

MINUTES

SECTION 86 RURAL GROWTH STRATEGY COMMITTEE MEETING

Wednesday 27 September, 2017

Council Chambers

Ballan

3.00pm

1. MEETING OPENING

The Chair welcomed all and opened the meeting at 3.06pm.

ATTENDANCE

Cr. Tom Sullivan	Councillor – West Moorabool Ward
Cr. Paul Tatchell	Councillor - Central Moorabool Ward
Mr. Rob Croxford	Chief Executive Officer
Mr. Andrew Goodsell	Acting General Manager, Growth & Development
Mr. Robert Fillisch	Manager Statutory Planning & Community Safety
Mr. Joe Morgan-Payler	Urban Designer
Mr. Geoff Alexander	Strategic Planner
Ms. Jacquie Elliott	Minute Taker

APOLOGIES

Cr. Pat Toohey	Councillor – Woodlands Ward
Mr. Satwinder Sandhu	General Manager, Growth & Development

2. RECORDING OF MEETING

As well as the Council for its minute taking purposes, the following organisations have been granted permission to make an audio recording of this meeting:

- The Moorabool News; and
- The Star Weekly.

3. CONFIRMATION OF THE PREVIOUS MINUTES

Resolution:

Moved: Cr Tatchell
Second: Cr Sullivan

That the Minutes of the Section 86 Rural Growth Strategy Committee Meeting for 26 July, 2017 be confirmed as a true and correct record.

CARRIED.

4. CONFLICTS OF INTEREST

None.

5. Growth & Development Reports

5.1 Ballan Strategic Directions – Results of Exhibition

Introduction

Author: Geoff Alexander, Strategic Planner
General Manager: Satwinder Sandhu, General Manager Growth & Development

Summary

The purpose of this report is to inform the Rural Growth Committee of the results of exhibition of the Ballan Strategic Directions (BSD).

At its meeting on 7 June, 2017 Council resolved to exhibit the BSD for public comment. Following this the BSD was exhibited from 9 June, 2017 until 17 July, 2017. The exhibition period was later extended to 24 July, 2017 upon request from submitters.

Exhibition comprised of:

- Letters sent to all land owners in Ballan and relevant agencies – posted on Friday 9 June, 2017.
- The BSD on display on the website and at Council offices.
- A Have Your Say page on the Moorabool website.
- Two public consultation events at Council chambers.
- Newspaper notices.
- Meetings with notified parties (where requested).

A total of 21 submissions were received covering a broad range of topics. A full list of submissions and responses, with a number of recommendations for changes to the BSD will be tabled at the November, 2017 Ordinary Meeting of Council (OMC).

Submissions

A number of submissions shared common themes. The following key issues are evident.

Key Issue	Officer Response
<p>Development of the Western Growth Precinct</p> <p>Some submitters sought the prioritisation of development in the southern growth precinct prior to the western growth precinct occurring. Some submitters also protested at any development occurring in the western growth precinct.</p> <p>Background note: <i>At the current time the western growth precinct (named "Precinct 5" in the BSD) is identified for "Short - Term development" whilst the southern growth precinct (named "Precinct 7") is identified for "Medium – Long term development" as depicted Map 1.</i></p>	<p><i>Officer Response</i></p> <p>Whilst some reasons provided have validity, such as the greater distance of the western growth precinct to the town centre relative to the south, there are at least nine reasons to continue supporting the short term development of the western growth precinct at conventional residential densities, namely:</p> <ol style="list-style-type: none">1. The short term development of the western growth precinct is an existing strategic position of Council and has been for almost 10 years. The BSD is consistent with this existing position. Planning Scheme Amendment C34, approved by the Minister in 2009, updated the Ballan Framework Plan with a map that identifies the western growth precinct area for short term growth at the end of Clause 21.08 (Ballan) of the Moorabool Planning Scheme. In the same map the southern growth precinct is identified for "medium

