

# Attachment - Item 7.1(c)

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# Ballan

## STRUCTURE PLAN



Moorabool Shire Council  
2015

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# 0.1

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*Above, Ballan's Main Street.*

## 1.1

### INTRODUCTION

The purpose of the Ballan Structure Plan is to provide a strategic and integrated framework for the future development of the Ballan township and surrounds. The Structure Plan applies to both existing urban zoned land and to the location and documentation requirements of future urban land.

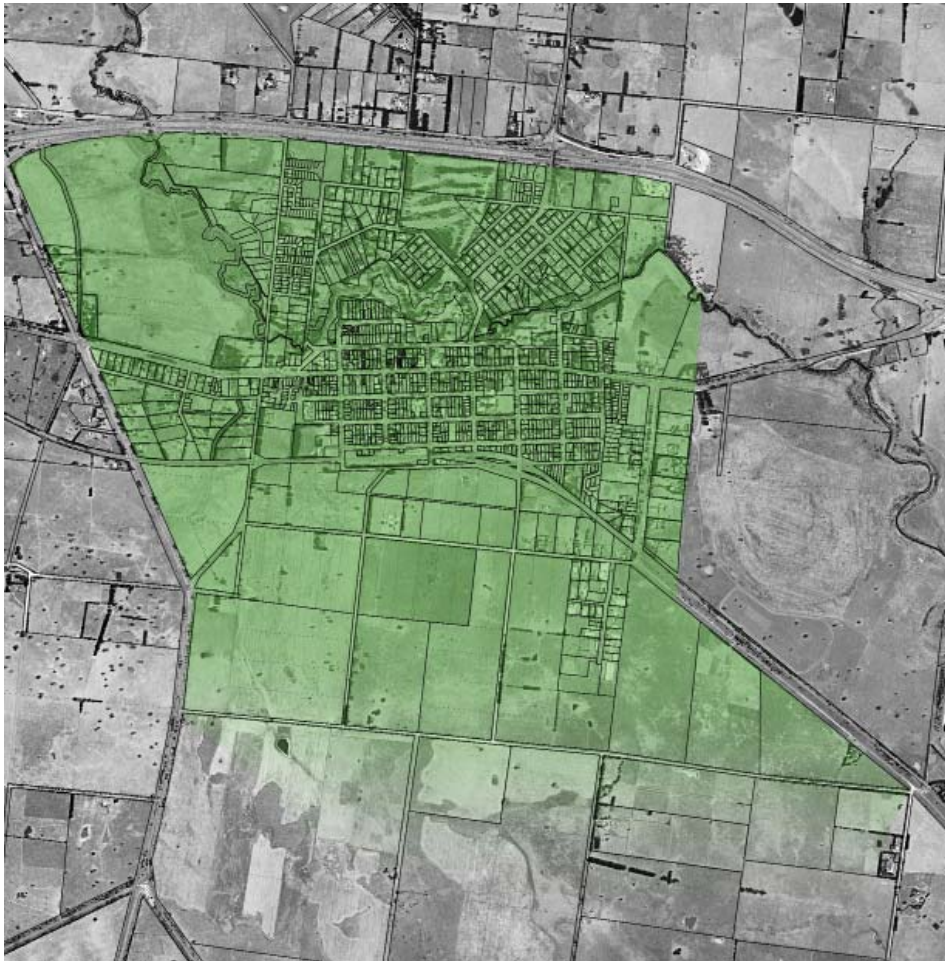
The Structure Plan is based on community consultation and the range of considerations outlined within the Moorabool Planning Scheme. The exhibition draft includes information the consultation process and how it has informed the document.



## 1.2

### LAND TO WHICH THE STRUCTURE PLAN APPLIES

The Structure Plan applies to land shown in Figure 1.



*Above, The study area*

## 1.3

### IMPLEMENTATION

The Structure Plan will be implemented by:

- Development proponents who develop land within Ballan
- Government agencies and Council in delivering and managing a range of infrastructure and services and in developing streetscape and tree planting policy.
- Non government service providers;
- Changes to the Moorabool Planning Scheme including;
- revision of the Ballan Framework Plan in the Municipal Strategic Statement;
- the implementation of the new residential zones in Ballan;
- the application of new Design and Development and Development Plan Overlays; and
- identify the work required by proponents to rezone land for urban purposes in the future.

## 2.1

### REGIONAL CONTEXT

Ballan is the second largest urban settlement within Moorabool Shire. It is located 78 kilometres north west of Melbourne on the Western Freeway and Melbourne – Ararat train line. It had an enumerated population of 2008 at the 2011 census and is expected to grow by 350-750 people in the life of the structure plan. Ballan provides a range of education, health and retail services to West Moorabool. Ballan is a traditional rural service centre town located within the periurban areas between Melbourne and Ballarat. Ballan has been experiencing steady growth which is perceived by the community as having

an impact on the ‘rural character’ of Ballan.

Ballan’s location adjacent to the Western Freeway and on the Melbourne- Ballarat railway line, and its good access to higher order services and employment in Bacchus Marsh, Ballarat and Melbourne, means it will most likely continue to attract steady growth. It is anticipated development pressure on the town will increase in the long term, when residential development opportunities become scarce in Bacchus Marsh. Additional infrastructure will be required to service any future growth.

### CENTRAL HIGHLANDS REGIONAL GROWTH PLAN


Community consultation in preparing the Ballan Structure Plan raised many issues which stem from the application of standard zones without local policy or overlay to specify the strategic objective to be delivered. The Ballan Structure Plan forms the basis to ensure the appropriate suite of controls can be applied to ensure that as Ballan grows it retains its historic character as expressed in the Central Highlands Regional Growth Plan.

The Central Highlands Regional Growth Plan recommends the following:

- Support Ballan as a town providing services consistent with its role in the peri-urban region
- Support residential growth that respects the surrounding rural character and environmental attributes
- Encourage local employment opportunities Ballan is strategically located between Bacchus Marsh and Ballarat in the heart of the peri-urban part of the Central Highlands region.
- further residential land supply should be considered to the west or south of the town. Additional infrastructure will be required to service any future growth.

It acknowledges that:

*“A key attribute of the town is its strong historical and village character within a rural setting and environmentally sensitive landscape. Given the pressures for growth in areas closer to metropolitan Melbourne, it will be important to make sure Ballan’s growth is carefully managed and planned for to protect and promote its valued character. A structure plan process will help guide preferred locations for future development and should be focused within a designated urban boundary. Employment opportunities should be encouraged to reduce the need to commute and should be directed towards either the town centre or the industrial estate in the short to medium term.”*



The Ballan Structure Plan achieves the following Land use policies, strategies and actions:

- Finalise and implement a structure plan to identify preferred locations for growth in Ballan.
- Focus residential development within the town boundary over the short-to-medium term.
- Provide appropriate policy to support and provisions in the planning scheme to protect residential character and landscapes.
- Retain and enhance services and facilities appropriate to servicing the local community.

## 2.2

### SITE ANALYSIS & DEMOGRAPHY

Ballan has an undulating topography which is bisected by the Werribee River. Land on the northern banks of the river is generally elevated above the river, whilst land on the south bank is generally flood plain to the river and utilised for passive and active open space. The traditional town centre is characterised by wide tree lined streets which are key to the character of Ballan by Melbourne Water.

Existing drainage is relatively poor and flood mapping is being prepared for Ballan. Discharge of urban stormwater will need to be treated through Water

Sensitive Urban Design measures.

Main movement networks are well designed and have capacity for growth. The internal movement network north of the Werribee River is limited. Subdivision and resubdivision of land needs to carefully consider the quality of the existing movement network as well as the connectivity of the new internal network provided, where appropriate.

### HOW MANY PEOPLE WILL LIVE IN BALLAN?

The population of the Ballan township, as at 2011, is estimated as 2,052 persons. The wider Ballan area which includes the nearby rural residential estates is estimated at 2,744 persons in 2011. This is up 467 persons as at 2006. Ballan has experienced generally solid growth over the last 30 years, except for the period between 2001 and 2006 where it remained relatively constant, as shown in the accompanying table. It might be reasonably assumed that this overall growth rate would continue into the future. Indeed, with the further expansion of Melbourne and Ballarat, and with improved transport links, it could also be assumed that the pressure for population growth would actually increase, as compared to historical records.

Ballan Township Population Estimates

Year	Population (1)	Five Year Period	Population Growth	% Growth Per Annum
1981	689			
1986	857	1981-86	168	4.5%
1991	1184	1986-91	327	6.7%
1996	1448	1991-96	264	4.1%
2001	1756	1996-01	308	3.9%
2006	1770	2001-06	14	0.2%
2011 (2)	2052	2006-11	282	3.0%
		Average	227	3.7%

Source:

(1) 1981-2006 figure - DPCD, Towns in Time, 2008.

(2) ABS Census 2011

Population growth rates tend to vary, however, and generally can be difficult to predict. Given the strong population growth rates over the last 30 years, it might be reasonable to consider a range of scenarios, namely 2.7%, 3.7% and 4.7%. These scenarios are roughly based around a 1.0% variation on the 30 year average. Applying the range of annual population growth rates to a 15 year planning horizon – from 2011 the Census estimate - provides the following projections:

#### Scenario A

4.7% per annum over the 15 years, would mean Ballan Township would have a population of approximately 4,090 persons by 2026. This is represents around an extra 2,000 persons.





## Scenario B

3.7% per annum over the 15 years, would mean Ballan Township would have a population of approximately 3,540 persons by 2026. This is represents around an extra 1,500 persons.

## Scenario C

2.7% per annum over the 15 years, would mean Ballan Township would have a population of approximately 3,060 persons by 2026. This is represents around an extra 1,010 persons.

Scenarios A, B and C are calculated on percentage growth terms. When converting these figures to Census period averages it equates to approximately 680 persons, 500 persons and 340 persons each five year period for scenarios A, B and C, respectively. Given that these numbers are relatively high in historical terms there is also value in developing a scenario based around historical average numbers, rather than historical average percentages.

