

## SPECIAL MEETING OF COUNCIL

**Minutes** of a  
Special Meeting of Council held at  
the James Young Room, Lerderberg Library, 215 Main Street, Bacchus Marsh on  
Wednesday 25 May 2016,  
at 6:00 p.m.

### **Members:**

Cr. Allan Comrie (Mayor)	East Moorabool Ward
Cr. Paul Tatchell	Central Ward
Cr. David Edwards	East Moorabool Ward
Cr. John Spain	East Moorabool Ward
Cr. Tonia Dudzik	East Moorabool Ward
Cr. Tom Sullivan	West Moorabool Ward
Cr. Pat Toohey	Woodlands Ward

### **Officers:**

Mr. Rob Croxford	Chief Executive Officer
Mr. Phil Jeffrey	General Manager Infrastructure
Mr. Satwinder Sandhu	General Manager Growth and Development
Mr. Danny Colgan	General Manager Community Services

***Rob Croxford***  
***Chief Executive Officer***

## AGENDA

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**1. OPENING OF MEETING**

*The Mayor, Cr. Allan Comrie, opened the meeting at 6.00pm.*

**2. ACKNOWLEDGEMENT TO COUNTRY**

*We respectfully acknowledge the traditional owners of this land, their spirits and ancestors.*

**3. PRESENT**

<i>Cr. Allan Comrie</i>	<i>East Moorabool Ward</i>
<i>Cr. John Spain</i>	<i>East Moorabool Ward</i>
<i>Cr. Tonia Dudzik</i>	<i>East Moorabool Ward</i>
<i>Cr. David Edwards</i>	<i>East Moorabool Ward</i>
<i>Cr. Tom Sullivan</i>	<i>West Moorabool Ward</i>

**Officers:**

<i>Mr. Rob Croxford</i>	<i>Chief Executive Officer</i>
<i>Mr. Satwinder Sandhu</i>	<i>General Manager Growth and Development</i>
<i>Mr. Danny Colgan</i>	<i>General Manager Community Services</i>
<i>Mr. Phil Jeffrey</i>	<i>General Manager Infrastructure</i>
<i>Mr. Andrew Goodsell</i>	<i>Manager Strategic and Sustainable Development</i>
<i>Ms. Melissa Hollitt</i>	<i>Minute Taker</i>

**4. APOLOGIES**

<i>Cr. Paul Tatchell</i>	<i>Central Ward</i>
<i>Cr. Pat Toohey</i>	<i>Woodlands Ward</i>

## 5. DISCLOSURE OF CONFLICT OF INTEREST

Under the Local Government Act (1989), the classification of the type of interest giving rise to a conflict is; a direct interest; or an indirect interest (section 77A and 77B). The type of indirect interest specified under Section 78, 78A, 78B, 78C or 78D of the Local Government Act 1989 set out the requirements of a Councillor or member of a Special Committee to disclose any conflicts of interest that the Councillor or member of a Special Committee may have in a matter being or likely to be considered at a meeting of the Council or Committee.

Definitions of the class of the interest are:

- a direct interest
  - (section 77A, 77B)
- an indirect interest (see below)
  - indirect interest by close association (section 78)
  - indirect financial interest (section 78A)
  - indirect interest because of conflicting duty (section 78B)
  - indirect interest because of receipt of gift(s) (section 78C)
  - indirect interest through civil proceedings (section 78D)
  - indirect interest because of impact on residential amenity (section 78E)

### Time for Disclosure of Conflicts of Interest

In addition to the Council protocol relating to disclosure at the beginning of the meeting, section 79 of the Local Government Act 1989 (the Act) requires a Councillor to disclose the details, classification and the nature of the conflict of interest immediately at the beginning of the meeting and/or before consideration or discussion of the Item.

Section 79(6) of the Act states:

While the matter is being considered or any vote is taken in relation to the matter, the Councillor or member of a special committee must:

- (a) leave the room and notify the Mayor or the Chairperson of the special committee that he or she is doing so; and
- (b) remain outside the room and any gallery or other area in view of hearing of the room.

The Councillor is to be notified by the Mayor or Chairperson of the special committee that he or she may return to the room after consideration of the matter and all votes on the matter.

There are important reasons for requiring this disclosure immediately before the relevant matter is considered.

- Firstly, members of the public might only be in attendance for part of a meeting and should be able to see that all matters are considered in an appropriately transparent manner.
- Secondly, if conflicts of interest are not disclosed immediately before an item there is a risk that a Councillor who arrives late to a meeting may fail to disclose their conflict of interest and be in breach of the Act.

***Nil.***

## 6. PRESENTATIONS / DEPUTATIONS

The Council has made provision in the business of the Special Meeting of the Council for the making of presentations or deputations to Council in relation to matters presented on the agenda for Council consideration.

Presentations or deputations are required to be conducted in accordance with the requirements contained within the **Presentation/Deputations Protocols and Procedural Guidelines**.

Persons wishing to make a presentation or deputation to the Council on a matter included in the agenda shall inform Council by 1pm on the Friday prior to the meeting by contacting the Chief Executive Officer's Office and registering their name and agenda item being spoken to.

At the meeting the Mayor will invite the persons wishing to make a presentation or delegation to address the Council on the agenda item.

The person making the presentation or deputation is to stand and address the Council on the item. No debate on the item is permitted between the person making the presentation or delegation and the Council.

A maximum of three minutes per presentation or delegation will be allocated. An extension of time may be granted at the discretion of the Mayor.

Councillors, through the Mayor, may ask the person making the presentation or delegation for clarification of matters presented.

The Mayor may direct that a member of the gallery ceases speaking if the above procedure is not followed.

**List of Persons making Presentations/Deputations other than in relation to a planning item listed on the agenda:**

***Nil.***

## 7. BUSINESS

### 7.1 Housing Bacchus Marsh to 2041

File No.: 03/13/014  
Author: Andrew Goodsell  
General Manager: Satwinder Sandhu

#### Executive Summary

Bacchus Marsh needs a housing strategy. Fuelled by rapid metropolitan population growth and ready access to an existing two million jobs within metropolitan Melbourne, Bacchus Marsh will likely double in size between 2011 and 2041. The current annual growth rate of 2.6% for Bacchus Marsh well exceeds that of metropolitan Melbourne (1.6% p.a).

These pressures need to be managed. A housing strategy is an important tool for identifying issues of housing supply, demand, diversity and affordability, and providing vision and policy direction for future growth. Council commissioned Mesh along with Spatial Economics in September 2015 to prepare a housing strategy for Bacchus Marsh to 2041.

