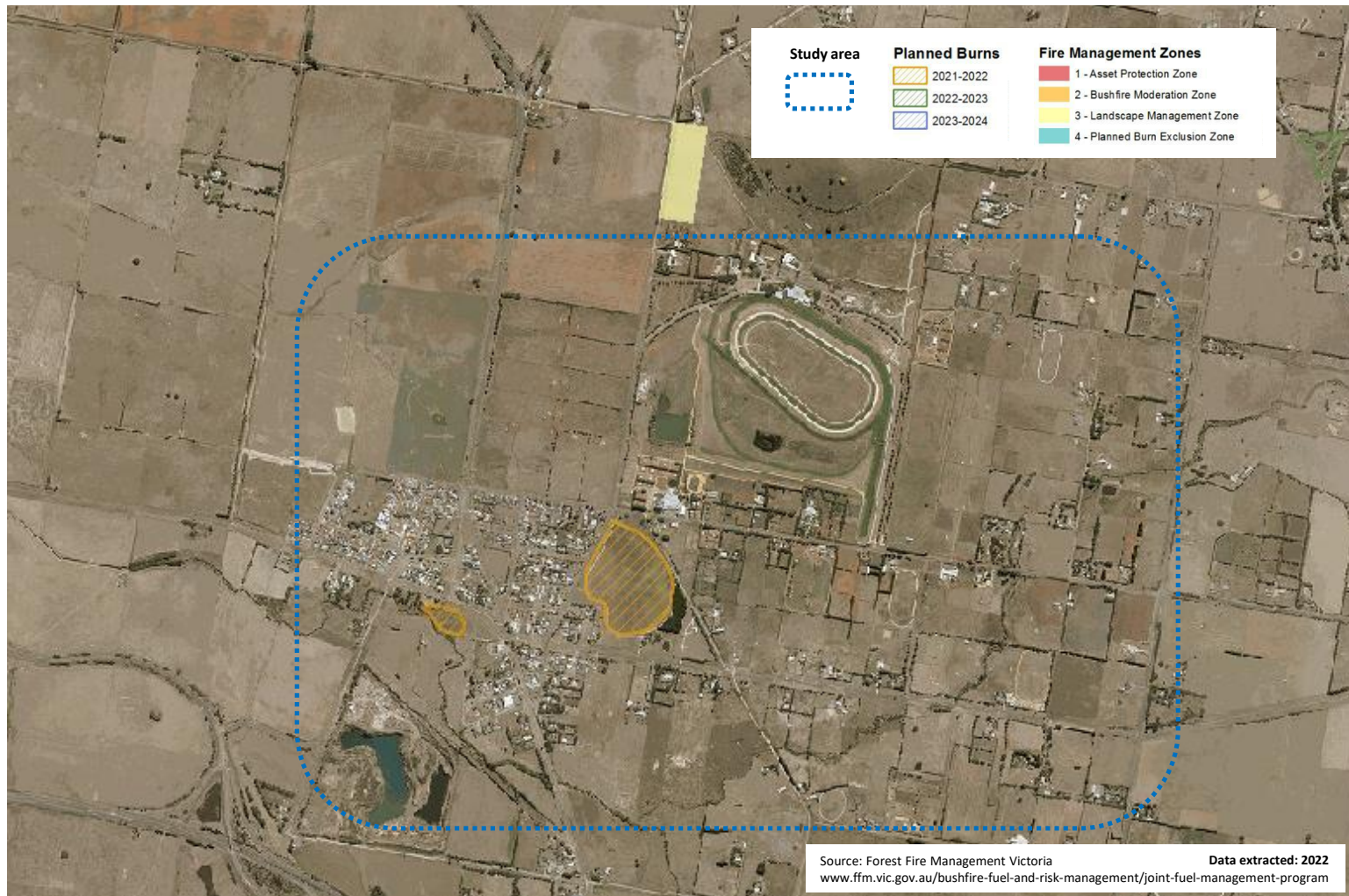
ATTACHMENT 1 FIGURE A: MODELLED HOUSE LOSS BUSHFIRE RISK (ADAPTED FROM DELWP 2020)



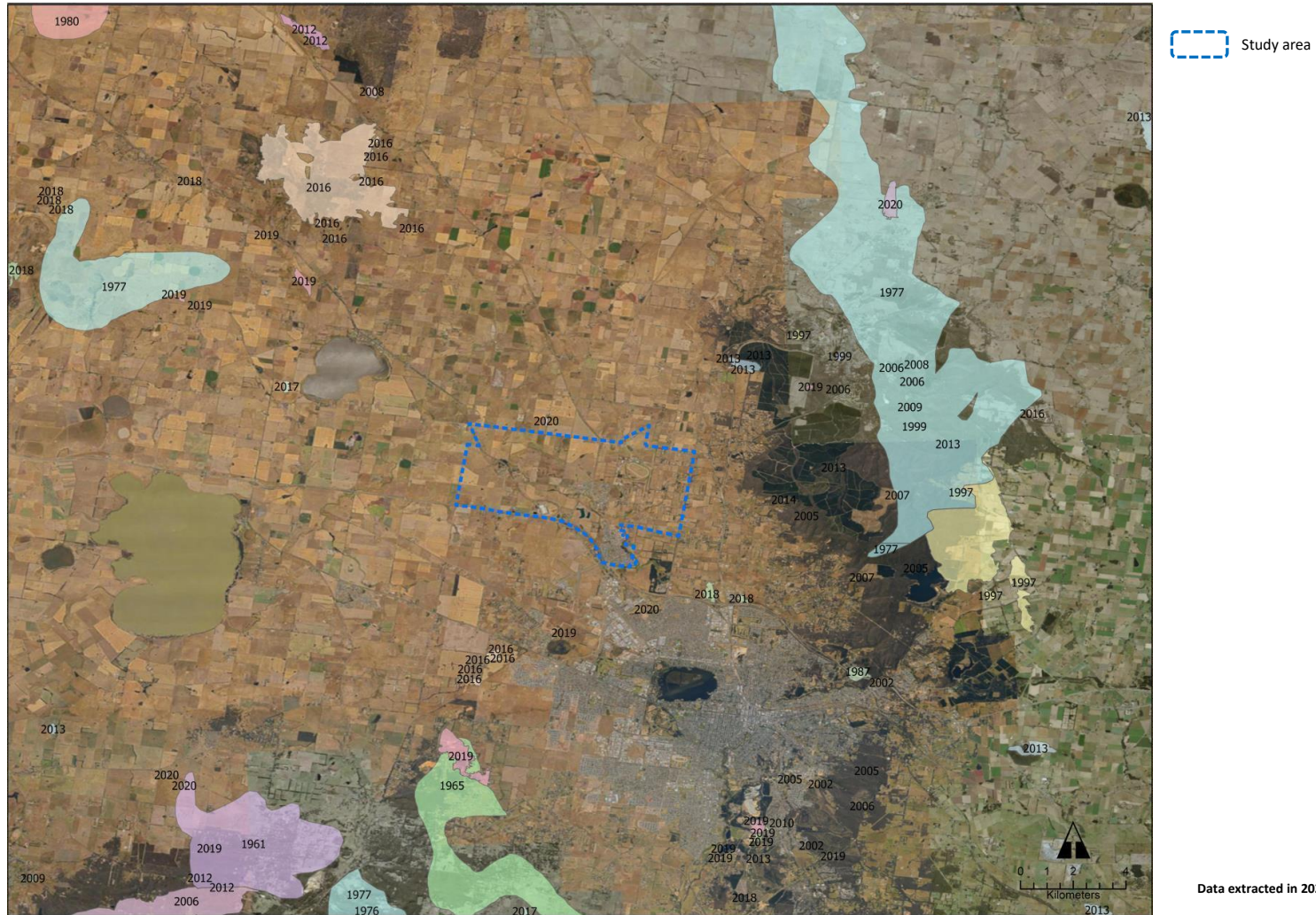
ATTACHMENT 1 FIGURE B: VICTORIAN FIRE RISK REGISTER HUMAN SETTLEMENT



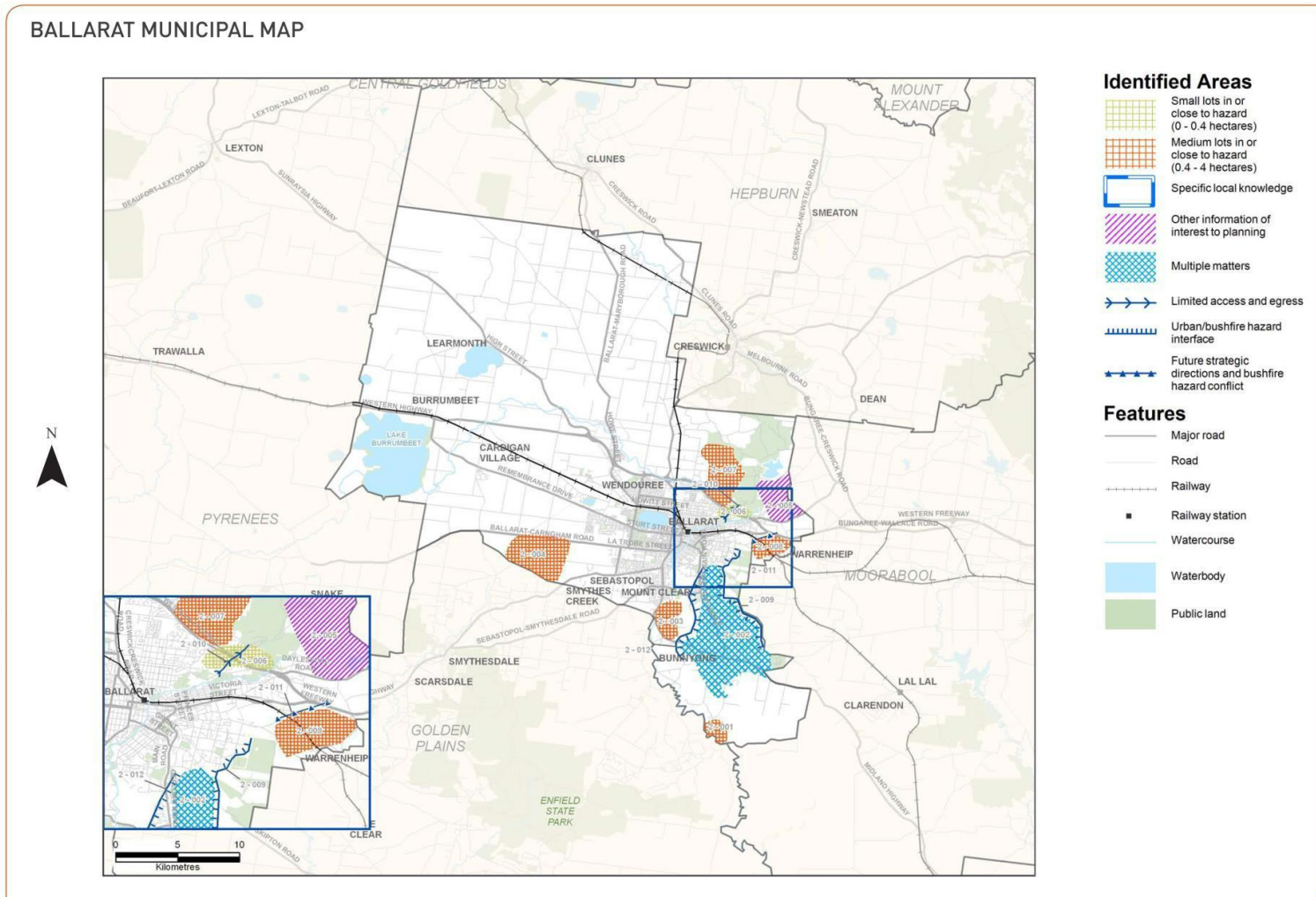
ATTACHMENT 1 FIGURE C: JOINT FUEL MANAGEMENT PLAN



ATTACHMENT 1 FIGURE D: BUSHFIRE HISTORY



ATTACHMENT 1 FIGURE E: REGIONAL BUSHFIRE PLANNING ASSESSMENT GRAMPAINS (DPCD)



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Miners Rest Community Infrastructure Assessment

Final Report

June 2018

Prepared for Hansen Partnership

by ASR Research Pty Ltd

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*Miners Rest Community Infrastructure Assessment***Final Report**

Table of Contents

1	Introduction	4
1.1	Background.....	4
1.2	Project Objectives.....	4
1.3	Miners Rest Study Area & Township Boundary	5
1.4	2013 Review of the Ballarat Social Infrastructure Plan (2009)	7
1.5	Making Miners Rest Township Empowerment Program	8
1.6	Other Council Strategic Documents	8
2	Miners Rest Demographic Profile & Community Infrastructure Audit	9
2.1	Miners Rest-Mitchell Park Demographic Profile	9
2.2	Current Projected Population Change for Miners Rest	10
2.3	Existing Community Infrastructure within Miners Rest	12
3	Summary of Consultation with Council Officers and External Stakeholders	16
3.1	Overview	16
3.2	Improving the Shared Pedestrian and Bicycle Network	16
3.3	Ongoing Development of Miners Rest Community Park	16
3.4	Provision of Active Open Space	17
3.5	Ongoing Development of the Miners Rest Heritage Trail	17
3.6	Future Expansion of Miners Rest Primary School	18
3.7	Upgrade of Miners Rest Kindergarten	20
4	Future Community Infrastructure Demand & Supply Estimates	21
4.1	Development & Population Assumptions	21
4.2	Community Infrastructure Provision Measures and Standards.....	21
4.3	The Limitations of Community Infrastructure Standards	25
4.4	Miners Rest Structure Plan Community Infrastructure Assessment	25
5	Summary of Community Infrastructure Findings and Recommendations	33
5.1	Open, Trails & Cultural Interpretation.....	33
5.2	Recreation	33
5.3	Early Years Services	34
5.4	Neighbourhood Houses.....	34
5.5	Community Meeting Spaces and Community Centres	34
5.6	Library Services.....	35
5.7	Health	35
5.8	Education.....	35
5.9	Residential Aged Care.....	37
	Appendices	38
	Appendix 1 – Community Infrastructure Demand & Supply Estimates for Miners Rest Structure Plan	39
	Appendix 2 – Community Infrastructure Audit Maps	48

*Miners Rest Community Infrastructure Assessment***Final Report****List of Tables**

Table 1 – Miners Rest Demographic Characteristics Compared to City of Ballarat & Victoria	9
Table 2 - Miners Rest – Mitchell Park Population & Dwelling Forecasts: 2016 to 2036	10
Table 3 – Miners Rest / Miners Rest Age Cohort Specific Population Projections: 2016 to 2036.....	11
Table 4 – Summary of Key Community Infrastructure Provision Measure Assumptions and their Source	22
Table 5 - Miners Rest Structure Plan Community Infrastructure Assessment	26

List of Figures

Figure 1 - Location Context	5
Figure 2 - Miners Rest Study Area.....	6
Figure 3- Existing Community Infrastructure in Miners Rest	13
Figure 4 - Miners Rest Main Community Infrastructure Hub: Northern Section	14
Figure 5 - Miners Rest Community Infrastructure: Southern Section (Macarthur Park estate).....	15
Figure 6 - New Miners Rest Community Park Shelter & BBQ	17
Figure 7 - Miners Rest Heritage Trail	18
Figure 8 - Actual and Projected Enrolments for Miners Rest Primary School.....	19
Figure 9 - Aerial View of land adjacent to Miners Rest Primary School.....	20
Figure 10 - Kindergartens & Maternal & Child Health Centres	49
Figure 11 - Library, Arts & Cultural Facilities.....	50
Figure 12 - Education Facilities	51
Figure 13 - Higher Education Facilities.....	52
Figure 14 - Indoor Recreation & Aquatic Facilities.....	53
Figure 15 - Recreation Facilities	54
Figure 16 - Residential Aged Care & Facilities for Older Persons.....	55
Figure 17 - Ballarat Community Halls.....	56
Figure 18 - Primary & Acute Health Services	57
Figure 19 - Police & Emergency Services	58

*Miners Rest Community Infrastructure Assessment***Final Report**

1 Introduction

1.1 Background

The City of Ballarat is partnering with the Miners Rest community to deliver The Miners Rest Plan: Our Township Towards 2040. Miners Rest is one of six local townships participating in the City of Ballarat's Local Plans for our Townships Program.

The plan will:

- Give the community a collective long-term vision and action plan;
- Help community groups and Council make a strong case when applying for grants or lobbying for funding;
- Give the City of Ballarat and Miners Rest community an in-depth understanding of the availability of, and need for, local services and infrastructure;
- Assist the City of Ballarat prioritise its investment in Miners Rest and across the City;
- Include actions the community can deliver itself;
- Assist the Miners Rest community and City of Ballarat to manage change; and
- Provide the City of Ballarat with a detailed understanding of local planning issues that are important to the community and establish a direction to guide these challenges.

1.2 Project Objectives

ASR Research, working as sub-consultants to Hansen Partnerships, were engaged by the City of Ballarat to assist it with the preparation of the Miners Rest Structure Plan. ASR Research's primary role was to undertake a community infrastructure assessment to help inform the preparation of the Structure Plan.

The specific objectives of the community infrastructure assessment were to:

- Identify existing community infrastructure gaps, issues and priorities;
- Assess the impact of population forecasts for both locations on existing and future community infrastructure.
- Assess the need for the potential reconfiguration of existing community infrastructure and / or additional community infrastructure to address current and future needs.
- Identify other community infrastructure opportunities that may require further investigation with the local community.

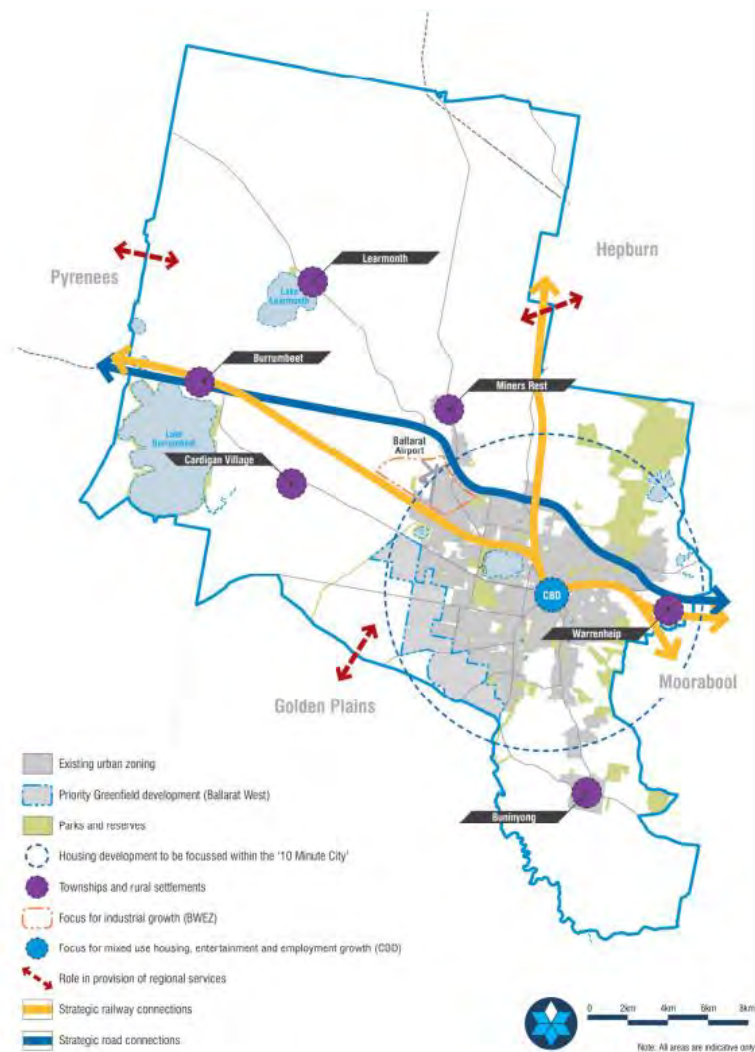
Miners Rest Community Infrastructure Assessment

Final Report

1.3 Miners Rest Study Area & Township Boundary

As shown in Figure 1 below, Miners Rest is located centrally within the City of Ballarat, just north west of the Ballarat urban area. Figure 1 is the Strategic Framework Plan contained within the Ballarat Planning Scheme. It defines Miners Rest as one of the municipality’s six “Townships and rural settlements”.

Figure 1 - Location Context



Source: Ballarat Planning Scheme, Strategic Framework Plan (Clause 22.01 – Municipal Overview)

Miners Rest Community Infrastructure Assessment

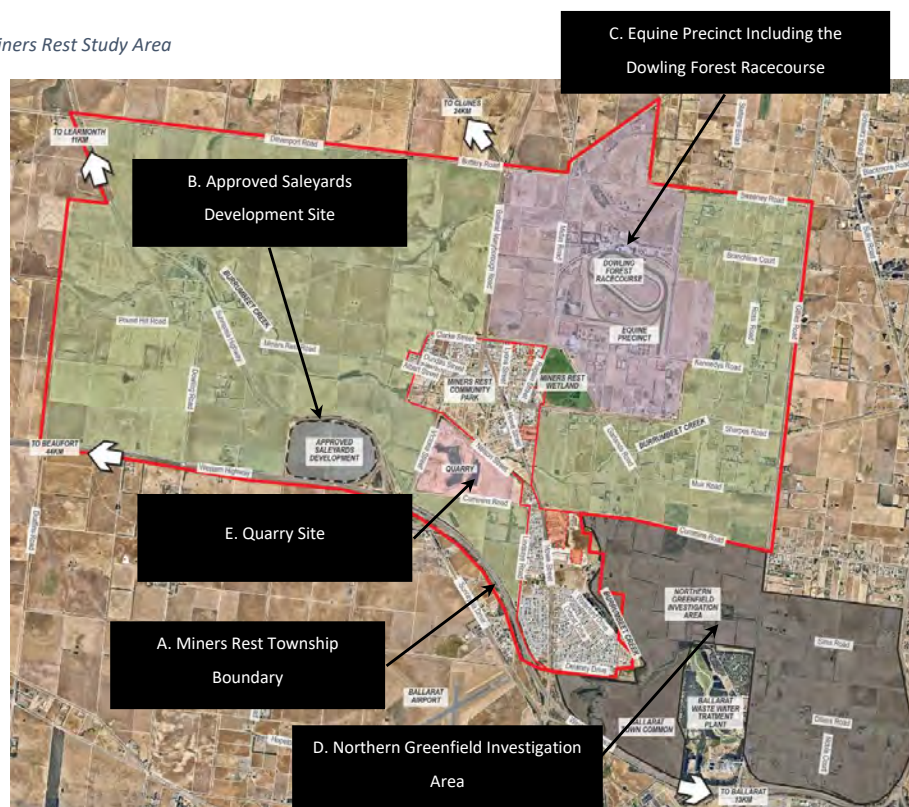
Final Report

Figure 2 below shows the Miners Rest study area in more detail. The study area is generally bound by:

- Draffins Road and the Sunraysia Highway to the west;
- The Western Highway to the south;
- Gillies Road to the east; and
- Davenport Road, Buttery Road and Sweeny Road to the north.

The existing residential population of the study area lives largely within the Miners Rest Township boundary (shown as “A” on the map) which can be broadly divided into the older northern half containing most of the services and facilities catering for the needs of Miners Rest, and a newer, predominantly residential land use to the south referred to as Macarthur Park. Other features within the study area are the recently approved saleyards development site west of the Township boundary (“B”), the equine precinct to the north east of the Township (“C”), the northern greenfield investigation area (“D”), and a large quarry site located on the Township’s western boundary (“E”).

Figure 2 - Miners Rest Study Area



*Miners Rest Community Infrastructure Assessment***Final Report**1.4 [2013 Review of the Ballarat Social Infrastructure Plan \(2009\)](#)

The following report references and builds on much of the information contained within the 2013 review of the 2009 **Ballarat Social Infrastructure Plan** (referred to in this report as the “2013 Ballarat SIP Review” report). The Plan is of particular significance to this assessment as it outlines a number of community infrastructure recommendations for the Miners Rest area which are reviewed in this report. The purpose of the Plan was to:

- Identify the City’s community facility needs over the next 20 years and at full development.
- Assess the capacity of existing infrastructure to satisfy these needs and identify what changes to existing infrastructure and additional facilities are required.
- Indicate where and when this infrastructure should be provided, with a particular emphasis on the infrastructure required to serve new and infill residential development areas.
- Develop a strategy which when implemented will ensure that Council's community infrastructure is relevant to community needs and available and accessible to a range of service providers, local groups and the broad community.