## WHAT AGE WILL THE RESIDENTS BE?

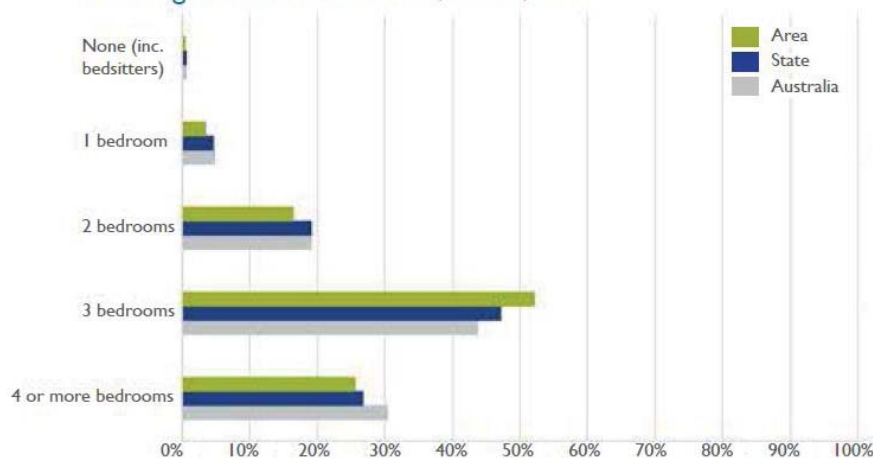
As at 2011, in Ballan there were 18.1% of the population, or 372 persons, were aged 65 years or over. This compares to 12.9% for Moorabool Shire as a whole and 14.2% for Victoria. If this proportion remains constant then there would be approximately 500 persons (Scenario D) to 740 persons (Scenario A) aged 65 years and over in Ballan by 2026. However, the overall Australian population is aging as the 'baby boomer' generation is reaching retirement age and as people are living longer. It might be assumed that the proportion of persons aged over 65 years may increase into the future.

The percentage of persons aged less than 15 years in Ballan, at 20.5%, is slightly less than the Moorabool percentage at 21.0% but higher than that for the State as a whole at 18.6%, respectively. If this proportion remains constant then by 2026 there would be approximately 840 persons (Scenario D) to 570 persons (Scenario A) in this age group by 2026, up from 420 persons as at 2011. In 2011, 217 people or 10% per cent of the population lived in a single person household and 218 people live in a couple only household. Despite the number of small households 81% of the housing stock in Ballan has 3 or more bedrooms, as outlined in the table below.

## WHAT HOUSING STOCK WILL BE REQUIRED?

In 2011, 217 people or 10% per cent of the population lived in a single person household and 218 people live in a couple only household. Despite the number of small households 81% of the housing stock in Ballan has 3 or more bedrooms, as outlined in the table below.

## Dwelling Bedroom Numbers, Ballan, 2011



Source: ABS Census 2011

The average household size has been steadily decreasing in Ballan, mirroring what has happened across Moorabool Shire and the State as a whole. This means that even if the population was stable, additional dwelling units would be required for the same population. This also demonstrates that while there will still be demand for 'family' housing, the decrease in household size, the increase in the average age of the population and the growing number of single person and couple only households will see a demand for well-located and accessible 1-2 bedroom dwellings.

As at 2011, there were 871 dwellings in Ballan, of which 785 were occupied and 86 vacant. The average household size per occupied dwelling was 2.6 persons per dwellings. In 2008, ID consulting undertook household projections for Moorabool Shire Council. For Ballan, ID consulting estimated that the average household size would continue to decline over the next 20 to 30 years, in line with what has been happening in the Shire and State as a whole. Based on ID consulting estimated rate of decline, and the 2011 Census results, this would mean that the average household size in Ballan would be 2.38 persons per dwelling by 2026.

As at the 2011 Census 9.9% of all dwellings in the Ballan township were vacant. This is consistent with the vacancy rate across the Shire, also at 9.9% and across the State, at 11.7%, respectively. It is projected that there would be no change in the percentage of vacant dwellings, remaining at around 9.9%. Based on the projected population increase as outlined in Scenarios A, B, C and D, the average dwelling occupancy rate of 2.38 persons per household, and a 9.9% dwelling vacancy rate, the additional dwellings required, as at 2026 will be between around 420 dwellings (Scenario D) and 1,040 dwellings (Scenario A). Based on the same assumptions In the short term, over the next 5 years, it is projected that 140 lots (Scenario D) to 340 lots (Scenario A) will be required.

## Ballan Projected Dwelling Numbers 2026, by Scenario

Scenario	Population Total Dwellings 2026	Existing Dwelling 2011	Projected New Dwellings required by 2026
A	1,907	871	1,036
B	1,650	871	779
C	1,427	871	556
D	1,287	871	416

Source: Moorabool Shire Council, 2013

The structure plan will be able to meet the projected demand for an additional 350 dwellings. It aims to ensure that new housing stock provides greater housing choice by encouraging:

### ***Infill***

As the population ages there will be demand for low maintenance housing close to shops and services. Planning to ensure this development can occur to both need the accessibility requirements of an aging population and by sympathetic to the character of Ballan.

As the number of lone and two people houses increase and as the population ages Ballan in 2027 should provide opportunities for people to live within an easy walk of the shops and trains. Central housing will be respectful to the character of Ballan but will have a wider range of 1 and 2 bedroom dwellings, many of which are single storey without steps or have a bedroom and bathroom on ground level.

### ***Growth Corridors***

Based on the projected lot yields and an average household size of 2.37 people it is likely that new residential land will be required in the medium to long term. In the longer term it is likely that both the western and southern corridor will be required as greenfield options in Bacchus Marsh become scarce. The Structure Plan needs to ensure that the ability of these areas to be urban in the future is not compromised.

The Urban Growth Zone should be applied to the western growth corridor. This would allow the preparation of Precinct Structure Plans to guide future development.



*Above, Urban growth areas.*

### **Town centre**

The town centre is zoned Commercial 1 and there is an industrial estate in the south east of Ballan. All residential land is currently zoned General Residential Zone however there are distinct areas within Ballan that will be reflected in schedules to the new residential zone.

Existing overlays include:

- Environment significance overlay schedule 1: proclaimed water supply catchment – applies to whole structure plan area;
- Environment significance overlay schedule 2: Werribee River Corridor – applies to 200m corridor along the course of the Werribee River;
- Heritage Overlay – applies to individual sites however the West Moorabool Heritage Study Stage 1 identified a precinct and many additional sites which are currently being documented.
- Design and Development Overlay Schedule 2: requires the use of non reflective material in non urban zoned land.
- Design and Development Overlay Schedule 3: requires the utilisation of noise mitigation in areas adjoining the Western Freeway.



*Above, The former Ballan Hotel.*



## 2.3

### FORM AND CHARACTER OF FUTURE DEVELOPMENT AS EXPRESSED BY COMMUNITY

- Ballan is characterised by deciduous trees and wide streets.
- The landscape features and rural vistas of Ballan are important
- We recognise the importance of our past, and are keen to embrace our future.
- Our proximity to Melbourne and to Ballarat, particularly by rail, is a very valuable part of our town, and adds significantly to the liveability of Ballan and district.
- Upgrade and protect the environs of the Werribee River corridor and its tributaries.
- Make better use of the Werribee River – walking trails, cycle paths and interpretative signage.
- New housing has not been in keeping with the town character and village feel.
- The low rise form, single storey scale of the residential dwellings is valued.
- Manage growth so that it provides facilities like schools and sporting grounds.
- Improve the streetscape amenity, especially in the shopping centre and surrounding residential areas.
- Physical infrastructure to keep pace with new development.
- Footpaths should be well maintained and be accessible to all.
- Ballan needs a town square.
- Heritage streetscapes (currently being documented)
- Well serviced by community facilities but with opportunity to enhance the library and secondary education.



*Above, The autumn festival*



## 2.4

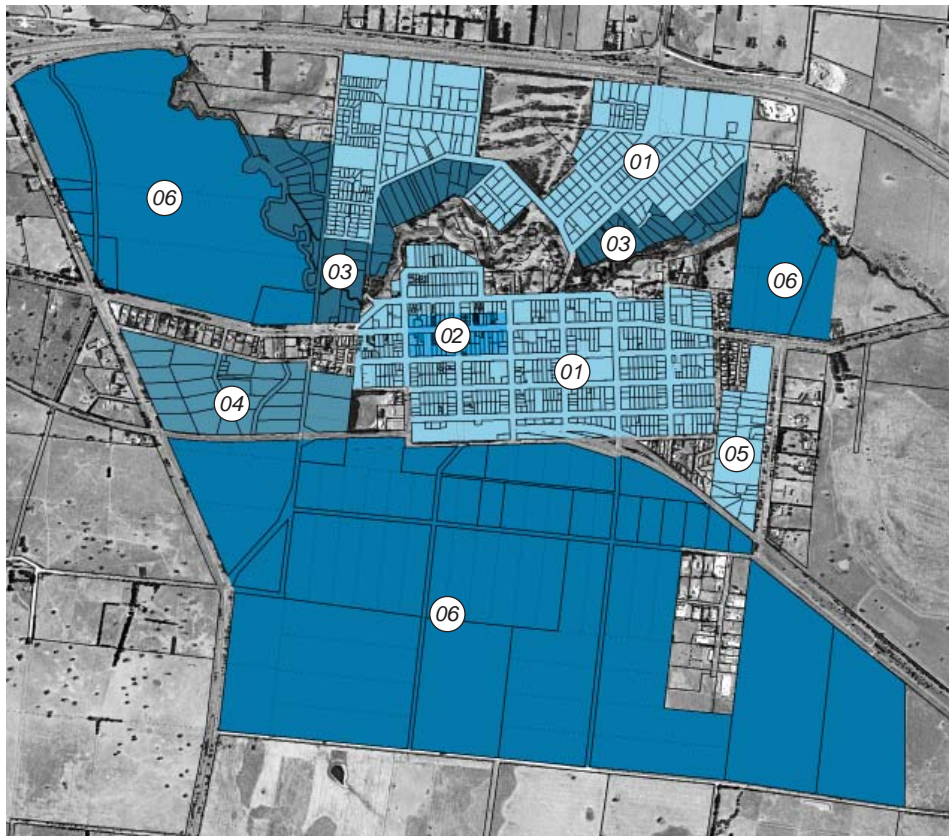
### IMPLEMENTATION

The Ballan Structure Plan will be implemented via a planning scheme amendment to:

- Apply the Urban Growth zone to the western growth corridor
- Apply the heritage overlay to sites identified in the west Moorabool Heritage Study Stage 2a (upon completion)
- amend the Ballan Framework Plan to provide guidance for future development in the town centre and support for allied facilities such as the Hospital.
- review the application of the new residential zones
- introduce a local policy to guide street width and planting
- introduce a Design and Development Overlay for the town centre
- Introduce a Design and Development Overlay on the commercial area of the township
- Introduce a Design and Development Overlay for key infill development sites.

#### Further strategic work

- Development of a streetscape program for Inglis Street.
- Development of a street tree planting guide.
- Completion and implementation of West Moorabool Heritage Study Stage 2a.



01 Neighborhood residential

02 Design Development Overlay - Town Center

03 Low Density Residential

04 General residential

05 Neighborhood Residential (Poor Connectivity)

06 Future urban development

## 3.1

### VISION

To ensure that as Ballan develops its retains its character it is important to understand what the community likes about Ballan, what they want to change and what facilities they may desire in the future.