The document prepared by Mesh, titled '*Housing Bacchus Marsh to 2041*', (hereafter referred to as the Housing Strategy) makes the following key recommendations:

- Prepare an action plan based on a series of recommended actions are set out in the Strategy concerning housing diversity, affordability and accessibility (see Chapter 8).
- Update the Municipal Strategic Statement within the planning scheme, to build on the vision, objectives, strategies and actions for Bacchus Marsh as set out in the Housing Strategy.
- Update residential zones and schedules based on the strategic application of the General Residential Zone with schedules that encourage infill development in some precincts but not others, with Neighbourhood Residential Zone applied to areas where growth is to be minimised.
- Add *Housing Bacchus Marsh to 2041*' (including existing and preferred character statements) to the list of Reference Documents in the planning scheme.
- Prepare guidelines/policy for urban design, landscaping and environmentally sustainable design. These guidelines could also be included as Reference Documents in the planning scheme.

Pending public exhibition and adoption of the draft housing strategy, implementation of the recommendations set out above will form the next phase of work. Any amendments to the planning scheme will necessitate further formal community consultation under the Planning and Environment Act 1987, thereby ensuring that a full and rigorous debate occurs on future housing strategic directions occurs.

## Background

Bacchus Marsh has been identified as a regional growth centre both at a State level through *Plan Melbourne* and a regional level via the *Central Highlands Regional Growth Plan*.

What makes Bacchus Marsh attractive to existing residents and visitors alike is its landscape, neighbourhood character and quality of services. These values are under pressure from urban growth. Currently, the General Residential Zone with limited controls is applied across much of Bacchus Marsh.

Moorabool Shire, like all Local Government in Victoria, is required to regulate use and development through the Victorian Planning Provisions (VPP) which in turn are found in local planning schemes. Whilst this provides considerable standardisation via zones and controls, it is also manifestly evident that the community of Bacchus Marsh does not want their town to be simply an extension of suburban Melbourne. It is fundamental that zones, schedules and overlays respect the key aspects of neighbourhood character. It is equally important that planning facilitate growth, which should be directed to locations with adequate access to retail, education, public transport and other services.

Council has sought to address this issue in the past without preparing a housing strategy for Bacchus Marsh (see **Annexure A** briefing note). In July 2013 the Minister for Planning issued a series of amendments to the Victorian Planning Provisions (VPP). These amendments sought to replace Residential 1 Zone (R1Z) and Residential 2 Zone (R2Z) zones with three new zones: the General Residential Zone (GRZ), Neighbourhood Residential Zone (NRZ) and Residential Growth Zone (RGZ). The General Residential Zone was to become the default zone on 1 July 2014. Councils were given an opportunity to implement the residential zone reforms by 30 June 2014.

Moorabool proceeded with draft Amendment C72 which sought to apply the new residential zones specific to the needs of Bacchus Marsh. For the vast majority of the town, Amendment C72 proposed to apply the Neighbourhood Residential Zone, a restrictive zone that limits growth and change. Council and submitters presented their case to the Residential Zone Standing Advisory Committee at a hearing conducted in Bacchus Marsh in May 2014. RZSAC wrote at the completion of the hearing as follows:

*“the Committee considers that the proposed widespread application of the NRZ to all other areas in Bacchus Marsh is inconsistent with the PN78 Table 1 ‘principles’ and the Table 2 ‘criteria’ for the following reasons:*

- *The areas have not been adequately ‘identified’ as warranting the development limitation implicit in the NRZ.*
- *There has been inadequate neighbourhood character analysis.*
- *There is no adopted housing strategy.*
- *Retention of the neighbourhood character in these areas is not identified through heritage overlays or neighbourhood character overlays.*
- *In some cases (eg. Stonehill, Underbank) the inclusion of these areas in the NRZ is at odds with existing provisions.*



- *The areas are not subject to identified landscape or environmental constraints.”*

To overcome these criticisms, Council commissioned Mesh supported by Spatial Economics to prepare the Housing Strategy in late 2015. Mesh staff have briefed the S86 Urban Growth Committee Meeting in December 2015, again in February 2016 and most recently in April 2016 on progress with their work.

Council staff and Mesh representatives have conducted community drop in sessions at Bacchus Marsh Village (10 March 2016 2-7pm) and Darley Plaza (16 March 2016 3-7pm). At those drop in sessions, maps were provided on possible neighbourhood character precincts and how residential growth will be directed within the town of Bacchus Marsh.

The Housing Strategy is now considered suitable for public exhibition comprises the following key elements:

- The Housing Strategy document . comprising policy and strategic context, vision statements, character analysis, a settlement framework plan (which provides an explanation of the proposed zones), housing supply and demand, diversity, affordability and implementation options.
- A series of background reports and assessments, comprising:
  - Annexure 1 . Bacchus Marsh Housing Demand and Supply: Background Paper (Spatial Economics).
  - Annexure 2 . Precinct Change Area Matrix (Mesh).
  - Annexure 3 . Key Statistics for Character Precincts (Mesh)\*
  - Annexure 4 . Neighbourhood Character Precinct Brochures (Mesh)\*
  - Annexure 5 . Proposed Residential Zones\_Case Studies (Mesh)\*

\*Significant Council involvement.

### **The purpose of a Housing Strategy**

The objectives of the Housing Strategy are set out on page 7 of the Strategy. These include to: -

- Provide an integrated body of work which captures the key aspects of housing supply and demand for Bacchus Marsh.
- Identify housing stock diversity targets and how these targets can be achieved.
- Provide a clear direction and policy guidance to enable orderly growth, managed change and retention of key elements of character including neighbourhood character mapping and character precinct brochures.
- Develop a strategy for residential growth that considers the specific pressures for housing in Bacchus Marsh and the desire to support investment and access to key activity centres throughout the settlement.
- Support investment and access to key activity centres throughout the settlement.
- Provide a basis for Council to develop a clear vision on housing issues across Bacchus Marsh and thus:

- Update the planning scheme as appropriate to reflect that vision and strategic directions . zones, schedules, overlays.
- Have a clear perspective on the likely issues of affordability and emergency care needs and establish key directions for future assessments and strategy development in these areas.

The Strategy addresses the above objectives, but also identifies the complexity of housing policy, including identifying that Local Government has limited control in managing housing diversity. Thus, the primary focus must be on what Council can reasonably control via regulation (the planning scheme) and advocacy and partnership development with key stakeholders.

[Qualification: The terms of reference of the Housing Strategy are limited to the existing town of Bacchus Marsh and do not consider the merit of urban investigation areas within the Bacchus Marsh urban growth framework boundaries.]

**Current Policy Context**

**Commonwealth:** The Commonwealth shapes housing demand and supply through immigration policy, taxation (such as negative gearing), key infrastructure delivery and social needs support including the National Disability Insurance Scheme and the National Rental Affordability Scheme.

**State/Regional:** State/regional direction includes encouraged growth along the Western Freeway corridor and targeted growth in regional centres such as Bacchus Marsh; in Plan Melbourne and the Central Highlands Regional Growth Plan (see Figure 1). The State plays a pivotal role in regional road and rail, as well as other key infrastructure, all of which shapes housing demand.