The Ballarat SIP Review report (2013) identified the following key strategic facility issues for the Miners Rest Area are:

Conclusions and Recommendations

- *Miners Rest has a limited range of community infrastructure – a hall, school, tennis courts and small park. This is to be expected given its small population and its close proximity to Wendouree which has a diverse range of local, district, municipal and sub-municipal infrastructure. However, recent residential development has increased the population of Miners Rest to a size where the provision of a preschool can be justified. A new preschool centre is being planned.*

Recommendations

- *Develop a 2 room, 44 place kindergarten in Miners Rest*
- *Construct an oval at Miners Rest (note: there is currently there is no sports clubs in Miners Rest)*
- *Undertake a review of the Miners Rest Hall in the context of a broader review of Council and non-Council halls/meeting spaces in Ballarat. The review should consider the following:*
 - *The age, condition, functionality, accessibility and level of use of the halls*
 - *The cost of upgrading the hall to a functional and compliant condition*
 - *The heritage significance of the halls*
 - *The involvement of the community in developing the halls*

*Miners Rest Community Infrastructure Assessment***Final Report**

- *Recent works that have been undertaken at the halls.*
- *Measures to optimise the use of community halls. (page 95)*

It should be noted that at the time this report was prepared (in 2013) the population of the Miners Rest–Mitchell Park small area was approximately 4,000 and projected to increase 6,200 at full development.

1.5 Making Miners Rest Township Empowerment Program

The Miners Rest Community Development Team (now no longer active), was formed from a community meeting, held on 30 May 2013. The MRCDT were the drivers and decision makers in the former Making Miners Rest Township Empowerment Program (now the Engaging Communities Program).

This team are committed to a number of current priority projects (some of which have been completed or are currently being implemented) including:

- Miners Rest Community Park (completed);
- Miners Rest Soldiers Memorial (completed);
- Miners Rest Wetlands;
- Miners Rest Community Park Playground (in progress); and
- Library Outreach Van.

1.6 Other Council Strategic Documents

A number of other Council strategic documents were reviewed as part of this assessment including:

- Ballarat Planning Scheme;
- City of Ballarat Council Plan 2017 – 2021;
- Today, Tomorrow, Together: The Ballarat Strategy Our Vision for 2040 (2013);
- The Ballarat Open Space Strategy (2008);
- The City of Ballarat Recreation Strategy (2014);
- The Ballarat Aquatic Strategy (2014); and
- Municipal Early Years Plan (MEYP) 2015-2018.

2 Miners Rest Demographic Profile & Community Infrastructure Audit

2.1 Miners Rest-Mitchell Park Demographic Profile

Based on the 2016 ABS Census of Population & Housing Table 1 below reveals that Miners Rest-Mitchell Park population characteristics compared to Ballarat and Regional Victoria:

- A significantly younger median age (33) compared to both Ballarat (38) and Regional Victoria (43);
- A much higher median weekly household income compared to both Ballarat and Regional Victoria;
- A much higher proportion of couples with children compared to both Ballarat and Regional Victoria;
- A much lower proportion of medium density housing stock compared to both Ballarat and Regional Victoria;
- A significantly higher proportion of households with a mortgage compared to both Ballarat and Regional Victoria;
- A much higher median weekly rent compared to both Ballarat and Regional Victoria;
- A much lower proportion of households renting compared to both Ballarat and Regional Victoria;
- A lower proportion of people born overseas compared to both Ballarat and Regional Victoria;
- A higher proportion of people with vocational qualifications compared to both Ballarat and Regional Victoria;
- A lower unemployment rate compared to both Ballarat and Regional Victoria; and
- A higher level of socio-economic advantage compared to both Ballarat and Regional Victoria.

Table 1 – Miners Rest Demographic Characteristics Compared to City of Ballarat & Victoria

2016 ABS Census Variable	Miners Rest - Mitchell Park	City of Ballarat	Regional VIC
Median Age	33	38	43
Median weekly household income	\$1,537	\$1,158	\$1,124
Couples with children	42%	26%	25%
Older couples without children	9%	10%	12%
Medium and high density Housing	3%	18%	10%
Households with a mortgage	52%	31%	31%
Median weekly rent	\$305	\$254	\$238
Households renting	17%	30%	24%
Overseas born	5%	9%	11%
Vocational qualifications	26%	21%	22%
Unemployment	4.0%	7.1%	6.0%

Sources: City of Ballarat Community Profile (.id 2017)

*Miners Rest Community Infrastructure Assessment***Final Report****2.2 Current Projected Population Change for Miners Rest**

This section outlines the current projected population forecasts for Miners Rest as revealed by the Shire of Ballarat Population Forecasts¹ prepared by .id consulting on behalf of Council (<http://forecast.id.com.au/Ballarat/home>).

The forecasts presented in this section are based on the “Miners Rest-Mitchell Park” small area² which, it should be noted, is larger than the study area used for the purposes of this assessment. This small area is bounded in the north by Davenport Road, Gillies Street, Learmonth-Sulky Road, and part of the municipal boundary with the Shire of Hepburn; in the east primarily by Ballarat-Maryborough railway line; in the south by the Western Freeway, Ring Road and the Ballarat-Ararat railway line; and in the west by Draffins Road and the Sunraysia Highway.

The current forecasts do not yet reflect the land use development changes proposed in the Miners Rest Township Plan. As shown in Table 2 below the population of the Miners Rest – Mitchell Park small area is projected to increase by over 38% from 2016 to 2036. During this period the area will be home to an additional 1,700 people (approximately) and its total population is anticipated to increase from approximately 4,400 to 6,100.

Table 2 - Miners Rest – Mitchell Park Population & Dwelling Forecasts: 2016 to 2036

	Year					Total Change	% Change
	2016	2021	2026	2031	2036		
Average household size	2.86	2.8	2.75	2.7	2.67	-0.19	-7%
Dwellings	1,635	1,820	2,014	2,214	2,419	784	48%
Households	1,550	1,729	1,913	2,103	2,298	748	48%
Total Population	4,439	4,852	5,264	5,683	6,143	1,704	38%

Source: City of Ballarat Population Forecasts (.id, November 2017)

Table 3 below shows the projected population growth in a number of age cohorts that underpin the demand for various forms on community infrastructure. It clearly shows that over the next 20 years the Miners Rest – Mitchell Park small area will most likely:

¹ The City of Ballarat population and household forecasts present what is driving population change in the community and how the population, age structure and household types will change each year between 2016 and 2036, and within specific geographic areas (generally described as ‘small areas’). The forecasts are designed to provide community groups, Council, investors, business, students and the general public with knowledge to make confident decisions about the future. These forecasts were last updated in November 2017 by .id, the population experts, on behalf of the City of Ballarat. Forecasts are available for each year from 2016 to 2036.

² This small area includes the localities of Mitchell Park and Mount Rowan, most of the locality of Miners Rest, and the City of Ballarat part of the locality of Sulky. A small part of the locality of Miners Rest is located in the Rural West small area. Part of the locality of Sulky is located in Hepburn Shire.

*Miners Rest Community Infrastructure Assessment***Final Report**

- Generate modest increases in demand for all early years services including MCH, Kindergarten and Long Day Child Care;
- Generate an increased demand for primary school enrolments (approximately 170 additional enrolments);
- Generate an increased demand for secondary school enrolments (approximately 170 additional enrolments);
- Generate an increased demand for junior (5 to 14 years) and senior (15 + years) organised sport; and
- Generate a significant increase in demand for all forms of aged care service provision (e.g. residential aged care and HACC services), as well as meeting spaces to support activities and groups for older persons.

Table 3 – Miners Rest / Miners Rest Age Cohort Specific Population Projections: 2016 to 2036

Age Cohort	Community infrastructure types the age cohort is relevant to	Year					Change from 2016 to 2036 - No.	Change from 2016 to 2036 - %
		2016	2021	2026	2031	2036		
0-3	MCH, Playgroups	319	324	339	363	391	72	23%
4	4-year-old Kindergarten	78	84	88	94	101	23	29%
0-4	Long Day Child Care & Occasional Child Care	397	408	427	457	492	95	24%
5-11	Primary School enrolments, out of school hours care	511	576	606	640	683	172	34%
5-14	Participation in organised children's sport	677	778	833	880	937	260	38%
15+	Participation in organised youth & adult sport	3,219	3,550	3,929	4,309	4,682	1,463	45%
15-24	Participation in higher education (youth & young adult)	508	546	614	679	725	217	43%
25+	Participation in higher education (older adults)	2,711	3,004	3,315	3,630	3,957	1,246	46%
12-17	Secondary School enrolments	320	372	430	459	485	165	52%
70+	Residential & home based aged care services	210	268	336	400	461	251	120%
0 to 64 years	HACC services (younger clients)	3,942	4,292	4,659	5,022	5,403	1,461	37%
65+ years	HACC services (older clients)	351	444	530	624	708	357	102%
Total Population		4,293	4,736	5,189	5,646	6,111	1,818	42%
Dwellings		1,632	1,817	2,011	2,211	2,416	784	48%

Source: Ballarat Shire Population Forecasts (.id 2015)

Section 5 of this assessment provides a more detailed analysis of the implications of these population forecasts on the development of the Miners Rest Structure Plan.

*Miners Rest Community Infrastructure Assessment***Final Report**

2.3 Existing Community Infrastructure within Miners Rest

As shown in Figure 3 the Miners Rest area contains the following community infrastructure and open space:

Council community buildings

1. Miners Rest Community Hall
2. Miners Rest Kindergarten

Education

3. Miners Rest Primary School

Other community facilities

4. Miners Rest CFA Fire Station

Sports facilities

5. Dowling Forest Racecourse

Open Space

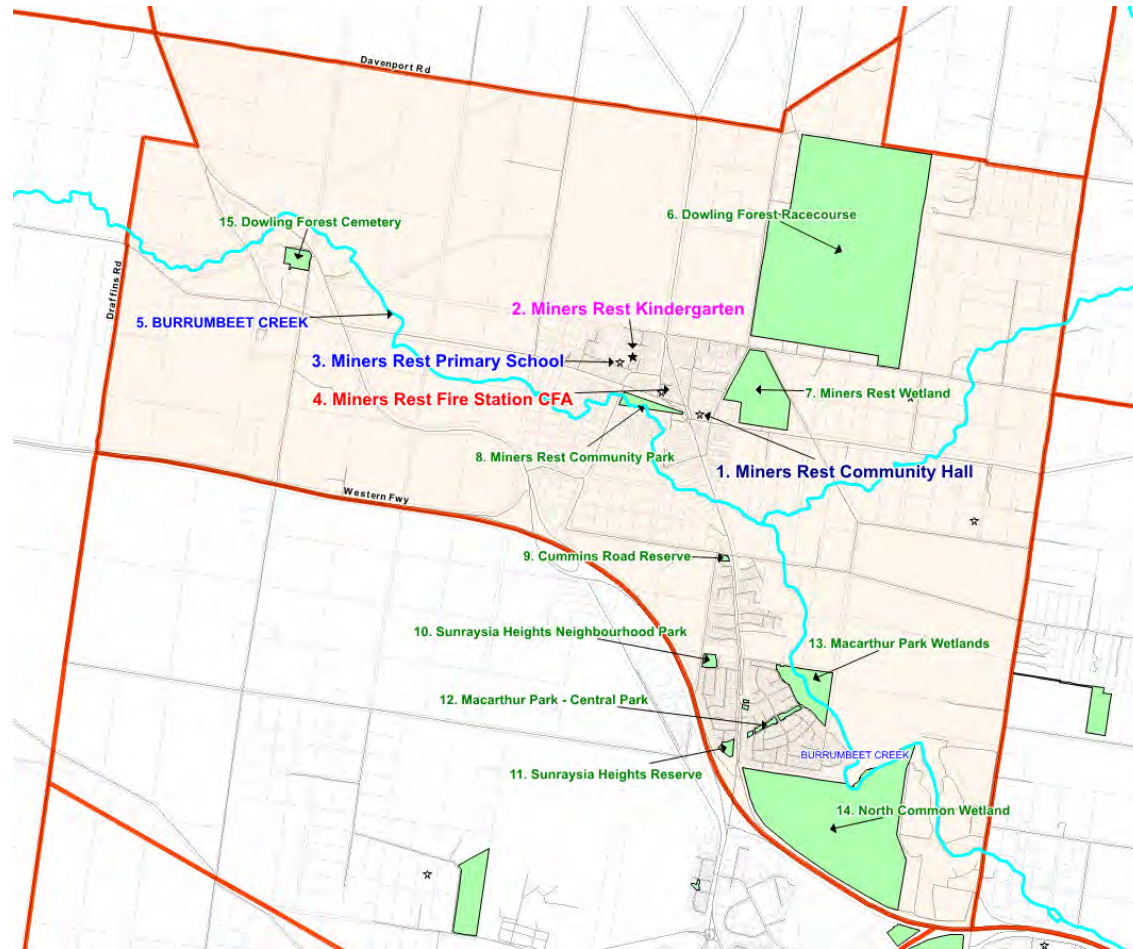
6. Burrumbeet Creek (note: not all of the Creek is located within public open space)
7. Miners Rest Wetland
8. Miners Rest Community Park (includes playground)
9. Cummins Road Reserve (includes playground)
10. Sunraysia Heights Neighbourhood Park (includes playground)
11. Sunraysia Heights Reserve
12. Macarthur Park Entry Reserve and Central Park
13. Macarthur Park Wetlands (includes playground)
14. North Common Wetland
15. Dowling Forest Cemetery

More detailed social infrastructure audit maps are provided in Appendix 2 of this assessment.

Miners Rest Community Infrastructure Assessment

Final Report

Figure 3- Existing Community Infrastructure in Miners Rest



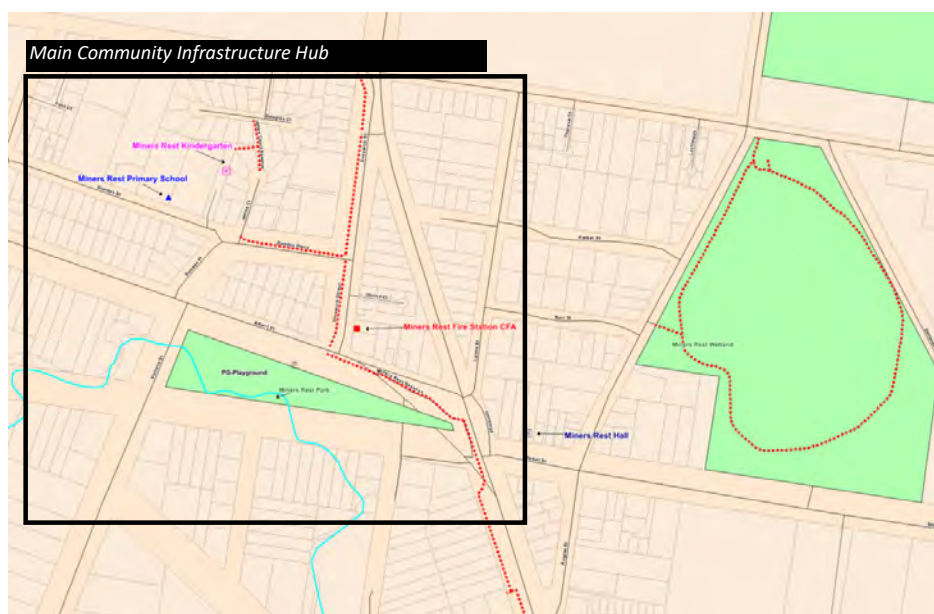
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Although a number public open space reserves are located within the Macarthur Park estate to the south, most notably Macarthur Park Wetlands, the majority of community infrastructure within Miners Rest is located in the vicinity of the Miners Rest Primary School in the north. As shown in Figure 4 below the Miners Rest Kindergarten is located on the eastern boundary of the Primary School, Miners Rest Park to the south and the Miners Rest Country Fire Authority (CFA) Station to the south east. Miners Rest Hall and the Miners Rest Wetland is located further east on the eastern side of Howe Street which is the main road dividing this portion of the Township. The Township also has a limited shared pathway network that currently lacks connectivity and reach. The existing pathways are shown in Figures 4 and 5 as dotted lines. The key existing pathways are:

- A circular pathway around the perimeter of the Miners Rest Wetland;
- A range of new looping paths through and around the redeveloped Miners Rest Community Park;
- A main northern pathway stretching along Howe Street, Miners Rest Community Park and Creswick Street (this facilitates connection to the Miners Rest Primary School and Kindergarten via Dundas Place); and
- A pathway within the Macarthur Park Wetlands.

The pathway network lacks connection between the southern Macarthur Park estate and the northern portion of the Miners Rest community. A key opportunity remains the establishment of a more extensive shared pathway along the Burrumbeet Creek which currently accommodates minimal pathways apart from a small local network within the Macarthur Park Wetlands.

Figure 4 - Miners Rest Main Community Infrastructure Hub: Northern Section



Miners Rest Community Infrastructure Assessment

Final Report

Figure 5 - Miners Rest Community Infrastructure: Southern Section (Macarthur Park estate)



Miners Rest Community Infrastructure Assessment

Final Report

3 Summary of Consultation with Council Officers and External Stakeholders

3.1 Overview

One workshop with Ballarat City Council officers from Departments representing a diverse range of community infrastructure forms was conducted on May 11, 2017 to discuss current social infrastructure issues, needs opportunities associated with the Miners Rest community.

In addition to the Council officer workshop interviews were conducted with two key local service providers: 1) the Miners Rest Primary School and 2) the Miners Rest Kindergarten.

Key feedback received from Council officers and the two service providers are summarised below.

3.2 Improving the Shared Pedestrian and Bicycle Network

Council to continue to pursue the development of a shared pedestrian and bicycle pathway along the Burrumbeet Creek that will, in the long term, connect Miners Rest with the urban areas of Ballarat.

3.3 Ongoing Development of Miners Rest Community Park

Council has been committing ongoing resources into the Miners Rest Community Park Revitalisation Project. As shown in Figure 6 on the following page this has resulted in a range of improvements such as fencing, tree planting, interpretive signage, bmx tracks, a well garden, soldiers memorial arch, a bridge (to link the northern and southern sides of the Burrumbeet Creek into the one reserve), landscaping, new pathways, a new shelter, BBQ facilities, water fountain, public art / sculpture, a multipurpose outdoor court catering for informal sporting activities such as basketball. The Miners Rest Landcare Group has also assisted with the planting of trees along the Burrumbeet Creek in the Miners Rest Community Park.

Future initiatives being considered for the Park by Council in consultation with the local community include installing a skate park, new playground (currently in planning phase and will be delivered next financial year) and new public toilet (consideration of upgraded or new public toilet is also currently being explored).

*Miners Rest Community Infrastructure Assessment***Final Report***Figure 6 - New Miners Rest Community Park Shelter & BBQ*

3.4 Provision of Active Open Space

The provision of active open space within Miners Rest remains the single biggest social infrastructure gap in the local community, and has been identified as a priority in a number of previous Council strategic documents including Council's Recreation Strategy. However, the capacity to secure additional active open space via future development appears unlikely due to the significant flooding encumbrances likely to impact on developable land opportunities within the study area.

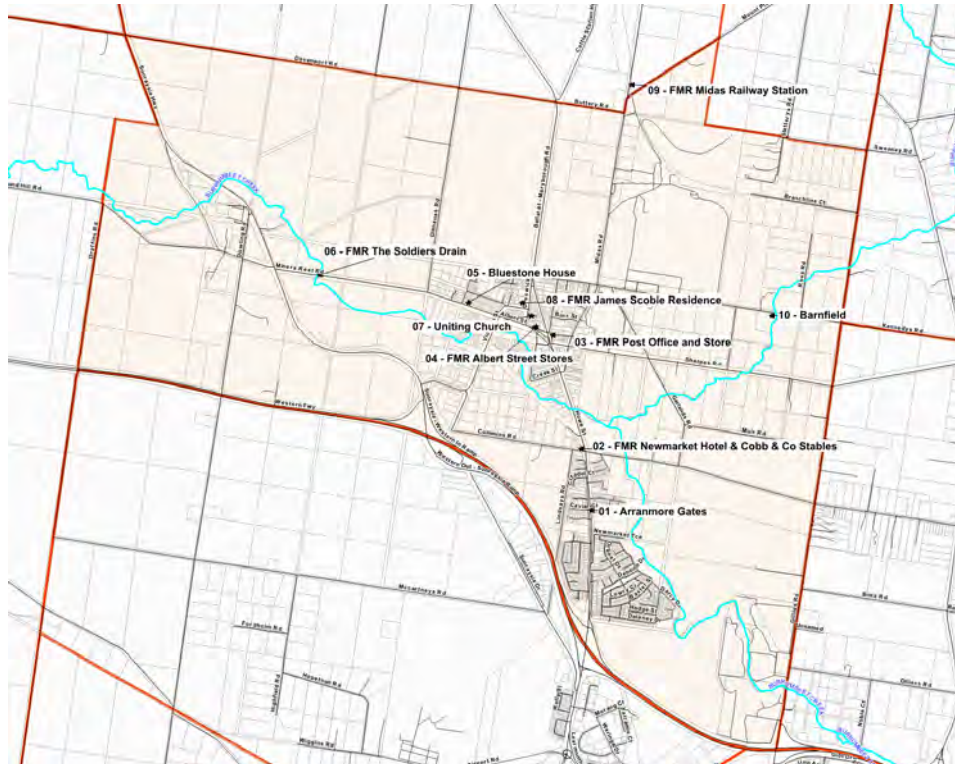
3.5 Ongoing Development of the Miners Rest Heritage Trail

Continue to build on the existing Miners Rest Cultural Heritage Trail, shown below in Figure 7, to include Aboriginal interpretative elements³.

³ Note: Signage recognising local Aboriginal history and the Heritage Trail was installed onto signage in the Miners Rest Community Park as part of the redevelopment of the Park. Further initiatives have not been identified.

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Figure 7 - Miners Rest Heritage Trail



3.6 Future Expansion of Miners Rest Primary School⁴

- The 2018-19 State Budget includes \$17.2 million toward the planning for new schools across the State. This includes funding for a new Miners Rest Primary School⁵.
- The School had approximately 300 enrolments in 2016 and has more than doubled its enrolment base since 2008 when the school recorded 141 enrolments. The School also employs 20 teaching staff and 7 non-teaching staff.
- Projected enrolment growth, as shown below in Figure 8, will continue to place pressure on the capacity of the School to meet this demand.

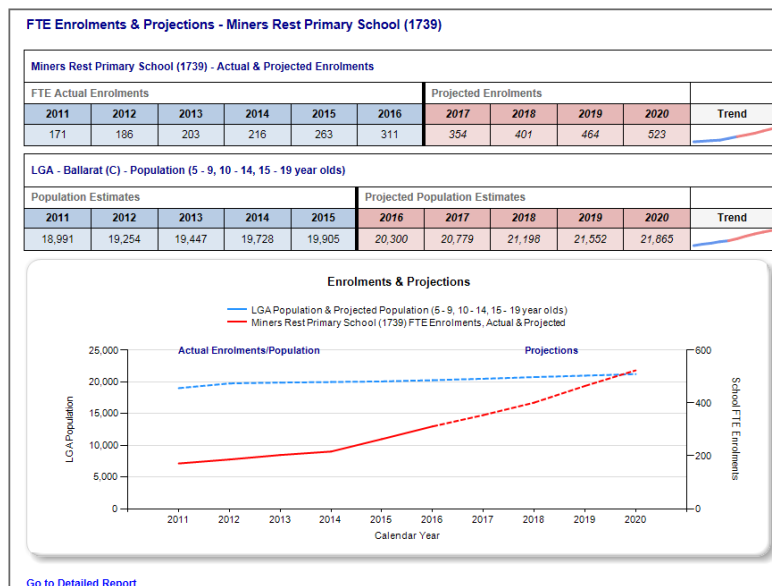
⁴ Interview conducted with Dale Power, Principal.

⁵ To meet the needs of the growing local community and prepare for future students, the Victorian School Building Authority (VSBA) is considering a number of options to expand Miners Rest Primary School.

Miners Rest Community Infrastructure Assessment

Final Report

Figure 8 - Actual and Projected Enrolments for Miners Rest Primary School



Source Miners Rest Primary School

- Enrolment increases have been due to both local residential growth, as well as relatively recent closures to two nearby schools at Learmonth and Windermere⁶.
- The size of the school site (approximately 1.6 hectares) is relatively small and struggling to cope with increasing enrolment demand.
- The School believes expansion options include: 1) purchasing privately-owned land adjacent to the western boundary of its present site (as shown in Figure 9 on the following page), or 2) purchasing a completely new site within Miners Rest.
- Purchasing the entire site would not only enable the school to cater for future enrolment growth, but also pursue a joint school / Council outdoor sporting function, a need identified by previous Council studies.
- The School also includes two tennis courts which, until recently (due to declining demand), was being used by the Miners Rest Tennis Club.

⁶ Note: Some townships like Miners Rest service a much larger population catchment than the area they are located within, and more than a comparative population within an urban area.

*Miners Rest Community Infrastructure Assessment***Final Report***Figure 9 - Aerial View of land adjacent to Miners Rest Primary School*

3.7 Upgrade of Miners Rest Kindergarten⁷

- The Kindergarten offers three 4-year old Kindergarten groups, one 3-year old group and one playgroup per week.
- The Centre currently has two rooms and accommodates approximately 70 Kindergarten enrolments.
- Each room is licensed for 33 places but operates effectively as 22 places due to current funding regimes.
- The Centre does not operate 1 day per week and has some spare capacity to absorb future enrolment growth.
- Car parking congestion is a problem at the Centre.
- The Centre would like capital funding to provide the facility with more storage, more staff room capacity, the capacity to open windows and an improved heating / cooling system.

