

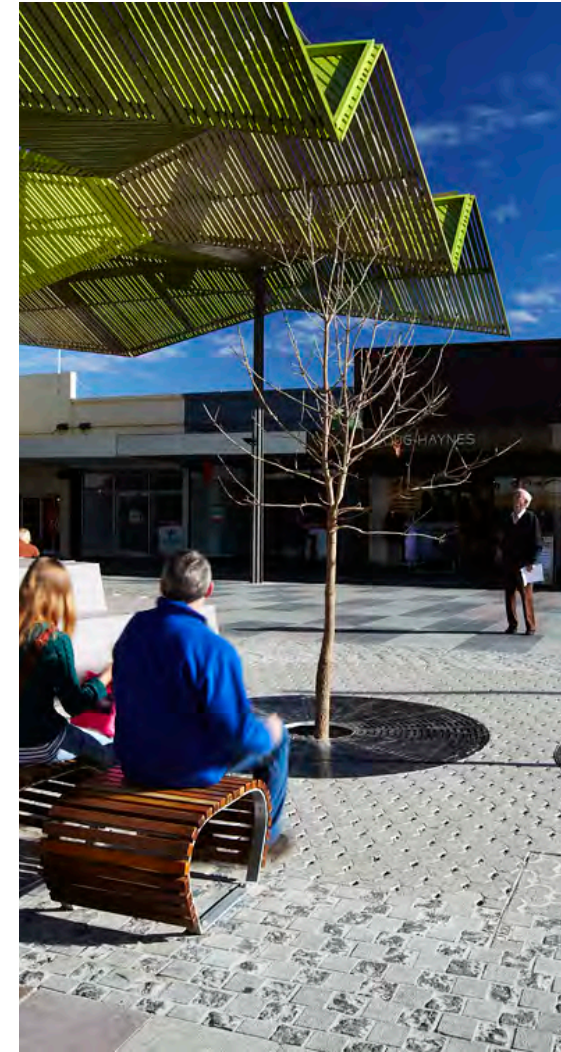
## Reference images: potential design ideas for future commercial development



*Design ideas for seating, paving and shopfront design*



*Design ideas for shopfront and landscape design*



*Design ideas for seating and paving design*



Miners Rest Township Plan

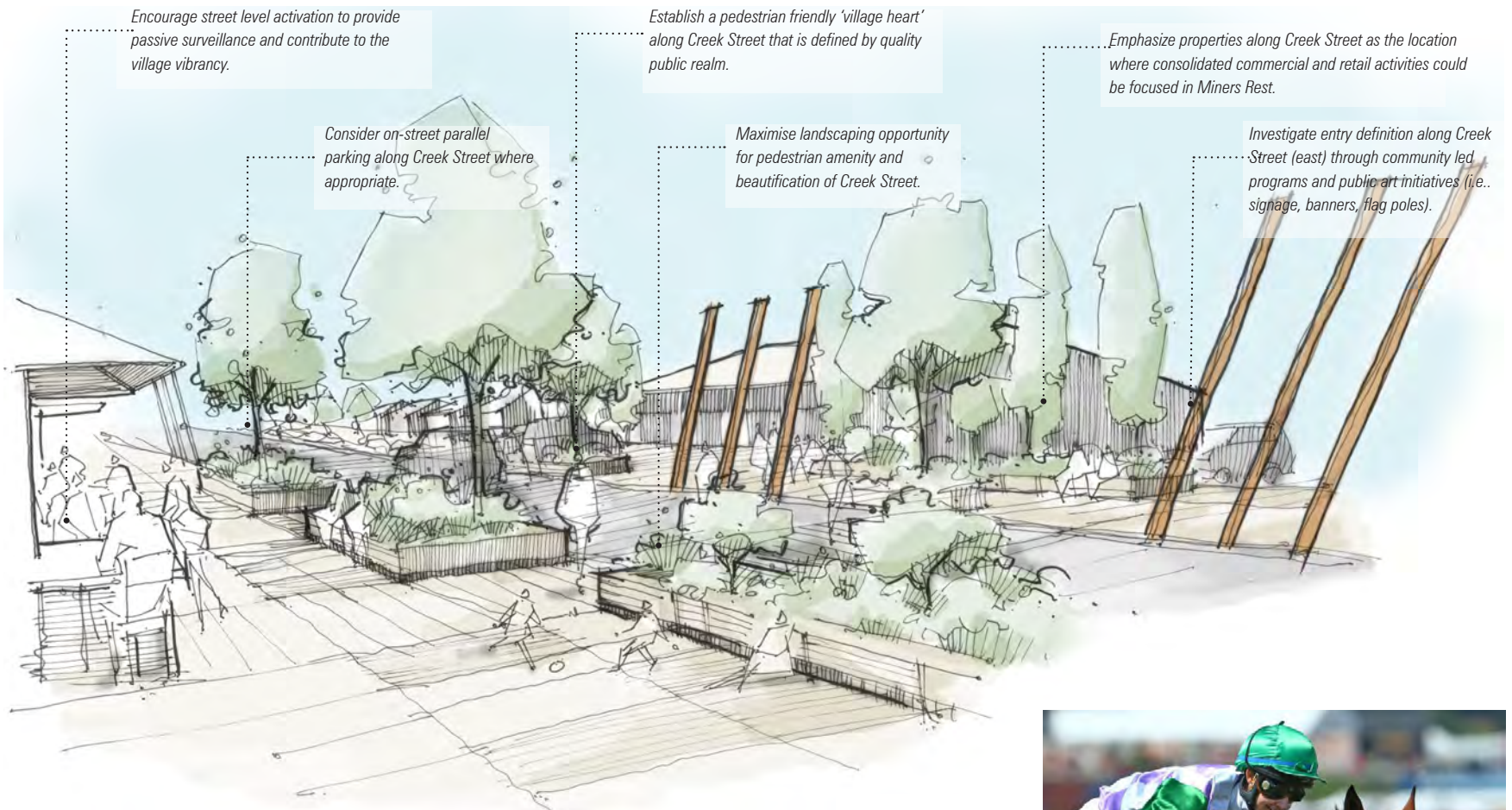


Figure 15 Artist's Impression demonstrating indicative view of Miners Rest Town Centre (Creek Street) at the Howe Street Junction





## Reference images: potential design ideas for future commercial development



*Design ideas for seating, paving and landscape design*



*Design ideas for seating and landscape design*

## 5: Township Plan Implementation

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

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

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

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

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

The first and critical step in realising the objectives of the Township Plan is the establishment of local planning policy and appropriate planning controls to implement the overarching directions of the Township Plan.

