

AGENDA

SECTION 86 URBAN GROWTH STRATEGY COMMITTEE MEETING

Wednesday 26 April, 2017
James Young Room, Lerderderg Library
Bacchus Marsh
4.00pm

MEMBERS

Cr. Jarrod Bingham (Chair)	Councillor – East Moorabool Ward
Cr. David Edwards (Mayor)	Councillor – East Moorabool Ward
Cr. Tonia Dudzik	Councillor – East Moorabool Ward
Cr. John Keogh	Councillor – East Moorabool Ward

OFFICERS

Mr. Rob Croxford	Chief Executive Officer
Mr. Satwinder Sandhu	General Manager, Growth & Development
Mr. Andrew Goodsell	Manager Strategic and Sustainable Development
Mr. Rod Davison	Strategic Planner
Ms. Jacquie Elliott	Minute Taker

Item	Title	Responsibility	Page No.	Action
1.	Welcome. Present and Apologies	Chair		Noting
2.	Meeting Minutes	Chair		Noting
2.1	Confirmation of previous minutes 14 December, 2016			Resolution
3.	Conflict of Interest	Chair		Noting
4.	Growth & Development Reports			
4.1	Urban Growth Framework	A. Goodsell	Page 2	Discussion
4.2	Bulky Goods	R. Davison	Page 4	Discussion
5.	Process Forward and Work Programme	A. Goodsell		Discussion
6.	Date of Next Meeting	Chair		Noting
6.1	Wednesday 28 June, 2017 4.00pm James Young Room, Lerderderg Library Bacchus Marsh	Chair		
7.	Meeting Close	Chair		Noting

GROWTH & DEVELOPMENT REPORTS

4.1 Urban Growth Framework

Briefing Note

Date: 10 April, 2017

File Ref: 13/01/014

To: Councillors

From: Andrew Goodsell
Manger Strategic & Sustainable Development

Topic: Update on Projects concerning Urban Growth Strategy

Background

The purposes of this briefing is to update Councillors concerning current projects. These projects include:

- Bacchus Marsh Urban Growth Framework;
- The MSS Review;
- Bacchus Marsh Housing Strategy (update on amendment);
- Bulky Goods Strategic Assessment – Bacchus Marsh;
- Planning Scheme Amendments – current and proposed; and
- Underbank Development Plan.

Bacchus Marsh Urban Growth Framework

A detailed briefing of Council was provided at the January 2017 Urban Growth Committee.

Since then landowner and community engagement was undertaken in Feb/March 2017. Council and VPA staff were in attendance at 5 separate drop-in sessions held at the Lerderderg Library, Bacchus Marsh.

At this stage, Council is working towards placing the UGF on formal exhibition in July-August, with a resolution to place the UGF on exhibition proposed at the 5 July Ordinary Council Meeting.

During the exhibition period there we 41 submissions identifying a number of matters that will be further assessed in the Urban Growth Framework documentation.

MSS Review

Section 12B of the *Planning and Environment Act* (1997) requires the planning authority (Council) to undertake a regular review of the planning scheme. Under legislation we must review our planning scheme every four years (at the start of each Councillor term). The planning scheme must be regularly reviewed to ensure that it is up to date and can address key issues that the municipality is currently facing, or is expected to face in the future.

The purpose of a planning scheme review is to:

- Identify the major planning issues facing the municipality;
- Demonstrate how it implements the State Planning Policy Framework;
- Assess its strategic performance;
- Document the strategic work that has been completed or carried out since the previous review and any additional work required to strengthen its strategic direction;
- Outline the consultation process and its outcomes;
- Make recommendations arising from the review; and
- Identify new strategic work necessary to support future policy development or changes.

Work on the project scope will begin in April, with a draft methodology envisaged to be presented to the Urban Growth Committee at the 28 June meeting.

Bacchus Marsh Housing Strategy

As Councillors would be aware, Council adopted the Bacchus Marsh Housing Strategy *Housing Bacchus Marsh at 2014* at the Ordinary Meeting of Council on 3 August 2016.

It was resolved at 1 March 2017 Ordinary Meeting of Council to seek Authorisation to proceed with Planning Scheme Amendment C79 to implement the findings of the Housing Strategy. Amendment C79 will provide a substantial update to the Moorabool Planning Scheme in relation to managing neighbourhood character and housing growth in Bacchus Marsh. It was also resolved to proceed with exhibition of the Amendment following Authorisation.

Currently Council is working closely with consultants Mesh (authors of the Housing Strategy) to finalise Authorisation documentation, with the intention to proceed with Authorisation and subsequent public exhibition of the amendment throughout mid-late 2017.

Bulky Goods Strategic Assessment – Bacchus Marsh

A final draft report was completed by Essential Economics in March 2017. A separate report is provided on this matter in the agenda.

Underbank Development Plan

Since Council's resolution in September 2016 endorsing the Underbank Development Plan subject to conditions, Council staff have been working through the next phases. This work has included the sequencing of community infrastructure (timing, cash flow from developer contributions), updating background reports and the landscape plan, updating the development plan for consistency with background reports and advising Council's lawyers on the drafting of two legal agreements.

The key matter still to be resolved is the finalisation of the two S173 legal agreements which relate to developer contributions and the implementation of background reports. These agreements have been drafted and submitted to officers in March, but are currently waiting on Council's lawyers for finalisation following officer review and request for edits. An additional outstanding matter concerns the finalisation of the Stormwater Management Plan, which is waiting on the proponent for a minor change.

The desire is to complete the work and see the Underbank Development Plan stamped as compliant with conditions within the first half of 2017.

Conclusion

That the S86 Urban Growth Committee receive the contents herein.

Briefing Note

Date: 10 April 2017

File Ref: 13/01/014

To: Urban Growth Committee

From: Tim Doolan, Strategic Planner

Topic: Strategic Bulky Goods Assessment - Findings and Exhibition

Purpose

The purpose of this briefing is to advise Councillors of the findings of the recently completed Strategic Bulky Goods Assessment for Bacchus Marsh and recommend public exhibition of the document.

The work contained in the Assessment will be a key input into the scheduled planning scheme review (including MSS review) planned for financial year 2017/18.

Background

The Moorabool Shire Retail Strategy 2041 was adopted by Council in April 2016, and identified the need for a Strategic Bulky Goods Assessment. The purpose of the assessment is to identify potential locations for bulky goods retailing in Bacchus Marsh up to 2041 and beyond.

There is currently a high level of escape expenditure due to a lack of bulky goods retailing in Bacchus Marsh. Major retailers (i.e. Bunnings) having expressed interest and attempted re-zonings to facilitate this use in recent years. Consistent with the wider work contained in the Urban Growth Framework, the ability of Council to direct and manage growth is considered critical if effective strategic planning is to occur.

It was identified by the Moorabool Shire Retail Strategy that a Strategic Bulky Goods Assessment is required to prevent ad hoc approaches to this type of development and retail. This includes providing direction on necessary planning controls. It was also identified that any future bulky goods site must be financially attractive for development, accessible for passing trade and delivery vehicles, and not have an adverse impact on nearby sensitive land uses.

In August 2016 Council issued the project brief for a Bulky Goods Strategy Assessment with the following project objectives:

1. *Provide a solid appreciation of bulky goods retailing throughout Australia, how this has evolved over time and anticipated trends into the future.*
2. *Provide strategic direction as to how Bacchus Marsh will meet demands for bulky goods retailing to 2041, by identifying a preferred site/s for these uses.*
3. *Identify an appropriate suite of planning scheme controls that ensures Council can meet these needs in an appropriate and sympathetic manner to surrounding uses and neighbourhood character.*

Council subsequently engaged Essential Economics in partnership with Meinhardt Planning to undertake the assessment, which has been completed and is now tabled for Council's consideration. The final document is provided as an attachment to this briefing.

Key Findings of Strategic Bulky Goods Assessment

The following points outline the key content of the bulky goods assessment:

- 5 key locational principles were adopted:
 1. Located on an arterial road, highly visible and well exposed to passing traffic;
 2. Easily accessible for local residents, as well as residents in the broader region;
 3. Sufficient sized site to accommodate bulky goods retailing and other similar uses;
 4. A relatively flat site; and
 5. A site that is sympathetic to surrounding uses, including residential uses.
- Only 2 sites were identified that meet all the locational principles to a reasonable degree; **Site 1: Geelong-Bacchus Marsh Road/Fisken Street Intersection, Maddingley**, and **Site 2: Geelong-Bacchus Marsh Road/Woolpack Road Intersection, Maddingley (42 & 66 School Lane, Maddingley)**.

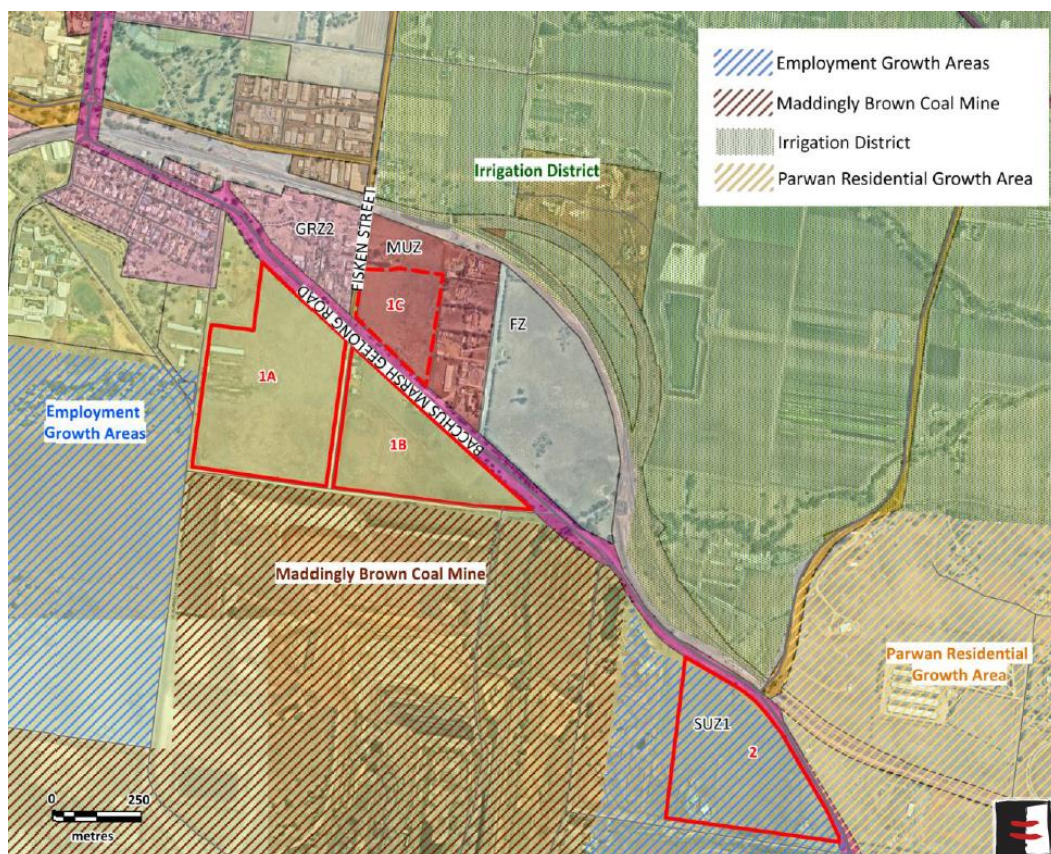


Figure 1: Preferred Sites 1 and 2 for bulky goods retailing

- The preferred location for the long-term planning of bulky goods retailing in Bacchus Marsh is Site 1. The reasons for this is high compliance with the locational criteria, as listed in the table below.

Category	Site 1A	Site 1B	Site 1C
Site size	18.2ha	11.6ha	5ha (approx.)
Indicative floorspace capacity ¹	72,000m ²	46,000m ²	20,000m ² (approx.)
Compatible zone	Yes (SUZ1)	Yes (SUZ1)	Yes (MUZ)
Status of land	Vacant	Largely vacant, comprises one dwelling	Western portion: vacant Eastern portion: occupied
Availability for development ²	Short-term	Short-term	Short-term
Locational Criteria	Assessment		
	<u>Current (Low) / Future (Medium-High).</u> Site is accessible via Geelong - Bacchus Marsh Road, which is currently an access route to Bacchus Marsh from the south. In the context of exposure for bulky goods retailers, this section of Geelong-Bacchus Marsh Road does not currently carry a sufficient level of traffic to attract an national brand anchor tenant. However, future planned residential and employment land development may generate sufficient exposure to passing traffic.		
1. Arterial road exposure and accessibility			
2. Accessibility to its catchment	<u>Medium:</u> Reasonably well located with respect to existing residents in Bacchus Marsh. Development of an 'Eastern Link' will improve accessibility to areas to the north of the Western Freeway.		
3. Sufficient sized site	<u>High.</u> Sufficient to accommodate forecast demand for bulky goods and associated uses over the next 25 years.		
4. Relatively flat site	<u>High.</u> The land closest to Geelong-Bacchus Marsh Road, is relatively flat and would be easy to develop. Land to the north of site 1C slopes considerably to the north and has been excluded given the costs involved in developing this land.		
5. Sympathetic to surrounding uses	<u>High.</u> In the most part, adjoining land uses are non-sensitive are not considered to be a major constraint to the development of bulky goods retailing on all three sites. As discussed earlier, the potential for land use conflict with mining licences needs to be considered in more detail.		
Source:	Essential Economics; Moorabool Shire Council		
Note:	¹ Indicate floorspace capacity assumes a site coverage of 40%		
	² Short-term - up to 2021; Medium-term - 2021-2031; Long-term - 2031 and beyond. Potential development timeframe is indicative only and depends on the intentions of individual land owners		

Figure 2: Details of Site 1 and compliance with locational criteria

- Bulky goods use and development is currently permissible under the current planning controls of Site 1. However, it was noted by the assessment that the site is not in a prominent location for bulky goods at present (it is not on the Western Freeway), and that there would likely be some delay in attracting a major national brand tenant in the short-medium term (prior to 2031). The longer term attractiveness of the site is largely connected with planned upgrades to road networks, potential residential growth areas under the Bacchus Marsh Urban Growth Framework, and the proposed Parwan Employment Precinct.

While delays in attracting an operator are a short to medium term disadvantage, it should be noted that shorter term site options are likely to require rezoning, which could involve significant time delays in itself (0-4 years). Such sites will also not contain all bulky goods floor space required, meaning a fragmentation of retail offerings across multiple sites would occur over time.

- While bulky goods is currently permissible on Site 1, longer term planning control changes are recommended to avoid unsuitable uses being established. Clear design controls would also be needed. To this end, it is recommended that the Commercial 2 Zone or Special Use Zone be applied in conjunction with a Development Plan Overlay.

Communications Strategy

At this point negotiation with land holders on the viability of their site for bulky goods retailing has not occurred. It is recommended that this should take place prior to public exhibition of the Strategic Bulky Goods Assessment.

Informal exhibition of the bulky goods strategy would enable significant scope for community input. It would be a prelude to more formal feedback as part of the MSS review in the next 12-18 months.

Conclusion

That the S86 Urban Growth Committee notes the attached Strategic Bulky Goods Assessment and the recommendations to:

1. Liaise with relevant land owners of the preferred sites for bulky goods retailing prior to public exhibition; and
2. Prepare a report to the June 2017 Ordinary Meeting of Council seeking appropriate resolution to advertise the strategy for public comment.
3. Proceed to public exhibition following liaison with relevant land owners.