The land use and development vision for Ballan has been created from the community consultation sessions and will guide all elements of the structure plan.

*Ballan in 2031 will be used to demonstrate a town where growth has not been at the expense of the places and character cherished by its residents in 2015."*

*The implementation of the Ballan Structure Plan will create the physical environment to allow Ballan to be a prosperous, creative and sustainable community. Development of Ballan we be respectful to and celebrate its unique character by consolidating the autumnal rural village with a core urban form.*

*Despite growth in its population Ballan will maintain its nature as a connected community centred on a heritage town centre and the environmental corridor of the Werribee River.*

*Ballan is a pedestrian friendly town of 4,000 people with Fiskien Street as the cultural, social and retail focus for the community. Despite population growth Ballan has maintained and reinforced its predominant character as a town with wide, tree lined and interconnected streets.*

*Developer contributions from growth have improved provision of physical and social infrastructure.*

*The town centre has maintained its zero lot line form and new development has created a thriving activity centre offering commercial, medical, retail and community services to the local community.*

*Development has allowed for a town square which is a focal point for the community celebrations and markets which have made Ballan a popular destination to visit. The town centre has many opportunities for people to meet, interact and rest. These areas feature function and creatively interesting street furniture and interpretative information.*

*Infill development within the town centre has provided well designed and accessible accommodation in walking distance to the train, shops and hospital. Ballan residents are able to age in their community and new families are enjoying the community, recreational and employment opportunities within Ballan.*

*New residential estates provide a connected grid of wide, tree lined streets, reinforcing the predominant character of Ballan. Local open space is provided in growth areas, and residents utilise bike / pedestrian paths to easily and safely access central retail, recreational, social and transport services.*

*The spaciousness of lots north of the river have been maintained, providing a range of housing styles and opportunities for the diverse community.*

*The Werribee River between the freeway and Inglis Street has been revegetated and creates a green spine for habitat. Linkages utilise the river corridor and feed into the grid network of the town centre.*

## 4.0

### DEVELOPMENT ISSUES GUIDING THE STRUCTURE PLAN

Five key development issues have been identified which underpin the Structure Plan. How these issues inter-relate determines physical areas for planning scheme control or policy guidance.

The key issues are:

- Character;
- Connectivity;
- Commerce;
- Conservation; and
- Future Urban Development

## 4.1

### CHARACTER

Character is the interplay of elements that make each town unique. It is often about what we love and want to protect, or what we dislike and want

to avoid or remediate – the preferred future character. The valued character of Ballan from consultation was “a rural feel with a creative edge”.



*Above, A typical Ballan Street.*

The elements of Ballan that give it a “rural feel” or a “creative edge” are:

- Autumnal vegetation
- Wide streets with established trees
- Small scale dwellings, often with minimal setback (the street width gives a sense of space) and often with large back yards
- Rural views and spaces, including the Werribee River Corridor
- Cultural activities often centred around the Mechanics Institute
- Participation in community events and festivals
- Cultural expression - for example the mosaic fence.












There is growing concern in the community that some of the new housing is not in keeping with the towns character and village feel - it is seen as being too suburban with narrow streets on subdivisions that are too homogenous and do not reflect the differing needs of residents.


The community and stakeholders recognise and accept that growth has to occur in Ballan. They are also accepting of higher densities of development, particularly within the core of the township, providing that the design and siting of the residential and commercial buildings is thoughtful and respects the character of the town and its heritage.

Under the new residential zones in Victoria the Neighbourhood Residential Zone may be applied to 'In areas where single dwellings prevail and change is not identified, such as areas of recognised neighbourhood character, heritage environmental or landscape significance; including Areas where more than 80% of lots currently accommodate detached dwellings' Responding to the RZSAP report on Moorabool there is only one block of residentially zoned land in the township core which has less than 80% single dwellings (78%).

7 blocks are between 80% and 100% single dwellings and 31 blocks 100% single dwellings. Aerial photography also demonstrates the importance of canopy trees in the streetscape and on private land. This area should be zoned Neighbourhood Residential Zone with a specific schedule (minimum lot size 200m<sup>2</sup>) and design and development overlay for vacant blocks where well designed medium density housing could be provided. Minimums of 400m<sup>2</sup> and 500m<sup>2</sup> should be applied to the remaining area. Canopy tree provisions should be triggered.



	400m <sup>2</sup> General Residential Zone		600m <sup>2</sup> Neighborhood Residential Zone
	600m <sup>2</sup> General Residential Zone		900m <sup>2</sup> Neighborhood Residential Zone
	200m <sup>2</sup> Neighbourhood Residential Zone		150m <sup>2</sup> Neighborhood Residential Zone
	400m <sup>2</sup> Neighbourhood Residential Zone		0.4ha Low Density Residential Zone
	500m <sup>2</sup> Neighbourhood Residential Zone		



To ensure opportunities for infill close to services, this been modified to identify blocks near the hospital, which are in walking distance of the main street shops and the train station, to be retained in a General Residential Zone to encourage medium density infill.

The area north of the Werribee River (currently zoned General Residential Zone; Special Use Zone and Low Density Residential Zone) has traditionally developed as a low density residential area. The road and drainage network and river crossings have not been designed and constructed for urban loads.

11 blocks of General Residential zoned land in this area have an average lot size greater than 2000m<sup>2</sup>, 1 block has an average lot size of more than 1500m<sup>2</sup> and 1 block with an average lot size of more than 1000m<sup>2</sup>. Of the 4 blocks of more recent subdivision, three average between 900m<sup>2</sup> to 1000m<sup>2</sup> and one between 850m<sup>2</sup> and 900m<sup>2</sup>. These blocks are perceived as being relatively small given the lot sizes of surrounding development and lack of canopy trees. Areas of average lot size greater than 1500m<sup>2</sup> should be zoned Neighbourhood Residential Zone with a minimum lot size of 1500m<sup>2</sup>. Areas surrounding more recent subdivisions should be zoned Neighbourhood Residential Zone with a minimum lot size of 900m<sup>2</sup>. Canopy tree provisions should be triggered.

Mechanisms to help protect and promote the character of the town include:

Neighbourhood Character Zone and / or Design and Development Overlays to protect areas with a unique character, Development Plan Overlays to protect for future urban areas from fragmentation and the use of Design and Development Overlays to ensure redeveloping areas provide a urban form that is respectful to the “rural feel” and meet good design parameters.

The Structure Plan responds by:

- reinforcing the predominant character of Ballan by requiring new subdivision to allow for wide tree lined streets; (Infrastructure design manual)
- working with the power companies to minimise ‘lopping’ of street trees and to identify species that will provide a canopy and colour without impact on power lines; (Street tree policy)
- encouraging the completion of Stage 2 of the West Moorabool Heritage Study and apply a Design and Development Overlay to an area with the highest density of indicative sites;
- providing design guidance on residential infill; providing design guidance on how to increase density at key infill sites with minimal impact on the streetscape character; and (policy/Design Development Overlay)
- looking at how interpretation of heritage places can be built into paths and trails. (Policy)



## 4.2

### CONNECTIVITY

Ballan has a strong network of transport connections. The freeway, railway, provide and highway network provide good external transport connections. Traffic flow within Ballan benefits from the bypass of through traffic and the excellent internal road network.

As the town has grown through the 1970's to today there has been less emphasis on a connected street network that provides for road transport as well as pedestrian and cyclist movements. The community has identified the need for improvements to the existing pedestrian and cycling networks and to ensure any new development augments this network.

Development Plans Overlays will be one tool to ensure new development provides for connectivity for vehicles, pedestrians and cyclists. Infrastructure Contributions Plans / Urban

Growth Zones for the future growth corridors will assist in upgrading key infrastructure where there is a clear nexus between the development and the need for augmentation. Resolving existing network issues will require external funding or fund raising (rates or special charge) to fund implementation. Development control plans for strategic sites will be sought.

The potential doubling of Ballan's population over a 15 - 25 year period needs to consider movement and connection issues.

Ballan is well serviced by the Western Freeway and the Melbourne – Ararat

Railway.

Inglis Street is designed above the existing and projected capacity as it was once the Western Highway. This provides a safe East-West connection and provides opportunities for widening the pedestrian spaces in the town centre and to provide dedicated cycle lanes over time.

The Werribee River and its escarpment makes additional north-south crossings difficult. The road network and construction to the north was not planned for traffic movements from traditional residential development densities. Intensification of development north of the river in Ballan should be avoided if it cannot provide a network of access/egress and contribute to the augmentation of 'collector' level roads leading to the key river crossings.

Irrespective of the future growth potential of the township area to the north of the Werribee River, the capacity restrictions of access and services over the river needs to be considered given the constraints of the existing development.

While the Werribee River can provide connection through the Western Corridor an on road pathway along Inglis Street would provide the best connection to the town centre. Bike and pedestrian linkages to the recreation reserve, railway station and primary school should link to Inglis Street and connect through to any future development of the southern corridor.



Above, Connectivity within the study area.

The Structure Plan responds by:

- Identifying key pedestrian linkages to be augmented, improved or extended; (is this better in tracks and trails)
- Minimises the increase in density in north ballan where access is poor and augmentation options are limited
- Seeking to develop streetscape design concepts for civic works in Fiskin Street commercial area and township entrances.
- Avenue and median planting of suitable low rise tree species
- Identifies that prior to zoning the Southern Growth Corridor determining any requirements for rail crossing augmentation and how the cost of augmentation will be borne by the development will be a key factor to be addressed in any future rezoning submission.
- Recommends the use of a Development Plan Overlay and schedules to ensure co-ordination between landholdings in infill areas where a connected grid of streets is possible
- Outlines the development principles to be incorporated in any future rezoning proposal in a growth corridor via the Urban Growth Zone and a Precinct Structure Plan.
- Establishes the requirement for a development contributions plan overlay and its supporting documents to be part of any future rezoning proposal in a growth corridor.

## 4.3

### COMMERCE

To be a sustainable township requires local access to employment and goods and services. Ballan has two main employment nodes that also provide local access to goods and services being the main street shopping centre, including associated community and health services and the Ballan industrial estate. The community reinforced the importance of these areas.

Improvements to the town centre identified by the community include:

- Better range of goods and services on offer;
- Greater opportunity to meet and mingle – eg town square;
- Reinforcing the strong urban design presence / character of the main street in any new development;
- Improvements to the look, feel and functionality of Inglis Street

Given that the range of goods and services on offer is a commercial decision the role of council through the structure plan is to ensure the the zones facilitate investment and that overlays and or policy protect the attractiveness of Ballan which is part of it's 'economic edge'.