⁷ Interview conducted with Julie Lebkoski, Coordinator

Miners Rest Community Infrastructure Assessment

Final Report

4 Future Community Infrastructure Demand & Supply Estimates

4.1 Development & Population Assumptions

This section provides indicative quantitative community infrastructure demand and supply estimates for the Miners Rest – Mitchell Park small area from 2016 to 2036 using Ballarat City Council's population forecasts prepared by .id consulting (<http://forecast.id.com.au/Ballarat/home>).

4.2 Community Infrastructure Provision Measures and Standards

Appendix 1 of this report provides indicative estimates for various forms of community infrastructure that lend themselves to some form of quantifiable demand and / or supply measure. ***It should be emphasised that the numbers indicated should not be interpreted as final provision recommendations for the township plan area.*** Community infrastructure assessments also require existing strategic priorities be taken into consideration, as well as the capacity of existing services and facility to meet current and future needs.

To assess future need, the service and / or facility provision ratios (or measures) were applied to population projections for the full development scenarios of both structure plan locations. A description of these measures, the assumptions that underpin them, and their source is outlined in Table 4 on the following pages.

It should be emphasised that townships such as Miners Rest also service population catchments beyond their urban core area, particularly rural and smaller township populations not large enough to sufficiently justify a diverse range of community infrastructure. To some extent this has been taken into account by way of the community infrastructure audit (refer to Appendix 2) and some of the consultation findings in order to qualitatively assess the numeric estimates provided in Appendix 1 for Miners Rest only. However, a full and detailed assessment of broader regional population implications on the need for additional social infrastructure in Miners Rest was beyond the scope of this assessment.

Miners Rest Community Infrastructure Assessment

Final Report

Table 4 – Summary of Key Community Infrastructure Provision Measure Assumptions and their Source

Community Infrastructure Category	Provision ratio / participation Rate	Description of measure	Provision Assumption Source
Recreation facilities and recreation participation			
<i>Active open space</i>	1.5 hectares per 1,000 people.	This is based on 6% of Net Developable Area – equating to approximately 1.5 hectares per 1,000 people.	Victorian Planning Authority planning guideline
<i>Indoor recreation centres / courts</i>	10,000	Total population per court	Typical standard used by some Melbourne Growth Area Councils (note: individual LGAs vary on their views about the “desired” benchmark and some have no documented working benchmark).
<i>Council aquatic / leisure centre memberships</i>	3.4%	% of Population who are members of a Council aquatic / leisure centre	Based on 2010 CERM PI® Operational Management Benchmarks for Australian Public Sports & Aquatic Centres
<i>Participation in Sport & Leisure: People aged 15 and over</i>	Refer to Appendix 1 for more details of Victorian participation rates for individual sports and leisure activities	Calculates the number of sports participants aged 15 + years by applying ABS survey data to the projected population growth of the study area.	ABS, Participation in Sport and Physical Recreation, Australia, 2011-12
<i>Participation in Sport & Leisure: Children aged 5 to 14</i>	Refer to Appendix 1 for more details of Victorian participation rates for individual sports and leisure activities	Calculates the number of sports participants aged 5 to 14 years by applying ABS survey data to the projected population growth of the study area.	ABS, Children's Participation in Cultural and Leisure Activities, Victoria, 2012
Early years demand and facilities			
4-year old Kindergarten			
<i>% of 4 year olds participating in 4 year old Kindergarten</i>	101%	% of all eligible children participating in 4 Year Old Subsidised Kindergarten in Ballarat	Based on indicator 31.1a Number of four year old kindergarten participation rate for Ballarat: 101% (2015 data). Victorian Child and Adolescent Monitoring System (VCAMS), Department of Education & Training
<i>Total number of enrolments in 4 year old sessional Kindergarten</i>	75%	% of participating children (see above) enrolled at a Sessional Kindergarten service	Based on indicator 31.4 Number of four year old kindergarten enrolments in a long day care or integrated children's services setting for Ballarat: 25% (2015 data). Victorian Child and Adolescent Monitoring System (VCAMS), Department of Education & Training
3-year old Kindergarten			
<i>% of 3 year olds participating in 3 year old Kindergarten</i>	30%	% of all 3 year old children participating in 3 Year Old Kindergarten	ASR Research constructed measure

Miners Rest Community Infrastructure Assessment

Final Report

Community Infrastructure Category	Provision ratio / participation Rate	Description of measure	Provision Assumption Source
Total number of enrolments in 3-year-old Kindergarten program.	100%	% of participating children (see above) enrolled in a 3 year old program.	ASR Research constructed measure
Number of Kindergarten rooms when proposed policy changes are implemented	66	Number of sessional Kindergarten rooms required if 1 Kindergarten room accommodates 66 enrolments per week	ASR Research constructed measure
Maternal & Child Health			
Number of MCH sessions per week	60	1 session per 60 children aged 0-3 years	ASR Research calculated measure using actual Growth Area Council data (2008)
Number of MCH consulting units	10	Number of MCH consulting units required based on number of sessions per week (see above)	ASR Research constructed measure
Playgroup			
Number of 2 hr playgroup sessions per week	165	Total number of children aged 0-3 years per playgroup session, per week	ASR Research constructed standard using actual playgroup sessions per week in the City of Ballarat (2017)
Early Childhood Intervention Services			
Number of early childhood intervention sites	60,000	Total population per facility	Planning for Community Infrastructure In Growth Area Communities: Standards Project (April 2008)
Occasional Child Care			
Number of occasional child care places @ 1 place per 48 children aged 0-6 years	4.4	Total number places per 1,000 children aged 0-4 years	Current provision rate for the City of Ballarat, ASR Research calculation
Long Day Child Care Centres			
Number of Long Day Child Care places	255	Total number places per 1,000 children aged 0-4 years	Current provision rate for the City of Ballarat, ASR Research calculation
Multipurpose community centres			
Local multipurpose community centre	3,000	Number of dwellings per local facility	Typical standard applied in Growth Area PSP's overseen by the VPA (note: some Councils, particularly Growth area Councils, have developed a hierarchy of community centres which are to be delivered at different population levels and configured with different floor area sizes and functions.

Miners Rest Community Infrastructure Assessment

Final Report

Community Infrastructure Category	Provision ratio / participation Rate	Description of measure	Provision Assumption Source
			Estimates provided are therefore highly indicative.
<i>multipurpose community meeting space</i>	30	Total number people per sqm of Council community meeting space	ASR Research constructed measure
Neighbourhood Houses			
<i>Number of Neighbourhood Houses</i>	35,000	Population (approximate) per facility	Indicative existing provision ratio for Ballarat which has 3 facilities (2017)
Libraries			
<i>Library loans and visits</i>	Refer to Appendix 1 for more details of loan and visitation rates for Ballarat.	Calculates the number of library loans and visits by applying Annual Survey of Victorian Public Libraries data to the projected population growth of the study area.	Annual Survey of Victorian Public Libraries 2014-2015 (Central Highlands Libraries Data)
Education Enrolment & Facility Estimates			
<i>Primary School enrolment estimates</i>	Refer to Appendix 1 for more details of participation rates for the City of Ballarat.	Calculates the number of primary school enrolments by applying ABS Census participation rates to the projected population growth of the study area.	Based on City of Ballarat education participation rates identified within the 2011 ABS Census data
<i>Government Primary School facilities</i>	3,000	Total number of dwellings per facility	Department of Education & Training
<i>Secondary School enrolment estimates</i>	Refer to Appendix 1 for more details of participation rates for the City of Ballarat	Calculates the number of primary school enrolments by applying ABS Census participation rates to the projected population growth of the study area.	Based on City of Ballarat education participation rates identified within the 2011 ABS Census data
<i>Government Secondary School facilities</i>	9,000	Total number of dwellings per facility	Department of Education & Training
<i>TAFE enrolment estimates</i>	Refer to Appendix 1 for more details of participation rates for the City of Ballarat.	Calculates the number of primary school enrolments by applying ABS Census participation rates to the projected population growth of the study area.	Based on City of Ballarat education participation rates identified within the 2016 ABS Census data
<i>University enrolment estimates</i>	Refer to Appendix 1 for more details of participation rates for the City of Ballarat.	Calculates the number of primary school enrolments by applying ABS Census participation rates to the projected population growth of the study area.	Based on City of Ballarat education participation rates identified within the 2016 ABS Census data
Primary & Acute Health Services			
<i>Number of public and private hospital beds</i>	3.6	Number of public and private beds per 1,000 people (Australian hospital statistics 2012–13)	Australian Institute of Health & Welfare, Australian hospital statistics 2012–13
<i>Number of public hospital beds</i>	2.4	Number of public beds per 1,000 people (Australian hospital statistics 2012–13)	Australian Institute of Health & Welfare, Australian hospital statistics 2012–13
<i>General practices</i>	0.50	GP clinics per 1,000 people.	Department of Health & Human Services Modelling, GIS and Planning Products Unit, 2011

*Miners Rest Community Infrastructure Assessment***Final Report**

Community Infrastructure Category	Provision ratio / participation Rate	Description of measure	Provision Assumption Source
<i>Dental services</i>	0.20	Dental services per 1,000	Department of Health & Human Services Modelling, GIS and Planning Products Unit, 2011
<i>Pharmacies</i>	0.20	Pharmacies per 1,000 people	Department of Health & Human Services Modelling, GIS and Planning Products Unit, 2011
<i>Projected hospital admissions</i>	447.4	Admissions per 1,000 people	Department of Health & Human Services Modelling, GIS and Planning Products Unit, 2011
<i>Emergency presentations</i>	411.6	Presentations per 1,000	Department of Health & Human Services Modelling, GIS and Planning Products Unit, 2011
<i>Drug & alcohol clients</i>	6.3	Clients per 1,000	Department of Health & Human Services Modelling, GIS and Planning Products Unit, 2011
<i>Mental health clients</i>	17.1	Clients per 1,000 people.	Department of Health & Human Services Modelling, GIS and Planning Products Unit, 2011
Aged Care & HACC			
<i>Number of residential aged care beds</i>	80	Number of beds per 1000 people aged 70 years +	Proposed Australian Government Planning Ratio by 2021 (2012)
<i>HACC Services</i>	Refer to Appendix 1 for more details of individual service ratios.	Various measures for individual HACC services	Department of Health & Human Services Modelling, GIS and Planning Products Unit, 2011

4.3 The Limitations of Community Infrastructure Standards

While providing a useful **guide** of demand and supply requirements generated by a given development scenario, community infrastructure standards and “demand estimators” do have limitations. For example, the estimates of organised sporting participation are based on survey data from the ABS and generalised for the Victorian population as a whole.

4.4 Miners Rest Structure Plan Community Infrastructure Assessment

Tables 5 on the following pages discuss the implications of the demand and supply estimates provided in Appendix 1 in the context of existing supply characteristics, and other more qualitative considerations.

Miners Rest Community Infrastructure Assessment

Final Report

Table 5 - Miners Rest Structure Plan Community Infrastructure Assessment

Service / Community infrastructure type	Key Assessment Findings
<p>Passive & Active Open Space & Trails</p>	<p>Current Supply & Key Issues</p> <ul style="list-style-type: none"> Miners Rest contains no active open space. Two tennis courts are located within the Miners Rest Primary school, and was being used until recently by the Miners Rest Tennis Club. The establishment of an outdoor sports reserve (active open space) for Miners Rest has been a key social infrastructure priority for Miners Rest for some time, and is referred to in a number of Council's strategic documents including the City of Ballarat Recreation Strategy (2014) and the 2013 Review of the Ballarat Social Infrastructure Plan. <p>Projected demand / supply requirements by 2036</p> <ul style="list-style-type: none"> The current population of the Miners Rest - Mitchell Park small area is sufficient to justify 4 hectares of active open space. The projected population of Miners Rest by 2036 is sufficient to warrant the provision of 6 hectares of active open space. Using planning benchmarks for individual sports produces the following hypothetical configuration model for future outdoor sports provision in Miners Rest at full capacity. <ul style="list-style-type: none"> 1 cricket ovals (currently 0); 1 Australian Rules ovals (currently 0); 0.4 lawn bowl greens (currently 1); 1 outdoor netball courts (currently 1); 1 soccer playing fields (currently 0); and 2 tennis courts (currently 2). <p>Findings</p> <p>While this assessment supports the establishment of an active open space reserve in Miners Rest, it should be acknowledged that future residential subdivision within the Township, the typical method by which growth area Council's secure the land component for active open space, is not likely to be at a sufficient scale to generate a large sports reserve. However, the following two response options are recommended:</p> <ul style="list-style-type: none"> Option 1 - Ballarat Council purchases land in a suitable location for a new standalone active open space, preferably on the eastern side of the Miners Rest Township; or Option 2 - Ballarat Council and Miners Rest Primary School jointly pursue State Government funding to expand the existing Miners Rest Primary School on its western boundary, and establish a joint school / community sports playing field as part of this process. The playing field will have the capacity to cater for junior sporting competitions such as Australian Rules Football, cricket and soccer. <p>Passive open space measures recommended for Miners Rest are:</p> <ul style="list-style-type: none"> Continue to implement a range of initiatives to improve the role and function of the Miners Rest Community Park. Continue to pursue the development of a shared pedestrian and bicycle pathway along the Burrumbeet Creek that will, the long term, connect Miners Rest with the urban areas of Ballarat. Continue to build on the existing Miners Rest Cultural Heritage Trail to include Aboriginal interpretative elements.

Miners Rest Community Infrastructure Assessment

Final Report

Service / Community infrastructure type	Key Assessment Findings
	<ul style="list-style-type: none"> Investigate pedestrian and bicycle pathway development options that best allow for safe and efficient crossing of the Western Highway within Miners Rest.
Council Indoor Recreation Courts & Aquatic Leisure Centres	<p>Current Supply & Key Issues</p> <ul style="list-style-type: none"> Miners Rest contains no existing Council outdoor or indoor aquatic leisure facility. There are also no indoor multipurpose recreation courts in Miners Rest. However, an outdoor multipurpose one-court facility is provided for within the Miners Rest Community Park. The nearest major facilities are located 9 kilometres south at the Ballarat Aquatic & Lifestyle Centre and Wendouree Sports & Events Centre. Both of these facilities are the focus of major redevelopment and expansion priorities for the City of Ballarat. <p>Projected demand / supply requirements by 2036</p> <ul style="list-style-type: none"> The projected population capacity of the Miners Rest – Mitchell Park small area generates a need for approximately half of one indoor recreation court. <p>Findings</p> <ul style="list-style-type: none"> The projected population capacity of the Miners Rest – Mitchell Park small area is not sufficient to justify the provision of a new indoor recreation centre for Miners Rest.
Early Years Services	
<i>Long Day Child Care</i>	<p>Current Supply & Key Issues</p> <ul style="list-style-type: none"> Miners Rest currently contains no long day child care centre. The nearest long day child care facility is located 11 kilometres south (about 14 minutes by car) at Goodstart Early Learning Wendouree. This facility currently has vacancies most days of the week for most age groups⁸. <p>Projected demand / supply requirements by 2036</p> <ul style="list-style-type: none"> The projected 0-4 year old population projections for the Miners Rest – Mitchell Park small area indicate a steady demand for approximately 100 long day child care centre places from 2016 to 2036. This is the equivalent of approximately 1 medium to large long day child care facility. <p>Findings</p> <ul style="list-style-type: none"> Ballarat City Council provides only a small proportion of the long day child care facilities and places available in the municipality. Expansion of its role in long day child care, along with most other Victorian Councils, is not a key priority of Council. However, Council can ensure that child care provision by both the private and non-government sector is delivered and distributed effectively and efficiently via its advocacy and planning roles. Council officers have indicated that the municipality as a whole has an excess supply of long day child care places, and that three new facilities have recently opened. Although it is still possible for a private provider to establish a long day child care centre within Miners Rest, Council would prefer that the current oversupply of places is not exacerbated by encouraging additional provision in the Township in the short-term. However,

⁸ Source: MyChild website data for period covering May 22, 2017 to May 28, 2017 (<http://ifp.mychild.gov.au/ChildCareService/Provider.aspx/18685/>).

Miners Rest Community Infrastructure Assessment

Final Report

Service / Community infrastructure type	Key Assessment Findings
	<p>this assessment recommends Council continue to monitor both supply and demand trends with a view to determining whether, as a long term measure, a long day child care centre is needed in Miners Rest.</p>
<p><i>4 & 3-year-old sessional Kindergartens</i></p>	<p>Current Supply & Key Issues</p> <ul style="list-style-type: none"> • The Miners Rest Kindergarten is the only Council owned sessional Kindergarten facility in Miners Rest and contains two rooms. • This facility, which opened in 2015, currently has 70 enrolments and offers both 4 and 3-year-old Kindergarten programs, as well as a playgroup. <p>Projected demand / supply requirements by 2036</p> <ul style="list-style-type: none"> • The projected 4-year-old population projections for the Miners Rest – Mitchell Park small area indicate demand increasing from 60 to 80 enrolments from 2016 to 2036. Overall, this equates to a long-term need for 1 Kindergarten room to cater for 4-year-old demand. However, when 3-year old kindergarten demand is factored an additional half a kindergarten room need is also required. <p>Findings</p> <ul style="list-style-type: none"> • No additional expansion to Kindergarten capacity in Miners Rest is recommended for the forecast period 2016 to 2036. However, minor upgrades to the existing Miners Rest Kindergarten is supported including increased storage capacity, air-conditioning and adjustments to the existing windows to allow them to be opened and shut by staff.
<p><i>Maternal & Child Health (MCH)</i></p>	<p>Current Supply & Key Issues</p> <ul style="list-style-type: none"> • There are no Maternal & Child Health services are provided within Miners Rest. The nearest MCH facility is located approximately 9 kilometres south (about 10 minutes by car) at the Cooina Maternal & Child Health Centre. <p>Projected demand / supply requirements by 2036</p> <p>The demand for MCH services from the Miners Rest – Mitchell Park small area is projected to increase slightly from 5 to 7 sessions per week over the forecast period, equating to less than 1 MCH consulting room.</p> <p>Findings</p> <ul style="list-style-type: none"> • Although outreach of MCH services to Miners Rest has some merit, the preferred model of establishing such facilities as dual consulting rooms (i.e. operating with two nurses at any one time) is not justified at this stage and unlikely to be triggered over the next 20 years. Therefore, no MCH provision for Miners Rest is recommended.
<p><i>Playgroups</i></p>	<p>Current Supply & Key Issues</p> <ul style="list-style-type: none"> • There is currently one playgroup operating from the Miners Rest Kindergarten every Tuesday for two hours. <p>Projected demand / supply requirements by 2036</p>

Miners Rest Community Infrastructure Assessment

Final Report

Service / Community infrastructure type	Key Assessment Findings
	<ul style="list-style-type: none"> The projected demand for Playgroups from the Miners Rest – Mitchell Park small area is forecast to remain steady at 1 to 2 playgroup sessions per week over the forecast period. <p>Findings</p> <ul style="list-style-type: none"> No additional facility capacity for playgroup provision in Miners Rest is recommended.
Multipurpose Community Centres and community Meeting Spaces	
Neighbourhood Houses	<p>Current Supply & Key Issues</p> <ul style="list-style-type: none"> Miners Rest does not have a Neighbourhood House facility. The nearest neighbourhood house to Miners Rest is the Wendouree Neighbourhood Centre located approximately 9 kilometres south (10 minutes by car). <p>Projected demand / supply requirements by 2036</p> <ul style="list-style-type: none"> The projected population capacity of the Miners Rest – Mitchell Park small area does not indicate a need for a new Neighbourhood House service to be established. However, in future there may well be merit determining what outreach services could be delivered within the Township by an existing provider such as the Wendouree Neighbourhood Centre. <p>Findings</p> <ul style="list-style-type: none"> This assessment does not recommend the establishment of a new Neighbourhood House service within Miners Rest. However, it is recommended that Council discuss with an existing Neighbourhood House provider the viability of delivering services on an outreach basis to the Township in future.
Community Meeting Spaces / Community Centres	<p>Current Supply & Key Issues</p> <ul style="list-style-type: none"> Miners Rest contains the Miners Rest Community Hall which has a heritage overlay applied to it in the Ballarat Planning Scheme. The original features of the Miners Rest Community Hall are over one hundred years old, including an open fireplace. The Hall is approximately 200 square metres in size and has a seating capacity of 100 and includes the main hall and a fully carpeted supper/meeting room for meetings or smaller functions. Regular users of the Hall include Landcare and the Lions Club. The Hall committee hosts a morning tea 1st Wednesday of the month 10-11.30am and offers Yoga exercise classes. <p>Projected demand / supply requirements by 2036</p> <ul style="list-style-type: none"> The projected population capacity of the Miners Rest – Mitchell Park small area generates a need for 150 to 200 square metres of community meeting space over the forecast period. This also equates to approximately 0.5 to 0.8 of a typical multipurpose Council community centre. <p>Findings</p>

Miners Rest Community Infrastructure Assessment

Final Report

Service / Community infrastructure type	Key Assessment Findings
	<ul style="list-style-type: none"> This assessment does not recommend the establishment of a new community centre for the Miners Rest community until such time as the future expansion ambitions of the Miners Rest Primary School are fully confirmed by the Department of Education and Training. In the event that expansion is supported by the Department and the State Government, future opportunities to incorporate a new community meeting venue within an expanded school should be explored. In the interim Council should continue to investigate with the local community measures to optimise the use of the Miners Rest Community Hall⁹.
Libraries, Arts & Cultural Facilities	<p>Current Supply & Key Issues</p> <ul style="list-style-type: none"> Miners Rest contains no physical library facility, arts or cultural facilities. However, the City of Ballarat Library Outreach Van visits the Miners Rest Primary School in Dundas Street, 2:30 to 4:30pm, every Monday. The Library Outreach Van provides the Miners Rest community with a fresh collection of adult, young adult and junior fiction, as well as picture books, non-fiction, magazines and CDs, DVDs and talking books <p>Projected demand / supply requirements by 2036</p> <ul style="list-style-type: none"> The projected population capacity of the Miners Rest – Mitchell Park small area is not sufficient to justify a new Library facility. <p>Findings</p> <ul style="list-style-type: none"> While no new Library facility provision is recommended by this assessment, Council’s ongoing commitment to its current Miners Rest outreach library service is strongly supported.
Health Facilities	<p>Current Supply & Key Issues</p> <ul style="list-style-type: none"> Miners Rest contains no medical centres, primary health service or acute health facilities. The nearest community health and acute health services are clustered 12 kilometres from Miners Rest within the Ballarat Central area. This central location contains Ballarat Health Services, Ballarat Community Health, St John of God Ballarat Hospital and Women’s Health Grampians. <p>Projected demand / supply requirements by 2036</p> <ul style="list-style-type: none"> The projected population capacity of the Miners Rest – Mitchell Park small area indicates a potential justification for at least one GP clinic within Miners Rest. However, the provision estimates indicate an overall need for 2 to 3 clinics over the forecast period. <p>Findings</p> <ul style="list-style-type: none"> This assessment strongly recommends that Council and the structure planning process encourage the provision of a privately-operated GP clinic within Miners Rest. However, the provision of acute public health and community health services within Miners Rest is unlikely to be a viable option.

⁹ Upgrades at the Miners Rest Hall have started and should be completed by the end of 2018. This has included new flooring, new ceilings, Disability Discrimination Act (DDA) compliance improvements and painting.

Miners Rest Community Infrastructure Assessment

Final Report

Service / Community infrastructure type	Key Assessment Findings
Education Facilities	
<p style="text-align: right;"><i>Primary Education</i></p>	<p>Current Supply & Key Issues</p> <ul style="list-style-type: none"> • Miners Rest Primary School is the only education facility within Miners Rest and currently has enrolments of approximately 300 (2016 figures). • The School has for some time been attempting to gain support from DET to expand its present site to better cater for future enrolment growth, but without success. <p>Projected demand / supply requirements by 2036</p> <ul style="list-style-type: none"> • By 2036 Miners Rest-Mitchell Park small area will generate 630 Primary School enrolments. <p>Findings</p> <ul style="list-style-type: none"> • This assessment recommends that the Miners Rest Township Plan include the following two options for the Miners Rest Primary School: <ul style="list-style-type: none"> - Subject to State Government funding and commitment, identify a preferred new alternative school site location (3.5 hectares in size), preferably located on the eastern side of the Miners Rest Township and, if feasible, co-located with the new active open space reserve recommended by this assessment; or - Option2 - secure additional land to the west of the existing school site in order to allow it to increase its enrolment capacity.
<p style="text-align: right;"><i>Secondary Education</i></p>	<p>Current Supply</p> <ul style="list-style-type: none"> • Miners Rest does not have any secondary education facilities. • The nearest facility is the Ballarat Secondary College (Mt Rowan Campus) which is approximately 8.5 kilometres from the Miners Rest Primary School. <p>Projected demand / supply requirements by 2036</p> <ul style="list-style-type: none"> • By 2036 Miners Rest-Mitchell Park small area will generate 410 Secondary School enrolments. <p>Findings</p> <ul style="list-style-type: none"> • Given its relatively close proximity to Ballarat High School and other non-government secondary schools to the south, secondary education facility provision within Miners Rest is not likely to be a priority for local education providers.
<p style="text-align: right;"><i>Residential Aged Care</i></p>	<p>Current Supply</p> <ul style="list-style-type: none"> • There are no existing residential aged care services in Miners Rest. The nearest services are located south in Wendouree and Ballarat North. <p>Projected demand / supply requirements by 2036</p> <ul style="list-style-type: none"> • By 2036 Miners Rest-Mitchell Park small area will generate the equivalent of approximately 40 residential aged care beds.