Attachments

Strategic Bulky Goods Assessment, Essential Economics Pty Ltd in conjunction with Meinhardt Pty Ltd, March 2017



ESSENTIAL ECONOMICS

Bacchus Marsh

Strategic Bulky Goods Assessment

Prepared for

Moorabool Shire Council

By

Essential Economics Pty Ltd

In conjunction with

Meinhardt Pty Ltd

March 2017

Authorship

Report stage	Author	Date	Review	Date
Draft report	Nick Brisbane and Harriet Noall (Essential Economics) Tom Harrington (Meinhardt)	15 December 2016	Sean Stephens (Essential Economics) Moorabool Shire Council	16 December 2016 22 December 2016
Draft report V2	Nick Brisbane (Essential Economics) Tom Harrington (Meinhardt)	30 January 2017	Sean Stephens (Essential Economics) Moorabool Shire Council	30 January 2017 23 February 2017 and 21 March 2017
Final report	Nick Brisbane (Essential Economics)	22 March 2017	Sean Stephens (Essential Economics)	22 March 2017

Disclaimer

Every effort has been made to ensure the accuracy of the material and the integrity of the analysis presented in this report. However, Essential Economics Pty Ltd accepts no liability for any actions taken on the basis of report contents.

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EXECUTIVE SUMMARY

1 *Project Background*

The *Moorabool Shire Council - Retail Strategy 2041* (MacroPlan Dimasi, 2016) provides a framework to direct future retail and economic development. The Strategy identified that the retail hierarchy will require the development of an out-of-centre bulky goods retail component in order to combat the high levels of escape expenditure.

Essential Economics, in partnership with Meinhardt, have been commissioned to assist in the identification of preferred locations for bulky goods retailing in Bacchus Marsh to 2041. This advice will inform the Draft Bacchus Marsh Urban Growth Framework, which is currently being prepared by Council and the Victorian Planning Authority, and will enable Council to plan for bulky goods development in Bacchus Marsh as the town emerges as a regional growth centre.

2 *Forecast Demand for Land for Bulky Goods Retailing and Associated Uses*

Approximately 3.5ha to 4.0ha of land is required to accommodate forecast demand for bulky goods retailing (as identified in the Retail Strategy) and associated land uses by 2031. In the longer-term, a requirement in the order of 4.2ha to 4.7ha is required by 2041.

3 *Key Locational Principles for Bulky Goods Retail Locations*

The key locational principles applied in the assessment of potential bulky goods retail locations in Bacchus Marsh are outlined below:

- 1 Located on an arterial road, highly visible and well exposed to passing traffic
- 2 Easily accessible for local residents, as well as residents in the broader region
- 3 Sufficient sized site to accommodate bulky goods retailing and other similar uses
- 4 A relatively flat site
- 5 A site that is sympathetic to surrounding uses (including residential uses)

4 *Other Considerations for Bulky Goods Retail Locations*

The assessment of potential bulky goods sites also has regard for a variety of other considerations which include any obvious known constraints (eg. land approved for development of an alternative use); the ease upon which the site can be serviced; planning and design considerations (eg. implications development may have on entrances to the town, conflicts with adjoining uses, traffic, etc); the availability and potential timing of sites for development; commercial preferences for sites; permissibility of the existing land use zones; etc.

Importantly, if a site is not considered to be ‘commercially attractive’ for a bulky goods operator, then it is unlikely to attract interest from retailers and therefore remain under-utilised and not serve its intended purpose.

5 *Identified Preferred Locations for Bulky Goods Retailing*

It is evident that no perfect site exists to accommodate the short to long-term demand for bulky goods retailing in Bacchus Marsh. This is with regard for the identified key locational principles.

For the purpose of long-term planning for bulky goods retailing in Bacchus Marsh, only two sites meet all the key locational principles. Both sites are located on Geelong-Bacchus Marsh Road, Maddingley, with Site 1 being near the intersection of Fiskin Street, and Site 2 being near the intersection of Woolpack Road. Of these two sites, Site 1 is the preferred location.

However, it is unlikely that Site 1 will attract successful bulky goods retailers in the short to medium-term. At present, Site 1 does not have exposure to high levels of vehicle traffic and is not sufficiently accessible to its retail catchment. The eventual development envisaged in the Bacchus Marsh Urban Growth Framework is expected to improve these features of the site.

Consequently, if Moorabool Shire Council is seeking to attract a bulky goods retail development to Bacchus Marsh in the short to medium-term, alternative, potentially non-preferred sites from a Council and community perspective may need to be considered.

INTRODUCTION

Background

Moorabool Shire Council has identified that the provision of adequate retail facilities will be a key challenge for the Shire in the near future.

The *Moorabool Shire Council - Retail Strategy 2041* (MacroPlan Dimasi, March 2016) provides a framework to direct future retail and commercial development. This document identifies that the retail hierarchy will require the development of an out-of-centre bulky goods retail component in order to combat the high levels of escape expenditure.

Bacchus Marsh has been identified as a township that will experience high levels of population growth in the near future which will drive demand for bulky goods retailing. The Victorian Planning Authority (VPA) has been working closely with Council to prepare the *Draft Bacchus Marsh Urban Growth Framework*, a document that will include potential sites for future bulky goods retail development.

Essential Economics, in partnership with Meinhardt, have been commissioned to assist in the identification of preferred locations for bulky goods retailing in Bacchus Marsh. This advice will inform the Draft Bacchus Marsh Urban Growth Framework and will enable Council to plan for bulky goods development in Bacchus Marsh as the town emerges as a regional growth centre.

Project Objectives

The project objectives, as identified in the Request For Quotation, are as follows:

- 1 Provide a solid appreciation of bulky goods retailing throughout Australia, how this has evolved over time, and identify anticipated trends into the future.
- 2 Provide strategic direction as to how Bacchus Marsh will meet demands for bulky goods retailing to 2041 by identifying a preferred site/s for these uses.
- 3 Identify an appropriate suite of planning scheme controls that ensures Council can meet these needs in an appropriate and sympathetic manner in terms of surrounding uses and neighbourhood character.

1 CONTEXT ANALYSIS

This Chapter provides an overview of the context for this project, including a definition of 'bulky goods' retailing, an overview of some of the difficulties that arise when planning for bulky goods retailing, and the regional and local context.

1.1 What is 'Bulky Goods' Retailing?

The Bulky Goods Retailers Association (now referred to as the 'Large Format Retail Association'), in a submission to the *Productivity Commission Issues Paper - May 2010*, defines 'bulky goods' as:

"Bulky Goods means a building or place used primarily for the sale by retail; wholesale or auction of (or for the hire or display of) goods that are such size, shape or weight as to require:

- a) a large area for handling, display or storage, or*
- b) direct vehicular access to the site of the building or place by members of the public, for the purpose of loading and unloading the items into their vehicle after purchase or hire, but does not include a building or place used for the sale of foodstuffs or clothing unless their sale is ancillary to the sale of bulky goods."*

The above definition aligns with the definition of 'bulky goods' retail used in the Retail Strategy 2041, which states bulky goods is *"a sub-sector of the non-food retail category and includes large format retail stores which sell items such as whitegoods, furniture, camping goods and large sporting items"* (p3).

In a Victorian planning context, the terms 'bulky goods' and 'homemaker retailing' are not specifically recognised. However, many of the items sold by bulky goods retailers primarily fall within the Victorian planning definition of 'restricted retail premises' (Moorabool Planning Scheme, Clause 74 Land Use Terms).

Often, 'restricted retail premises', as defined in the Moorabool Planning Scheme, are located in proximity to uses defined as 'trade supplies' and 'landscape gardening supplies'. For the purpose of forecasting the requirements for 'bulky goods' retail floorspace, these uses are considered to be ancillary uses to that of bulky goods retail (refer Section 3.4).

1.2 Difficulties in Planning for Bulky Goods Retailing

The nature of bulky goods retailing provides the industry with various challenges, in particular, difficulty in finding appropriate sites.

The term 'bulky goods' refers to the size of merchandise sold, which is typically large in size and requires expansive areas for the display of such goods (e.g. furniture, beds, washing machines, bicycles, tents, etc). Furthermore, bulky goods merchandise is not easily transported by someone walking or catching public transport. Therefore, a private vehicle and associated

car parking is required for most customers. From a planning perspective, sites with good walkability and access to public transport should be used for purposes that benefit from these features. Bulky goods retailing is not an ideal use of such sites.

In order to accommodate the required large floor areas and car parking, large and relatively flat sites are required. Bulky goods retailing is not typically accommodated in multi-level developments. However, this format is evolving in inner city areas where high demand and a lack of alternative sites offsets the additional costs associated with multi-level development. This is unlikely to be the situation in Bacchus Marsh for the foreseeable future.

In addition to requiring large sites, bulky goods retailers also require high levels of exposure and accessibility. Many bulky goods items are not frequent purchases, for example, some households may only buy a sofa or washing machine every 10 or more years. Consequently, retailers will seek high exposure sites which act as a form of marketing and ensure their store is 'front of mind' when the potential customer is in the position to make a purchase.

Large, flat sites with high levels of exposure that are available for development are difficult to find within town centres. Where these sites do exist, they are often competing with other land uses such as traditional retailing or office uses. This is the situation in Bacchus Marsh as indicated in the following extract from the Retail Strategy:

*"There is limited land available within the Bacchus Marsh Town Centre, and this land should ideally be reserved to be developed for additional 'traditional' retail facilities, which as outlined previously will be required in the future. ...The challenges associated with locating bulky goods/homemaker facilities in the Bacchus Marsh Town Centre include the lack of appropriate vacant sites; existing difficulties with congestion and parking; and **the preference to preserve any significant sites in the town centre for future traditional retail facilities.**" (p56)*

As a consequence, bulky goods retailing often occurs in 'out-of-centre' or 'edge-of-centre' locations, and this is the recommendation regarding the future location of bulky goods retailing in Bacchus Marsh arising from the Retail Strategy.

Successful bulky goods precincts (or centres) are typically anchored by one or more large, national brand bulky goods retailers. These 'anchor' tenants attract customers from a broad region and provide exposure which benefits other bulky goods retailers at that location.

Achieving a critical mass of retailers in any one bulky goods precinct is also important for trading success. In the context of Bacchus Marsh, where no consolidated bulky goods precinct currently exists, it is beneficial to consolidate bulky goods retailing within a single dedicated precinct. This allows for the attraction of multiple retailers in the one location who will benefit from the level of custom each retailer attracts.

1.3 Regional Context

Bacchus Marsh is located in Moorabool Shire, approximately 60km west of the Melbourne CBD. Bacchus Marsh is located in the eastern part of the Shire and is approximately 13km west of Melton.

The nearest major activity centres to Bacchus Marsh are Melton and Watergardens to the east, and Ballarat which is approximately 60km to the west. Each of these centres currently provide a greater range of retail, including bulky goods, than that offered in Bacchus Marsh.

Ballan, also located in the Moorabool Shire, is approximately 20km to the west of Bacchus Marsh, and provides neighbourhood level retail facilities and services.

Bacchus Marsh benefits from its access via the Western Freeway and the Ballarat railway line which run through the town and allows for excellent access to Melbourne and surrounding municipalities.

The region's traditional industry is based around agriculture due to the vast amounts of fertile agricultural land that lie within the Shire. Agriculture remains an integral part of the region's economy which provides spin-offs for other industries. For instance, agriculture acts as a drawcard for tourists to Bacchus Marsh and the surrounding region throughout the year. The annual Strawberry Festival is an example of an event that attracts people to Bacchus Marsh. The need to protect productive agricultural land is reflected in various policies which restrict development in irrigated areas.

Moorabool Shire currently has a population of approximately 32,310 residents, of which approximately 18,600 residents live within Bacchus Marsh and the surrounding areas of Darley and Maddingley.

According to population forecasts prepared by id Consulting, Moorabool's population is forecast to increase by +20,960 residents between 2016 and 2041 (see Table 1.1). The majority (57% of growth in Moorabool) of this growth is forecast to occur in the Bacchus Marsh urban area which is forecast to experience growth of +11,940 residents over this period.

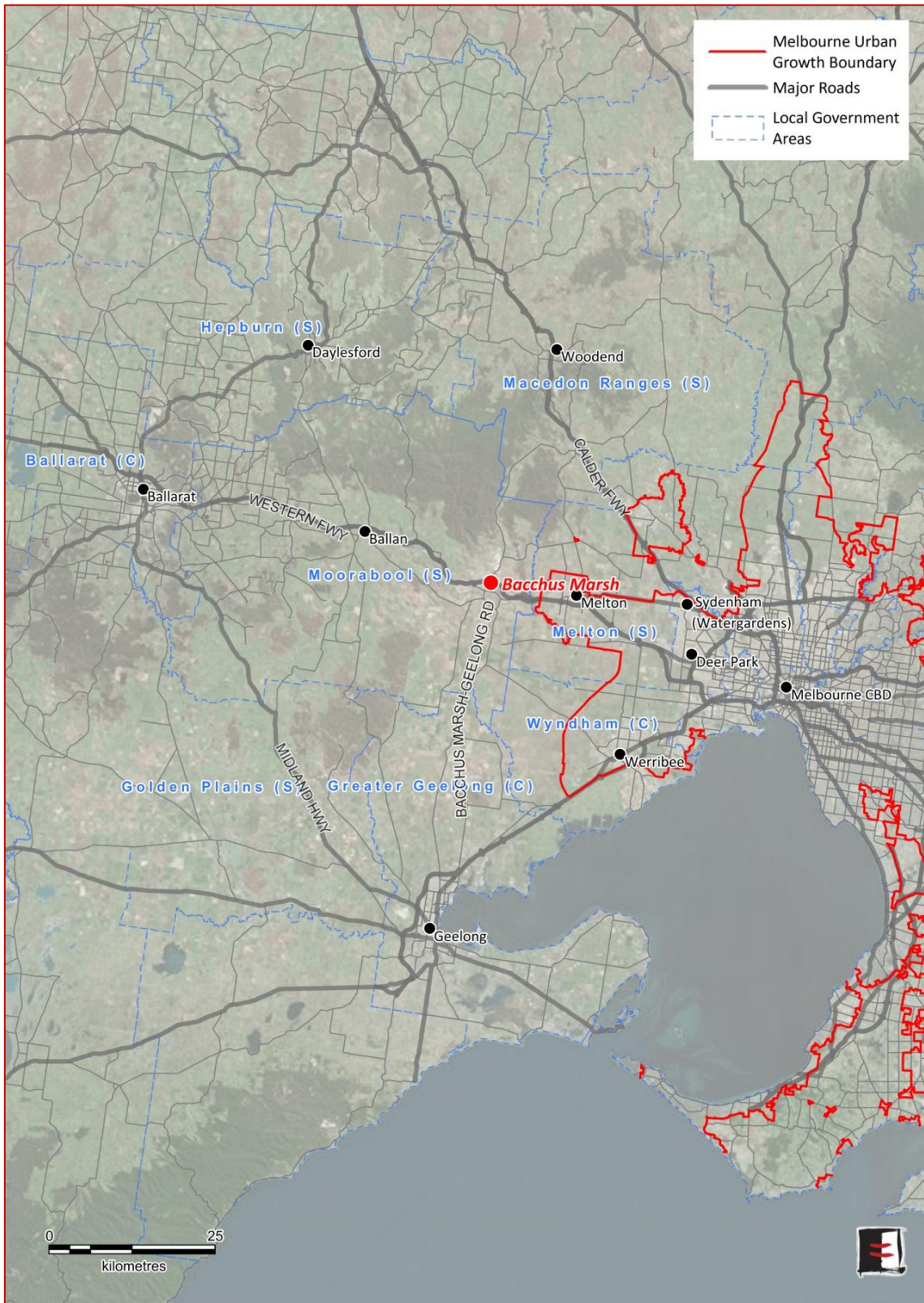
Approximately 99% of population growth in the Bacchus Marsh urban area is forecast to occur south of the Western Freeway in Bacchus Marsh (+5,720 residents) and Maddingley (+6,050 residents).