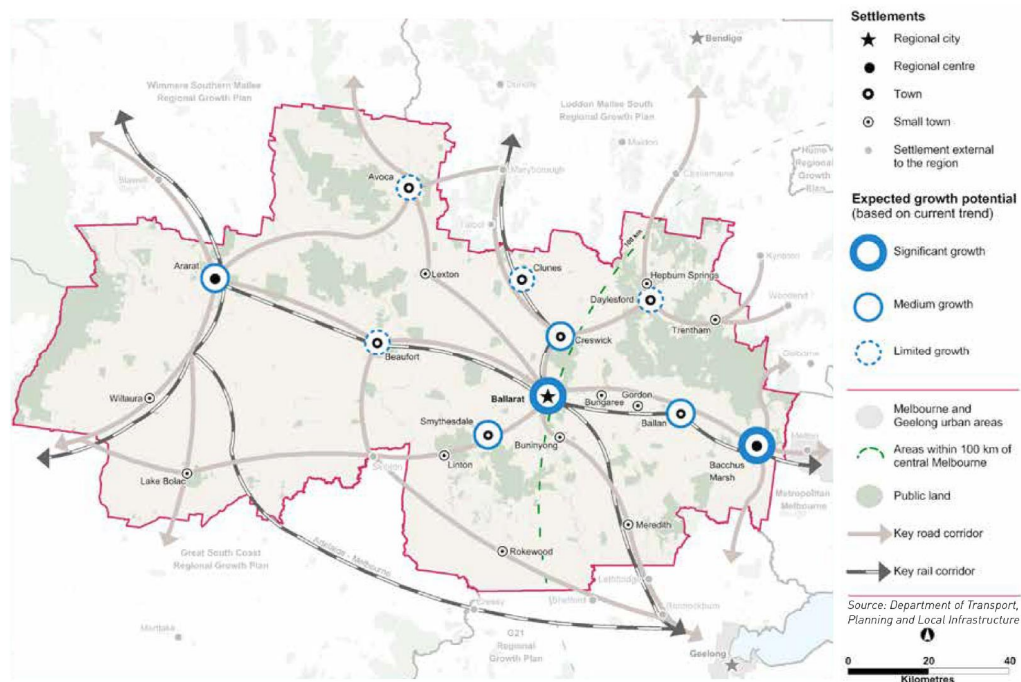


Figure 2 - Central Highlands Regional Growth Plan: Regional Settlement Framework Plan - Expected Growth Potential

**Figure 1 Regional Growth Framework (source: DTPLI, 2014)**

State Planning Policy provides several policy directions relevant to housing, including Clause 11 Settlement, Clause 15 Building Environment and Heritage and Clause 16 Housing. A full summary is provided in **Annexure B**. These directions include providing an adequate supply of zoned land (typically 15 years supply), addressing social and affordable housing demands and facilitating development close to services.

Local direction is found in the current Local Planning Policy Framework (LPPF). Key clauses within the Municipal Strategic Statement relevant to the Housing Strategy include Clause 21.01 (Municipal Context), Clause 21.02 (Natural Environment) and Clause 21.03 (Settlement and Housing).

Clause 21.01 (Municipal Context) identifies Bacchus Marsh as the municipality's main centre for retail, service and employment activities. A number of planning challenges are identified in accommodating and servicing residential growth and demand for lifestyle housing, while protecting agricultural productivity, environmental values and significant landscapes.

*Clause 21.02 (Natural Environment)* aims to protect the Shire's natural environment including its biodiversity and landscapes.

Clause 21.03 (Settlement and Housing) identifies the key challenges for the Municipality as being outward pressure from Melbourne's metropolitan area. The Residential Development objectives of clause 21.03-3 are supported by strategies to facilitate the creation of integrated, liveable, walkable neighbourhoods and planning for a diversity of housing types and densities, particularly near activity centres.

A more detailed summary is provided in **Annexure C**.

These State/regional and local policy directions generate a range of questions:

- Is there enough land supply?
- Is that land supply in the right areas?
- What is the appropriate balance between greenfield land release and infill development?
- Does Bacchus Marsh have sufficient housing diversity to meet community needs now and into the future?
- What exactly is infill housing; e.g. multi dwelling developments versus smaller vacant lot subdivisions.
- Which areas have significant neighbourhood character and what design guidance should Council be providing?

### Methodology

A 10 phase process is set out for undertaking the Housing Strategy as per Figure 2.

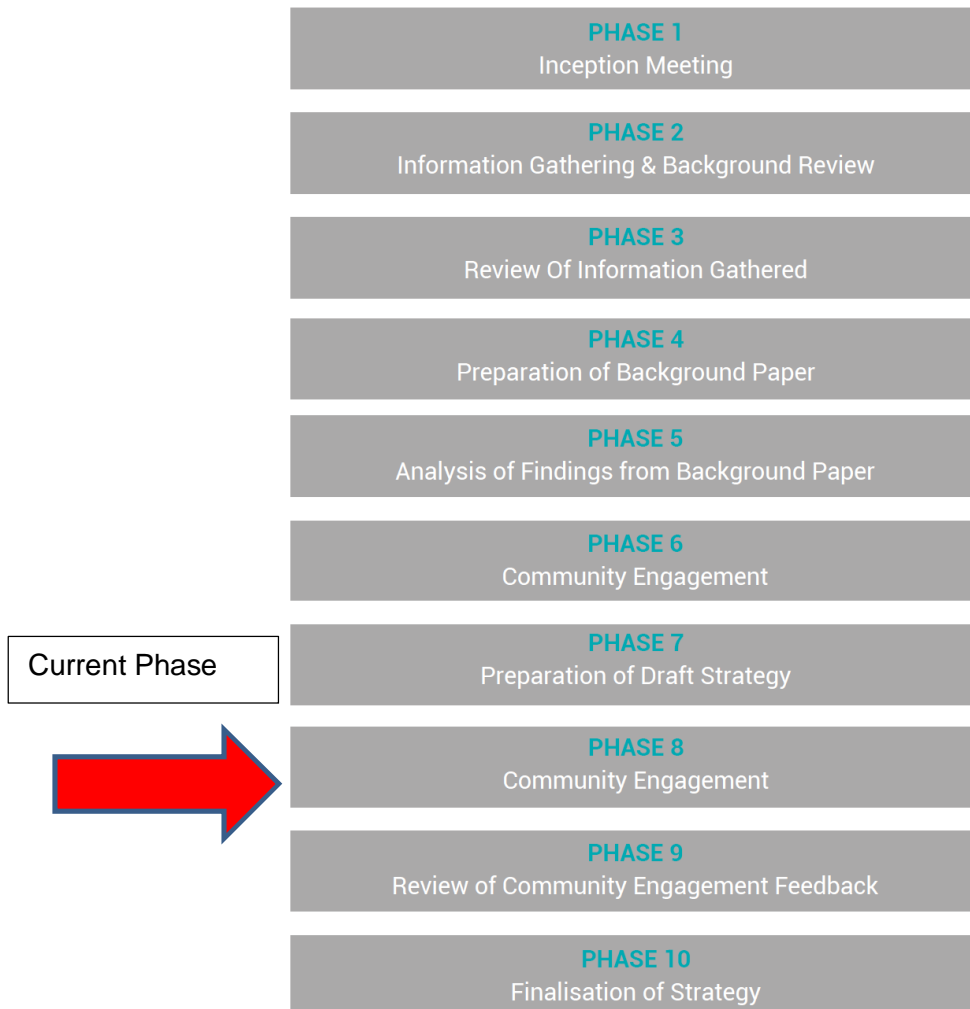


Figure 2 Housing Strategy Methodology (source: Mesh)

### Progress to date

Table 1 identifies progress to date and expected timelines to complete the Housing Strategy.