Miners Rest Community Infrastructure Assessment

Final Report

Service / Community infrastructure type	Key Assessment Findings
	<p>Findings</p> <ul style="list-style-type: none">• Given the absence of any residential aged care provision in Miners Rest this assessment recommends Council encourage private or not-for-profit operators to establish a facility in the medium to long term.

5 Summary of Community Infrastructure Findings and Recommendations

Based on the data, consultation and strategic documents reviewed and analysed in the previous sections of the this report a summary of key findings and recommendations is presented below.

5.1 Open, Trails & Cultural Interpretation

- Ballarat City Council to continue to implement a range of initiatives to improve the role and function of the Miners Rest Community Park.
- Ballarat City Council should continue to pursue the development of a shared pedestrian and bicycle pathway along the Burrumbeet Creek that will, the long term, connect Miners Rest with the urban areas of Ballarat.
- Continue to build on the existing Miners Rest Cultural Heritage Trail to include Aboriginal interpretative elements.
- Investigate pedestrian and bicycle pathway development options that best allow for safe and efficient crossing of the Western Highway within Miners Rest.

5.2 Recreation

- While this assessment supports the establishment of an active open space reserve in Miners Rest, it should be acknowledged that future residential subdivision within the Township, the typical method by which growth area Council's secure the land component for active open space, is not likely to be at a sufficient scale to generate a large sports reserve. However, the following two response options are recommended:
 - Option 1 - Ballarat Council purchases land in a suitable location for a new standalone active open space, preferably on the eastern side of the Miners Rest Township, and preferably adjacent to any potential alternative Miners Rest Primary School site; or
 - Option 2 - Ballarat Council and Miners Rest Primary School jointly pursue State Government funding to expand the existing Miners Rest Primary School on its western boundary and establish a joint school / community sports playing field as part of this process. The playing field will have the capacity to cater for junior sporting competitions such as Australian Rules Football, cricket and soccer.
- In pursuing an active open space reserve for Miners Rest, it is also recommended that Council monitor future subdivision proposals in Miners Rest to secure appropriate levels of developer contribution funding that can be directed toward both land acquisition and construction costs.

*Miners Rest Community Infrastructure Assessment***Final Report**

- The projected population capacity of the Miners Rest – Mitchell Park small area is not sufficient to justify the provision of a new indoor recreation centre for Miners Rest.

5.3 Early Years Services

- No additional expansion to Kindergarten capacity in Miners Rest is recommended for the forecast period 2016 to 2036. However, minor upgrades to the existing Miners Rest Kindergarten is supported including increased storage capacity, air-conditioning and adjustments to the existing windows to allow them to be opened and shut by staff.
- Although outreach of MCH services to Miners Rest has some merit, the preferred model of establishing such facilities as dual consulting rooms (i.e. operating with two nurses at any one time) is not justified at this stage and unlikely to be triggered over the next 20 years. Therefore, no MCH provision for Miners Rest is recommended.
- No additional facility capacity for playgroup provision in Miners Rest is recommended.
- Council officers have indicated that the municipality as a whole has an excess supply of long day child care places, and that three new facilities have recently opened. Although it is still possible for a private provider to establish a long day child care centre within Miners Rest, Council would prefer that the current oversupply of places is not exacerbated by encouraging additional provision in the Township. However, this assessment recommends Council continue to monitor both supply and demand trends with a view to determining whether, as a long term measure, a long day child care centre is needed in Miners Rest.

5.4 Neighbourhood Houses

- This assessment does not recommend the establishment of a new Neighbourhood House service within Miners Rest. However, it is recommended that Council discuss with an existing Neighbourhood House provider the viability of delivering services on an outreach basis to the Township in future.

5.5 Community Meeting Spaces and Community Centres

- This assessment does not recommend the establishment of a new community centre for the Miners Rest community until such time as the future expansion ambitions of the Miners Rest Primary School are fully confirmed by the Department of Education and Training. In the event that expansion is supported by the Department and the State Government, future opportunities to incorporate a new community meeting venue within an expanded school should be explored. In the interim Council

*Miners Rest Community Infrastructure Assessment***Final Report**

should continue to investigate with the local community measures to optimise the use of the Miners Rest Community Hall.

5.6 Library Services

- While no new Library facility provision is recommended by this assessment, Council's ongoing commitment to its current Miners Rest outreach library service is strongly supported.

5.7 Health

- This assessment strongly recommends that Council and the structure planning process encourage the provision of a privately-operated GP clinic within Miners Rest.
- However, the provision of acute public health and community health services within Miners Rest is unlikely to be a viable option.

5.8 Education

5.8.1 Primary Education

- This assessment recommends that Council continue to engage with the Miners Rest Primary School and the Victorian School Building Authority to identify the best possible expansion option for the Miners Rest Primary School. This assessment recommends that the Miners Rest Township Plan include the following two options for the Miners Rest Primary School:
 - Option 1 – Subject to State Government funding and commitment, identify a preferred new alternative school site location (3.5 hectares in size), preferably located on the eastern side of the Miners Rest Township and, if feasible, co-located with the new active open space reserve recommended by this assessment; or
 - Option2 - secure additional land to the west of the existing school site in order to allow it to increase its enrolment capacity.

5.8.2 Secondary Education

- Given its relatively close proximity to Ballarat High School and other non-government secondary schools to the south, secondary education facility provision within Miners Rest is not likely to be a priority for local education providers.

Miners Rest Community Infrastructure Assessment

Final Report

Miners Rest Community Infrastructure Assessment

Final Report

5.9 Residential Aged Care

- Given the absence of any residential aged care provision in Miners Rest this assessment recommends Council encourage private or not-for-profit operators to establish a facility in the medium to long term.

Miners Rest Community Infrastructure Assessment

Final Report

Appendices

Miners Rest Community Infrastructure Assessment

Final Report

Appendix 1 – Community Infrastructure Demand & Supply Estimates for Miners Rest Structure Plan

Note: the following estimates exclude service and facility demand generated by communities located outside the Miners Rest-Mitchell Park small area

Community Infrastructure Category	Provision ratio / participation Rate	Description of measure	Year				
			2016	2021	2026	2031	2036
Public Open Space (hectares)	5.0%	Ballarat Planning Scheme	Not available	Not available	Not available	Not available	Not available
Organised Sport Facility & Participation Estimates							
Indoor and outdoor recreation facilities							
Indoor recreation centres / courts	10,000	Total population per court	0.4	0.5	0.5	0.6	0.6
Active open space	1.50	Hectares of active open space per 1,000 people	4.3	4.7	5.2	5.6	6.1
Council aquatic / leisure centre memberships	3.4%	% of Population who are members of a Council aquatic / leisure centre	146	161	176	192	208
Council aquatic / leisure centres	60,000	Total population per facility	0.1	0.1	0.1	0.1	0.1
Outdoor Sports							
Cricket ovals	4,500	Total population per playing field	1.0	1.1	1.2	1.3	1.4
Football ovals	4,500	Total population per playing field	1.0	1.1	1.2	1.3	1.4
Lawn bowls	10,000	Total population per green	0.4	0.5	0.5	0.6	0.6
Outdoor netball courts	3,500	Total population per court	1.2	1.4	1.5	1.6	1.7
Soccer fields	5,000	Total population per playing field	0.9	0.9	1.0	1.1	1.2
Tennis courts	2,000	Total population per court	2.1	2.4	2.6	2.8	3.1
Organised Sport Participation							
Participation in Sport & Leisure: People aged 15 and over							

Miners Rest Community Infrastructure Assessment

Final Report

Community Infrastructure Category	Provision ratio / participation Rate	Description of measure	Year				
			2016	2021	2026	2031	2036
Total participating in organised sport	28.0%	% of people aged 15 + years and over participating in organised sporting activity	901	994	1100	1207	1311
Walking for exercise	24.3%	As above	782	863	955	1047	1138
Fitness/Gym	17.6%	As above	567	625	692	758	824
Cycling/BMXing	8.8%	As above	283	312	346	379	412
Jogging/Running	7.8%	As above	251	277	306	336	365
Swimming/Diving	7.7%	As above	248	273	303	332	361
Golf	4.6%	As above	148	163	181	198	215
Tennis (indoor and outdoor)	4.2%	As above	135	149	165	181	197
Netball (indoor and outdoor)	3.5%	As above	113	124	138	151	164
Basketball (indoor and outdoor)	3.2%	As above	103	114	126	138	150
Australian Rules football	2.0%	As above	64	71	79	86	94
Cricket (outdoor)	2.0%	As above	64	71	79	86	94
Soccer (outdoor)	1.9%	As above	61	67	75	82	89
Yoga	1.9%	As above	61	67	75	82	89
Bush walking	1.8%	As above	58	64	71	78	84
Lawn bowls	1.4%	As above	45	50	55	60	66
Martial arts	1.4%	As above	45	50	55	60	66
Dancing/Ballet	1.3%	As above	42	46	51	56	61
Fishing	0.9%	As above	29	32	35	39	42
Surf sports	0.6%	As above	19	21	24	26	28
Football sports	0.2%	As above	6	7	8	9	9

Miners Rest Community Infrastructure Assessment

Final Report

Community Infrastructure Category	Provision ratio / participation Rate	Description of measure	Year				
			2016	2021	2026	2031	2036
Participation in Sport & Leisure: Children aged 5 to 14							
At least one organised sport	61%	% of people aged 5 to 14 years and over participating in organised sporting activity	410	471	504	532	567
Swimming and diving	19%	As above	131	151	162	171	182
Soccer (outdoor)	7%	As above	49	57	61	64	68
Australian Rules football	16%	As above	105	121	129	136	145
Netball	8%	As above	54	62	67	70	75
Basketball	14%	As above	94	108	116	122	130
Tennis	10%	As above	70	80	86	91	97
Martial arts	6%	As above	43	49	52	55	59
Gymnastics	5%	As above	37	42	45	48	51
Cricket (outdoor)	5%	As above	32	37	40	42	45
Rugby League	Not available	Not available	Not available	Not available	Not available	Not available	Not available
Athletics, track and field	3%	% of people aged 5 to 14 years and over participating in organised sporting activity	23	26	28	30	32
Rugby Union	Not available	Not available	Not available	Not available	Not available	Not available	Not available
Touch football	Not available	Not available	Not available	Not available	Not available	Not available	Not available
Soccer (indoor)	Not available	Not available	Not available	Not available	Not available	Not available	Not available
Hockey	1%	% of people aged 5 to 14 years and over participating in organised sporting activity	9	11	12	12	13
Other organised sports	9%	As above	60	69	74	78	83
Early Years Services							
Kindergartens							

Miners Rest Community Infrastructure Assessment

Final Report

Community Infrastructure Category	Provision ratio / participation Rate	Description of measure	Year				
			2016	2021	2026	2031	2036
% of 4 year olds participating in 4 year old Kindergarten	107%	% of all eligible children participating in 4 Year Old Subsidised Kindergarten	83	90	94	101	108
Total number of enrolments in 4 year old sessional Kindergarten	75%	% of participating children (see above) enrolled at a Sessional Kindergarten service	63	67	71	75	81
Number of Kindergarten rooms when proposed policy changes are implemented	66	Number of sessional Kindergarten rooms required if 1 Kindergarten room accommodates 66 enrolments per week	0.9	1.0	1	1	1
% of 3 year olds participating in 3-year-old Kindergarten	30%	% of all 3 year old children participating in 3 Kindergarten	26	25	26	28	30
Total number of enrolments in 3-year-old Kindergarten	100%	% of participating children (see above) enrolled at a Sessional Kindergarten service	26	25	26	28	30
Number of Kindergarten rooms when proposed policy changes are implemented	66	Number of sessional Kindergarten rooms required if 1 Kindergarten room accommodates 66 enrolments per week	0.4	0.4	0.4	0.4	0.5
Maternal & Child Health							
Number of MCH sessions per week	60	1 session per 60 children aged 0-3 years	5	5	6	6	7
Number of MCH consulting units	10	Number of MCH consulting units required based on number of sessions per week (see above)	0.5	0.5	1	1	1
Playgroup							
Number of 2 hr playgroup sessions per week	50	Total number of children aged 0-3 years required to generate demand for a 2 hour playgroup session per week	6	6	7	7	8
Early Childhood Intervention Services							
Number of early childhood intervention sites	60,000	Total population per facility	0.1	0.1	0	0	0

Miners Rest Community Infrastructure Assessment

Final Report

Community Infrastructure Category	Provision ratio / participation Rate	Description of measure	Year				
			2016	2021	2026	2031	2036
Occasional Child Care							
Number of occasional child care places	4.4	Total number of licensed places per 1,000 children aged 0 to 4 years	2	2	2	2	2
Number of occasional child care centres	30	Total number of facilities required based on number of licensed places generated (see above)	0.1	0.1	0	0	0
Long Day Child Care Centres							
Number of Long Day Child Care places	255	Total number of licensed places per 1,000 children aged 0 to 4 years	101	104	101	101	101
Number of Long Day Child Care centres	120	Total number of facilities required based on number of licensed places generated (see above)	0.8	0.9	0.8	0.8	0.8
Community Centres, Meeting spaces, Neighbourhood Houses & Libraries							
Local multipurpose community centre	3,000	Number of dwellings per local facility	0.5	0.6	1	1	1
multipurpose community meeting space	30	Total number people per sqm of Council community meeting space	143	158	173	188	204
Neighbourhood Houses							
Number of Neighbourhood Houses	35,000	Population (approximate) per facility	0.1	0.1	0	0	0
Libraries							
Number of library loans annum	6.6	Total loans per person	28,334	31,258	34247	37264	40333
Number of library visits per annum	4.9	Total visits per person	21,036	23,206	25426	27665	29944
Number of library facilities	35,000	Number of people per library facility	0.1	0.1	0.1	0.2	0.2
Education Enrolment & Facility Estimates							

Miners Rest Community Infrastructure Assessment

Final Report

Community Infrastructure Category	Provision ratio / participation Rate	Description of measure	Year				
			2016	2021	2026	2031	2036
Primary Schools							
Govt Primary Enrolment	56.8%	% of 5-11 year old population	290	327	344	363	388
Catholic Primary Enrolment	26.1%	% of 5-11 year old population	133	150	158	167	178
Non Govt Primary Enrolment	10.4%	% of 5-11 year old population	53	60	63	67	71
Total Primary Enrolment	93.4%	% of 5-11 year old population	477	538	566	598	638
Govt Primary School	3,000	Total number of dwellings per facility	0.5	0.6	1	1	1
Catholic Primary School	5,000	Total number of dwellings per facility	0.3	0.4	0	0	0
Govt Specialist School	60,000	Total population per facility	0.1	0.1	0	0	0
Secondary Schools							
Govt Secondary Enrolment	38.0%	% of 12-17 year old population	122	141	163	174	184
Catholic Secondary Enrolment	30.1%	% of 12-17 year old population	96	112	129	138	146
Non Gov Secondary Enrolment	19.0%	% of 12-17 year old population	61	71	82	87	92
Total Secondary Enrolment	87.1%	% of 12-17 year old population	279	324	375	400	422
Catholic Secondary School	15,000	Total number of dwellings per facility	0.1	0.1	0	0	0
Govt Secondary School	9,000	Total number of dwellings per facility	0.2	0.2	0.2	0.2	0.3
TAFE							
TAFE Full-Time Enrolment (15 to 24)	2.2%	% of 15-24 year old population	11	12	14	15	16
TAFE Full-Time Enrolment (25+)	0.3%	% 25 + year old population	7	8	9	10	11
TAFE Part-Time Enrolment (15 to 24)	2.6%	% of 15-24 year old population	13	14	16	18	19
TAFE Part-Time Enrolment (25+)	0.8%	% 25 + year old population	22	24	26	29	32
Universities							
University Full-Time Enrolment (15 to 24)	19.1%	% of 15-24 year old population	97	104	117	130	138

Miners Rest Community Infrastructure Assessment

Final Report

Community Infrastructure Category	Provision ratio / participation Rate	Description of measure	Year				
			2016	2021	2026	2031	2036
University Full-Time Enrolment (25+)	1.4%	% 25 + year old population	37	41	45	50	54
University Part-Time Enrolment (25 to 24)	2.1%	% of 15-24 year old population	11	11	13	14	15
University Part-Time Enrolment (25+)	1.7%	% 25 + year old population	45	50	55	61	66
Justice & Emergency Services							
Number of CFA sites	Not available	Not available					
Number of Ambulance sites	Not available	Not available					
Number of SES sites	Not available	Not available					
Number of Police station sites	Not available	Not available					
Law Courts							
Number of Courtrooms	30,000	Total population per Courtroom	0.1	0.2	0.2	0.2	0.2
Number of Law Court Facilities	400,000	Total population per Law Court Facility	0.00	0.00	0.0	0.0	0.0
Primary & Acute Health Services							
Number of public and private hospital beds	3.6	Number of public and private beds per 1,000 people (Australian hospital statistics 2012–13)	15	17	19	20	22
Number of public hospital beds	2.4	Number of public beds per 1,000 people (Australian hospital statistics 2012–13)	10	11	12	14	15
General practices	0.50	GP clinics per 1,000 people. Department of Health & Human Services Modelling, GIS and Planning Products Unit, 2011	2	2	3	3	3
Dental services	0.20	Dental services per 1,000 people. Department of Health & Human Services Modelling, GIS and Planning Products Unit, 2011	1	1	1	1	1

Miners Rest Community Infrastructure Assessment

Final Report

Community Infrastructure Category	Provision ratio / participation Rate	Description of measure	Year				
			2016	2021	2026	2031	2036
Pharmacies	0.20	Pharmacies per 1,000 people. Department of Health & Human Services Modelling, GIS and Planning Products Unit, 2011	1	1	1	1	1
Projected hospital admissions	447.4	Admissions per 1,000 people. Department of Health & Human Services Modelling, GIS and Planning Products Unit, 2011	1,921	2,119	2,322	2,526	2,734
Emergency presentations	411.6	Presentations per 1,000 people. Department of Health & Human Services Modelling, GIS and Planning Products Unit, 2011	1,767	1,949	2,136	2,324	2,515
Drug & alcohol clients	6.3	Clients per 1,000 people. Department of Health & Human Services Modelling, GIS and Planning Products Unit, 2011	27	30	33	36	38
Mental health clients	17.1	Clients per 1,000 people. Department of Health & Human Services Modelling, GIS and Planning Products Unit, 2011	73	81	89	97	104
Aged Care & HACC							
Aged Care							
Number of residential aged care beds	80	Number of beds per 1000 people aged 70 years +	17	21	27	32	37
Number of Community Aged Care Packages	45	Number of Community Aged Care Packages per 1000 people aged 70 years +	9	12	15	18	21
HACC Services							
All HACC services for those aged 0 to 69 years	127	Number of HACC clients aged 0-69 years per 1,000 people	27	34	43	51	58
All HACC services for those aged 70+ years	395	Number of HACC clients aged 70+ years per 1,000 people	83	106	133	158	182

Miners Rest Community Infrastructure Assessment

Final Report

Community Infrastructure Category	Provision ratio / participation Rate	Description of measure	Year				
			2016	2021	2026	2031	2036
Total HACC clients			110	140	175	209	241

Miners Rest Community Infrastructure Assessment

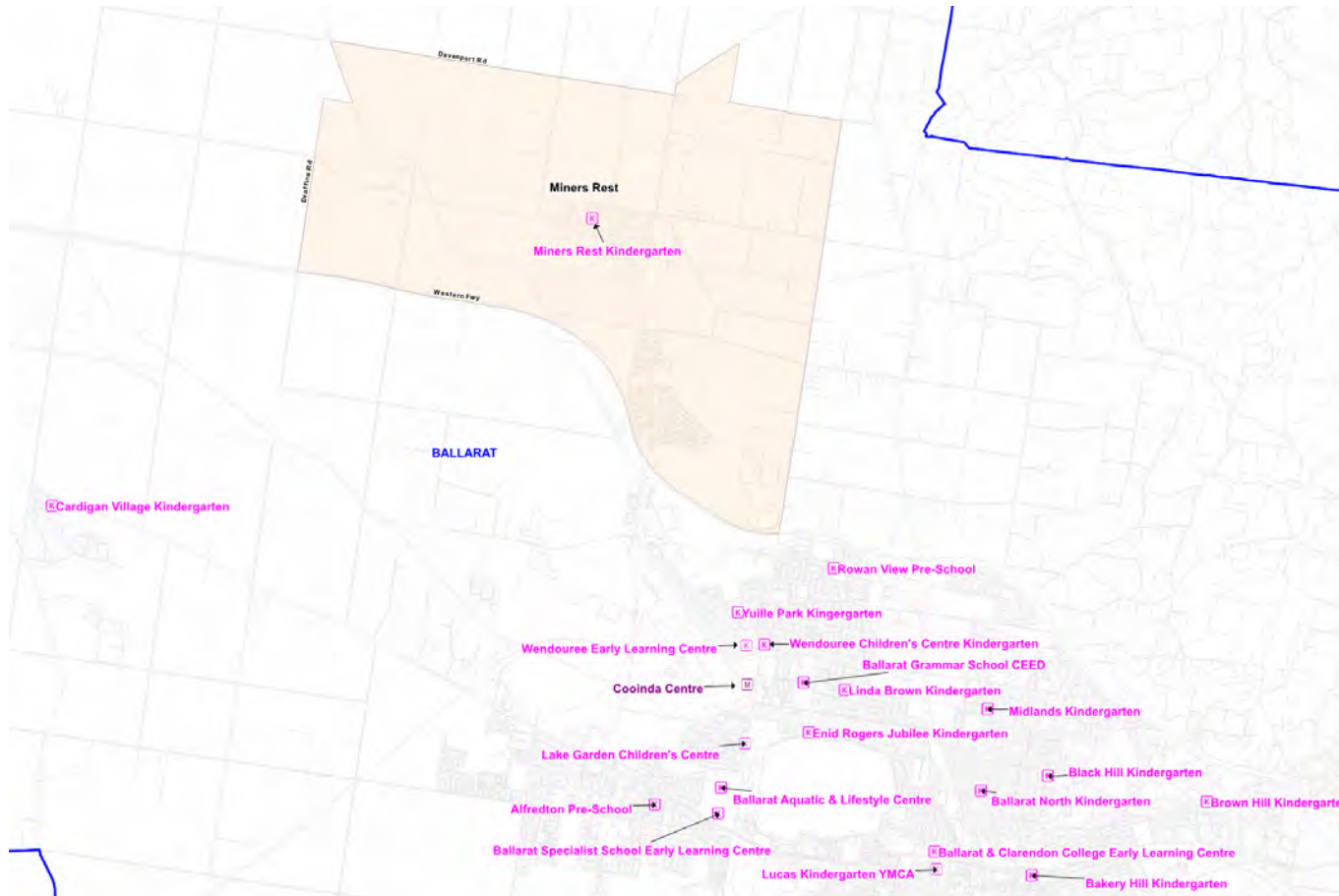
Final Report

Appendix 2 – Community Infrastructure Audit Maps

Miners Rest Community Infrastructure Assessment

Final Report

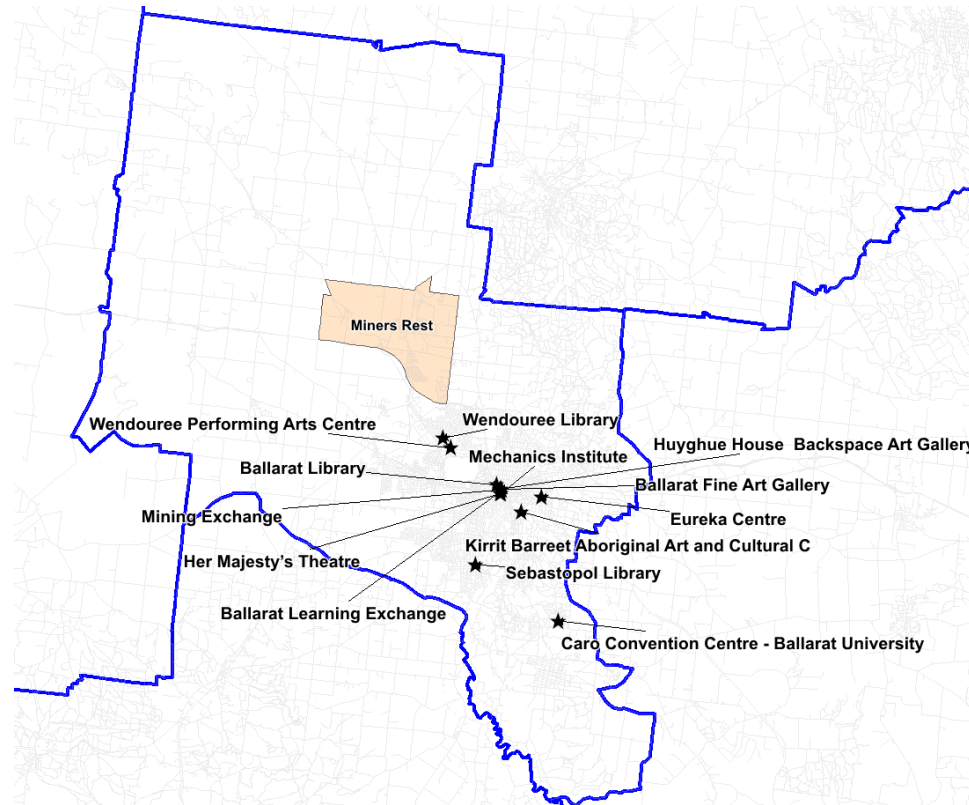
Figure 10 - Kindergartens & Maternal & Child Health Centres