Table 1.1: Moorabool Shire Population Growth Forecasts, 2016-2041

Area	2011	2016	2021	2031	2041	Population Growth, 2016-2041	% of Total Population Growth
Bacchus Marsh	5,980	6,500	7,720	9,920	12,220	+5,720	27%
Darley	7,440	8,870	9,430	9,250	9,040	+170	1%
Maddingley	2,330	3,210	4,510	7,050	9,260	+6,050	29%
Bacchus Marsh Urban Area	15,750	18,580	21,660	26,220	30,520	11,940	57%
Balance of Moorabool Shire	12,930	13,730	14,800	18,180	22,750	+9,020	43%
Moorabool Shire	28,680	32,310	36,460	44,400	53,270	+20,960	100%

Source: id Consulting

Figure 1.1: Regional Context



Produced by Essential Economics using MapInfo, StreetPro and BingMaps

1.4 Overview of the Bacchus Marsh Township

The population in the Bacchus Marsh township (including Darley and Maddingley) has increased considerably in recent years from 15,750 persons in 2011 to 18,580 in 2016, an increase of +2,830 persons at a rate of 3.4% per annum. The population in the balance of Moorabool increased at a rate of +1.2% per annum over the same period.

Residential growth in the Bacchus Marsh is expected to occur predominantly on the western side of Bacchus Marsh, to the south of the Western Freeway. In part, this is due to heavy industry and agricultural land uses operating in the south and east that require buffers which constrain urban development.

As a result of the strong population growth in recent years, along with anticipated future growth, interest in Bacchus Marsh from bulky goods retailers has eventuated. In 2014, Bunnings expressed an interest in developing a store in Bacchus Marsh. The proposal was ultimately unsuccessful, largely due to community concerns regarding potential impacts on adjoining land uses and traffic. This site was located on Gisborne Road and is referred to later in this assessment as Site 3.

At the time of the Bunnings proposal, Council was not in a position to provide a sound strategic response to bulky goods development proposals. The Retail Strategy (refer Section 2.1) was subsequently prepared and adopted by Council.

An overview of the key land use features of Bacchus Marsh that have been considered in this assessment are shown in Figure 1.2 (refer p8), and include the following:

- Bacchus Marsh Town Centre: Orientated along Main Street, the Bacchus Marsh Town Centre provides the surrounding region with largely convenience based retailing, community and civic services.
- Arterial road and link/collector road network: Due to high levels of exposure required by bulky goods retailers together with truck access, the arterial road and link/collector road network is an important consideration in identifying appropriate locations for bulky goods.

Key components of the arterial road network including the Western Freeway, Bacchus Marsh Road, Main Street, Geelong-Bacchus Marsh Road, Grant Street and Gisborne Road. The Halletts Way extension is currently under-construction. The MSS in the Moorabool Planning Scheme identifies the need for a new north-south arterial road, connecting Gisborne Road to Geelong-Bacchus Marsh Road via the Western Freeway. VicRoads is currently proposing to undertake a road corridor study. The exact location and timing of this future road connection is unknown at this stage.

- Residential growth areas: Largely comprising areas to the west of Bacchus Marsh and south of the Western Freeway. This includes a planned neighbourhood activity centre at Stonehill Estate.
- Maddingley Brown Coal mine: Located in Maddingley to the south of Bacchus Marsh will have implications regarding future urban development in the surrounding area.

- High value agricultural land: Located to the east of the urban area and which is protected from urban development. Includes the Avenue of Honour.
- Industrial areas: Largely located to the south of Bacchus Marsh.

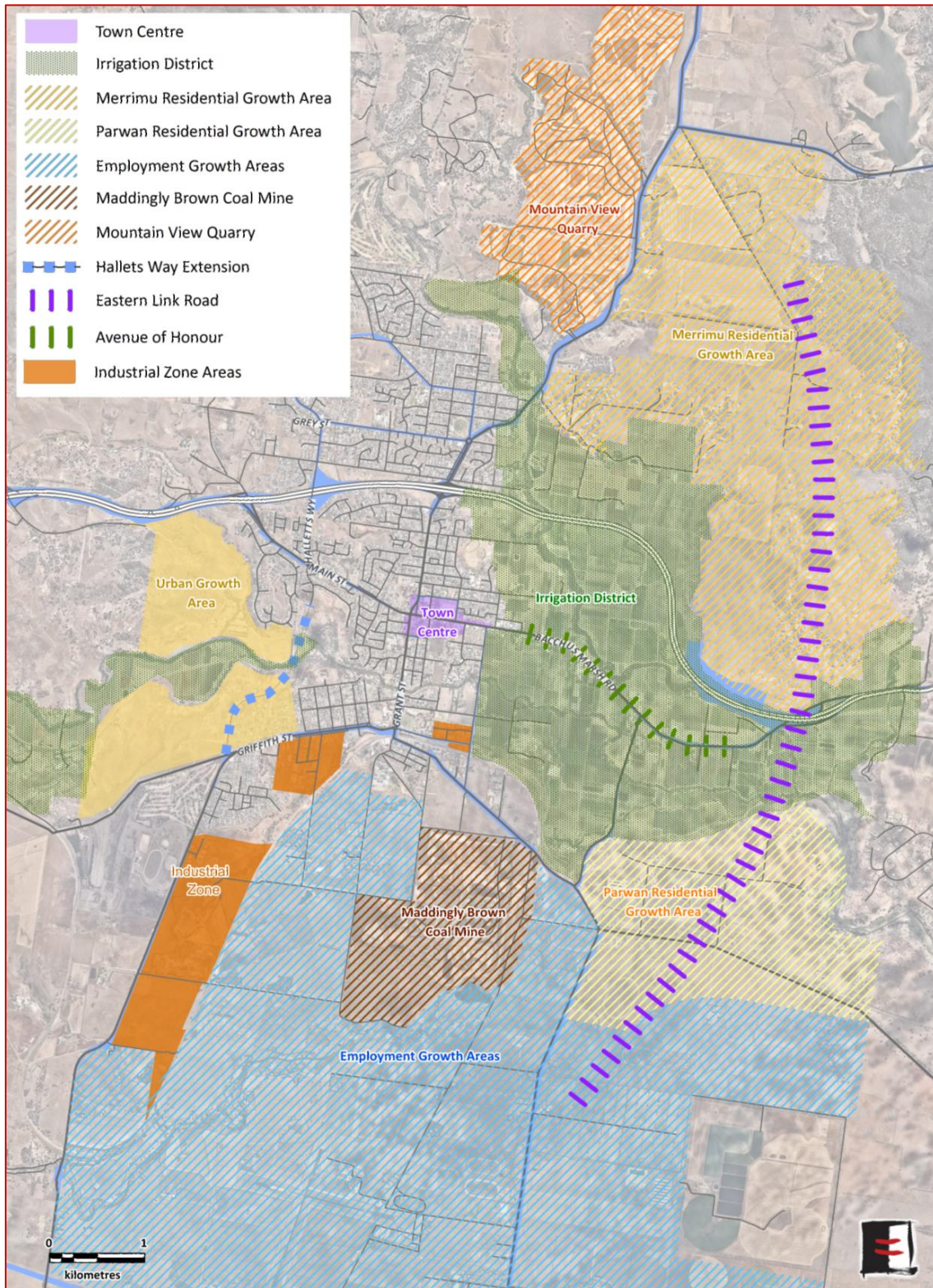
In addition to the above, the Bacchus Marsh Urban Growth Framework is currently being prepared by Council and the VPA which will provide direction for the future growth of the township. An 'indicative' draft of the Urban Growth Framework is provided in Section 2.2. Potential future growth areas have been included in the key land use features map shown in Figure 1.2 (refer p8).

1.5 Implications

Interest in Bacchus Marsh as a bulky goods retail location from major national brand retailers is occurring due to recent and forecast population growth in the region, and a current lack of supply. Council commissioned a Retail Strategy which was subsequently adopted in December 2015.

Arising from the Retail Strategy was the need for a strategic assessment of potential bulky goods retail development sites. This report provides that assessment.

Figure 1.2: Bacchus Marsh Key Land Use Features (including potential future growth areas)



Produced by Essential Economics using MapInfo, StreetPro and NearMap

2 STRATEGIC PLANNING AND POLICY REVIEW

This Chapter provides an overview of the key strategic planning and policy documents relevant to bulky goods retailing in Bacchus Marsh, including an overview of the Retail Strategy.

2.1 Moorabool Retail Strategy 2041

The Retail Strategy 2041 was prepared by MacroPlan Dimasi and adopted by Moorabool Shire Council in December 2015. The document examines the retail sector's role in the broader Moorabool economy and informs the future direction of retailing in Moorabool.

Key Issues identified in Retail Strategy

Key issues affecting the retail landscape within Moorabool which are identified in the Retail Strategy include:

- **High level of escape retail expenditure by residents of Moorabool**, i.e expenditure that is directed to facilities located beyond the municipality.

In particular, more than half of the retail expenditure by the residents of Moorabool is escaping the municipality, and being directed to facilities primarily within Melton and Ballarat. It was noted that the largest retail expenditure escaping the municipality was within the household goods retail spending category (i.e hardware, electrical goods) and which was estimated to be 80% to 85%. Household goods form part of the retail offering that would be provided at a bulky goods centre/precinct.

- **The lack of larger format retail stores in Moorabool, and the potential need for out-of-centre developments.**

The Retail Strategy recognised that creating a bulk goods/homemaker hub, and attracting a number of large format retailers, would contribute significantly to reducing the amount of non-food retail expenditure escaping Moorabool. The Strategy notes that there is a lack of large sites in the Bacchus Marsh Town Centre to accommodate a bulky goods centre, and those potential sites that were identified need to be retained for traditional retail that is suited to a town centre setting. As a result, out-of-centre development of bulky goods within Bacchus Marsh is likely to be required.

- **The need to ensure a broad range of retail facilities is provided in Moorabool which meets the needs of the growing community.**

The Retail Strategy highlights a number of recommended additional retail facilities which could be accommodated within Bacchus Marsh to meet forecast population demand by 2041. Assuming a population of 35,000 people in Bacchus Marsh by 2041, the Retail Strategy forecasts potential for an additional 40,000-45,000m² of retail floorspace (p.v).

- **Support for an out-of-centre bulky goods development.** By 2041, demand for approximately 12,000m² of bulky goods retail floorspace is forecast by the Retail Strategy for both Bacchus Marsh and Ballan. As the regional centre serving Moorabool, Bacchus Marsh is the preferred location for a bulky goods retail centre. Due to the lack of appropriate sites within the Bacchus Marsh town centre, the Retail Strategy recommends:

“that out-of-centre development be permitted in Bacchus Marsh (i.e. outside of the town centre) to facilitate the development of a bulky goods/homemaker centre.” (p104).

The Strategy recommends that such development be located where sites have the following attributes:

- Located on an arterial road and well exposed to passing traffic
- Easily accessible to the surrounding population
- Sufficient size to cluster similar uses
- Relatively flat land
- Sympathetic to surrounding uses, particularly residential uses.

This Strategic Assessment builds on the analysis and key principles for bulky goods retailing identified in the Retail Strategy.

2.2 Draft Bacchus Marsh Urban Growth Framework

The Victorian Planning Authority (VPA) and Moorabool Shire Council are working together to develop the Bacchus Marsh Urban Growth Framework. The Framework is currently under development and will provide high level guidance regarding future major infrastructure, land use, and environment.

Framework plans are now commonly used across Melbourne’s growth areas and are being increasingly used across Victoria to guide the sustainable urban growth of regional centres and urban renewal precincts.

While not formally defined, the relationship between this Bulky Goods Assessment and other plans and strategies is shown indicatively below:

- 1 Regional Growth Plan
- 2 Bacchus Marsh Urban Growth Framework
- 3 Strategy Plans (*including this Bulky Goods Assessment*).

The Bacchus Marsh Urban Growth Framework will be developed in conjunction with Council, key businesses, stakeholders, and the community.

The Bacchus Marsh Urban Growth Framework provides Council with an opportunity to identify a suitable site (or sites) for future investigation of bulky goods retail. In the event that further work is required to substantiate these options, this could also be specified within the framework.

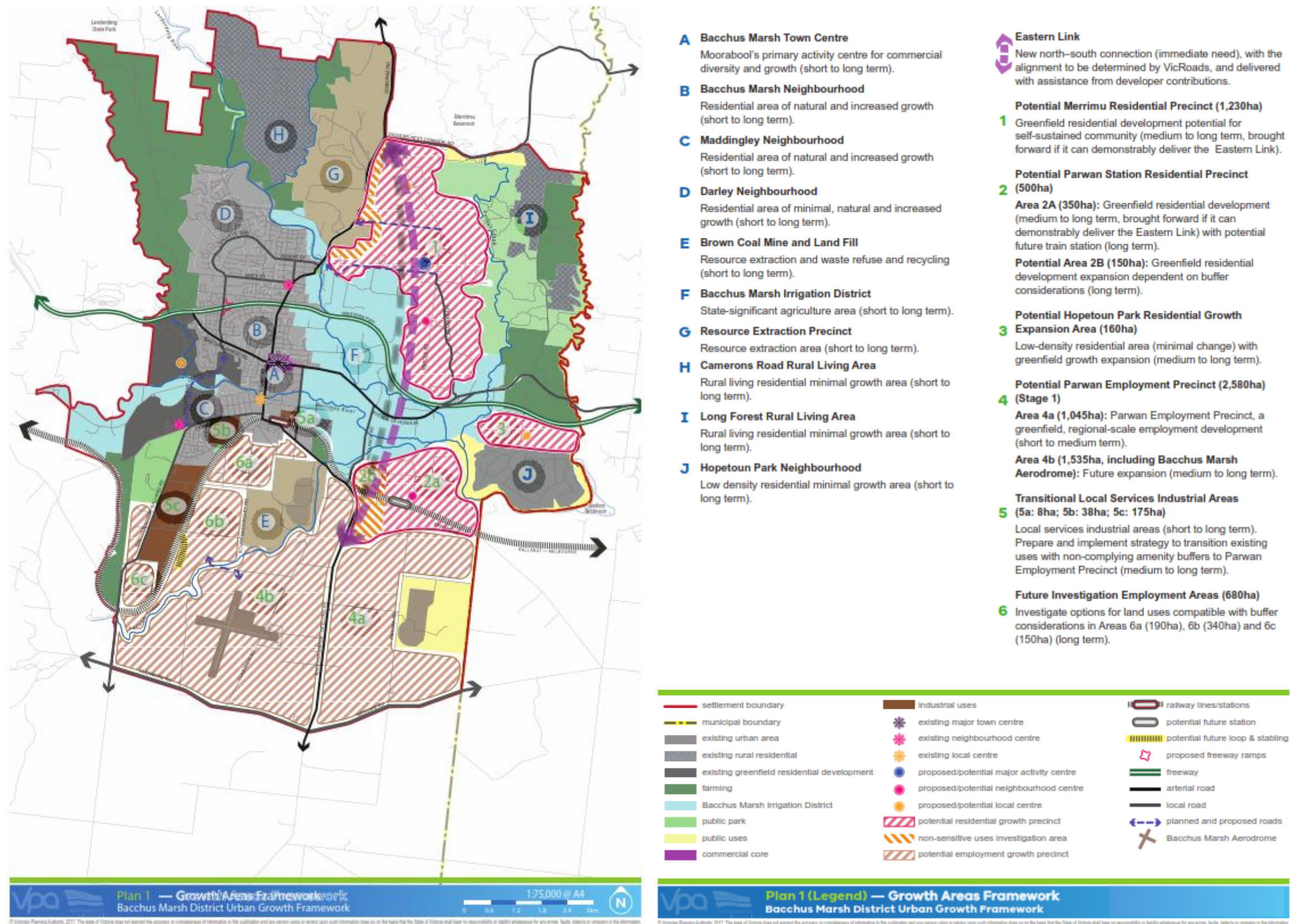
An 'indicative' draft Urban Growth Framework Land Use Plan is provided in Figure 2.1. From a bulky goods retailing perspective, key elements of the land use plan include the following:

- Residential growth areas: As indicated in the Retail Strategy, proximity to residential populations is a key locational feature desired for bulky goods centres. Residential growth areas are identified in the following locations:
 - Maddingley (short to long-term) – refer Area C
 - Merrimu (medium to long-term) – refer Area 1
 - Parwan (medium to long-term) – refer Area 2A and 2B
Area '2B' is dependent on buffer considerations from the Maddingley Brown Coal Mine.
- Maddingley Brown Coal and Land Fill (Area E): As indicated above, the required buffer distance may have implications on urban development in the surrounding areas.
- Bacchus Marsh Irrigation District (refer Area F): Bulky goods retailing will not be permitted within the irrigation district.
- Eastern Link: A future Eastern Link road will connect the future residential growth area of Merrimu to the southern areas of the Bacchus Marsh township.