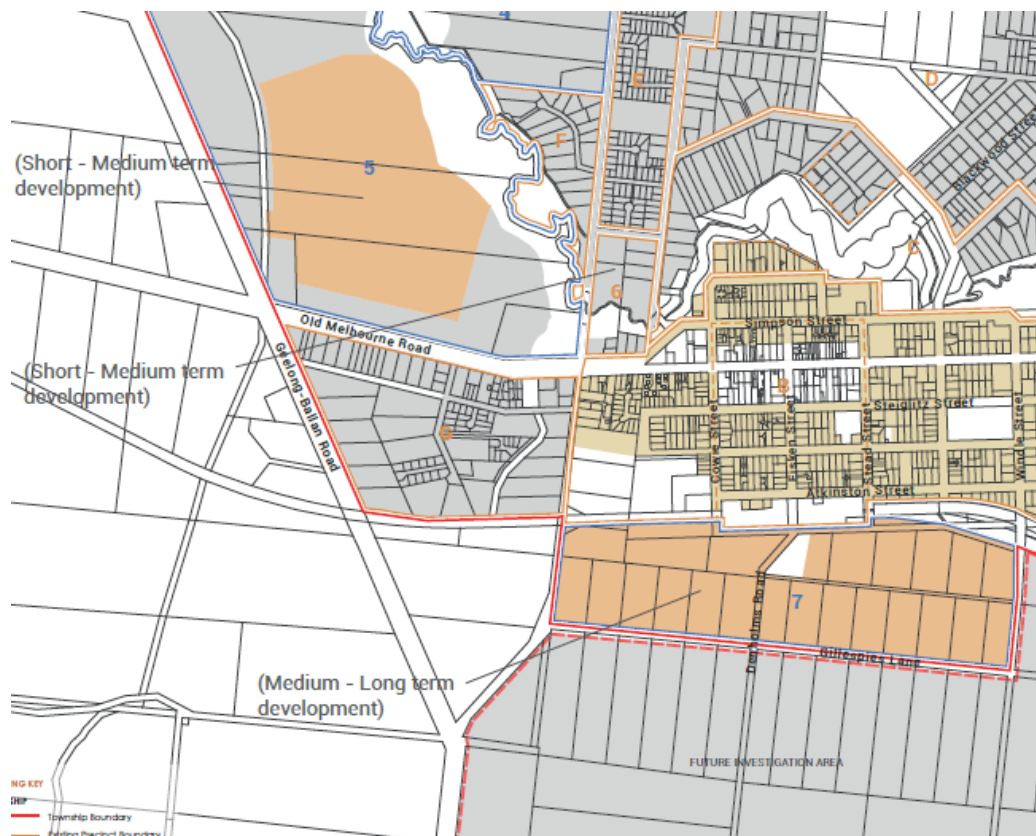
<p>Justification included:</p> <ul style="list-style-type: none"> • The western growth precinct is further from the train station and Main Street. It does not lend itself to easy walkability or bike riding. • The development of the western growth precinct will negatively impact on ecological and river values whereas development of the southern growth precinct will not. • The western growth precinct has agricultural capability that would be lost if developed, whilst the southern growth precinct does not. • The development of the western growth precinct will negatively impact on landscape values, whilst the development of the southern growth precinct will not. • If the western growth precinct has to be developed, it should be developed in the form of rural living sized zots. 	<p>term growth". Amendment C34 went through a rigorous process including public exhibition and Planning Panel. More recently the western growth precinct was a key part of the adopted Ballan Structure Plan, further solidifying expectations that it would be developable.</p> <ol style="list-style-type: none"> 2. Delaying the release of the western growth precinct would negatively impact on the level of certainty and fairness provided by the Planning Scheme and undermine Council's reputation as a place to invest and do business. The owner of the land has a legitimate expectation to develop considering past Council decisions and has already invested significantly in background reports to facilitate future urban growth. 3. Transport for Victoria (the agency representing Victoria's transport agencies including VicRoads) has indicated in their submission that there are very significant infrastructure costs associated with the development of the southern growth precinct. Notably the Authority has indicated that there will likely need to be a number of future railway crossings to enable the development of this precinct and these will need to be grade separated. The Authority prefers that if the precinct is developed at all, that it occurs later rather than sooner. 4. Important landscape values are considered to be effectively preserved under the BSD because rural edges (reduced density) have now identified within key vantage points of the western growth precinct. 5. Whilst the request for rural living sized lots in the western growth precinct is noted, this would not provide significant land supply and may require greater density to justify the extension of costly sewer infrastructure to this area. It would also be inconsistent with the Central Highlands Regional Growth Plan which identified urban growth occurring in towns with significant existing infrastructure (noting Ballan has a regional hospital, train station and other important infrastructure to underpin growth). 6. Moorabool Planning Scheme at CI 21.08 specifies the western growth precinct for "short term growth". If this land was intended for rural living sized lots, this would have been made explicit under the relevant map in the Planning Scheme. 7. The western growth precinct is less fragmented than land to the south, is held in one ownership and is more feasible for delivering a masterplan in the short term, relative to land to the south with multiple land owners.
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8. The western growth precinct assists Council securing important riparian reserves along the Werribee River, a key component of future structure planning in Ballan. The southern growth precinct will not afford the same opportunities.
9. In terms of submissions which note the potential impact on the Werribee River and ecological values, Melbourne Water has provided a draft drainage services scheme for the western growth precinct with a far greater buffer to the river. The increased buffer would help to preserve ecological values. Officers raise no issue with deferring to the advice and recommend that the concept plan for the western growth precinct is modified to incorporate the Drainage Services Scheme map. Greater detail about this map is available at Table 1 and Attachment 1.