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

- Planning related objectives and strategies as outlined within this Township Plan
- Rezoning residential land in Miners Rest north from General Residential Zone to Neighbourhood Residential Zone with a scheduled designed to protect character
- Clear guidance that medium density development is directed to the current Mixed Use Zone (MUZ) and discouraged from other parts of the township and land to the south of the town centre, as identified in Figure 14
- The Miners Rest Township Plan diagram (or simplified version)

- The Town Centre Framework Plan, or otherwise inclusion of text summarising the intended design outcomes on private land.
- A statutory assessment framework to be applied to the designated 'investigation area precinct' which would function to protect the future functional operation of Ballarat Airport.

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

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

- Immediate = within 1-2 years
- Short = 2-4 years
- Medium = 4-8 years
- Long = 8 years +

## 5.1: Action Plan Recommendations

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

## Miners Rest Township Plan

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

Number	Action	Implementation partners	Priority
<b>Theme 3: Facilitate township growth &amp; prosperity, and maintain character</b>			
28	Prepare and implement a local planning policy into the Ballarat Planning Scheme to provide clear guidance on preferred type, format and location of future residential development and establish a statutory framework for the assessment of planning permit applications and any private rezoning requests.	n/a	immediate
29	Liaise with Central Highlands Water to ensure essential water infrastructure meets community needs as development occurs.	Central Highlands Water	ongoing
30	Investigate potential for the development of the quarry site subject to feasibility including a noise study.	landowners	medium to long
31	Develop a framework plan and design guidelines for the town centre, including the land zoned Mixed Use and General Residential (see figure 14)	landowners, businesses	immediate
32	Design and develop public realm/streetscape upgrades within Creek Street to assist with the creation of the town centre and main street experience.	landowners, businesses	short to medium
33	Design an equestrian related monument to be developed within the town centre and/or equine themed installations across the public realm.	local community groups/Ballarat Turf Club/equine industry	short to medium
34	Ensure that any future development of the quarry land includes a direct connection to Creek Street/Miners Rest town centre	landowners/developers, State Government	medium to long
35	Support and build capacity of local businesses by promoting training, tendering and business directory opportunities and providing access to Council's business concierge service.	businesses, Commerce Ballarat	ongoing
36	Develop a strategic flood mitigation plan, and associated implementation plan, with consideration of an integrated solution that includes creek rehabilitation and beautification	Glenelg Hopkins Catchment Management Authority, Wathaurung Aboriginal Corporation, DELWP, landowner	immediate
37	Where possible, ensure that any flood mitigation works provide multiple benefits such as open space and creek function and environmental health	as above	immediate to medium
38	Seek funding and implement the strategic flood mitigation plan as funding becomes available	State Government	immediate
39	Support the equine industry/Dowling Forest Precinct and associated businesses by promoting industry capability and delivering business development opportunities.	Ballarat Turf Club/equine industry	medium to long
40	Review the planning controls surrounding Dowling Forest racecourse, including Special Use Zone - Schedule 13 (SUZ13) and Farming Zone A & B	Affected landowners, Ballarat Turf Club	immediate to medium
41	Investigate the potential location of a bridle track for horse riding/training.	Ballarat Turf Club/equine industry	short to medium
42	Liaise with Department of Education and Training (DET) as part of the preparation of the Master Plan process for the Miners Rest Primary School to ensure community outcomes	DET/Miners Rest Primary School	immediate
43	Investigate funding mechanisms to develop an active sports facilities hub.	State Government	immediate
44	Confirm and secure a preferred site for development of a local sports facility, ensuring complementary provision with the northern growth area.	n/a	immediate to short
45	As known changes to current or planned activities at the airport occur, ensure that airport planning controls are adequate to protect and safeguard the long-term operation of the Ballarat Airport.	n/a	ongoing



# APPENDICES





## Appendix 1: Planning Policy Context: Summary

The Ballarat Planning Scheme contains objectives and strategies which are specifically relevant to Miners Rest. A summary of the specific commentary regarding Miners Rest, contained in the Municipal Strategic Statement and Local Planning Policy Framework, has been undertaken and is included in full within the background information and analysis report. This existing content of the Ballarat Planning Scheme requires appropriate consideration as part of the preparation and development of the Miners Rest Township Plan.

In addition to this, an analysis of the relevant Planning Policy Context and relevant Background Documentation was undertaken during the early phases of the project to specifically inform the preparation of the Issues and Opportunities Report. An overarching summary of the Planning Policy Context and relevant Background Documentation is also included within background information and analysis report. This existing work has informed the preparation and development of the Miners Rest Township Plan.

The Ballarat Planning Scheme currently identifies that:

*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. (Clause 21.09-5 Miners Rest).*

This clause is specifically highlighted as it establishes a clear strategic policy position, that as a township, Miners Rest is subject to significant development constraints. Such constraints are considered in detail by this Township Plan.