It is important to acknowledge that the Bacchus Marsh Urban Growth Framework reflects a long-term vision for Bacchus Marsh and the actual timing of development is unknown. In terms of residential growth areas, the *Housing Bacchus Marsh to 2041 Strategy* (July, 2016) states that it is likely a 20-year supply of broadhectare residential land exists in Bacchus Marsh. In this context, it is possible the residential growth areas identified in the draft Urban Growth Framework may eventuate more than 20 years into the future.

Note that the land use plan shown in Figure 2.1 is a draft only.

Figure 2.1: 'Indicative' Draft Bacchus Marsh Urban Growth Framework Plan



2.3 Relevant State and Regional Policy

An overview of the relevant State Planning Policy is provided below.

State Planning Policy Framework (SPPF)

State Planning Policies are contained within the Moorabool Planning Scheme that provides guidance on policies and objectives for future development of the municipality. A number of relevant clauses can be summarised as follows:

Clause 11 (Settlement)

This clause identifies that planning is to anticipate and respond to the needs of existing and future communities through the provision of zoned and serviced land for housing, employment, recreation and open space, commercial and community facilities and infrastructure.

Clause 17 (Economic Development)

Clause 17.01-1 (Business) encourages development which meet the communities' needs for retail, entertainment, office and other commercial services and provides a net community benefit in relation to accessibility, efficient infrastructure use and the aggregation of sustainability of commercial facilities.

Plan Melbourne

Plan Melbourne is a metropolitan planning strategy which guides the future development of metropolitan Melbourne prepared by the Victorian Government in 2014. The strategy identifies Bacchus Marsh as a regional centre for future growth located within the Central Highlands of Victoria.

Central Highlands Regional Growth Plan

The *Central Highlands Regional Growth Plan* (CHRG) provides a long-term approach towards land use planning for the Central Highlands Region, which includes the Shire of Moorabool. The CHRG is one of eight regional growth plans that identifies opportunities and encourages growth over the next 30 years for the Central Highlands towards 2041 and beyond.

The CHRG identifies Bacchus Marsh as one of two regional centres within the Central Highlands Region. Bacchus Marsh is the region's second largest settlement (after Ballarat), and is experiencing considerable growth which is expected to continue over the next 30-year timeframe.

The plan identifies nine key principles and directions which can be summarised follows:

- 1 **Population growth should be planned in sustainable locations throughout the region** by directing growth to existing towns, focussing on urban development which minimises impacts to the surrounding natural environs, and adopting risk management approaches within areas subject to natural hazards.
- 2 **The region's economy should be strengthened so that it is more diversified and resilient** through greater economic self-sufficiency to the region, pursuing economic development opportunities which strengthening the regions, and supporting development and employment within towns designated for population growth.
- 3 **The region should capitalise on its close links with other regions and cities** by locating urban growth identified settlements along key transport corridors, building on and enhancing links to other centres and integrating planning for freight and passenger transport which accord with the land use and growth aspirations of the CHRHP.
- 4 **The development of sustainable and vibrant communities should be supported by enhancing the level of access to key services** through encouraging services, facilities and housing that meet the diverse needs of the community, recognise and manage the variable growth in population and supporting the resilience of small towns.
- 5 **Land use patterns, developments and infrastructure should make the region more self-reliant and sustainable** by supporting the productive use of energy, water, waste materials, agricultural and earth resource assets, capitalizing on opportunities to enhance water supply and energy security, developing local jobs and services within communities and encourage efficient and sustainable forms of residential land.
- 6 **Planning for growth should be integrated with the provision of infrastructure** through encourage efficient use of existing infrastructure, encouraging infrastructure with diversity of benefits and coordinate infrastructure with planning growth.
- 7 **The region's land, soil, water and biodiversity should be managed, protected and enhanced** by protecting and enhancing regionally significant environment assets and capitalizing on opportunities to improve environmental outcomes and supporting economic development.
- 8 **Long-term agricultural productivity should be supported** through the promotion of the agricultural sector as an important regional economic activity, supporting and maintaining the viability and production of agricultural land and encouraging investment within agriculture.
- 9 **The importance of cultural heritage and landscapes as economic and community assets should be recognised** by identifying and protecting significant cultural heritage and landscape assets, and recognising the economic development and liveability benefits, associated with cultural heritage and landscapes in regions.

2.4 Relevant Local Policy

An overview of the relevant Local Planning Policy is provided below.

Local Planning Policy Framework (LPPF)

The Local Planning Policy Framework, contained within the Moorabool Planning Scheme, further provides a number of relevant objectives strategies for the future development of the municipality, and can be summarised as follows:

Clause 21.04 – Economic Development and Employment

There are four key issues and influences to the Shire which include agriculture and horticulture, commerce, industry and local employment.

Clause 21.04-1 notes that the relatively high commuter population results in trade leakage. A centrally-located, consolidated and attractive commercial centre will assist in reducing the amount of trade leakage and enhancing the viability of the commercial centre.

Furthermore, a primary goal is to facilitate economic development that reduces the reliance on employment opportunities outside of the Moorabool Shire.

Clause 21.07 – Bacchus Marsh

Clause 21.07-1 recognises Bacchus Marsh being the largest town in the shire, and is closer to the centre of Melbourne than growth areas within the Melbourne's Urban Growth Boundary (UGB), such as Pakenham.

Whilst the town has been designated as a regional centre, its growth is constrained by topography, and mineral and agricultural/horticultural resources.

As such, Council seeks to address the above issues by managing future growth through urban consolidation, and a co-ordinated and master planned approach towards developing areas in and around Bacchus Marsh.

Housing Bacchus Marsh to 2041

Housing Bacchus Marsh to 2041 has been adopted by Council.

The housing strategy recognises the continual growth of Bacchus Marsh which will come under pressure to accommodate a greater share of the State's projected population growth. In particular, Bacchus Marsh will house those who seek a distinct country lifestyle coupled with the presence of established commercial, business, industry and community infrastructure.

Moorabool Shire Economic Development Strategy 2015

The Moorabool Shire Economic Development Strategy 2015 was prepared by Geografia and adopted by Council in December 2015. The strategy provides an overview of the Moorabool economy, an economic analysis of the results of consultation with relevant industries, and provides modelling of future growth scenarios for the Shire.

Of relevance, the strategy recognises that having a strong economy, comprising a variety of local jobs, healthy business and inward investment reinforces the liveability of the Shire.

Moorabool Industrial Areas Strategy

The Moorabool Industrial Areas Strategy 2015, prepared by SGS Economics and Planning and adopted by Council in December 2015, is a review and forecast of the supply and demand of industrial land within the municipality.

The study found that while a sufficient supply of industrial land exists to accommodate demand for industrial land to 2051, some precincts are significantly impacted by residential encroachment, particularly industrial areas planned to accommodate 'heavy' industry.

In order to reach its economic potential and attract significant levels of new industrial investment, the strategy recommends that Moorabool Shire should identify alternative locations to accommodate heavy industry.

2.5 Implications

The Retail Strategy was adopted by Council in December 2015 and provided recommendations regarding the need to identify an out-of-centre location for bulky goods/homemaker retailing, which forms the basis for this assessment.

Council and VPA are also currently preparing the draft Bacchus Marsh Urban Growth Framework. An opportunity exists for this assessment to feed into the development of the Urban Growth Framework, by identifying appropriate sites as 'bulky goods investigation areas'. The Urban Growth Framework will undergo public consultation in the near future.

3 CONSIDERATIONS FOR BULKY GOODS RETAILING

An overview of some key considerations for bulky goods retailing in Bacchus Marsh is provided in this Chapter, including a description of the evolution of bulky goods retailing in Australia, identification of the key demand drivers and the role Council can perform in attracting bulky goods retailing to their jurisdictions.

3.1 The Evolution of Bulky Goods Retailing in Australia

Bulky goods, homemaker or large-format retailing has long been an established component of the Australian retail sector. The sector traces back to the 1970's when the development of stand-alone bulky goods stores emerged, such as large furniture stores. These stores operated from low cost locations, a necessity due to the low profit margin operating model. This low-cost, low-margin operating model remains the mainstay for many bulky goods retailers today.

It wasn't until the 1990's that the introduction of 'super stores' began to significantly influence the Australian retail market. This included the introduction of large format hardware stores (namely Bunnings Warehouse), large format furniture (eg. IKEA), large format electrical and household goods (eg. Harvey Norman) and leisure/recreation stores (eg. Barbeques Galore).

During the 1990's and 2000's, the development of dedicated bulky goods retail centres and precincts continued to evolve, the majority of which contained a so called 'super store' as an anchor tenant. The expansion of the store networks of the like of Bunnings, Anaconda, Harvey Norman and Spotlight served as strong anchor tenants for homemaker centres or precincts.

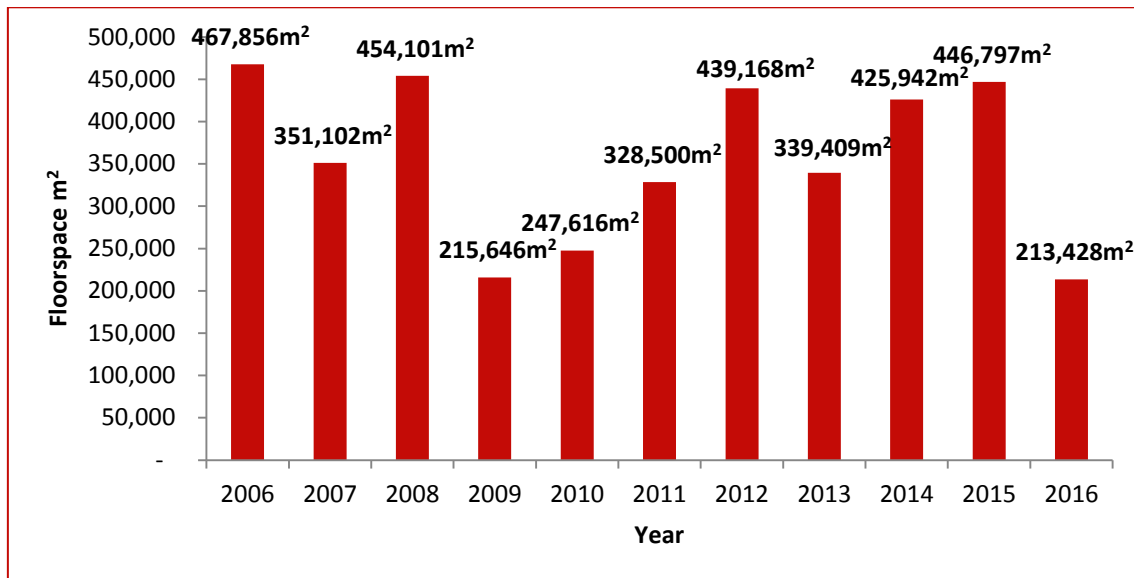
These homemaker centres allowed the co-location of large format furniture, hardware, electrical and recreation stores within a single location and have proved a very popular format of retailing with the Australia public.

Typically, bulky goods or homemaker centres (or precincts) were located in out-of-centre locations as the extent of land required for such development was not available within the existing urban fabric of many Australian town centres. This is certainly the situation in Bacchus Marsh, where the historic development of the Bacchus Marsh town centre has left limited opportunities for such land intensive uses.

After the rapid expansion of homemaker centres throughout the 2000's and early 2010's, the development of homemaker centres has slowed somewhat. Nevertheless, developers and retailers are still seeking opportunities in markets where both population growth and a lack of existing competition exists. This is the situation in Bacchus Marsh and is reflected by developer and bulky goods retailer interest in the town.

Recent trends in the addition of new large format retail supply is shown in Figure 3.1, illustrating a recent slowdown in the large format retail development has occurred in 2016.

Table 3.1: National Large Format Retail Supply Additions, 2006-2016



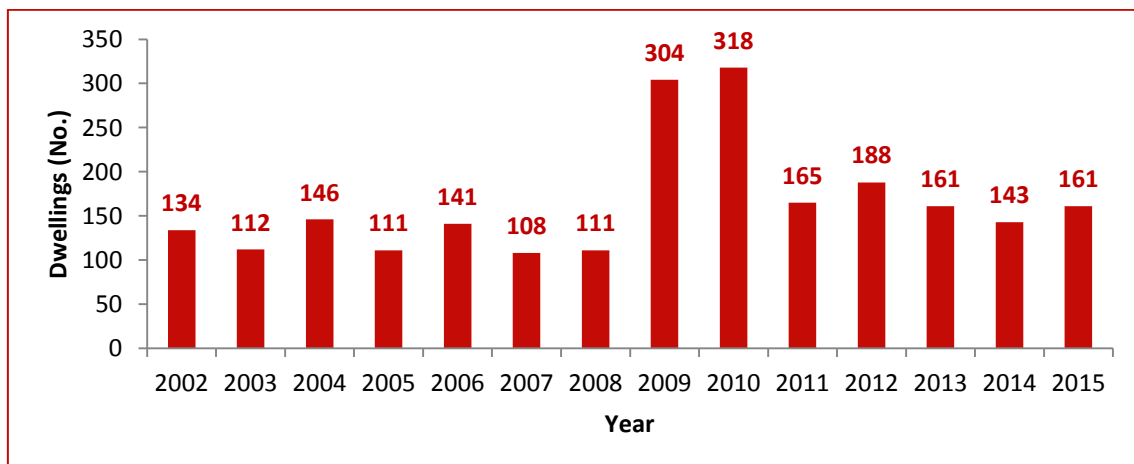
Source: CBRE

3.2 Drivers of Demand for Bulky Goods Retailing

Population growth and new housing construction are the two main drivers of demand for bulky goods retailing. As shown earlier, Bacchus Marsh is forecast to experience strong population growth over the coming decades, largely driven by residential growth in the southern parts of Bacchus Marsh and in Maddingley.

The recent trends in new dwelling building approvals in the Bacchus Marsh urban area, including Darley and Maddingley and shown in Figure 3.2.

Figure 3.2: New Dwelling Building Approval in Bacchus Marsh Urban Area, 2002-2015



Source: ABS, Building Approvals by SA1, April 2016

Population growth and new housing construction are two of the major drivers of demand for bulky goods development; however, bulky goods retail development is unlikely to eventuate if appropriately located and zoned land is not available.

3.3 The Role Council can Perform in Supporting Bulky Goods Retail Development

Council can be proactive in the development of bulky goods retailing within Moorabool Shire, and this is encouraged in order to facilitate economic growth and job creation. The implications of bulky goods retail development in Bacchus Marsh on local employment is discussed in Section 4.4.