Key Dates	Task	Status
24 February 2016	Section 86 Committee . Mesh present findings of work to date.	Completed
March 2016	2 week consultation period to follow Section 86 meeting. Consultation to be completed by mid-March.	Completed

Mid-March . Mid April	Mesh to prepare draft Housing Strategy Report.	Completed
27 April 2016	Draft Housing Strategy Report tabled at Section 86 Urban Growth Committee.	Completed
25 May 2016	Special Meeting of Council to endorse public exhibition of the draft Housing Strategy.	Scheduled
31 May-1 July 2016	Exhibition period	Subject to Council resolution.
1 July -8 July 2016	Final amendments to Housing Strategy completed	TBC . pending above

**Table 1 – Progress to date**

**Guiding Principles for Housing Strategy**

<b>Principle No.</b>	<b>Housing Strategy Principle</b>	<b>Policy Alignment</b>
1	Sustainable neighbourhoods . See Figure 3.	<ul style="list-style-type: none"> <li>• Strong alignment with Retail Strategy which identifies hierarchy of activity centres as core areas for urban villages in Bacchus Marsh, Darley and Maddingley.</li> <li>• See also Bacchus Marsh Urban Growth Framework (in preparation).</li> <li>• See Moorabool Shire Economic Development Strategy.</li> <li>• Council's draft Community Infrastructure Framework is built on access to services (walkability and travel time).</li> </ul>
2	An attractive place to live.	<ul style="list-style-type: none"> <li>• Neighbourhood character mapping, use of appropriate zones and controls will better manage growth pressures consistent with SPPF and LPPF directions.</li> </ul>

		<ul style="list-style-type: none"> <li>Community consultation on M2041 has identified the character of new development to be something which needs attention with future planning.</li> </ul>
3	Housing for everyone.	<ul style="list-style-type: none"> <li>Facilitating a diversity of housing choice through advocacy and clear guidelines as well as zone choices is consistent with the SPPF and LPPF.</li> <li>Also consistent with adopted Council strategies such as Age Well Live Well Strategy and Disability Access and Inclusion Plan 2015-2021.</li> </ul>

Table 2 Guiding Principles for Housing Strategy

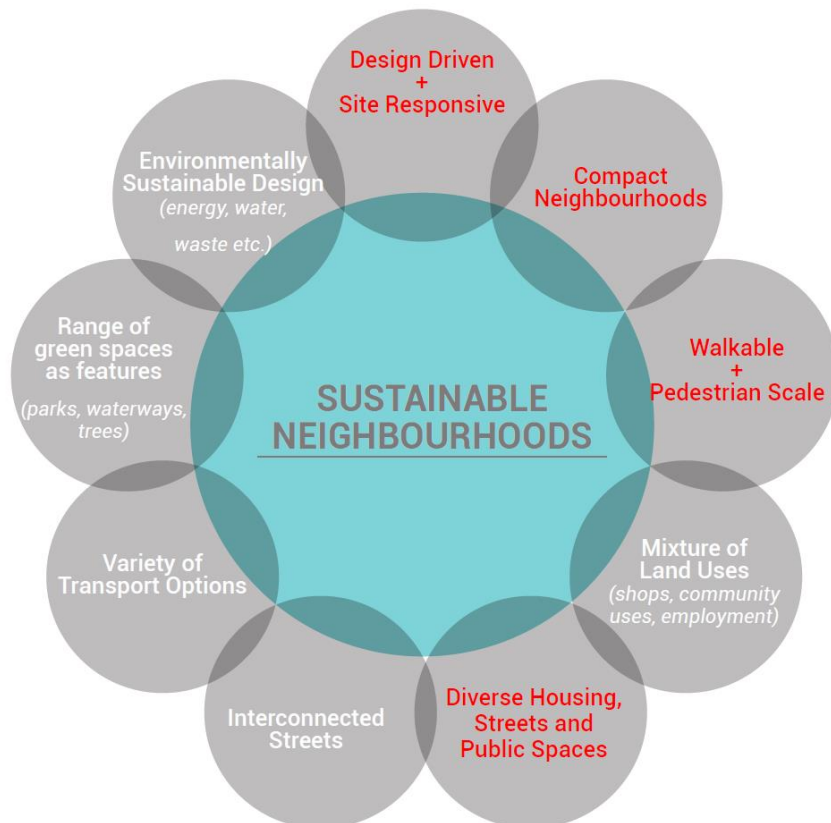


Figure 3 Defining Sustainability at the neighbourhood level (source: Mesh)

## Housing Strategy Findings – a summary of analysis

- *Demand Drivers –*

Total housing demand is influenced by an aging population (more single person households and couples without children), increases in migration, growth pressures in adjoining growth areas. Few if any of these demand drivers are influenced by Council, meaning the growth in housing demand will be ongoing and local strategic policy will need to adapt to these pressures.

- *Population growth –*

Between 2004-2014 the population of Bacchus Marsh increased from around 15,000 to 19,400. Over the next 25 years on average an additional 500 residents per annum will move into Bacchus Marsh, resulting in a population of 30,500 residents with an annual growth rate of 2.9%.

- *Housing Implications -*

By 2041, Bacchus Marsh will need to accommodate an additional 6,414 households, resulting in a total of 12,306 households.

By 2041, there will be 3,335 lone person households and 3,731 couples-only households. This will have some impact on dwelling type demand, with smaller, more affordable and low maintenance homes seeing likely increased demand. These two groups will represent about half of all households by 2041.

In September 2015, there were 6,840 residential dwellings in Bacchus Marsh, with 58% on lots of between 500-1,000 sq.m and 22% on lots greater than 1,000 sq.m. Only 18% of dwellings were on lots less than 500 sq.m, suggesting limited diversity of housing stock.