These elements will be addressed through:

- Design and Development Overlay for Inglis Street Shopping Centre
- Local policy on new commercial development in Inglis Street Shopping Centre
- Defining a retail hierarchy within the MSS
- Implementation of streetscape improvement works over the long term.

Careful consideration needs to be given to how the creation of a town square could be incorporated into future commercial development proposals. There are opportunities to build new commercial facilities within the within the existing Commercial Zoned land through the co-ordinated use of vacant blocks; rear of shop land and transitioning non commercial uses over time.



*Above, indicative concept retail development opportunities in existing commercial zone.*



## The structure plan responds

- Identifying how new retail can be developed in the town centre
- Identifying options for a town square
- Making the main street more pedestrian friendly with opportunities to sit and chat / rest near points of interest
- Planning streetscape improvements
- Implementing design controls within commercial areas of the town centre



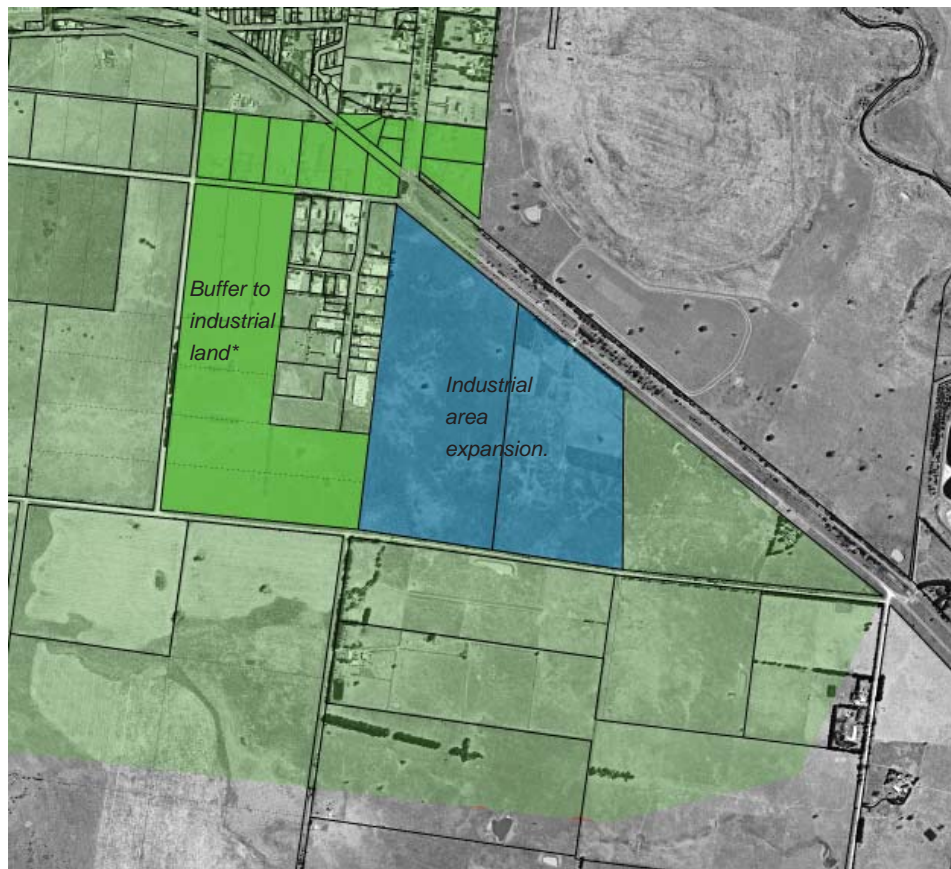
*Above, Encourage transition to commercial uses and consolidated holdings.*

The hospital is a major employer within the town centre, as well as a major community service provider. Expansion of the hospital is strategically supported. Melbourne Water, Aboriginal Affairs Victoria/ Wathaurong Aboriginal Co-operative will be major stakeholders in any future expansion in crown land.



*Above, Potential hospital expansion opportunities*

The Industrial Estate has opportunities for expansion. Protection of the estate from encroachment of residential development will need to be considered in the future planning for the Southern Growth corridor. Landscape and Design guidelines for development in this area should be added as further strategic work in Clause 21.08 (Ballan Framework Plan)



*\*Future precinct structure plan will determine appropriate use.  
Above, Potential retail development opportunities*



## 4.4

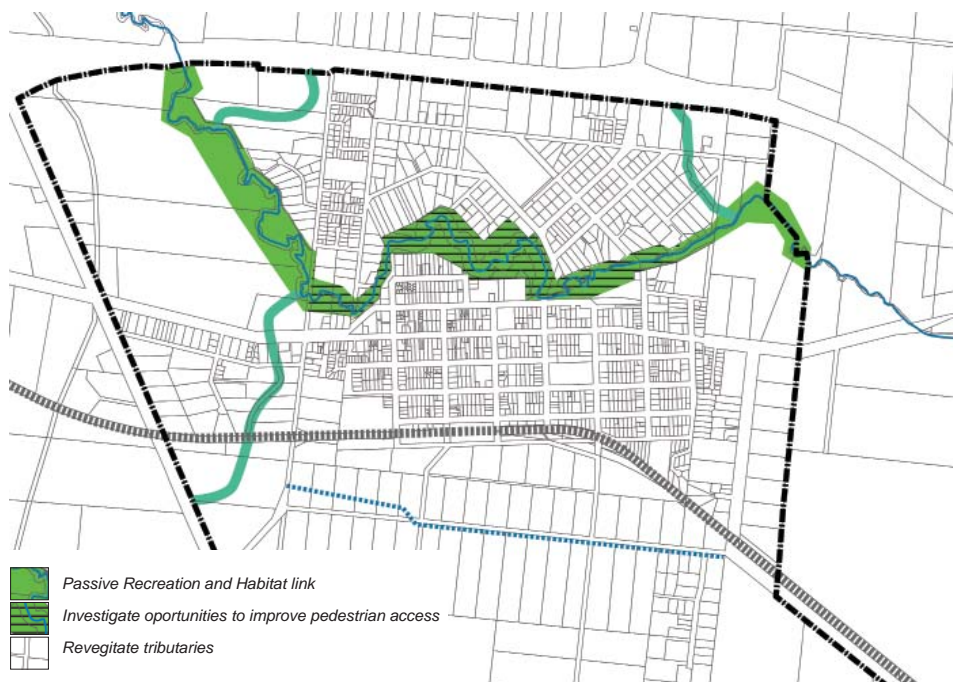
### CONSERVATION

Until the 1970's the Werribee River was largely the northern boundary of the Ballan township. With the growth of Ballan northwards over the past 40 years the Werribee River has become a central feature of the township. Its open space, conservation and landscape values, and contribution to "rural feel" are valued by the community, as is the desire to:

- protect and enhance biodiversity values;
- preserve and interpret culturally significant sites;
- strengthen the role of the river as a passive recreation spine, and
- use the river as a town entry feature reinforcing the 'rural feel'.

As the Werribee River environs are already within the Environmental Significance Overlay, the Structure Plan addresses these issues through:

- Working with Landcare / CMA to undertake environmental improvements ;
- Designing future town entry treatments;
- Indicating that both future growth corridors will be required to contribute to open space embellishment of the corridor; and
- Investigating options to extend the river corridor as part of any consideration of the Western Growth Corridor.
- Looking at options for public access / arboretum as part of future urban infill at the eastern boundary of town
- Including the Werribee River in the Framework Plan. (21.08)



Above, Waterway corridors.

## 4.5

### FUTURE URBAN DEVELOPMENT

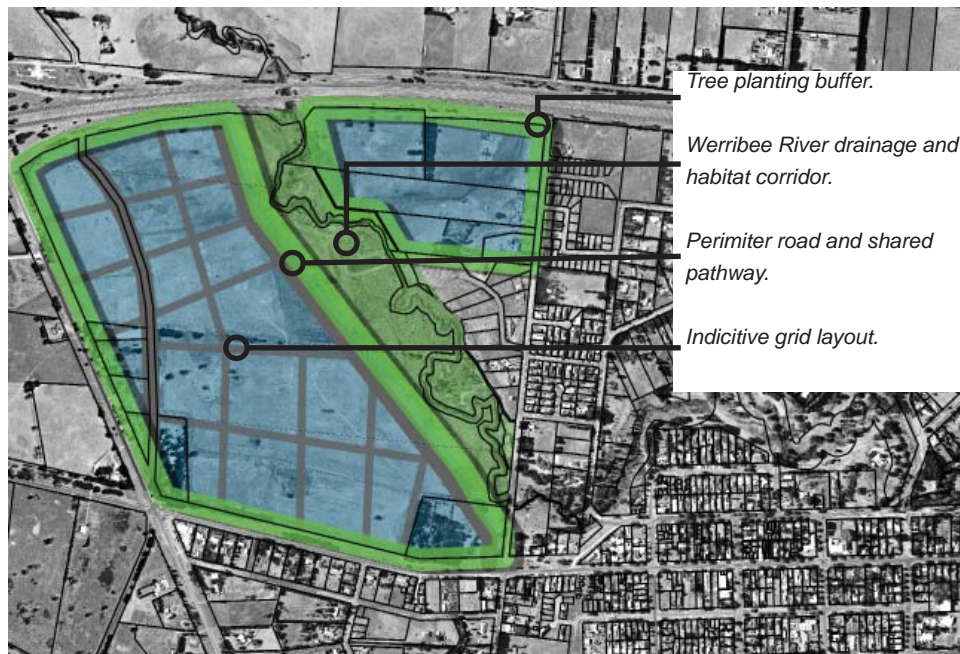
It is a State planning requirement for Councils to provide for a minimum of 15 years land supply within its planning scheme. The rate of growth in Ballan has been increasing over time and that is likely to increase. The consultation has demonstrated some concern, not with the concept of growth, but with the effect that 'unplanned' growth is having on the character of Ballan.

The Structure Plan contains elements addressing 'infill' development in existing zoned areas as well as identifying what form and function will be expected in new growth corridors.

#### **Western**

The Western Growth area is currently identified in the Moorabool Planning Scheme as the next urban growth area for Ballan. Some members of the community had concerns regarding the high visibility of the Western Growth Corridor, the impact of its development on the River Corridor and its relative remoteness from the train station. The participants in the engagement process did not perceive this area as being suitable for residential development, either in the short or longer term, primarily due to the gateway aspects of the land.

Investigations have shown that the Western Growth area is able to be serviced. Development would allow public access to the Werribee River Corridor. Due to the fall of the land, development can be partially screened through appropriate landscaping. As the site has current strategic support for urban uses Council will seek to apply the Urban Growth Zone will be applied. This will allow Precinct Structure Plans to be prepared for how the area will develop and allow for the detailed consideration of heritage, flora and fauna, open space, landscape, density, and infrastructure.