The key role Council can perform is to ensure that an appropriately located and zoned site(s) is available for any new bulky goods retailers seeking to establish within the municipality. In this process, selection of high-quality sites is particularly important.

Along with ensuring a site conforms with a variety of planning and urban design requirements, it must also be commercially viable from an operators perspective.

A poorly located site will simply not attract bulky goods retailers, and will therefore not serve its intended role as a bulky goods location. The principles guiding the identification of bulky goods sites are provided later in this assessment.

In addition to providing appropriately zoned and located land, Council can also actively engage with the development and retail sector to raise awareness of the opportunities for bulky goods retailing in the municipality.

3.4 Ancillary Uses to Bulky Goods Retailing

In addition to bulky goods retailing (eg. furniture, hardware, electrical and homewares, leisure, outdoor furniture, etc), a variety of 'non-retail' uses will typically co-locate within or adjoining bulky goods centres/precincts. These uses also seek large sites with high levels of exposure and which may include, among others, the following:

- Trade supplies (eg. plumbing, lighting, timber supplies)
- Car, motorbike, boat and caravan sales
- Agricultural machinery sales and servicing
- Equipment hire
- Garden centres.

It is prudent to allow for demand for such uses when planning for bulky goods centres/precincts. For the purpose of this assessment it is assumed that demand for non-retail merchandise and from businesses accounts for approximately 20% of total floorspace demand.

3.5 Comparative Analysis of Other Regional Centres

A comparison of the major bulky goods retailers located in other regional towns situated within a similar context to that of Bacchus Marsh is shown in Table 3.1.

Bacchus Marsh does not have a supply of appropriately zoned land for bulky goods retailers, and hence, does not have a strong representation of national brand large format stores. At present, Home Hardware, PETstock and SuperCheap Auto are the major bulky goods retailers in Bacchus Marsh.

Traralgon, Horsham and Warrnambool all provide different configurations of land suitable for bulky goods retailing and have been able to attract major retailers such as Bunnings, Harvey Norman, Spotlight, BCF, Officeworks, etc.

Table 3.1: Comparison with Other Regional Towns

Town	Bacchus Marsh	Traralgon	Horsham	Warrnambool
Population, 2016 ¹	20,450	27,020	16,610	33,950
Population 2031 ¹	32,450	31,980	18,760	38,710
Major Retailers	Home Timber & Hardware, PETstock, SuperCheap Auto	Supercheap Auto, Bunnings, Spotlight, Officeworks, Harvey Norman, Fantastic Furniture, BCF	Bunnings, Harvey Norman, PETstock, Supercheap Auto.	Bunnings, BCF, Fantastic Furniture, PETstock, Harvey Norman, Spotlight,
Bulky goods precinct type	No dedicated bulky goods precinct	Out-of-centre bulky goods precinct	Strip-based bulky goods precinct on the edge of town; some retailers are located within the town centre	Out-of-centre homemaker precinct
Indicative Bulky Goods Floorspace	2,300m ²	40,000m ²	17,000m ²	35,000m ²

Source: DELWP, Victoria in Future, 2016; Essential Economics

Note: ¹ Population refers to the Victoria in Future Small Areas

3.6 Implications

Bulky goods retailing is now an established format of retailing that is expected to continue to evolve into the future. While the sector is well-established, retailers are seeking opportunities where population growth is strong and lack of supply is present.

The key role of Council in attracting bulky goods retailing is to provide an adequate supply of appropriately located and zoned land for bulky goods retailing and associated uses.

4 BULKY GOODS RETAILING IN BACCHUS MARSH

The Chapter provides an analysis of the forecast demand for bulky goods retailing, building upon the analysis presented in the Retail Strategy. In addition, the future requirements for land to accommodate forecast bulky goods floorspace is also provided.

4.1 Bulky Goods Retailing in Bacchus Marsh and Competition

Bulky Goods Retailing in Bacchus Marsh

According to the Retail Strategy, only 2,300m² of bulky goods retail floorspace is currently located in Bacchus Marsh. The largest bulky goods retailer is Wilsons Home Timber & Hardware of approximately 1,500m² located on South Maddingley Road to the south of the Bacchus Marsh Town Centre.

Key Competing Bulky Goods Centres/Precinct

Having regard for the limited supply of bulky goods type retailing in Bacchus Marsh, the majority of spending on bulky goods type merchandise escapes to other centres. This is reflected in the Retail Strategy which found that 80-85% of household goods spending escapes the municipality.

Key competing bulky goods locations include the following:

- Melton: Located approximately 13 kilometres east of the Bacchus Marsh town centre. Melton does not have a major bulky goods centre, although it does possess a Bunnings Warehouse in the vicinity of the Woodgrove Shopping Centre. Supercheap Auto, PETStock and a Home Timber and Hardware are also located in Melton.
- Ballarat: Ballarat is located approximately 60 kilometres west of Bacchus Marsh and offers a wide range of bulky goods/homemaker retailers. Ballarat is particularly important as a retail location for people living in the western parts of Moorabool Shire.

The regional city of Ballarat has several different bulky goods retail precincts. The largest is located in the suburb of Wendouree, opposite Stockland Wendouree, and has around 15 tenants. Major tenants include Spotlight, Fantastic Furniture, Super Amart and Supercheap Auto.

Ballarat also contains a Bunnings Warehouse, Mitre 10, Officeworks, Ray's Outdoors, Barbeques Galore, Forty Winks and various other bulky goods retailers.

- Watergardens: Watergardens homemaker centre is approximately a half-hour drive to the east of Bacchus Marsh and major bulky goods retailers include Bunnings, Officeworks, Harvey Norman, Nick Scali, Godfrey, Forty Winks, Snooze, Beacon Lighting, Barbeques Galore and Supercheap Auto.

In addition to the above, residents in Bacchus Marsh would also frequent other homemaker centres located in the western region of Melbourne.

4.2 Forecast Demand for Bulky Goods Retail Floorspace

An assessment of the indicative demand for bulky goods retail floorspace in Bacchus Marsh was undertaken in the Retail Strategy, which found that potential exists for an approximately an additional +12,000m² of bulky goods floorspace by 2041. At the time of preparing the Retail Strategy, a supply of approximately 2,300m² of bulky goods floorspace was operating.

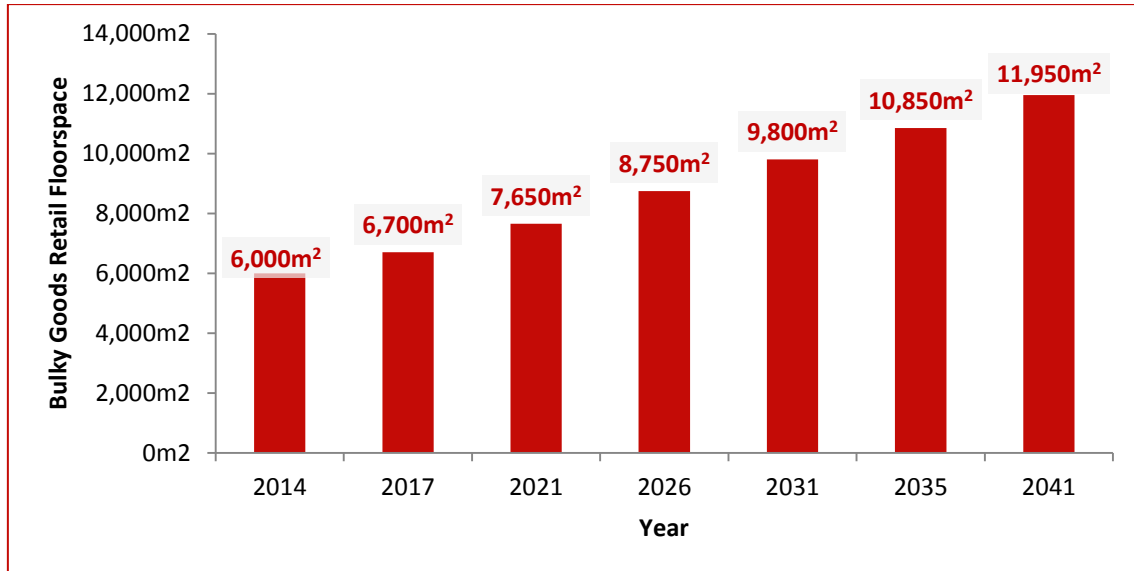
The forecasts in the Retail Strategy take into consideration the following:

- Forecast population in the Bacchus Marsh and Central (Ballan) regions as follows:
 - Bacchus Marsh region: 35,870 persons in 2041
 - Central (Ballan) region: 11,590 persons in 2041
- Demand for bulky goods floorspace by residents in the western portion of Moorabool Shire will be met by bulky goods retailers in Ballarat.
- An indicative demand of 0.6m² of bulky goods floorspace per capita, resulting in total demand for approximately 28,500m² of bulky goods floorspace.
- An assumption that around half of the demand for bulky goods floorspace by residents in Moorabool Shire (excluding those in the western region) could be met by facilities in Moorabool. This equates to approximately 14,250m².
- Bacchus Marsh, as the major centre serving the region, is preferred over Ballan as a location for bulky goods retailing.
- Having regard for the existing supply of 2,300m², demand for additional bulky goods floorspace equates to approximately +12,000m².

Having regard for a review of the analysis, assumptions and latest population forecasts prepared by id Consulting for Moorabool Shire, it is reasonable to expect demand from Bacchus Marsh and Central (Ballan) residents for approximately an additional +12,000m² of bulky goods retail floorspace in Bacchus Marsh could eventuate by 2041.

Figure 4.1 summarises the demand for bulky goods floorspace in Bacchus Marsh from residents in the Bacchus Marsh and Central (Ballan) regions.

Figure 4.1: Demand for Additional Bulky Goods Retail Floorspace from Residents, 2014-2041



Source: MacroPlan Dimasi, *Moorabool Retail Strategy – 2041*, 2016

4.3 Land Requirements for Bulky Goods Centre or Precinct

The analysis shown in Section 4.2 refers to the demand for bulky goods floorspace by Moorabool residents. However, demand for land required to accommodate bulky goods retailing also needs to take into consideration the following.

Demand from residents who live beyond the Bacchus Marsh and Ballan Regions

This may include people passing through Bacchus Marsh, visitors or people who work in the region but reside elsewhere. For the purpose of this assessment, it would be reasonable to assume that approximately 10% of the demand for bulky goods floorspace in Bacchus Marsh may be derived from residents who live beyond Bacchus Marsh and Ballan regions.

Demand for 'non-retail' merchandise and from businesses/trades

The Retail Strategy defines 'retail' in accordance with the ABS definition, which includes some products that may be sold at bulky goods retailers but not classified as 'retail'. For instance, auto-parts and garden supplies are not classified as retail but can be stocked in some bulky goods stores.

It is also common for businesses (e.g. trade-related businesses) to make purchasers from bulky goods retailers, and these are not accounted for in the forecast of demand for bulky goods floorspace. For instance, a significant share of turnover for hardware stores can be derived from trade-related businesses.

Furthermore, as identified earlier, many ancillary uses such as car sales, agriculture machinery, plumbing supplies often locate within or adjoining bulky goods centres/precincts.

For the purpose of this assessment it is assumed that demand for non-retail merchandise and from businesses accounts for approximately 20% of total floorspace demand.

Land Area Requirements

A review of bulky goods/homemaker centres accommodating 10,000m² to 20,000m² (in broad terms) throughout Victoria has been undertaken. This review is shown in Table 4.1 and indicates site coverage for bulky goods centres ranges from as low as 35% and up to 50%. Site coverage varies from site to site and depends on a variety of factors including topography, site constraints, car parking ratios, etc.

The average site coverage of those centres surveyed was 41%.

Table 4.1: Site Coverage of Selected Homemaker Centres

Centre (location)	Floorspace	Site Area	Site Coverage
Axis Lifestyle Centre, South Morang	16,750m ²	3.8ha	44%
Bunning Centre Bayswater, Bayswater	17,670m ²	4.1ha	43%
Bunnings Centre Pakenham	14,870m ²	4.0ha	37%
Chirnside Homemaker Centre, Chirnside Park	13,750m ²	3.8ha	36%
Geelong Gate Homemaker Centre, Corio	21,310m ²	4.9ha	43%
Harvey Norman Centre, Warrnambool	11,230m ²	3.2ha	35%
Home Central, Shepparton	13,660m ²	3.5ha	39%
Homemaker City, Maribyrnong	21,300m ²	4.8ha	45%
Wendouree Homemaker Centre, Wendouree	18,610m ²	3.8ha	49%
Thomastown Homemaker Centre, Thomastown	16,510m ²	4.2ha	39%
Total of above centres	165,660m²	40.2ha	41%

Source: Property Council of Australia, Shopping Centre Directory, 2015; Essential Economics

Having regard for the above, it is assumed for the purpose of this assessment that, any future bulky goods centre/precinct in Bacchus Marsh will have a site coverage of 35-40%.

On this basis, approximately 3.5ha to 4.0ha of land is required to accommodate demand for bulky goods retailing and associated land uses in Bacchus Marsh by 2031. In the longer-term, a requirement in the order of 4.2ha to 4.7ha is required by 2041.

Table 4.2 summarises this analysis.

Table 4.2: Bulky Goods Retail Land Area Requirements, 2021-2041

Category	2021	2031	2041
Estimated demand from Bacchus Marsh and Ballan	7,650m ²	9,800m ²	11,950m ²
Plus demand from beyond the region @10%	850m ²	1,100m ²	1,350m ²
Total demand for bulky goods retail floorspace	8,500m²	10,900m²	13,300m²
Plus demand for 'non-retail' uses @20%	2,100m ²	2,700m ²	3,300m ²
Total floorspace requirements	10,600m²	13,600m²	16,600m²
Land area requirements (assuming 35-40% site coverage)	2.7-3.0ha	3.4-3.9ha	4.2-4.7ha

Source: MacroPlan Dimasi; Essential Economics

4.4 Implications for Local Economic Development and Employment

As shown in Chapter 1, Moorabool Shire is forecast to experience significant population growth over the next 25 years or so. An additional 21,000 persons are forecast to reside in Moorabool Shire between 2016 and 2041, including 12,000 persons in the Bacchus Marsh Urban Area. Along with population growth comes an increasing expectation on the level of services to be provided within a township, including bulky goods retailing, and the need to provide local employment opportunities.

The Bacchus Marsh Region has traditionally had a low unemployment rate and is currently estimated at 4.0% by the Department of Employment, this compares to an average of 6.4% for Moorabool Shire (Department of Employment, *Small Area Labour Markets*, September 2016 Quarter).

However, many residents commute beyond the municipality for work and this has an impact on the local economy and community, as indicated in the following extract from the *Moorabool Shire Economic Development Strategy* (Geographia Pty Ltd, 2015):

“Although high-levels of commuting are common to most peri-urban areas, Moorabool’s rate of outward commuting is particularly high. Every day, two-thirds of our working residents leave the Shire for work. Outward commuting rates continue to increase as population grows and integrates with the western Melbourne economy.

High levels of commuting create negative impacts for the Moorabool community. These include \$20 million in annual transport costs, lost retail expenditure, less time with family, and less time to participate in community life and build local social capital. While there are benefits associated with outward commuting (access to a variety of employment and higher wages), more local jobs, filled by local residents will underpin the sustainability of our growing community” (p.5)

Accordingly, one of the core economic objectives identified in the Economic Development Strategy is to create new jobs, for local people.

Currently, Moorabool Shire accommodates 0.47 local jobs for each local worker and the Economic Development Strategy sets a 'target' of 0.52 local jobs per local worker by 2041 (Moorabool Economic Development Strategy, Table 1 on page 7). Furthermore, based on ABS Census 2011 data, the retail trade industry in Moorabool Shire currently supports 0.57 jobs per local worker. There is clearly an opportunity to provide more local retail jobs for local residents.