Miners Rest Community Infrastructure Assessment

Final Report

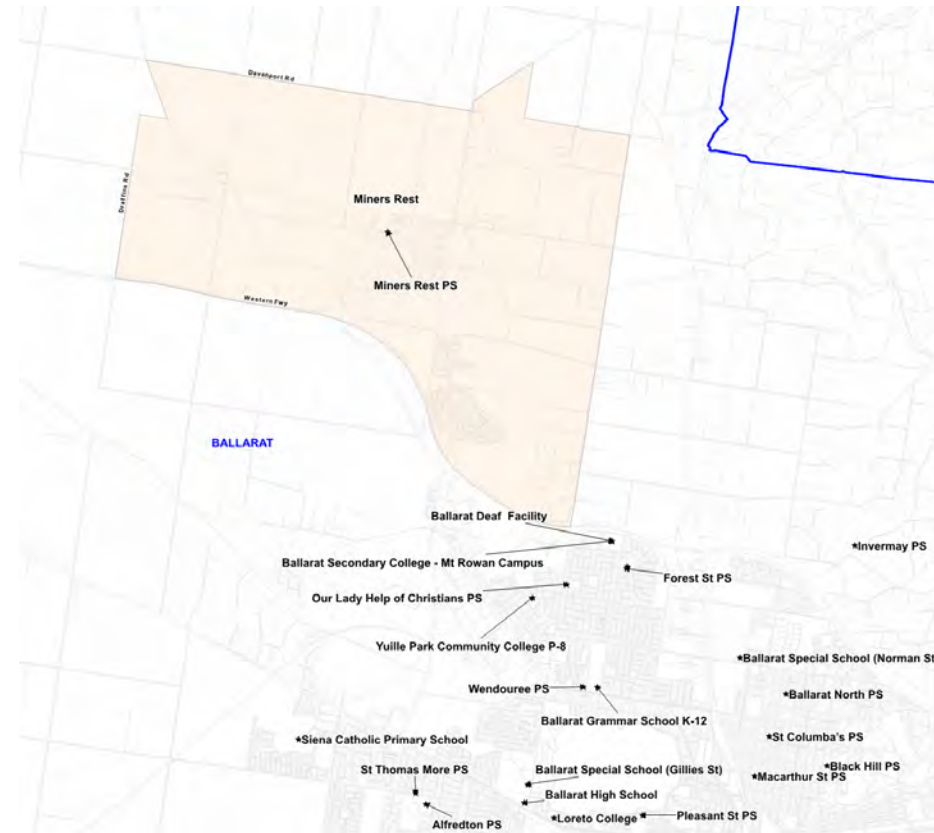
Figure 11 - Library, Arts & Cultural Facilities



Miners Rest Community Infrastructure Assessment

Final Report

Figure 12 - Education Facilities



Miners Rest Community Infrastructure Assessment

Final Report

Figure 13 - Higher Education Facilities

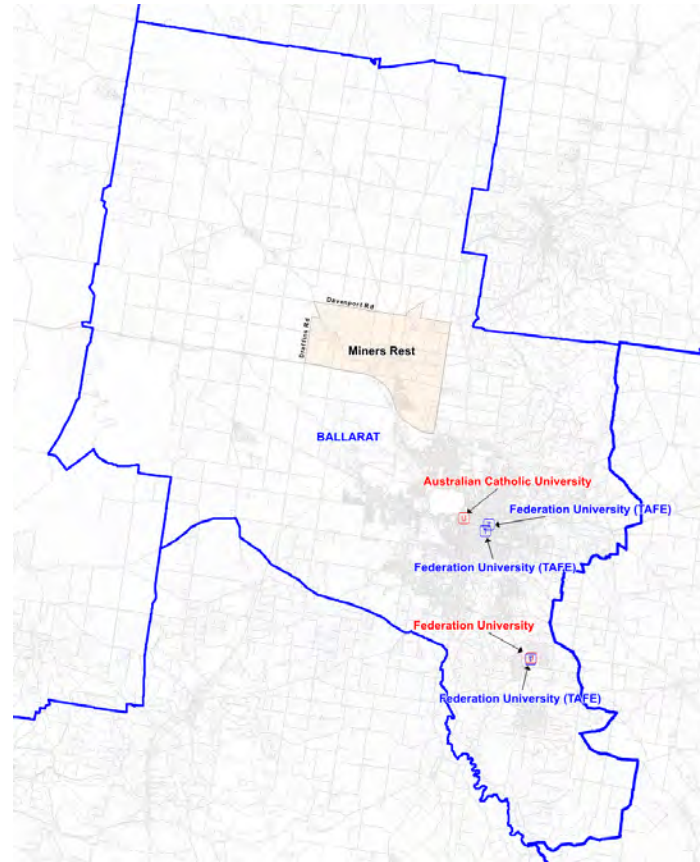
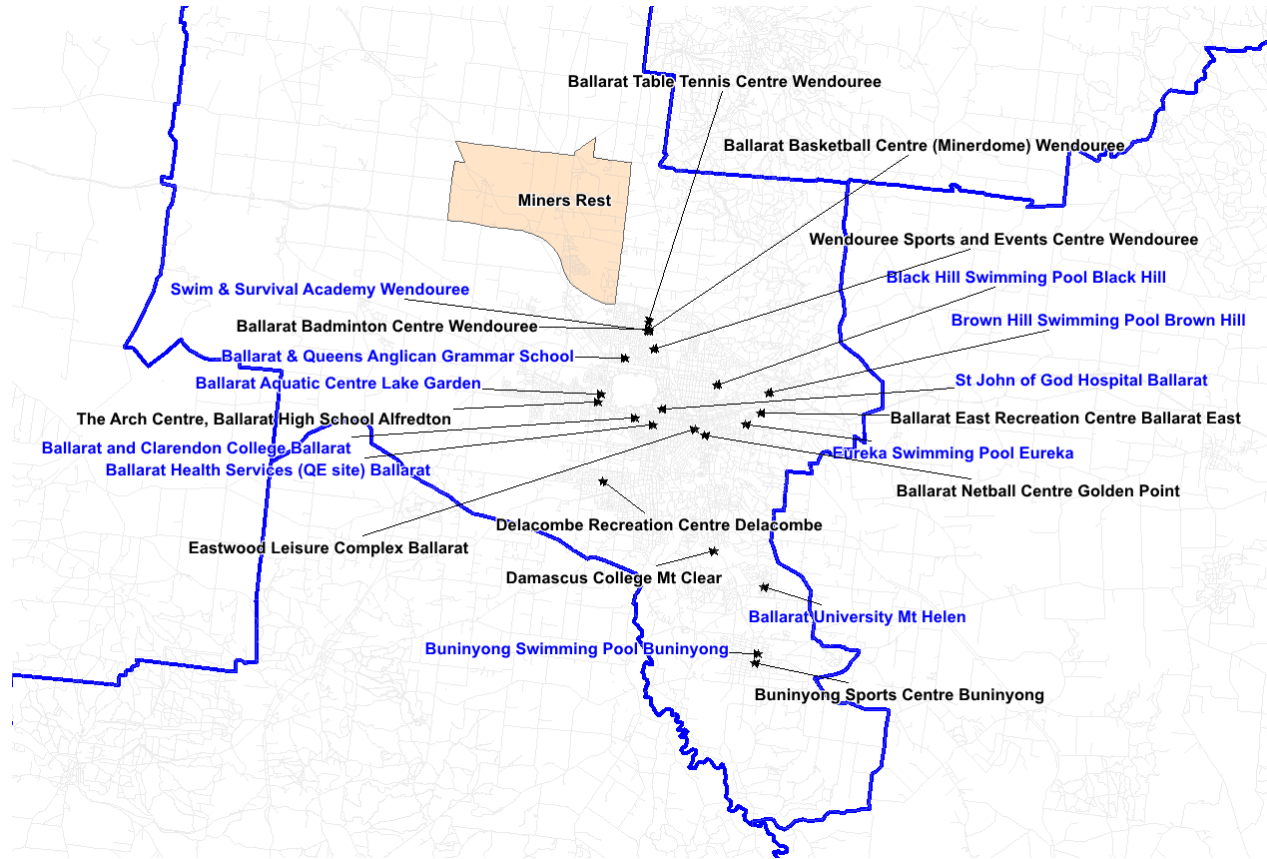


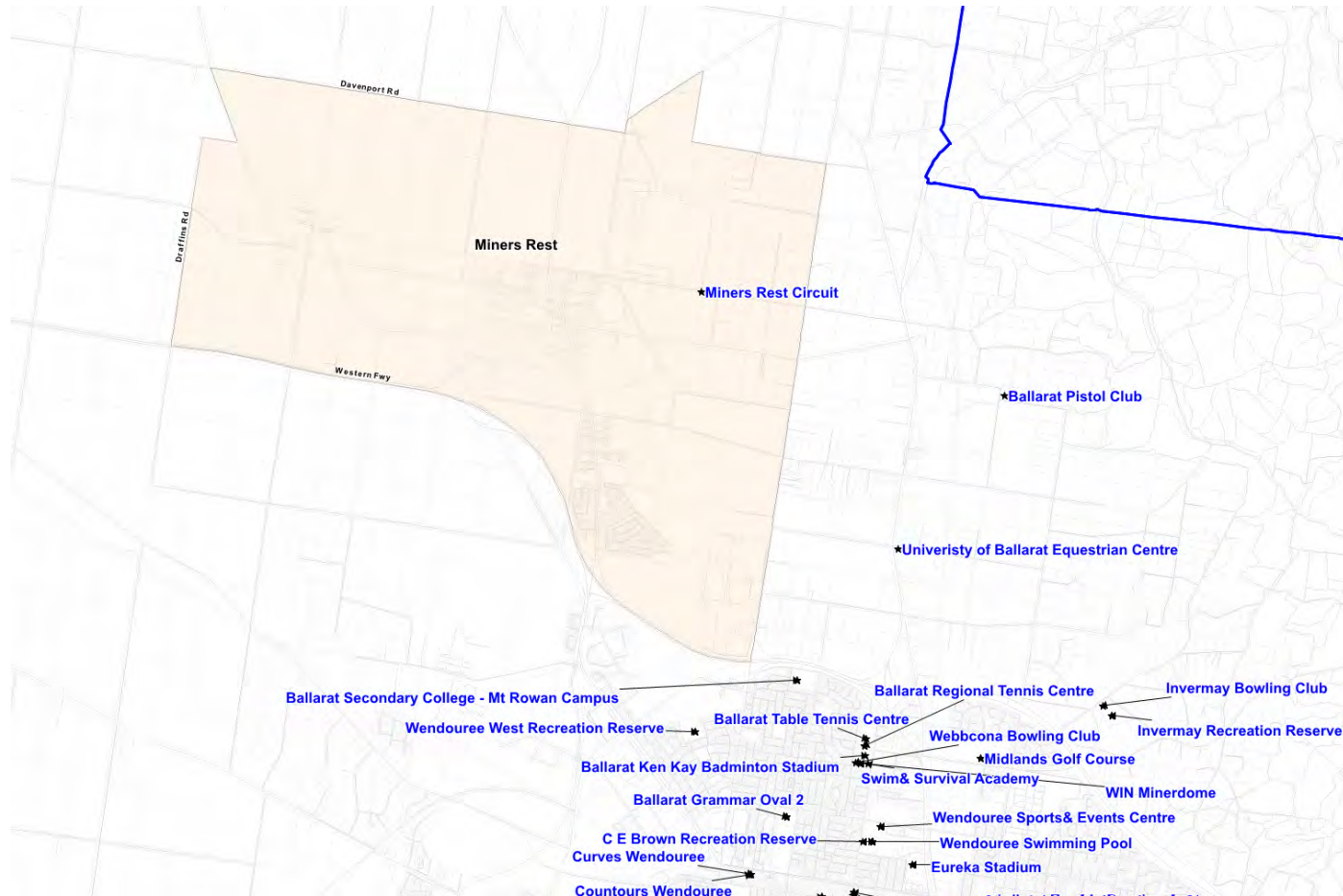
Figure 14 - Indoor Recreation & Aquatic Facilities



Miners Rest Community Infrastructure Assessment

Final Report

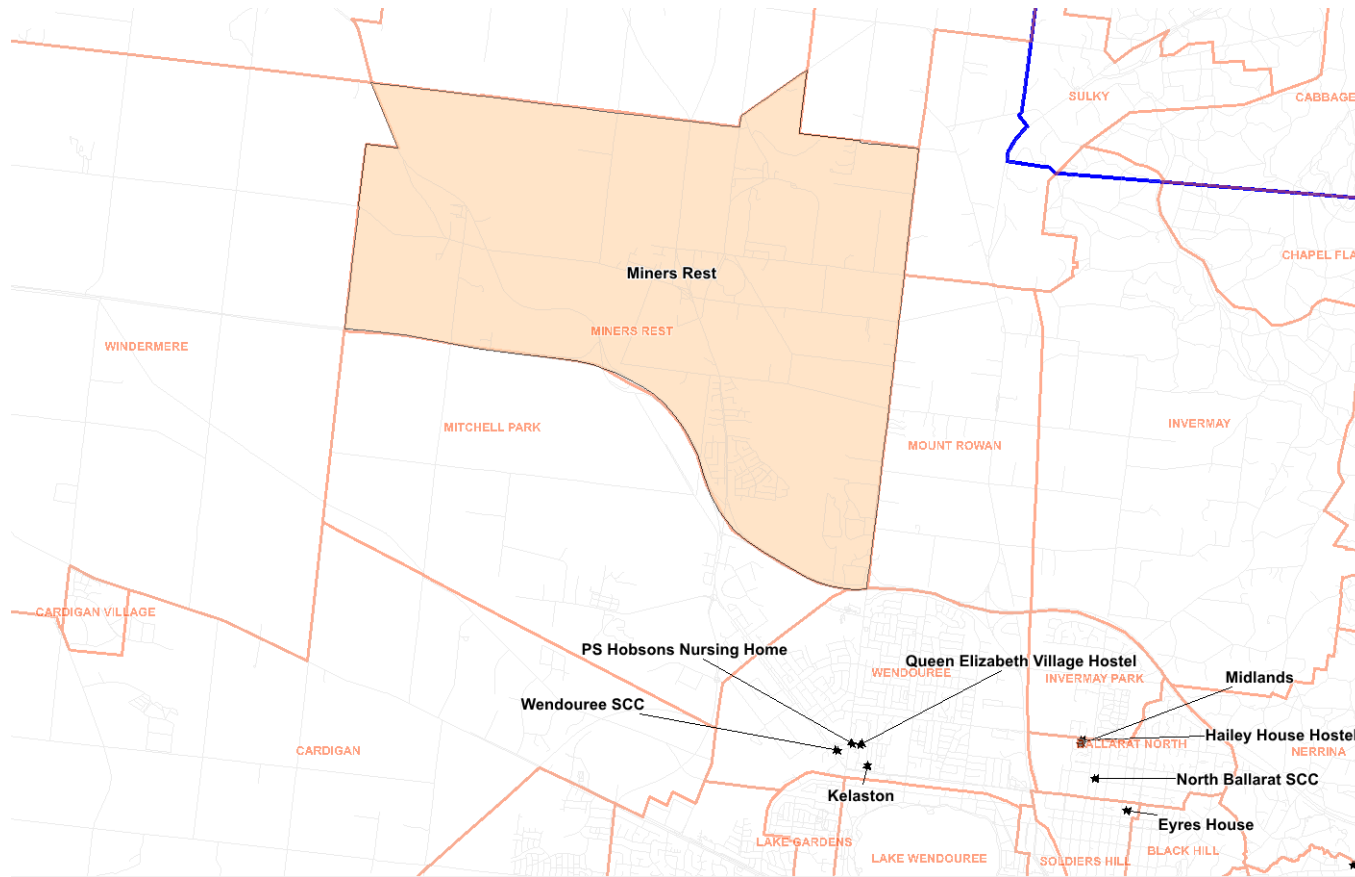
Figure 15 - Recreation Facilities



Miners Rest Community Infrastructure Assessment

Final Report

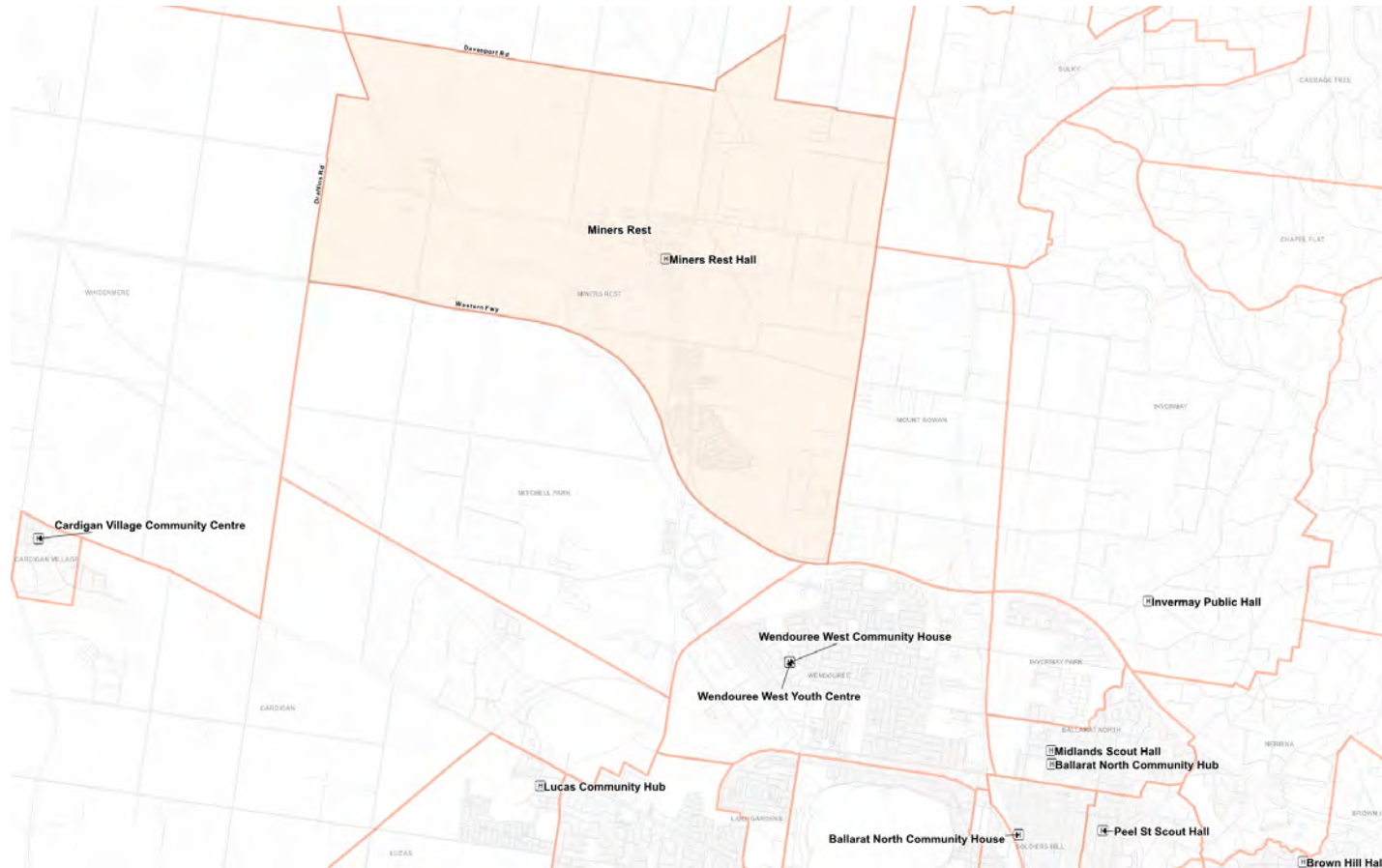
Figure 16 - Residential Aged Care & Facilities for Older Persons



Miners Rest Community Infrastructure Assessment

Final Report

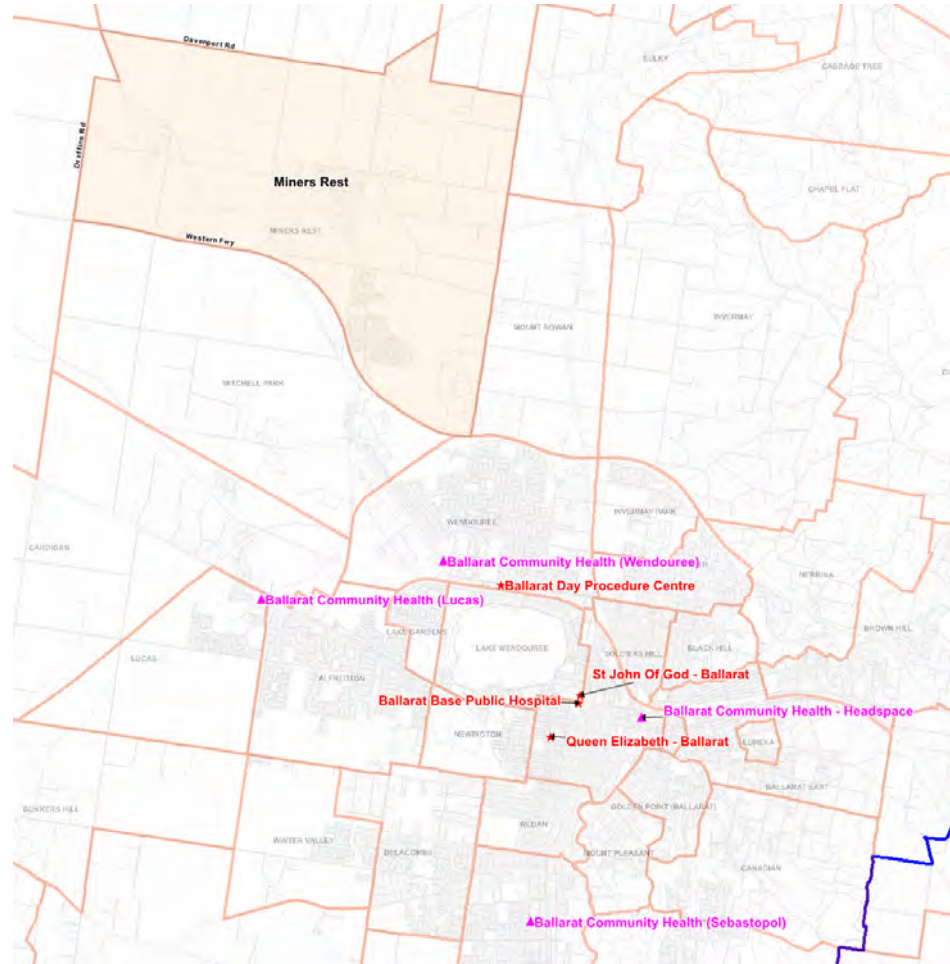
Figure 17 - Ballarat Community Halls



Miners Rest Community Infrastructure Assessment

Final Report

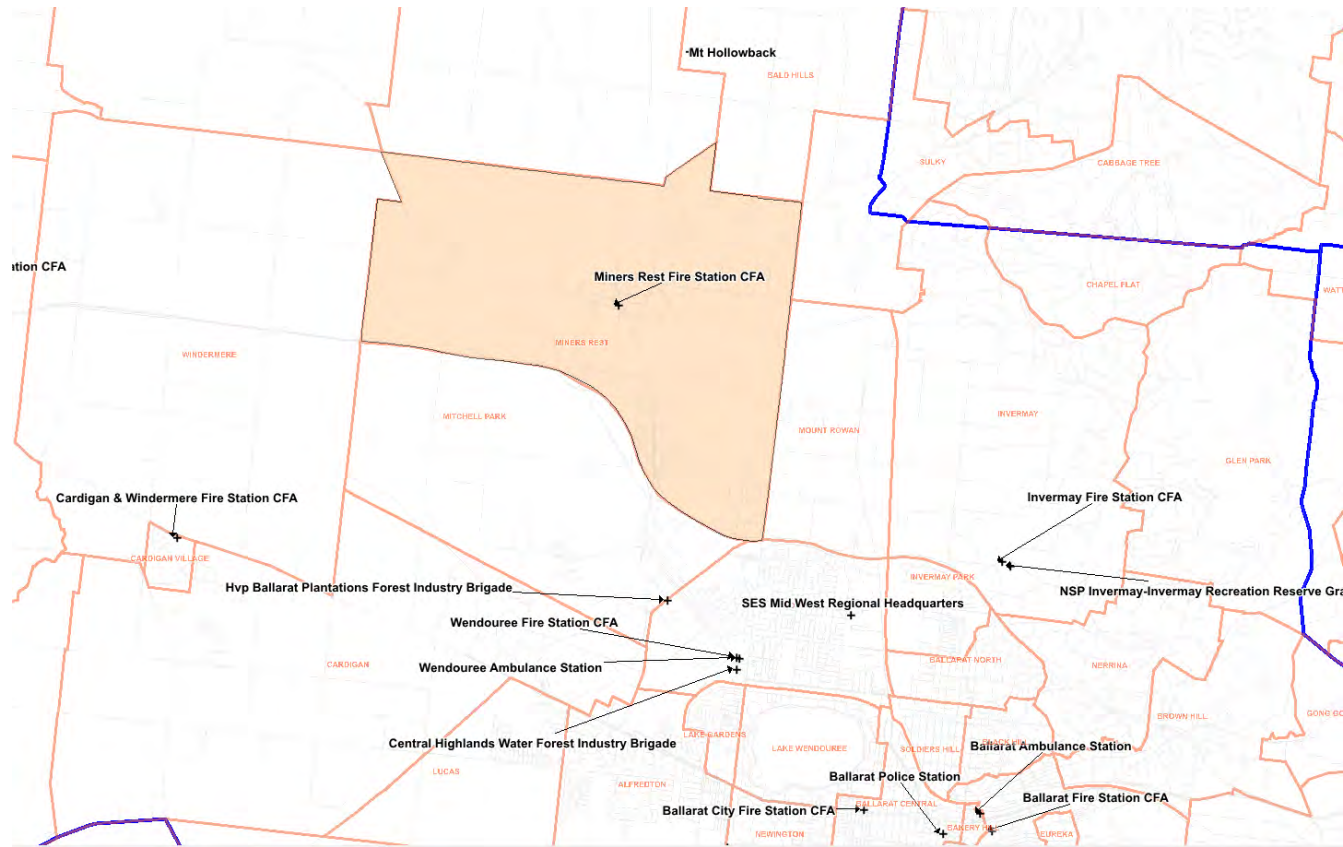
Figure 18 - Primary & Acute Health Services



Miners Rest Community Infrastructure Assessment

Final Report

Figure 19 - Police & Emergency Services



City of Ballarat Miners Rest North Township Character

Supplementary Advice: November 2019



Contents

<u>1. Introduction</u>	<u>3</u>
<u>2. Background</u>	<u>4</u>
Key issues	4
Draft township plan recommendations	4
<u>3. Miners Rest North Neighbourhood Character Survey</u>	<u>5</u>
Summary of key findings	5
<u>4. Miners Rest North Township Character</u>	<u>6</u>
Township character 'essence' & conclusions	7
Existing lot sizes	8
Existing building site coverage	9
<u>5. Options</u>	<u>14</u>
Options A - D	14
<u>5. Recommendations</u>	<u>15</u>
Justification	15
Recommendation summary	16

1. Introduction

Claire Scott Planning was engaged by the City of Ballarat in July this year to provide preliminary advice on the draft *Miners Rest Township Plan* (Hansen, June 2019) and specifically the undesirable subdivision outcomes occurring in the northern General Residential zoned township area, and the loss of ‘rural character’.