- *Residential Supply and Demand Analysis -*

Broadhectare (also referred to as greenfield) lot construction has averaged 236 lots per annum between July 2008 and September 2015 and represents 86% of all residential lot construction activity. However, these figures have significantly fluctuated over the years with a peak lot construction of 531 in 2009/10, reducing to 312 in 2010/11 and in recent years averaging around 200 lots per annum.

Infill lot construction trends have averaged 30 lots per annum between July 2008 . September 2015.

In regards to dwelling projections, the scenarios considered slow, moderate, substantial and accelerated, growth rates. The projections relate to the period from 2016 to 2034 and range from a slow dwelling projection of 215 per annum through to accelerated rates of 343 dwellings per annum, with moderate and substantial projections identifying a need for 225 and 299 dwellings per annum.

While these projections identify a range of dwelling requirements, consideration also needs to be had to where the projected demand will be (broad hectare or infill).

Similar to the dwelling projections, the broadhectare projections have identified slow, moderate, substantial and accelerated growth rates (see Figure 4).

In terms of zoned broadhectare residential land stocks, it is estimated *there are sufficient land stocks to satisfy between 16 and 27 years of demand. It is considered that 20 years of broadhectare supply is the most likely.*

Dispersed infill as a housing supply source is likely to increase to cater for an increasing number of single and smaller households and as land values increase (see Chapter 7), properties with less land will be more affordable. There is a substantial amount of infill supply that could accommodate a significant number of dwellings.

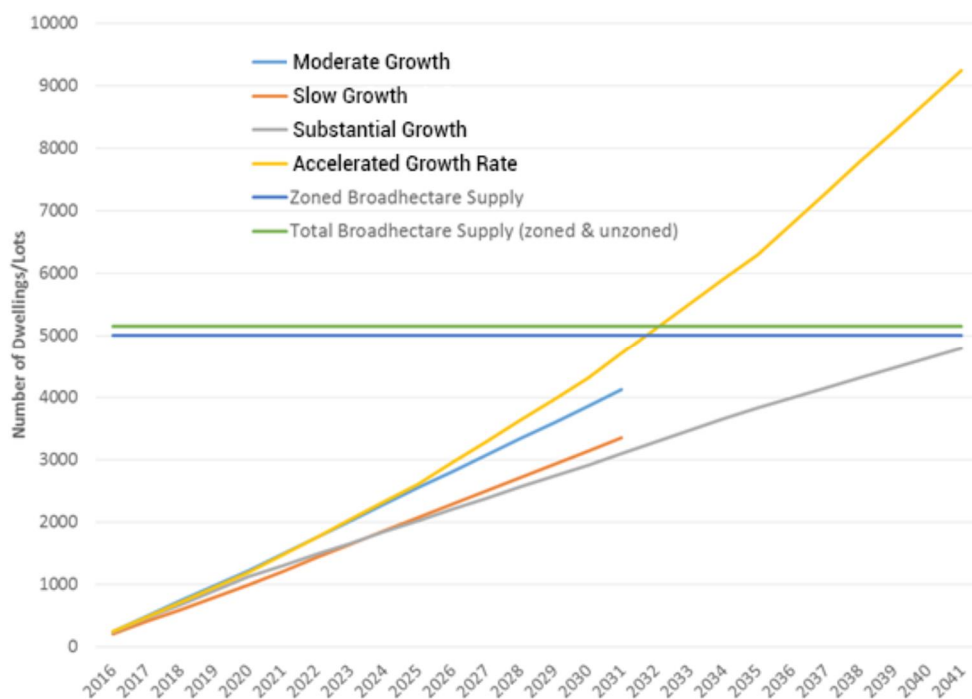


Figure 4 Growth Scenarios – housing supply and demand (source: Spatial Economics)

- *Current Decision Making Framework*

The current MSS provides a framework for residential development in Bacchus Marsh, however, it is outdated and of limited direction in regards to the type and density of residential development and where it should occur.

There is little or no direction on preferred character for Bacchus Marsh, which is critical given the growth pressures faced.

The suite of residential zones has not been applied to Bacchus Marsh, due to the absence of an adopted and implemented housing strategy, resulting in the General Residential Zone being the default zone across virtually the entire town.

There are no guidelines or Council policies in relation to urban design, environmentally sustainable design or landscaping requirements.



The Housing Strategy can address some of these deficiencies directly, but will otherwise identify additional actions to remedy those not within the scope of the brief . such as preparing design guidelines.

- *Housing Affordability -*

On the whole, housing affordability in Bacchus Marsh for middle income couples with children, is reasonable. Of the low-income households renting or purchasing a dwelling in Bacchus Marsh, nearly 1,200 low income households are deemed to be in housing stress. This is slightly less than the Outer Western Region average and the average for metropolitan Melbourne. The projected increase in single person and single parent households and the aging of the population will likely compound current levels of housing stress. Therefore, there is a need for more affordable and diverse dwelling types that will contribute to future levels of housing affordability.

While the private housing market will account for the vast bulk of future housing provision in Bacchus Marsh there is, and in future will continue to be, some individuals and households who are unable to find housing they can afford in the private market. Social housing in Bacchus Marsh has been provided by the State Government through the Department of Health and Human Service (DHHS). DHHS has only 218 dwellings in Bacchus Marsh, with a further 28 managed by the community housing sector.

Suggested actions are listed on page 73 of the Housing Strategy, and include facilitating affordability by allowing for a diversity of lot sizes within new broad hectare estates and a diverse range of small dwellings across the established urban areas. Council can educate the community, developers and builders in regards to environmentally sustainable development, including the affordability and liveability benefits. The actions Council might take may be influenced by resourcing, but some attract little or no costs.

- *Zone Schedule Controls tested against actual planning applications -*

Annexure 5 provides a list of applications recently processed by Council for a planning permit. The analysis supports the proposed revised planning controls.

### **What has been produced?**

- Mesh has prepared character precinct brochures for each of the identified 32 precincts. These can, in time, be placed on-line on Council's website, handed out during pre-planning consultation with proponents and assist staff and Councillors assessing the merit of applications.
- A settlement framework (provided in Chapter 4 . see Figure 7 below) that identifies clearly suggested infill areas (intensification allowed), natural growth (on merit) and minimal residential growth (limited change).