Between 2011 and 2041, Moorabool Shire is forecast to experience employment growth of approximately 2,000 to 4,500 jobs (Moorabool Economic Development Strategy, Figure 4 on page 7).

Providing an opportunity for bulky goods retailing in Bacchus Marsh will contribute to providing local jobs for local residents. The nature of retailing predisposes the industry to employing a greater share of local residents compared to other industries. For instance, retailing is a population serving industry and is dispersed widely throughout communities; this compares to say, the finance industry, where many jobs are provided in CBDs.

A bulky goods centre of approximately 16,600m² in Bacchus Marsh has the potential to provide more than 200 jobs, many of which would be filled by local residents. This level of employment accounts for 5-10% of the forecast employment growth between 2011 and 2041 identified in the Economic Development Strategy.

Therefore, fostering the development of bulky goods retailing in Bacchus Marsh is considered to be very important if Moorabool Shire is to meet the targets identified in the Moorabool Economic Development Strategy.

4.5 Implications

Approximately 3.5ha to 4.0ha of land is required to accommodate forecast demand for bulky goods retailing (as identified in the Retail Strategy) and associated land uses by 2031. In the longer-term, a requirement in the order of 4.2ha to 4.7ha is required by 2041. This extent of land is taken into consideration in the assessment of potential bulky goods sites presented in the following Chapter.

5 BULKY GOODS SITE ASSESSMENTS

The identification and assessment of potential sites for bulky goods retail development is presented in this Chapter.

5.1 Key Locational Principles for Bulky Goods Retail Locations

The key locational principles applied in the assessment of potential bulky goods retail locations in Bacchus Marsh are outlined below:

1 Located on an arterial road, highly visible and well exposed to passing traffic

Future bulky goods locations in Bacchus Marsh need to be located on an arterial road and/or a collector road with high levels of traffic and appropriate access for trucks. High levels of visibility to passing traffic is an essential feature of successful bulky goods/homemaker centres/precincts. For the purpose of this assessment, potential sites are required to be located on roads zoned RDZ1 or RDZ2 in the Moorabool Planning Scheme. These roads are shown in Figure 5.1.

2 Easily accessible for local residents, as well as residents in the broader region

A successful bulky goods location in Bacchus Marsh will need to be easily accessible to catchment residents, in particular residents in Bacchus Marsh, Ballan and the surrounding areas. To this extent, it should be noted that a large proportion of future population growth in Bacchus Marsh is forecast to occur south of the Western Freeway.

The future residential areas identified in the indicative draft Bacchus Marsh Urban Growth Framework (refer Figure 2.1) are also considered in this assessment.

3 Sufficient sized site to accommodate bulky goods retailing and other similar uses

It is preferable that future bulky goods and associated uses are situated within the same location, rather than being dispersed throughout different sites in Bacchus Marsh. A consolidated site will enable a critical mass of bulky goods retailers to co-locate and create a centre/precinct that provides a choice of retailers attracting a greater number of customers.

The Bacchus Marsh Urban Growth Framework provides a long-term planning framework for Bacchus Marsh. In this context and as indicated in Chapter 4, approximately 4.2ha to 4.7ha of land is required to accommodate demand for bulky goods retailing and associated land uses by 2041.

4 A relatively flat site

Bulky goods retailers require large, relatively flat sites in order to accommodate large buildings and accommodate the required car parking. Flat sites also reduce development costs.

5 Sympathetic to surrounding uses

As stated in the Retail Strategy (p. 104), planning for bulky goods retailing needs to be sympathetic to surrounding uses, including residential uses. Adequate separation from sensitive land uses reduces the likelihood of land use conflicts. Likewise, separation from land uses with adverse amenity outcomes should be ensured. This may include separation from certain types of industry.

The above principles take into consideration information contained in the Retail Strategy (p.104) on the key site attributes for out-of-centre development.

5.2 Other Considerations for Bulky Goods Retail Locations

In addition to the key locational principles for bulky goods retailing described above, a variety of other factors also need to be considered when assessing the appropriateness of various locations for bulky goods retailing. The assessment of potential bulky goods sites also has regard for a variety of other considerations, such as those identified in Figure 5.1 and which include:

- Obvious known constraints, such as land approved for development of an alternative use.
- The ease upon which the site can be serviced by utilities.
- Planning and design considerations such as the implications bulky goods development may have in entrances to the town, potential conflicts with adjoining uses, existing land use zones and overlays, traffic, etc. For instance, is bulky goods retailing permissible under the existing zone? Does the site or adjoining sites contain any known heritage or environment values?
- The availability and potential timing of sites for development. For instance, some sites may be vacant and available for development in the near-term; others may require the relocation of existing land uses and are a longer-term proposition.
- Has the site been identified for alternative uses by Council? Consideration has also been given to the long-term land use vision for Bacchus Marsh as identified in the draft Bacchus Marsh Urban Growth Framework (refer Figure 2.1).
- Commercial preferences for sites has also been considered. If a site is not considered to be 'commercially attractive' for a bulky goods operator, then it is unlikely to attract interest from retailers.
- The ability for sites to accommodate appropriate access for large vehicles, including B-double trucks.

Figure 5.1: Other Considerations for Bulky Goods Locations in Bacchus Marsh



Source: Essential Economics

5.3 Bulky Goods Site Assessment Framework

The process for assessing potential bulky goods locations in Bacchus Marsh consisted of the following:

- 1 Desk-top review: A desk-top review of all potential sites was undertaken using GIS information including aerial photography, property cadastre, land use zones, etc. The desk-top review identified various sites that meet the all five of the key locational principles (refer Section 5.1) and those that meet the majority of principles.
- 2 Field visit and workshop: This assessment involved a detailed review of each identified site and was informed by a field visits undertaken by Essential Economics, Meinhardt and Moorabool Shire Council, including officers from the following departments:
 - Strategic & Sustainable Development (including Economic Development)

- Statutory Planning
- Engineering Services.

The field visit and workshop assisted in identifying any potential constraints or issues associated with each site.

- 3 Detailed site assessments and identification of preferred sites for the purpose of long-term planning: A detailed assessment of the issues and opportunities of the sites that met all key locational principles was undertaken. Based on these assessments, preferred sites for bulky good retailing in the longer-term were identified.
- 4 Review of the implications of planning for the long-term: While the identified preferred sites are appropriate for the long-term planning of Bacchus Marsh, a review of other potential sites that may meet demand for bulky goods retailing in the short to medium-term was also undertaken. This review considered the positive and negative attributes of sites that met the majority of the key locational principles.

In addition to the above, discussions were held with the following retailers regarding their future intentions in Bacchus Marsh and their views on various sites:

- Wilson's Home Timber and Hardware: who were identified as a key stakeholder due to their long history in Bacchus Marsh
- Bunnings Warehouse: who are actively seeking a site in Bacchus Marsh at present.

5.4 Assessment of Bulky Goods Sites for the Purpose of Long-term Planning

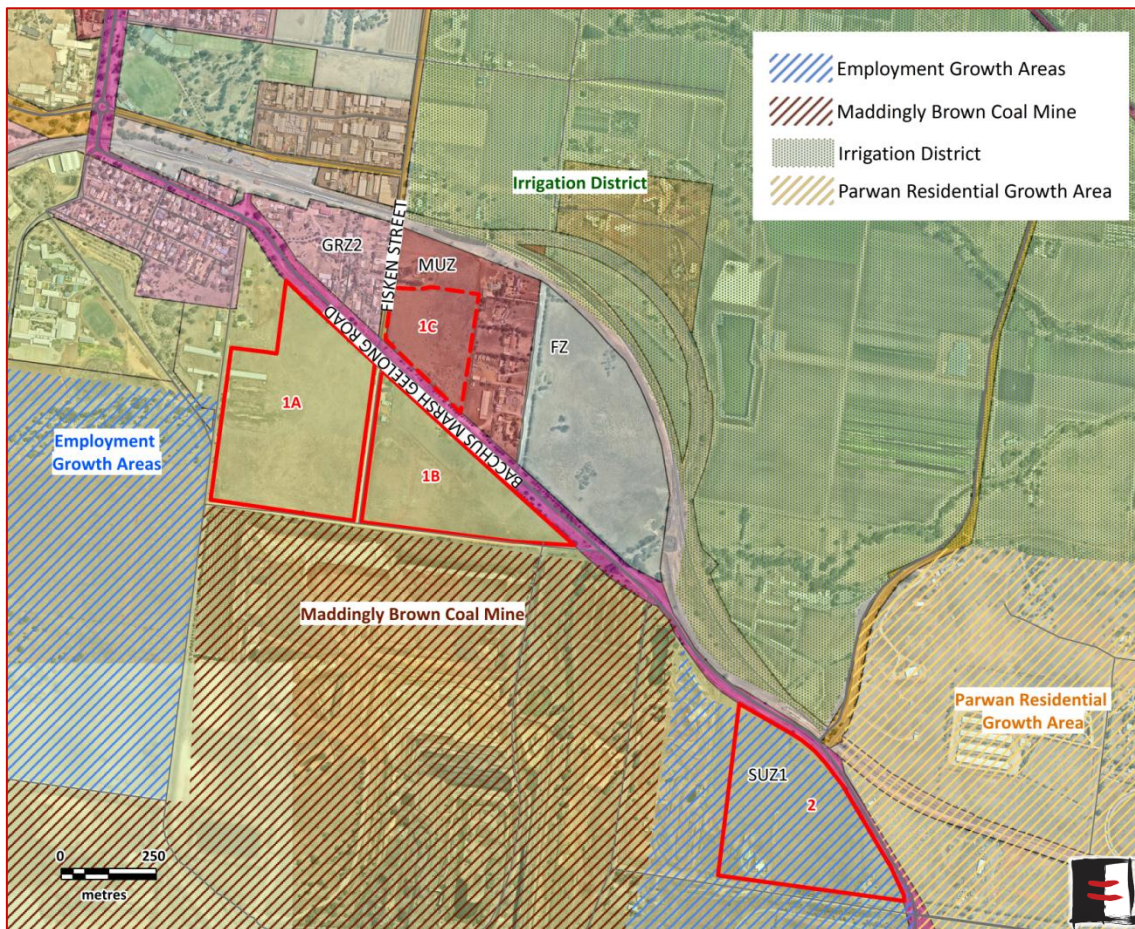
The following two sites met, to some degree, all of the key locational principles. Both of these sites are located to the south of the urban areas of Bacchus Marsh in the suburb of Maddingley:

- **Site 1 (Geelong-Bacchus Marsh Road/Fisken Street Intersection, Maddingley):**
Comprising three separate land parcels located to the north-east and south-west of Geelong-Bacchus Marsh Road in Maddingley. Each of the individual parcels of land are sufficient in size to accommodate the long-term demand for bulky goods retailing.
- **Site 2 (Geelong-Bacchus Marsh Road/Woolpack Road Intersection, Maddingley):**
Located to the south of Geelong-Bacchus Marsh Road in Maddingley, opposite the intersection with Woolpack Road.

Site 1 and Site 2 are the only sites that were considered to be large enough (i.e. 4.2ha to 4.7ha) to accommodate forecast demand to 2041.

The above sites are shown in Figure 5.2 and a detailed assessment of each site is provided below.

Figure 5.2: Potential Bulky Goods Sites – Long-term



Produced by Essential Economics using MapInfo, StreetPro and Nearmap

Site 1: Geelong-Bacchus Marsh Road/Fisken Street Intersection, Maddingley

Site 1 comprises the following three sub-sites, all of which are of sufficient size to accommodate the long-term demand for bulky goods retailing and associated uses:

- Site 1A (11 East Maddingley Road, Maddingley): Located to the south of Geelong - Bacchus Marsh Road. Site 1A is approximately 18.2ha in size. Site 1A is in the Special Use 1 Zone – Coal Mining (SUZ1); however, it lies beyond the mining license area for the Maddingley Brown Coal Mine.
- Site 1B (51 Geelong-Bacchus Marsh Rd, Maddingley and the adjoining property to the east): Located to the immediate east of Site 1A. Site 1B is approximately 11.6ha in size. Site 1B is also located within the Special Use 1 Zone – Coal Mining (SUZ1); however, it lies beyond the mining license area for the Maddingley Brown Coal Mine.
- Site 1C (30 Fisken Street, Maddingley): Located to the north of Geelong-Bacchus Marsh Road and opposite Site 1B, Site 1C is in the Mixed Use Zone (MUZ). Site 1C only accounts for the land abutting Geelong-Bacchus Marsh Road, as the MUZ land to the north is impacted by steep topography and a dwelling within a heritage overlay (HO 160). The

‘indicative’ area of Site 1C is in the order of 5ha, and could therefore accommodate approximately 20,000m² of floorspace assuming a site coverage of 40%. The eventual developable land may vary from this and would be dependent on a more detailed analysis of the site’s topography.

Industrial uses and rural residential properties are located in the eastern portion of Site 1C.

The potential for all of the above sites to be developed for the purpose of bulky goods retailing will be influenced by the intentions of the land owners and any implications associated with the nearby Maddingley Brown Coal Mine. This is a particularly pertinent point regarding Sites 1A and 1B, which are within the SUZ1 (Coal Mining), the purpose of which includes:

- To recognise and provide for the use and development of land for coal mining
- To provide for use of the land compatible with the primary purpose of the zone.

Maddingley Brown Coal operates a coal mine, hard waste landfill and a composting facility within a mining license area located to the south of these sites. The zone provisions require that consideration be given to the effect that any proposal will have on the existing and future operation of the Maddingley Coal mine. The State Planning Policy Framework (SPPF) also provides strong overarching policy support for the protection of land suitable for exploration and extraction of natural resources. Therefore, it will be important to engage with Maddingley Brown Coal if these sites are to be considered further.

Site 1C is within the MUZ and is not bound by the above considerations.

Site 1A and 1B are situated in an ‘employment investigation area’ in the draft Bacchus Marsh Urban Growth Framework. There would be strong synergy with the desired future land use within this draft framework.

Table 5.1 provides an overview of the key features of Site 1 and the extent to which it meets the identified locational criteria.

Table 5.1: Site 1 Overview

Category	Site 1A	Site 1B	Site 1C
Site size	18.2ha	11.6ha	5ha (approx.)
Indicative floorspace capacity ¹	72,000m ²	46,000m ²	20,000m ² (approx.)
Compatible zone	Yes (SUZ1)	Yes (SUZ1)	Yes (MUZ)
Status of land	Vacant	Largely vacant, comprises one dwelling	Western portion: vacant Eastern portion: occupied
Availability for development ²	Short-term	Short-term	Short-term

Locational Criteria

Assessment

1. Arterial road exposure and accessibility	<u>Current (Low) / Future (Medium-High)</u> . Site is accessible via Geelong - Bacchus Marsh Road, which is currently an access route to Bacchus Marsh from the south. In the context of exposure for bulky goods retailers, this section of Geelong-Bacchus Marsh Road does not currently carry a sufficient level of traffic to attract an national brand anchor tenant. However, future planned residential and employment land development may generate sufficient exposure to passing traffic.
2. Accessibility to its catchment	<u>Medium</u> : Reasonably well located with respect to existing residents in Bacchus Marsh. Development of an 'Eastern Link' will improve accessibility to areas to the north of the Western Freeway.
3. Sufficient sized site	<u>High</u> . Sufficient to accommodate forecast demand for bulky goods and associated uses over the next 25 years.
4. Relatively flat site	<u>High</u> . The land closest to Geelong-Bacchus Marsh Road, is relatively flat and would be easy to develop. Land to the north of site 1C slopes considerably to the north and has been excluded given the costs involved in developing this land.
5. Sympathetic to surrounding uses	<u>High</u> . In the most part, adjoining land uses are non-sensitive are not considered to be a major constraint to the development of bulky goods retailing on all three sites. As discussed earlier, the potential for land use conflict with mining licences needs to considered in more detail.