*Above, Potential Western growth area development opportunities*

### **Southern**

Some members of the community expressed a preference for the southern corridor due to its proximity to the railway station and the town centre, as well as its topography and its environmental status. This site is also a gateway to the township.

While the southern corridor has locational benefits it also has a range of challenges to be addressed. The land is in proximity to land uses with buffer controls, is transversed by a high pressure gas main, is relatively fragmented and has a range of infrastructure issues to be addressed.

It is proposed that a wider southern corridor be investigated and the Urban Growth Zone be applied to a larger area in the long term.



*Above, Potential Southern corridor development considerations*



### ***East infill***

Through the exhibition process a site to the east of Ballan along the Werribee Corridor was identified. The consultation plan expressed a desire to extend the Werribee River open space corridor to the east. Investigation of the site has demonstrated that there is an opportunity to plan development in the area with minimal visual impact to the entrance and which would allow the transfer of the river corridor to public ownership. The flood plain in this area would also provide an opportunity for an arboretum.

It is recommended that this site be identified as future urban within the Ballan Framework Plan.



*Above, Potential Eastern infill area development opportunities*

## 5.0

### STRUCTURE PLAN PRECINCTS

When looking at where these issues are most prominent a series of distinct areas arise that lead to the application of planning scheme control, being:

- Commercial Core
- Historic Township 'grid'.
- North Ballan Residential Area
- Large lot residential 1 Zoned land
- Growth Corridors / major infill sites
- Werribee River Corridor
- Recreational Reserve

Planning for the future of Ballan will look at the issues that arise within each of these areas and the best way to address them.

## 5.1

### TOWN CENTER COMMERCIAL

The Ballan Town centre has a recognised character based around a series of heritage places. Its character is predominantly single storey shops on a zero lot line. Within the town centre there are opportunities for small infill development as well as larger redevelopment. The town centre is at the core of the traditional grid network and has excellent connectivity. The town centre is also located near the Ballan Hospital which may provide integration opportunities.

Three key sites have been identified for consolidation / overall design within the town centre.

There is the possibility to acquire and consolidate parcels which would allow a larger format retail offer including car parking and 'civic' space. To develop these sites it will be critical to ensure that structures address and interact with the street and that car parking and services do not provide a whole in the rhythm of the neighbourhood.

Inglis Street itself will become a more pedestrian friendly space. Wider footpaths, cycle routes, small deciduous trees will encourage movement. Well placed street furniture will allow for people to rest, meet and mingle in the town centre.

The Structure Plan responds by:






- Identifying how new retail can be developed in the town centre
- Incorporating delivering a town square as part of any larger format development within the commercial core;
- Working towards a streetscape plan to make the main street more pedestrian friendly with opportunities to sit and chat / rest near points of interest
- Providing for tree lined streets or median plantings.
- Identifying the hospital precinct and providing strategic support for its growth



## Implementation

- Amending the Ballan Framework Plan at Clause 21.07 to reflect the key objectives for the Ballan town centre, including:
  - Encouraging transition of industrial uses to commercial;
  - Encouraging consolidation of land parcels to facilitate retail development including a town centre;
  - Maintaining heritage character of main street.
- Apply a schedule to the design and development overlay which:
- Commercial Development DDO or local policy
  - Recognises the general 0 lot line character of Inglis Street and requires development to address the street
  - Requires development to interact with the street (no blank walls)
  - Requires development to provide verandah treatments to Inglis Street
  - Requires infill development to be sympathetic to the bulk and scale of surrounding development but demonstrate modern design.
  - Requires car parking to be mid block
  - Require development which consolidates blocks to respond to rhythm of the main street; consider drive through loading and examine the incorporation of a town square as part of an overall development.
  - Encourages transition of industrial uses out of the town centre over time.



- |                                                                                     |                                                            |                                                                                     |                                                      |
|-------------------------------------------------------------------------------------|------------------------------------------------------------|-------------------------------------------------------------------------------------|------------------------------------------------------|
|  | Development Plan Overlay - Fragmentation                   |  | Development Development Overlay - Historic core      |
|  | Development Plan Overlay or Policy - Layout and connection |  | Development Development Overlay - Infill Development |
|  | Public Acquisition Overlay                                 |                                                                                     |                                                      |

## 5.2

### HISTORIC TOWNSHIP GRID

The residential streets surrounding the town centre contain many sites of heritage significance. Development in these areas will be respectful of the heritage and character of Ballan as well as providing opportunities for well design infill housing that provides a diversity of housing options. The traditional grid network provides excellent access to the town centre, the railway station, Werribee River and recreation reserve. The 30m wide road reservations, often tree lined, provide a sense of spaciousness despite minimum front setbacks of structures.

Key sites within this area have been identified to ensure that future development maximises the opportunities for housing choice suited for less mobile residents in areas close to shops and services. Part of this identification will be detailed guidance on design so that density does not impact on the character and charm of Ballan.

The community has indicated that out of character development is where a large residential zoned lot has been subdivided into multiple lots fronting onto a narrow street or court.

Areas where resubdivision or medium density development cannot occur in and orderly manner will be identified as areas where further development will be discouraged.

The Structure Plan responds by:

- Reinforcing the predominant character of Ballan by requiring wide tree lined streets in new subdivisions
- Working with the power companies to minimise 'lopping' of street trees and to identify species that will provide a canopy and colour without impact on power lines
- Investigating at street tree planting guidelines
- Prioritising the completion of Stage 2 of the West Moorabool Heritage Study and apply a Design and Development Overlay to an area with the highest density of indicative sites
- Provide design guidance on how to increase density at key infill sites with minimal impact on the streetscape character
- Policy for Crook Court - Subdivision requires a through connection.

These sites have similar house height and setbacks, and block to the town core. The key character difference is the narrow width of the road does not provide a feeling of space and the lack of canopy trees in the streetscape and within residential gardens.

Resubdivision of residential lots to the east and west of the town centre should be encouraged where there is an area of a size that would allow a connected network of 16-20m wide tree lined streets. Areas suitable for redevelopment via resubdivision will be identified with a planning control aimed at ensuring this subdivision is on an area basis rather than by single land holding. Other areas where a well planned medium density development would be appropriate will be identified through outlining the design parameters for the site.

Areas where resubdivision or medium density development cannot occur in and orderly manner will be identified as areas where further development will be discouraged where good connection cannot be provided.

### **Implementation**

- Neighbourhood Residential Zone be applied to the Residential 1 Zoned land with the following elements in the schedule:
  - Minimum lot size ranging from 200m<sup>2</sup> to 600m<sup>2</sup>\* (general)
  - Front setback 2m
  - Side setback 2m / 1m
  - Site coverage 50%
  - Permeability 25%
  - Height 8m
  - 1 tree per 300m
- General Residential Zone be applied to the large holdings of residential land to the west of town centre (eg Crook Court) with the following elements in the schedule:
  - Minimum lot size 400m<sup>2</sup>
  - Front setback 5m
  - Side setback 2m / 1m
  - Site coverage 50%
  - Permeability 25%
  - Height 9m
  - 1 tree per 300m
- Changes to the MSS & framework plan
- Street Tree policy
- Infill Areas DDO

Dwellings are to be designed to:

- ensure that carports and garages are not the dominant elements from the streetscape.
- encourage the retention of existing native / exotic trees.
- Provide generous setbacks from side and rear property boundaries to ensure there are breaks between buildings.
- Promote building separation and aesthetic landscaping to soften the visual appearance of medium density development.
- Require low scale single storey dwellings that incorporate a landscape setting where possible.
- provide for a range of dwelling sizes and types such as one and / or two bedroom dwellings.
- Retain dwellings with period type character as part of any medium density development.
- In situations where double storey dwellings are proposed, ensure that the upper level is recessed from the street frontage and comprises a small component of the built form and seek bed and bathing facilities on the ground level.
- Discourage the construction of high fencing along side streets.
- Incorporate a maximum height of 1.2 metres for fencing located along the front or side boundaries of allotments.
- Not exceed a building coverage of 50%.
- Limit the number of crossovers to an allotment and utilise existing access points where practical. New crossovers should be located so as to avoid street trees / significant trees.

Subdivision layout must provide for:

- An internal road network that provides a high level of access within the development for all vehicular and non-vehicular traffic.
- Road alignment and layout that encourages connectivity with existing road networks and provides logical opportunities for extension of the street system for new development areas in the future.
- The prevention of cul-de-sacs and other street layouts which contribute to isolating forms of development and discourage permeability.
- Lots that are of appropriate dimensions and proportions that can accommodate future dwellings that are reflective of the existing patterns of the area.

## 5.3

### NORTH BALLAN RESIDENTIAL AREA

North Ballan is a large residential / low density residential development to the north of the Werribee River in Ballan. Prior to the VPP format planning scheme this area was subject to a specific zoning which was translated to a mix of low density residential and residential zones without policy guidance to protect the predominantly semi rural character of the area. Many Residential 1 zoned blocks are over 3000m<sup>2</sup> in area. The road network is characterised by narrow seal, no curb or channel and no footpaths. Recent small scale subdivision on residential 1 zoned land is not in keeping with the character of the area (road design; lot size; front and side setbacks) and landscaping. Increased vehicle movements on roads designed for low traffic volumes identifies the area or its physical infrastructure.

Assessment of the existing lot sizes and setbacks demonstrate that the area meets the requirements of the Neighbourhood Residential Zone. It is proposed that the Low Density Residential Zone be maintained where zoned and the Neighbourhood Residential Zone be applied to the Residential 1 Zoned land with the following elements in the schedule to ensure that the predominant semi rural character with houses in grounds are maintained:

- Minimum lot size 850 to 2000m<sup>2</sup>
- Front setback 10m
- Side setback 5m
- Site coverage 25%
- Permeability 75%
- Height 9m
- 1 tree per 250m

#### LDRZ Schedule

- Minimum lot size 4000m<sup>2</sup>
- Front setback 15m
- Side setback 5m
- Site coverage 20%
- Permeability 80%
- Height 8m
- 1 tree per 200m<sup>2</sup>

There are significant areas in Ballan which are zoned General Residential Zone with an existing subdivision pattern that is low density residential in nature with average lot sizes of 1 hectare. Where this land is not constrained (physical infrastructure) and can be developed to as to provide a grid network of streets it is proposed that it be translated into the General Residential Zone with the following schedule:

- Minimum lot size 350m<sup>2</sup>
- Front setback 5m
- Side setback 2m / 1m
- Site coverage 50%
- Permeability 25%
- Height 8m
- 1 tree per 350m<sup>2</sup>

A Development Plan Overlay will be applied to ensure that subdivision is based on an area network basis not on land ownership basis. A minimum road width of 20m will be required.