Following that initial advice, Council undertook an additional neighbourhood character survey, and collected supplementary data regarding existing building site coverage percentages.

This report canvasses all available information on Miners Rest North and provides advice on the protection of township character and the better connection of the area to the surrounding rural landscape.

The following strategic studies, survey findings and mapping data have been reviewed in association with the provision of this supplementary advice:

- *Draft Miners Rest Township Plan*, Hansen, June 2019
- *Miners Rest Township Plan (Background Information and Analysis)*, Hansen, June 2019
- *Mapping Ballarat’s Historic Urban Landscape (Stage 1)*, Context, September 2013
- *Miners Rest North Neighbourhood Character Survey Report (29 August 2019 – 8 October 2019)*
- Miners Rest lot size data (supplied by the City of Ballarat, July 2019)
- Miners Rest building site coverage percentages (supplied by the City of Ballarat, October 2019)

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2. Background

The *Miners Rest Township Plan* project has been underway for over 12 months, with the most recent draft dated June 2019. The Ballarat Council has deferred adoption of the plan twice, based largely on community dissatisfaction with the plan as it relates to the northern residential areas of the settlement, where recent subdivision outcomes are viewed as poor quality, lacking ‘rural character’ and vegetation, and having no relationship to the surrounding landscape.

Key issues

Key issues / concerns relating to residential development in North Miners Rest are:

- Piecemeal subdivision without an overall master plan being undertaken on an ad hoc basis (due to multiple land owners)
- Outcomes described in the township plan as ‘urban style development’, considered inappropriate in a rural landscape setting
- Lot sizes that are perceived to be smaller than desirable by the local community (in an area where lot sizes were traditionally larger)
- Lot sizes that result in reduced space available for landscaping (this may be more related to building site coverage, and the current inclination towards dwellings with large footprints, and no specific requirements to provide landscaping)
- Potentially an inappropriate zone – GRZ, the purpose of which includes encouraging a diversity of housing types and housing growth
- Community consensus is that the size of new lots should be larger than the typical urban block, and that subdivision should relate to/respect the surrounding landscapes (p. 17, draft *Miners Rest Township Plan*)
- The overall community view that new growth has been rapid, inappropriate, of poor quality, and out of character (p. 19, draft *Miners Rest Township Plan*)

Draft township plan recommendations

The draft *Miners Rest Township Plan* distinguishes between the northern and southern areas of the township (p. 21), with Miners Rest North described as nestled in the surrounding farmland, having impressive views to volcanic hills, and traditionally larger lot sizes.

The township plan recommends a local policy to “*guide growth*” and a schedule to the GRZ for North Miners Rest to “*encourage larger lots by managing site coverage, setbacks and dwelling heights.*” (p. 44)

There are potentially a number of difficulties associated with this recommendation:

- A local policy can only be utilised if a planning permit application is required. Recent advice on local policies is also that they should be very focused and specific, and provide guidance on exercising discretion for a particular issue. The preference of DELWP in guiding residential development outcomes is to use zoning provisions, where possible.
- The intention of the proposed GRZ schedule recommendation is clear, but the desired outcomes are still unlikely to be achieved i.e. minimum lot sizes cannot be stipulated and dwelling heights cannot be reduced in a schedule to the GRZ. A site coverage percentage and setback distances are not included in the recommendations.
- Other possible schedule variations that could be impactful have not been recommended e.g. permeability and landscaping.

3. Neighbourhood Character Survey

In order to fully explore and understand the local residents' aspirations for the settlement area of Miners Rest North, a further community survey was undertaken by the City of Ballarat during September 2019. Approximately 46% of respondents live in Miners Rest North.

Summary of key findings

The survey included the following questions, which are followed by a brief summary of findings:

Do you think that the original township of Miners Rest (north of Cummins Road) has a distinctive identity and character elements that are important to protect?

The vast majority of respondents answered yes, with the 'country town' and 'old rural village' character emphasised by many. Other character elements noted included:

- Large blocks
- Open spaces and rural atmosphere
- Rural setting, wide streetscapes and low-density housing
- Natural landscape and views

If yes, which of these elements do you think contribute to the town's character (list of elements provided)?

The element most selected in response to this question was 'rural character', followed by 'large lot sizes' and 'views to hills / volcanic cones'. Next most popular (in order) were 'large backyards', 'large spaces between houses' and 'trees in gardens'.

Which change or development do you think would have a negative impact on the character of Miners Rest?

In relation to residential character, many respondents stated that subdivisions with small blocks; taller buildings; and higher-density development 'packed in like sardines', would be negatively impactful. Other negative elements included:

- Loss of rural feel and aspect
- Uniform housing that is out of context
- Small estates where buildings are packed in tightly
- Flats and three-storey development
- Removal of trees

Do you have suggestions for how the town character could be improved?

Most responses to this question were not specifically in relation to residential character and included improvements to infrastructure

and shopping facilities etc. Those responses of direct relevance to this supplementary advice, included:

- Restricting small block development
- Planting of eucalypts to enhance the rural setting
- No further subdivision of farmland

Currently there is no minimum subdivision size in the general residential parts of town. Do you think there should be (a minimum)?

In response to this question, the majority of residents (approximately 45%) selected a lot size of >750 sqm. Approximately 21% of respondents selected a lot size of >1,000 sqm. Approximately 19% stated that there should be no minimum lot size imposed.

The following sections of this report explore many of these issues in greater detail, including lot size, residential density and building height.

4. Miners Rest North Township Character

Miners Rest North is located within the extensive Western Volcanic Plains landscape, which is characterised by a flat to gently undulating series of basalt plains, formed by volcanic activity over time.

The broader landscape features old lava flows, eruption points, and volcanic cones and hills such as Mount Rowan, Mount Blowhard and the Bald Hills, which surround the settlement to the north and east. This collection of geological attributes within close proximity, and observable from the township, creates a unique and visually interesting landscape setting. It is an iconic landscape of big skies and long views, with volcanic rises that punctuate the horizon.

Surrounding the settlement, the landscape has been largely cleared for farming and consists of a patchwork of paddocks, often divided by long straight roads and shelterbelts. Miners Rest North is separated from the southern area of the township by the Burrumbeet Creek, which crosses Howe Street and runs along the western side of the settlement area, and through Miners Rest Park. The township edge to the north is formed by Clarke Street, which directly abuts the agricultural fields adjacent. To the east, beyond the recreation reserve, the settlement edge fuses into the landscape in the form of larger land holdings and hobby farms, most associated with the equine industry.

Remnant vegetation lines the Burrumbeet Creek corridor, and is scattered sparsely elsewhere in stands, particularly on the outskirts of the township and in the recreation reserve and other parkland areas. The very large road reserves are mostly devoid of vegetation, and this exacerbates the sense of openness throughout the settlement.

Within the built-up residential areas of Miners Rest North, lots are mostly large (over 1,500 sqm), with the exception of the north-western area of the township where lots are between 750 sqm and 1,500 sqm. Dwellings are predominantly large, single storey homes, set well back from all boundaries; however (again in the north-western area of the settlement in and around Douglas Close), some more recent development is evidence of the trend towards maximal building footprints and minimal setbacks, with very little permeable surfacing.



Looking north towards Clarke Street and the adjacent agricultural landscape and volcanic rises



North-easterly view of the surrounding volcanic landscape from Raglan Street



Large, single storey 'ranch' style home in a spacious garden setting, typical of those in Parker Street and surrounding streets

Township character 'essence' & conclusions

The most important aspects of the overall character of North Miners Rest, which should be reflected in the zoning and planning requirements for the area, are:

- Clear and definable edges to the built-up residential areas of the settlement. This should be reflected in the extent of the residential zoning.
- Protection of outviews to the surrounding agricultural landscape and volcanic hills (i.e. not impeded by 'urban' densities and/or three storey development) – a 'spacious' residential character is desired. This can be managed with the appropriate zoning (height) and other residential schedule inclusions.
- The retention and requirement for large lot sizes, consistent with the rural 'non-urban' character of the settlement area. This should be reflected in the zoning, which includes a minimum lot size requirement.
- The low scale (one to two storey) form of the dwellings, sitting within the agricultural/volcanic landscape context. This should be managed with the appropriate residential zone.
- Residential lots that are not dominated by a high coverage of built form (i.e. a balance between dwellings/structures and open, permeable space on all residential sites), and where vegetation can be planted and sustained. This can be managed/required via inclusions in a residential zone schedule.



Strong visual connections to the surrounding landscape are available from many streets in the settlement area (James Court, looking north)



The northern edge of the township at Clarke Street, where it interfaces directly with the agricultural landscape, is clearly demarcated



Parker Street (near Lyons Street) illustrating the spacious nature of the well established residential areas, with low scale dwellings and established canopy trees

Existing lot sizes

An analysis of lot sizes in North Miners Rest has revealed that:

- The majority of lots are greater than 1,500 sqm (191 parcels). This represents approximately 39% of all residential lots in Miners Rest North.
- There are 183 lots of between 750 sqm – 1,500 sqm across the whole settlement. This represents approximately 37% of all lots.
- The north-western area of North Miners Rest, which has been most heavily criticised for its subdivision outcomes, contains the vast majority of lots that are between 750 sqm – 1,500 sqm.
- Relatively speaking, a small number of lots between 300 sqm – 750 sqm are scattered throughout North Miners Rest (total 103, excluding the Mixed Use Zone, representing approximately 21%).

It is also understood that a (conservative) land supply analysis has been undertaken, based on 750 sqm lots that are not flood affected, and the provision of potential lots satisfies likely demand.

This audit of existing lot sizes, combined with the land supply analysis and fieldwork observations, supports the introduction of a minimum lot size of 750 sqm to Miners Rest North via a schedule to the residential zone. A lot size of less than 750 sqm is considered undesirable and not consistent with the preferred spacious and rural township character. In order to further strengthen the landscape character of the settlement, the minimum lot size should be combined with a maximum building site coverage and minimum permeability percentages.

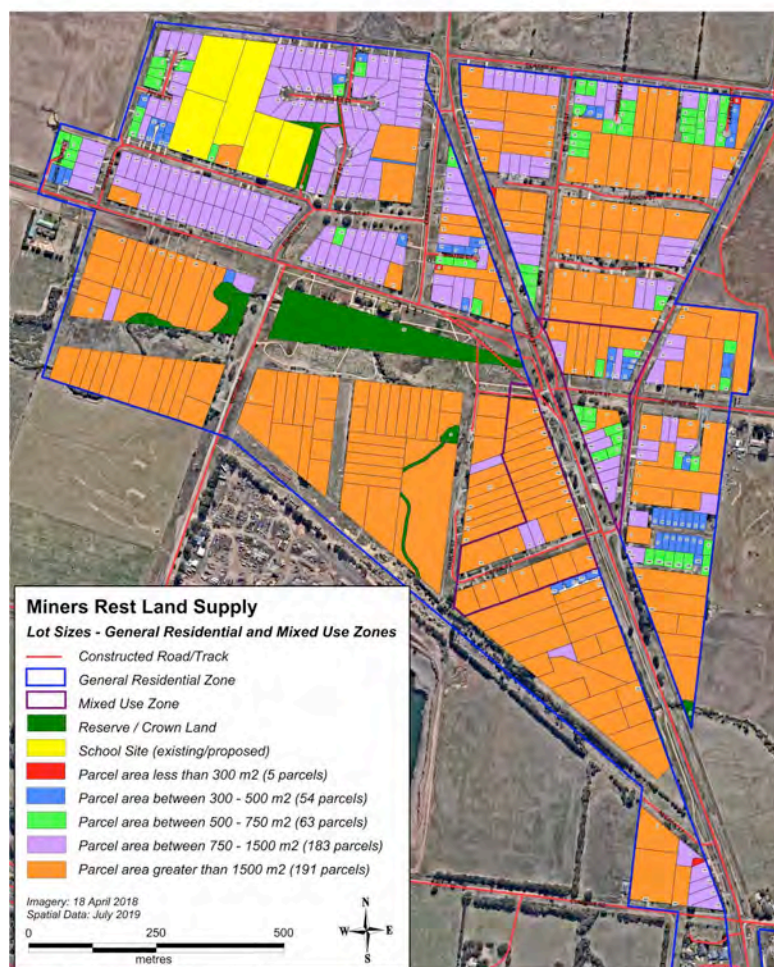


Figure 1: North Miners Rest lot sizes. Source: City of Ballarat

Existing building site coverage

Four sample areas throughout Miners Rest North have been analysed for their existing building site coverage (this includes dwellings and all outbuildings). The maps and base data were prepared and provided by the City of Ballarat. A summary of the findings for each sample area is included below.

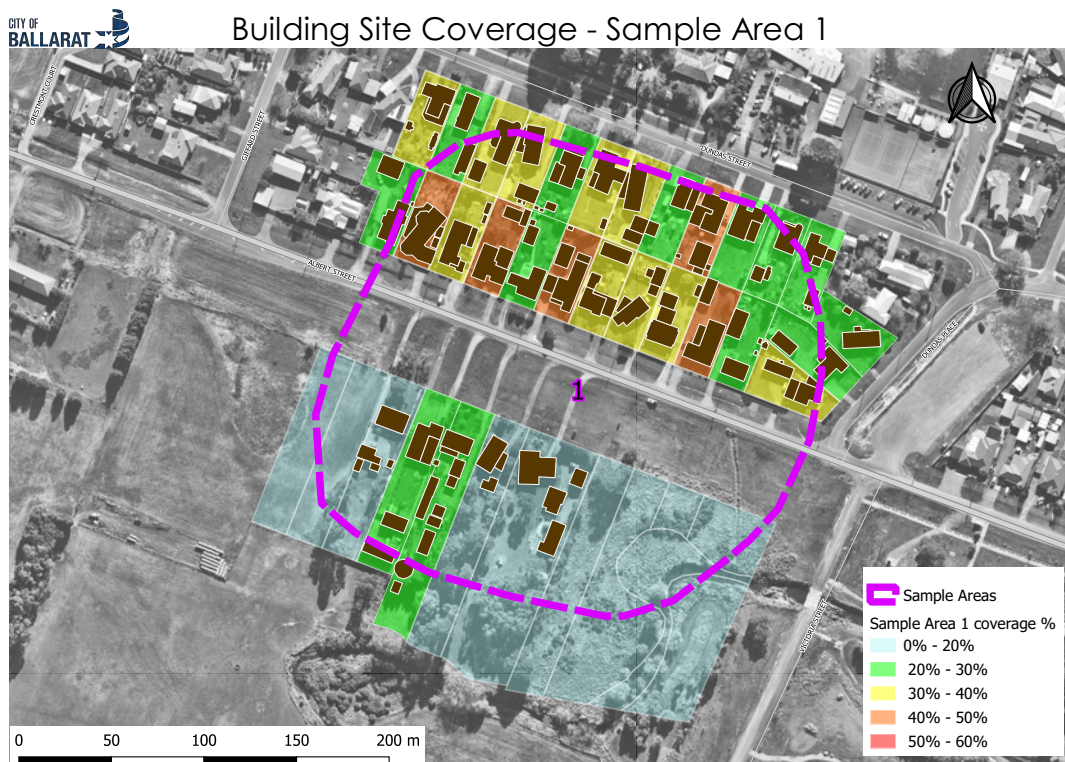


Figure 2: Miners Rest North Sample Area 1 building site coverage. Source: City of Ballarat

1. Albert Street & Dundas Street South

Sample Area 1 is located in the western area of the township, in the vicinity of Miners Rest Primary School. Of the 31 lots that are built upon in Sample Area 1:

- 3 lots (10%) have a building site coverage of up to 20%
- 13 lots (42%) have a site coverage of 20%-30%
- 10 lots (32%) have a site coverage of 30%-40%
- 5 lots (16%) have a site coverage of 40%-50%

In summary, the majority of lots have an existing building site coverage of no more than 30%, and no lots in the sample area have more than 50% of the site covered by buildings.



Dundas Street (south) in Sample Area 1

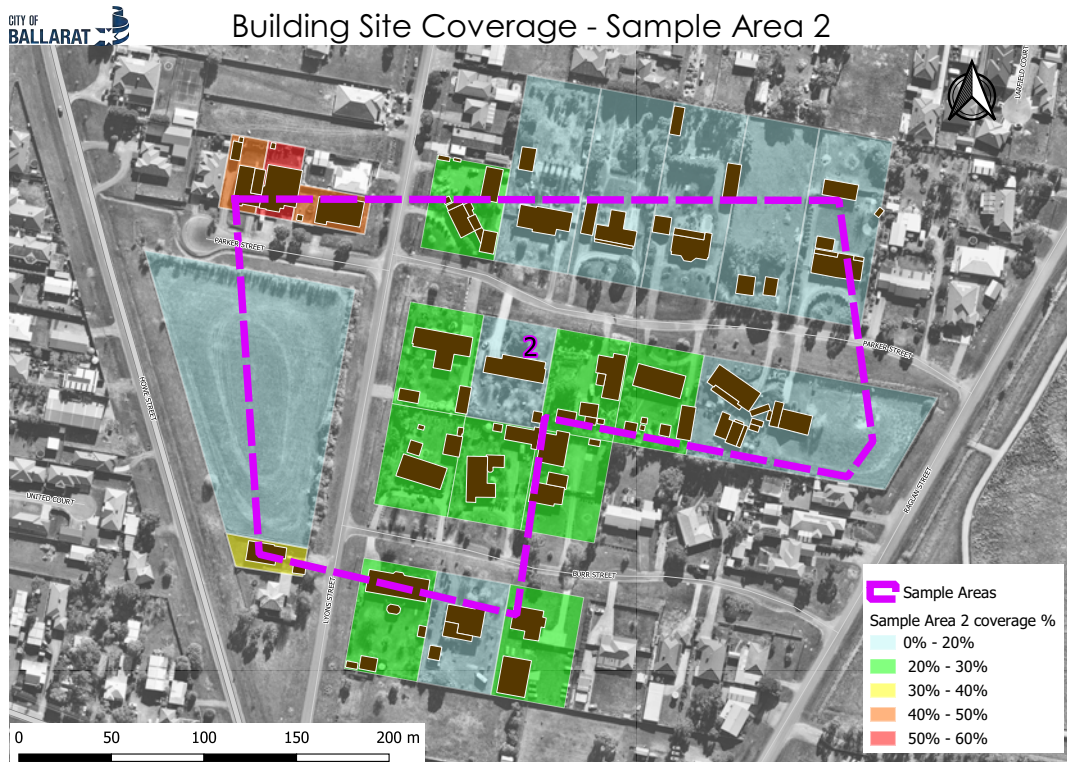


Figure 3: Miners Rest North Sample Area 2 building site coverage. Source: City of Ballarat

2. Parker Street & Burr Street

Sample Area 2 comprises an area of varying lots sizes in the eastern area of Miners Rest, to the west of the recreation reserve and wetland area. Of the 21 lots that are occupied within Sample Area 2:

- 8 lots (38%) have a building site coverage of up to 20%
- 9 lots (43%) have a site coverage of 20%-30%
- 1 lot (5%) has a site coverage of 30%-40%
- 2 lots (10%) have a site coverage of 40%-50%
- 1 lot (5%) has a site coverage of 50%-60%

In summary, the majority of lots have a building site coverage of between 20% and 30%, and all together over 80% of the lots have a site coverage of not more than 30%.



Dwelling in Burr Street, Sample Area 2

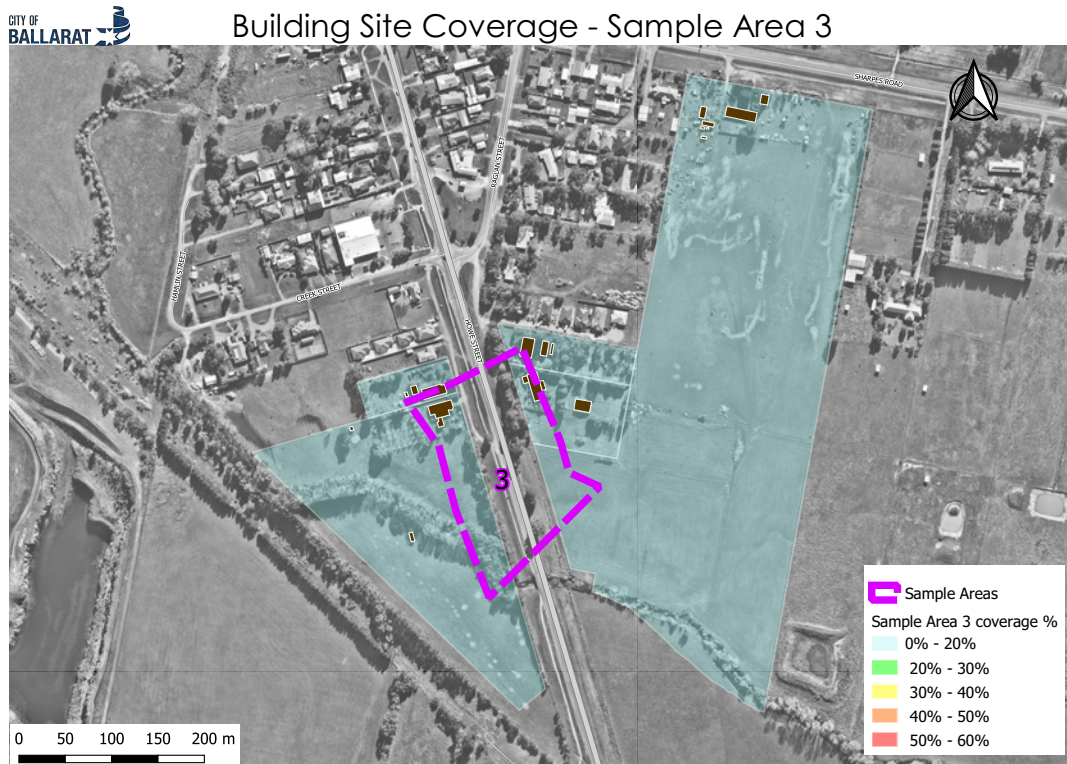


Figure 4: Miners Rest North Sample Area 3 building site coverage. Source: City of Ballarat

3. How Street & Sharpes Road

Sample Area 3 is located at the southern ‘gateway’ to Miners Rest North, and includes only five housing lots, two of which are very large sites.