Foreshadowed change to be recommended at OMC:

Alter the concept plan for the Western Growth Precinct to conform to Melbourne Waters Drainage Services Scheme Map.

Map 1



<p><u>Lack of dedicated bike paths in Strategy</u></p> <p>Whilst the BSD proposes a substantially improved walking path network, some submitters were disappointed in a lack of bike paths in the strategy.</p>	<p>The primary path network proposed under the BSD is intended to be a shared path for walkers and cyclists but this wasn't clarified in the exhibited version.</p> <p><i>Foreshadowed change to be recommended at OMC:</i></p> <p>Alter the BSD to explicitly refer to the primary path network as a shared path network.</p>
<p><u>There should be an additional area for industrial development</u></p> <p>Background note: <i>The Ballan Structure Plan included a significant new area for industrial expansion, however the BSD as exhibited did not propose for the rezoning of additional industrial land.</i></p> <p>The non-inclusion of an industrial expansion area in Ballan would impact on Ballan's future Industrial Growth.</p>	<p><i>Officer Response</i></p> <p>The BSD is underpinned by analysis of land vacancies in the existing Ballan Industrial Estate. Further development has occurred at 52 Haddon Drive since the analysis was carried out and it is also of note that the new CFA facility is intended to be established to the near east (though the Farming Zone does not necessarily need to be amended for such a facility to be delivered). The current amount of vacant land is approximately 4.4 hectares as per officer assessment in September 2017.</p> <p>It is plausible that additional industrial land will be warranted in Ballan over the life of the BSD. It is therefore reasonable to include an area for future investigation. Council engineers have indicated that future industrial rezoning would be likely to require significant road infrastructure investment. This land could potentially be rezoned depending on a detailed analysis and strategic justification but would be proponent driven. In terms of the specific land for investigation, it is recommended that the land directly east of the CFA site (which is adjoining the existing industrial area) is identified for future investigation due to its proximity to the existing industrial estate, and lack of sensitive near neighbours (residential use)..</p> <p><i>Foreshadowed change to be recommended at OMC:</i></p> <p>Include the land east of the CFA site as an area for future investigation.</p>
<p><u>A Second Retail Precinct for Ballan</u></p> <p>A number of submitters proposed that a second retail precinct is warranted for Ballan, particularly around the train station when the Southern Growth Precinct comes online.</p>	<p><i>Officer Response</i></p> <p>Ballan will remain a small, compact town over the life of the BSD, with approximately 6000 residents by 2041. A second retail centre would not be needed.</p> <p>Page 48 of the Moorabool Shire Retail Strategy (2016) indicates that there was 7,330 sqm of retail floor space in Ballan in 2014. Page 49 of this strategy indicates that there was 1.1ha of vacant land in the commercial zoned area of Ballan in 2016. Advice from local retailers have also confirmed a lack of utilisation of existing sites near Main Street.</p> <p>In addition, there are currently 15 sites in the commercial zoned area of Ballan being used as dwellings. Over time, depending on the demand for commercial zoned land and the preferences of owners, some of these properties may become commercial.</p>