Source: Essential Economics; Moorabool Shire Council

Note: ¹Indicate floorspace capacity assumes a site coverage of 40%

²Short-term - up to 2021; Medium-term - 2021-2031; Long-term – 2031 and beyond. Potential development timeframe is indicative only and depends on the intentions of individual land owners

Positive Attributes of Site for Bulky Goods Development

Site 1 will be considered a reasonable location from a retailers' perspective in the longer-term. The site has exposure to an arterial road and is on the southern side of the broader urban area of Bacchus Marsh, where the a high share of population growth is forecast to occur.

Furthermore, any future residential development in Parwan, identified to occur in the medium-long term in the draft Urban Growth Framework (refer Figure 2.1) would contribute positively to the prospects for bulky good retailing in this location. Similarly, development of employment uses in Parwan identified in the draft Urban Growth Framework will also

contribute positively, generating additional vehicle exposure along Geelong-Bacchus Marsh Road.

The future development of the Eastern Link will link Site 1 to the future Merrimu residential growth area identified in the Urban Growth Framework and is considered to be an important piece of infrastructure from a commercial operating perspective.

From a future planning perspective, any combination of Sites 1A, 1B or 1C could provide a long-term supply of land available for bulky goods retailing and associated uses. Should any issues arise associated with proximity to the Maddingley Brown Coal Mine, Site 1C is less likely to be affected.

Another key feature of Site 1 is that it consists of three separate sites, all of which are large enough to accommodate the long-term need for bulky goods retailing in their own right. This general location is considered to be appropriate for the long-term planning for bulky goods retailing. This situation provides a level of flexibility should any one site not become available for development for some unknown reason (e.g. no interest from the land owner).

Negative Attributes of Site for Bulky Goods Development

The negative attributes for Site 1 for bulky goods development include the following:

- Site 1 is not considered to be a strong commercial location at this point in time. Major bulky goods retailers require prominent locations that provide exposure to high levels of passing traffic.
- Given that Site 1 is not considered to be a prominent location for bulky goods retailing at this point in time; it is expected to be difficult to attract a major national brand tenant required to anchor a successful bulky goods centre/precinct in the short-medium term. Residential development in Parwan and the development of the Eastern Link may stimulate interest from major retailers in the future.
- With respect to sites 1A and 1B, consideration needs to be given to the effect that bulky goods use and development may have on the existing and future operation of the Maddingley Coal Mine, in consultation with Maddingley Brown Coal, the EPA, State agencies, Council, and landowners.
- While use of land for bulky goods is not considered a sensitive use, there would be a practical need to consider potential environmental issues (e.g. particularly dust) arising from the site's proximity to the mine

Changes to Moorabool Planning Scheme Required to Facilitate Use and Development for Bulky Goods Retailing

Sites 1A and 1B are currently Special Use Zone 1. An application for the use and development of land for restricted retail premises could be made. Whilst Council could consider an application under this zone, permits would be triggered for most types of use and development in future. Therefore, the existing zone does not lend itself to promoting future

use for bulky goods retailing. Site 1C is located within the Mixed Use Zone. A permit application for the use of land for restricted retail premises can be made.

Council may wish to proactively facilitate development of Site 1 for the purpose of a Bulky Goods Precinct. To do so, it could consider an amendment to the Moorabool Planning Scheme using one of these approaches:

Commercial 2 Zone

- Update to the Local Planning Policy Framework (LPPF)
- Rezone land to Commercial 2 Zone (C2Z)
- Apply a Development Plan Overlay (DPO).

Under this scenario, a proponent would respond with a Development Plan and Planning application for Council's consideration.

Special Use Zone

- Update to the Local Planning Policy Framework (LPPF).
- Introduction of a new schedule to the Special Use Zone (SUZ) specific to the new Bulky Goods Precinct.
- Apply a Development Plan Overlay (DPO).

Under this scenario, a proponent would respond with a Development Plan and Planning application for Council's consideration.

Further discussion regarding potential planning controls is provided in Section 6.

Site 2: Geelong-Bacchus Marsh Road/Woolpack Road Intersection, Maddingley (42 & 66 School Lane, Maddingley)

Site 2 is located to the south of Geelong - Bacchus Marsh Road in Maddingley. Importantly the site has direct exposure to Geelong-Bacchus Marsh Road and comprises lots 42 and 66 School Lane, Maddingley. Site 2 is in the Special Use Zone 1 – Coal Mining (SUZ1); however, it lies beyond the mining licence area for the Maddingley Brown Coal Mine. The site forms part of the 'Parwan Employment Precinct' in the draft Bacchus Marsh Urban Growth Framework (refer Figure 2.1).

Table 5.2 provides an overview of the key features of Site 2 and the extent to which it meets the identified locational criteria.

Table 5.2: Site 2 Overview

Category	Site 2
Site size	14.5ha
Indicative floorspace capacity ¹	58,000m ² (approx.)
Compatible zone	Yes (SUZ1)
Status of land	Largely vacant (A shed and the Edenhills Pet Crematorium are located in the southern portion of the site)
Availability for development ²	Short-term
<u>Locational Criteria</u>	<u>Assessment</u>
1. Arterial road exposure and accessibility	<u>Current (Low) / Future (Medium-High)</u> : Site is accessible via Geelong - Bacchus Marsh Road, which is currently an access route to Bacchus Marsh from the south. In the context of exposure for bulky goods retailers, this section of Geelong-Bacchus Marsh Road is not currently considered to carry a sufficient level of traffic to attract a national brand anchor tenant. VicRoads data suggests on average, approximately 5,000 vehicles currently pass the site per day. This compares to 30,000 vehicles a day that travel along the Western Freeway. However, potential exists in the future, with planned residential and employment land development, exposure to passing traffic may be sufficient.
2. Accessibility to its catchment	<u>Medium</u> : This is not currently well-located with respect to existing residents in Bacchus Marsh. However, Site 2 is located opposite the Parwan Residential Growth Precinct identified in the draft Urban Growth Framework, and the development of the 'Eastern Link' would improve accessibility to areas to the north of the Western Freeway.
3. Sufficient sized site	<u>High</u> . Sufficient to accommodate forecast demand for bulky goods and associated uses over the next 25 years.
4. Relatively flat site	<u>High</u> . The land closest to Geelong-Bacchus Marsh Road, is flat and easily developable.
5. Sympathetic to surrounding uses	<u>High</u> . Adjoining land uses are not considered to be a major constraint to the development of bulky goods retailing on all three sites. The development of land for bulky goods could be undertaken as a complimentary use to the Parwan Residential Growth Precinct.
Source:	Essential Economics; Moorabool Shire Council
Note:	¹ Indicate floorspace capacity assumes a site coverage of 40% ² Short-term - up to 2021; Medium-term - 2021-2031; Long-term – 2031 and beyond. Potential development timeframe is indicative only and depends on the intentions of individual land owners

Positive Attributes of Site for Bulky Goods Development

In the long-term, development of the Parwan Residential Growth Precinct, Parwan Employment Growth Precinct and Eastern Link are positive attributes for bulky goods retailing at Site 2.

The size of the site enables a staged development of a bulky goods precinct that could also accommodate many other ancillary and employment generating uses.

Negative Attributes of Site for Bulky Goods Development

The location of the site is currently isolated from urban areas in Bacchus Marsh. Furthermore, the site has exposure to low levels of passing traffic currently using Geelong-Bacchus Marsh Road. It is unlikely retailers will be attracted to Site 2 until residential development occurs at Parwan and the Eastern Link road is developed. Consequently, Site 2 is only appropriate for bulky goods in the long-term.

Similar to Site 1, the following factors also need to be considered:

- The effect that bulky goods use and development may have on the existing and future operation of the Maddingley Coal Mine, in consultation with Maddingley Brown Coal, the EPA, State agencies, Council, and landowner
- While use of land for bulky goods would not be considered a sensitive use, there is a practical need to consider potential environmental issues (e.g. particularly dust) arising from the site's proximity to the mine.

Changes to Planning Scheme Required to Facilitate Use and Development for Bulky Goods Retailing

Site 2 is currently zoned Special Use Zone 1 and would require rezoning. An application for the use and development of land for restricted retail premises could be made. As per Site 1, Council may wish to proactively facilitate development of Site 2 for the purpose of a Bulky Goods Precinct. To do so, an amendment to the Moorabool Planning Scheme can be considered. Options for rezoning would be as above for Site 1.

Further discussion regarding potential planning controls is provided in Section 6.

Preferred Location for the Long-term Planning for Bulky Goods Sites

Site 1 is a preferable location for the long-term planning of bulky goods retailing in Bacchus Marsh compared to Site 2 for the following reasons:

- Site 1 is located closer to the existing urban areas of Bacchus Marsh
- Site 1 comprises of multiple sites which are able to be developed. This provides flexibility for Site 1 to be developed under a range of scenarios.

While Site 1 is the preferred location from a long-term planning perspective, it is unlikely to attract any significant bulky goods retailers in the short to medium-term. Therefore, the economic (e.g. local jobs and retention of resident spending) and other benefits (e.g. reduced travel time and improved level of services) associated with providing for bulky goods retailing in Bacchus Marsh are unlikely to be realised. That is, unless other sites can be identified that meet short-term requirements.

5.5 Other Potential Sites that Could Accommodate Bulky Goods Retailing in the Near-term

Two other sites have been identified as ‘potential’ bulky goods sites that could potentially meet the immediate, short and medium-term demand for bulky goods retailing. These sites do not fully address the key location principles (refer Figure 5.1) and are likely to require the resolution of a number of issues.

These sites should be considered if Moorabool Shire Council seeks to attract a successful bulky goods retail precinct to Bacchus Marsh in the short to medium-term (say, the next 10-15 years). However, these sites are currently within the General Residential Zone and restricted retail use is prohibited. A planning scheme amendment would therefore be required to rezone the land.

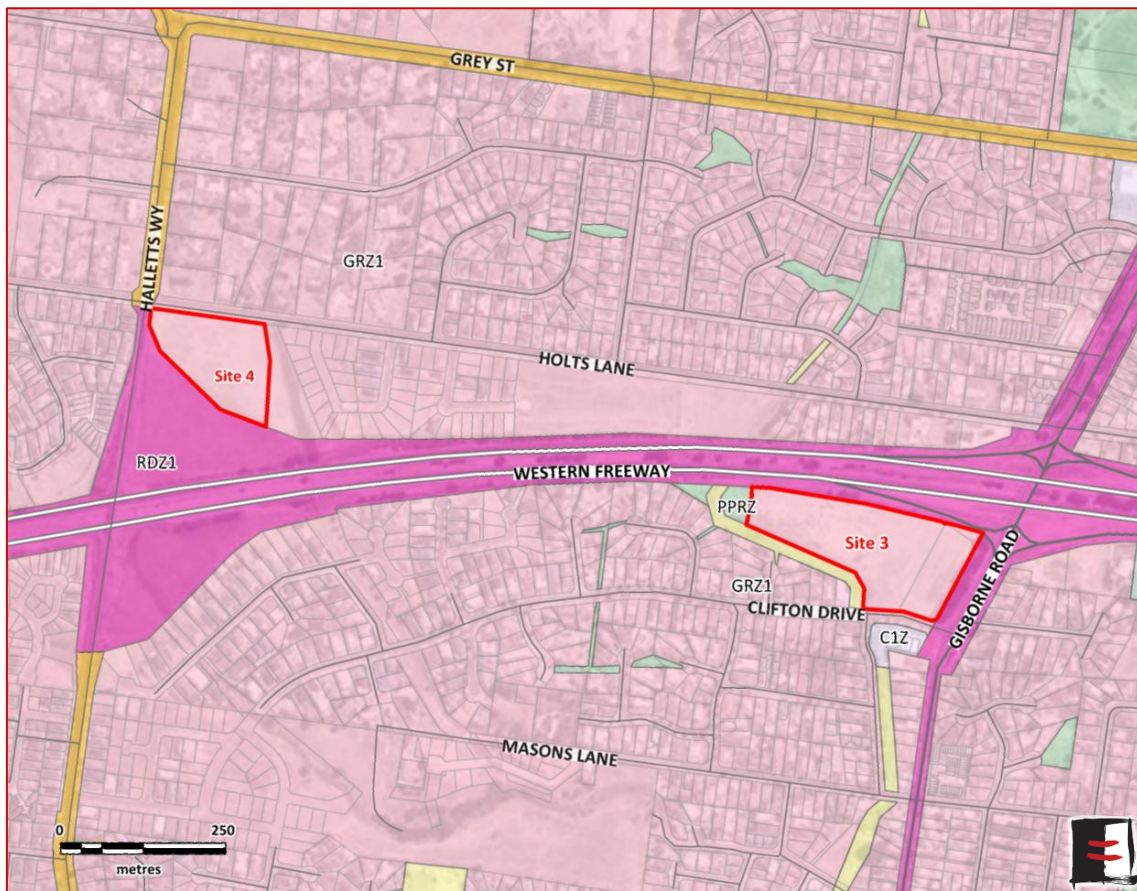
From an economic perspective, these sites are identified as potential bulky goods locations; however, any planning scheme amendment would need to consider a wide variety of issues including implications of bulky goods development on traffic, amenity of surrounding uses, environment considerations, etc.

The two additional potential sites are shown in Figure 5.3 and comprise:

- Site 3 (101 Gisborne Road, Bacchus Marsh)
- Site 4 (North-east of Halletts Way/Western Freeway Intersection, Darley)

A review of each of the above sites is provided on the following pages.

Figure 5.3: Other Potential Bulky Goods Sites



Produced by Essential Economics using MapInfo, StreetPro and Nearmap

Site 3 (101 Gisborne Road, Bacchus Marsh)

Site 3 is located at 101 Gisborne Road, to the south of the Western Freeway. The site is currently vacant and comprises approximately 3.7ha of land. Assuming a site coverage of 40%, Site 3 could accommodate in the order of 15,000m² of floorspace. This represents 90% of the forecast demand for 16,600m² of bulky goods retail floorspace by 2041 identified in Chapter 4.

Site 3 has previously been subject to a rezoning request to enable a bulky goods development containing a Bunnings warehouse. In 2014, the Minister for Planning authorised Moorabool Shire Council to prepare and exhibit Moorabool Planning Scheme Amendment C71 that would enable the proposed bulky goods development.

The proposed planning scheme amendment was controversial among the local community and more than 180 submissions were received that opposed the rezoning. Following exhibition of the amendment, Council resolved to abandon the amendment in December 2015. Issues cited within the submissions as reasons for abandoning the amendment related to traffic impacts on Gisborne Road, the scale and impact of development on directly adjoining residential uses and the absence of a clear strategic vision for bulky goods retailing in Bacchus Marsh.

From a commercial perspective, Site 3 is considered to remain an attractive site for bulky goods/homemaker. The site's high levels of exposure and accessibility to its catchment, and the fact the site is vacant, easily serviced and developable make it a desirable proposition for any major bulky goods retailer seeking to locate in Bacchus Marsh.

An overview of Site 3 is provided in Table 5.3.