- Within this area, 100% of lots have an existing building site coverage of 0%-20%

This small sample of irregular lots, of varying sizes, illustrates the current low-density nature of the southern edge of Miners Rest North. However, immediately adjacent to the sample area is a small, proposed Medium Density Precinct (refer p. 51 of the draft *Miners Rest Township Plan*.) including a site occupied by four units, with a high building site coverage.



Sharpes Road, within Sample Area 3

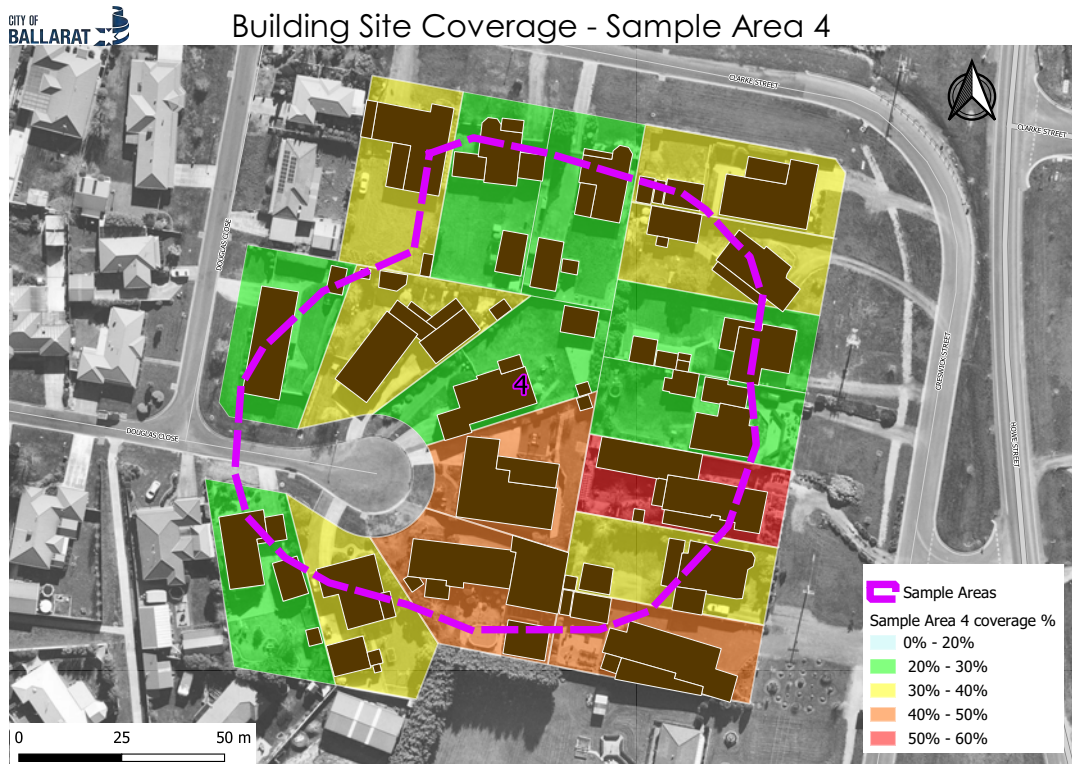


Figure 5: Miners Rest North Sample Area 3 building site coverage. Source: City of Ballarat

4. Douglas Close, Clark Street & Creswick Street

Sample Area 4 is located at the northern edge of the township, and includes lots that form part of a cul-de-sac. Of the 17 lots in the sample area (all of which are developed):

- 7 lots (41%) have an existing building site coverage of 20%-30%
- 6 lots (35%) have a site coverage of 30%-40%
- 3 lots (18%) have a site coverage of 40%-50%
- 1 lot (6%) has a site coverage of 50%-60%

Overall, the majority of lots in Sample Area 4 have an existing building site coverage of no more than 30%, and the vast majority of lots (76%) have a maximum site coverage of 40%.



Creswick Street, in Sample Area 4

Existing building site coverage conclusions

The analysis of existing site coverage percentages within four sample areas of Miners Rest North supports the introduction of a reduced building site coverage maximum through a new schedule to the residential zone.

The current maximum building site coverage that applies to these areas is 80%; a standard that is applicable across most urban residential areas of metropolitan Melbourne. However, Miners Rest North is not a residential area of 'regular' urban densities, and differs considerably from Melbourne's suburban areas. As demonstrated through the analysis and observed in fieldwork, it is an area of spacious residential character of lower densities and higher permeability and vegetation coverage.

The following key conclusions are most relevant and support a reduced building site coverage percentage in Miners Rest North, together with an increased permeability requirement.

- 39% of lots (the largest overall percentage) across all four sample areas have an existing building site coverage of between 20%-30%
- 84% of all lots surveyed have an existing site coverage of up to 40%
- 98% of all lots surveyed have an existing maximum building site coverage of 50%
- Only 2 lots across all four sample area have a building site coverage of between 50%-60%

It is considered desirable that no more than 45% of the area of a residential lot in Miners Rest North is covered by buildings. This requirement is entirely consistent with the above figures (given that 84% of lots surveyed have an existing site coverage of 40% or less), and will ensure the protection of the open and well vegetated character of the township, which allows views to the surrounding landscape, as well as reflecting the community's aspirations.

Together with this, a minimum permeability percentage should be introduced (also 45%) to allow for open garden areas and the protection, planting and sustenance of vegetation, including significant canopy trees. (This allows an additional 10% of the site area to be covered with hard surfacing, and is considered a reasonable amount.)

5. Options

In order to protect and manage the residential and landscape character of Miners Rest North; address the issues discussed in the previous sections of this report; and respect and implement the local community's aspirations, a number of 'zoning' and 'scheduling' options are available. These all involve an amendment to the *Ballarat Planning Scheme*. The options and their advantages and disadvantages are outlined below.

Option A

Retain GRZ, and introduce a new schedule with changes to Clause 54 and 55 requirements e.g. site coverage, permeability and landscaping requirements.

Advantages:

- Specifying building site coverage, permeability and landscaping requirements would achieve an improved outcome in residential character, primarily in relation to the planting and sustenance of vegetation, and other environmental benefits such as stormwater infiltration
- Minimal additional work or justification required

Disadvantages:

- Rural township character is at odds with the purpose of the zone
- Does not address the minimum lot size issue
- Can include objectives relating to neighbourhood character (but not landscape character)
- Maximum mandatory building height would remain 11 metres and 3 storeys
- Community displeased with current scenario; issue unlikely to be resolved with this option

Option B

Rezone to NRZ, and introduce a new schedule with site coverage, permeability and landscaping requirements.

Advantages:

- Improved residential outcomes relating to vegetation and stormwater run off
- Reduced (and more appropriate) maximum mandatory height of 9 metres or 2 storeys, and better built form outcomes likely in relation to the scale of dwellings (and retention of open out-views to volcanic hills)
- Purpose of the zone a better fit with the rural character of the township and landscape setting

- Ability to include neighbourhood and landscape character objectives in the schedule

Disadvantages:

- Does not address the minimum lot size issue
- Community unlikely to be satisfied with this option

Option C

Rezone to NRZ, and introduce a new schedule with a minimum lot size requirement (750 sqm), and variations to site coverage, permeability and landscaping requirements.

Advantages:

- Purpose of the zone a better fit
- Minimum lot size issue addressed, and inclusion in the schedule provides certainty
- Appropriate maximum building height, and better built form scale outcomes
- Ability to include landscape and neighbourhood character objectives
- Other variations to Clauses 54 and 55 provide better outcomes as described
- Community concern likely to be alleviated
- Council likely to support and endorse township plan

Disadvantages:

- Nil – additional justification work has been completed as part of this supplementary advice

Option D

As above but with two schedules, one with a minimum lot size of 750 sqm (north west area, where this lot size prevails) and the other schedule with a minimum lot size of 1,500 sqm applying to the remainder of the township (excluding the Mixed Use Zone)

Advantage and disadvantages are similar to Option C, but include the following disadvantages:

Disadvantages:

- Harder to justify from a housing supply analysis perspective
- Simply reflects the existing scenario without considering future growth and infill
- Less likely to be supported by DELWP

6. Recommendations

Of the above options, Option C is recommended with the following inclusions in the schedule to the NRZ:

Objectives (five maximum), such as:

- To protect the rural township character of North Miners Rest.
- To encourage low scale and site responsive residential development that sits unobtrusively within the rural landscape setting.
- To ensure that out-views to the surrounding landscape, and particularly to the volcanic hills, are protected.
- To maintain and increase native vegetation cover by requiring permeable land for planting and sustaining vegetation, particularly large canopy trees.

Minimum subdivision area: 750 sqm

Building site coverage: 45% (Rescode standard 80%)

Permeability: 45% (Rescode standard 20%)

Landscaping requirements (for example):

Provision of a minimum of one canopy tree per 175 square metres of the site area, that will reach a minimum mature height that equals the height of the proposed development, including:

- a minimum of one canopy tree within each area of secluded private open space; and
- a minimum of one canopy tree within the front setback per 5 metres of width of the site (excluding the width of one driveway).

Each tree should be surrounded by 20 square metres permeable surface with a minimum radius of 3 metres. Up to 50% of the permeable surface may be shared with another tree.

The species of canopy trees should be native, and preferably indigenous to the local area.

(Similar landscaping requirements have recently been recommended in Maroonah, are in place in Knox, and were discussed in the Panel Report for Monash Amendment C125, where such an approach was considered “pragmatic” and appropriate.)

Application requirements (for example):

A landscape plan drawn to scale that clearly demonstrates the requirements of Clause 55.03-8 Standard B13, as outlined in this Schedule, including:

- Site boundaries, road frontage(s) and proposed and retained buildings.

- The location of existing trees and vegetation to be retained, and those to be removed.
- Details of any tree protection methods required.
- The location of proposed additional canopy trees and other vegetation.
- Notes regarding proposed mulch and soil types and quantities, subsoil preparation and any specific maintenance required.
- A schedule to the landscape plan listing plants by their botanical names, common names, quantities proposed, and height and width at maturity.

Decision guidelines:

- The extent to which the management and/or integration of vegetation and canopy trees on the development site contributes to the preferred landscape and neighbourhood character of North Miners Rest.
- The scale of the buildings or works and the visual impact on the surrounding landscape and out views.
- The extent to which the buildings and works are designed and sited to contribute to the rural character of the township.

Justification

The following points are considered pertinent in relation to justifying the proposed recommendation:

- Community feedback regarding township growth included the importance of retaining the ‘existing character and rural atmosphere’ with the consensus that residential lots should be larger than typical.
- The vision for Miners Rest includes:

A rural township character which is positively influenced by the surrounding open rural landscape

- Community concerns and a preference for larger lots in North Miners Rest (and a professional agreement with these views) is well documented and permeates the *Draft Miners Rest Township Plan* report.
- The desired outcomes in recommending a new schedule to the GRZ (as outlined in the draft township plan) i.e. larger lot sizes, and reduced building heights, simply cannot be achieved via the GRZ. They can be achieved however, through the NRZ and a new schedule.
- The purpose of the NRZ is more appropriate to the low scale, spacious and rural character of North Miners Rest. The VCAT case pertaining to 2 Eddy Avenue, Mount Helen, further reinforces this point.

- The reduced building height maintains the low scale nature of the township, and retains out views and a visual connection to the landscape beyond.
- Lot size analysis is not at odds with the rezoning of the area to NRZ.
- A conservative lot supply analysis also supports the rezoning.
- The ability to retain and require canopy trees relates to the space available to plant and sustain them, which in turn relates to the ratio of building footprint (and hard surfacing) to permeable site. In a residential area relatively devoid of substantial vegetation, including canopy trees, this is considered an important initiative (and is supported by the contents of the draft township plan).
- An analysis of existing building site coverage percentages strongly supports the introduction of a new maximum building site coverage requirement, and an increased site permeability requirement. The recommended percentages are considered in no way onerous or unreasonable.
- As well as affirming the rural township character of North Miners Rest, the proposed site coverage, permeability and landscaping requirements serve multiple objectives relating to livability, sense of place, environmental outcomes and resilience as the climate changes.

Recommendation summary

In summary, the key recommendations are to:

Rezone the General Residential (GRZ) areas of Miners Rest North to Neighbourhood Residential (NRZ), with the exception of the small proposed Medium Density Precinct (adjacent to the Creek Street shops) which should remain GRZ.

Introduce a new schedule (Schedule 1) to the Neighbourhood Residential Zone (i.e. NRZ1), including variations to Clauses 54 and 55 as follows:

- Minimum subdivision area: 750 sqm
- Maximum building site coverage: 45%
- Minimum permeability: 45%
- Landscaping requirements

Support the introduction of the above variations with appropriate objectives and decision guidelines as outlined in this supplementary advice on p. 14.

Appendix

Permeable surface site coverage assessment

The four sample areas used to analyse the existing building site coverage have been used to assess the permeable surface site coverage throughout Miners Rest North. A permeable surface is a surface that is penetrable by water. Water cannot penetrate an impervious surface. An impervious surface includes a dwelling, a garage or carport, a verandah, a garden shed, a footpath, a swimming pool, outdoor paved areas, a driveway or any other sealed surface.

A summary of the findings for each sample area is included below.

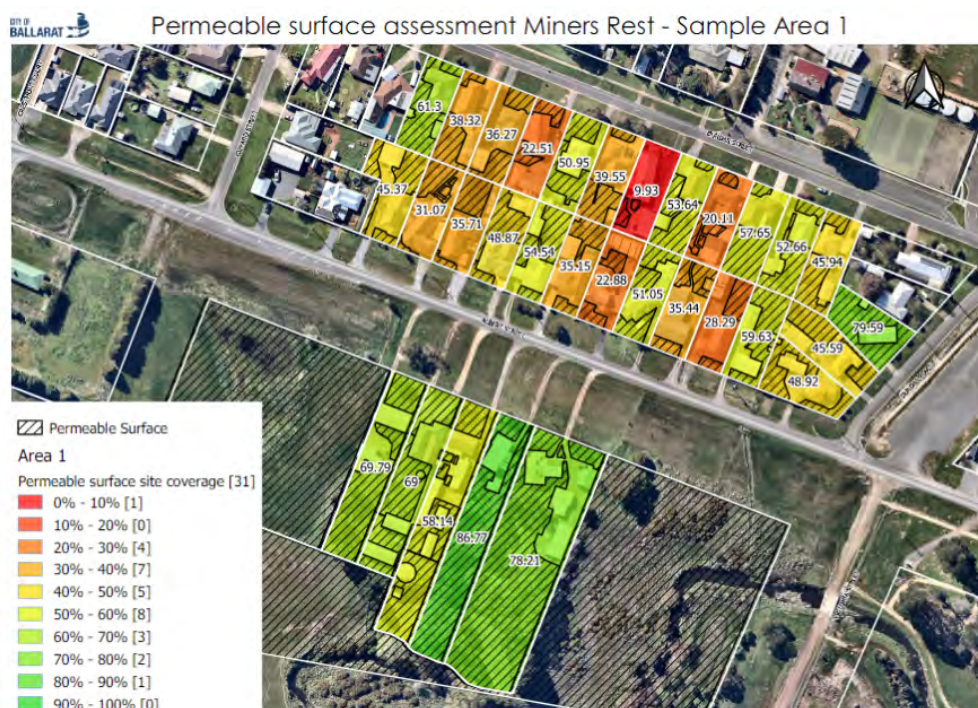


Figure 6: Miners Rest North Sample Area 1 permeable area site coverage

1. Albert Street & Dundas Street South

Of the 31 lots included in Sample Area 1:

- 1 lot has a permeable surface site coverage of up to 20%
- 4 lots have site coverage of 20%-30%
- 7 lots have site coverage of 30%-40%
- 5 lots have site coverage of 40%-50%
- 8 lots have site coverage of 50%-60%
- 3 lots have site coverage of 60%-70%
- 3 lots have site coverage of 70%-100%

55% of the lots from Sample Area 1 have less than 50% permeable surface site coverage.

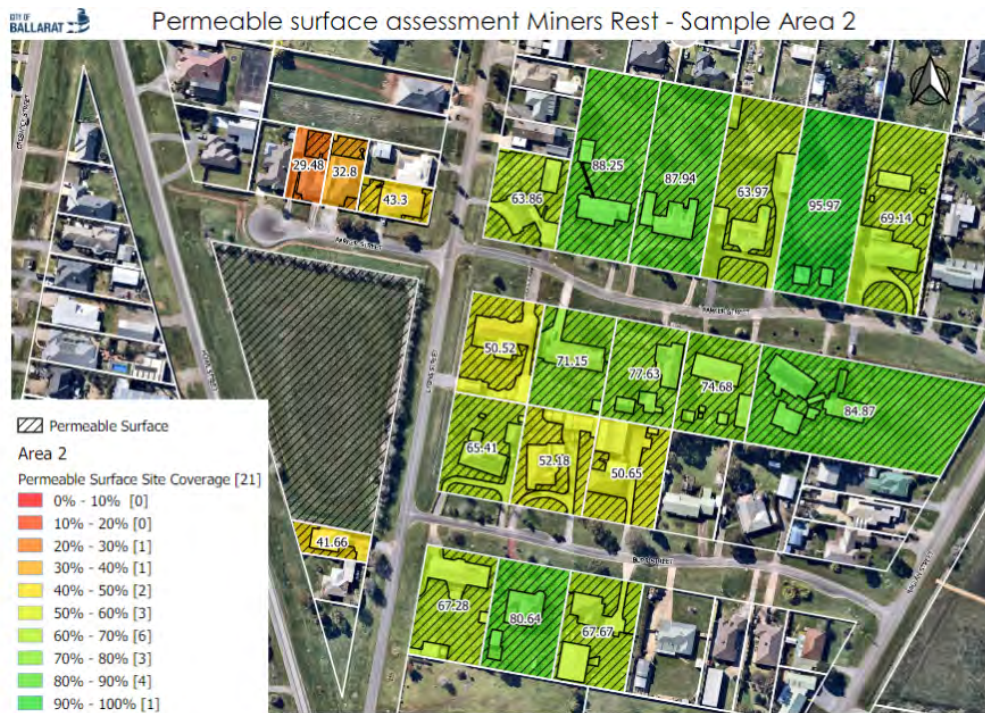


Figure 7: Miners Rest North Sample Area 2 permeable area site coverage

2. Parker Street & Burr Street

Of the 21 lots in Sample Area 2:

- 1 lot has permeable surface site coverage of 0% -30%
- 3 lots have site coverage of 30%-50%
- 3 lots have site coverage of 50%-60%
- 6 lots have site coverage of 60%-70%
- 3 lots have site coverage of 70%-80%
- 4 lots have site coverage of 80%-90%
- 1 lot has site coverage of 90%-100%

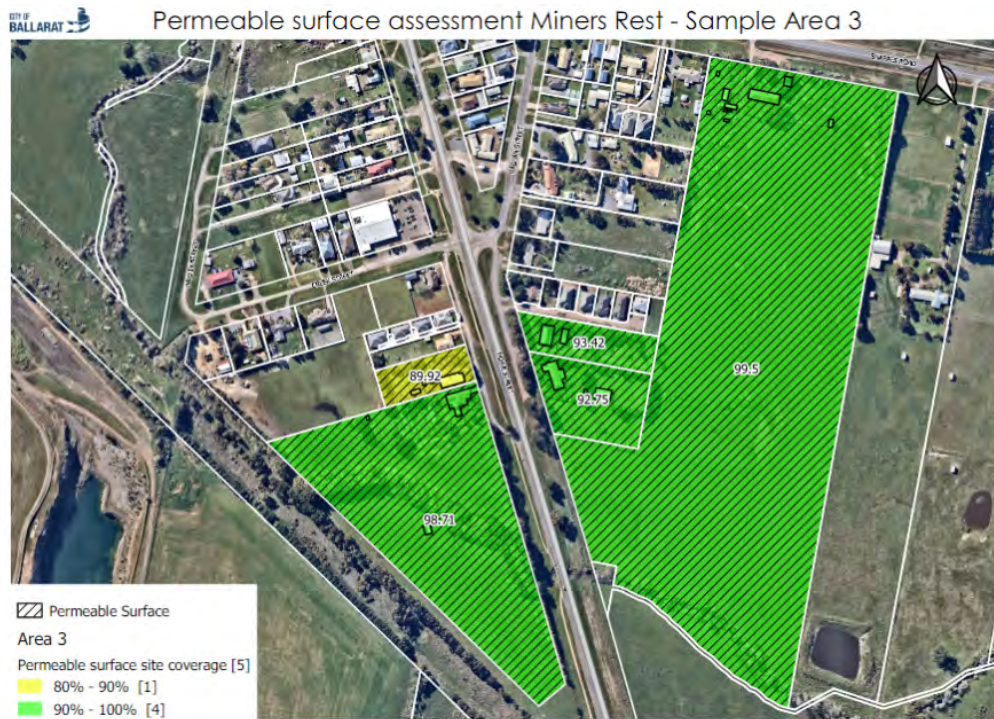


Figure 8: Miners Rest North Sample Area 3 permeable area site coverage

3. How Street & Sharpes Road

5 lots are included in this sample area with:

- 1 lot having a permeable surface site coverage of 80% -90%
- 4 lots have site coverage of 90%-100%

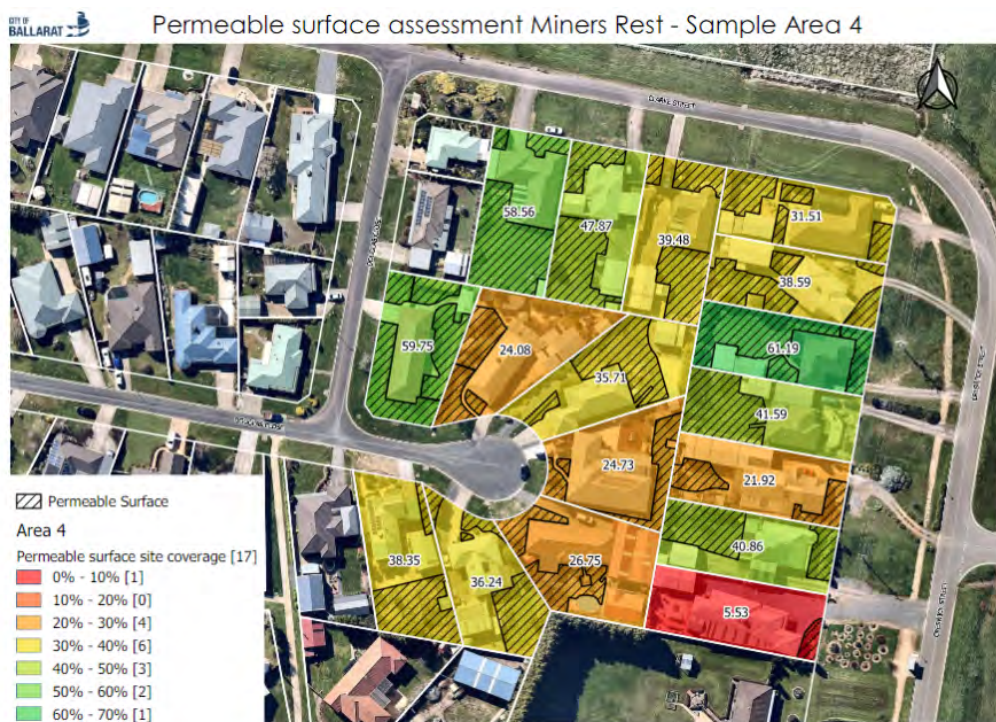


Figure 9: Miners Rest North Sample Area 4 permeable area site coverage

4. Douglas Close, Clark Street & Creswick Street

Of the 17 lots included in Sample Area 4:

- 1 lot has permeable surface site coverage of 0% -20%
- 4 lots have site coverage of 10%-30%
- 6 lots have site coverage of 30%-40%
- 3 lots have site coverage of 40%-50%
- 2 lots have site coverage of 50%-60%
- 1 lots have site coverage of 60%-70%

In summary, 82% of the lots from Sample Area 4 have less than 50% permeable surface site coverage.

Permeable surface assessment conclusions

Through this analysis and as discussed in the Miners Rest North Township Character Supplementary Advice, a minimum permeability of 45% should be introduced through a new schedule to the residential zone to protect the existing character of the Miners Rest North township.