	<p>Even if the demand for retail floor space doubled in Ballan over the horizon of the BSD the existing centre could easily accommodate the growth. Maintaining one commercial precinct will encourage investment in the centre. Any secondary retail precinct would detract from the vitality and foot traffic of the Main Street strip (Inglis Street) and would be inconsistent with the adopted Moorabool Retail Strategy which identified where under-utilised land in the existing town centre should be further developed.</p>
<p><u>Criticisms of the Exhibition Timeframe and Processes</u></p> <p>Concerns were raised in relation to:</p> <ul style="list-style-type: none"> • Prior comments were not recognised from the Ballan Structure Plan exhibition processes. • Lack of consultation in the preparation of the BSD. • Claims the land owner for precinct 5 had been consulted prior to the general public exhibition. • Concerns expressed about the exhibition period not having been long enough. • Concerns expressed about the timeframes offered to lodge a submission. • Concern that the information nights did not run late enough for people who work. • One submitter has indicated that they did not receive a letter. 	<p><i>Officer Response</i></p> <p>A summary of prior feedback from the Ballan Structure Plan exhibition process was considered by Mesh Planning in the formation of the BSD.</p> <p>Given extensive previous consultation processes conducted for the Ballan Structure Plan, it was considered unnecessary to further consult with the community <i>prior to</i> the development of a draft of the BSD. The BSD has been exhibited with the expectation that it may need to be changed on the basis of community and agency feedback. Further consultation will also occur once Council resolves to prepare an amendment to implement the BSD.</p> <p>The land owner of precinct five was subject to the same exhibition process and timeframes as all other Ballan land owners. Council officers held a meeting with all land owners who requested it.</p> <p>The exhibition period was intended to provide one month for submissions. Letters were sent out 5 weeks and 3 days before the closing date for submissions. Variability in Ballan's mail has been noted. Late submissions were accepted. The exhibition period was also extended.</p> <p>Two public information nights were held in Ballan, initially scheduled from 4pm to 6pm. The second night was extended to 8pm following requests from community members on the first night. This change was advertised on the website and in the newspaper.</p> <p>Officers are unsure of why one submitter did not receive the exhibition letter. It has been confirmed that the submitter was on the mailing list.</p>
<p><u>Infill Opportunities should be fully utilised before making any new growth precinct available</u></p> <p>Some submitters argued that infill opportunities within the town should be fully utilised before making a new growth precinct available.</p>	<p><i>Officer Response</i></p> <p>Opportunities for infill development are proposed to be limited under the BSD to primarily the core area, within close proximity to the commercial strip on Inglis Street. This is because of the zoning and minimum lot size limitations proposed for many parts of the town outside of the core, especially north of the Werribee River.</p> <p>It is also of note that Council is required by State Policy to provide a 15 year supply of land at the LGA scale and Ballan is a logical location for growth for a range of reasons including the train station, proximity to Melbourne and its existing range of services and infrastructure.</p>

Future Steps

A Council report at the November 2017 OMC will recommend for the adoption of a modified version of the BSD based on responses to submissions.

If the BSD is adopted at this meeting, officers will then prepare a Planning Scheme Amendment to implement the changes to Planning Controls recommended by the BSD.