A brief summary of key strategic policies (i.e. state, regional and local) includes:

- Planning recognises the community's need for housing, employment, and community facilities through appropriately zoned land that takes advantage of existing settlement patterns (Clause 11: Settlement)
- The sustainable development of regional communities within the Central Highlands region is to be supported while at the same time recognising and protecting the unique environmental landscapes, values and ecological systems (Clause 11.01: Victoria)
- To ensure that new uses and development respond appropriately to its built form and landscape context and avoid areas of high environmental risk (Clause 12: Environmental and Landscape Values, Clause 13: Environmental Risks & Amenity and Clause 15: Built Environment and Heritage)
- New housing should provide for a diverse range of housing types and be provided with access to infrastructure and services to support growth (Clause 16: Housing and Clause 19: Infrastructure)
- Planning should support the economic development and growth of communities through the encouragement of a range of industries and businesses (Clause 17: Economic Development)
- Planning should protect airports from incompatible land-uses; strengthen their role as economic and transport infrastructure; and protect their ongoing operation (Clause 18.04 Airports)
- The municipality is to be a community that has a strong sense of identity, providing a safe place to live and work through a green, vibrant and connected Ballarat with excellent facilities and services. Underpinning this ambition is the concept of the '10 Minute City', whereby day-to-day destinations can be accessed via walkable communities, and the 'City in the Landscape', which seeks to ensure the municipality remains connected to the natural and historical setting in which it is located (Clause 21.01: Municipal Overview)
- Miners Rest is identified as one of six townships within the municipality where future development is to be underpinned by local plans that situate growth within each township boundary, while at the same time reinforcing the unique local character (Clause 21.02: Settlement and Housing)
- Flood plains are to be managed by ensuring that development is appropriately located so as the natural functions and values of the floodplain environments are preserved (Clause 21.04: Environmental Resilience)
- Recognise the importance of agricultural land for its productive purposes but also for its contribution to the rural character and identity of the municipality (Clause 21.05: Natural Resource Management).

Miners Rest Township Plan



Miners Rest IGA Supermarket



Miners Rest CFA



Miners Rest Primary School



Miners Rest Kindergarten



Existing bus stop: Howe Street

- As a Neighbourhood Activity Centre, Miners Rest is to be a centre dominated by small businesses and shops catering for the local community. A particular emphasis in the planning scheme is placed on the development of the racing industry in Miners Rest by encouraging the establishment of uses associated with the industry and discouraging uses and development within the vicinity of Dowling Forest Racecourse that is not compatible with its operations and development (Clause 21.07: Economic Development).
- Infrastructure, including the development of the Ballarat Bicycle Network, is to be provided in accordance with forecast population growth with appropriate development contributions applied to future greenfield development (Clause 21.08: Transport and Infrastructure)
- Provide for the continued operation and future upgrade of the Ballarat Airport; discourage the use and development of surrounding land for purposes that would have a negative impact on the airfield's operation; and discourage the establishment of residential and other sensitive uses on land under airfield flight paths (Clause 21.08-2 Ballarat Airfield)
- Develop a local area plan for Miners Rest that will facilitate the development of the town centre as a district community centre based on commercial and community uses as well as increasing pedestrian and cycling connections and open space (Clause 21.09: Local Areas)

- Retain existing productive agricultural land and protect it from inappropriate development not compatible with agricultural activity (Clause 22.06: Rural Dwellings and Subdivisions).

#### Clause 21.09: Local Areas

Clause 21.09 Local Areas is specifically relevant to the current Township Plan as it provides detailed local area strategies for a number of specific locations. Clause 21.09-5 - Miners Rest includes the following overarching description of the township, and identifies eight land use strategies to be considered as part of developing Local Area Plans:

*Miners Rest is recognised as an important township to the north of Ballarat. It is noted as having "significant constraints on development such as flood prone land and airport flight paths". The development of a Local Area Plan for Miners Rest is highlighted as a key action.*

*Relevant implementation strategies include:*

- *Strategy 1 Provide local open space within 300 metres of every dwelling*
- *Strategy 2 Develop the area near the intersections of Howe Street and Albert Street and Howe Street and Raglan Street as a district community centre with a mixture of commercial and community uses*
- *Strategy 3 Discourage the expansion of the Miners Rest Quarry to the east*
- *Strategy 4 Ensure that no new development fronts directly onto the Maryborough/Ballarat Road.*

- *Strategy 5 Use the flood prone land near the centre of the township and the existing public recreation reserve as a district park and playing fields area*
- *Strategy 6 Provide cycle/pedestrian links through and between each neighbourhood along supervised routes as much as possible, via hammerhead courts, extended cul-de-sacs and linking open spaces*
- *Strategy 7 Ensure that there is no development under the Obstacle Limitation Surface (OLS) of the Ballarat airport 18/36 runway*
- *Strategy 8 Provide a separate horse trail along the eastern side of the Maryborough/Ballarat Road and along Raglan Street.*



Miners Rest Township Plan



*Miners Rest Quarry - facing north with views to Mt Blowhard, Bald Hill and Mt Rowan*



*Miners Rest General Store*







Department of Environment,  
Land, Water and Planning

8 Nicholson Street  
East Melbourne, Victoria 3002  
PO Box 500  
East Melbourne, Victoria 8002

Mr Evan King  
Chief Executive Officer  
Ballarat City Council  
Attention: Ms Susie Perera

Email address: [susieperera@ballarat.vic.gov.au](mailto:susieperera@ballarat.vic.gov.au)

Dear Mr King

**PROPOSED BALLARAT PLANNING SCHEME AMENDMENT C235ball**

I refer to your council's application for authorisation to prepare an amendment to the Ballarat Planning Scheme. The amendment proposes to implement the key land use planning directions of the Miners Rest Township Plan (November 2019) into the Ballarat Planning Scheme, including the rezoning of the northern area of Miners Rest from General Residential Zone to Neighbourhood Residential Zone.

Under delegation from the Minister for Planning, in accordance with section 8A of the *Planning and Environment Act 1987* (the Act) I authorise your council as planning authority to prepare the amendment subject to the following conditions:

1. That notice of the amendment be given to the relevant referral authorities including the Country Fire Authority (CFA), the Wadawurrung Traditional Owners Aboriginal Corporation and the Environment Protection Authority (EPA).
2. That the explanatory report be amended to improve clarity.
3. That changes are made to Clause 21.09-5 (Miners Rest) to improve compliance with the Practitioner's Guide to Victoria's planning schemes.
4. That the background documents that provide the strategic support for the Miners Rest Township Plan and proposed Neighbourhood Residential Zone Schedule 3 (NRZ3), including the Bushfire assessment – Miners Rest Township Plan (30 August 2022) and the Supplementary Report – Miners Rest North Character Assessment (November 2019), be included in the exhibition documents.