MINERS REST TOWNSHIP PLAN BACKGROUND INFORMATION & ANALYSIS

**FINAL
NOVEMBER 2019**

Contents

BACKGROUND INFORMATION & ANALYSIS

1: Urban Growth Context	5
1.1: Land Supply & Demand	7
1.2: Land Supply	7
1.3: Land Demand	9
1.4: Conclusion on Land Supply & Demand Analysis	10
1.4.1 Review of Supply and Demand	10
1.5: Growth vs Containment	11
1.6: Respecting Existing Township Character	13
1.7: Safeguarding Ballarat Airport	16
1.8: Protection of Farming & Agricultural Activity	21
1.9: Protection & Support of Equine Industry	22
1.10: Ballarat's Northern Growth Area	24
1.11: Assessment of Potential Locations for Residential Subdivision	25
2: Land Use & Development	32
2.1: Commercial Development / Creation of Town Centre	32
2.2: Population Growth and Community Facilities	34
2.3: Redevelopment of Miners Rest Primary School	36
2.4: Potential Sports Facilities Hub	38
2.5: Potential Co-located Facilities & Existing School Site	42
3: Planning Policy Summary	43
3.1: Municipal Strategic Statement	56
3.2: Local Planning Policy Framework	57
3.3: Zones	60
3.4: Overlays	60
4: Background Documentation Review	63
5: Second Round Consultation Summary	66
6: Feedback on the Draft Miners Rest Township Plan	69

Background and Supplementary Reports

Ballarat Aerodrome Noise Modelling Report (To70 and Kneebush Planning, June 2018)
Ballarat Airport Safeguarding Study (Kneebush planning, July 2018)
Community Infrastructure Assessment_FINAL (ASR research, June 2018)
Dowling Forest Precinct Planning Controls Review (Spiire, Oct 2019)
Miners Rest North Character Assessment - Supplementary report (Claire Scott Planning - Nov 2019)
Miners Rest Plan - What you said report (City of Ballarat, May 2017)
Miners Rest Township Plan - Background Information and Analysis (City of ballarat, Nov 2019)
Miners Rest Township Plan issues and Opportunities paper (Hansen Partnership, Sept 2017)
Miners Rest Township Plan Priority Action Plan (City of Ballarat, Nov 2019)

Figures

Figure 1 Lots within Miners Rest with development potential	6
Figure 2 Potential Aircraft Noise Boundary Analysis (aerial)	18
Figure 3 Potential Aircraft Noise Boundary Analysis (zone & overlay)	19
Figure 4 Miners Rest Township Plan (Spatial Analysis)	27
Figure 5 Preferred site for an active sports facilities hub	39
Figure 6 Option 2 nominated site for an active sports facilities hub	40
Figure 7 Option 3 nominated site for an active sports facilities hub	41
Figure 8 Logical location for the potential expansion of the existing school site	42
Figure 9 Zoning Map	61
Figure 10 Overlay Map	62

With thanks to

This Township plan has been prepared by the City of Ballarat with assistance from Hansen Partnerships, ASR Research and Claire Scott Planning.



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).

In order to inform questions of potential growth of Miners Rest, this must 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.

Importantly Council recently completed a study to consider locations to accommodate the long term growth of Ballarat. This included the Northern Growth Investigation Area (GIA) which is located to the south east of Miners Rest and abuts the township plan study area. The investigation concluded that the Northern Growth Area should proceed as one of two growth areas that should proceed to precinct planning to deliver an affordable, attractive and well serviced community.

In October 2019, Council resolved to proceed with planning for this growth area. The planning process will be undertaken over the next 5 years (approximately), and it will need to ensure that any new development respects and reinforces Miners Rest as a stand alone township and provides complementary services and facilities. Planning for the northern growth area will also review the planning controls of land between the investigation area and the Dowling Forest precinct.

In relation to Miners Rest, whilst the .id forecast 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).

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

Table: .id Forecast projections November 2017



Miners Rest Township Plan

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 had a projected population of 4,669 for 2019, where according to .id consulting projections, the Miners Rest/ Mitchell Park population is projected to grow by 1,656 to 6,143 by 2036.

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

In summary, modest growth is anticipated for Miners Rest, and the focus for new greenfields will be in the proposed northern growth area. The new growth area will need to be planned to respect the valued characteristics of Miners Rest, and to provide complementary facilities and services.

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). 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	443 (lots)
Land with infill potential	68 (lots)
Total	511 (lots)

Table: Total potential residential supply

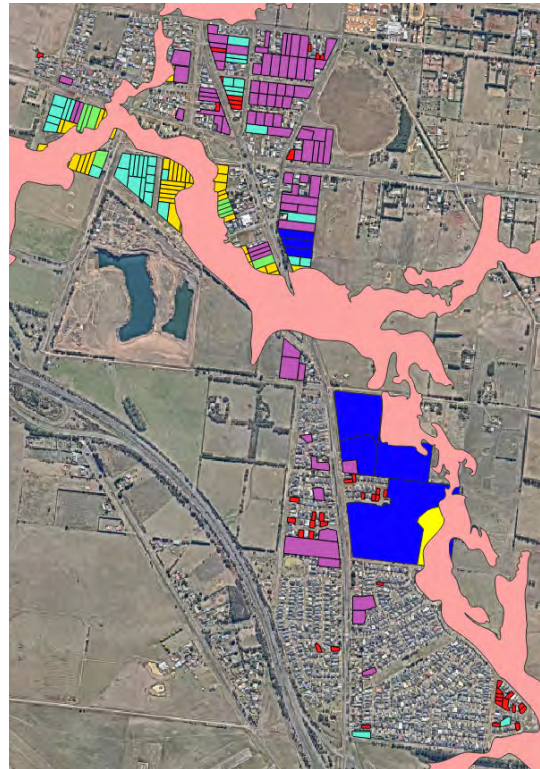


Figure1 Lots within Miners Rest with development potential

- 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 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

Vacant Residential Land: 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

In establishing what constitutes currently vacant land, City of Ballarat has determined that vacant lots include those lots for which a planning permit has been issued, yet no dwelling has yet been constructed.

The potential supply of 511 lots includes 220 lots for which subdivision approval has been granted. If we take into consideration those lots for which a planning permit has been granted, but remain unbuilt, potential supply is around 291 lots.

This approach is consistent with land supply estimations used by Councils at Planning Panels and by the VPA.

There are 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 and community preference for 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 calculate 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.

This is also consistent with the proposed changes to the General Residential Zone - to rezone to Neighbourhood Residential Zone with a minimum lot size of 750 square metres (see Section 1.6).

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 443 residential lots.

Infill Lots

Infill 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

‘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.

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.

It is important to note that the .id Forecasts are 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. 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 Forcasts).
- 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.

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. 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).

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.

As described above, modest growth is anticipated for Miners Rest, and the focus for new greenfields will be in the proposed northern growth area. The new growth area will need to be planned to respect the valued characteristics of Miners Rest, and to provide complementary facilities and services.

The discussion below regarding potential greenfields growth and new development sites has been made in this context.

1.4.1: Review of Supply and Demand

As development occurs in Miners Rest, so will estimated growth projections and lots supply and demand. Council will keep track of development and residential land uptake, 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. This may result in a recalibration of potential land supply and demand figures.

In building upon the above discussions, subsequent sections of this report have 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.


Miners Rest Township Plan

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.

Extracted from 'City of Ballarat, Miners Rest North Township Character' Claire Scott Planning (2019)

Miners Rest North is located within the extensive Western Volcanic Plains landscape, which is characterised by a flat to gently undulating series of basalt plains, formed by volcanic activity over time.

The broader landscape features old lava flows, eruption points, and volcanic cones and hills such as Mount Rowan, Mount Blowhard and the Bald Hills, which surround the settlement to the north and east. This collection of geological attributes within close proximity, and observable from the township, creates a unique and visually interesting landscape setting. It is an iconic landscape of big skies and long views, with volcanic rises that punctuate the horizon.

Surrounding the settlement, the landscape has been largely cleared for farming and consists of a patchwork of paddocks, often divided by long straight roads and shelterbelts. Miners Rest North is separated from the southern area of the township by the Burrumbeet Creek, which crosses Howe Street and runs along the western side of the settlement area, and through Miners Rest Park. The township edge to the north is formed by Clarke Street, which directly abuts the agricultural fields adjacent. To the east, beyond the recreation reserve, the settlement edge fuses into the

landscape in the form of larger land holdings and hobby farms, most associated with the equine industry.

Remnant vegetation lines the Burrumbeet Creek corridor, and is scattered sparsely elsewhere in stands, particularly on the outskirts of the township and in the recreation reserve and other parkland areas. The very large road reserves are mostly devoid of vegetation, and this exacerbates the sense of openness throughout the settlement.

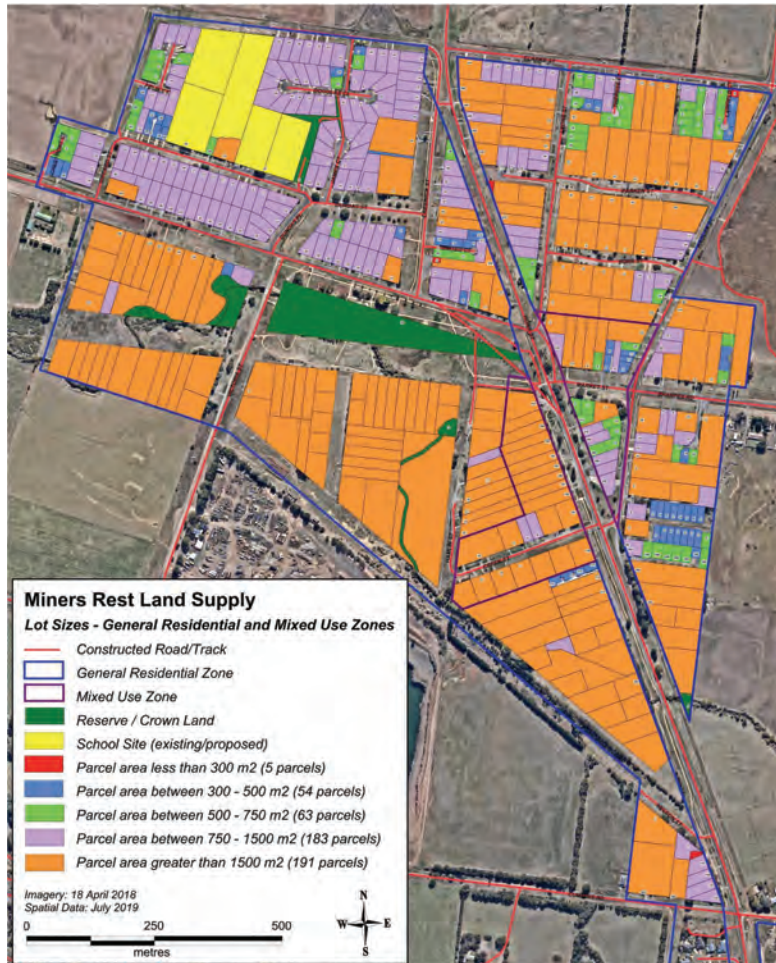
Within the built-up residential areas of Miners Rest North, lots are mostly large (over 1,500 sqm), with the exception of the northwestern area of the township where lots are between 750 sqm and 1,500 sqm. Dwellings are predominantly large, single storey homes, set well back from all boundaries; however (again in the northwestern area of the settlement in and around Douglas Close), some more recent development is evidence of the trend towards maximal building footprints and minimal setbacks, with very little permeable surfacing.

An analysis of lot sizes in North Miners Rest has revealed that:

- The majority of lots are greater than 1,500 sqm (191 parcels). This represents approximately 39% of all residential lots in Miners Rest North.
- There are 183 lots of between 750 sqm – 1,500 sqm across the whole settlement. This represents approximately 37% of all lots.
- The north-western area of North Miners Rest, which has been most heavily criticised for its subdivision outcomes, contains the vast majority of lots that are between 750 sqm – 1,500 sqm.

- Relatively speaking, a small number of lots between 300 sqm – 750 sqm are scattered throughout North Miners Rest (total 103, excluding the Mixed Use Zone, representing approximately 21%).

Miners Rest Township Plan



North Miners Rest lot sizes



James Court, looking north- Image Source Claire Scott



Northern edge of the township at Clarke Street- Image Source Claire Scott

MINERS REST CITY OF BALLARAT

North Neighbourhood Character Survey

To assist in understanding the character aspirations for Miners Rest, City of Ballarat undertook a community survey with the intent of using the survey findings to work out options for protecting these values through planning controls. The results are displayed below.

208 people visited the survey online.

1270 people received hard copy surveys via post.

A total of **123** surveys were completed.

88 Online

26 Hard Copy

9 Written

Of those who answered the survey **44%** lived North of Cummins Road and **41%** lived South of Cummins Road. **4%** or less lived in Mount Rowan, Mitchell Park, Wendouree, Macarthur Park, Blowhard and Cardigan Village.

When asked 'Do you think there should be a minimum lot size in Miners Rest (north or Cummins Road)' responses were:

No—lot size should be unrestricted	28%
Yes>300m2	10%
Yes>500m2	10%
Yes>750m2	42%
Yes>1000m2	10%

To find out more visit mysay.ballarat.vic.gov.au/ballarat-miners-rest-plan

Miners Rest north neighbourhood character survey results, 2019

MINERS REST CITY OF BALLARAT

North Neighbourhood Character Survey Results

Those who thought that the original township (north of Cummins Road) has a distinctive identity, rated these elements contributory to the town's character.

74%
Rural setting

66%
Large lot sizes

63%
Views to hills/volcanic cones

57%
Large backyards

56%
Large spaces between houses

53%
Trees in gardens

48%
Wide nature strips

45%
One house per block

37%
Equine industry

12%
Fencing styles

The 123 participants in the survey were able to select more than one element.

Strategic Planning
P: 5320-5500
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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

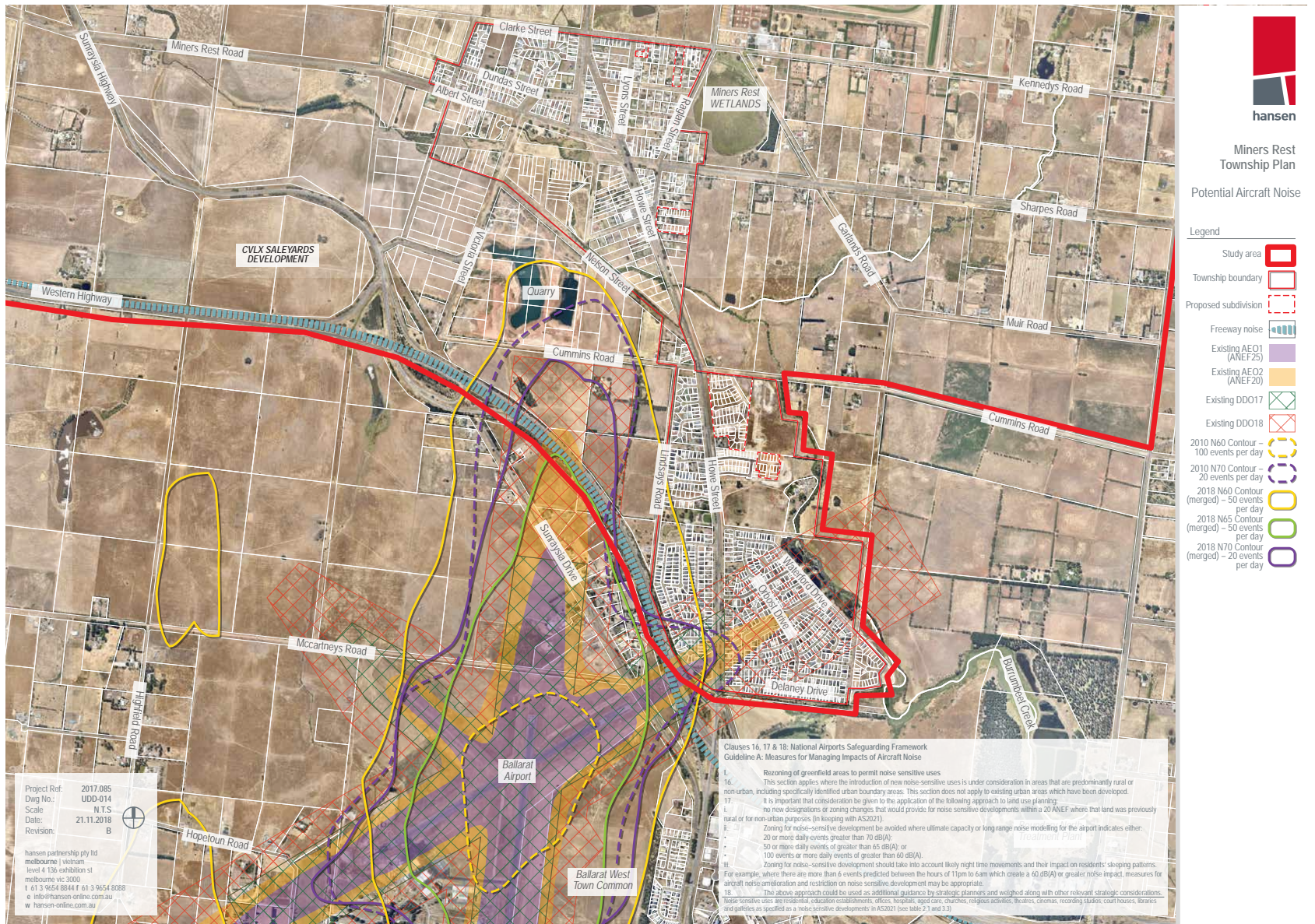


Figure 2 Potential Aircraft Noise Boundary Analysis (aerial)
Ballarat City Council

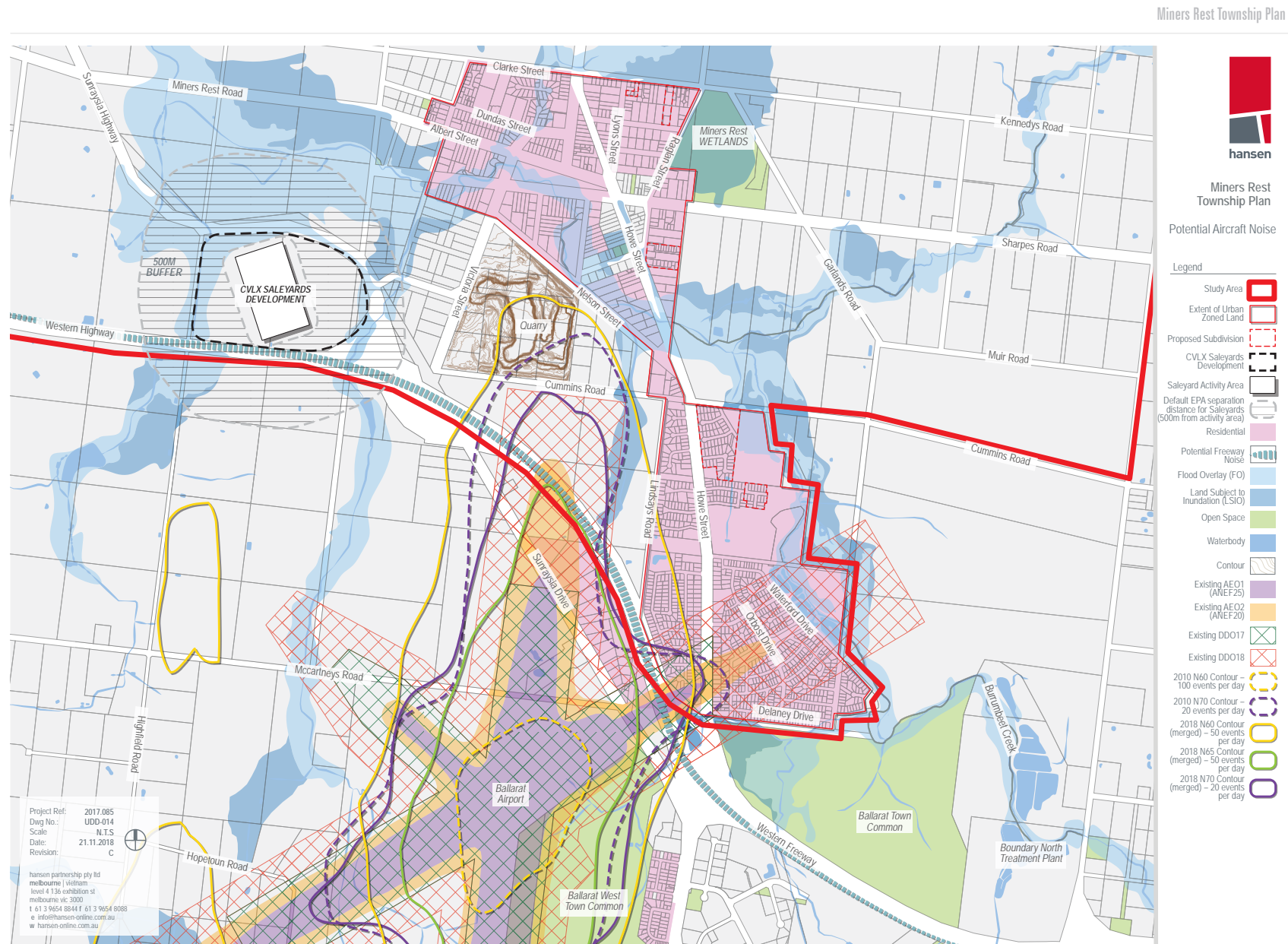


Figure 3 Potential Aircraft Noise Boundary Analysis (zone & overlay)

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.

In conclusion, given that there is uncertainty about the long term future of the Ballarat Airport, it is recommended that a precautionary approach be taken by Council on proposals to rezone land in the vicinity of the airport until the long term future of the Airport is settled. Any future update of the Ballarat Airport Masterplan will also provide an opportunity to comprehensively address the full suite of airport safeguarding matters required by the National Airports Safeguarding Framework.

Rezoning of land currently affected by noise contours may be reconsidered at a time when there is certainty about future use and development of the airport, and the noise impact as assessed under the NASF guidelines is considered acceptable for a sensitive land use.

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.*

Apart from land zoned Farming Zone A and B in the Dowling Forest precinct, all other farming zoned land requires that the minimum subdivision size of 40 hectares; and for a dwelling to be 'as of right' that land must be at least 70 hectares.

The existing Farming Zone (FZ) controls function in combination with existing state level planning policies and local level policies (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, apart from those specifically relating to farming zoned land in the Dowling Forest Precinct (see section 1.9).

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 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 related activities to support the growth and development of the equestrian industry in Miners Rest.

Further to the above, the Rural Land Use Strategy was clear in its findings that no further areas were recommended to be rezoned Rural Living Zone (RLZ). It was clear in its finding that:

- *"Although much of the area performs as rural residential it is difficult to justify rezoning the entire area to Rural Living Zone" (page 62).*

- *"No further areas are recommended to be rezoned Rural Living Zone as part of this strategy. It is considered that given the extent of existing vacant RLZ land there is no justification for further RLZ at this time. It is important to note that from a regional perspective the land zoned RLZ in Golden Plains Shire directly south of Ballarat's municipal border forms part of a regional supply of rural residential land to Ballarat (page 78).*

As there is already an abundance of land zoned for Rural Living (RLZ), the need for further allocation of land would need to be identified through a settlement strategy. In addition to matters of identified oversupply of Rural Living Zone (RLZ) land, the land in question has noted flood and inundation impacts from Burrumbeet Creek, accommodates a wider water catchment role, and by maintaining land within the Farming Zone (FZ), there is potential for land consolidation and for the land to be brought back into active farming and agricultural use.

It is recommended that the planning controls for this land be reviewed as part of planning the proposed northern growth area.

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.

City of Ballarat recently prepared the Dowling Forest Precinct Planning Controls Review, which concluded that local policy and land use controls could be improved to support implementation of the desired outcomes for the precinct. In October 2019 Council decided to proceed to an amendment to make these changes to the Ballarat Planning Scheme.

The review also recommended to:

- educate and promote the Precinct purpose and planning controls to stakeholders and landowners;
- review Section 173 agreements made redundant by rezoning land from SUZ13 to Farming Zone;
- commit to reviewing the planning controls for land south and south-west of the Precinct once growth area planning has been considered by Council; and
- improve safety for road users and consider establishing public access to the Racecourse through the eastern part of the Precinct.

The industry and precinct could be further supported by:

- maintaining and protecting farming zoned land around the town;
- celebrating the equine industry through an equestrian related monument within the town centre, and/or equine themed installation across the public realm.



Dowling Forest Precinct

1.10: Ballarat's Northern Growth Area

The Ballarat Strategy and Clause 21.02-4 Greenfield Investigation Areas is an important consideration for planning of potential growth and development within Miners Rest.

It identifies 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 require a more detailed feasibility assessment to determine the preferred future growth area for Ballarat. The Northern GIA is located immediately adjacent to the east of newer parts of Miners Rest, namely the Macarthur Park Estate subdivision.

Although the 'Miners Rest' section of the Northern GIA has been formally excluded from the Miners Rest Township Plan Study Area, 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.

The City of Ballarat recently completed the Long Term Growth Area study which concluded that the Northern Growth Area should be one of two growth areas that should proceed to precinct planning to deliver an affordable, attractive and well serviced community.

In October 2019, Council resolved to proceed with planning for this growth area. The planning process will be undertaken over the next 5 years (approximately), and it will need to ensure that any new development respects and reinforces Miners Rest as a stand alone township and provides complementary services and facilities. Planning for the northern growth area will also review the planning controls of land between the investigation area and the Dowling Forest precinct.

A recommendation of the Miners Rest Township Strategy which is relevant to the NGIA, is that its northern boundary along Cummins Road should be reviewed as part of any further investigations into the NGIA. Such a review would function to consider issues of:

- Proximity of the NGIA to Miners Rest.
- Fragmentation and/ or opportunities for connection and integration.
- Physical constraints and opportunities, including consistent streetscape treatment along Cummins Road.
- Potential for pedestrian and biodiversity links to the along the north side of Cummins Street, extending to Howe Street/ Burrumbeet Creek corridor/ preferred local sports facility location.
- Retaining necessary buffers to the equine precinct.

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 and it is understood that greenfields growth will be directed to the new northern growth area. 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.

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.

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.