Conclusion

The BSD, which seeks to consolidate the existing town structure of Ballan and retain the character of the township, provides significantly improved strategic justification, clarity and direction compared to the Ballan Structure Plan.

The exhibition of the BSD has been carried out resulting in 21 submissions. It is proposed to make a number of changes based on submissions. This report has provided a response to key issues only and a full response to submissions will be presented at the November 2017 Ordinary Meeting of Council. This report will also make a recommendation on the adoption of a modified version of the BSD, based on submissions.

Resolution:

Moved: Cr Tatchell

Second: Cr Sullivan

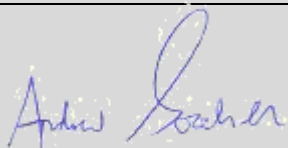
That the S86 Rural Growth Committee resolves to:

- 1. Receives the report herein.**
- 2. That a report be presented to the November 2017 Ordinary Meeting of Council.**

CARRIED.

Report Authorisation

Authorised by:



Name:

Andrew Goodsell

Title:

Acting General Manager Growth and Development

Date:

27 September, 2017

5.2 Township Civic Improvement Plan –Elaine and Gordon

Introduction

Author: Joe Morgan-Payler , Urban Designer
General Manager: Satwinder Sandhu, General Manager Growth & Development

Background

As Councillors would be likely aware, the adopted Small Towns and Settlements Strategy required Council to future plan all settlements in terms of promoting and managing growth (Bungaree, Wallace, Dunnstown, Myrniong) or consolidation and place-based civic improvement (all other settlements).

Depending on competing tasks, Council has scheduled to prepare two to three Civic Improvement Plans (CIPs) per year across the next three - four years.

Key drivers of the CIP's include:

- To identify low cost, highly visible and tangible civic improvement projects (footpaths, signage, furniture, facilities) that build on the identity of towns as well as facilitating community desires.
- Undertake detailed planning and place making prior, where possible, to other civil works for drainage, access and road upgrades occurring – thus providing a more comprehensive and integrated planning, design and engineering response to town planning.
- Reconcile planned local investment with brand and identity as Council begins clearer and more direct facilitation of tourism and business investment across the Shire.

The following is an update on the first two CIP's, for Elaine and Gordon.

Elaine's Civic Improvement Plan

Elaine was chosen as a pilot project for place based civic improvement due to its strategic location on the Midland Highway between Geelong and Ballarat as the first notable settlement within the south west region of the Shire. It supports a number of local facilities (shop, hotel, CFA, local hall, recreation reserve and a number of local businesses). Elaine is also a logical gateway for visitors to stop and identify tourist routes to nearby points of interest including the property Larundel, Lal Lal Falls and Bungal Dam.

The project began in late March 2017.

Following a presentation to the Section 86 Rural Growth Committee in July 2017, on the methodology and likely approach to assessing Elaine's future enhancement, the draft plans for Elaine were presented to the local community during a community drop in session at the Elaine Hall. A meeting was held on 15 August, 2017 at which approximately 16 actions were presented for discussion. See Attachment A, Map of Elaine Draft Recommendations.

15 residents were in attendance and a range of feedback was received which will be actioned as per the attached table (Attachment B).

It is intended that the finalised plans will be presented to November 2017 Ordinary Meeting of Council for endorsement.

It is likely that the actions or interventions identified in this plan will then inform a range of future capital works (amongst other initiatives) of varying scales. Certain items may be captured in current operational budgets going forward and or other larger items will need to go through the usual budgeting process to become realised. The Elaine CIP will also likely inform a range of tourism, marketing and destination mapping projects currently underway.

Gordon Civic Improvement Plan

In light of the Elaine plan progressing, Council has begun scoping the next CIP, being Gordon.

The township of Gordon has been targeted so that the work will be able to inform the Gordon civic infrastructure design project that is being delivered this financial year under the Council's capital works programme. The main street precinct within the town will be focused upon as an initial priority to align with and inform these proposed works with the remaining precincts/entries to follow as the project further develops.