Table 5.3: Site 3 Overview

Category	Site 3
Site size	3.7ha
Indicative floorspace capacity ¹	15,000m ² (approx.)
Compatible zone	No (GRZ1)
Status of land	Vacant
Availability for development ²	Unknown (requires a planning scheme amendment to rezone the land)
<u>Locational Criteria</u>	<u>Assessment</u>
1. Arterial road exposure and accessibility	<u>Exposure – High</u> : The site is highly visible to the Western Freeway and Grant Street. <u>Accessibility – Low</u> : Access to the site will be required from Clifton Drive, which is a local street. Access to the site for large trucks is an issue that will need resolution.
2. Accessibility to its catchment	<u>High</u> : Location at the intersection of the Western Freeway and Grant Street means the site is easily accessible for residents in the catchment, including residents to the northern and southern areas of Bacchus Marsh.
3. Sufficient sized site	<u>Medium</u> : The site is sufficient to accommodate 90% of the demand for bulky goods floorspace to 2041.
4. Relatively flat site	<u>High</u> : The site is flat and easily developed.
5. Sympathetic to surrounding uses	<u>Low</u> : Site 3 is located in close proximity to sensitive land uses (Housing, childcare). While not required to provide a buffer to sensitive land uses, physical separation from sensitive uses cannot be achieved and would need to be carefully addressed through the design and siting of buildings, access points, and loading and unloading areas.
Source:	Essential Economics; Moorabool Shire Council
Note:	¹ Indicate floorspace capacity assumes a site coverage of 40% ² Short-term - up to 2021; Medium-term - 2021-2031; Long-term – 2031 and beyond. Potential development timeframe is indicative only and depends on the intentions of individual land owners

The following issues will need to be resolved if Site 3 is considered for bulky goods retailing:

- Requires a planning scheme amendment to rezone the land. The site is currently zoned “General Residential Zone” and would need to be rezoned to enable use for bulky goods retailing.
- Conflicts with nearby residential uses

- The site is located at a key 'gateway' to Bacchus Marsh. Development on this site also has potential to impede views from Gisborne Rd towards the Lerderderg State Park. Urban design criteria should be applied to address these issues.
- Any potential traffic related-issues, including access arrangements for large vehicles.
- Previous community opposition to the site being used for bulky goods retailing
- Site is of sufficient site to accommodate a consolidate bulky goods development that should meet the needs of the community over the next 20 years; however, additional sites may be required to accommodate demand in the longer-term.
- Other potential land uses that would benefit from the site's location (i.e. proximity to Main Street, walkability and access to public transport).

Site 4 (North-east of Hallets Way/Western Freeway, Darley)

Site 4 is located to the north-east of the Hallets Way and Western Freeway intersection. The site is bordered by Holts Lane to the north, Western Freeway to the south, Hallets Way to the west and a drainage reserve to the east. Access to the site will be required from Holts Lane, which is a residential street.

The site is currently vacant and comprises approximately 2.1ha of land. The ability of the land to the east to be developed for bulky goods retailing is limited, having regard for buffer requirements for adjoining residential uses and the presence of a drainage reserve.

Assuming a site coverage of 40%, Site 4 could accommodate in the order of 8,400m² of floorspace. This represents 51% of the forecast demand for 16,600m² of bulky goods retail floorspace by 2041 identified in Chapter 4.

The following issues will need to be resolved if Site 4 is considered for bulky goods retailing:

- Requires a planning scheme amendment to rezone the land. The site is currently zoned "General Residential Zone" and would need to be rezoned to enable use for bulky goods retailing.
- Possible conflict with nearby residential uses.
- Any commercial development on this site would require careful design, to ensure that it respects the character, scale and amenity of nearby residential uses.
- Viewlines - the site is elevated and highly visible from surrounding areas. Urban design criteria should be applied to address these issues.
- Any potential traffic related-issues, including access arrangements for large vehicles
- Site is of sufficient site to accommodate 8,400m² of bulky goods floorspace, therefore, additional sites may be required to be identified in order to accommodate demand in the longer-term.

An overview of Site 4 is provided in Table 5.4.

Table 5.4: Site 4 Overview

Category	Site 4
Site size	2.1ha
Indicative floorspace capacity ¹	8,400m ² (approx.)
Compatible zone	No (GRZ1)
Status of land	Vacant
Availability for development ²	Unknown (requires a planning scheme amendment to rezone the land)
<u>Locational Criteria</u>	<u>Assessment</u>
1. Arterial road exposure and accessibility	<u>Exposure – High:</u> The site is highly visible to the Western Freeway. <u>Accessibility – Low:</u> Access to the site will be required from Holts Lane, a local street. Access to the site for large trucks is likely to be an issue that will need resolution.
2. Accessibility to its catchment	<u>High:</u> Location at the intersection of the Western Freeway and Halletts Way mean the site is easily accessible for residents in the catchment, including residents to the northern and southern areas of Bacchus Marsh.
3. Sufficient sized site	<u>Low:</u> The site is sufficient to accommodate 51% of the demand for bulky goods floorspace to 2041.
4. Relatively flat site	<u>High:</u> The site is flat and easily developed.
5. Sympathetic to surrounding uses	<u>Low:</u> Site 4 adjoins residential uses. This issue would need to be carefully addressed through the design and siting of buildings, access points, and loading and unloading areas.
Source:	Essential Economics; Moorabool Shire Council
Note:	¹ Indicate floorspace capacity assumes a site coverage of 40% ² Short-term - up to 2021; Medium-term - 2021-2031; Long-term – 2031 and beyond. Potential development timeframe is indicative only and depends on the intentions of individual land owners

5.6 Implications

It is evident from the assessments presented in this Chapter that ‘no perfect’ site exists to accommodate the short to long-term demand for bulky goods retailing in Bacchus Marsh.

For the purpose of long-term planning for bulky goods retailing in Bacchus Marsh, only two sites meet all the key locational principles to any degree. Of these two sites, Site 1 located on Geelong-Bacchus Marsh Road near the intersection with Fiskin Street, is the preferred location.

However, it is unlikely that Site 1 will attract successful bulky goods retailers in the short-term as currently the site does not benefit from exposure to high levels to vehicle traffic and is not considered to be highly accessible to its catchment. The eventual development envisaged in the Bacchus Marsh Urban Growth Framework is expected to improve the sustainability of the site for bulky goods.

Consequently, if Moorabool Shire Council is seeking to attract a bulky goods retail development to Bacchus Marsh in the near future, alternative, potentially less desirable sites from a Council and community perspective, may need to be considered.

6 POTENTIAL PLANNING CONTROLS

This Chapter provides an overview of the potential planning controls for the identified bulky goods sites, and recommendations regarding planning controls for a bulky goods centre/precinct in Bacchus Marsh.

Given the higher order planning occurring at present through preparation of the Draft Bacchus Marsh Urban Growth Framework, an immediate opportunity exists to test the outcomes of this strategic bulky goods assessment through discussions with Government, community, and key stakeholders.

A number of possible locations for the both the long-term and more immediate use of land in Bacchus Marsh have been identified. Site 1 has been identified as the preferred location for bulky goods retailing in the long-term. This Chapter provides discussion of the potential options for Site 1 (including Site 1A, 1B and 1C) within the Victoria Planning provisions which can be considered.

6.1 Potential Zones

The use of land for “bulky goods” retailing is defined as “Restricted Retail Premises” under the Moorabool Planning Scheme. This assessment, along with the Retail Strategy, contemplates the use of “out of centre” land for bulky goods use. This is due to the lack of appropriate sites within the Bacchus Marsh town centre and the lack of appropriately zoned land elsewhere in Bacchus Marsh for this purpose.

As discussed earlier, sites 1A, 1B and 1C each have potential to be developed and used for bulky goods retailing under the current zone controls, subject to obtaining a planning permit. However, the rezoning of land (or adjustments to existing zone schedules) is preferable to encourage and facilitate the development of a bulky goods precinct.

The two preferred zones currently available within the Victoria Planning Provisions which would be appropriate to facilitate bulky goods retailing are the following:

- Commercial 2 Zone (C2Z)
- Special Use Zone (SUZ)

The key features and implications of these zones are discussed below.

Commercial 2 Zone (C2Z)

Key features of the C2Z include:

- The purpose of the C2Z specifically includes the encouragement of bulky goods retailing.
- C2Z has no maximum or minimum specifiable floor area.

- Decision guidelines include reference to built form; however, they are limited and not specific to Bacchus Marsh or the regional context.
- The use of land for 'Restricted Retailing' is a Section 1 use, and therefore would not require a planning permit. This would provide flexibility for changes in use over time (ie. from one bulky goods retailer to another).

It is acknowledged that there are a number of other land uses (e.g. industry or warehouse) that could be undertaken, 'as-of-right', without the need for a planning permit. Such uses could be detrimental to the desired outcome of a bulky goods precinct. Various other land uses (e.g. education centre, leisure and recreation, materials recycling, place of assembly, residential hotel, retail premises, transfer station, food and drink premises larger than 100m² Net Leasable Floor Area) can be contemplated, subject to obtaining a planning permit. Some Section 1 and 2 uses, particularly cinema, food and drink premises, office, postal agency, shop, supermarket and retail premises, may have an undesirable impact on the central activity district of Bacchus Marsh, or neighbourhood activity centres. Council may wish to apply the zone in conjunction with a Local Policy to guide land use within this precinct.

- A Planning permit would be triggered for subdivision and buildings and works.
- The Responsible Authority would have minimal control over the specific operational use of the retailer. For instance, they generally cannot control operation hours, noise emissions, staff numbers etc.

In summary, the use of the C2Z is only recommended if this degree of flexibility and uncertainty with respect to potential land uses is considered acceptable. Local planning policies should be used to guide or promote decisions about specific uses or locations.

Special Use Zone (SUZ)

Key features of the SUZ include:

- The purpose of the SUZ is to provide for "*specific purposes as identified within the schedule*", which in this case could be defined as "Bulky Goods retailing".
- A site specific schedule can be introduced which specifically focuses on the use and development of restricted retail premises and ancillary uses such as trade supplies and landscape gardening supplies. Uncertainties about potential future uses could be resolved by specifying appropriate Section 1, 2 and 3 uses; application requirements; and decision guidelines. There is a need to substantially pre-commit to developing the land for bulky goods, if this is to be used.

In summary, it is recommended that the SUZ be applied only when an alternative zone cannot achieve a similar outcome, with appropriate support from local policies and overlays.

Consideration of the use of a Special Use Zone as an "enabler" is very different to the way in which this Zone can be used to control matters such as buffers, such as the case in which the SUZ is applied on the Maddingley Coal Mine. Where duplication exists, there would be a need

to redraft the zone schedule as it applied to the site and include the consideration of buffer issues along with other zone objectives.

6.2 Potential Overlays

The rezoning of land alone may not be sufficient to address all specific site constraints or contextual situations. The rezoning of land and the application of overlays may assist in ensuring the sustainable and orderly development of land. This would be highly dependent on the site specific circumstances and surrounding context, noting that land may already be encumbered by overlays.

An overview of the potential overlay available to the identified sites are discussed below.

Design and Development Overlay (DDO)

The DDO is comprehensively used throughout Victoria to influence built form outcomes. Council could customise a schedule to the DDO, to specify design requirements for particular types of buildings and works. Depending on the site context, this may be useful where there is a particular issue or issues to be addressed (ie. treatment of a rural or sensitive use interface).

The schedule can also be used to exempt development from requiring a permit under the DDO and act as an enabler. For instance, exempting buildings which do not exceed a specific height from requiring a permit under the DDO.

Development Plan Overlay (DPO)

The DPO is commonly used across Victoria. A DPO is used to facilitate the preparation of a masterplan and to guide planning decisions for the future use and development of the land. Any permit granted must be generally in accordance with the approved development plan.

Importantly, the DPO can be used in conjunction with any zone or other Overlay.

A key feature of the DPO is that it exempts third party notice and review. This may be considered attractive in order to facilitate the timely development of land.

Environmental Overlays

A range of Environmental Overlays exist to identify land on which certain environmental constraints or values apply. This includes considerations such as flooding, biodiversity, bushfire, and heritage.

Again, there is a need to understand the context for each individual site in order to identify which of these overlays should be applied.

6.3 Local Planning Policy Framework

The Municipal Strategic Statement (MSS) and Local Planning Policies carry weight in the decision-making process. Council could encourage certain types of land use and development via its MSS (Clause 21) and through the development of a Local Policy (Clause 22). This would provide further strategic direction in addition to any Zone, Overlay, or State Planning policy which would apply to the site.

At present, policy guidance for the planning of new commercial areas in Bacchus Marsh is largely provided with Council's MSS, in particular *Clause 21.04 Economic Development* and *Clause 21.07 Bacchus Marsh*. Updating the MSS to include guidance on bulky goods retailing in Bacchus Marsh, potentially at Clause 21.04 Economic Development or Clause 21.07 Bacchus Marsh, is considered appropriate. Any update to the MSS should consider the following themes in relation to bulky goods retailing:

- The need for an out-of-centre bulky goods precinct that complements the existing role of the Bacchus Marsh Activity Centre
- The development of a bulky goods precinct in Bacchus Marsh will contribute to the creation of local employment opportunities
- To reduce escape expenditure and the need for local residents to travel beyond the municipality for their bulky goods retail needs
- The need for appropriate siting and design of a bulky goods precinct having regard to its surrounding context.

6.4 Recommended Planning Controls for Site 1

Site 1 is considered to be a preferable location for the long-term planning for bulky goods retailing in Bacchus Marsh. Having regard for the above discussion, the following recommendation regarding potential planning controls for Site 1 are provided. Recommendations are provided for Sites 1A, 1B and 1C, noting that only one of these sites will be required to accommodate long-term demand.

Site 1A and 1B

Current zone: Special Use Zone 1

Recommended Zone: Commercial 2 Zone or Special Use Zone

Recommended Overlay: Development Play Overlay

Comment: While a permit could be granted under the existing zone, the existing Special Use Zone is not fit for purpose. A new Special Use Zone schedule could be created to facilitate development and use of these sites for restricted retail premises and ancillary uses such as trade supplies and landscape gardening supplies. Buffer requirements to the Maddingley

Brown Coal mine could also be included. A Development Plan Overlay would specify requirements to enable masterplanning of the precinct.

Site 1C

Current zone: Mixed Use Zone

Recommended Zone: Commercial 2 Zone or Special Use Zone

Recommended Overlay: Development Plan Overlay

Comment: While a permit could be granted under the existing Mixed Use Zone, the existing zone is not fit for purpose. The purpose of the zone includes providing for a range of residential, commercial, industrial and other uses, and to provide for housing at higher densities. Such a mix of uses may be detrimental to the longer term vision of a bulky goods precinct. A Development Plan Overlay would specify requirements to enable masterplanning of the precinct.

6.5 Other Considerations

Having regard for the higher order planning occurring at present through preparation of the Draft Bacchus Marsh Urban Growth Framework, it will be important to test the outcomes of this assessment with Government, community, and key stakeholders. It is recommended the following occurs regarding the next phase of planning for bulky goods retail in Bacchus Marsh:

- 1 Moorabool Shire Council will need to decide on the merits of identifying locations for bulky goods retailing that meet the immediate need for land, as well as locations that may meet long-term demand.
- 2 Include the identified sites within the Draft Bacchus Marsh Urban Growth Framework.
- 3 Provide discussion within the Framework of this assessment and the need to identify a site or sites for future bulky goods retailing.
- 4 Note any major issues to be addressed (eg. potential impacts on the existing and future operation of the Maddingley Coal Mine, existing land use, access, or particular environment or infrastructure constraints, etc).
- 5 Undertake targeted consultation with relevant landholders through preparation of the Urban Growth Framework. It is understood that this may have already occurred to date, but not specific to the use of their land for bulky goods.
- 6 Discuss any feedback received with the VPA and make adjustments to the Urban Growth Framework accordingly.
- 7 It is expected that the Urban Growth Framework will be introduced via an amendment to the Moorabool Planning Scheme. The Urban Growth Framework would likely be included within Council's Municipal Strategic Statement (MSS) and therefore carry statutory weight.

- 8 Pursue an appropriate planning framework for the selected site(s), having consideration of the options (ie. zones, overlays and local planning policies) discussed in this Chapter.