## 5.4

### WERRIBEE RIVER CORRIDOR AND ENVIRONMENT

The Werribee River was once the northern extent of Ballan. Subdivision to the north did not allow for the augmentation of public land. Current planning regulations would require a public road as an edge between development and the river which provides for community access and emergency staging. The environmental values of the area are already recognised by ESO2 in the Moorabool Planning Scheme.

The central sections of the Werribee River Corridor between Cowie and Stead streets are degraded and have poor access. The north bank of the river is a steep cliff adjoining private land. The south bank has public access to the river, predominantly accessed through the golf club. The location of the fairways does not allow for pedestrian / bike connections or riparian planting. Options to link existing pedestrian and cycle networks through the existing street network should be examined.

Any development in the Western corridor would be required to provide the 'floodway' area as undevelopable land. Before this land was ceded to the crown initial rehabilitation works would be required. A habitat corridor along the river, with areas for passive recreation / playground should be provided. A road way with off road bike and cycle paths would provide an edge between development and the river reserve.

Opportunities for planned riparian plantings in the central and eastern extent of the corridor should be examined. Further plantings should create a diverse habitat and consider public safety through providing surveillance of and from pathways.

Ability to achieve the link to the east will be dependent on future development north of Old Melbourne Road.

The Structure Plan responds by:

Supporting change to the Moorabool Planning Scheme to:

- Designate the Werribee River Corridor as the key passive recreational area for Ballan
- Provide support for transfer of land to public ownership in the east post future development
- Require new development (infill and growth corridor) to contribute to improvements to the river corridor
- Require new development along the Werribee River Corridor to be above the floodplain
- Require new subdivisions adjoining the Werribee River Corridor to have a road and path network between the development and the corridor (hard edge).

Council is also investigating options to improve connectivity between the Werribee River and the town centre. This will use existing street networks due to topography and existing land uses.

This will be achieved by:

- Amending the Ballan Framework Plan in the MSS to designate the Werribee River Corridor as the key passive recreational area for Ballan
- Requires all new subdivision and commercial development (infill and growth corridor) to contribute to improvements to the river corridor by amending the Ballan Framework Plan to insert a map of open space contribution areas to be referenced in the schedule to Clause 52.01.
- Amending the Ballan Framework Plan to require new development along the Werribee River Corridor to be above the floodplain
- Amending the Ballan Framework Plan to require new subdivisions adjoining the Werribee River Corridor to have a road and path network between the development and the corridor
- Amending the Ballan Framework Plan to outline development objectives for the western growth corridor and eastern infill area.
- Amending the Ballan Framework Plan to identify future infill site to the east to include river corridor / arboretum.
- Develop riparian planting guidelines for the Werribee River corridor.



*Above, A crossing over the Werribee River*

## 5.5

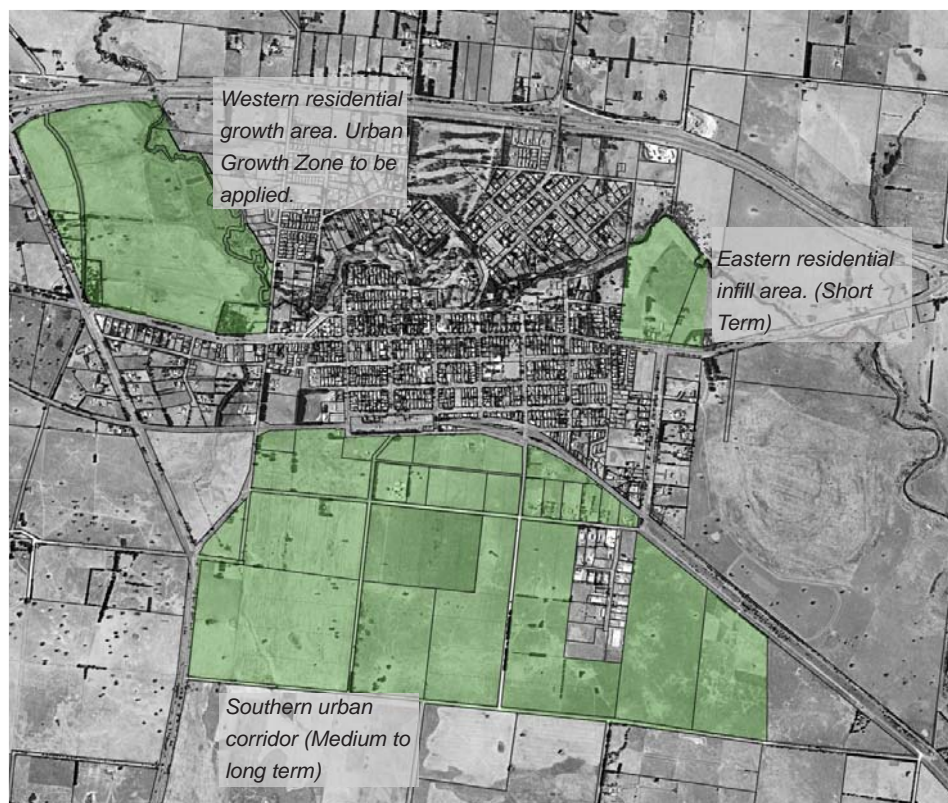
### POTENTIAL URBAN GROWTH AREAS

In 2004, Hansen Partnership prepared a structure plan for Ballan which looked at a Western and a Southern growth area. The Planning Panel which examined the planning scheme amendment which proposed to implement this strategic direction (C34) directed that the Western growth area be identified in the Ballan Framework plan as the next growth area for Ballan, and that the southern corridor be identified as a longer term option if further investigations showed development was feasible.

The two growth corridors identified in 2004 are included within the Ballan Framework plan at clause 21.08 of the Moorabool Planning Scheme.

Through exhibition an infill site was identified at the eastern edge of town. Given the topography this site may be suited for development with limited visual impact on the town entry.

In the longer term, both corridors may be required for development. In the 15 year planning horizon for the Ballan Structure plan a total of 1650 people are planned for. At an average of 2.4 persons per household this translates to approximately 700 dwellings, all of which could not be provided for in the existing zoned land without undue impact on the character of Ballan as outlined in the Central Highlands Regional Growth Plan.



Above, Urban growth areas.



### ***Eastern entry infill – Old Melbourne Road (FUI 3)***

A parcel of land between the Werribee River and Inglis St (Old Melbourne Road) and opposite Sunline Court was identified through the exhibition process. This site slopes down towards the Werribee River such that well planned development on the site could be screened from Old Melbourne Road. A future proponent led rezoning of this site would allow for the transfer of land along the Werribee River into public access and provide a link back to Old Melbourne Road. Given the extent of the floodplain there may be opportunities to plan an arboretum on the floodplain in consultation with Melbourne Water.



*Above, The Eastern infill area*

### ***Implementation***

Identify the site on the Framework Plan (21.08)

Outline the key objectives of development on the site within Clause 21.08 as a basis for any future rezoning submission for the land. Future rezoning will be via proponent lead amendment.

Any future rezoning application in growth corridors identified in the framework plan will need to be subject to a detailed rezoning submission in accordance with the Strategic Assessment Guidelines. Rezoning submissions will need to address the following principles for development and respond to how the development will provide for the required augmentation of physical and social infrastructure.

- Open space / arboretum / trails
- River frontage
- Wide lots fronting old Melbourne road
- Height controls
- Screen vegetation
- Amend schedule 52.01
- Designation as a strategic site for Infrastructure Contribution Plan.



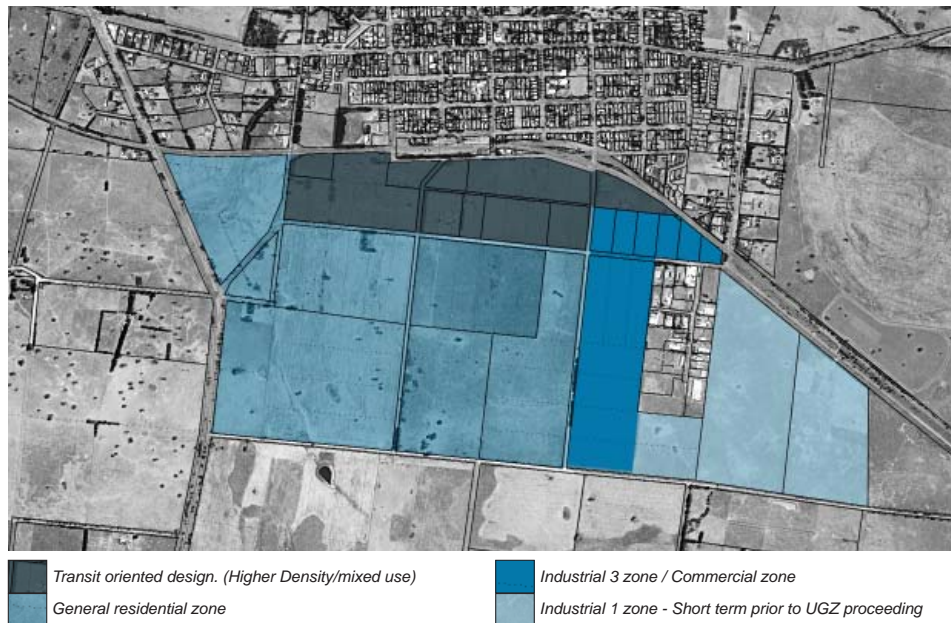
### **Southern Growth Corridor (FUI2)**

The southern growth corridor has the benefit of providing residences with access to public transport if existing crossings were upgraded. Detailed examination of the southern growth corridor has identified that the area available for development is restricted by the need to protect the industrial estate by encroachment from sensitive uses and a high pressure gas transmission pipeline running generally E-W along Gillespies Lane.

The land is in several holdings. For the land to be developed for residential purposes a single development plan and planning scheme amendment would be required. A rezoning submission would be required to address all servicing issues, the attributes of the land and how contributions to infrastructure upgrades would be made. Infrastructure and servicing costs may make this land economically unviable in the shorter term.