Staff across two separate directorates are collaborating early in this process to ensure that the combined work will result in good placemaking outcomes for the residents of Gordon. In addition, the project will ensure that on-ground actions are well aligned between community expectation, functionality and strategic aspirations for the town.

Once a working draft for the Gordon CIP is completed, it will be presented to the Rural Growth S86 Committee for comment and review. Based on current timelines, it is anticipated this will occur in coming months with potentially subprecincts delivered in stages to match civil engineering plans within Gordon.

Following this, the draft will be presented to the community for further comment. There is potential to exhibit this work to the community alongside the infrastructure design work, however this will need to be confirmed closer to the date as both projects progress.

Resolution:

Moved: Cr Tatchell

Second: Cr Sullivan

That the S86 Rural Growth Committee resolves to:

3. Receives the report herein.
4. That a report be presented to the November 2017 Ordinary Meeting of Council.

CARRIED.

Report Authorisation

Authorised by:

Name:

Andrew Goodsell

Title:

Acting General Manager Growth and Development

Date:

27 September, 2017

PROCESS FORWARD AND WORK PROGRAM

Andrew Goodsell, Acting General Manager Growth and Development provided the Committee an overview of the current Strategic and Sustainable Development Work Program.

NEXT MEETING

Wednesday 22 November, 2017

4.00pm

Council Chambers, Ballan

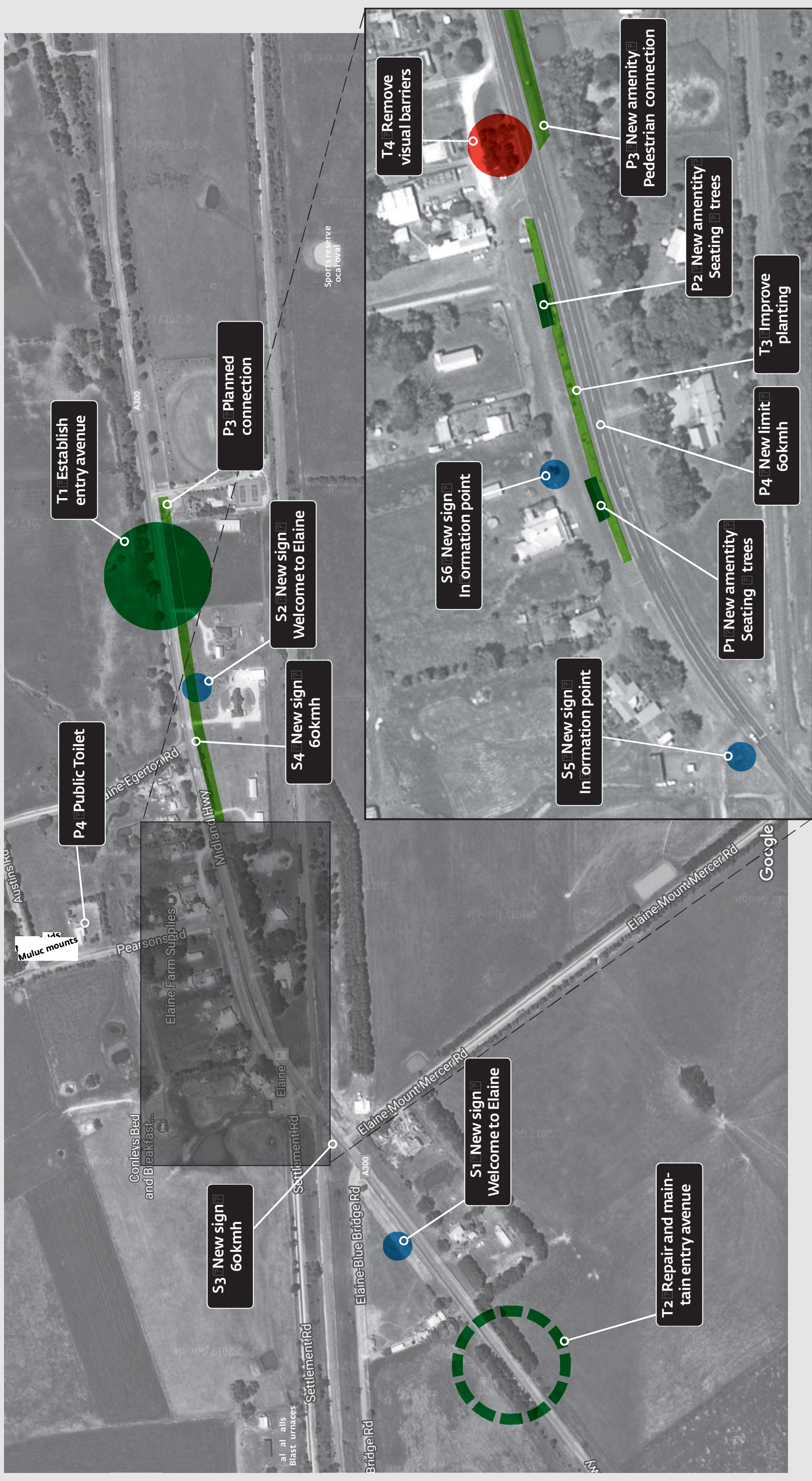
MEETING CLOSURE

The Chair thanked all and closed the meeting at 3.45pm.



Draft - For Discussion Only

Elaine Recommendations



ELAINE COMMUNITY CONSULTATION FEEDBACK.

ISSUE TYPE	SUMMARY OF SUBMISSION	COMMENTS	ACTIONS
Regional	Lobby for a rail trail connecting: Meredith – Elaine – Lal Lal – Yendon – Buninyong.	The scale of this project is outside of the scope of the Civic Improvement Plan.	Council have presented the idea as part of the Grampians Region Cycling & Trails Infrastructure, Business and Master Plan and it will be considered as part of that process.