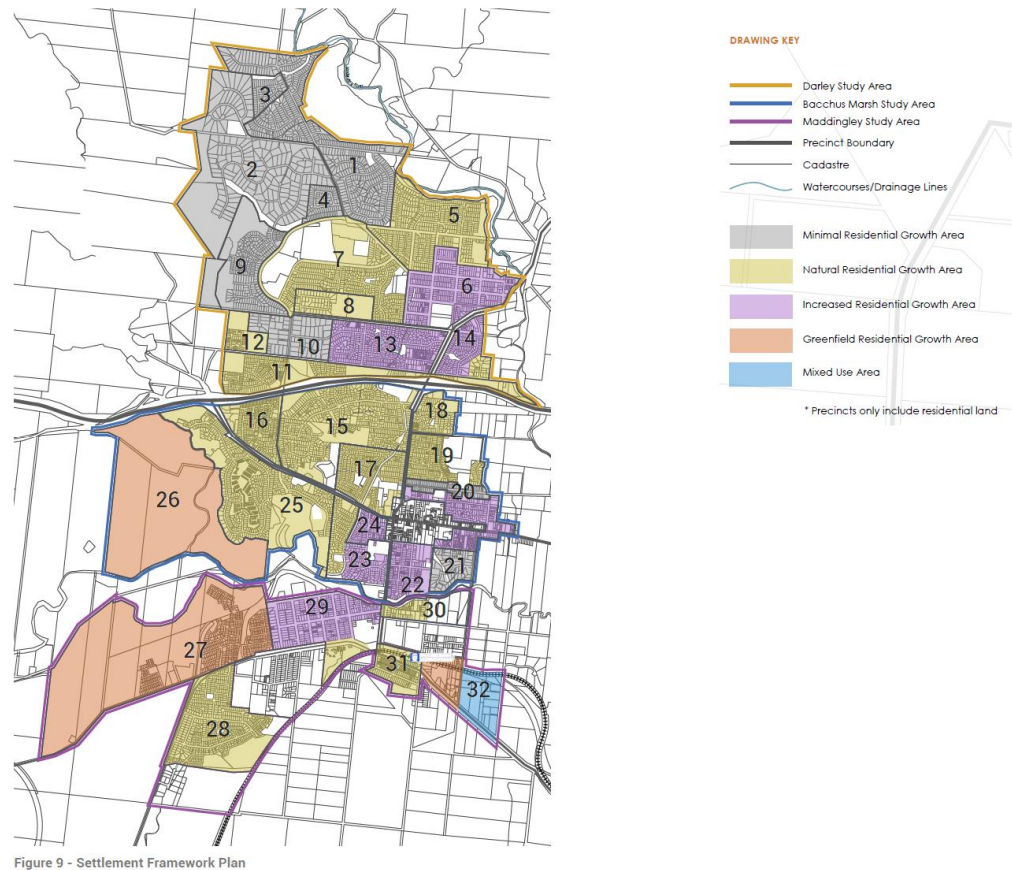


Figure 9 - Settlement Framework Plan

**Figure 5 Settlement Framework Plan (source: Mesh)**

- Suggested changes to the planning scheme comprising:
  - An updated MSS;
  - Making the Housing Strategy a reference document within the planning scheme.
  - A clear set of residential zones with schedules applied to Bacchus Marsh which give different standards for setbacks, site coverage and lot size, depending on location.
- A clear direction in how to more effectively manage housing growth pressures.

### Key Standards

The zone and schedule variations are set out on pages 84-85 of the Housing Strategy. In summary, the General Residential Zone will have two schedules with increased residential growth areas around neighbourhood service hubs and natural residential growth and greenfield development areas developed on merit for other precincts.

Elsewhere, more remote from facilities and public transport, development potential will be more limited than is presently the case through the use of minimal residential growth areas controls, administered via the Neighbourhood Residential Zone. Key controls will include minimum lot sizes of 500 sq.m, 700 sq.m and 1200 sq.m, depending on the precinct. At present much greater flexibility exists with respect to subdivision.

By combining these controls with clear policy guidance on preferred housing styles and built form, Council will be well placed to manage future growth pressures.

### Implementation of Housing Strategy

As summarised from Section 8.2 of the Housing Strategy (page 80), the implementation process is set out as follows:

- Step 1: Action Plan. This is a Council task that follows adoption of the Housing Strategy and makes a conscious decision as to what Council can reasonably do within its resources, and its role as planner, advocate, partner/facilitator, educator and regulator.
- Step 2: Update MSS. Vision, objectives and strategies as set out in the Housing Strategy will be inserted into the LPPF section on Bacchus Marsh.
- Step 3: Updated residential zones and schedules.
- Step 4: Include the Housing Strategy as a reference document in the planning scheme.
- Step 5: Prepare guidelines/policy. These guidelines could be also referenced in the planning scheme.

The Settlement Plan when inserted into the MSS would ensure:

- (a) ~~Increased Residential Growth Areas~~ are encouraged for increased density of development close to activity centres and accessible to public transport.
- (b) ~~Natural Residential Growth Areas~~ achieve conventional densities with the ability to accommodate some increased densities on lots that are accessible to a reasonable level of services and amenity, such as open space, activity centres and/or public transport.
- (c) ~~Minimal Residential Growth Areas~~ are protected from inappropriate development due to their locations, significant and established neighbourhood character, landscape values or development constraints.
- (d) ~~Greenfield Residential Growth Areas~~ provide an important source of land supply to accommodate a larger portion of the predicted growth in Bacchus Marsh.

### Policy Implications

The 2013 - 2017 Council Plan provides as follows:

<b>Key Result Area</b>	Enhanced Infrastructure and Natural and Built Environment.
<b>Objective</b>	Effective and integrated strategic planning in place to create sustainable communities.

**Strategy**

Adoption of Moorabool 2041 Framework and vision. Development of Urban Growth Strategy in conjunction with other related plans. The Housing Strategy is a key input into the Urban Growth Strategy.

Undertake integrated infrastructure and land use planning to guide future growth and development of our towns and settlements. The preparation of the Bacchus Marsh Housing Strategy is consistent with the 2013-2017 Council Plan.

**Financial Implications**

There are no financial implications associated with the public notification process beyond operational costs generated by local advertising. The consultants work has been fully funded out of the 2015/16 Council budget.

Future costs will be generated when amendments to the planning scheme are progressed and implemented and these will be subject to separate budget bids. Other tasks set out in the Housing Strategy may involve costs to Council but this will need to be further considered with priorities linked to capacity to complete over forthcoming budgets.

**Risk & Occupational Health & Safety Issues**

There are no O H & S issues or risks associated with this Report.

**Communications and Consultation Strategy**

The following consultation has occurred to date:

- The Housing Strategy was promoted on Council's website (Have your say Moorabool); published on 3 March 2016 for 2 weeks. 27 people were aware of the project, 17 people informed and one engaged (responded).
- Promoted via social media (Facebook and Twitter) . 12 posts that were clicked 106 times and retweeted twice and reached a potential audience of 2,124 followers across both channels.
- Advertisements were placed in the Moorabool News promoting each drop-in session.

In addition, the S86 Urban Growth Committee meetings are public meetings with published agendas downloadable off the Council website. The Housing Strategy has been discussed now at three separate Urban Growth Committee meetings.

Further community engagement will also occur when implementation of the Housing Strategy is undertaken. Any amendment to the planning scheme generated by an adopted Housing Strategy will be subject to the statutory exhibition process.