The amendment must be submitted to the Minister for approval.

The authorisation to prepare the amendment is not an indication of whether or not the amendment will ultimately be supported.

Please note that [Ministerial Direction No. 15](#) sets times for completing steps in the planning scheme amendment process. This includes council:

- giving notice of the amendment within 40 business days of receiving authorisation; and before notice of the amendment is given, setting Directions Hearing and Panel Hearing dates with the agreement of Planning Panels Victoria. These dates should be included in the Explanatory Report ([Practice Note 77: Pre-setting panel hearing dates](#) provides information about this step).

The Direction also sets out times for subsequent steps of the process following exhibition of the amendment.

**Privacy Statement**

Any personal information about you or a third party in your correspondence will be protected under the provisions of the Privacy and Data Protection Act 2014. It will only be used or disclosed to appropriate Ministerial, Statutory Authority, or departmental staff in regard to the purpose for which it was provided, unless required or authorised by law. Enquiries about access to information about you held by the Department should be directed to the Privacy Coordinator, Department of Environment, Land, Water and Planning, PO Box 500, East Melbourne, Victoria 8002



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The Minister may grant an exemption from requirements of this Direction. Each exemption request will be considered on its merits. Circumstances in which an exemption may be appropriate are outlined in [Advisory Note 48: Ministerial Direction No.15 – the planning scheme amendment process.](#)

The changes proposed to the Municipal Strategic Statement (MSS) / Local Planning Policy (LPP) must be drafted to take into consideration the Local Planning Policy Framework (LPPF) translation which will be undertaken as part of the Smart Planning program. The LPPF translation will have the effect of changing the way the local policy is ultimately presented in the planning scheme, by integrating the content into the new Municipal Planning Strategy (MPS) and the Planning Policy Framework (PPF) introduced by Amendment VC148. Council need to ensure that changes to local policy content are consistent with the rules in Section 4 and writing instructions in Section 6 of the Practitioners Guide to Victorian Planning Schemes.

In accordance with sections 17(3) and (4) of the Act, the amendment must be submitted to the Minister **at least 10 business days** before council first gives notice of the amendment.

Please submit the amendment electronically using the Amendment Tracking System (ATS).

If you have any further queries in relation to this matter, please contact Deon Van Baalen, Department of Environment, Land, Water and Planning, on 0428 678 165 or email [deon.vanbaalen@delwp.vic.gov.au](mailto:deon.vanbaalen@delwp.vic.gov.au).

Yours sincerely,



**Emma Bryant**  
Manager Grampians Regional Planning Services  
24 / 10 / 2022

## 6.2. SUSTAINABLE SUBDIVISIONS FRAMEWORK

**Division:** Development and Growth  
**Director:** Natalie Robertson  
**Author/Position:** Kahlia Reid – Coordinator Statutory Planning

### PURPOSE

1. To provide the City of Ballarat with a consistent approach to assessing new planning applications against the Sustainable Subdivisions Framework (SSF). The SSF will introduce greater clarity and guidance in elevating the standards for new subdivisions.
2. To introduce a Council level framework for new subdivisions which will incorporate three focus areas which include:
  - Ecology and Urban Heat
  - Site Layout and Liveability
  - Integrated Water Management
3. This report is seeking support to implement these measures as an adopted policy of Council, and until such time as the Ballarat Planning Scheme is amended to incorporate these or similar provisions more specifically. The three focus areas would assist Officers to advocate for more sustainable subdivisions in the interim as part of the planning process and is common practice among other similar regional Councils.
4. The SSF will apply to any new subdivision which incorporates a new road.

### Background

5. A review of recent planning applications alongside the provisions of the Ballarat Planning Scheme has highlighted that more detailed information should be required as part of the planning process to ensure certain outcomes are known up front, prior to a decision being made on a proposal.
6. There have been significant changes to the Ballarat Planning Scheme, most notable through State-wide changes over the past 12 months, and it is important planning officers are applying relevant provisions in a consistent manner.
7. Importantly, the Ballarat Planning Scheme now includes a greater emphasis on achieving sustainable outcomes, both from a subdivision and built form perspective.
8. Over the next 12 months, Ballarat is one of seven regional Council's making use of a shared Senior Sustainable Subdivisions Advisor. This will provide additional support to the City and assist in the assessment of planning applications and facilitating discussions with the local development community.

### The Planning Scheme and the Sustainable Subdivisions Framework (SSF)

9. The City of Ballarat is one of several Councils across Victoria which have been part of a voluntary trial of the Sustainable Subdivision Framework (SSF).
10. The SSF seeks to provide statutory planners with a basis for measuring and achieving stronger sustainability outcomes in residential subdivisions, while also providing information on how sustainability interventions can be better integrated. The SSF identifies seven categories that can assist in creating sustainable subdivisions, these are:
  - Site Layout and Liveability;
  - Streets and Public Realm;
  - Energy;
  - Ecology;
  - Integrated Water Management;
  - Urban Heat; and
  - Circular Economy (materials and waste)
11. Finalisation of the framework and a planning scheme amendment process to implement the SSF (fully or in part) formally into the Ballarat Planning Scheme will take some time. As such, it is proposed that the City of Ballarat adopt three key focus areas to assist in advocating for more sustainable subdivisions as an interim approach. These are discussed further later in this report.
12. An adopted position will set clear expectations for developers and the community and will result in greater consistency of planning assessments by council officers. While the adopted position will not carry the full weight of the planning scheme, it will signal Council's strong intent to move towards more sustainable subdivision layouts at an early stage of the planning process.
13. Having a clear and consistent message about Ballarat's key focus areas will allow work to be undertaken with the local development community to build an understanding of what sustainable design measures are currently being implemented or could be implemented moving forward. There is also extensive opportunity for peer-to-peer discussions within the development industry itself.
14. It is important to note that the preferred focus areas have strong links to existing provisions in the Ballarat Planning Scheme. Seeking support to implement these three focus areas through existing scheme provisions will:
  - Allow the City of Ballarat to promote and discuss our commitment to create sustainable outcomes and work with the local development community to be ESD ready;
  - Provide consistency in the messaging about what is expected as part of a planning application; and
  - Prepare the local development industry for when enhanced sustainability provisions are incorporated into the Ballarat Planning Scheme.