The Structure Plan responds by:

- Outlining the likely future demography for Ballan and what that means in terms of both infill and greenfield development
- Identifies the opportunities and constraints relating to both growth corridors and the likely developable areas
- Recommending that the Ballan Framework Plan be amended to identify both corridors and reference, in the Ballan Framework Plan, the sections of the Ballan Structure Plan that outline the work required to be undertaken before a rezoning request can be considered by Council.
- Identifies what contributions to infrastructure and open space would be required from new development (Infrastructure Contribution Plan / Precinct Structure Plan)
- Designate general precinct - Transit oriented development (mixed use and density)



*Above, Indicative urban zones for future Precinct structure plan*

### **Implementation**

Amend Ballan Framework Plan to identify buffer issues (see plan)

Include key aspects to be considered in rezoning in clause 21.08? (including consideration of RGZ near railway)

Utilise the Development Plan Overlay to:

- Protect future urban land from inappropriate development or fragmentation
- (streamline for MSS & add the 'givens' Future development proposal / proponent
- Any future rezoning application in growth corridors identified in the framework plan will need to be subject to a detailed rezoning submission in accordance with the Strategic Assessment Guidelines. Rezoning submissions will need to address the following principles for development and respond to how the development will provide for the required augmentation of physical and social infrastructure.)

Southern Corridor

#### **Principles for development**

- Application of a Development Plan Overlay (DPO) to the proposed subdivision area that incorporates the following principles:
- Lot layouts which incorporate lots of varying sizes to provide diverse housing choices and mix of lot sizes, and identifies multi-dwelling development sites and provides for solar efficiency and design;
- An internal road network that provides a high level of access within the development for all vehicular and non-vehicular traffic and responds in a positive way (with out replicating) to the traditional street pattern of Ballan, in terms of the grid street pattern, width of streets and street tree planting, etc;
- A subdivision design, which provides an attractive entrance treatment to the township and contributes to the amenity of Old Geelong Road and Geelong - Ballan Road by reinforcing the traditional tree lined boulevard characteristics of the older parts of Ballan, and ensuring that residential development addresses these roads (i.e. by use of service roads or internal roads to enable dwellings to face Old Geelong Road and Geelong - Ballan Road).;
- A subdivision design, which considers sensitive interfaces with the railway line and the industrial estate;
- Provision of a generously proportioned public open space corridor, including walking paths, etc;
- Provision for public open space of not less than ten per cent (10%) of the development area, of which 3% should be within walking distance (400 metres) of each household and 7% should be for the augmentation of active and passive recreation areas;
- Public open space may include land identified for stormwater detention or treatment where the Council is satisfied that the land is not unduly compromised for use as open space in its secondary role for Stormwater Management;
- Provision of pedestrian and cyclist connections to the town centre along existing roads and across the railway line;
- Provision for the collection, treatment and disposal of stormwater runoff in an environmentally acceptable manner, including the provision of water retention basins and water quality treatment wetlands and bioretention systems within the local street network. The management of stormwater discharge must be consistent with guidelines established using appropriate Australian design standards and Council's Stormwater Quality Management Plan;
- A traffic report outlining requirements for improvements to the network, especially at key intersections and railway crossings;

- A design report describing the stormwater management system referred to above including all stormwater quality and quantity systems to be implemented; and
- A subdivision staging plan with approximate timing of development, including intersection improvements to Old Geelong Road and the Geelong - Ballan Road and construction / upgrading of the surrounding road network.
- Inclusion of a Section 173 Agreement pursuant to the Planning and Environment Act 1987 providing agreement for the timing of either the finance or works in kind for:
- Construction of Gillespies Lane between Old Geelong Road and Ingliston Road;
- Sealing of all existing roads providing access to the development;
- Any required upgrades to the intersections connecting to the main road hierarchy, and;
- Any required upgrades to the intersection of Gillespies Lane and the Geelong – Ballan Road to include protected right turn lanes and left turn deceleration lanes to Austroads standards to the satisfaction of VicRoads;
- Treatment works at the intersection of the Geelong - Ballan Road and any access roads to the development area to include protected right turn lanes and left turn deceleration lanes to Austroads standards to the satisfaction of VicRoads;
- Any required upgrades to the intersection of the Old Geelong Road and the Geelong - Ballan Road to Austroads standards to the satisfaction of VicRoads;
- Any required upgrades to the intersection of the Old Geelong Road and Gillespies Lane to Austroads standards to the satisfaction of VicRoads;
- Any required road or intersection upgrades or rail crossing upgrades identified in a traffic plan;
- A contribution towards the provision of community infrastructure in Ballan;
- A 10% contribution towards public open space; and
- The construction of a 1.5-metre wide pedestrian pathway as indicated on the connection plan.
- Amend schedule 52.01

### **Western Growth Corridor**

The Western Growth Corridor is able to demonstrate an ability to be serviced. Community concern with the proposal relates to the visibility of the site, a desire to maintain a rural landscape and distance from the town centre and railway.

A control is proposed to ensure that the site is protected from fragmentation until the future of the growth corridors is determined.

If the corridor was to be rezoned a rezoning submission would be required to address all servicing issues, the attributes of the land and how contributions to infrastructure upgrades would be made.

### **Implementation**

Apply the Urban Growth Zone to the site in the medium term.

Require that future Precinct Structure Plan processes include:

- Provision of a landscape buffer between the development and main roads
- Lot layouts which incorporate lots of varying sizes to provide diverse housing choices and mix of lot sizes, and identifies multi-dwelling development sites and provides for solar efficiency and design;
- An internal road network that provides a high level of access within the development for all vehicular and non-vehicular traffic and responds positively (without replicating) to the traditional street pattern of Ballan, in terms of the grid street pattern, width of streets and street tree planting, etc;
- A subdivision design, which provides an attractive entrance treatment to the township and contributes to the amenity of Old Melbourne Road and Geelong - Ballan Road by reinforcing the traditional tree lined boulevard characteristics of the older parts of Ballan, and ensuring that residential development addresses these roads (i.e. by use of service roads or internal roads to enable dwellings to face Old Melbourne Road and Geelong - Ballan Road).;
- A subdivision design, which considers sensitive interfaces with the Werribee River and the Western Freeway;
- Deeding to Council non developable drainage land and provision of a generously proportioned public open space corridor along the Werribee River, including walking paths, etc;
- Provision for public open space of not less than ten per cent (10%) of the development area, of which 3% should be within walking distance (400 metres) of each household and 7% should be for the augmentation of active and passive recreation areas;
- Public open space may include land identified for stormwater detention or treatment where the Council is satisfied that the land is not unduly compromised for use as open space in its secondary role for Stormwater Management;
- Provision of pedestrian and cyclist connections to the town centre along both Old Melbourne Road and the River Corridor;
- Provision for the collection, treatment and disposal of stormwater runoff in an environmentally acceptable manner, including the provision of water retention basins and water quality treatment wetlands and bioretention systems within the local street network. The management of stormwater discharge must be consistent with guidelines established using appropriate Australian design standards and Council's Stormwater Quality Management Plan;
- A design report describing the stormwater management system referred to above including all stormwater quality and quantity systems to be implemented; and
- A subdivision staging plan with approximate timing of development, including intersection improvements to Old Melbourne Road and the Geelong - Ballan Road and construction / upgrading of the surrounding road network.



Provision of Infrastructure Contributions Plan finance or works in kind for:

- Construction and / or upgrades of all roads as indicated on the Traffic plan;
- Any required upgrades to the intersection of the Geelong - Ballan Road and Old Melbourne Road to include protected right turn lanes and left turn deceleration lanes to Austroads standards to the satisfaction of VicRoads;
- Treatment works at the intersection of the Geelong - Ballan Road and any access roads to the development area to include protected right turn lanes and left turn deceleration lanes to Austroads standards to the satisfaction of VicRoads;
- Treatment works at the intersection of the Old Melbourne Road and any access roads to the development area to include protected right turn lanes and left turn deceleration lanes to Austroads standards to the satisfaction of VicRoads;
- Any required upgrades to intersection identified in the traffic report to Austroads standards to the satisfaction of VicRoads;
- Any other required upgrades to roads or intersections in the township;
- A contribution towards the provision of community infrastructure in Ballan;
- A 10% contribution towards public open space; and
- The construction of a 1.5 metre wide pedestrian pathway along the Werribee River Corridor and along Inglis Street.

***Future development proposal / proponent***

Any future rezoning application or PSP process in growth corridors identified in the framework plan will need to be subject to a detailed rezoning submission in accordance with the Strategic Assessment Guidelines. Rezoning submissions will need to address the following principles for development and respond to how the development will provide for the required augmentation of physical and social infrastructure.

## 6.0

### SOCIAL AND PHYSICAL INFRASTRUCTURE

## 6.1

### RECREATION

Physical and recreational services are generally planned for and provided as an area develops. The Planning and Environment Act provides two mechanisms for the provision of infrastructure:

- Subdivisional infrastructure – the open space; roads and drainage requirements relating to the land to be developed. Generally 100% developer borne.
- Development Infrastructure - the provision of major development infrastructure that serves an area wider than a subdivision such as main roads, railway infrastructure, drainage wetlands, major recreational facilities. The cost of these works are apportioned by share of usage with existing developments share to be borne by Council.

Council has different mechanisms to guide the provision of these facilities and their funding. A structure plan is a key document in guiding both what is to be provided and how it is to be achieved.

#### **Recreation**

As Ballan develops there will be a need to augment recreational facilities. The Structure plan makes recommendations regarding the type of recreational services to be provided and a methodology as to how this can be achieved. The three main types of recreation are:

- Active Recreation Facility – The Ballan Recreation Reserve
- Passive Recreation Area – The Werribee River Corridor and parklands
- Local Park – small area in walking distance of homes / playground focus.

#### **Active Recreation**

The Ballan Recreation Reserve should be maintained as a key focal point for active recreation. Opportunities to augment or, if required, relocate the facility should be investigated. Upgrading of any active recreation facility in the future should include the construction of a multi purpose facility. This contribution will be in the form of cash and will be placed in an open space account for the specified purpose. This will require acquisition of land.

If the site cannot be augmented a new dual oval recreation reserve of a size in accordance with the recreation and leisure strategy will be required to be provided in a growth corridor. An infrastructure contribution plan will be the means to compensate land holders with council to contribute for existing (2015) share of usage.