## **Victorian Charter of Human Rights and Responsibilities Act 2006**

In developing this report to Council, the officer considered whether the subject matter raised any human rights issues. In particular, whether the scope of any human right established by the Victorian Charter of Human Rights and Responsibilities is in any way limited, restricted or interfered with by the recommendations contained in the report. It is considered that the subject matter does not raise any human rights issues.

### **Officer's Declaration of Conflict of Interests**

Under section 80C of the *Local Government Act 1989* (as amended), officers providing advice to Council must disclose any interests, including the type of interest.

*General Manager – Satwinder Sandhu*

In providing this advice to Council as the General Manager, I have no interests to disclose in this report.

*Author – Andrew Goodsell*

In providing this advice to Council as the Author, I have no interests to disclose in this report.

### **Conclusion**

The Housing Bacchus Marsh Housing Strategy to 2041 presents Council with an opportunity to develop a consolidated and coordinated vision for how it will regulate and manage growth pressures in the town of Bacchus Marsh. Such a Strategy is an important step forward and the first such strategy for a settlement recognised in Plan Melbourne as a regional growth centre.

In Amendment C72, Council sought to identify how the suite of residential zones would be applied to manage housing pressures. To a substantial degree, the zones presently in place and the controls underpinning those zones reflect the absence of a housing strategy. By addressing supply and demand pressures, and mapping neighbourhood character, Council will be well positioned to upgrade the residential zones for Bacchus Marsh, identify where growth should and should not be facilitated and link housing decisions with issues such as accessibility to services.

The Housing Strategy will provide the basis for updates to the planning scheme and give clear direction and input into the Bacchus Marsh Growth Framework, currently in preparation.

State Government support for the Housing Strategy will be important in achieving ultimate implementation through the planning scheme amendment process. Referral of the Housing Strategy to relevant stakeholders will be a key task in the next consultation phase.

**SUSPENSION OF STANDING ORDERS 6.00PM****Resolution:****Crs. Sullivan/Spain**

*That Standing Orders now be suspended to facilitate a discussion on Item 7.1.*

**CARRIED.****RESUMPTION OF STANDING ORDERS 6.36PM****Resolution:****Crs. Edwards/Sullivan**

*That Standing Orders now be resumed to facilitate a return to the business of the Agenda.*

**CARRIED.**

The business of the meeting then returned to the Agenda. Item 7.1 Housing Bacchus Marsh to 2041.

**Resolution:****Crs. Edwards/Dudzik**

*That Council resolves to:*

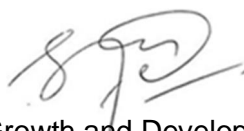
1. *Endorse for the purpose of community exhibition for a period of four (4) weeks the Housing Bacchus Marsh to 2041 strategy;*
2. *Authorise officers to proceed with public consultation.*
3. *Receive a further report at the conclusion of the community exhibition period seeking adoption of the Housing Bacchus Marsh to 2041 strategy to enable amendment to the Moorabool Planning Scheme to be undertaken consistent with that strategy.*

**CARRIED.**

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**Report Authorisation****Authorised by:**

**Name:** Satwinder Sandhu  
**Title:** General Manager Growth and Development  
**Date:** Friday, 20 May 2016



## Annexure A



### Briefing note

**Date:** 10 October 2014  
**To:** Councillors **File Ref:** 13/01/014  
**From:** General Manager Growth and Development  
**Topic:** **AMENDMENT C72 – UPDATE ON IMPLICATIONS OF GAZETTAL OF AMENDMENT (RESIDENTIAL ZONES)**

### Outline

The Planning Minister's decision to gazette Amendment C72 on 9 October 2014 has strategic and statutory implications for Moorabool Shire. The purpose of this briefing note is to explore what the Minister's decision means for Moorabool Shire and how any issues identified will be addressed by Moorabool 2041 and other projects.

### History

- In July 2013 the Minister for Planning issued a series of amendments to the Victorian Planning Provisions (VPP). These amendments sought to replace Residential 1 (R1) and Residential 2 (R2) zones with three new zones . the General Residential Zone (GRZ), Neighbourhood Residential Zone (NRZ) and Residential Growth Zone (RGZ). The General Residential Zone was to become the default zone on 1 July 2014. Councils were given an opportunity to implement the residential zone reforms by 30 June 2014.
- Moorabool proceeded with draft Amendment C72 as a view as to how to apply the new zones. Council and submitters presented their case to the Residential Zone Standing Advisory Committee at a hearing conducted in Bacchus Marsh in May 2014. This committee looked for strategic justification of change and consistency in application of zones across the state (eg greenfield areas).
- No decision was made on C72 prior to 30 June 2014. As a consequence VC 116 was implemented by the State Government which applied the General Residential Zone across the former Residential 1 and Residential 2 zones of Bacchus Marsh and parts of Ballan.
- On 25 September 2014 Council received the Residential Zone Standing Advisory Committee Report. Amendment C72 was gazetted on 9 October 2014 as per its recommendations.
- The conclusions in Residential Zone Standing Advisory Committee Report were as follows:

#### Bacchus Marsh

- Over-use of the Neighbourhood Residential Zone (NRZ) when the General Residential Zone should be more likely applied.
- The NRZ was inappropriate to apply to newly developing greenfield sites such as Stonehill and Underbank.
- Some of the standards proposed could not be strategically justified eg 20% site coverage in the NRZ3 Schedule; eg 400 sq.m standard in the NRZ1 zone.

- The Committee supported application of the GRZ around activity centres with the GRZ1 and GRZ2 schedules as per Council recommendations. These areas were considered desirable for increase housing choice and infill opportunities.
- Council will need to further justify the use of NRZ to apply to sections of Bacchus Marsh through the Bacchus Marsh Housing Strategy, a component of M2041.

#### Ballan

- The NRZ should not be applied to Ballan on the basis that neighbourhood character can be preserved or respected via the GRZ provisions.
- Applying the Bacchus Marsh Schedule to Ballan suggests NRZ is the wrong zone.
- The NRZ 3 controls proposed north of the Werribee River as proposed by Council are generally appropriate but are likely best addressed via the Ballan Structure Plan (in preparation).
- Overall, the Committee emphasises the role of the Ballan Structure Plan as the preferred method for refining residential zones in Ballan.

#### Gordon

- The Committee supported the application of NRZ3 to Gordon based on the adopted Amendment C53.

### **Key Perspectives**

There are some common themes with the Committees feedback and analysis.

- There must be an adopted housing strategy to support zone changes which have a transformational effect (ie vary development opportunities). Council does not have an adopted housing strategy for Bacchus Marsh, Ballan or any other settlements.
- M2041 will deliver an adopted housing strategy, incorporating information prepared already by Planisphere and Council staff upgraded with more analysis on schedule standards.
- There is unlikely to be support for widespread use of the NRZ controls in identified growth towns such as Bacchus Marsh without an assessment of character (heritage study). The key for applying such zones will be specific neighbourhood character assessment, or progressing with the Heritage Precincts recommended in the 1995 Study.
- Where there is a body of tested work such as the Gordon Structure Plan or the soon to be finalised Ballan Structure Plan, there is opportunity to design appropriate zones and standards supported by clear policy direction.
- Applying the NRZ based on limited or restricted accessibility is unlikely to succeed. The NRZ is to be applied where there is risk, identified significant landscape values or neighbourhood/heritage character.
- The Advisory Committee reiterated the need for clear and transparent process, adequate consultation supported by clear analysis and conclusions (BEX approach).