15. The State government is also undertaking work in relation to Environmentally Sustainable Development (ESD) with a clear expectation that matters that sit within the SSF will continue to become higher priorities in the future. Further information can be found at:

[https://www.planning.vic.gov.au/\\_data/assets/pdf\\_file/0025/491227/Environmentally-sustainable-development-of-buildings-and-subdivisions-A-roadmap-for-Victorias-Planning-System.pdf](https://www.planning.vic.gov.au/_data/assets/pdf_file/0025/491227/Environmentally-sustainable-development-of-buildings-and-subdivisions-A-roadmap-for-Victorias-Planning-System.pdf)

#### Council Plan and Ballarat Planning Scheme

16. In determining what the SSF priorities for the City should be, a review of the Council Plan 2021-2025 has been undertaken. The plan identifies six goals with the following considered relevant to sustainable subdivisions:

- An environmentally sustainable future;
- A healthy, connected, and inclusive community; and
- A city that fosters sustainable growth

17. A review of the existing Ballarat Planning Scheme has also been undertaken. The following provisions are considered relevant to the need to seek higher-level sustainability outcomes:

- Clause 11 - Settlement

This provision recognises that planning has a key role to play in the delivery of:

- o Health, wellbeing and safety;
  - o Diversity of choice;
  - o Adaption in response to changing technology;
  - o Economic viability;
  - o A high standard of environmental sustainability, urban design and amenity;
  - o Climate change adaption and mitigation;
  - o Prevention of land, water and noise pollution;
  - o Protecting, conserving and improving biodiversity, waterways and other natural resources;
  - o Accessibility;
  - o Land use and transport integration; and
  - o Waste minimisation and resource recovery
- Clause 13.01-1S - Natural Hazards and Climate Change

The objective of this clause is to minimise impacts of natural hazards and adapt to the impacts of climate change through risk-based planning.

- Clause 15.01-1S - Urban Design

The objective of this clause is to create environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and identity.

- Clause 15.01-3S - Subdivision Design

The objective of this clause is to ensure the design of subdivisions achieves attractive, safe, accessible, diverse and sustainable neighbourhoods.

- Clause 18.01-3S - Sustainable and Safe Transport

The objective of this clause is to facilitate an environmentally sustainable transport system that is safe and supports health and wellbeing.

- Clause 18.02-1S – Walking

The objective of this clause is to facilitate an efficient and safe walking network and increase the proportion of trips made by walking.

- Clause 18.02-2S - Cycling

The objective of this clause is to facilitate an efficient and safe bicycle network and increase the proportion of trips made by cycling.

- Clause 19.01-1S - Energy Supply

The objective of this clause is to facilitate the appropriate development of energy supply infrastructure.

- Clause 19.01-2S - Renewable Energy

The objective of this clause is to support the provision and use of renewable energy in a manner that ensures appropriate siting and design considerations are met.

- Clause 19.02-6S - Open Space

The objective of this clause is to establish, manage and improve a diverse and integrated network of public open space that meets the needs of the community.

- Clause 19.03-3S - Integrated Water Management

The objective of this clause is to sustainably manage water supply and demand, water resources, wastewater, drainage and stormwater through an integrated water management approach.

- Clause 21.02-8 - Open Space

The objective of this clause is to improve the provision and quality of open space and to improve accessibility to open space.

- Clause 21.03-1 – Biodiversity

The objective of this clause is to green Ballarat as part of an urban forest.

- Clause 21.04-1 - Sustainability and Climate Change

The objective of this clause is to reduce energy consumption and greenhouse emissions.

- Clause 21.08-1 - Integrated Transport Networks

The objective of this clause is to develop and maintain a comprehensive, safe, comfortable and convenient pedestrian network throughout the municipality and to develop a comprehensive, safe and convenient cycling network.

- Clause 56 - Residential Subdivision

This clause sets out objectives and standards in relation to eight aspects of subdivision which are required to be considered to varying degrees depending on the number of lots proposed.

- Clause 65.01 - Decision Guidelines

This clause sets out decision guidelines to be considered as part of all applications. This includes the functionality of a subdivision as well as its appropriateness in the context of the character of the immediate surrounding area.

### Key Priorities

18. Having reviewed information supporting the SSF, the Council Plan and the existing provisions of the Ballarat Planning Scheme, it is recommended that the City of Ballarat's SSF focus areas should be:

- Ecology and Urban Heat;
- Site Layout and Liveability; and
- Integrated Water Management

19. To assist planners, developers, consultants, and the wider community in understanding how they can incorporate related SSF principles into new subdivisions, it is proposed to establish objectives and strategies for each theme, identify how these are linked to the Ballarat Planning Scheme and provide leading examples of what each focus area may look like in practice.

20. A threshold of when each key focus area should be applied also needs to be established. Having considered the type and size of subdivision applications the City currently receives and the nature of the focus areas, it is considered that each should be applied where a new subdivision would result in the creation of a roadway.

21. Further detail in relation to each of the key focus areas is provided in the Appendix to this report.

### What does this look like in practice?

22. In practice, providing a greater focus on three areas of the SSF is not expected to substantially change how the planning application process is managed, however it will provide:

- Clear expectations to applicants on the City of Ballarat's commitment to achieving sustainable outcomes;
- Consistency in the detail of information being required (for any subdivision which creates a road); and



- Opportunities to focus on the related provisions of the Ballarat Planning Scheme which have been more recently introduced at a State level.
23. In support of a subdivision application there would be an expectation that the following documents would be provided as part of an application and not deferred to conditions:
- Site and context description which may use a site plan to accurately describe numerous considerations in relation to the site and surrounding area. The level of detail required should reflect the number of lots proposed (IE - for a proposal of 60 or more lots, more detail would be required compared to an application for a three lot subdivision). This should include a radius around the site identifying features, constraints, services and facilities that need to be considered;
  - A design response showing how the proposal derives from the site and context plan amongst other requirements of the planning scheme, including Clause 56 (Subdivisions); and
  - Technical plans and documents as required to demonstrate the achievement of the relevant objectives and standards of the Ballarat Planning Scheme, including in relation to:
    - o Landscaping;
    - o Stormwater management;
    - o Native vegetation removal;
    - o Urban design requirements; and
    - o Other related documents such as Precinct Structure Plans and other planning scheme controls.