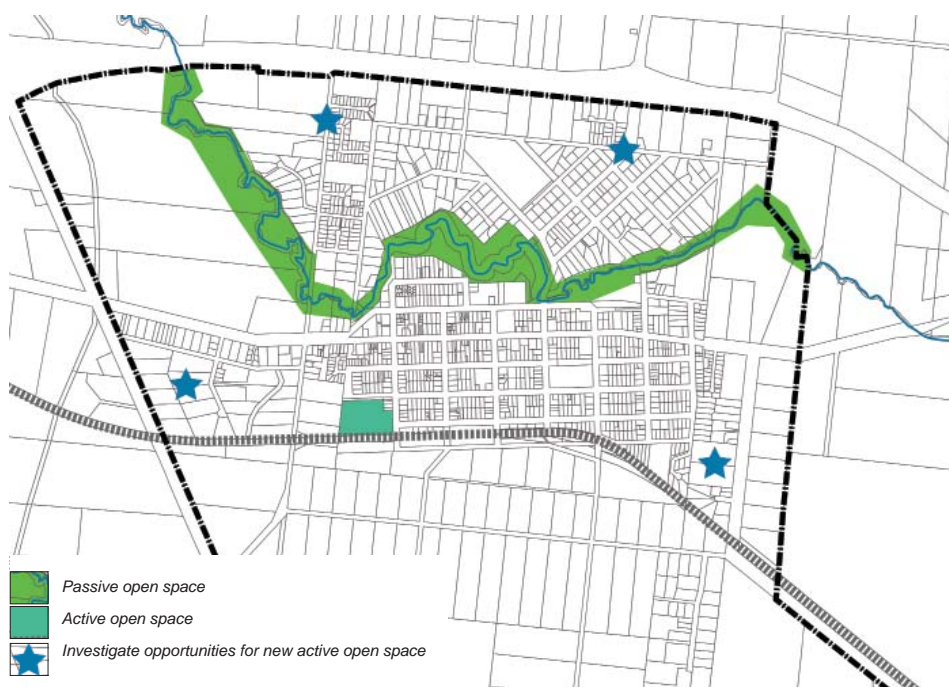


*Above, Investigate acquisition for oval extension / open space.*

### Passive Recreation

The key passive recreation area to be augmented and embellished is the Werribee River Corridor. The Western Growth area would be required to deed to Council the non developable 'drainage' land and to provide access paths delineating public and private land. The contribution from development would be for embellishment of the corridor including replanting, augmenting trails and facilities and extending the reserve as and when required. This contribution will be in the form of cash and will be placed in an open space account for the specified purpose.

It is noted that Melbourne Water and the Port Phillip & Westernport CMA also play a key role in waterway management.



Above, Areas requiring further open space.

### Local Park

Playground spaces should be provided as part of larger residential subdivisions. This contribution can be in the form of cash or land to be determined at the planning permit stage considering need and provision in the area.

Under the Subdivision Act residential subdivision may be subject to a public open space requirement (land or embellishment) of up to 5% of the site value of all land in the subdivision. The Victoria Planning provisions offer two mechanisms to specify a larger open space contribution – the schedule to Clause 52.01 or a development contributions plan overlay.

The Ballan Structure Plan recommends that a 10% open space contribution be made for the provision of recreation in new growth corridors and residential infill sites covered by a Development Plan Overlay if a contribution to open space has not previously been collected\*. General residential infill will be subject to a 6% levy.

	Active (%)	Passive (%)	Local (%)	Total (%)
<b>Growth Corridors</b>	4 (in lieu).	3 onsite if corridor.	3 on site.	10
<b>DPO Areas</b>	4 (in lieu).	4 (in lieu).	2 within DPO area.	10
<b>Infill</b>	3 (in lieu).	3 (in lieu).	0	6

## 6.2

### INFRASTRUCTURE SERVICES

The ability to provide physical services is a key consideration at all stages of development. At the Structure Plan stage it is key to identify whether there are any impediments to servicing land or issues to be addressed due to the presence of existing services.

#### **Water**

Central Highlands Water is the water and sewer authority for Ballan. Ballan's reticulated water is received from a treatment plant that is situated within Lal Lal. There is capacity for water from the White Swan Treatment Plant to be diverted to the Lal Lal plant and supply water to the township in the event that output from the Lal Lal plant becomes unavailable.

With regards to the capacity of the system, a test was undertaken on a hydraulic model constructed in 2001 of the Ballan reticulated water system. This test identified that the system could accommodate the connection of more than 1,000 additional properties without requiring major upgrade works. It has previously been identified that land in higher elevated locations such as Kerrins Lane and Mount Gorong would be difficult and more expensive to service in comparison to alternative locations.

#### **Sewerage**

Central Highlands Water is the servicing authority for sewerage within the Ballan township. The sewerage system involves all sewer mains gravitating to a single pump station located in Jopling Street. The sewerage is then pumped approximately 5 kilometres in a south eastern direction to the wastewater treatment plant located along Ingliston Road. The treatment plant comprises two allotments that are zoned Public Use Zone – Schedule 5 (Service and Utility). The Ballan Urban Growth Strategy outlined that no areas identified within the exhibited and final Ballan framework plan should be discounted from consideration for future urban development due to an inability to provide services. Most areas can be provided with sewerage services, though physical infrastructure upgrades may need to be undertaken and costs would be incurred as development occurs.

Through previous redevelopment proposals, Central Highlands Water has indicated that there could be financial constraints pertaining to servicing requirements for land parcels within the Residential 1 Zone. This has been indicated for land towards the north-west corner and for land in the vicinity of Steiglitz Street within the town grid.

Previous reports have identified that providing sewerage to the area to the south of Ballan is likely to incur additional costs and the provision of hard infrastructure such as a pumping station.

#### **Stormwater Drainage Assets**

Moorabool Shire Council and Melbourne Water are responsible for drainage within Ballan. At subdivision the rate of flow of water off the land must not exceed pre development levels which often required retardation. The Moorabool Shire Council Stormwater Management Plan is the key applicable document.

Melbourne Water is investigating drainage retarding basis to the south of the railway line.



### **Power – Powercor**

There are existing 22kV high voltage distribution lines servicing properties in the general vicinity of the north-western portion of town, to the south and east of the potential growth area to the west of the township.

Powercor responsibilities include the street vegetation does not pose a risk to powerlines. Severe pruning of species may occur under power industry exemptions.

### **Gas**

A gas transmission pipeline is located to the south of the town grid in Ballan that extends further westward to provide service to Ballarat. This pipeline is encompassed by an easement with a width of 20 metres. SP Ausnet (Gas) Pty Ltd is the owner of gas assets for the area and Tenix Networks Pty Ltd operates as their maintenance provider.

Based on the existing infrastructure associated with the gas system, it appears that most areas that are zoned for urban purposes could be serviced to the satisfaction of the service provider. There are some large residential sites located on the periphery of the town that may be required to augment the infrastructure in order to be serviced.

With regards to the potential growth area to the west of the township, there is an existing small diameter gas main exists along Old Melbourne Road that may be capable of provided greater supply. Should development occur there is a possibility that minor reinforcement works would be required in the vicinity of the Ballan City Gate. Ballan City Gate is located on the existing large diameter high pressure pipe 1.5 kilometres south of Old Melbourne Road, within close vicinity to the intersection of Deholms Road and Gillespies Lane.



*Above, Gas transmission line and potential drainage retardation locations*

### **Telecommunication – NBN Co / Telstra**

The existing developments to the south and east have limited availability to the Telstra network. As it relates to the National Broadband Network, Ballan has been outlined to receive fibre coverage.



### ***Implementation***

The Ballan Framework Plan will be amended to:

- support the long term relocation of industrial uses from the town centre to the industrial estate;
- support the future expansion of the industrial estate and support the future application of a Development Plan Overlay to guide the form and function of the estate.
- Protect zoned land from residential encroachment.
- Identify the high pressure gas pipeline

### ***Development Plan Overlay / policy on subdivision***

- An internal road network that provides a high level of access within the development for all vehicular and non-vehicular traffic.
- Road alignment and layout that encourages connectivity with existing road networks and provides logical opportunities for extension of the street system for new development areas in the future.
- The prevention of cul-de-sacs and other street layouts which contribute to isolating forms of development and discourage permeability.
- Lots that are of appropriate dimensions and proportions that can accommodate future dwellings that are reflective of the existing patterns of the area.
- The retention of existing significant native or exotic trees.

### ***The Development Plan Overlay / Local Policy***

Utilise the Development Plan Overlay or local policy to:

- Identify the form and connectivity requirements to be met for resubdivision of large general residential zoned lots

## 7.0 IMPLEMENTATION

*Below, Framework plan*



- 01 Central Ballan
- 02 Commercial area
- 03 Ballan North
- 04 Consolidated Residential
- 05 Future Urban Investigation
- 06 Future Urban Investigation (Long Term)
- 07 Urban Infill

- 08 Future urban investigation (Medium Term)
- 09 Rural interface
- 10 Rural interface
- 11 Buffer to industrial land
- 12 Industrial area expansion
- 13 Passive recreation corridor
- 14 Historic Design Development Overlay
- ★ Local park gaps

### Implementation


The Ballan Structure Plan will be implemented by Council and proponent lead amendments that will seek to implement the following changes to the Moorabool Planning Scheme.

#### Municipal Strategic Statement

- Replace Clause 21.08 to reflect policy directions of the Ballan Structure Plan and identify future strategic work.

#### Zones

- Apply the Urban Growth Zone to the western growth corridor.
- Apply the Industrial 1 Zone to the existing Industrial 3 area.
- Apply the General Residential Zone (specific schedule) to identified land near the commercial centre and Ballan Hospital.
- Apply the General Residential Zone (specific schedule) to land where resubdivision should provide connection to adjoining developments / future developments
- Apply the Neighbourhood Residential Zone (specific schedule) to strategic unit development close sites to the hospital;
- Apply the Neighbourhood Residential Zone (specific schedule) to land in the town core to maintain the treed character of the area;
- Apply the Neighbourhood Residential Zone (specific schedule) to land in the town core with heritage character and to areas in the south east to maintain the historic streetscape character of the area;
- Apply the Neighbourhood Residential Zone (specific schedule) to newer subdivisions to the east of the town centre to enhance the existing character.
- Apply the Neighbourhood Residential Zone (specific schedule) to newer



subdivisions in the North Ballan to reflect the existing character of the area including rural infrastructure provision.

- Apply the Neighbourhood Residential Zone (specific schedule) developed areas within North Ballan to maintain the existing low density residential character.
- Amend the schedule to the Low Density Residential Zone to restore the 0.4ha minima
- Future proponent led rezonings – eastern infill site, industrial zone expansion, southern growth corridor.
- Future proponent led Precinct Structure Plans for Western and Southern Growth Corridors following application of the Urban Growth Zone.

***Overlays / Policy***

- Apply a Development Plan Overlays or policy statement to land zoned General Residential Zoned land which is able to be resubdivided to ensure connections between separate land holdings.
- Apply a Design and Development Overlay to area with a concentration of indicative heritage sites;
- Apply a Design and Development Overlay to the commercial area to allow for redevelopment which reinforces the character of the centre; encourages an urban form respectful to the existing form; encourages integration between areas and provides opportunities for community space.
- Consider future application of a Design and Development Overlay to land adjoining the Industrial Zone.

***Particular Provisions***

- Introduce a schedule to Clause 52.01 Open Space Provision