### **Next Steps**

- October through December 2014 consultation on the Urban Growth Strategy for M2041 - fundamental building block in proceeding with the housing strategy;
- Complete draft housing strategy post community consultation phase in period Jan-March 2015 identifying where growth (especially in terms of infill) should be directed; neighbourhood character outcomes sought and appropriate suite of planning tools;
- Complete the Urban Growth Strategy by mid 2015. Likely finalise housing strategy concurrent with Urban Growth Strategy.



- Work closely with the MPA to develop an infrastructure framework to support future growth.
- Finalise Ballan Structure Plan and commence exhibition of a Planning Scheme Amendment to implement it by mid 2015.

**Recommendation**

That the contents herein should be noted.

Satwinder Sandhu

**General Manager, Growth and Development**

## **Annexure B State Planning Policy Framework**

- *Clause 11 Settlement –*

Seeks to encourage a variety of uses including a diversity of housing within activity centres that reduces the need for car trips. Identifies the need to facilitate the supply of both social and affordable housing. Places an emphasis on ensuring there is sufficient supply of land available for residential, commercial, retail, recreational, institutional and other community uses.

This clause identifies a number of strategies to achieve the objective including understanding and planning for expected housing needs, reducing the cost of living by increasing housing supply near services and public transport and facilitating the supply of social and affordable housing. This clause also sets out objectives to create healthy and active communities and identifies as a strategy to create a city of 20 minute neighbourhoods.

Emphasises the importance of ensuring that regions and settlements are well planned having regard to the regional growth plans and taking into account the municipal and regional context and relevant frameworks.

- *Clause 15 Building Environment and Heritage –*

Clause 15 seeks to promote good urban design outcomes including ensuring buildings contribute to a sense of place. This clause also sets out the importance of ensuring the conservation of places which have architectural, cultural, aesthetic or some other form of significance.

- *Clause 16 Housing -*

Clause 16 seeks to ensure planning provides for housing diversity and the efficient provision of supporting infrastructure. New housing should have access to services and be planned for long term sustainability, including walkability to activity centres, public transport, schools and open space. Planning for housing should also include providing land for affordable housing.

Clause 16.01 sets out a number of objectives, including an objective to promote housing that responds to community needs. This clause identifies several strategies to assist in achieving this objective including increasing the supply of housing in existing urban areas by facilitating increased housing yields in appropriate locations, ensuring that the planning system supports appropriate quantity, quality and types of housing (including the provision of aged care facilities), ensuring housing developments are integrated with infrastructure and services and the need to facilitate the delivery of high quality social housing to meet the needs of Victorians.

Additionally, clause 16.01 seeks to provide a range of housing types to meet increasingly diverse needs and identifies that this should be achieved through ensuring housing stock matches changing demand by widening housing choices, particularly in the middle and outer suburbs.

## Annexure C Local Planning Policy Framework

Key clauses within the Municipal Strategic Statement relevant to *Housing Bacchus Marsh to 2041* include:

- *Clause 21.01 (Municipal Context)*

This clause identifies Bacchus Marsh as the municipality's main centre for retail, service and employment activities. Bacchus Marsh has the most comprehensive community infrastructure in the Shire but there are shortfalls in infrastructure and service provision that require a larger population base for cost effective responses. Bacchus Marsh is the focus for economic and residential growth, with Ballan and potentially Gordon providing complementary roles.

The clause identifies a number of planning challenges in accommodating and servicing residential growth and demand for lifestyle housing, while protecting agricultural productivity, environmental values and significant landscapes.

Further clause 21.01 recognises the important characteristics within the Shire by its townships in rural settings and its distinctive rural landscapes which comprise a diversity of vast ranges, plains, ancient gorges and areas of intensive horticulture. The varied and rich topographical features are integral environmental, agricultural, and recreational resources for the Shire. These features, together with the existing built form, historic buildings and landscapes, contribute to the Shire's numerous places of natural and cultural heritage significance.

The importance of agriculture to the Municipality is recognised as the major sector in Moorabool's economy and also contributes to the rural landscape setting that typifies the Shire. Agricultural production is predominantly broadacre cropping and grazing with intensive horticulture on irrigated land around Bacchus Marsh.

- *Clause 21.02 (Natural Environment)*

This clause aims to protect the Shire's natural environment including its biodiversity and landscapes, managing land uses in an environmentally sustainable manner and to assist in reducing the ecological footprint of land within Moorabool Shire.

- *Clause 21.03 (Settlement and Housing)*

Clause 21.03 identifies the key challenges for the Municipality as being outward pressure from Melbourne's metropolitan area, the location of the Shire on one of the State's major regional transport corridors and proximity to Geelong and Ballarat.

The *Urban Growth Management* objectives at clause 21.03-2 are supported by strategies which seek to ensure the supply of residential land is sufficient to accommodate accelerated rates of growth; facilitate and promote a range of residential development options (including high quality *master-planned* developments); directing population growth to Bacchus Marsh with supporting growth in Ballan; and ensuring a 10 - 15 years of appropriately zoned land is always available in Bacchus Marsh and Ballan to provide for a range of housing options.

The *Residential Development* objectives of clause 21.03-3 are supported by strategies to facilitate the creation of integrated, liveable, walkable neighbourhoods in

towns; and planning for a diversity of housing types and densities, particularly near activity centres and community focal points in Bacchus Marsh and Ballan.

The Landscape and Neighbourhood Character objective at clause 21.03-4 is supported by strategies that seek to ensure that:

- infill development protects and enhances the existing character, built form and natural environment of the Shire's towns and villages including the country town scale and rural atmosphere of each town;
- development in growth areas achieves a strong sense of place that respects its landscape setting;
- new development protects the visual, aesthetic, and environmental values of escarpments and ridgelines generally, and views from the Bacchus Marsh valley in particular;
- new development is appropriately sited, designed and constructed to blend with the surrounding landscape and protects significant landscape values, native vegetation and rural settings; and
- inappropriate development on scenic hilltops, ridge lines and areas of visual prominence are discouraged.

**8. FURTHER BUSINESS AS ADMITTED BY UNANIMOUS RESOLUTION OF COUNCIL**

***Nil.***

**9. CLOSED SESSION OF THE MEETING TO THE PUBLIC**

*Nil.*

**10. MEETING CLOSURE**

*The meeting closed at 6.39PM.*

*Confirmed.....Mayor.*