### Next Steps

24. Over the coming months key internal stakeholders will work with the Senior Sustainable Subdivisions Advisor to produce further products to support applicants. This will include checklists so applicants can be aware of what information needs to be submitted. It is anticipated this work will also be undertaken by other participating regional Council's allowing cross-collaborative and consistencies of approach for the local development industry.
25. An information session will also be organised with the local development industry to work through the requirements of the Ballarat Planning Scheme, expectations around the key focus areas and also to allow for peer-to-peer discussions between developers.

### **OFFICER RECOMMENDATION**

#### **26. That the Planning Delegated Committee resolves to:**

- 26.1 Adopt the Sustainable Subdivisions Framework for new planning applications as attached to this report.**
- 26.2 Note that information and workshops will continue to roll out across the development and broader community. This includes an information session for the local development industry, in addition to the preparation of various written information to further support applicants.**

## ATTACHMENTS

1. Governance Review [6.2.1 - 2 pages]
2. Sustainable Subdivision Framework 2023 [6.2.2 - 7 pages]
3. SSF Key Focus Area Appendix [6.2.3 - 4 pages]

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#### **ALIGNMENT WITH COUNCIL VISION, COUNCIL PLAN, STRATEGIES AND POLICIES**

1. This report aligns with the relevant Council strategies and policies. This report has been prepared with specific reference to the Council Plan 2021-2025, the Ballarat Planning Scheme, and Ballarat Strategy 2040.

#### **COMMUNITY IMPACT**

2. The Ballarat Planning Scheme requires decision-making that balances competing policy considerations in favour of net community benefit and sustainable development outcomes for current and future generations. The ESD Policy provides a mechanism for ensuring environmental matters can be properly considered in the permit assessment process.

#### **CLIMATE EMERGENCY AND ENVIRONMENTAL SUSTAINABILITY IMPLICATIONS**

3. The ESD Policy for Planning Applications will enhance and improve environmental sustainability outcomes in new developments. In doing so it will assist Council in proactively addressing climate change issues and addressing the climate emergency.

#### **ECONOMIC SUSTAINABILITY IMPLICATIONS**

4. This report addresses the economic sustainability issues raised by the introduction of enhanced environmental sustainability outcomes in the built environment. Improved environmental efficiency in new developments will reduce the costs associated with heating, cooling, stormwater treatment and travel.

#### **FINANCIAL IMPLICATIONS**

5. The introduction of an ESD Policy for Planning Applications is not considered to have financial implications for Council.

#### **LEGAL AND RISK CONSIDERATIONS**

6. The Ballarat Planning Scheme and the *Planning and Environment Act 1987* were considered in this report.

#### **HUMAN RIGHTS CONSIDERATIONS**

7. 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**

8. The ESD Policy for Planning Applications is an internal policy to facilitate the requirements of Clause 15.01-1S, not a planning policy nor does it require a planning scheme amendment, as such, community consultation is not a requirement.

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**GENDER EQUALITY ACT 2020**

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

**CONFLICTS OF INTEREST THAT HAVE ARISEN IN PREPARATION OF THE REPORT**

10. 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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CITY OF BALLARAT  
**Sustainable Subdivision  
Framework**





## Sustainable Subdivision Framework

The Sustainable Subdivision Framework (SSF) seeks to provide planners with a basis for measuring and achieving stronger sustainable outcomes for subdivisions. The primary focus is on residential subdivision however many of the objections are interchangeable to other subdivision, for example industrial subdivision.

> **The City of Ballarat is seeking to focus on three key focus areas of the Sustainable Subdivision Framework, these being:**

### 1 Ecology and Urban Heat

Biodiversity, canopy cover, human health and wellbeing.



### 2 Site Layout and Liveability

Functionality, liveability, connectivity and adaptability



### 3 Integrated Water Management

Climate resilience and healthy landscapes.



To assist planners, developers, consultants, and the wider community in understanding how they can incorporate related SSF principles into new subdivisions, it is proposed to establish objectives and strategies for each theme, identify how these are linked to the Ballarat Planning Scheme and provide leading examples of what each focus area may look like in practice.



## Ecology and Urban Heat

**The objective is to retain and enhance biodiversity, improve canopy cover, and minimise urban heat impacts on human health and wellbeing.**

**The strategies are:**

- > Achieve an urban forest canopy cover of 40 per cent
- > Create shade corridors that offer connectivity for the movement of people and fauna.
- > Facilitate bio-links across the urban landscape
- > Ensure appropriate management strategies for existing and proposed vegetation are established
- > Irrigate streets and open spaces to cool the landscape
- > Reduce the extent of hard stand and non-permeable surfaces

### How might this look?



Source: Bligh Tanner



Source: Connor Perrott



Source: Landscape Plan (Spiire) City of Greater Bendigo

## Site Layout and Liveability

**The objective is to ensure subdivisions are designed to achieve a functional site layout and improved liveability for residents through the integration of connectivity, adaptability, and alternative transport.**

### The strategies are:

- > Improve walking and cycling connections within the subdivision and beyond the site boundaries
- > Increase diversity in lot sizes to cater for various housing typologies to meet current and future needs of the community, including the principle of age-in-place
- > Integrate smaller and rear loaded lots near activity centres
- > Appropriately consider topography in site design and integrate natural features
- > Maximise lot orientation to ensure improved building energy efficiency
- > Provide opportunity for public spaces to be used for uses to meet resident's needs

Sustainable Subdivision Framework 4

## How might this look?



Source: *The new New York Bridge Project*



Source: *The Cape*



## Integrated Water Management

**The objective is incorporate integrated water management solutions to create climate resilient subdivision and healthy urban landscapes.**