Road	Dangerous road conditions outside the 'Farm Gate' store. Possibly reduce speed to 60km/h outside of this point. Residents would like to see speed reduced to 60km/h on the Midland Hwy from north of the railway line to a point past the rec reserve. Residents would like to see speed reduced to 40km/h within the service lane.	This road is managed by Vicroads and ultimately all speed limit issues is governed by them. Speed in the service lane is linked to the adjacent Midland Hwy speed. The last traffic count occurred in 2012 and showed the average 85 th percentile speed to be already under 40 km/hr.	Council's role in this issue will be that of lobbying Vicroads so that the road speed is compatible with the adjacent uses and aspirations. A general query was sent to a senior Traffic Management Engineer at VicRoads. Council hope to receive a response soon on how they would judge special cases if possible at all. This issue needs to be coupled with the above, however further to that; Traffic counters will be installed along the service road to establish actual traffic speed.
	Poor lighting at the intersection with Elain Egerton Road and Settlement Road and where there has been a number of near misses.		Council would need to contact Power core to get a quote on installation of public lighting at the intersection.
	Dangerous turn off from Midland Hwy at Claredon-Blue Bridge rd due to lack of dedicated turn lane or wide shoulder.	This road is managed by Vicroads. Crash stats data shows only 1 accident at this intersection within the past 5 years.	All concerns to be forwarded to Vicroads.
Signage	A desire to have a 'Welcome to Elaine' sign on the Highway. Tourist information including maps and local information and gold fossicking information.	Already included in plan. Already included in plan.	No action required. No action required.
	Brown Vicroads information road signage prior to township entries.	This signage would complement other work in the plan.	Added to plan – Page 15
	Events signage at either entry to the town to display upcoming sports games and local events such as farmers markets etc.	This signage would complement other work in the plan.	Added to plan – Page 15
General	More subdivision to open up housing in and around the town. Nursing home with different levels of aged care facilities – nothing between Bannockburn and Ballarat.	The issues and constraints to growth in this area have been detailed in the Small Town Strategy. Council has not received any plans for such a facility in this area and does not currently build or maintain such facilities due to the range of private providers. Any future proposal would have to be assessed on its merits.	No current action required. No current action required.