**The strategies are:**

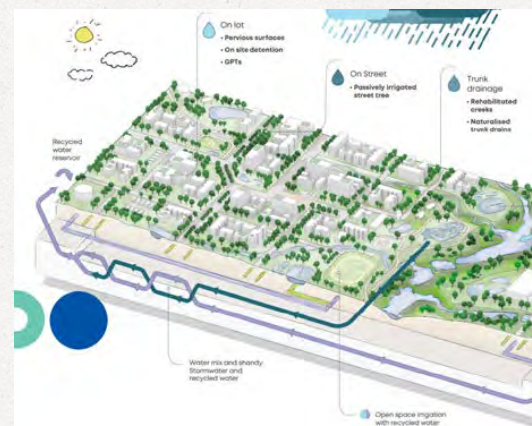
- > Reduce reliance on drinking water for all water uses (i.e., watering gardens).
- Create lots of appropriate size to accommodate onsite water and service options.
- Integrate subdivision wide recycled water approach such as third pipe or stormwater harvesting.
- Use passive irrigation options to service landscaping areas.
- Integration of public rainwater tanks.
- Respond to existing waterways and drainage channels by integrating these in open space.
- Reduce excess stormwater and the amount of pollutants it contains.

Sustainable Subdivision Framework 5

### How might this look?



Source: Growth Area Authority



Source: Sydney Water





Source: Sydney Water  
<https://www.sydneywater.com.au/content/dam/sydneywater/documents/iwcm-summary-report-2022.pdf>



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February 2023



**Sustainability Subdivisions Framework Key Focus Areas**

Focus Area	Objectives	Strategies	Planning Scheme Support	What this might look like
Ecology and Urban Heat	To retain and enhance biodiversity, improve canopy cover, and minimise urban heat impacts on human health and wellbeing.	<ul style="list-style-type: none"> <li>Achieve an urban forest canopy cover of 40 percent</li> <li>Create shade corridors that offer connectivity for the movement of people and fauna.</li> <li>Facilitate bio-links across the urban landscape.</li> <li>Ensure appropriate management strategies for existing and proposed vegetation are established.</li> <li>Irrigate streets and open spaces to cool the landscape.</li> <li>Reduce the extent of hard stand and non-permeable surfaces.</li> </ul>	<p>Planning Policy Objectives and Strategies that support this focus area are:</p> <p>Clause 11 Settlement:</p> <ul style="list-style-type: none"> <li>A high standard of environmental sustainability, urban design, and amenity.</li> <li>Climate change adaptation and mitigation.</li> <li>Protecting, conserving, and improving biodiversity, waterways and other natural resources</li> </ul> <p>Clause 15.01-3S In the development of new residential areas and in the redevelopment of existing areas, subdivision should be designed to create liveable and sustainable communities by:</p> <ul style="list-style-type: none"> <li>Providing a range of lot sizes to suit a variety of dwelling and household types to meet the needs and aspirations of different groups of people.</li> <li>Creating landscaped streets and a network of open spaces to meet a variety of needs with links to regional parks where possible.</li> <li>Protecting and enhancing habitat for native flora and fauna and providing opportunities for people to experience nature in urban areas.</li> <li>Creating an urban structure that:                             <ul style="list-style-type: none"> <li>Responds to climate related hazards.</li> <li>Incorporates integrated water management, including sustainable irrigation of open space.</li> </ul> </li> </ul> <p>Clause 18.02-1S Walking Plan and develop walking networks to:</p> <ul style="list-style-type: none"> <li>Provide pedestrian routes that are safe, direct, and comfortable to use.</li> <li>Design walking routes to be comfortable by providing shelter from the sun through canopy trees, verandahs, and other structures.</li> <li>Design direct, comfortable and connected walking infrastructure to and between key destinations including activity centres, public transport interchanges, employment areas, urban renewal precincts and major attractions.</li> </ul>	<ul style="list-style-type: none"> <li>A landscape masterplan submitted with the planning application that details:                             <ul style="list-style-type: none"> <li>Retention, protection and enhancement of remnant trees.</li> <li>Location of crossovers on plan of subdivision to ensure the protection of street tree plantings.</li> <li>Details street trees locations to be planted and canopy coverage close to maturity.</li> <li>Implement tree protection zones and protection measures for newly planted trees</li> <li>Design lots of appropriate sizes to protect significant existing and planted trees and the tree root protection zones.</li> </ul> </li> <li>Potentially wider road reserve on one side of the street to facilitate larger size trees. Or alternatively trees will be planted partially in the road reserve for traffic calming and increase space for street tree planting</li> <li>Advocate for services (electricity, water, drainage) infrastructure to one side of the road reserve and only cross under driveways to provide additional space for trees.</li> <li>Require vegetation management plans to be prepared prior to works commencing onsite.</li> <li>Provide shade structures within public realm for residents.</li> <li>Use materials that have a higher solar reflective index to lower heat absorption.</li> <li>Retain and enhance blue (water ways) and green (remnant or planted vegetation) infrastructure for biodiversity and cooling benefits</li> <li>Require planted vegetation plans prior to Statement of Compliance.</li> </ul>



			<p>Clause 21.03 Environmental and Landscape Values which seeks to:</p> <ul style="list-style-type: none"> <li>• Protect and enhance habitats and biodiversity.</li> <li>• Encourage retention and enhancement of native and remnant vegetation when designing the subdivision or development of sites.</li> <li>• Protect remnant vegetation, particularly in road reserves and along waterways.</li> <li>• Create and enhance habitat linkages for native flora and fauna.</li> <li>• Support design treatments which enhance and restore natural systems.</li> <li>• Encourage the installation of services within a common trench located away from significant vegetation to prevent damage to trunks and roots.</li> <li>• To green Ballarat as part of an urban forest.</li> <li>• Encourage the provision of street tree plantings as part of infill and subdivision developments.</li> <li>• Ensure development contributes towards achieving the forty percent canopy coverage for Ballarat by 2040. <i>This is also supported by the Urban Forest Action Plan 2019.</i></li> </ul> <p>Clause 21.01-4 Environmental Resilience which seeks to:</p> <ul style="list-style-type: none"> <li>• Encourage new development to maximise the use of passive systems to achieve comfortable indoor conditions.</li> <li>• Ensure new development incorporates water sensitive urban design features including stormwater harvesting, water recycling and reuse.</li> </ul> <p>Clause 56.05-1 Integrated Urban landscape</p>	
<p>Site Layout and Liveability</p>	<p>To ensure subdivisions are designed to achieve a functional site layout and improved liveability for residents through the integration of connectivity, adaptability, and alternative transport.</p>	<ul style="list-style-type: none"> <li>• Improve walking and cycling connections within the subdivision and beyond the site boundaries.</li> <li>• Increase diversity in lot sizes to cater for various housing typologies to meet current and future needs of the community, including the principle of age-in-place.</li> <li>• Integrate smaller and rear loaded lots near activity centres.</li> <li>• Appropriately consider topography in site design and integrate natural features.</li> <li>• Maximise lot orientation to ensure improved building energy efficiency.</li> </ul>	<p>Clause 15.01-3S Subdivision Design which seeks to:</p> <ul style="list-style-type: none"> <li>• Create compact neighbourhoods that have walkable distances between activities.</li> <li>• Create urban places with a strong sense of place that are functional, safe and attractive.</li> <li>• Create landscape streets and a network of open spaces to meet a variety of needs with links to regional parks where possible.</li> <li>• Reduce car dependency by allowing for convenient and safe public transport, safe and attractive spaces and networks for walking and cycling, subdivision</li> </ul>	<ul style="list-style-type: none"> <li>• The submission of a satisfactory site and context plan showing how the design response shows its connection with development beyond the site.</li> <li>• Cross over locations, retention and enhancement of vegetation and canopy coverage</li> <li>• Walking and cycling connections to key destinations within the subdivision and beyond the site boundaries.</li> <li>• Include separated bicycle lanes within the road reserve.</li> <li>• Retain established vegetation and corridors of vegetation and incorporate into the open space network and , where feasible, individual lots.</li> </ul>

		<ul style="list-style-type: none"> <li>• Provide opportunity for public spaces to be used for uses to meet resident’s needs.</li> </ul>	<p>layouts that allow easy movement within and between neighbourhoods and a convenient and safe road network.</p> <p>Clause 18.02 Movement Networks which seeks to:</p> <ul style="list-style-type: none"> <li>• Facilitate an efficient and safe walking network and increase the proportion of trips made by walking.</li> <li>• Facilitate an efficient and safe bicycle network and increase the proportion of trips made by cycling.</li> </ul> <p>Clause 21.02 Settlement and Housing which seeks to support a pattern of growth which reinforces the ‘10 Minute City’.</p> <p>Clause 21.08 Transport and Infrastructure which seeks to:</p> <ul style="list-style-type: none"> <li>• Develop and maintain a comprehensive, safe, comfortable and convenient pedestrian network throughout the municipality.</li> <li>• Develop a comprehensive, safe and convenient cycling network.</li> </ul> <p>Clause 56.01-1 Site and Context Description and Design Response</p> <p>Clause 56.03 Liveable and Sustainable Communities</p> <p>Clause 56.06 Access and Mobility Management</p>	<ul style="list-style-type: none"> <li>• Reduce cut and fill on sites and design road networks and lots with the topography.</li> <li>• Ensure any cul-de-sacs provide are permeable for walking and cycling in the subdivision design</li> <li>• Potential for the inclusion of communal food production areas.</li> <li>• Clearly detail what streets are considered pedestrian friendly and are considered cool routes for walking and cycling to occur</li> </ul>
<p>Integrated Water Management</p>	<p>To incorporate integrated water management solutions to create climate resilient subdivision and healthy urban landscapes.</p>	<ul style="list-style-type: none"> <li>• Reduce reliance on drinking water for all water uses (i.e., watering gardens).</li> <li>• Create lots of appropriate size to accommodate onsite water and service options.</li> <li>• Integrate subdivision wide recycled water approach such as third pipe or stormwater harvesting.</li> <li>• Use passive irrigation options to service landscaping areas.</li> <li>• Integration of public rainwater tanks.</li> <li>• Respond to existing waterways and drainage channels by integrating these in open space.</li> <li>• Reduce excess stormwater and the amount of pollutants it contains.</li> </ul>	<p>Clause 15.01-3S Subdivision Design which seeks to:</p> <ul style="list-style-type: none"> <li>• Incorporate integrated water management, including sustainable irrigation in open space.</li> </ul> <p>Clause 21.01-4 Environmental Resilience which seeks to:</p> <ul style="list-style-type: none"> <li>• Ensure new development incorporates water sensitive urban design features including stormwater harvesting, water recycling and reuse.</li> </ul> <p>Clause 21.05 Natural Resource Management which seeks to:</p> <ul style="list-style-type: none"> <li>• Encourage multi-purpose wetlands in urban areas to support flood retardation and water treatment.</li> <li>• Encourage development to incorporate water use efficiency and whole of water cycle management.</li> </ul>	<ul style="list-style-type: none"> <li>• Include restrictions on title to require larger onsite rainwater tanks (10,000 litres or above) to reduce demand on reticulated water supply.</li> <li>• Creation of local treatment plants to produce recycle water for reuse in homes and neighbourhoods for non-drinking purposes.</li> <li>• Integrate greater permeability to reduce stormwater runoff.</li> <li>• Stormwater harvesting.</li> <li>• Passive street irrigation.</li> </ul>

			<ul style="list-style-type: none"><li>• Encourage the use of alternative water sources.</li></ul> <p>Clause 56.07 Integrated Water Management which seeks to:</p> <ul style="list-style-type: none"><li>• Reduce the use of drinking water.</li><li>• Provide for the substitution of drinking water for non-drinking purposes with reused and recycled water.</li><li>• Encourage stormwater management that maximises the retention and reuse of stormwater.</li><li>• Encourage stormwater management that contributes to cooling, local habitat improvements and provision of attractive and enjoyable spaces.</li></ul>	
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**7. GENERAL BUSINESS - MATTERS ARISING FROM THE AGENDA**

**8. CLOSE**